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

12/18/2008

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

FROM: Mara Ulloa, Plan Amendment Program Specialist

SUBJECT: Polk County Plan Amendment
DLCD File Number 003-07

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: Wednesday, December 31, 2008

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 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 THAT IT WAS MAILED TO DLCD. AS A RESULT, YOUR APPEAL DEADLINE MAY BE EARLIER THAN THE ABOVE DATE SPECIFIED.

Cc: Jerry Sorte, Polk County
Doug White, DLCD Community Services Specialist
Matt Crall, DLCD Transportation Planner
Gary Fish, DLCD Regional Representative

<paa> YA/l

FORM 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

DATE STAMP

DEPT OF

DEC 11 2008

LAND CONSERVATION AND DEVELOPMENT

For DLCD Use Only

Jurisdiction: **Polk County**

Local file number: **LA 07-02**

Date of Adoption: **12/5/2007**

Date Mailed: **12/2/2008**

Was a Notice of Proposed Amendment (Form 1) mailed to DLCD? **Yes** Date: 8/1/2007

☒ 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".

This amendment adopted the Fort Hill Interchange Area Management Plan (IAMP) to the Polk County Transportation Systems Plan (TSP) and amended TSP policies consistent with the IAMP. The amendment also added section 111.235(b) to the Polk County Zoning Ordinance (PCZO) regarding special transportation notification to ODOT related to development in the Forthill IAMP study area and amended PCZO 112.175 regarding access onto arterials and highway classification for State Highways in Polk County.

Does the Adoption differ from proposal? No, no explaination is necessary

Plan Map Changed from: to:

Zone Map Changed from: to:

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**

DLCD # 003-07 (16306) [15303]

If no, did Emergency Circumstances require immediate adoption? ☐ Yes ☐ No

DLCD file No. _____

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

Local Contact: **Jerry Sorte, Planning Supervisor** Phone: **(503) 623-9237** Extension:

Address: **850 Main Street** Fax Number: **503-623-6009**

City: **Dallas** Zip: **97338-** E-mail Address: **sorte.jerry@co.polk.or.us**

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.

BEFORE THE BOARD OF COMMISSIONERS FOR POLK COUNTY, OREGON

RECORDED IN POLK COUNTY
Valerie Unger, County Clerk
Commissioners' Journal

CJ 2008-8
~~01/03/2008~~ 09:53:41 AM
01/04/2008

In the matter of Legislative	)
Amendment LA 07-02 to	)
Amend the text of the Polk County	)
Transportation Systems Plan	)
For the Fort Hill Interchange Area	)
Management Plan and Project Access	)
Management Plan	)

ORDINANCE NO. 07-06

WHEREAS, the Polk County Board of Commissioners identified a need for providing a safety improvements to the Oregon Highway 18/22 (Salmon River Highway) at-grade intersections with Fort Hill Road (to the north) and Yamhill River Road (to the south); and

WHEREAS, the Oregon Department of Transportation conducted studies to consider alternatives that would address the current and projected traffic needs at these intersections; and

WHEREAS, the Oregon Department of Transportation prepared the Fort Hill Interchange Area Management Plan (IAMP) and Project Access Management Plan and supporting documentation that identified the alternatives considered, the preferred alternative, the reasoning for the preferred alternative and implementing methods; and

WHEREAS, Planning Commission held a public hearing on October 30, 2007 to receive comments and testimony; and

WHEREAS, the Planing Commission deliberated at the public hearing on October 30, 2007 and forwarded a recommendation to the Board of Commissioners for support and adoption of Legislative Amendment 07-02, as recommended by the Planning Division staff; and

WHEREAS, the Board of Commissioners received a recommendation in support of Legislative Amendment 07-02 from the Polk County Planning Division staff; and

WHEREAS, the Board of Commissioners conducted a duly noticed public hearing on November 28, 2007, and provided for the opportunity for the submission of testimony and evidence; and

WHEREAS, the Board of Commissioners, on November 28, 2007, publicly considered testimony and evidence from interested citizens, deliberated and unanimously approved the proposed amendments as recommended by the Planning Commission; now, therefore

THE POLK COUNTY BOARD OF COMMISSIONERS ORDAINS AS FOLLOWS:

Sec. 1. That Polk County adopts the findings in favor of the amendments to the Polk County Transportation Systems Plan, Zoning Ordinance, and Zoning Map, as identified in the Staff Report shown on Exhibit "A."

Sec. 2. That Polk County adopts, as a background document, the Fort Hill Interchange Area Management Plan (IAMP) and Project Access Management Plan (as modified by the Board of Commissioners) into the Polk County Transportation Systems Plan as shown on Exhibit "B."

Sec. 3. That Polk County amends the Polk County Transportation Systems Plan Policies as shown on Exhibit "C."

Sec. 4. That Polk County amends the Polk County Zoning Ordinance as shown on Exhibit "D."

Sec. 5. That Polk County amends the Polk County Zoning Map to include the Fort Hill Interchange Management Area Overlay Zone as shown on Exhibit "E."

Sec. 6. That Polk County determines that an emergency related to the economic welfare of the citizens of Polk County is declared and this ordinance is effective immediately upon passage.

Dated this 5th day of December 2007, at Dallas, Oregon.

POLK COUNTY BOARD OF COMMISSIONERS

Tom Ritchey, Chair

Ron Dodge, Commissioner

Mike Propes, Commissioner

Approved as to Form:

David Doyle
County Counsel

First Reading: 12-5-07

Second Reading: 12-5-07

Recording Secretary:

EXHIBIT A

POLK COUNTY COMMUNITY DEVELOPMENT

POLK COUNTY COURTHOUSE ★ DALLAS, OREGON 97338
503-623-9237 ★ FAX 503-623-6009

AUSTIN McGUIGAN
Director

Polk County Planning Division
Staff Report

TYPE OF ACTION: A Legislative Amendment to amend the Polk County Transportation Systems Plan (TSP), the Polk County Zoning Ordinance (PCZO), and the Polk County Zoning Map. The amendment would add the Fort Hill Interchange Area Management Plan (IAMP) and Project Access Management Plan and associated policies to the TSP. The amendment would add Section 184.200 to create the Fort Hill Interchange Management Area (FHIMA) Overlay Zone and add the FHIMA to the Polk County Zoning Map. This amendment would also add Section 111.235(B) to the Polk County Zoning Ordinance regarding special transportation notification to ODOT related to development in the Fort Hill Interchange Management Area Overlay Zone and amend Section 112.175 concerning access management spacing standards onto arterials and update the Highway Classifications for State Highways in Polk County.

APPLICABLE CRITERIA: Polk County Zoning Ordinance 115.060

FILE NUMBER: Legislative Amendment LA 07-02

STAFF CONTACT: Austin McGuigan: Phone: (503) 623-9237

I. BACKGROUND AND PROCEEDINGS

IAMP Purpose and Intent

In August 2007, the Oregon Department of Transportation (ODOT) completed the Fort Hill Interchange Area Management Plan (IAMP) and Project Access Management Plan. The Fort Hill IAMP was modified in September 2007 to include the creation of a Fort Hill Interchange Management Area (FHIMA) Overlay Zone. The Fort Hill IAMP documents the results of the transportation facility planning process conducted by ODOT for the intersection of Oregon Route 18/ Oregon Route 22 and Fort Hill Road.

The Fort Hill Interchange Area Management Plan (IAMP) has been prepared for a new highway interchange on OR-18/OR-22 (Salmon River Highway), approximately 1 ½ miles east of the Spirit Mountain Casino in Polk County, Oregon. The interchange will replace an existing at-grade intersection of the highway with Fort Hill Road (to the north) and Yamhill River Road (to the south). The proposed interchange will be about ¾ mile east of the existing intersection. Exhibit D illustrates the project area.

OAR 734-051-0155(6) requires that an IAMP be prepared for any new or significantly reconstructed interchange. The purpose of an IAMP is to ensure safe and efficient operations between connecting roadways, to protect the function of the interchange, and to minimize the need for future major interchange improvements. The IAMP must be completed before the start of construction of the interchange, and must be developed in accordance with the Oregon Highway Plan (OHP) Policy 3C (Interchange Access Management Areas). The purpose of an IAMP is also to protect the function of the interchange over time and, consequently, the state's investment in the facility. Because new interchanges are very costly, state and local governments and citizens have an interest in ensuring that they function as intended and for as long a period as possible, while still supporting planned land use.

An IAMP is required for the proposed interchange at OR-18/OR-22 and Fort Hill Road because it is a proposed new interchange in the state highway system. An environmental assessment (EA) and revised environmental assessment (REA) were developed for the larger corridor between the H.B. Van Duzer Forest Corridor to Steel Bridge Road in 2001 and 2004 respectively. A FONSI was provided by the Federal Highway Administration on July 8, 2004. In addition, a corridor refinement plan was completed for the H.B. Van Duzer Forest Corridor to Steel Bridge Road of OR 18 and 22 in May 2004. Improvements between Forth Hill Road and Wallace Bridge were recommended in each of these documents as the first phase of a seven-phase implementation plan between the H.B. Van Duzer Forest Corridor and Steel Bridge Road. Though the EA described an at-grade intersection at OR 18/ OR-22 and Fort Hill Road, both the corridor refinement plan and the REA included an interchange in this vicinity. The corridor refinement plan, EA, and revised EA have been adopted as part of the Polk County Transportation System Plan (TSP) and Comprehensive Plan.

Problem Statement

The problems to be addressed by the new Fort Hill Road Interchange are documented in the EA and form the first part of the problem statement for the IAMP. According to the 2002 EA, the section of OR-18/OR-22 between Grand Ronde Road and the Wallace Bridge interchange was operating at or near capacity in 1998; and the section of the highway between Fort Hill Road and the Wallace Bridge intersection was operating at or near capacity in the eastbound direction. The left-turn movement from Fort Hill Road to OR 18/OR-22 had a volume-to-capacity (v/c) ratio of 1.45 in 1998.

The relevant v/c standard for OR-18/OR-22 within the study area is 0.70. At the Fort Hill intersection, the v/c standard for traffic along OR-18/OR-22 is 0.70 and along Fort Hill Road is 0.80. If no improvements are made to the highway, the segment is expected to fail by 2008 in both the eastbound and westbound direction west of Fort Hill road, and in the eastbound direction east of Fort Hill Road. At the Fort Hill intersection, mobility is expected to deteriorate by 2008 under the no build option, with a v/c of 4.5 for the northbound left movement and 1.24 for the southbound left movement.

OR-18/OR-22 is classified as an expressway. Minimum spacing standards for public and private approaches onto rural expressways is every 5,280 feet. Currently, there are more than two dozen approaches onto OR-18/OR-22 within the project area (a length of approximately 2 ½ miles).

The existing at-grade intersection of Fort Hill Road and OR-18/OR-22 has a historically high crash rate. In the past, this intersection has been listed as part of the State Priority Index System (SPIS), a list of the most hazardous locations in the state. In addition, there have also been a large number of "near misses" at this intersection reported on an anecdotal basis. A grade-separated interchange at the intersection of Fort Hill Road and OR-18/OR-22 greatly improves mobility and reduces conflicts for the left-turn movement at the connection of Fort Hill Road and the Salmon River Highway.

Given that an interchange is going to be constructed to address the problems described above, this IAMP will address how to integrate the new interchange and related improvements into the study area such that:

- Property access is maintained and local land use and economic development plans are supported,
- The operational life of the interchange is maximized, and
- Local and state highway transportation needs are addressed.

The Fort Hill Interchange Area Management Plan and Project Access Management Plan has now been forwarded to Polk County for adoption as part of the County's TSP. Additional amendments to the Polk County TSP and Polk County Zoning Ordinance (PCZO) that provide for proper functioning of the preferred interchange alternative have also been developed and are described below. ODOT has concurrently submitted a conditional use application to allow for replacement of an intersection with an interchange as provided by Section 136.050(R)(4) of the Polk County Zoning Ordinance.

Legislative Amendment 07-02 consists of four parts:

(1) Adoption of the Fort Hill Interchange Area Management Plan and Project Access Management Plan as part of the Polk County Transportation System Plan (TSP).

(2) Amendments to the policies section of the Polk County TSP that:

- Provide alternate mobility standards for the Fort Hill Interchange in order to support planned development and preserve capacity at the interchange for the next increment of community growth that is anticipated to occur beyond the 20-year planning horizon;
- Promote re-development of sites such as the Willamina Lumber Mill site to encourage rural industrial employment growth;
- Support continued resource uses of the land in the Fort Hill interchange study area in accordance with the agricultural and farm/forest designations that currently exist;
- Provide for coordination with ODOT on land use actions or amendments to the Comprehensive Plan or development ordinance that could affect the function of the Fort Hill interchange; and
- Provide that proposed changes to the Comprehensive Plan designation for lands within the IAMP boundary must include a finding that the change will not exceed the mobility standards at the interchange.

(3) Amendments to the Polk County Zoning Ordinance, that:

- Update the access management standards table in Section 112.175(C) to include tables that are consistent with OAR 734-051.
- Add Section 184.200, which creates a Fort Hill Interchange Management Area (FHIMA) Overlay Zone. ODOT has proposed two alternative FHIMA Overlay Zones. Alternative "A" would prohibit dog kennels, destination resorts, composting operations, and golf courses within that portion of the Overlay zone that has an underlying zoning of Exclusive Farm Use, Farm/Forest, Farm/Forest Overlay, and/or Timber Conservation. Alternative "A" that would also require specific development standards. Alternative "B" would create an FHIMA Overlay Zone that does not specifically identify prohibited uses; but could restrict uses through restrictions placed on road access permits. Staff does not recommend adoption of Alternative "B." Staff recommends a modification of Alternative "A" that would prohibit the following non-farm uses on the properties zoned Exclusive Farm Use, Farm Forest, Farm Forest Overlay, and Timber Conservation within the Fort Hill Interchange Management Area Overlay Zone:
  - Kennels
  - Golf courses;
  - Composting operations; and
  - Solid waste processing facilities.
- Add Section 111.235(B), which provides for ODOT notification in the assessment of any redevelopment or new development proposal within the Fort Hill Interchange

Management Area Overlay Zone with a trip generation potential that significantly exceeds the trip generation assumptions used for the Fort Hill IAMP.

(4) Amendments to the Polk County Zoning Map, that would apply the Fort Hill Interchange Management Area Overlay Zone to properties near the intersection of Fort Hill Road and OR-18/OR-22.

The proposed text amendments to the Polk County TSP and PCZO are included as Exhibits B and C to this staff report, respectively. Staff recommends that the Planning Commission adopt the text amendments, and PCZO map amendment, included as Exhibits B, C, and D; including Alternative "A" with the amendments proposed by staff and included in Exhibit C.

Notice of the drafted text amendments was provided to property owners within the proposed Fort Hill Interchange Management Area Overlay Zone, as well as to affected government and local agencies, on October 4, 2007. Planning Division staff provided notification of the Planning Commission and Board of Commissioners public hearings for file LA 07-02 to the Dallas *Itemizer-Observer* Newspaper for publication on October 10, 2007. Notification of this legislative proceeding has been fulfilled pursuant to Polk County Zoning Ordinance (PCZO) Section 111.370. Pursuant to PCZO 115.040, the Planning Commission will conduct a public hearing on October 30, 2007 at 7:00 p.m. The Board of Commissioners public hearing is scheduled for November 28, 2007 at 9:00 a.m.

II. CRITERIA FOR LEGISLATIVE PLAN AMENDMENTS

A legislative plan amendment may be approved provided that the request is based on substantive information providing a factual basis to support the change. In amending the Comprehensive Plan, Polk County shall demonstrate:

(A) Compliance with Oregon Revised Statutes, and the statewide planning goals and related administrative rules. If an exception to one or more of the goals is necessary, Polk County shall adopt findings, which address the exception criteria in Oregon Administrative Rules, Chapter 660, Division 4; [PCZO 115.060(A)]

Findings:

Oregon Statewide Planning Goals and Guidelines

Goal 1: Citizen Involvement

Requirement: Goal 1 requires the development of a citizen involvement program that is widespread, allows two-way communication, provides for citizen involvement through all planning phases, and is understandable, responsive, and funded.

Findings

Appendix E of the Fort Hill Interchange Area Management Plan (IAMP) contains a summary of the public involvement efforts that were undertaken as part of the IAMP project. These efforts included the following:

- A public open house held on April 13, 2006 to discuss the new Fort Hill Road interchange and the IAMP;
- Small group meetings held on May 2-4, 2006 to answer project-specific questions from business owners and residents in the vicinity of the project;
- A newsletter sent out to individuals near the proposed project to provide information and notification of the public involvement events; and
- A postcard announcing the small group meetings sent to business and property owners adjacent to the project.

The draft IAMP was made available for public review and comment for a 30-day period in November 2006. Notice of the public review draft was sent via postcard to individuals near the proposed project and those who had expressed interest at previous public events. Public comment was accepted via email, mail and telephone.

Public hearings on the proposed changes to the Polk County Comprehensive Plan and implementing ordinances were held by the Polk County Planning Commission and Board of Commissioners during Summer/Fall of 2007. These hearings provided opportunities for public comment on the proposed changes.

More detailed information about the public involvement program can be found in Appendix E. This information demonstrates consistency with Goal 1.

Goal 2: Land Use Planning

Requirement: This goal requires that a land use planning process and policy framework be established as a basis for all decisions and actions relating to the use of land. All local governments and state agencies involved in the land use action must coordinate with each other. With regard to the Fort Hill IAMP, ODOT is required to coordinate with Polk County, which has planning authority over the project area.

Findings

Preliminary tasks for the Fort Hill IAMP included a thorough review and analysis of all relevant state, regional and local planning documents in order to establish a planning process and policy framework. The following documents were reviewed:

- Applicable Oregon Statewide Planning Goals;
- Oregon Administrative Rule 731, Division 15, Department of Transportation Coordination Rules;
- Oregon Transportation Plan (2006);
- Oregon Highway Plan (1999);
- Oregon Administrative Rule 734-051, Highway Approaches, Access Control, Spacing Standards and Medians;
- H.B. Van Duzer Forest Corridor to Steel Bridge Road Corridor Refinement Plan (2004);
- H.B. Van Duzer Forest Corridor to Steel Bridge Road Environmental Assessment (2004);
- Polk County Comprehensive Plan;
- Polk County Zoning Ordinance; and
- Polk County Transportation System Plan (1998)

This review identified how the documents influence planning for the proposed Fort Hill interchange project. Detailed review of plans and policies can be found in Appendix A: Existing Conditions Inventory and Data Analysis.

The Fort Hill IAMP was prepared jointly by Polk County and ODOT and coordination between the two agencies took place routinely throughout the process. A Project Management Team (PMT) was established to guide the IAMP process. The PMT consisted of representatives from Polk County, DLCD, and ODOT. An Access Management Team (AMT) made up of ODOT and Polk County staff met as a subset of the PMT to make decisions regarding access. Meetings of these groups are documented in the Access Management Plan section of the IAMP. ODOT staff

facilitated and supported the adoption of the IAMP both by Polk County and by the Oregon Transportation Commission (OTC). ODOT and Polk County will continue to coordinate on development activity and land use actions within the interchange area.

Requirement: Land use decisions and actions must be supported by an "adequate factual base." Evidence must be provided that a reasonable person would find sufficient to support findings of fact that a land use action complies with the applicable review standards.

Findings

This requirement is met through the technical analysis associated with the IAMP and discussed in Section II. Appendix A of the IAMP contains an analysis of the existing conditions within the IAMP study area. This section describes the land use and zoning conditions and historic growth patterns in the vicinity of the proposed interchange, and provides an inventory of existing transportation facilities and their relative functionality. A summary of deficiencies and issues is also provided based on this analysis of current conditions.

Appendix B describes expected future (2027) land use conditions within the IAMP study area and provides the future traffic analysis for 2008 and 2027 no-build conditions. This section provides a detailed description of the land use scenario that was used, including future household and employment growth and development patterns. The scenario was used for modeling the transportation network and determining where deficiencies may occur over time.

The analysis from Appendix B determined that improvements to the Fort Hill interchange area were necessary in order to accommodate future traffic. Appendix C summarizes the alternatives that were considered for the interchange and describes the evaluation criteria that were used to select the preferred alternative.

Appendices A through C offer a factual base to support the Fort Hill interchange project and provide evidence to demonstrate compliance with the applicable Polk County review standards.

Requirement: City, county, state and federal agency and special districts plans and actions related to land use must be consistent with the comprehensive plans of cities and counties and regional plans adopted under Oregon Revised Statues (ORS) Chapter 268.

Findings

Appendix D of the IAMP contains findings of compliance with the Polk County Comprehensive Plan, the Polk County Transportation System Plan, and the Polk County Zoning Ordinance. These findings show that the Fort Hill IAMP is consistent with the County plan. The IAMP also is consistent with the OR-18, H.B. Van Duzer to Steel Bridge Road Corridor Refinement Plan, adopted into the Polk County Transportation System Plan during 2005. These findings show that the Fort Hill IAMP is consistent with the effective county plans adopted pursuant to the provisions of ORS 197 and ORS 215.

Goal 11: Public Facilities and Services

Requirement: Cities and counties shall plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development. The goal requires that urban and rural development be "guided and supported by types and levels of urban and rural public facilities and services appropriate for, but limited to, the needs and requirements of the urban, urbanizable and rural areas to be served."

Findings

Transportation facilities are considered a primary type of public facility. The Fort Hill IAMP documents the current and future transportation needs of the urban, urbanizable, and rural areas

in the vicinity of the Fort Hill Road and OR-18/OR-22 intersection. The analysis of possible alternatives concluded that the grade-separated interchange is the appropriate facility to serve future transportation demand.

The IAMP contains policies that will guide growth within the vicinity of the interchange to ensure that development takes place at a rate and density that is compatible with the capacity of the interchange.

In terms of other, non-transportation public facilities, the IAMP does not result in any land use changes. No impact on public facilities is expected because no intensification of land use is created as a result of improvements recommended in the IAMP.

Goal 12: Transportation

Requirement: This goal requires cities, counties, metropolitan planning organizations, and ODOT to provide and encourage a "safe, convenient and economic transportation system." This is accomplished through development of Transportation System Plans based on inventories of local, regional and state transportation needs.

Goal 12 is implemented through OAR 660, Division 12, also known as the Transportation Planning Rule (TPR). The TPR contains numerous requirements governing transportation planning and project development. (See the "OAR 660, Division 12" section of this document for findings of compliance with the TPR.)

Findings

The purpose of the Fort Hill interchange project is to improve the safety and efficiency of traffic flow through the area. The objective of the Fort Hill IAMP is to protect the functionality of the interchange and its ability to serve future transportation demands. Section II of the IAMP contains a discussion of the transportation analysis that was conducted in order to determine future demand, available capacity, deficiencies, and necessary improvements for this interchange area. The analysis demonstrates that the planned transportation facility will be adequate to safely and efficiently serve trips generated by future land uses for a period of at least 20 years.

The IAMP is adopted into the Polk County Transportation Plan. Policy and zoning ordinance language, as provided in IAMP Appendix H, is added to the Polk County Comprehensive Plan and Zoning Ordinance in order to maintain interchange function and ensure that development inconsistent with the objectives of the IAMP does not cause unexpected traffic flows or create non-conforming access points. Alternative mobility standards adopted into the Polk County Comprehensive Plan and Zoning Ordinance provide protection for interchange operations beyond the 20-year planning horizon. The standards reserve capacity at the interchange so it is not consumed prematurely. IAMP policies provide for coordination between Polk County and ODOT for any land use actions proposed within the IAMP study area (Fort Hill Interchange Management Area Overlay Zone). Local plans must be consistent with state plans. Adoption of the IAMP by the Oregon Transportation Commission amends the Oregon Highway Plan to establish the alternative mobility standards for the Fort Hill Interchange. Proposed plan amendments involving land use actions that would exceed standards set forth in the IAMP first must be approved by the Oregon Transportation Commission.

See additional findings under OAR 660, Division 12 Transportation Planning Rule.

Goal 14: Urbanization, and OAR 660, Divisions 14 and 22

Requirement: Goal 14, Urbanization, requires an orderly and efficient transition from rural to urban land use. This is accomplished through the establishment of UGBs. UGBs and unincorporated community boundaries separate urbanizable land from rural land. Land uses

permitted within the urban areas are more urban in nature and higher intensity than in rural areas, which primarily include farm and forest uses.

Goal 14 is important because it focuses development within relatively compact boundaries of the UGB and, to a lesser degree, in unincorporated communities. This compact development helps contain the costs of public facilities by reducing the need to expand facilities further out from existing services and population centers. The location, type, and intensity of future development within the management area will impact the function and operational life of the interchange.

Additionally, **ORS 197.298** establishes priorities for including land inside urban growth boundaries. The first (highest) priority for inclusion is land that is designated "urban reserve" land. The second priority is land adjacent to a UGB that is identified as "an exception area or non-resource land." The third priority is land that is designated as "marginal land" pursuant to ORS 197.247. The final (lowest) priority is land that is designated for agriculture, forestry, or both.

Findings

The Fort Hill interchange planning area does not intersect with any city's Urban Growth Boundary but it does intersect with the Fort Hill Unincorporated Community Boundary. Land in the vicinity of the interchange is primarily agriculture and farm/forest land, and therefore is the lowest priority for inclusion within a UGB or for expansion of the unincorporated community. The IAMP contains policies that are adopted to protect the function of the interchange from any unplanned future development.

Oregon Transportation Plan (2006)

The Oregon Transportation Plan (OTP) is the state's long-range multimodal transportation plan. The OTP is the overarching policy document among a series of plans that together form the state transportation system plan (TSP). This Plan supersedes the 1992 Oregon Transportation Plan.

An IAMP must be consistent with the applicable OTP goals and policies. Findings of compatibility will be part of the basis for IAMP approval. The most pertinent OTP goals and policies for interchange planning are as follows:

POLICY 1.3 – Relationship of Interurban and Urban Mobility

It is the policy of the State of Oregon to provide intercity mobility through and near urban areas in a manner which minimizes adverse effects on urban land use and travel patterns and provides for efficient long distance travel.

Findings

The Fort Hill IAMP provides for improved safety and intercity mobility on the Salmon River Highway Corridor. The IAMP regulates access and land uses in the vicinity of the interchange to ensure the facility will operate at levels consistent with the alternative mobility standard for the 20-year planning horizon and beyond.

POLICY 2.1 - Capacity and Operational Efficiency

It is the policy of the State of Oregon to manage the transportation system to improve its capacity and operational efficiency for the long term benefit of people and goods movement.

POLICY 2.2 – Management of Assets

It is the policy of the State of Oregon to manage transportation assets to extend their life and reduce maintenance costs.

Findings

The Fort Hill Interchange project was developed in response to safety, capacity and operational efficiency issues affecting this section of OR-18/OR-22. Short term actions in the IAMP accomplish these management objectives by minimizing access locations through this section of OR-18/OR-22. The medium-term and long-term actions in the IAMP protect long-term system capacity by ensuring that the interchange continues to function at a level that meets the mobility expectations of the state. The IAMP contains policies that regulate land use in the vicinity of the interchange by requiring that proposed land use actions must include a review of potential impacts to interchange operations.

The stated purpose of the IAMP is to maximize the operational life of the Fort Hill interchange, and, consequently, protect the State's investment in the facility. Specifically, the goal of the IAMP is to protect the function and operation of the interchange and the local street network within the IAMP area. This includes providing safe and efficient connections between local streets and state highways and minimizing local traffic traveling through the interchange. The IAMP requires proposed changes to the planned land use system to demonstrate consistency with IAMP policies protecting the long-term function of the interchange facility.

Plan adoption of alternative mobility standards protects highway and interchange operations beyond the 20-year planning horizon. The standards reserve capacity at the interchange so it is not consumed prematurely by unplanned development. (Adoption of the IAMP by the Oregon Transportation Commission establishes alternative mobility standards for the Fort Hill interchange as components of the Oregon Highway Plan.)

POLICY 3.1 – An Integrated and Efficient Freight System

It is the policy of the State of Oregon to promote an integrated, efficient and reliable freight system involving air, barges, pipelines, rail, ships and trucks to provide Oregon a competitive advantage by moving goods faster and more reliably to regional, national and international markets.

POLICY 3.2 – Moving People to Support Economic Vitality

It is the policy of the State of Oregon to develop an integrated system of transportation facilities, services and information so that intrastate, interstate and international travelers can travel easily for business and recreation.

Findings

The Salmon River Highway serves as a primary connection between the Willamette Valley and the Oregon Coast. The highway is a Statewide Freight Route Highway in the Oregon Highway Plan. East of the H.B. Van Duzer Corridor, it is classified as an Expressway. The Fort Hill IAMP provides management tools to ensure the continued safety and efficiency of travel along Salmon River Highway, particularly in the vicinity of the new interchange.

POLICY 4.1 - Environmentally Responsible Transportation System

It is the policy of the State of Oregon to provide a transportation system that is environmentally responsible and encourages conservation and protection of natural resources.

Findings

IAMP policy language protects resource land within the IAMP study area by restricting the location and operation of approach roads in the vicinity of the interchange consistent with the existing agricultural and farm/forest designations in the comprehensive plan. Alternate mobility

standards also protect natural resources by authorizing land use consistent with the Fort Hill unincorporated community. The unincorporated community boundary has been established consistent with statewide planning goal requirements to protect natural resources.

POLICY 5.1 – Safety

It is the policy of the State of Oregon to continually improve the safety and security of all modes and transportation facilities for system users including operators, passengers, pedestrians, recipients of goods and services, and property owners.

Findings

The Fort Hill IAMP responds to high crash rates along this section of OR-18/OR-22. The highway improvements minimize access to the highway and the grade-separated interchange eliminates left-turns onto and from the highway - a primary reason for vehicle crashes in the area. The alternative mobility standards, the interchange design, and the specified location and authorized use of approach roads provide for long-term highway safety.

POLICY 7.1 – A Coordinated Transportation System

It is the policy of the State of Oregon to work collaboratively with other jurisdictions and agencies with the objective of removing barriers so the transportation system can function as one system.

Findings

ODOT worked in collaboration with Polk County to develop the proposed IAMP. The proposed IAMP policy language would require continued coordination between ODOT and Polk County to protect the long-term function of the interchange.

POLICY 7.3 – Public Involvement and Consultation

It is the policy of the State of Oregon to involve Oregonians to the fullest practical extent in transportation planning and implementation in order to deliver a transportation system that meets the diverse needs of the state.

POLICY 7.4 - Environmental Justice

It is the policy of the State of Oregon to provide all Oregonians, regardless of race, culture or income, equal access to transportation decision-making so all Oregonians may fairly share in benefits and burdens and enjoy the same degree of protection from disproportionate adverse impacts.

Findings

Appendix E provides a summary of the public involvement efforts that took place during development of the IAMP. Various methods were used to gather public input about the interchange project and the management plan, including an open house, a series of small group meetings, a newsletter and a public review and comment period for the draft IAMP. Press releases to announce the open house and small group meetings were sent to all local newspapers, including tribal papers, as well as local radio and television stations. Input from citizens was used to evaluate alternatives. These opportunities were provided equally to all, regardless of race, culture or income.

Oregon Highway Plan

The 1999 Oregon Highway Plan (OHP) establishes policies and investment strategies for Oregon's state highway system over a 20-year period and refines the goals and policies found in the OTP. Policies in the OHP emphasize the efficient management of the highway system to increase safety and to extend highway capacity, partnerships with other agencies and local governments, and the use of new techniques to improve road safety and capacity. These policies also link land use and transportation, set standards for highway performance and access management, and emphasize the relationship between state highways and local road, bicycle, pedestrian, transit, rail, and air systems. The policies applicable to planning for the Fort Hill IAMP are described below.

Under Goal 1: System Definition, the following policies are applicable:

Policy 1A (Highway Classification) defines the function of state highways to serve different types of traffic that should be incorporated into and specified through IAMPs.

Policy 1C (State Highway Freight System) states the need to balance the movement of goods and services with other uses.

Findings

Section II of the Fort Hill IAMP summarizes the functional classification of roadways within the IAMP study area. The Salmon River Highway (OR-18/OR-22) is classified as a Statewide Freight Route Highway; east of the H.B Van Duzer Corridor, it is an Expressway. Construction of an interchange to replace at-grade intersections and minimizing approach roads are consistent with the highway's classification. The project improves freight mobility through area by addressing safety and efficiency issues that have been identified at the intersection.

Policy 1B (Land Use and Transportation) recognizes the need for coordination between state and local jurisdictions.

Findings

Coordination between state and local jurisdictions occurred throughout the preparation of the IAMP. A Project Management Team (PMT) was formed to inform the IAMP process and included members representing Polk County, ODOT and DLCD. The PMT met four times and reviewed draft documents in order to provide consensual revisions.

Policy 1F (Highway Mobility Standards) sets mobility standards for ensuring a reliable and acceptable level of mobility on the highway system by identifying necessary improvements that would allow the interchange to function in a manner consistent with OHP mobility standards.

Findings

The analysis of existing and future traffic conditions in the vicinity of the Fort Hill interchange shows that the existing highway cannot perform at the level expected in the OHP without modernization. Mobility standards were used as a criterion for selecting a preferred design for the new interchange. The alternative mobility standards adopted as part of the plan will result in acceptable highway operations beyond the 20-year planning horizon.

Policy 1G (Major Improvements) requires maintaining performance and improving safety by improving efficiency and management before adding capacity. ODOT works with regional and local governments to address highway performance and safety.

Findings

Appendix C summarizes the alternatives that were evaluated for their potential to accommodate existing and future traffic demand at the Fort Hill intersection. Those alternatives included different roadway alignments and traffic signals. The evaluated alternatives that did not include a grade-separated interchange do not provide a solution to the highway capacity and highway safety needs. Therefore, adding capacity is the necessary means for improving safety and efficiency in this highway section. The alternative mobility standards in the IAMP will continue to provide for highway performance and safety.

Policy 1H (Bypasses) establishes criteria for determining the need and impact considerations for a new bypass; directs the preparation of plans, management of access, and provision of local facilities for existing bypasses; and provides a checklist of considerations.

Findings

A bypass is not part of the Fort Hill IAMP and is not called for by the Polk County Transportation System Plan.

Under Goal 2: System Management, the following policies are applicable:

Policy 2B (Off-System Improvements) helps local jurisdictions adopt land use and access management policies.

Findings

Adoption of the land use and access management policies and actions in the IAMP protect the function of the interchange and other related improvements. The IAMP actions minimize the use of OR-18/OR-22 for property access. For most properties, local roads are used to provide access.

Policy 2F (Traffic Safety) improves the safety of the highway system.

Findings

A principal reason for construction of the interchange project is to address documented safety issues in this section of the highway. The IAMP protects the safe and efficient operation of the interchange by regulating access and land use in the vicinity, and through implementation of the alternative mobility standards.

Under Goal 3: Access Management, the following policies are applicable:

Policy 3A: (Classification and Spacing Standards) sets access spacing standards for driveways and approaches to the state highway system.

Findings

The IAMP adheres to the approach road spacing standards established by OAR 734-051 where feasible, but the standards cannot be met at certain locations. The reasons for deviating from these standards are provided in detail in the Access Management Plan component of the IAMP. Generally, these deviations are necessary to provide accesses for existing properties because no reasonable alternate accesses are available.

The IAMP contains short, medium, and long-term access strategies that will be applied within the IAMP planning area in order to regulate existing and future driveway and other approaches in the vicinity of the interchange.

Policy 3C (Interchange Access Management Areas) sets policy for managing interchange areas by developing an IAMP that identifies and addresses current interchange deficiencies and establishes short, medium and long term solutions.

Findings

The purpose of the Fort Hill IAMP is to effectively manage the Fort Hill Road and OR-18/OR-22 interchange area. The IAMP provides recommendations for short, medium, and long term implementation and access management actions, as well as land use policies that are intended to protect the interchange into the 20-year planning horizon and beyond.

Policy 3D (Deviations) establishes general policies and procedures for deviations from adopted access management standards and policies.

Findings

The Access Management Plan component of the IAMP provides a list of access points that will require an access spacing deviation request and the rationale for the request. Deviations will be requested in accordance with the applicable state procedure.

OAR 660 Division 12 Transportation Planning Rule (TPR)

The purpose of the TPR is "to implement Statewide Planning Goal 12 (Transportation) and promote the development of safe, convenient and economic transportation systems that are designed to reduce reliance on the automobile so that the air pollution, traffic and other livability problems faced by urban areas in other parts of the country might be avoided." A major purpose of the Transportation Planning Rule (TPR) is to promote more careful coordination of land use and transportation planning, to assure that planned land uses are supported by and consistent with planned transportation facilities and improvements. The TPR references OAR 731, Division 15 for ODOT coordination procedures for adopting facility plans and plans for Class 1 and 3 projects.

This rule identifies transportation facilities, services and improvements which may be permitted on rural lands consistent with Goals 3, 4, 11, and 14 without a goal exception. These include replacement of an intersection with an interchange, channelization, and medians. The local government must identify reasonable build design alternatives, assess their impacts, and select the alternative with the least impact.

Findings

The Fort Hill IAMP was jointly developed by ODOT and Polk County. Policy language contained in the IAMP mandates continued coordination between the two agencies for management of the interchange area. Current and future planned land uses were considered in the design of the interchange in order to ensure its ability to support future traffic demands. Policies within the IAMP are intended to manage land uses around the interchange to avoid unplanned growth and development that may impact the function of the facility. The policies also require that plan amendments and zone changes within the IAMP study area must not result in a significant impact on the interchange facility. If a significant impact is expected, then the IAMP must be amended and mitigation strategies, including a funding plan, must be adopted.

The IAMP calls for replacement of an intersection with an interchange. This transportation use is authorized on rural lands without a goal exception, but must be consistent with the requirements of ORS 215.283 and 215.296. The IAMP documents the various design alternatives that were considered, the criteria that were used to evaluate the alternatives, and the rationale for selecting the preferred alternative.

OAR 731-015-0065 Coordination Procedures for Adopting Final Facility Plans

OAR 731-015-0065 regulates the ODOT procedure for adopting facility plans. An IAMP is a facility plan. The procedure outlined in OAR 731-015-0065 requires that ODOT coordinate with DLCD and local government agencies during development of the plan, and provide a draft of the facility plan to affected cities, counties, and other agencies for comment. The facility plan must be consistent with statewide planning goals and local comprehensive plan policies, and findings of compatibility must be presented to the Oregon Transportation Commission for facility plan adoption.

Findings

The Fort Hill IAMP was developed jointly by ODOT and Polk County, and included coordination with DLCD primarily through project team meetings. A final draft of the IAMP will be provided to all affected government and other agencies, and any potential conflicts with state or local plans will be jointly resolved. Findings of compliance with statewide planning goals and local comprehensive plans will be developed for presentation to the Oregon Transportation Commission. Adoption of the IAMP will take place in conformance with this provision.

OAR 734, Division 51. Highway Approaches, Access Control, Spacing Standards and Medians

OAR 734-051 governs the permitting, management, and standards of approaches to state highways to ensure safe and efficient operation of the state highways. OAR 734-051 policies address the following:

- How to bring existing and future approaches into compliance with access spacing standards, and ensure the safe and efficient operation of the highway;
- The purpose and components of an access management plan; and
- Requirements regarding mitigation, modification and closure of existing approaches as part of project development.

Section 734-051-0125, Access Management Spacing Standards for Approaches in an Interchange Area, establishes interchange management area access spacing standards. It also specifies elements that are to be included in IAMPs, such as short-, medium-, and long-range actions to improve and maintain safe and efficient roadway operations within the interchange area.

Findings

The Fort Hill IAMP identifies where approach roads along OR-18/OR-22, Fort Hill Road, and Yamhill River Road will not meet the standards after interchange construction. Short-term, mid-term and long-term access strategies are provided to abandon the access point, restrict turning movements, or bring it into compliance over time. In some cases, a new frontage road will provide alternative access. The IAMP also lists several access spacing deviations that will be needed and provides rationale for each.

The IAMP contains approach road spacing standards for new development near the interchange. These standards, shown in Table 2, are the spacing standards in OAR 734-051, Table 7 for Non-freeway Interchanges with Two-lane Crossroads.

(B) Conformance with the Comprehensive Plan (PCCP) goals, policies and intent, and any plan map amendment criteria in the plan; [PCZO 115.060(B)]

Findings:

Polk County Comprehensive Plan

The Polk County Comprehensive Plan, which was most recently updated in 2004, contains goals and policies to manage growth and development in Polk County. Only those policies that are relevant to the Fort Hill IAMP have been included here.

Policy 1.1 - Polk County will adopt and maintain a citizen involvement program that complies with Statewide Planning Goal 1 – Citizen Involvement.

Policy 1.6 - Polk County will provide notice to those citizens that may be affected by proposed and adopted land use decisions and actions including but not limited to: amendments to the comprehensive plan and implementing regulations, zone changes, land use determinations, variances, conditional use permits, dwelling approvals, land divisions and subdivisions.

Findings

The H.B. Van Duzer Forest Corridor to Steel Bridge Road Corridor Refinement Plan was adopted as an amendment to the Polk County Comprehensive Plan in 2005. The Plan was adopted in conformance with County provisions for public involvement and hearings notice. The improvements at the Fort Hill interchange were included as part of the preferred solutions in the Corridor Refinement Plan and were adopted as such.

The Fort Hill IAMP amends the Polk County Comprehensive Plan by adding policy language to the transportation element (County TSP). Public hearings before the Planning Commission and the Board of Commissioners will be held on the proposed amendment to provide an opportunity for public testimony, in conformance with Polk County provisions. Notice of the hearings will be provided to surrounding property owners within 750 feet of the project site, and other citizens that may be impacted by the amendments. Notice of the hearings will be published in the local newspaper at least 20 days prior to the hearings, in conformance with County provisions.

Policy 2.1 - Polk County will prepare and make available to the public upon request clear and concise information reports, and supporting findings of fact and conclusions of law to citizens regarding County land use decisions and actions.

Findings

Prior to the public hearings before the Planning Commission and Board of Commissioners, the Fort Hill IAMP will be made available for public review at no cost, and copies will be provided at a reasonable cost, in conformance with County provisions. Notice of document availability will be provided with the public hearings notices at least 20 days prior to the hearings. The public review document will include supporting evidence and findings of fact relied upon for the land use decision.

Policy 2.3 - Polk County will employ a variety of methods to communicate land use information to citizens, government agencies and interested organizations including the news media, direct mailings, electronic means and public meetings, workshops and briefings.

Findings

Notice of the drafted text amendments was provided to property owners within the proposed Fort Hill Interchange Management Area Overlay Zone, as well as to affected government and local agencies, on October 4, 2007. Planning Division staff provided notification of the Planning Commission and Board of Commissioners public hearings for file LA 07-02 to the Dallas

Itemizer-Observer Newspaper for publication on October 10, 2007. Notification of this legislative proceeding has been fulfilled pursuant to Polk County Zoning Ordinance (PCZO) Section 111.370. Pursuant to PCZO 115.040, the Planning Commission will conduct a public hearing on October 30, 2007 at 7:00 p.m. The Board of Commissioners public hearing is scheduled for November 28, 2007 at 9:00 a.m.

Polk County Transportation Systems Plan

Polk County's TSP was adopted in 1998 and contains a section of goals and policies for roads, land use and transportation. Only those policies that are relevant to the Fort Hill IAMP are addressed below.

Policy 1-5: Polk County shall discourage adding mileage to the system until the following criteria are satisfied:

a. The condition of the road proposed for acceptance into the system meets the county road standards, or

b. An overall increase in efficiency in the county road network can be demonstrated.

Findings

The Fort Hill IAMP preferred alternative includes construction of an access road to connect Fort Hill Road to the new interchange and Yamhill River Road. Because this road will remain an ODOT facility, no new mileage will be added to the Polk County road system.

Policy 2-1: Polk County will continue to coordinate transportation planning with and consider the needs of its cities, other counties, the region, and the state. The county will support the transportation planning efforts of all its municipalities.

Findings

The IAMP was developed jointly by Polk County and ODOT, with input from DLCD. Policy language within the IAMP calls for continued coordination between ODOT and Polk County in regulating land use and transportation within the IAMP study area (Fort Hill Interchange Management Area Overlay Zone). The IAMP does not involve land within an urban growth boundary and does not impact transportation needs of Polk County cities.

Policy 2-3: Polk County will continue to participate in and support state and regional transportation planning efforts.

Findings

Polk County coordinated with ODOT in the development of the Fort Hill IAMP. Policy language in the IAMP calls for continued coordination between ODOT and Polk County in regulating land use and transportation within the IAMP study area (Fort Hill Interchange Management Area Overlay Zone).

Policy 2-4: Polk County recognizes the function of Highway 18 and 22 as being critically important to a wide range of statewide, regional, and local users, and that these highways serve as the primary route linking the mid-Willamette Valley to the Oregon Coast, with links to Lincoln City and Tillamook.

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Findings

The stated purpose of the Fort Hill IAMP is to protect the function of the new interchange facility. Adoption of the IAMP by Polk County adopts policies that regulate land use and development within the vicinity of the interchange in order to ensure continued safety and efficiency along the OR-18/OR-22 corridor.

(C) That the proposed change is in the public interest and will be of general public benefit; and [PCZO 115.060(C)]

Findings: The segment of OR18/22 between Fort Hill Road and the Wallace Bridge currently operates at or near capacity. If no improvements are made to this segment, it is expected to fail mobility standards by 2008. The operational analysis (1998) for the intersection of Fort Hill Road and OR18/22 indicated that the northbound approach to the intersection exceeds the volume-to-capacity standard currently. In addition, this intersection has been included within the top ten percent of the State Priority Index System (SPIS) for high crash rates. Observations and experiences of local residents and through travelers also indicate that this intersection is perceived as congested and dangerous. Without improvements, traffic and safety conditions at this intersection will continue to deteriorate, as shown in the future traffic operations section of the IAMP (Section II, Appendix B).

The proposed Fort Hill interchange facility was determined to be the alternative that will maximize traffic operations and provide safer conditions for travelers. Upon adoption, the Fort Hill IAMP will help to protect the function of the facility and ensure its operational ability for the 20-year planning horizon and beyond.

ODOT, in collaboration with Polk County staff, has proposed the Fort Hill Interchange Management Overlay Zone as a mechanism to identify the area subject to the proposed amendments to the TSP and the PCZO that are designed to protect the interchange. ODOT has proposed two alternative texts for the Fort Hill Interchange Management Overlay which are included in Appendix H to the IAMP (Exhibit A). The primary difference, in regards to the impact that the Overlay Zone would have on allowable uses between these alternatives is that Alternative "A" would prohibit four specific uses on those properties within the Overlay Zone that have an underlying zoning of Exclusive Farm Use (EFU), Farm/Forest (F/F), Farm/Forest Overlay (FFO), and/or Timber Conservation (TC). Alternative "B" would require that a Polk County Road permit to properties within the Overlay Zone with an underlying zoning of EFU, F/F, FFO, and/or TC contain the wording that "access is limited to the production and transportation of agricultural and forest products and for residential purposes only."

It is staff's concern that the wording included in Alternative "B" is ambiguous and could restrict uses through the issuance of road access permits. If "access is limited to the production and transportation of agricultural and forest products and for residential purposes only" it is unclear if a property owner would be able to use their access permit for uses that could be established in the EFU, FF, FFO, and/or TC, such as home occupations, wineries, etc. As such, staff believes that Alternative "A" is favorable to Alternative "B" because it would provide clarity as to what uses would be prohibited by the proposed Fort Hill Interchange Management Area Overlay Zone.

As proposed by ODOT, under Alternative "A", the four uses that would be prohibited in the EFU, F/F, FFO, and/or TC zones subject to the Fort Hill Interchange Management Overlay Zone, are: dog kennels, golf courses, composting operations, and destination resorts. Staff believes that it would be appropriate for the prohibited uses in the Fort Hill Interchange Management Overlay Zone to remain consistent with the prohibited uses in the Rickreall Interchange Management Area Overlay Zone; which was enacted in 2004. Consequently, staff recommends that "dog kennels" be changed to "kennels" and "destination resorts" be removed and replaced with "solid waste processing facilities." The change to "kennels" would be consistent with the Rickreall

Interchange Management Overlay Zone, and also, "kennels" is defined by the Polk County Zoning Ordinance. "Destination resorts" should be removed as a matter of consistency, and while staff does agree that a destination resort would increase the traffic in the area, as required by ORS 197.435 to 197.467, staff believes that it is *highly* unlikely that a destination resort could be established within the Fort Hill Interchange Management Area Overlay Zone. "Solid waste processing facilities" could result in high levels of traffic, and as a matter of consistency with Polk County's previous restrictions in the Rickreall Interchange Management Area Overlay Zone, it should be added as a prohibited use in the Fort Hill Interchange Management Area Overlay Zone.

Staff has made additional, minor changes to the text of the Alternative "A" of the Fort Hill Interchange Management Area Overlay Zone, and staff's proposed text is included in Exhibit C to this staff report. With these changes, staff concludes that the proposed amendments to the TSP, PCZO, and Polk County zoning map, would be in the public interest and of general benefit to the public.

(D) Compliance with the provisions of any applicable intergovernmental agreement pertaining to urban growth boundaries and urbanizable land. [PCZO 115.060(D)]

Findings: This criterion is not applicable.

RECOMMENDATION:

Staff recommends that the Planning Commission recommend that the Board of Commissioners adopt the "Alternative A" Fort Hill Interchange Management Area Overlay Zone, as modified by staff, and included as Exhibit C to this staff report. Staff recommends that the Planning Commission forward to the Board of Commissioners a recommendation to adopt the proposed amendments and associated findings.

EXHIBITS:

"A" Fort Hill Interchange Area Management Plan and Project Access Management

"B" Amendments to the Polk County TSP Policies

"C" Amendments to the Polk County Zoning Ordinance

"D" Amendments to the Polk County Zoning Map

EXHIBIT B

Local Government Submittal Draft

Fort Hill Interchange Area Management Plan and Project Access Management Plan

Prepared for

ODOT Region 2
Polk County

September, 2007

Prepared by

CH2MHILL
Angelo Planning Group

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Fort Hill Interchange Area Management Plan and Project Access Management Plan Produced by:

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Abbreviations

AMP	Access Management Plan
AMT	Access Management Team
EA	Environmental Assessment
EFU	Exclusive Farm Use
FONSI	Finding of No Significant Impact
HDM	*Highway Design Manual*
IAMP	Interchange Area Management Plan
MP	Milepoint
mph	Miles per Hour
OAR	Oregon Administrative Rule
ODOT	Oregon Department of Transportation
OHP	Oregon Highway Plan
ORS	Oregon Revised Statutes
OTC	Oregon Transportation Commission
PDO	Project Delivery Objective
REA	Revised Environmental Assessment
SPIS	State Priority Index System
TPR	Transportation Planning Rule
TPAU	Transportation Planning Analysis Unit
TSP	Transportation System Plan
v/c	Volume-to-Capacity

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SECTION I:

Interchange Area Management Plan

Introduction

The Fort Hill Interchange Area Management Plan (IAMP) has been prepared for a new highway interchange on OR-18/OR-22 (Salmon River Highway), approximately 1½ miles east of the Spirit Mountain Casino in Polk County, Oregon. The interchange will replace an existing at-grade intersection of the highway with Fort Hill Road (to the north) and Yamhill River Road (to the south). The proposed interchange will be about ¾ mile east of the existing intersection. Figure 1 illustrates the project area.

Background

IAMP Purpose and Intent

OAR 734-051-0155(6) requires that an IAMP be prepared for any new or significantly reconstructed interchange. The purpose of an IAMP is to ensure safe and efficient operations between connecting roadways, to protect the function of the interchange, and to minimize the need for future major interchange improvements. The IAMP must be completed before the start of construction of the interchange, and must be developed in accordance with the Oregon Highway Plan (OHP) Policy 3C (Interchange Access Management Areas). The purpose of an IAMP is also to protect the function of the interchange over time and, consequently, the state's investment in the facility. Because new interchanges are very costly, state and local governments and citizens have an interest in ensuring that they function as intended and for as long a period as possible, while still supporting planned land use.

An IAMP is required for the proposed interchange at OR-18/OR-22 and Fort Hill Road because it is a proposed new interchange in the state highway system. An environmental assessment (EA) and revised environmental assessment (REA) were developed for the larger corridor between the H.B. Van Duzer Forest Corridor to Steel Bridge Road in 2001 and 2004 respectively. A FONSI was provided by the Federal Highway Administration on July 8, 2004. In addition, a corridor refinement plan was completed for the H.B. Van Duzer Forest Corridor to Steel Bridge Road of OR 18 and 22 in May 2004. Improvements between Forth Hill Road and Wallace Bridge were recommended in each of these documents as the first phase of a seven-phase implementation plan between the H.B. Van Duzer Forest Corridor and Steel Bridge Road. Though the EA described an at-grade intersection at OR-18/OR-22 and Fort Hill Road, both the corridor refinement plan and the REA included an interchange in this vicinity. The corridor refinement plan, EA, and revised EA have been adopted as part of the Polk County Transportation System Plan (TSP) and Comprehensive Plan.

Problem Statement

The problems to be addressed by the new Fort Hill Road Interchange are documented in the EA and form the first part of the problem statement for the IAMP. According to the 2002 EA, the section of OR-18/OR-22 between Grand Ronde Road and the Wallace Bridge

interchange was operating at or near capacity in 1998; and the section of the highway between Fort Hill Road and the Wallace Bridge intersection was operating at or near capacity in the eastbound direction. The left-turn movement from Fort Hill Road to OR-18/OR-22 had a volume-to-capacity (v/c) ratio of 1.45 in 1998.[1]

The relevant v/c standard for OR-18/OR-22 within the study area is 0.70[2]. At the Fort Hill intersection, the v/c standard for traffic along OR-18/OR-22 is 0.70 and along Fort Hill Road is 0.80. If no improvements are made to the highway, the segment is expected to fail by 2008 in both the eastbound and westbound direction west of Fort Hill road, and in the eastbound direction east of Fort Hill Road. At the Fort Hill intersection, mobility is expected to deteriorate by 2008 under the no build option, with a v/c of 4.5 for the northbound left movement and 1.24 for the southbound left movement.

OR-18/OR-22 is classified as an expressway. Minimum spacing standards for public and private approaches onto rural expressways is every 5,280 feet. Currently, there are more than two dozen approaches onto OR-18/OR-22 within the project area (a length of approximately 2 ½ miles).

The existing at-grade intersection of Fort Hill Road and OR-18/OR-22 has a historically high crash rate. In the past, this intersection has been listed as part of the State Priority Index System (SPIS), a list of the most hazardous locations in the state. In addition, there have also been a large number of "near misses" at this intersection reported on an anecdotal basis. A grade-separated interchange at the intersection of Fort Hill Road and OR-18/OR-22 greatly improves mobility and reduces conflicts for the left-turn movement at the connection of Fort Hill Road and the Salmon River Highway.

Given that an interchange is going to be constructed to address the problems described above, this IAMP will address how to integrate the new interchange and related improvements into the study area such that:

- Property access is maintained and local land use and economic development plans are supported,
- The operational life of the interchange is maximized, and
- Local and state highway transportation needs are addressed.

[1] All volume-to-capacity information is provided for the project design hour, which is the 30th highest hour of recorded traffic volumes in the given year. The 30th highest hour is often used for analyses because it represents typical peak traffic volumes, discounting one-time, abnormal traffic conditions.

[2] The 0.70 v/c standard was taken from the Oregon Highway Design Manual.

Figure

1 Interchange Management Area

(separate figure)

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Back of Figure 1

Interchange Function

The Salmon River Highway (OR-18/OR-22) is classified as a statewide highway. According to the OHP, the primary function of a statewide highway is to "provide inter-urban and inter-regional mobility and provide connections to larger urban areas, ports, and major recreation areas that are not directly served by interstate highways. A secondary function is to provide connections for intra-urban and intra-regional trips" (OHP, p. 40).

The segment of highway within the IAMP area is also defined as an expressway. Expressways are defined by the OHP as "complete routes or segments of highways...that provide for safe and efficient high speed and high-volume traffic movements" (OHP, p. 42). Expressways characteristically:

- Discourage private access
- Provide strict control over public road connections
- Discourage traffic signals
- Encouraging nontraversible medians
- Prohibit parking

The proposed improvements to the highway will make the design of this segment consistent with its designation as an expressway.

Fort Hill Road is owned and maintained by Polk County, and is classified as a major collector. According to the Polk County Transportation System Plan (TSP), the function of collector streets is to provide a connection for local traffic to reach the arterial or highway system.

Much of the area surrounding the Fort Hill interchange is rural. Highway approaches are mostly private driveways or at-grade intersections. The Wallace Bridge interchange to the east, a rural non-freeway interchange, is the exception. The primary land uses and zoning in the vicinity of the proposed interchange are exclusive farm use (EFU), farm/forest, and forest, with some commercial, residential, and industrial use in the vicinity of Fort Hill Road and Yamhill River Road.

The Polk County Comprehensive Plan shows that similar future uses are projected for this area, with the majority of the area designated for farm forest or agricultural use, and with commercial, industrial, and residential uses in the vicinity of the existing Fort Hill Road and Yamhill River Road. Refer to Appendix A for a more detailed description of these land uses.

The interchange will improve connections between the regional highway and the local street network serving the Fort Hill rural community. The interchange will not be used to induce growth that has not been authorized in the Polk County Comprehensive Plan, nor will it be used to encourage rezoning of parcels for uses that generate greater volumes of traffic. The IAMP provides land use and transportation management policies that ensure that future demand on the interchange will be consistent with planned land uses and will not outpace the improvements that have been designed.

IAMP Goals and Objectives

The Fort Hill IAMP addresses several general goals related to interchange area management. A matrix illustrating how the IAMP decisions address these goals is included at the end of the IAMP section of this document.

- Protect the function and operation of the Fort Hill Road Interchange and OR-18/OR-22
- Protect the function and operation of the local street network within the IAMP area
- Provide safe and efficient operations between the connecting roadways and the local street network
- Provide for an adequate system of local roads and streets that support access and circulation within the interchange area while minimizing local traffic through the interchange and on the interchange cross road (Fort Hill Road)
- Ensure that changes to the planned land use system are consistent with protecting the long-term function of the interchange and the local street system

The Fort Hill IAMP also addresses the following goals and objectives originally identified in the H.B. Van Duzer Forest Corridor to Steel Bridge Road Corridor Refinement Plan (Refinement Plan). These goals and objectives are specific to the proposed interchange at OR-18/OR-22 and Fort Hill Road, and describe the desired outcomes of this project. The goals are intended to balance state and local environmental and transportation values.

- Safety and Mobility:
  - Provide a facility that would safely accommodate travel demands 20 years into the future
  - Ensure that the interchange can safely meet Highway Design Manual mobility standards through the planning horizon
  - Ensure that the proposed Fort Hill interchange meets the requirements of ODOT's access management administrative rule (OAR 731-051)
- Access and Traffic Flow:
  - Provide safe and convenient access to interchange area businesses
  - Reduce congestion and improve traffic flow in the interchange area
  - Provide median treatment that would accommodate emergency vehicles
- Social/Economics:
  - Minimize displacements to existing residences and businesses
  - Minimize adverse impacts on existing residences and businesses
  - Minimize land conversion from private ownership to public transportation use

- Land Use:
  - Support the development of the land use plan adopted in the Polk County Comprehensive Plan
  - Establish that ODOT and Polk County will work together to monitor and administer development within the interchange area.

Management Area

Figure 1 illustrates the Interchange Management Area. The management area delineates the section of OR-18/OR-22 over which access and management decisions apply. It includes those properties that generate the greatest impact on operations at the interchange.

The management area is defined by tax lot parcel boundaries extending from the South Yamhill River on the west and south to the Wallace Bridge Interchange on the east. The northern boundary of the study area includes at least one, and up to four, parcels north of the highway.

Figure 1 also illustrates the boundary of the Fort Hill Rural Unincorporated Community. The boundaries of these two features overlap; however they are not identical. The Fort Hill Rural Unincorporated Community extends west of the South Yamhill River to Hebo Road (Valley Junction area). The traffic analysis of the interchange focused on future buildout of the Fort Hill Rural Unincorporated Community, because development of land outside of this area is constrained by farm and forest land use designations. The management area does not extend west of the South Yamhill River because that area is part of a future phase of the H.B. Van Duzer to Wallace Bridge Corridor Plan.

IAMP Decisions

This section presents access, land use, and transportation management decisions for maximizing the operational life of the proposed OR-18/OR-22 Fort Hill Road interchange while supporting local land use. It describes the transportation improvements for the interchange and the associated highway segment, identifies access management and policy actions, and reviews the process for state and local authorities to adopt the Fort Hill IAMP. The decisions presented in this section will serve as the basis for an agreement between ODOT and Polk County on the direction and principles that will guide the process for gaining approval of the IAMP.

This section provides language for Polk County to use in the amendment of the County's TSP. Polk County will adopt the IAMP prior to adoption of the IAMP by the Oregon Transportation Commission (OTC).

The Fort Hill IAMP includes these components:

- Physical improvements to the interchange area and the Fort Hill to Wallace Bridge Project segment,
- Access management plan, and
- Interchange area management policies.

Each of these elements and an outline of implementation steps is described below. The IAMP actions apply to the study area described previously and shown in Figure 1. Project stakeholders and other members of the public have provided input on each of the project elements through a public open house, and small group meetings with property and business owners. A full description of public involvement activities is included as Appendix E.

Physical Improvements

The physical improvements that comprise the Fort Hill Road to Wallace Bridge Project include two elements: improvements along the OR-18/OR-22 corridor between Milepost (MP) 23.85 and MP 26.31, and a new interchange on OR-18/OR-22 with connections to Fort Hill Road and Yamhill River Road. These improvements were added to the Polk County TSP by amendment in September 2004.

The proposed physical improvements are as follows (see Figures 2 and 3):

- Add an additional eastbound travel lane to widen OR-18/OR-22 to two lanes in each direction (four lanes total), and widen shoulders to 6 feet between MP 23.85 and MP 26.31.
- Install a concrete median barrier between Fort Hill Road (MP 23.85) and the east end of the project (MP 26.31).

Figure

2 Proposed Design Improvements (Page 1 of 2)

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Back side of Figure 2

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Figure

3 Proposed Design Improvements

Back side of Figure 3

- Construct a new interchange about ¾ mile east of Fort Hill Road to replace the existing OR-18/OR-22/Fort Hill Road/Yamhill River Road intersection. The proposed interchange has jug-handle-type loops in the northwest and southeast quadrants, with acceleration lanes to assist entering vehicles with merging onto the mainline highway.
- Construct a local access road to connect the existing Fort Hill Road to the new interchange and to Yamhill River Road. Parcels located between the local access road and OR-18/OR-22 are being purchased by ODOT and used for environmental mitigation purposes.

The Fort Hill Road project includes access control consistent with the expressway designation of this highway segment, including installation of a nontraversible raised median, driveway closure, provision of alternate access to the local roadway network, access consolidation, and access restriction (from full access to right in/right out only). Specific access management actions and strategies to protect the long-term function of the interchange area are described in the access management plan below.

Future (2027) Operational Performance

ODOT's Transportation Planning Analysis Unit (TPAU) analyzed future (2007 and 2027) traffic conditions at the proposed Fort Hill interchange. ODOT's *Highway Design Manual* (HDM) volume to capacity (v/c) ratios and queue length were used to evaluate the performance of the new interchange. The maximum acceptable HDM v/c ratio for OR 18, a statewide freight route, is 0.70. For Fort Hill Road and Yamhill River Road, which are both Polk County roads, the maximum acceptable v/c is 0.75.

All intersections within the interchange area meet 20-year mobility standards. The highest v/c ratios exist at the connections to OR-18/OR-22. The westbound connection v/c ratio is 0.67, indicating there is adequate capacity for the 20-year planning horizon and a slight projected excess in capacity. These v/c ratios would likely improve with the addition of acceleration lanes onto OR-18/OR-22, which were not assumed in the traffic analysis.

Table 1 below shows the v/c ratios for all the intersections.

TABLE 1

Volume-to-Capacity Ratios for Fort Hill Interchange

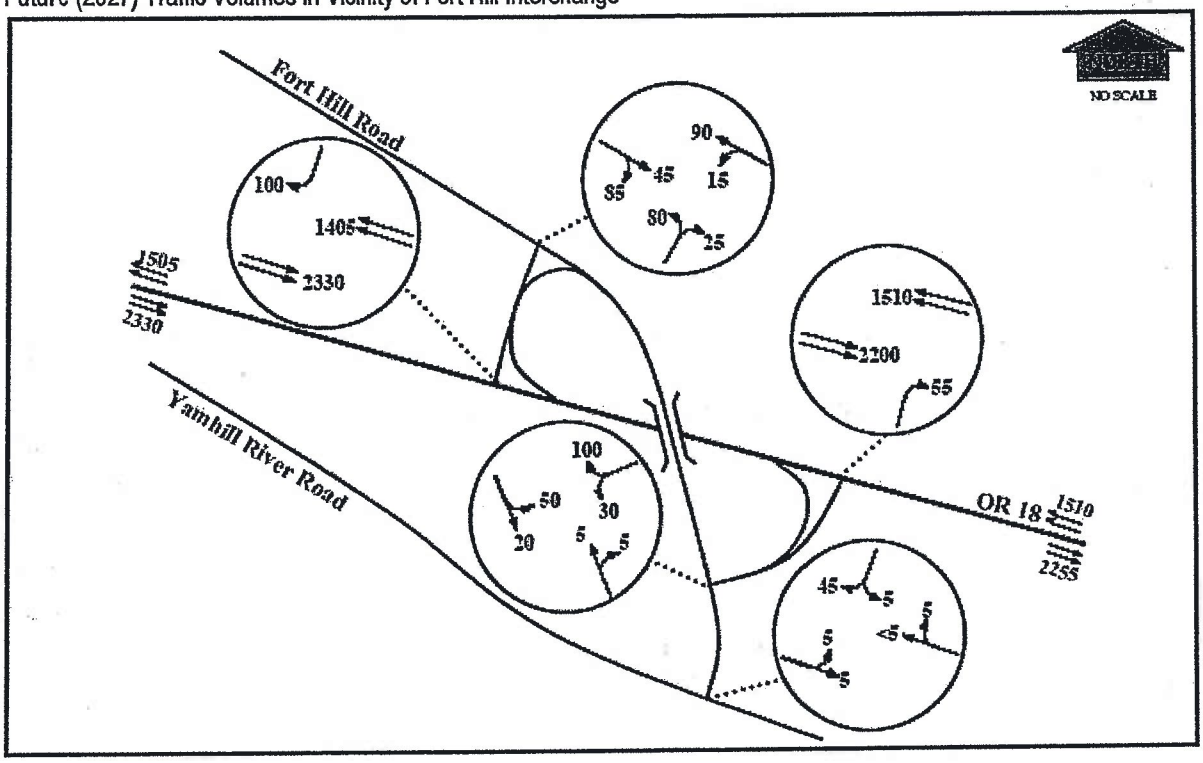
Access Location	2007	2027
OR-18/OR-22 at Eastbound Ramp	0.47	0.67
OR-18/OR-22 at Westbound Ramp	0.30	0.43
Fort Hill Road at Eastbound Ramp	0.09	0.14
Fort Hill Road at Westbound Ramp	0.09	0.14
Yamhill River Road at Fort Hill	0.04	0.05

Table 1 above illustrates that all segments of the interchange operate at an acceptable level, below a v/c of 0.70 for the Year 2027. The eastbound ramp onto OR-18/OR-22 is the only

leg that comes close to the mobility threshold, reaching a v/c of 0.67. This is still within the ODOT mobility standard. The other legs, including the westbound ramp and the connections with Fort Hill Road and Yamhill River road, operate at a level well within standard.

Future traffic volumes are illustrated in Figure 4 below. Assuming a per lane capacity of 1,800 vehicles an hour, the segment of OR-18/OR-22 in the vicinity of the Fort Hill interchange also operates at an acceptable level.

FIGURE 4
Future (2027) Traffic Volumes in Vicinity of Fort Hill Interchange



Queuing[3] was also analyzed. The queuing throughout the interchange area is minimal, with none of the queues exceeding 100 feet. A 100-foot queue occurs at the northbound right turn movement onto eastbound OR-18/OR-22 connection in 2027.

Based on the above results, the Fort Hill Interchange operates at an acceptable level in both 2007 and 2027.

Land Use Assumptions

The analysis above assumes that the study area will be developed in a manner consistent with the Polk County Comprehensive Plan. The plan, described in Appendix A, restricts development in areas designated as resource lands, including agriculture, forest, and farm/forest. Resource lands comprise much of the study area. However, several parcels in the immediate vicinity of Fort Hill Road are zoned for commercial, industrial, or residential

[3] Queuing is a measure of vehicle delay that indicates the length or distance of vehicles waiting to make a given movement.

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development. TPAU made the following assumptions when forecasting future traffic growth in this area:

- The Fort Hill Lumber Mill site would be in operation as a wood processing site or for a similar industrial use.
- The Fort Hill Restaurant/lounge site would continue to be used for commercial purposes.
- The gas station site would continue to be used for commercial/service purposes.

The analysis assumed full buildout of the Fort Hill rural community in accordance with Polk County development standards and consistent with current comprehensive plan designations. The rural community boundary overlaps to some extent with the IAMP management area, as shown in Figure 1.

Because the area is largely built out and, given the restrictions described above, the potential for additional development is severely restricted. There are two exceptions, which are described below. The first exception is a 5.7-acre parcel south of OR-18/OR-22 where the ODOT weigh station is located. This parcel is owned by ODOT, and has a comprehensive plan designation of NPC-C. ODOT assumed, for future traffic analysis, that this parcel would be redeveloped as "high use commercial." Additionally, TPAU added the development of 15 single-family residential units to the 2027 no build and build traffic analysis. This was done to reflect a potential rezoning from a constrained parcel zoned for residential use west of the South Yamhill River (north of OR-18/OR-22), to another parcel east of the river with a resource designation (see discussion in Appendix B).

Access Management Plan

This section describes the access control measures developed by ODOT and Polk County for approaches onto the state highway and local roadways in the project area. The access management plan (AMP) comprises short-term, medium-term, and long-term actions to guide and control access for the entire Fort Hill Road to Wallace Bridge Project, including the new interchange. The AMP is intended to improve safety and mobility in the study area. The access management actions will be adopted by reference into the County's TSP. Adoption of these actions is necessary wherever ODOT does not have jurisdiction over the roadway rights-of-way.

Evaluation Process

An access management team (AMT) was formed for the project in fall 2005 in compliance with Access Management Project Delivery Objective (PDO) 3. PDO-3 requires that AMTs be formed for interchange and expressway projects to ensure consistency with access spacing provisions outlined in the OHP and OAR 734-051 (Division 51). The AMT was formed as a subset of the PMT, and included representation from several divisions within ODOT, including planning, roadway design, traffic, right-of-way, and district permitting. Polk County was also represented on the AMT as the local agency for the study area and the jurisdictional agency for the Fort Hill interchange's crossroad.

The AMT and the PMT met a total of seven times to evaluate access and other IAMP-related decisions. The groups met on the following dates:

- Meeting # 1 (AMT): September 29, 2005
- Meeting # 2 (AMT): December 14, 2005
- Meeting # 3 (PMT): February 10, 2006
- Meeting # 4 (PMT): April 13, 1006
- Meeting # 5 (AMT): April 27, 2006
- Meeting # 6 (PMT): June 28, 2006
- Meeting # 7 (PMT): October 12, 2006

The AMT was tasked with developing access decisions for the project area that were consistent with the access spacing standards detailed in the OHP and Division 51 (described in the next section).

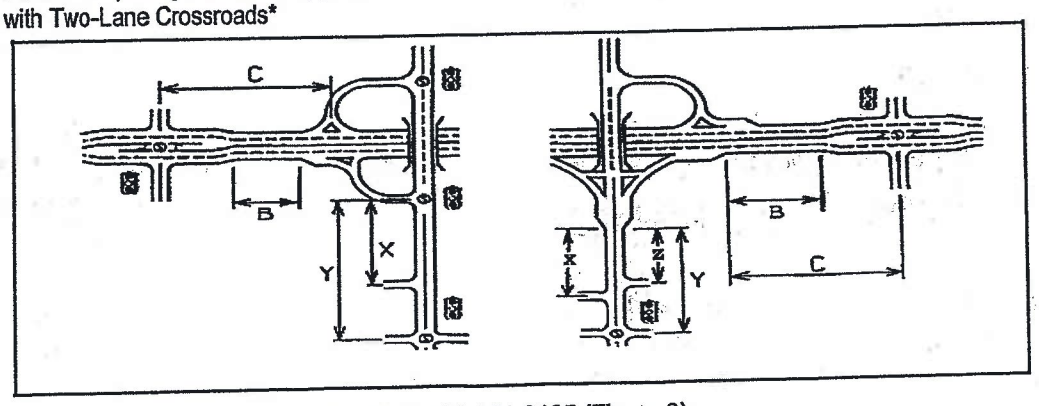
The access decisions developed by the AMT were designed to be consistent with the above spacing standards. Furthermore, because the project area is located along an expressway, the AMT looked for opportunities to discourage private accesses onto the highway (as per OHP Policy 1A). When developing access decisions, the following factors were also considered by the AMT:

- Maximize safety
- Minimize congestion
- Meet access spacing guidelines where feasible
- Support continuation of existing economic enterprises

The access decisions developed by the sub-group are described in the next section.

Access spacing on the project roadways was designed to achieve conformance with ODOT standards. The Oregon Administrative Rule (OAR) 734-051 of ODOT's Access Spacing Guidelines contains the Oregon highway system spacing standards for interchange areas. The applicable spacing standards for the segment of OR-18/OR-22—a rural expressway and interchange with a two-lane crossroad—are illustrated in Figure 5 and listed in Table 2 below.

FIGURE 5
Minimum Spacing Standards Applicable to Non-Freeway Interchanges with Two-Lane Crossroads*



*From the Oregon Administrative Rule 734-051-0125 (Figure 3).

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TABLE 2
Minimum Spacing Standards Applicable to Rural Non-Freeway Interchanges with Two-Lane Crossroads*

Code from Figure 5	Description	Spacing Standard
B	Distance between the start and end of tapers	1 mile
C	Distance between the nearest at-grade and ramp terminal intersections or the end/start of the taper section	2 miles
X	Distance to the first approach on the right (right in/right out only)	1,320 feet
Y	Distance to first major intersection	1,320 feet
Z	Distance between the last right in/right out approach road and the start of the taper for the on-ramp.	1,320 feet

*From the Oregon Administrative Rule 734-051-0125 (Table 7).

Table 2 above outlines the applicable spacing standards for the new Fort Hill interchange. OAR 734-051-0115 also provides that the closest access spacing along a rural expressway is one approach every mile.

Access management decisions are organized by location within the study area, and further delineated by short-, medium-, and long-term actions. Table 3 provides a detailed inventory of highway approaches and access decisions. These access decisions are illustrated in Figures 2 and 3.

General Project Access Management

The following short-term actions are applied throughout the IAMP management area as part of project construction.

1. Approach roads and access reservations to OR-18/OR-22 are provided only to properties that do not have reasonable alternate access. Highway approach roads to properties with reasonable access to another public road are eliminated.
2. Create shared approaches on the newly constructed Fort Hill Road where more than one property is served.
3. Highway approach roads are restricted to right in/right out movements where a median barrier is constructed.
4. Reasonable alternate access to area properties is provided by constructing the new OR-18/OR-22 interchange and by constructing a realigned Fort Hill Road through the interchange to Yamhill River Road.
5. The highway project provides reasonable access to all properties along the newly constructed section of Fort Hill Road by constructing approach roads and providing access reservations to the properties along the road.

West of the interchange, all private and public approach roads to the highway and all highway approach road reservations will be eliminated as part of the construction project. East of the interchange, five approach roads will be restricted to right-in/right-out. One, located at the east end of the project, will retain full movements. Highway access and access

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reservations to eight properties east of the proposed interchange are eliminated. Along Yamhill River Road, one driveway will be closed in order to provide a safe intersection with the extension of Fort Hill Road.

Medium- and Long-Term Action

The following general action applies over the medium- to long-term:

- No new access reservations are to be granted to OR-18/OR-22. No new highway approach roads to OR-18/OR-22 are to be permitted.

Additional location-specific short-term and medium- and long-term actions are described in the section below.

Location-Specific Access Management

ODOT will have authority over the OR-18/OR-22 highway, the interchange approaches, and the section of Fort Hill Road constructed as part of this project. Polk County will continue to have authority over Yamhill River Road and the section of Fort Hill Road that existed before interchange construction. Approach-specific actions are described in more detail in the sections that follow.

North of OR-18/OR-22, West of Fort Hill Interchange

Seven approaches exist in this quadrant of the study area, including the Fort Hill Road intersection; two business approaches (to the restaurant, lounge, and gas station at Fort Hill Road), one field access, and three residential approaches.

Short-Term Actions

1. Close the current at-grade intersection with Fort Hill Road. Provide highway access from Fort Hill Road via the new frontage road and the interchange.

2. Eliminate private approach roads to the highway and all highway access reservations west of the interchange. Provide alternate access to properties that had highway access before the construction project via the new frontage road. Access reservations to the new frontage road that are provided to these properties are limited to "the production and transportation of agricultural products and for related residential purposes only," except where the property is not currently in such use. Use of approach roads to these other properties will not be specifically limited.

Medium-/Long-Term Action

1. No new access reservations are to be granted to OR-18/OR-22. No new highway approach roads to OR-18/OR-22 are to be permitted.

2. Approach roads and access reservations to the new Fort Hill Road shall not be authorized in the road section between Yamhill River Road and the approach road approximately 570 feet west of the interchange. No other approach road is to be authorized within 1320 feet of the interchange ramps.

North of OR-18/OR-22, East of Fort Hill Interchange

Seven approaches exist in the northeast quadrant of the study area, each providing field access or residential access to individual parcels north of the highway.

Short-Term Actions

1. This phase of the highway project does not construct a public road to provide reasonable alternate access to properties north of the highway and east of the new interchange. Highway access is retained for these properties. Where the median is constructed, these approaches are restricted to right-turn movements. A spacing deviation is required.

Medium-/Long-Term Actions

1. Extend a public road eastward from the Fort Hill Interchange as part of a future phase of highway improvements identified in the "H.B. Van Duzer to Steel Bridge Road Corridor Plan" and Revised Environmental Assessment. This access road will provide reasonable alternate access to private property. Highway approach roads and highway access reservations to properties served by this road are to be eliminated when this road is constructed.

2. The Corridor Refinement Plan and the Polk County TSP call for relocation of Fort Hill Road east of the Fort Hill Lumber Mill site in order to eliminate mill site/public road conflicts. This road is not constructed as part of the highway construction project. A public approach road to the frontage road, located near Engineer's Station "FH 12," may be authorized to relocate Fort Hill Road east of the mill site.

South of OR-18/OR-22, West of Fort Hill Interchange

Nine approaches exist in the southwest quadrant of the study area including the Yamhill River Road intersection, the ODOT weigh station (two approaches), two business approaches, two secondary approaches connecting with Yamhill River Road, and two approaches providing field access.

Short-Term Actions

1. Close all existing connections to OR-18/OR-22 from Yamhill River Road as part of the construction project. Yamhill River Road is connected to OR-18/OR-22 by the interchange.

2. Eliminate all private approach roads and all highway access reservations to OR-18/OR-22 west of the interchange. Provide alternate access via Yamhill River Road and the new interchange.

3. Relocate the ODOT weigh station east of the new interchange as part of the construction project. Eliminate highway access to the existing site.

Medium-/Long-Term Actions

1. Do not authorize any highway approach road permits or access reservations to OR-18/OR-22

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2. The former ODOT weigh station located west of the interchange is likely to be used for highway right-of-way in a later phase of construction. Access to the site is to occur from Yamhill River Road if the site is sold as surplus property.

South of OR-18/OR-22, East of Fort Hill Interchange

There are six farm approaches located in the southeast quadrant of the study area.

Short-Term Action

1. Eliminate highway approach roads and access reservations for all properties within the project limits. Reasonable alternate access exists via Yamhill River Road.

Medium-/Long-Term Action

1. Do not authorize any highway approach road permits or access reservations to OR-18/OR-22

Local Roadway Network (Fort Hill Road, Yamhill River Road)

Short-Term Actions

1. Close one driveway to Tax Lot 900 on Yamhill River Road. The parcel has two driveways, one of which falls within the intersection of the new interchange and Yamhill River Road. The property retains access to Yamhill River Road via the alternate driveway, approximately 700 feet from the interchange ramp.
2. Retain the other approaches along Yamhill River Road within 1,320 feet of the eastbound interchange ramp. These accesses provide the only reasonable connection to the roadway network for these parcels.
3. Create one shared private approach road and access reservation to the new frontage road (new Fort Hill Road) on the north side of the highway approximately 570 feet from the westbound interchange ramp. This road provides access to two properties that have no other access via an existing private railroad crossing. This action requires a deviation from ODOT access spacing requirements.

Medium-/Long-Term Action

1. Retain private approach roads to Yamhill River Road within 1320 feet of the interchange ramp for the existing use of property. Any proposed change in use that impacts traffic on these roads by more than 250 average daily trips or 25 peak hour trips that would be authorized by a land use decision may impact the operation of the interchange ramps. The Oregon Highway Plan and Oregon Administrative Rule 734-051 require that spacing conditions between private approach roads and interchange ramps must meet or move toward the ODOT spacing standards when a change of use occurs. Polk County will call for relocation, consolidation or closure of existing private approach roads as part of any future land use decision that authorizes a change of use in one of these private property approach roads.

Deviations Required

The following access spacing deviations are needed for the project:

1. The required spacing between the nearest at-grade intersection and the start point of the ramp taper section is 2 miles. This spacing standard is not met between the interchange ramp and the nearest right in/right out private approach on the north side of the highway to the east of the interchange. This distance is approximately 2,100 feet. ODOT would need to acquire this parcel if the deviation is not granted because the property has no other access.

2. The spacing standard between the interchange ramps and the nearest approach road with full allowable movements on the crossroad is 1,320 feet. However, the actual distance on the crossroad between the interchange ramp and the first driveway on Yamhill River Road east of the interchange ramp is approximately 510 feet. ODOT would need to acquire this parcel if the deviation is not granted because the property has no other access.

3. The spacing standard between the interchange ramps and the nearest approach road with full allowable movements on the crossroad is 1,320 feet. However, the actual distance on the crossroad between the interchange ramp and the first driveway on Yamhill River Road west of the interchange ramp is approximately 650 feet. ODOT would need to acquire this parcel if the deviation is not granted because the property has no other access.

4. The spacing standard between the interchange ramps and the nearest approach road with full allowable movements on the crossroad is 1,320 feet. One approach road is proposed within the 1,320-foot standard. Approximately 570 feet separate this approach road from the interchange ramps. This approach road leads to an existing private railroad crossing. The deviation is necessary to maximize area south of the railroad for environmental mitigation and to use the existing rail crossing. Relocating the crossing would increase environmental impacts and would require approval of a new private railroad crossing. The approach road permit and the access reservation for this road will be limited to the "production and transport of agricultural products and for residential purposes only." The properties served by this approach road have no other access. ODOT would need to acquire very large parcels in resource use if the deviation is not granted.

5. The spacing standard between the interchange ramps and the nearest approach road with full allowable movements on the crossroad is 1,320 feet. The distance between the northern interchange ramp and the Yamhill River Road is approximately 365 feet. This deviation is necessary to provide access to the highway for all properties located along Yamhill River Road that have no reasonable alternate access to the highway. Without the deviation, all properties would not be able to access the new Fort Hill Interchange.

6. The spacing standard between rural interchanges along statewide highways is 3 miles. The distance between the Fort Hill Interchange taper to the existing Wallace Bridge taper is approximately 9,820 feet. A deviation would be required to construct the Fort Hill interchange in its proposed location. Such a deviation would be necessary for an interchange at any location in the study area.

7. The spacing standard between driveways is 1,320 feet. North of OR-18/OR 22 and east of the Fort Hill interchange, existing highway access to properties is retained until public

access road is extended to this location in the future. Removing or relocating these accesses to comply with spacing standard as part of current project would require construction of portions of future public road extension and additional right-of-way acquisition and would still result in private access. Restriction to right-turns at the existing private approach roads was determined to be sufficient until the public access road is extended.

Other Access Alternatives Considered but Dismissed

During the design process, consideration was given to providing alternative access to various property owners within the study area.

Consideration was given to providing access at the Fort Hill Restaurant, lounge and gas station at the existing Fort Hill Road intersection. Replacing the existing Fort Hill Road intersection with an interchange and relocating the existing highway access to the intersection has been part of the recommended project design since the public hearing for the environmental assessment (November, 2002). However, on behalf of the businesses in the vicinity of Fort Hill Road, Polk County forwarded a request to retain some highway access at the existing intersection. The businesses have expressed concerns about continued economic viability at the current location with the closure of the direct business access from the highway.

ODOT analyzed the consequences of retaining access at Fort Hill Road and raised these safety concerns:

- Approach roads create conflict points and increase the chance for rear-end crashes in both directions, even when limited to right-in, right-out.
- The approach road would result in two merge movements within 1000 feet of the location, making the driving task more complex.
- Nearby merge movements coupled with reduced posted speeds create artificial speed differentials that increase the chance of all types of crashes. An approach road creates speed differentials and—when added to the merging movements—result in multiple speed differentials.
- Access to OR-18/OR-22 and the county road would create cut-through possibility of vehicle use, allowing motorists to avoid using the interchange.
- The distance between the pump island and the highway's westbound travel lane is inadequate. Barrier curb or guard rail would be needed, making access to the outside of the pump island unlikely and vehicle movements between the existing Fort Hill Road and the gas station more difficult.

The AMT also considered a request to retain limited access from the existing at-grade Yamhill River Road intersection. However, this would result in the project *adding*, not *replacing* an intersection with an interchange. Retaining access to Yamhill River Road would

require an exception to the Transportation Planning Rule (TPR)[4] and an exception to a statewide planning goal.

Based on the concerns above, the AMT recommended disallowing the request to retain some access to the existing Fort Hill and Yamhill River Roads. Access to the businesses would be provided via the interchange and the new frontage road and between the interchange and Yamhill River Road.

Interchange Area Management Policies

This purpose of the policies in this section is to improve operations and safety and preserve capacity for the IAMP area in order to protect the major investment in the Fort Hill interchange. The strategy balances the traffic generated by future development in the interchange area with the function and capacity of the new interchange.

This section provides specific policy language for incorporation into the Polk County TSP. This language addresses potential land use changes that could have a negative impact on transportation operations at the new interchange. Once adopted, these policies establish a process by which ODOT and Polk County would coordinate planning efforts in the event of land use designation (comprehensive plan designations) changes.

Traffic

Background

ODOT has designed the Fort Hill Interchange to accommodate the community's plans for growth over the 20-year planning horizon, consistent with the Fort Hill Unincorporated Rural Community Plan and the Polk County Comprehensive Plan. ODOT's traffic analysis assumes continued increases in non-local traffic on the highway, consistent with historic growth rates. The future traffic analysis shows that more than adequate capacity will be available at the Fort Hill Interchange in the future (2027) forecast year. Alternate Mobility Standards are used to help ensure that this "reserve" capacity is available to support the next increment of community growth beyond the 20-year planning horizon, as explained below.

The OHP directs that interchanges last a minimum of 20 years. ODOT designs interchanges to operate for 50 years or longer. Current funding needs in the state far outweigh available funds. As a result, if unplanned development were to occur and use all available capacity at the interchange *within* the 20-year planning horizon, this could mean that the interchange would operate at or above standards for some time, until such a time when additional funds were available to make improvements.

The adoption of alternate mobility standards at the Fort Hill Interchange is a method to ensure the interchange will operate efficiently beyond the 20-year planning horizon. These standards help to ensure that the reserve capacity available at the interchange is not consumed prematurely. Alternate mobility standards are a practical method for managing the use of reserve capacity in a manner that does not require constant monitoring of planned

[4] Oregon Administrative Rule 660-012-0065

development by Polk County and ODOT. Alternative mobility standards are supported by the OTC as a management tool at new or improved interchanges.

The future (2027) traffic operational analysis assumed that each parcel within the Fort Hill Rural Community Area was developed in a manner consistent with the Polk County Comprehensive Plan. The traffic analysis represents a conservative set of development assumptions (that is, assumes more development than is likely to actually occur) with respect to implementation of the local comprehensive plan over the 20-year planning horizon.

The HDM mobility standard is 0.70 for the Fort Hill interchange. The traffic projections indicate that the interchange eastbound on-ramp will operate close to the 0.70 standard in the future year 2027. The other ramps, however, are projected to operate at far better than the OHP standard. Table 3 below shows the expected operation of the interchange ramps, the current v/c standard, and the alternate mobility standard. The alternate mobility standards have been developed in a conservative manner to address possible unexpected growth that may occur in the area.

TABLE 3
Alternate Mobility Standards for Fort Hill Interchange

Access Location	V/C Standard[1]	2027 Forecasted V/C	Alternate Mobility Standard
OR-18/OR-22 at Eastbound Ramp	0.70	0.67	0.70
OR-18/OR-22 at Westbound Ramp	0.70	0.43	0.50
Fort Hill Road at Eastbound Ramp	0.85	0.14	0.35
Fort Hill Road at Westbound Ramp	0.85	0.14	0.35

[1] The applicable v/c standard is the Oregon Highway Design Manual Standard.

This IAMP amends the OHP to specify that the mobility performance standard for the Fort Hill Interchange is a v/c ratio of 0.70 for the eastbound highway ramp, 0.50 for the westbound highway ramp, and 0.35 for the ramp terminal intersections with the local road network. Under the future (2027) build scenario, the interchange would meet these alternate mobility standards. These alternate mobility standards would allow the intersection to operate in an acceptable manner and provide safe and efficient mobility for freight and other vehicular traffic.

Alternate mobility standards for the Fort Hill Interchange support the development that is included in current plans and allow Polk County and ODOT to preserve capacity at the interchange for the next increment of community growth that is anticipated to occur beyond the 20-year planning horizon. It is a tool not only to maximize the operational life of the interchange and to protect the public investment in it, but also to maintain a safe facility, as unmitigated congestion results in not just delays but also safety hazards to users.

Policy

- ***Apply Alternate Mobility Standard.*** Adoption of alternate mobility standards at the Fort Hill Interchange helps ensure the interchange will operate efficiently beyond the 20-year

planning horizon. These standards reserve capacity available at the interchange for the increment of community growth anticipated to occur beyond the 20-year planning horizon. An OHP amendment specifies the following mobility standards for the interchange, stated as a v/c ratio: 0.70 for the eastbound highway ramp; 0.50 for the westbound highway ramp, and 0.35 for the ramp terminal intersection with Fort Hill Road.

Land Use

Policies

- It is the County's policy to encourage retention of rural industrial employment in unincorporated communities by providing for re-development of sites such as the Fort Hill Lumber Mill site should they cease to be used for wood processing.[5] Oregon Law (ORS 197.719) addresses redevelopment of abandoned or diminished mill sites for industrial use. The Fort Hill Road Interchange is critical to any future re-use of the Fort Hill Lumber Mill site for industrial purposes. The County is committed to preserving capacity at the Fort Hill Road Interchange for the movement of industrial goods and workers to and from the mill site. Any land use application in the IAMP study area that would generate more vehicle trips than allowed within the current zoning and assumed in the IAMP must include an analysis of transportation impacts as required by OAR-660-012-0060. Special consideration to the Fort Hill Lumber Mill site will be provided as part of any such analysis as described below to ensure that interchange capacity continues to exist to allow for future industrial use of the property:
  - If the lumber mill is in operation at the time when the Comprehensive Plan amendment proposal is made, the traffic produced by the site must be considered in the traffic impact analysis.
  - If the lumber mill site is not in operation, the traffic impact analysis must reserve 210 trips for the p.m. peak hour for future industrial use at the 23.8-acre site.[6]
  - If use of the mill site is proposed for non-industrial purposes, the design hour vehicle trips expected for the use will be used in any TIA that evaluates the affect of the development on interchange operations.
- Consistent with the Unincorporated Communities Plan element in the Polk County Comprehensive Plan, the County supports development in Fort Hill that retains its predominantly residential character, while enhancing the commercial and industrial opportunities in the community and in accordance with the existing land use designations. It is the County's policy to preserve capacity at the Fort Hill Interchange for the future development of Fort Hill, as currently planned for in the Comprehensive

[5] There is currently no adopted policy language in the Polk County Comprehensive Plan that specifically addresses re-development of this mill site. This proposed language should be reviewed by the County to ensure that it is consistent with the intent of the County regarding industrial re-development in the vicinity of the proposed interchange. There is adopted policy allowing rural industrial use inside unincorporated communities (Economic Development Policy 4.3), but the proposed policy is more active ("encourage"), rather than passive ("allow"). If this suggested policy language is adopted, economic development policies should be updated to be consistent with the proposed language suggested in this section.

[6] As per *Trip Generation, 7th Edition*, Institute of Transportation Engineers, Land Use Code 130 (Industrial Park). The directional distribution for this use during the p.m. peak hour is 21% entering, 79% exiting. All trips were assumed to use the Fort Hill Interchange. This calculation assumes 8.84 trips per acre in the PM peak hour and that the entire 23.8 acres is developable.

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Plan land use map. Any proposal to change the Comprehensive Plan land use map in the IAMP study area that would create additional trips from what is allowed within the current zoning and assumed in the IAMP must include a review of transportation impacts consistent with OAR 660-012-0060. This review must ensure that sufficient capacity would be reserved for development consistent with the planned land uses in the unincorporated rural community. Any proposal to change the Comprehensive Plan land use must include a finding that the change will not exceed the applicable mobility standards at the interchange. If future developments are shown to exceed mobility standards at the interchange, the change either shall not be allowed or the developer shall be held responsible for required improvements to bring the interchange operation in line with mobility standards.

- The County supports land uses in the vicinity of the Fort Hill interchange consistent with the land use assumptions in the IAMP, and consistent with the stated function of the interchange as described in the IAMP. Consistent with this policy, the County supports continued resource uses of land in the Fort Hill interchange study area in accordance with the agricultural, farm/forest, and forest comprehensive plan designations that currently exist in most of this area. A proposal to change the land use designations of resource land would require an exception to the Statewide Land Use Planning Goals 3 (Agricultural Lands) and Goal 4 (Forest Lands).

- ODOT and Polk County support land uses in the vicinity of the Fort Hill interchange consistent with the Polk County Comprehensive Plan and with the stated function of the interchange as described in the IAMP. Approach permits and reservations for approaches for resource and residential parcels permitted by ODOT will contain wording that "access is limited to the production and transportation of agricultural products and for residential purposes only." Polk County has created a Fort Hill IAMP Overlay Zone to provide additional protections for the interchange.

- It is the policy of Polk County to improve highway operations and safety by supporting construction of public roads that provide reasonable alternate access. When reasonable alternate access is provided, Polk County supports eliminating direct highway access. Whenever a property with an approach road to OR-18 that is within the Fort Hill Interchange Overlay Zone is affected by a land use action, the Polk County decision to authorize the land use action will include the following statement: "Construction of a public road eastward from the Fort Hill Interchange will provide reasonable alternate access to the land use authorized by this decision. Direct highway access will be eliminated when this road is constructed." This policy applies to property between the Fort Hill Interchange and the Willamina/Wallace Bridge Interchange that has an approach road to OR-18.

- The Fort Hill Interchange highway project provides improvements needed to accommodate land uses authorized in the 2007 Polk County Comprehensive Plan designations while operating OR-18/OR-22 consistent with applicable highway mobility standards. Proposed changes to the current plan designations within the section of highway evaluated by the "H.B. Van Duzer to Steel Bridge Road Refinement Plan" must evaluate the impacts to mobility at the Fort Hill Interchange.

- The County will provide notice to ODOT for any land use actions proposed within the IAMP management area.
- If future changes to the land use designations or uses allowed in the IAMP management area initiated by any party (including Polk County, property owner, or private developer) would cause the adopted interchange mobility standards to be exceeded at the end of the planning period, the initiating party shall propose amendments to the IAMP and shall prepare a funding plan for ODOT and Polk County review. The funding plan shall address the provision of any required improvements to the Fort Hill Interchange. Proposed IAMP amendments shall be coordinated with ODOT and Polk County staff and the revised IAMP and funding plan shall be submitted to Polk County and the Oregon Transportation Commission for approval and adoption.
- ODOT will monitor and comment on any future actions that would amend the Fort Hill Rural Unincorporated Community boundary if that boundary change is within the IAMP management area.

Adoption and Implementation

ODOT and Polk County have jointly prepared the IAMP. Separate adoption processes and implementing actions exist for each agency. This section summarizes the implementation roles and responsibilities for the respective jurisdictions.

ODOT/State of Oregon Implementing Actions

Project Construction and Access Management

- Construct IAMP-identified transportation system improvements.
- Eliminate access from private properties except where provided by the construction project.
- Consolidate, restrict, or close accesses as identified in AMP portion of the IAMP.
- Where property zoned for resource or residential use is provided an approach road permit or an access reservation by ODOT, the permit or access reservation will contain wording that "access is limited to the production and transportation of agricultural products and for residential purposes only."
- To new approach permits and reservations for resource and residential parcels permitted by ODOT, include wording that "access is limited to the production and transportation of agricultural products and for residential purposes only."
- Provide the following statement with each authorized land use action between the Willamina/Wallace Bridge Interchange and the Fort Hill Interchange: "Construction of a public road eastward from the Fort Hill Interchange will provide reasonable alternate access to the land use authorized by this decision. Direct highway access will be eliminated when this road is constructed."

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Policy Actions

- Adopt the IAMP.
- Amend the Oregon Highway Plan (OHP) to provide an Alternate Mobility Standard for the new Fort Hill interchange as specified in the IAMP.

Agency Coordination

- Coordinate with Polk County to require that any proposed changes to the current plan designations within the section of highway evaluated by the "H.B. Van Duzer to Steel Bridge Road Refinement Plan" include evaluation of the impacts to mobility at the Fort Hill Interchange.
- Coordinate with Polk County through the plan amendment and development review process to retain needed capacity through the planning horizon. Review possible allowed uses and supporting existing resource designations, and monitor and comment on any future actions that would amend the boundary of the Fort Hill Rural Community if that boundary change is within the IAMP management area.
- Participate in and comment on local land development actions that have the potential to affect the function of the interchange through the plan amendment and development review process, with the intent of keeping existing land use protections in place.
- Coordinate with Polk County to review proposals to change the land use designations or uses allowed in the IAMP management area initiated by any party (including Polk County, property owner, or private developer) that would cause the adopted inter-change mobility standards to be exceeded at the end of the planning period, including review and OTC approval of proposed funding plan to address any such changes.
- Monitor and comment on any future actions that would amend the Fort Hill rural unincorporated community boundary in the vicinity of the Fort Hill Road Interchange.
- If future circumstances in the IAMP management area result in the need for changes to the IAMP, Polk County and ODOT shall jointly prepare amendments to the IAMP management actions and a funding plan to implement those actions.

Polk County Implementing Actions

Access Management

- In conjunction with ODOT construction of the IAMP-identified transportation system improvements, eliminate access from private properties except where provided by the construction project.
- Consolidate, restrict, or close accesses as identified in AMP portion of the IAMP.
- Where property zoned for resource or residential use is provided an approach road permit or an access reservation by Polk County, the permit or access reservation will contain wording that "access is limited to the production and transportation of agricultural products and for residential purposes only."

- Provide the following statement with each authorized land use action affecting a property with an approach road to OR-18 that is within the Fort Hill Interchange Overlay Zone: "Construction of a public road eastward from the Fort Hill Interchange will provide reasonable alternate access to the land use authorized by this decision. Direct highway access will be eliminated when this road is constructed."

Policy Actions

- As detailed in Appendix H of the IAMP, adopt policies intended to:
  - Promote redevelopment of sites such as the Fort Hill Lumber Mill site in a manner consistent with the trip generation assumptions in the IAMP.
  - Support development in Fort Hill that retains its predominantly residential character, while enhancing the commercial and industrial opportunities in the community and in accordance with the existing land use designations.
  - Preserve capacity at the Fort Hill Interchange for the future development of Fort Hill, as currently planned for in the Comprehensive Plan land use map.
  - Support ODOT/OTC adoption of the IAMP.
  - Support ODOT/OTC amendment of the Oregon Highway Plan (OHP) to adopt Alternate Mobility Standards for the new Fort Hill interchange.
  - Support land uses in the vicinity of the Fort Hill interchange consistent with the land use assumptions in the IAMP, and consistent with the stated function of the interchange as described in the IAMP.
  - Support continued resource uses of land in the Fort Hill interchange study area in accordance with the agricultural, farm/forest, and forest comprehensive plan designations that currently exist in most of this area.
  - Require that any proposed changes to the current plan designations within the section of highway evaluated by the "H.B. Van Duzer to Steel Bridge Road Refinement Plan" must include evaluation of the impacts to mobility at the Fort Hill Interchange.
  - Require that any party initiating changes to the land use designations or uses allowed in the IAMP management area identify needed amendments to the IAMP, including a funding plan.
  - Implement the policy actions above by adopting the ordinance language changes detailed in Appendix H.

Agency Coordination

- Coordinate with ODOT to evaluate land use actions that could affect the function of the Fort Hill Road Interchange, consistent with OAR 660-012-0060.
- Coordinate with ODOT prior to amending the Polk County Comprehensive Plan, TSP, land development ordinances, rural community boundary, or prior to proposing transportation improvements that could affect the function of interchange. Ensure that

any such amendments are consistent with the function of the interchange as defined in the IAMP.

- Provide notice to ODOT for any land use actions proposed within the IAMP management area.
- If future circumstances in the IAMP management area result in the need for changes to the IAMP, Polk County and ODOT shall jointly prepare amendments to the IAMP management actions and an accompanying funding plan to implement those actions.

Consistency with Goals and Objectives

Table 4 below illustrates how the physical improvements, combined with the access management plan and interchange area management policies, address the IAMP goals and objectives described at the beginning of the IAMP.

TABLE 4
How IAMP Goals and Objectives are Addressed by Plan

Goals and Objectives	How Addressed by Plan
Protect the function and operation of the Fort Hill Road Interchange and OR-18/OR-22	Interchange and highway are projected to operate within acceptable mobility levels (highway mobility standard of 0.70 v/c)
Protect the function and operation of the local street network within the IAMP area	Fort Hill Road and Yamhill River Road are projected to operate within acceptable mobility levels (local roadway mobility standard of 0.85 v/c)
Provide safe and efficient operations between the connecting roadways and the local street network	Construction of Fort Hill interchange and associated closure of existing highway approaches, including at grade intersections of OR-18/OR-22 with Fort Hill Road and Yamhill River Road, will provide safe and efficient operations for vehicles traveling in and through this area.
Provide for an adequate system of local roads and streets in order to provide for access and circulation within the interchange area and minimize local traffic through the interchange and on the interchange cross road (new Fort Hill Road)	Construction of the new grade-separated crossing of the highway and the associated new frontage road north of highway (new Fort Hill Road) will provide an adequate system of local roads and streets. The improvements will provide a similar degree of circulation as currently exists, but with much improved safety and operations for both local and highway traffic. Yamhill River Road on the south and the new Fort Hill Road on the north serve as frontage roads to access local destinations. However, due to the small size of the Fort Hill community, the extent of the local road system is minimal. As a result, local traffic will continue to use the interchange and cross road for some local trips.
Ensure that changes to the planned land use system are consistent with protecting the long-term function of the interchange and the local street system.	Development in much of the study area is restricted by the resource designations in the Polk County Comprehensive Plan. To ensure that any changes in the planned land use system are consistent with the long-term function of interchange and local street system, the IAMP proposes that any proposed change in these designations require an update of the IAMP.

TABLE 4
How IAMP Goals and Objectives are Addressed by Plan

Goals and Objectives	How Addressed by Plan
Safety and Mobility	
• Provide a facility that will safely accommodate travel demands 20 years into the future. • Ensure that the interchange can safely meet Highway Design Manual mobility standards through the planning horizon. • Ensure that the proposed Fort Hill interchange meets the requirements of ODOT's access management administrative rule (OAR 731-051).	Interchange and highway operate within acceptable mobility levels (highway mobility standard of 0.70 v/c) for the 20-year planning horizon. Construction of the interchange and related access management changes will greatly improve access management in the interchange area. Although these changes bring the project area closer to meeting access spacing standards, six spacing deviations will be required: • For the north side of the highway between the interchange ramp and the nearest right in/right out driveway • Between the interchange ramps and the nearest approach with full access to the north, and • The same type of access to the south along Yamhill River Road (three deviations). • For the spacing between the Fort Hill interchange and the Wallace Bridge interchange.
Access and Traffic Flow	
• Provide safe and convenient access to interchange area businesses. • Reduce congestion and improve traffic flow in the interchange area. • Provide median treatment that would accommodate emergency vehicles.	Safe access to the businesses along the highway will be provided via the interchange and the local roadway network (Yamhill River Road and existing/new Fort Hill Road). Adequate signage will be an important element to alert drivers of the upcoming interchange and opportunities to exit to access the businesses. The traffic analysis shows a substantial improvement in traffic flow in the vicinity of the interchange. The median on the highway will restrict direct access to properties from the highway in most cases. Emergency vehicles will access properties in the area using the new interchange and Fort Hill Road and/or Yamhill River Road. The improved safety and operations of the new interchange are expected to improve emergency vehicle access in the study area as a whole.
Social/Economics	
• Minimize displacements to existing residences and businesses. • Minimize adverse impacts on existing residences and businesses. • Minimize land conversion from private ownership to public transportation use.	The location and design of the interchange was shaped in large part by the desire to minimize impacts on existing residences and businesses. Construction of the interchange will not displace any residences or businesses. Short-term access closures are limited to locations where alternate access is available via the local roadway network. Short-term access restrictions are limited to right in/right out movements, where users access the eastbound direction by using the interchange. Land conversion from private ownership to public transportation use is limited to what is necessary for the

TABLE 4
How IAMP Goals and Objectives are Addressed by Plan

Goals and Objectives	How Addressed by Plan
	interchange, frontage road, and relocated weigh station, and associated areas for wetland mitigation. The land where the ODOT weigh station is located today may be sold or leased for redevelopment opportunities.
Land Use • Support the development of the land use plan adopted in the Polk County Comprehensive Plan. • Establish that ODOT and Polk County will work together to monitor and administer development within the interchange area.	The Polk County Comprehensive Plan includes the Fort Hill project as part of its transportation element (TSP). ODOT will initiate a conditional use permit process in Fall 2006 for resource land conversion to transportation use. The IAMP land use controls assume development consistent with existing comprehensive plan designations, and condition other development with an update to the IAMP. Actions are listed in the following section for both Polk County and ODOT to adopt and implement the IAMP.

Monitoring and Updates

This section discusses the need to update the IAMP, and those changes that may trigger an update over time. There are, in fact, two such instances:

- Future changes to the land use designations or uses allowed in the IAMP management area could be initiated by any party, such as Polk County, or a property owner. If the proposed change would result in the need for additional capacity at the interchange, the initiating party shall propose amendments to the IAMP and shall prepare a funding plan for ODOT and Polk County review. Proposed IAMP amendments shall be coordinated with ODOT and Polk County staff and the revised IAMP and funding plan shall be submitted to Polk County and the Oregon Transportation Commission for approval and adoption.
- ODOT will monitor and comment on any future amendments to the Fort Hill Rural Unincorporated Community boundary if that amendment could result in levels of travel that would exceed the adopted alternate mobility standards.

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SECTION II:

Appendices

Appendix A: Existing Conditions Inventory and Data Analysis

This section provides a description of the regulatory framework in the vicinity of the Fort Hill interchange and current land uses, traffic conditions, and environmental constraints.

Regulatory Framework

This section provides an overview of the existing conditions and regulatory framework associated with the area in the vicinity of the proposed new Fort Hill Road interchange on the Salmon River Highway (OR-18/OR-22). The following sections define the study area, explore the land uses allowed in the study area, and summarize the plans, policies, and other pertinent existing background data that govern the area. The regulatory context involves state and local levels of governance that directly impact transportation planning associated with the Fort Hill Road IAMP. This section provides a policy framework for the IAMP planning process.

Background

The Fort Hill Road IAMP is based on the technical information and findings contained in both the H.B. Van Duzer Forest Corridor to Steel Bridge Road Corridor Refinement Plan (Corridor Refinement Plan) and the H.B. Van Duzer Forest Corridor to Steel Bridge Road Environmental Assessment and Draft Section 4 (f) Evaluation (Van Duzer EA). A steering committee of elected and appointed officials from the local jurisdictions, local citizens, ODOT, and other state agency staff guided development of the corridor refinement plan. Steering committee meetings were open to the public and interested citizens did attend. Polk County has adopted the Corridor Refinement Plan and Van Duzer EA as part of the Polk County Transportation System Plan.

The Corridor Refinement Plan deals with an approximately 9.43-mile portion of the corridor from the H.B. Van Duzer Forest Corridor to Steel Bridge Road near Willamina. It affects three rural communities: Grand Ronde, Valley Junction, and Fort Hill. This segment of OR18/22 serves local, commuter, commercial, and recreational traffic between the metropolitan areas of Portland and Salem and the central Oregon coast. In addition, the Spirit Mountain Casino and Resort is located on OR-18/OR-22 near Grand Ronde and is a major tourist destination. Land use in the area is largely agricultural, which results in a number of slow-moving vehicles along the studied highway section.

The preferred solution for a refinement area transportation system includes widening OR-18/OR-22 to a four-lane highway with a non-traversable (closed) median along most of its length and limiting the total number of road intersections with the highway. Included in the recommendations in the Corridor Refinement Plan document is replacing the at-grade OR-18/OR-22 intersection at Fort Hill Road/Yamhill River Road with an interchange located about ½ mile east of the current intersection.

The IAMP covers the portion of the Corridor Refinement Plan between the South Yamhill River Bridge on the west end and the Wallace Bridge (OR-22) on the east end.[7]. The IAMP will address the long-term set of improvements provided in the Corridor Refinement Plan and Van Duzer EA, as well as the short-term improvements included as part of the construction project. This section summarizes the policy and regulatory framework that exists for the development of the IAMP.

Study Area Description

An IAMP land use study area has been delineated around the vicinity of the proposed new Fort Hill Road interchange. The study area is linear, encompassing the industrial and commercial uses in the vicinity of Fort Hill Road/Yamhill River Road intersection with OR-18/OR-22 and extending eastward along OR-18/OR-22, past where Hall Road connects to the highway, before terminating at an unnamed road just east of the OR-18/OR-22 interchange. Generally speaking, the study area is one to two parcels deep on either side of the highway, following the South Yamhill River as the southern boundary, and expands at the western edge to capture parcels just to the west of the Fort Hill Road/Yamhill River Road intersection with OR-18/OR-22. The study area also includes parcels on both sides of Yamhill River Road in this vicinity. The study area can be described as the area in which land uses may have an affect on the design and function of the interchange.

Documents Reviewed

This section summarizes relevant state and local regulatory documents, long-range plans, and adopted policies and identifies how they influence planning for the proposed Fort Hill Road interchange. The following transportation and land use plans and regulations were reviewed for policies and regulations applicable to the development of a new interchange at Fort Hill Road.

State/ODOT

- Statewide Planning Goals 2 (Land Use Planning), 3 (Agricultural Lands), Goal 4 (Forest Lands), 11 (Public Facilities and Services), 12 (Transportation), and 14 (Urbanization)
- Oregon Administrative Rule 731, Division 15, Department of Transportation Coordination Rules
- Oregon Transportation Plan (1992)
- Oregon Highway Plan (1999)
- Oregon Administrative Rule (OAR) 734-051 (Highway Approaches, Access Control, Spacing Standards and Medians)
- H.B. Van Duzer Forest Corridor to Steel Bridge Road (Oregon Highway Routes Salmon River Highway OR18, Three Rivers Highway OR22) Corridor Refinement Plan (June 2001; Amended and Edited May 2004)

[7] For purposes of describing the physical characteristics of the area around the proposed interchange and, specifically, for describing the land uses, a smaller study area has been defined for this IAMP. See "Study Area Description" in the following section.

- H.B. Van Duzer Forest Corridor – Steel Bridge Road (OR18/OR 22 Polk County) Environmental Assessment and Draft Section 4(f) Evaluation (2002) and Revised Environmental Assessment (2004)

Local (County)

- Polk County Comprehensive Plan
- Polk County Zoning Ordinance
- Polk County Transportation Systems Plan (1998)

State of Oregon

Statewide Planning Goals

Statewide Planning Goal 2

Goal 2, Land Use Planning, requires that a land use planning process and policy framework be established as a basis for all decisions and actions relating to the use of land. This Goal is one of six statewide planning goals that play a key role in management planning for the Fort Hill Road interchange area. The other goals are Goals 3 (Agricultural Lands), 4 (Forest Lands), 11 (Public Facilities Planning), 12 (Transportation), and 14 (Urbanization).

Goal 2 is important for four reasons. First, Goal 2 requires planning coordination between those local governments and state agencies "which have programs, land ownerships, or responsibilities within the area included in the plan." Here, Goal 2 will require that ODOT coordinate with Polk County which has planning authority over the area impacted by the proposed interchange. Coordination is particularly important because development within the County will impact use of the proposed interchange and, in particular, land use decisions in the Fort Hill area could affect future use and operation of the interchange.

A second important element of Goal 2 is its provision that land use decisions and actions be supported by an "adequate factual base." This requirement applies to both legislative and quasi-judicial land use actions and requires that such actions be supported by "substantial evidence." In essence, it requires that there be evidence that a reasonable person would find to be adequate to support findings of fact that a land use action complies with the applicable review standards.

Third, Goal 2 requires that city, county, and state and federal agency and special district plans and actions related to land use be "consistent with the comprehensive plans of cities and counties and regional plans adopted under ORS Chapter 268." This provision is important because elements of an interchange area management plan (IAMP) developed for the Fort Hill Road interchange will need to be adopted by Polk County as an element of its transportation system plan (TSP).

Finally, Goal 2 includes standards for taking an "exception" to one or more statewide planning goals. The Goal 2 exception standards apply when a local government or property owner proposes to use property in a manner otherwise prohibited by one or more statewide planning goals. The Goal 2 exception standards require the individual or local government taking the exception to demonstrate how these standards are met:

- Reasons justify why the state policy embodied in the applicable goals should not apply;
- Areas which do not require a new exception cannot reasonably accommodate the use;
- The long term environmental, economic, social, and energy consequences resulting from the use at the proposed site with measures designed to reduce adverse impacts are not significantly more adverse than would typically result from the same proposal being located in areas requiring a goal exception other than the proposed site; and
- The proposed uses are compatible with other adjacent land uses or will be so rendered through measures designed to reduce adverse impacts.

The Goal 2 exceptions standards are interpreted in significant detail in OAR 660, Division 4. Rule sections particularly relevant to developing an IAMP for the Fort Hill Road interchange are:

- OAR 660-004-0022, which establishes standards under which uses such as residential or industrial development may be justified on rural lands; and
- OAR 660-004-0020(2)(b), which requires demonstration why a proposed use cannot reasonably be accommodated on non-resource land or inside a UGB.

The Goal 2 exceptions criteria provide resource lands with a very high level of protection from higher intensity rural non-farm uses.

Statewide Planning Goal 3

Statewide Planning Goal 3, Agricultural Lands, requires that agricultural lands be preserved and maintained for farm use. The goal is implemented through zoning that limits uses on agricultural lands to "farm uses and those non-farm uses defined by commission rule that will not have significant adverse effects on accepted farm or forest practices." Such zoning is commonly referred to as "exclusive farm use" zoning.

Goal 3 and ORS 215.780 also require counties to establish minimum sizes for new lots or parcels in each agricultural land designation. ORS 215.780(1)(a) provides that for land zoned for exclusive farm use and not designated rangeland, the minimum lot or parcel size shall be at least 80 acres. This is the minimum lot size applicable to the EFU-zoned lands in the County.

Because Polk County is a "nonmarginal lands" county for purposes of Goal 3 compliance, the uses identified in ORS 215.283 may be permitted on EFU-zoned lands in the county. Those uses include:

- Schools, churches, certain utility facilities, farm dwellings, reconstruction or modification of public roads, certain other roadway improvements, wineries, farm stands, and facilities for processing farm crops, which are permitted under ORS 215.283(1);
- Mining activities, community centers, public and private parks, playgrounds, golf courses, commercial activities in conjunction with farm use, and additional roadway improvements, which are permitted under ORS 215.283(2); and

- Road, highway, and other transportation improvements not allowed under ORS 215.283(1) or (2), which are permitted under ORS 215.283(3).

OAR 660, Division 33 is the Land Conservation and Development Commission's (LCDC) rule establishing limitations on uses statutorily permitted in EFU zones. It includes limitations on uses permitted under ORS 215.283(1) that counties otherwise could not have adopted. It also includes limitations on uses allowed under ORS 215.283(2) that counties may further regulate.

Like ORS 215.780, OAR 660-033-0100(1) requires counties to establish minimum parcel sizes of at least 80 acres for land zoned for exclusive farm use.[8] OAR 660-033-0120 and OAR 660-033-0130 respectively address uses authorized on high value agricultural lands and establish minimum standards applicable to those allowed uses.[9] Under these rules, for example, new public and private schools, churches, golf courses, and private parks, playgrounds and campgrounds are not permitted. Moreover, new schools and churches and most private campgrounds are not permitted within 3 miles of an urban growth boundary (UGB) unless an exception is approved pursuant to ORS 197.732 and OAR 660, Division 4.[10] See OAR 660-033-0120, Table 1, and 660-033-0130(2), (19). Commercial uses in conjunction with farm use are permitted only where such uses will not force a significant change in, or significantly increase the cost of, accepted farm or forest practices on surrounding lands devoted to farm or forest uses.

Statewide Planning Goal 4

The intent of Statewide Planning Goal 4, Forest Lands, is to maintain the forest land base and to protect the state's forest economy "by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture." Goal 4 and OAR 660-006 require that local governments inventory, designate, and zone forest lands. Local governments must adopt zones which limit uses to those allowed by the goal and administrative rule and apply those zones to designated forest lands.

Uses allowed outright on forest lands are predominantly limited to those associated with farm and forest practices or resource management. These include temporary portable facilities for the processing of forest products; exploration for mineral and aggregate resources (defined on ORS Chapter 517); towers and fire stations for forest fire protection; water intake facilities, canals, and distribution lanes for farm irrigation and ponds; caretaker residences for public parks and public fish hatcheries; and temporary forest labor camps. Widening roads within the existing rights-of-way and highway projects (as described in ORS 215.213 and ORS 215.283), solid waste disposal sites (see ORS 459.049), and destination resorts (pursuant to ORS 197.435 and Goal 8) are also permitted. Some additional uses are allowed, providing they do not significantly impact accepted farming or forest practices on agricultural or forest lands (660-006-0025(5)). These uses include: permanent facilities for

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8 Polk County implements Goal 3 through its Exclusive Farm Use (EFU) District. The minimum lot size is 80 acres. See Polk County Zoning Ordinance, Chapter 136, Section .070, Land Partition Standards.

9 Approximately 22 of 93 acres in the vicinity of the interchange and local access road are designated high-value farmland.

10 The City of Willamina's urban growth boundary is approximately 2.9 miles from Fort Hill Road, so an exception to Goal 3 would be necessary for any of the listed uses (school, church, or park) to be sited on EFU in the Fort Hill IAMP study area.

processing forest products and housing associated equipment; private parks and campgrounds; public parks (allowed uses specified in OAR 660-034-0035 or -0040); mining and processing of oil, gas, or other subsurface resources; communication facilities and transmission towers; fire stations for rural fire protection, firearms training facilities; cemeteries, and; private seasonal accommodations for fee hunting operations and for fishing (guest rooms are limited to 15 and only minor "incidental and accessory" retail sales are permitted). Private road and highway projects (as described in ORS 215.213 and 215.283) are also permitted.

Minimum parcel size in the forest zones in 80 acres, but local jurisdictions may allow parcel sizes less than 80 acres, provided that parcels are large enough to ensure economically efficient forest operations and the continuation of growing and harvesting trees.

Statewide Planning Goal 11

Statewide Planning Goal 11, Public Facilities Planning, requires cities and counties to plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development. The goal requires that urban and rural development be "guided and supported by types and levels of urban and rural public facilities and services appropriate for, but limited to, the needs and requirements of the urban, urbanizable and rural areas to be served."

Goal 11 prohibits the establishment of sewer systems outside of UGBs and the extension of sewer lines from within UGBs to serve lands outside UGBs, except where a new or extended system is the only practicable alternative to mitigate a public health hazard and will not adversely affect farm or forest land. This effectively limits the ability to establish urban scale uses within most of the study area. Also, Goal 11's implementing rule, OAR 660, Division 11, prohibits local governments from using the presence, establishment, or extension of a water system on rural lands to allow an increase in the allowable density of residential development (see OAR 660-011-0065). This means that to provide urban-scale facilities in the EFU area adjacent to the interchange, a Goal 11 exception is required.[11]

House Bill 2691, which became effective June 10, 2003, provides an exception to Goal 11 and allows a county to approve either the extension of existing public facilities (generally sewer and water) to serve a mill site or the construction of on-site facilities. The statute was added to ORS Chapter 197. This bill is designed to allow industrial development of abandoned and diminished mill sites that were used for processing and manufacturing wood products. The site must be located outside of UGBs. If the mill site is in an area that is already zoned for industrial use—as is the case in Fort Hill—then the entire industrial zone may be served by public facilities. The county is prohibited from allowing hookups to a sewer facility that is located between a UGB and the mill site, and any sewer extension must be limited in size to meet only the needs of authorized industrial uses. Finally, the county may approve only industrial development on an eligible mill site. Retail, commercial, and residential uses are expressly prohibited.

[11] Public facilities needed to serve urban scale uses would also be considered urban in scale.

Statewide Planning Goal 12

Statewide Planning Goal 12, Transportation, requires cities, counties, metropolitan planning organizations, and ODOT to provide and encourage a safe, convenient, and economic transportation system. This is accomplished through development of TSPs based on inventories of local, regional, and state transportation needs.

Goal 12 is implemented through OAR 660, Division 12, Transportation Planning Rule (TPR). The TPR contains numerous requirements governing transportation planning and project development, several of which are relevant to planning a new interchange.

The TPR requires local governments to adopt land use regulations consistent with state and federal requirements "to protect transportation facilities, corridors and sites for their identified functions OAR 660-012-0045(2)." This policy is achieved through a variety of measures, including:

- Access control measures that are consistent with the functional classification of roads and with limiting development on rural lands to rural uses and densities;
- Standards to protect future operations of roads;
- A process for coordinated review of future land-use decisions affecting transportation facilities, corridors, or sites;
- A process to apply conditions to development proposals in order to minimize impacts and protect transportation facilities, corridors, or sites;
- Regulations to provide notice to ODOT of land use applications that require public hearings, involve land divisions, or affect private access to roads; and
- Regulations assuring that amendments to land use designations, densities and design standards are consistent with the functions, capacities, and performance standards of facilities identified in the TSP. (See also OAR 660-012-0060.)

LCDC's rules implementing Goal 12 do not regulate access management. ODOT adopted OAR 734, Chapter 51, to address access management and it is expected that ODOT, as part of this project, will engage in access management consistent with its Access Management Rule. This could involve the purchase of access rights within at least 1/4 mile of the interchange ramps.

The TPR requires local governments to adopt land use regulations consistent with state and federal requirements "to protect transportation facilities, corridors, and sites for their identified functions OAR 660-012-0045(2)."

Statewide Planning Goal 14

Goal 14 requires that urban growth boundaries be established and maintained by cities, counties, and regional governments in order to provide land for urban development needs and to identify and separate urban and urbanizable land from rural land.

In unincorporated communities outside pf urban growth boundary counties may approve uses, public facilities and services more intensive than allowed on rural lands by Goal 11 and 14, either by exception to those goals, or as provided by commission rules

which ensure such uses do not adversely affect agricultural and forest operations and interfere with the efficient functioning of urban growth boundaries. As explored in the Polk County Comprehensive Plan section of this document, Fort Hill is an unincorporated community within Polk County.[12]

Goal 14 was amended by the Land Conservation and Development Commission in December 2005, to address rural industrial development. These amendments were in response to recent House Bill 2458, which authorizes commercial development in buildings of any size and type on certain lands outside Willamette Valley and outside urban growth boundaries of cities.[13]

Goal 14 states that "(n)otwithstanding other provisions of this goal restricting urban uses on rural land, a county may authorize industrial development, and accessory uses subordinate to the industrial development, in buildings of any size and type, on certain lands outside urban growth boundaries specified in ORS 197.713 and 197.714, consistent with the requirements of those statutes and any applicable administrative rules adopted by the Commission."

Oregon Administrative Rule 731, Division 15, Department of Transportation Coordination Rules

ODOT's Division 15, Coordination Rules, (OAR 731-015) ensures that the procedures used in developing highway improvement projects and other ODOT actions affecting land use comply with Oregon's Statewide Planning Goals and are consistent with applicable acknowledged comprehensive plans, as required by ORS 197.180. This administrative rule provides coordination procedures to be used when adopting Final Facility Plans, such as an interchange area management plan (OAR-731-015-0065).

Oregon Transportation Plan (1992)

The Oregon Transportation Plan (OTP) is a policy document developed by ODOT in response to the federal and state mandates for systematic planning for the future of Oregon's transportation system. The OTP is intended to meet statutory requirements (ORS 184.618(1)) to develop a state transportation policy and comprehensive long-range plan for a multimodal transportation system that addresses economic efficiency, orderly economic development, safety, and environmental quality.

The OTP consists of two elements: the policy element and the system element. The policy element defines goals, policies, and actions for the state for the next 40 years. The plan's system element identifies a coordinated multimodal transportation system, to be developed over the next 20 years, which is intended to implement the goals and policies of the Plan.

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12 ORS 221.034 (b), incorporation of rural unincorporated community and contiguous lands, defines "rural unincorporated community" as a settlement with a boundary identified in an acknowledged comprehensive plan of a county and that: (A) is made up primarily of lands subject to an exception to statewide planning goals related to agricultural lands or forestlands; (B) either was identified in the acknowledged comprehensive plan of a county as a "rural community," "service center," "rural center," "resort community," or similar term before October 28, 1994, or is listed in the Department of Land Conservation and Development's "Survey of Oregon Unincorporated Communities" (January 30, 1997); (C) lies outside of the urban growth boundary of a city or a metropolitan service district; and (D) is not incorporated as a city.

13 House Bill 2458 became effective July 29, 2005.

Oregon Highway Plan (1999)

The 1999 Oregon Highway Plan (OHP), an element and modal plan of the state's comprehensive transportation plan (OTP), guides the planning, operations, and financing of ODOT's Highway Division. Policies in the OHP emphasize the efficient management of the highway system to increase safety and to extend highway capacity, partnerships with other agencies and local governments, and the use of new techniques to improve road safety and capacity. These policies also link land use and transportation, set standards for highway performance and access management, and emphasize the relationship between state highways and local road, bicycle, pedestrian, transit, rail, and air systems.

The policies found within the OHP that apply to the Fort Hill Road IAMP include:

Policy 1A: State Highway Classification System;

Policy 1B: Land Use and Transportation;

Policy 1C: State Highway Freight System;

Policy 1F: Highway Mobility Standards;

Policy 1G: Major Improvements;

Policy 2B: Off-System Improvements;

Policy 2F: Traffic Safety;

Policy 3A: Classification and Spacing Standards;

Policy 3C: Interchange Access Management Areas;

Policy 3B: Medians;

Policy 4A: Efficiency of Freight Movement;

Policy 4B: Alternative Passenger Modes;

Policy 5B: Scenic Resources

Policy 1A: State Highway Classification System

The state highway classification system includes five classifications: interstate, statewide, regional, district, and local interest roads. In addition, there are four special purpose categories that overlay the basic classifications: special land use areas, statewide freight route, scenic byways, and lifeline routes. OR-18/OR-22 is a statewide highway and is part of the national highway system (NHS). The Policy 1A definition states: "Statewide Highways (on the NHS) typically provide inter-urban and inter-regional mobility and provide connections to larger urban areas, ports, and major recreation areas that are not directly served by Interstate Highways. A secondary function is to provide connections for intra-urban and intra-regional trips. The management objective is to provide safe and efficient, high-speed, continuous-flow operation."

In addition, OR-18/OR-22 is an expressway. The function of expressways is to provide safe and efficient high-speed and high-volume traffic movements with minimal interruptions,

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for interurban travel and connections to ports, and major recreation areas. Action 1A2 characterizes expressways as roads where private access is discouraged, connections to public roads are highly controlled, traffic signals (rural areas only) are discouraged, and non-traversable medians are encouraged.

Policy 1B: Land Use and Transportation

This policy recognizes the role of both the state and local governments related to the state highway system and calls for a coordinated approach to land use and transportation planning.

ODOT has partnered with Polk County in the development of the corridor refinement plan, EA, and revised EA, and continues this coordination through the IAMP. The project area is not designated as a special transportation area, commercial center, urban business area, or urban.

Policy 1C: State Highway Freight System

This policy recognizes the need for the efficient movement of freight through the state. OR-18/OR-22 is a designated freight route.

Policy 1F: Highway Mobility Standards

This policy addresses state highway performance expectations, providing guidance for managing access and traffic control systems related to interchanges.

The relevant mobility standards for the study area are a volume-to-capacity of 0.70.

Policy 1G: Major Improvements

This policy requires maintaining performance and improving safety by improving efficiency and management before adding capacity.

The Revised EA included a discussion of the project's applicable priority, stating that the improvements are a mixture of Priority 1 (protect the existing system), Priority 2 (improve efficiency and capacity of existing facilities), and Priority 3 (adding capacity to the existing system). Overall, the project is a "Priority 3-type" project that will add capacity to the system. Higher priority actions have already been implemented, including:

- Adoption of the ODOT refinement plan into Polk County's TSP
- Preparation of an IAMP and highway access management plan, and adoption of these plans into the Polk County TSP
- Striping OR-18/OR-22 for no passing in the eastbound direction
- Installation of a center rumble strip
- Driver education efforts to improve driver behavior in the corridor.

Higher priority actions will be implemented as part of this project as well, including access management and installation of a median barrier on OR-18/OR-22.

Policy 2B: Off-System Improvements

This policy recognizes that the state may provide financial assistance to local jurisdictions to make improvements to local transportation systems if the improvements would provide a cost-effective means of improving the operations of the state highway system. As part of the Fort Hill Road IAMP process, ODOT will be working with the county to complete the development of an access management plan and frontage road system to ensure the efficient and effective operation of the proposed new interchange.

Policy 2F: Traffic Safety

This policy emphasizes the state's efforts to improve safety of all uses of the highway system. Action 2F.4 addresses the development and implementation of the safety management system to target resources to sites with the most significant safety issues.

Within the IAMP study area, a comparatively high number of crashes occur at the intersections of OR-18/OR-22 and Fort Hill Road. A synopsis of recent crash statistics is provided below.

A total of 39 discrete crashes occurred between MP 23.80 and MP 26.36 (MP 23.85 is the intersection of OR-18/OR-22 and Fort Hill Road over the most recent 5-year period (2001-2005). These crashes included:

	Type of Crash			
Year	Property Damage Only (PDO)	Injury	Fatality	Total
2001	2	3	0	5
2002	4	3	0	7
2003	8	3	0	11
2004	3	4	0	7
2005	4	4	1	9

Twelve of the crashes listed above occurred within 1/100 mile of the Fort Hill Road intersection. Of these, seven caused an injury; four were turning crashes (three of which involved people turning left onto the highway); four were rear end crashes (all involving vehicles moving easterly or westerly on the highway); and ten occurred during the day during clear or cloudy conditions with dry pavement.

Sixteen crashes occurred within the 1/10 mile nearest Fort Hill Road. This was by far the highest number of crashes per 1/10th mile within the study area. The second highest rate was three crashes per 1/10th mile.

On all of OR-18/OR-22 (53 miles), there were 678 crashes during 2001-2005. Based upon crashes per mile, this is 12.8 crashes/mile throughout the corridor. The study area had an average of 15.9 crashes/mile, with the crashes concentrated near the project's western end. A total of 28 crashes were in the 1-mile segment that includes the Fort Hill Road intersection (MP 23.84-24.84).

The one fatal crash in the study area occurred on January 6, 2005 at MP 25.29 and involved six vehicles (one fatality). The stated cause was ice.

The intersection of OR-18/OR-22 and Fort Hill Road was included within the top 10 percent of the State Priority Index System (SPIS) in 2000, 2001, and 2002.

Policy 3A: Classification and Spacing Standards

This policy addresses the location, spacing, and type of road and street intersections and approach roads on state highways. Private access on OR-18/OR-22, a designated rural expressway, is discouraged. Planning for a grade separated interchange at Fort Hill includes construction of a local service road on the north side of OR-18/OR-22 that will link to the new interchange to Fort Hill Road. Consistent with OHP Policy 3A, this local service road will provide alternate access for property owners in the area and is part of a long-range plan to eliminate direct access to the highway in the vicinity of the interchange.

The adopted spacing standards can be found in Appendix C of the Oregon Highway Plan. It includes standards for each highway classification; generally, the access spacing distance increases as either the highway's importance or posted speed increases. As shown on Table 18 of the Oregon Highway Plan, the spacing standard from the proposed Fort Hill Road interchange, a rural interchange on an expressway with two-lane crossroad, to the first major intersection of a crossroad is 1,320 feet. On a rural expressway, the nearest at-grade intersection must be 2 miles from the ramp terminal intersections. If the at-grade intersection were to meet the 2-mile spacing dimension, there is an additional requirement that the tapers of both facilities be at least 1 mile apart. These spacing standards also are included in Oregon Administrative Rule 734-051-0125 (Table 7).

Policy 3B: Medians

This policy establishes the state's criteria for the placement of medians. It includes Action 3B.2, which requires that nontraversible medians be designed and constructed for modernization of all rural, multi-lane expressways, including statewide (NHS), regional and district. The proposed project fits this classification, as a modernization of a rural, multi-lane expressway. The OR 18: Fort Hill Road to Wallace Bridge section project will install nontraversible medians from MP 23.85 to MP 26.31.

Policy 3C: Interchange Access Management Areas

This policy addresses management of grade-separated interchange areas to ensure safe and efficient operation between connecting roadways. Action items include developing interchange area management plans to protect the function of the interchange to provide safe and efficient operations between connecting roadways and to minimize the need for major improvements of existing interchanges. The local jurisdiction's role in access management is stated in Policy 3C as follows: "necessary supporting improvements, such as road networks, channelization, medians and access control in the interchange management area must be identified in the local comprehensive plan and committed with an identified funding source, or must be in place (Action 3C.2)."

Access management standards are detailed in Policy 3C and include the distance required between an interchange and approaches and intersections. The most stringent standards apply in interchange areas. Table 18 of the Oregon Highway Plan contains the minimum

spacing standards applicable to the proposed Fort Hill Road interchange, a rural expressway interchange that has a two-lane crossroad. The spacing standards for this type of interchange are:

1 mile:	Distance between the start and end of tapers
2 miles:	Distance between the nearest at-grade and ramp terminal intersections or the end/start of the taper section
1,320 feet:	Distance to the first approach on the right (right in/right out only)
1,320 feet:	Distance to first major intersection
1,320 feet:	Distance between the last right in/right out approach road and the start of the taper for the on-ramp

Policy 3D: Deviations

The OHP's Policy 3D dictates the process for managing requests for deviations from adopted access management standards. Projects requiring a deviation from the adopted access management standards submit a deviation request to the Region Access Management Engineer. Criteria for when deviations may be allowed that are relevant to the project include: potential queuing, increased delays and safety impacts; requirements for local road systems; improvement of connectivity to adjacent properties or local road system; and possible use of nontraversible medians for right-in/right-out movements.

Three deviations will be required for the OR-18/OR-22 Fort Hill Road to Wallace Bridge section project. These are described in the next section on the Access Management Rule.

Policy 4A: Efficiency of Freight Movement

This policy emphasizes the need to maintain and improve the efficiency of freight movement on the state highway system. OR-18/OR-22 is a designated freight route.

Access Management Rule (OAR 734-051)

The Access Management Rule defines the state's role in managing access to highway facilities in order to maintain functional use, safety, and preserve public investment. Several sections of the rule are relevant to the Fort Hill IAMP, as described in this section.

Section 734-051-0125 outlines how the state will manage grade-separated interchange areas to ensure safe and efficient operation between connecting roadways. It states that access management spacing standards are based on the classification and designation of the highway, its location, and posted speed. These standards apply to properties abutting state highways, highway, or interchange construction and modernization projects, and planning processes involving state highways. Standards do not apply to approaches in existence prior to April 1, 2000, except when there is a change in use, or if infill development or redevelopment occurs. For a highway or interchange construction or modernization project or other roadway or interchange project determined by the Region Manager, the project will improve spacing and safety factors by moving in the direction of the access management spacing standards, with the goal of meeting or improving compliance with the access management spacing standards.

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Section 734-051-0155 identifies when, how, and why ODOT will develop access management plans for particular sections of a highway. An important component of the state strategy is the development of IAMPs, such as the one being developed as part of this project. The objective of IAMPs is stated to protect the function of interchanges by maximizing the capacity of the interchanges for safe movement from the mainline facility, to provide safe and efficient operations between connecting roadways, and to minimize the need for major improvements of existing interchanges. IAMPs are required for new interchanges such as the Fort Hill interchange. Section -0155 provides guidance for the development of IAMPs, to include:

- IAMPs should be developed no later than the time an interchange is in design or redesign.
- Opportunities should be identified to improve operations and safety in conjunction with roadway projects and property development/redevelopment. Strategies and development standards to capture these opportunities should be adopted.
- IAMPs should include short-, medium-, and long-range actions to improve operations and safety in the interchange area.
- IAMPs should be consistent with relevant adopted state, regional, and local transportation and land use plans.

An IAMP is being developed for the Fort Hill project in a manner consistent with the Access Management Rule, and specifically consistent with 734-051-0125 and 734-051-0155.

Division 51 also contains the Oregon highway system spacing standards for interchanges. Interchange access management spacing standards should be applied to the improvement of an existing interchange (734-051-0125, 5-8). The relevant access spacing standards for the Fort Hill Interchange area are included in Table 7 of the Division 51 Guidelines. The spacing standards for a rural expressway interchange with a two-lane crossroad are:

1 mile:	Distance between the start and end of tapers
2 miles:	Distance between the nearest at-grade and ramp terminal intersections or the end/start of the taper section
1,320 feet:	Distance to the first approach on the right (right in/right out only)
1,320 feet:	Distance to first major intersection
1,320 feet:	Distance between the last right in/right out approach road and the start of the taper for the on-ramp

Six deviations are needed for the OR-18/OR-22 Fort Hill Road to Wallace Bridge project, as described below:

1. The required spacing between the nearest at-grade intersection and the start point of the ramp taper section is 2 miles. This spacing standard is not met between the interchange ramp and the nearest right in/right out private approach on the north side of the highway to the east of the interchange. This distance is approximately 2,100 feet. This deviation is necessary to provide access for the existing property, as no reasonable

alternate access is available. Without the deviation, ODOT would need to acquire this parcel.

2. The spacing standard between the interchange ramps and the nearest approach road with full allowable movements on the crossroad is 1,320 feet. However, the actual distance on the crossroad between the interchange ramp and the first driveway on Yamhill River Road east of the interchange ramp is approximately 510 feet. This deviation is necessary to provide access for the existing property because no reasonable alternate access is available. Without the deviation, ODOT would need to acquire this parcel.

3. The spacing standard between the interchange ramps and the nearest approach road with full allowable movements on the crossroad is 1,320 feet. However, the actual distance on the crossroad between the interchange ramp and the first driveway on Yamhill River Road west of the interchange ramp is approximately 650 feet. This deviation is necessary to provide access for the existing property because no reasonable alternate access is available. Without the deviation, ODOT would need to acquire this parcel.

4. The spacing standard between the interchange ramps and the nearest approach road with full allowable movements on the crossroad is 1,320 feet. The distance between the northern interchange ramp and the approach crossing the railroad tracks is approximately 570 feet. This deviation is necessary to provide access for the existing property because no reasonable alternate access is available. Without the deviation, ODOT would need to acquire this parcel.

5. The spacing standard between the interchange ramps and the nearest approach road with full allowable movements on the crossroad is 1,320 feet. The distance between the northern interchange ramp and the Yamhill River Road is approximately 365 feet. This deviation is necessary to provide access to the highway for all properties located along Yamhill River Road that have no reasonable alternate access to the highway. Without the deviation, all properties would not be able to access the new Fort Hill Interchange.

6. The spacing standard between rural interchanges along statewide highways is 3 miles. The distance between the Fort Hill Interchange taper to the existing Wallace Bridge taper is approximately 9,820 feet. A deviation would be required to construct the Fort Hill interchange in its proposed location. Such a deviation would be necessary for an interchange at any location in the study area.

H.B. Van Duzer Forest Corridor to Steel Bridge Road (Oregon Highway Routes Salmon River Highway ORE-18, Three Rivers Highway ORE-22) Corridor Refinement Plan (2001; Amended and Edited 2004)

The H.B. Van Duzer Forest Corridor to Steel Bridge Road Corridor Refinement Plan (Corridor Refinement Plan) is the result of corridor planning that began in 1995 and resulted in the adoption of the Portland to Lincoln City Corridor (Oregon Highways 99W and 18) Interim Strategy in 1997. Refinement planning based on the interim strategy began in 1998. The Corridor Refinement Plan deals with an approximately 9.43-mile portion of the corridor from the H.B. Van Duzer Forest Corridor to Steel Bridge Road near Willamina. The planning process for developing the Corridor Refinement Plan included input from a steering

committee of elected officials and staff from Yamhill and Polk Counties, the City of Willamina, the Confederated Tribes of the Grand Ronde, and ODOT Region 2 and ODOT District 3. The steering committee meetings, of which 16 were held, were open to the public. Development of the Corridor Refinement Plan and a location EA overlapped, resulting in revisions to the refinement plan. Work on both documents was completed in 2004. Polk County adopted the Corridor Refinement Plan and the EA/Revised EA as an element of the County Transportation System Plan in 2005.

The Corridor Refinement Plan includes an executive summary and sections that detail the purpose and need for the plan, existing conditions and transportation mobility in the corridor, the preferred solutions for improvements (Build Alternative), and solutions that were considered but not advanced. The document depicts the refinement area transportation system that would exist after all the preferred improvements are made (shown in Figure 1 and Figure 2 of that document). Improvements include widening OR-18/OR-22 to a 4-lane highway with a non-traversable (closed) median along most of its length and limiting the total number of road intersections with the highway. The preferred solution also calls for replacing the at-grade intersections at Grand Ronde Road, Valley Junction, and at Fort Hill Road/Yamhill River Road with interchanges. The Corridor Refinement Plan also describes a no-build alternative, which would leave the highway segment as is without coordinated plans for improvements.

The draft Corridor Refinement Plan that was published in 2001 called for the Fort Hill Road/Yamhill River Road intersections with OR-18/OR-22 to be relocated east of the service station and Fort Hill Restaurant. The 2001 draft also called for a northside service road from Fort Hill Road, continuing eastward approximately 2.8 miles, crossing over OR-18/OR-22 and connecting to Yamhill River Road. This road would have eliminated all highway approach roads, other than at the weigh stations, east of the new Fort Hill Road intersection. Fort Hill Road would have connected to the OR-18/OR-22 Wallace Bridge Interchange via Yamhill River Road. The components of the relocated intersection and local service road proved to be costly and, upon reevaluation, it was determined that an interchange replacing the Fort Hill Road/Yamhill River Road intersection could be constructed at a comparable or lower cost (see p. 5 of the Executive Summary).

The Fort Hill Road/Yamhill River Road interchange is described in Section 4, Preferred Solutions, of the Corridor Refinement Plan and illustrated in Figure 4-2 of that document. The Corridor Refinement Plan calls for the interchange to be constructed approximately 0.81 mile (4,300 feet) east of the current intersections, with the interchange ramps located in the northeast and southwest quadrants and the overpass bridge crossing OR-18/OR-22. The overpass bridge would connect on the north side to a local service road linking the interchange to Fort Hill Road. Fort Hill Road would be re-routed to intersect with this road east of the mill site. To the south, the local service road would extend south to intersect with South Yamhill Road. Road improvements associated with the interchange include a proposed frontage road north of OR-18/OR-22. This road would intersect with the new service road extending to Fort Hill Road about 950 feet west of the interchange ramp. This local service road crosses the railroad and extends eastward to provide property access to land north of the highway. All direct property access to OR-18/OR-22 would be eliminated.

An important element of the preferred solution in the corridor is the consolidation of driveways to manage direct access onto the highway. The planning process for developing

the Corridor Refinement Plan entailed dividing the study area into five sub-areas in order to review access management. Near the end of the planning process, OR-18/OR-22 was designated an expressway, a designation that mandates more stringent minimum distance access standards than the limited access concept used during the development of the 2000 Corridor Refinement Plan. The expressway standard is 5,280 feet between road and/or driveway approach roads, and private approach roads are to be eliminated over time (Executive Summary, p. 6).

The Corridor Refinement Plan details a phasing plan for implementation. The plan contains a series of actions, organized by applicable jurisdiction (county/tribe, state/county, state, county), culminating in seven phases. Replacing the OR-18/OR-22/Fort Hill Road/Yamhill River Road intersection with an interchange and constructing an eastbound passing lane is in the first phase. The Corridor Refinement Plan notes that ideally Polk County's Fort Hill Road will be relocated east of the mill at the same time.

The Corridor Refinement Plan, as amended in 2004, recognizes that proposed improvements could encourage development between the interchange and Fort Hill Road and Yamhill River Road due to improved, safe access and increased visibility. The Corridor Refinement Plan calls for an interchange access management plan to be developed to describe how interchange operations will be protected.

H.B. Van Duzer Forest Corridor—Steel Bridge Road (ORE 18/ORE 22 Polk County) Revised Environmental Assessment (2004)

The H.B. Van Duzer Forest Corridor – Steel Bridge Road (OR-18/OR-22 Polk County) Environmental Assessment and Draft Section 4(f) Evaluation (EA) that was completed in 2002 evaluated the alternatives contained in the 2001 Corridor Refinement Plan. The EA contains descriptions and an analysis of the broad, general locations and impacts of the projects proposed to improve approximately 9 miles of OR 18 and OR 22 between the H.B. Van Duzer Forest Corridor (MP 18.79) and Steel Bridge Road (MP 28.21). The EA evaluates the build alternative that was informed by the steering committee, technical advisory committee, and interested citizens and detailed in the 2001 Corridor Refinement Plan. Polk County adopted the EA/Revised EA as an element of the County Transportation System Plan in 2005. This build alternative included realigning an at-grade intersection at Fort Hill Road and the north side access road. The EA also evaluates the no build alternative to determine whether the location of the proposed improvements is supported, or if a no build alternative is preferred.

The Revised EEA (2004) explains that as the original EA was being prepared for publication and distribution, ODOT designers proposed the alternate solution to the Fort Hill Road/OR-18/OR-22 connection: a grade-separated interchange. The interchange solution would greatly reduce conflicts for the critical-path left-hand turn movement at the OR 18/OR-22 and Fort Hill Road intersection. The proposed interchange also has the potential to impact less wetland acreage and may avoid many impacts on existing commercial businesses (p.2). ODOT held a public hearing for the EA in November 2002 and presented the proposal for an interchange east of Fort Hill Road as an alternative to realigning the current intersection. Residents attending the hearing showed strong support for the interchange option. ODOT included this interchange as part of the preferred alternative in the revised EA.

The revised EA describes the preferred alternative (also referred to as "the project"), gives the rationale for its selection, describes the permits that will likely be needed for its implementation, and documents consistency with state and local plans. The revised EA also details the additions and changes to the 2002 EA. As explained in the revised EA, the preferred alternative was developed through the planning process required by the Oregon Transportation Planning Rule (TPR). The requirements for the corridor plans are at a level of detail that prompted ODOT to enter into the National Environmental Policy Act (NEPA) process concurrently with the refinement planning process to produce a "location" EA. The Refinement/NEPA document will include the location decision and the design decisions will be made later during project development.

Of the 5 alternatives considered, with more than 30 thirty variations or options, the preferred alternative was chosen because it was found to be most effective at reducing congestion and improving vehicle, pedestrian, and bicycle traffic flow and safety from the H.B. Van Duzer Forest Corridor to the Steel Bridge Road. As summarized in the Revised EA, the main consideration, along with safety and traffic flow in the corridor was minimizing community and environmental impacts.[14] Specific reasons for selecting the preferred alternative include the fact that it can be constructed in phases as funding becomes available, controls access, thereby improving safety, and providing safer access for individual properties through a local access road system (p. 14).

Among the identified probable permits and planning actions needed for implementation of the preferred alternative are Oregon Highway Plan spacing deviations for the approach roads to the Fort Hill Road interchange and a Polk County conditional use permit for moving weigh stations and transportation improvements requiring additional right-of-way within the exclusive farm use and farm forest zones.[15]

The Revised EA includes major revisions in the land use and zoning section. These include additions to the description of the regional problem solving committee process, initiated to address the growth associated with the development of the Spirit Mountain Casino and Resort, a process that resulted in the county adopting revised zoning in the corridor.[16] Also included in this section is a new subsection, "Rural Transportation Improvements and County Zoning." This subsection identifies the county's resource (farm and forest) zones where transportation improvements will be made and cites Oregon Administrative Rule (OAR) 660-012-065(3), see statewide planning goals section in this section). Also under the land use and zoning section is a new paragraph that documents Polk County's land use policy and regulations that call for right-of way dedication and reservations for future right-of-ways for transportation improvements that are included in the county's transportation

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[14] One of the revisions that the Revised EA makes to the EA is the inclusion of ODOT's procedure for acquiring right-of-way, according to state and federal laws, acts, and policies. Procedures include working with property owners to explain what relocation or compensation benefits are available if they are impacted by the project (p. 18, Additions and Changes to the EA).

[15] The Polk County Planning Department will require one conditional use application to address the following: (1) the change of an intersection to an interchange; (2) construction of additional passing and travel lanes; (3) improvements to existing public road (weigh station), and (4) construction of a local access road. See the description of the Polk County conditional use permit requirements in the local regulations, *Polk County Zoning Ordinance* section of this report.

[16] See p. 36 in the Polk County Comprehensive Plan. *"As a result of the impacts generated from the creation of Spirit Mountain Casino, which has become the largest single destination tourist attraction in the state, coupled with the interest in additional housing opportunities and traffic concerns, the unincorporated area of Grand Ronde was chosen as one of four demonstration projects referred to as regional problem solving. The regional problem solving subject area included the Unincorporated Communities of Grand Ronde, Fort Hill, and Valley Junction."*

system plan (see Polk County Transportation Systems Plan section in this section). Major revisions are also made to the Indirect Impacts subsection. The Revised EA states that these would include loss of direct access to OR-18 for commercial and industrial properties located at Fort Hill and potential increased development pressure on forest or farm parcels due to the construction of the access road.

The land use findings of consistency with state and local plans section of the Revised EA fulfills the State Agency Coordination Agreement (OAR 731-015-0075), which requires ODOT to analyze the preferred alternative in relation to its compliance and consistency with statewide goals and policies, and adopt findings of consistency with the acknowledged comprehensive plans of affected cities and counties. The findings of consistency provide factual information supporting the consistency of the project with the Oregon Highway Plan (1999), the Oregon Transportation Plan (1992), and the Transportation Planning Rule (1991, updated 1999), as implemented by the Polk County Transportation Systems Plan (1998), Polk County Comprehensive Plan, and Polk County Planning Ordinance. As noted in the Revised EA, for the few cases where the preferred alternative does not comply with specific policies, the general process that ODOT will follow to request a deviation is described in this section. This section also describes how the preferred alternative aligns with state and local plans that have no regulatory role with the project, such as the H.B. Van Duzer Forest Corridor—Steel Bridge Road Refinement Plan (May 2004).

As documented in the Revised EA, ODOT coordinated with Polk County, the steering committee, and others throughout the planning and NEPA phases of the EA and this Revised EA to ensure that the project is consistent with local plans.

The H.B. Van Duzer Forest Corridor – Steel Bridge Road (ORE 18/ORE 22 Polk County) EA received a finding of no significant impact (FONSI) from the Federal Highway Administration in July 2004.

Polk County Comprehensive Plan (2004)

In 1973, the Oregon Legislature adopted Senate Bill 100, the Oregon Land Use Act, which required local jurisdictions prepare comprehensive and coordinated land use plans. The first Polk County Comprehensive Plan was acknowledged by the Land Conservation and Development Commission LCDC in 1978. It is expected that the Fort Hill Road IAMP will be adopted by Polk County as part of the County Transportation System Plan, which is an element of the County's Comprehensive Plan.

The Comprehensive Plan for Polk County guides decisions on future growth and development within the County. County-developed goals and policies must be consistent with relevant statewide planning goals. All related local ordinances and regulations and all planning-related decisions must be in conformance with the local comprehensive plan under Oregon law.

The designation of the Fort Hill area as an unincorporated community is detailed in Section 2.I., Unincorporated Communities Plan Element. The unincorporated area of Grand Ronde was chosen by the state as one of four demonstration projects referred to as regional problem solving to address growth issues related to the creation of Spirit Mountain Casino. The regional problem solving subject area included the communities of Grand Ronde, Fort Hill, and Valley Junction. Collaborative Regional Problem Solving Oregon Revised Statute

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Chapter 197.656 (2) states that following the procedures set forth in subsection 2 of ORS 197.656, LCDC may acknowledge amendments to comprehensive plans and land use regulations, or new land use regulations, that do not fully comply with the rules of the Commission that implement the statewide planning goals, without taking an exception. The Comprehensive Plan states that Polk County will adopt elements of the Grand Ronde–Willamina Regional Problem Solving Project Final Report that are consistent with the criteria listed in ORS 197.656. Section 2.I further states:

> *In establishing the unincorporated community boundaries, Polk County satisfied all sections of the Unincorporated Communities Rules (OAR 660, Division 22) except with respect to OAR 660-22-0020(3). This rule provision sets forth the requirements for establishing the boundary of an unincorporated community. Polk County deviated from this provision only with respect to including within the community boundaries: (1) tribal trust land that is contiguous to the existing community, historically considered part of the community, and that is planned for tribal development; and (2) land determined through the regional problem solving process as not being part of the region's commercial agricultural and forest land base pursuant ORS 197.656(6). All other lands included within the boundaries satisfy these rules (p. 36).*

Oregon Statewide Planning Goal 14 allows counties to approve uses, public facilities, and services within unincorporated communities that are more intensive than allowed on rural lands by Goal 11 and Goal 14, either by exception to those goals, or as provided by Commission rules that ensure such uses do not adversely affect agricultural and forest operations or interfere with the efficient functioning of urban growth boundaries.

Goals and policies listed under the unincorporated communities plan element include:

> Goal 4. To provide for opportunities for development in unincorporated communities while preventing development that would exceed that ability of the area to provide potable water, wastewater management, or transportation services.
>
> Policy 1.3 Polk County will only permit those uses in unincorporated communities for which it can be clearly demonstrated that such uses:
>
> a. Contribute to the well-being of the community;
>
> b. Do not seriously interfere with surrounding or adjacent activities;
>
> c. Are consistent with the identified function, capacity and level of service of facilities.

Figure 6 illustrates the comprehensive plan land use designations within the study area. Comprehensive plan land use designations that occur in the study area and the purpose of these designations include the following:

- **Agriculture**—to preserve agricultural areas and separate them from conflicting non-farm uses. The county will discourage the division of parcels and the development of non-farm uses in a farm area.

Figure

6 Fort Hill IAMP Comprehensive Plan Designations

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- **Farm/forest**—to provide an opportunity for the continuance and the creation of large- and small-scale commercial farm and forestry operations. It is also intended that the addition and location of new structures and improvements will not pose limitations upon the existing farm and forest practices in the area or surrounding area and that additional density will not adversely affect the agricultural or forestry operations of the area through the increased use of roads, demands for ground water during the growing season, or demands for increased levels of public facilities and services.

- **Timber**—to conserve forest lands for continued timber production, harvesting, and processing. This designation also aims to protect watersheds and wildlife habitats. Land use activities will be permitted for which it can be demonstrated that potential hazards from fire, pollution, or ecological damage from overuse will be minimal.

- **Commercial**—to accommodate existing commercial uses in rural areas and to provide for commercial development in districts which have access to major arterials airports or railroads.

- **Unincorporated community heavy industrial**—to protect existing employment and provide limited employment opportunities for some of the residents living in and nearby unincorporated communities.

- **Rural lands**—to provide an opportunity for a segment of the population to obtain acreage home sites in a rural area, while at the same time encouraging and protecting agriculture and forestry.

Section 4, Land Use Plan Designations, of the Comprehensive Plan determines how the land use designations are to be implemented through zoning. Implementing the plan designations in the IAMP study area are: exclusive farm use, farm/forest and farm forest overlay, timber conservation zone, northwest Polk community commercial, unincorporated community industrial-commercial, unincorporated heavy industrial, suburban residential, and acreage residential zones. The use and development restrictions for each of these zones will be discussed in the Polk County Zoning Ordinance section of this document. The comprehensive plan text regarding implementation is as follows:

The agriculture plan designation will be implemented throughout the exclusive farm use zones.

The farm/forest zone overlay is implemented by the farm/forest zone and the additional provisions of the EFU zone for land divisions and farm dwelling approvals. The farm/forest zone shall be applied to land where the parcelization pattern was predominately less than 80 acres as of October 12, 1988. The farm/forest zone overlay shall be applied to land where the parcelization pattern is greater than 80 acres located along the perimeter of the farm/forest designation, or in large block within the farm/forest designation.

In general, the forest plan designation will be implemented through the timber conservation zone.

The unincorporated community industrial plan designation will be implemented through the unincorporated community industrial-commercial (UC-IC), unincorporated community industrial park (UC-IP), unincorporated community light industrial (UC-IL), and unincorporated community heavy industrial

(UC-IH)

Rural Lands: In those areas that receive an exception from the Oregon Statewide Planning Agricultural and Forest Land Goals #3 and #4, but are not given an exception to Oregon Statewide Planning Urbanization Goal #14, implementation will be accomplished with the acreage residential 10-acre (AR-10) zone and agriculture and forestry 10-acre (AF-10) zone. In those areas that receive an exception from the Oregon Statewide Planning Agricultural and Forest Land Goals #3 and #4 and Urbanization Goal #14, implementation will be accomplished with the acreage residential (AR-5) or suburban residential (SR) zones.

There are no policies in the comprehensive plan text that directly relate to the transportation improvements anticipated by the corridor refinement plan's preferred alternative in the vicinity of the proposed Fort Hill Road intersection. Section 2.M (Transportation) of the comprehensive plan was amended by Ordinance 98-5 and transportation policies are now found in the Polk County Transportation Systems Plan. Section 2.N, Energy Conservation, contains a few policies related to transportation, including:

Policy 3.3 Polk County will promote energy efficient design, siting and construction of transportation systems.

Because much of the land in the vicinity of the proposed Fort Hill Road interchange is in agricultural and farm/forest designations, the comprehensive policies in Section 2.B, Agricultural Lands are relevant to intersection planning. The County's agricultural policies are consistent with state rules and statutes, as described in statewide planning goals section of this section, and include:

- Policy 1.3 Polk County will apply standards to high-value farmland areas consistent with Oregon Revised Statutes Chapter 215 and Oregon Administrative Rules Chapter 660, Division 33.
- Policy 1.4 Polk County will permit those farm and nonfarm uses in agricultural areas authorized by Oregon Revised Statutes Chapter 215 and Oregon Administrative Rules Chapter 660, Division 33.
- Policy 1.5 Polk County will discourage the development of nonfarm uses in agricultural areas.
- Policy 1.8 Polk County will review all requests for the division of land in agricultural areas and will permit only those which meet the following criteria:
  - For farm parcels, the minimum parcel size is that acknowledged for Polk County by the Land Conservation and Development Commission (LCDC) on April 22, 1988 (88-ACK-347), consistent with Oregon Revised Statutes, Chapter 215.
  - For non-farm parcels, the proposed division is consistent with Oregon Revised Statutes Chapter 215 and Oregon Administrative Rules Chapter 660, Division 33 and complies with all applicable requirements of the zoning and partitioning ordinances.
- Policy 1.9 Polk County will permit the extension of public services or utilities into agricultural areas only when such services or utilities are appropriately sized and necessary for agriculture, farm uses, or permitted nonfarm uses.

Polk County Zoning Ordinance

The county's zoning ordinance establishes standards for the division of land and the development of public facilities improvements outside of urban growth boundaries of cities within Polk County. Pursuant to the requirements stated in the Oregon Administrative Rule 734-051-0155 for the preparation of an IAMP, a land use inventory must be prepared for the proposed Fort Hill Road IAMP study area.[17] This section provides a description of the existing zoning and the corresponding zoning regulations and development policies that currently exist within the interchange study area.[18] Land in the IAMP study area, as illustrated in Figure 7, is zoned exclusive farm use, farm/forest and farm forest overlay, timber conservation zone, northwest Polk community commercial, unincorporated community industrial-commercial, suburban residential, and acreage residential.

Exclusive Farm Use (EFU)

Much of the land south of OR-18/OR-22 in the study area is zoned exclusive farm use (EFU). The stated purpose and intent of the EFU zoning district is to conserve agricultural lands, consistent with the goals and policies of the Polk County Comprehensive Plan. The EFU zoning district is applied to lands defined as "agricultural lands" by Oregon Administrative Rule (OAR) 660-33-020(1). The zoning ordinance states that terms related to farm land and land use are defined in the Oregon Revised Statutes (ORS), Chapter 215 and in the Oregon Administrative Rules (OAR), Division 33. Allowed uses in EFU in Polk County area also consistent with the state ORS and OAR.

The use table under 136.020, Authorized Uses and Development, distinguishes between high-value farmland and "other lands," those not defined as high-value farmland. High-value farmland is statutorily defined in ORS 215.710. It includes land in a tract composed predominantly of irrigated or non-irrigated soils that are classified prime, unique, Class I or Class II, or composed of other identified soil types that the legislature deems to be highly productive for farm use. Some of the soils in the Fort Hill Road IAMP study area are classified "high value." [19]

Uses in EFU, whether designated "high value" or "other lands," are primarily restricted to dwellings and buildings associated with farm use. Construction of passing and travel lanes, requiring acquisition of right-of-way; reconstruction or modification of public roads, involving the removal of buildings; improvements to existing road and highway-related facilities where additional property or right-of-way is required; and transportation on rural lands allowed by OAR 660-012-0065 all require a conditional use permit (see Conditional Use section in this document).

The "other lands," or non-high value, type of EFU is less restrictive than high value EFU. For example, a "nonfarm dwelling" and a "nonfarm dwelling on nonfarm parcel" is not allowed on high-value EFU, but these are conditional uses on non-high value EFU. There are also a few differences in the limited amount of commercial uses allowed on the two types of EFU land. The county allows "breeding, kenneling, and training of greyhounds for

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17 An IAMP "(s)hould consider current and future traffic volumes and flows, roadway geometry, traffic control devices, current and planned land uses and zoning, and the location of all current and planned approaches (734-051-0155(6)(d)."

18 Existing land uses and development patterns and a future land use analysis were addressed in Chapters 5 and 6.

19 Soil classifications are identified in the Soil Capability Classification System of the United States Soil Conservation Service.

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racing" (permitted outright), dog kennels and destination resorts (both condition uses) on non-high value EFU, but they are prohibited on high value EFU. Other uses that are allowed through a conditional use permit on non-high value EFU, but prohibited on high value EFU, include solid waste disposal sites,[20] composting facilities, private parks, and golf courses. Public or private schools and churches and associated cemeteries only require administrative review and approval for non-high value EFU lands but are prohibited on high value EFU.

Consistent with ORS 215.780 and OAR 660-033, the minimum lot size for EFU in Polk County is 80 acres. Also consistent with the applicable ORS and OAR, a parcel for a nonfarm, single-family residence on non-high value EFU can be less than 80 acres (136.070, Land Partition Standards, [ORS 215.780 (C)], Subsection B) :

Parcel for a Nonfarm Single-Family Residence—Not High-Value [OAR 660-33-100 (11)]. A parcel for nonfarm residential use may be created, subject to compliance with the requirements of the Polk County Subdivision and Partitioning Ordinance and the following criteria:

1. The proposed nonfarm parcel is intended for the siting of a nonfarm dwelling authorized by this ordinance;
2. The originating parcel is equal to or larger than the applicable minimum parcel size and the proposed parcel is not less than 20 acres in size;
3. The parent parcel is not stocked to the requirements of ORS 527.610 to 527.770;
4. The parent parcel is composed of at least 95 percent NRCS Class VI through VIII soils;
5. The parcel is composed of at least 95 percent soils not capable of producing 50 cubic feet per acre per year of wood fiber; and
6. The proposed nonfarm parcel is disqualified from special farm use tax assessment, as required under ORS 215.236.

Farm/Forest, Farm Forest Overlay

With the exception of the areas near the existing Fort Hill Road intersection with OR-18/OR-22, lands north of OR-18/OR-22 in the IAMP study area are zoned farm/forest or are subject to the county's farm forest overlay (Zoning Ordinance Chapter 138). The siting of dwellings and other allowable land uses within the farm/forest zoning district are based on a determination of the predominant use of a tract[21] as either farm or forest land. "Predominant use" is described as more than 50 percent of the area of a tract.

[20] A solid waste disposal site is either a CUP or is subject to administrative review according to county code, depending on the definitions under ORS 459

[21] A "tract" is defined as one or more contiguous lots or parcel(s) under the same ownership.

Figure

7 Fort Hill IAMP Zoning Designations

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The county's farm/forest zoning chapter distinguishes between authorized uses in farm land tracts and forest land tracts. The uses allowed on farm land tracts are identical to those allowed in EFU, with the exception of solid waste disposal sites (under ORS 459.245) which are a conditional use permit on high-value farmland in the F/F zone, but not permitted on EFU.[22]

Uses allowed in forest land tracts include forest operations, agricultural uses, and soil, air and water conservation activities, and those uses associated with these operations and activities. Some of the more intensive uses associated with forest operations, such as permanent facilities for processing, equipment storage, and labor housing, require a conditional use permit (CUP). Other uses that require a CUP include: parks and campgrounds, hunting/fishing operations with accommodations, rural fire protection district stations, temporary asphalt and concrete batch plants, and public road and highway projects.[23]

Single-family residential uses are subject to administrative review and approval. These uses are limited to forest land dwellings, temporary dwellings for medical hardship, caretaker residences for parks and hatcheries, and replacement dwellings. The only commercial uses permitted are mineral and aggregate exploration and geothermal, gas, and oil exploration and production. Home occupations and mining and processing subsurface resources are conditional use permits.

The minimum parcel size for a farm tract is 40 acres; the minimum parcel size for a nonfarm, single-family residence that is not on high-value land is 20 acres.[24] The minimum parcel size for a forest tract is 40 acres. Parcels less than 40 acres may be approve for specific allowed uses (solid waste disposal and exploration and production of geothermal, gas, and oil) as well as some conditional uses as long as such divisions create parcels that are the minimum size necessary for the use.[25] The F/F chapter also contains provisions for creating a parcel for an existing dwelling.

Timber Conservation Zone

A small portion of the IAMP study area, south of Yamhill River Road and an approximately 35-acre parcel at the eastern boundary of the study area are zoned timber conservation (TC). The stated purpose of the county's TC zoning district is to conserve, protect, and encourage the management of forest lands and conserve and protect watersheds, soil, fish, and wildlife habitats. Unlike the F/F and EFU zones, the TC zone is also intended to provide for orderly development of public and private recreational uses where appropriate and not in conflict with the primary intent of the zone for timber management. The minimum lot size is 80 acres. Parcels less than 80 acres may be approve for specific allowed uses (solid waste disposal, destination resorts, exploration and production of geothermal, gas, and oil) as well as some conditional uses, as long as such divisions create parcels that are the minimum size

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22 The F/F zone is more restrictive than the county's EFU zone. Some uses that are allowed in EFU, but not in F/F, include: on-site filming and accessory uses, destination resorts, dwellings in conjunction with commercial dairies, composting facilities, rural fire protection facilities, and irrigation canals/delivery lines.

23 Widening roads within the existing right-of-way is permitted.

24 Other requirements for a nonfarm, non-high value single-family parcel include that the parent parcel is composed of at least 95% NRCS Class VI through VIII soils, the parcel is composed of at least 95% soils not capable of producing 50 cubic feet per acre per year of wood fiber, and the proposed non-farm parcel is disqualified from special farm use tax assessment, as required under ORS 215.236.

25 Here the forest tract section of Chapter 138 references Chapter 177, Timber Conservation.

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necessary for the use. The TC chapter also contains provisions for creating a parcel for an existing dwelling.

Uses allowed in the TC zone are nearly identical to those allowed on forest land tracts in the F/F zone. The major exceptions are those uses allowed in TC, but not in F/F, and they include creation, restoration, and enhancement of wetlands, fisheries, and wildlife habitat; caretaker residences for parks and hatcheries (subject to administrative review and approval in F/F); local distribution lines and accessory equipment; and youth camps.

Northwest Polk Community Commercial

Land in the immediate vicinity of the existing Fort Hill Road intersection with OR-18/OR-22 is zoned northwest Polk community commercial (NPC-C).[26] The intent of the NPC-C zoning district is to provide for commercial development in the unincorporated communities of Grand Ronde, Valley Junction, and Fort Hill. According to the zoning ordinance, the commercial activities in this zone generally consist of uses "which complement agricultural and forest activities in the surrounding area, uses which serve the needs of the surrounding community or the needs of the traveling public, or other uses which are small-scale and low impact." The zoning ordinance defines "small-scale, low-impact" as those uses that can be housing in buildings that do not exceed 4,000 square feet of floor space, excluding outdoor storage areas.

Uses allowed in NPC-C include: apartments, eating and drinking places,[27] community or neighborhood clubs, greenhouses, farm and forest supply, veterinary clinics, grocery stores, automotive repair, and building materials, hardware, and garden stores. Conditional uses include recreational vehicle park, boat, camper and trailer storage areas or lots, manufactured home parks, hotels, motels (more than 35 units), processing facilities for farm or forest products, general warehousing and storage, and miniature golf courses.

Unincorporated Community Industrial-Commercial

One parcel in the IAMP study area, between Yamhill River Road and OR-18/OR-22, that is zoned unincorporated community industrial-commercial (UC-IC).28 Within Polk County, this zone is applied to designated lands within unincorporated communities. The zoning ordinance states that commercial activities in this zone generally consist of "uses which complement agricultural and forest activities in the surrounding area, uses which serve the needs of the surrounding community or the needs of the traveling public or other uses which are small-scale and low impact." Industrial activities are intended to complement agricultural and forest activities in the surrounding area, uses that require proximity to rural resources, or other uses which are small-scale and low impact. Like the NPC-C zone, buildings that house these uses are not to exceed 4,000 square feet of floor space, excluding outdoor storage areas.

Allowed commercial uses in the UC-IC zone include any use permitted under unincorporated community commercial general, retail and office zoning districts. Allowed commercial

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[26] Four of the eight parcels listed in Appendix 3, Fort Hill Unincorporated Community Commercial Properties Inventory, of Chapter 148 are within the IAMP study area.

[27] The building is subject to a 7,000-square -foot size limitation.

[28] This parcel is Tax Lot 6716A0 500, located at 25225 Yamhill River Road; it is listed in Chapter 168, Appendix 1, Fort Hill Unincorporated Community Industrial-Commercial Properties Inventory May 2005.

uses include single-family residences; child day care services, including pre-schools, nurseries and kindergartens; churches; medical and dental laboratories; business services; financial, insurance and real estate offices; professional offices for engineering, accounting, research, management, and public relations, and legal services; barber and beauty shops; printing, publishing and allied industries; general merchandise stores; grocery stores; and eating and drinking places (except those serving alcoholic beverages).

Allowed industrial uses include: chemicals, fertilizers, insecticides, paint and allied products mixing and packaging; furniture and fixtures manufacturing; sign construction and painting shop (contained wholly within a building); special industry machinery manufacturing; refrigeration and service industry machinery manufacturing; leather products manufacture; textile products manufacture, and asphalt batch plants. A use sited on an abandoned or diminished industrial mill site that was engaged in the processing or manufacturing of wood products in the UC-IC zone is not subject to the small-scale, low-impact building size limitation, provided that the use will be located only on the portion of the mill site that was zoned for industrial use on October 28, 1994.

Unincorporated Community Heavy Industrial

The mill site and land in the immediate vicinity of the Hall Road/Fort Hill Road intersection north of OR-18/OR-22 is zoned unincorporated community heavy industrial (UC-IH).[29] Land in the county zoned UC-IH is intended for more intensive industrial and manufacturing uses which may have some off-site impacts such as noise, dust, or odor. Pursuant to the zoning ordinance, industrial activities in this zone generally consist of uses that "complement agricultural and forest activities in the surrounding area, uses that require proximity to rural resources, or other uses which are small-scale and low impact." Uses in this zone must be established in buildings that do not exceed 40,000 square feet of floor space, not inclusive of outdoor storage areas.

The exception to this building size limitation is as follows:

> *A use sited on an abandoned or diminished industrial mill site that was engaged in the processing or manufacturing of wood products is not subject to the small-scale, low-impact building size limitation, provided that the use will be located only on the portion of the mill site that was zoned for industrial use on October 28, 1994. (168.025).*

The county's unincorporated commercial and industrial zones are hierarchical, where zones that allow more intensive uses also allow for specific allowed uses in the zone that is the next, less-intense zone in the hierarchy. n this instance, the UC-IH allows any use which is allowed in the unincorporated community light industrial and unincorporated community industrial park zoning districts, as well as industrial uses that "require proximity to rural resources" or that are "small-scale, low-impact" in the unincorporated community industrial commercial (UC-IC) zoning district.

These uses include food and derivative products processing, including grain elevators, storage; laboratories (feed and seed, soil testing): electronic and other electrical equipment and components manufacturing; metal fabricated products manufacturing; printing, publishing and allied industries; manufacturing of rubber products and miscellaneous

29 These eight parcels are listed in Appendix 1, Fort Hill Unincorporated Community Industrial Properties Inventory, May 2005.

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plastics products; transportation equipment repair; and wholesale trade, non-durable goods. In addition these industrial uses, the UC-IH zone allows special industry machinery manufacturing facilities, manufacturing of transportation equipment, and metals, primary, manufacturing facilities.

Suburban Residential

Parcels south of Yamhill River Road, near the western boundary of the IAMP study area are zoned suburban residential (SR). The study area includes a parcel to the west of Yamhill River Road as it travels south from OR-18/OR-22, and a part of another, approximately 3-acre parcel that is bisected by Yamhill River Road. The minimum lot size in the SR zone is 1 acre within unincorporated communities (Chapter 112, Development Standards).

Uses in this zone are limited to residential uses and accessory uses and structures. "Transitional uses" that are allowed in the SR zone district include duplexes, public and semi-public uses, buildings, and structures, churches, community or neighborhood club buildings, outdoor plant nursery (no retail sales), and privately operated kindergartens and nurseries. These uses are only allowed where the side of the lot abuts any commercial or industrial zone.[30] Manufactured dwelling units are subject to administrative review and approval. Conditional uses in the SR zone include communications towers, riding clubs and stables, and schools.

Acreage Residential

Along Yamhill River Road within the study area there are a number of parcels that are zoned for acreage residential, 5-acre lot size minimum. In addition to single-family dwellings, public buildings, churches, schools (elementary, junior high and high), privately operated kindergartens or day nurseries, and transportation improvements are permitted uses. Manufactured dwelling units are subject to administrative review and approval.

Conditional uses allowed in the SR-5 zone district include duplexes, kennels, community or neighborhood club buildings, riding clubs and stables, and beauty shops. Certain types of allied farm commercial processing and similar activities, which are not operated in conjunction with a farm, may be permitted conditionally as a separate business or enterprise.

Conditional Uses (Chapter 119)

To implement the proposed improvements to the Fort Hill section of the OR-18/OR-22 corridor, including the construction of a new, grade-separated interchange, a conditional use application will need to be approved that addresses the following:

1. The change of an intersection to an interchange
2. Construction of additional passing and travel lanes
3. Improvements to existing public road (weigh station)
4. Construction of a local access road

Procedures for granting conditional uses are found in Chapter 119 of the Polk County zoning ordinance. Pursuant to Chapter 111, Administration and Procedures, the Planning

[30] Four parcels south of Yamhill River Road, east of the current intersection with ORE-18, abut Northwest Polk Community Commercial (NPC-C) zoning

Director will decide to approve, or approve conditionally, a requested conditional use, but may refer the decision to a Hearings Officer (111.260). The transportation improvements will be subject to a Type B Administrative Review Procedure (11.240). In addition, the proposed transportation improvements are subject to the following code section:

> *(G) 119.150(G) Rural Transportation Improvements. For transportation uses or improvements listed in Section 136.050(R)(3) through (6) and (14) of Exclusive Farm Use Zone (Chapter 136) and in Sections 177.040(V)(6) through (9) and (17) of the Timber Conservation Zone (Chapter 177), the Planning Director or hearings body shall, in addition to demonstrating compliance with Section 136.060 or Section 177.050, whichever is applicable:*
>
> *(1) Identify reasonable build design alternatives, such as alternatives that are safe and can be constructed at a reasonable cost, not considering raw land cost, with available technology;*
>
> *(2) Assess the effects of the identified alternatives on farm and forest practices, considering impacts to farm and forest lands, structures and facilities, considering the effects of traffic on the movement of farm and forest vehicles and equipment, and considering the effects of access to parcels created on farm and forest lands; and*
>
> *(3) Select from the identified alternatives, the one, or combination of identified alternatives that has the least impact on lands in the immediate vicinity devoted to farm or forest use.*

The zoning ordinance states that a finding of compliance with subsections (1), (2) and (3) may be made for those transportation uses or improvements identified in an acknowledged amendment to the transportation system plan to include a refinement plan adopted pursuant to OAR 660, Division 12. The Fort Hill Road IAMP will be adopted as an amendment to the Polk County Transportation Systems Plan. While this code section gives the Planning Director (or hearings body) the authority to prescribe additional restrictions or limitations on the transportation use or improvement, this may not be necessary because the IAMP will have policies and provisions that will minimize accessibility to rural lands from the proposed improvements in order to support continued rural use of surrounding land.

Polk County Transportation System Plan (1998, amended 2005)

The Polk County TSP was adopted in July 1998, and amended in September 2005 (Ordinance Number 05-08) to adopt the Corridor Refinement Plan, EA, and Revised EA. This amendment added the recommended projects from these studies, including improvements from the H.B. Van Duzer Corridor to the Steel Bridge Road, into the county's TSP. Part of these improvements included the interchange at Fort Hill and the widening of OR-18/OR-22 and construction of a nontraversible median on the highway between Fort Hill Road and Wallace Bridge. Traversing the upper northwest corner of Polk County, Oregon Highway Route 18, along with Oregon Highway Route 22, is listed in the Introduction section of the TSP as one of the most significant state roads in the county. Also in the introduction is the statement that the county's TSP is consistent with the state plans as expressed in the Oregon Transportation Plan, the Oregon Highway Plan, the Oregon Bicycle and Pedestrian Plan, the Oregon Continuous Aviation System Plan, the Willamette Valley

Transportation Strategy, and the Highway 18/99W and 22 Interim Corridor Strategies.[31] The Regulatory Framework and Relationship to Other Plans section (Corridors subsection, p.22) explains the interim corridor strategy for OR-18/OR-22 as follows:

> *There are two Oregon Transportation Commission endorsed Interim Corridor Strategies directly affecting Polk County. One is for the Portland to Lincoln City corridor (Oregon Highways 99W and 18), and the other is for the Willamina to Salem corridor (Oregon Highway 22). These strategies identify transportation goals and management objectives for the applicable corridors. The strategies are the first of three planning phases, with the second phase being the general/system plan, and the third, if needed, consisting of refinement plans.*
>
> *ODOT expects to begin the general plan for both corridors in 1998. The general plan will make provisions for many of the improvements which can be expected along the corridor, while the Refinement Plans will explain very detailed solutions of specific locations.*

The portion of the Oregon Highway 99W/18 Interim Strategy which most affects Polk County is the length from Highway 18's intersection with Highway 22 to the eastern boundary of the H. B. Van Duzer Corridor. This segment carries the most amount of traffic, exceeding an estimated average daily traffic (ADT) of 17,000 (1996). The strategy notes that traffic volumes are highest on Sundays during the summer. This area also has a high number of accidents, and ranks in the upper 10 percent on the state's SPIS. The strategy suggests widening to four lanes through this segment. Passing, turning, and truck climbing lanes are also to be considered, as well as improvements to the local street system, an access management plan, and an evaluation of the need for grade-separated interchange near Valley Junction. To facilitate strategy implementation, ODOT has sponsored a corridor refinement plan for the area which will improve the effectiveness and safety of the local and regional transportation services.

The Corridor Refinement Plan work began in February, 1998 and is expected to be completed by May 1999. Adoption by Polk County is scheduled for this time. Also underway in this area is the DLCD-sponsored Regional Problem Solving effort examining all aspects of growth in and near the corridor.

The Corridors subsection concludes with the statement that the county supports the state's efforts to accomplish the corridor plans, and equally supports the inclusion of their recommendations into the state Transportation Improvement Program (STIP).

Transportation policies (p. 13) that are relevant to transportation planning in the Fort Hill area of OR-18/OR-22 include:

- Policy 2-3 Polk County will continue to participate in and support state and regional transportation planning efforts.

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31 The Portland to Lincoln City Corridor: Interim Corridor Strategy, Oregon Highways 99W and 18, I-5 to U.S. 101 was completed in 1997. This "interim" document preceded more detailed refinement plans for each highway segment in a third phase in the corridor planning (see the H.B. Van Duzer Forest Corridor to Steel Bridge Road Corridor Refinement Plan section in this report). Little technical data was available at this initial phase; opportunities for future improvements were based on "physical and service inventories" of the corridor. The corridor strategy provides objectives and policy approaches for the operation, preservation and enhancement of transportation facilities and systems within the defined corridor.

- Policy 2-4 Polk County recognizes the function of Highway 18 and 22 as being critically important to a wide range of statewide, regional, and local users, and that these highways serve as the primary route linking the mid-Willamette Valley to the Oregon Coast, with links to Lincoln City and Tillamook.

Transportation policies (p. 13) that are relevant to coordinating land uses with the transportation system plan and limiting land uses in the vicinity of the proposed Fort Hill Road interchange include:

- Policy 2-2 Polk County will notify ODOT of all proposals requiring access to a state highway, and any land use change or development within 500 feet of a state highway or 5,000 feet of a visual public use airport (10,000 feet at an instrument airport).
- Policy 3-2 Polk County recognizes the importance of resource-related uses such as agriculture and forestry to the local economy, and the need to maintain a transportation system that provides opportunities for the harvesting and marketing of agricultural and forest products.
- Policy 4-3 To prevent exceeding planned capacity of the transportation system, Polk County will consider road function, classification, and capacity as criteria for comprehensive plan map and zoning amendments/changes.

At the western edge of the IAMP study area, Fort Hill Road from the Yamhill County Line to OR-18/OR-22 is classified as a major collector. (Table 6 Functional Classification Changes Polk County Road System). Oregon Highway 18/22 is listed in Table 9, "Access Management Standards—State Highways" as a Category 3 highway of statewide importance. This table lists the allowable intersection "type" as at grade only. Note: these standards would have to be updated to reflect the Oregon Highway Plan and the proposed Fort Hill Road grade-separated interchange.

Design standards for OR-18/OR-22 are also called out in the Bicycle and Pedestrian Element. This section states that, although the state highway has shoulders meeting requirements for bicycle/pedestrian travel on OR-18/OR-22, it is not a user-friendly environment for non-auto users. The TSP references the corridor refinement study in the Grand Ronde area and that it will consider the need for crossings at OR-18/OR-22 and any connection to the county's system. This section of the TSP also mentions that an evaluation of the Yamhill River Road as a recreational bike/pedestrian facility connecting to Business 18 and continuing into Yamhill County is being considered in the northwest part of the county.

The Transportation Forecast and Deficiencies section of the TSP includes traffic volumes (ADT volumes obtained from the 1996 ODOT Traffic Tables) and accident rates for the Polk County portion of OR 18 in the western end of the county. The impacts from Future Development subsection states that, in the northwest portion of the county, the county roads connecting onto OR-18/OR-22 are experiencing problems due to increases of traffic on the state highways. The TSP anticipates that the development potential in this Grand Ronde/Fort Hill/Valley Junction area will exacerbate the problems. Again, the TSP references the "major state sponsored refinement plan of the corridor" as being underway.

The Proposed System Improvements section lists the realignment of the Fort Hill Road and Yamhill River Road intersections with OR-18/OR-22 east of the store, the addition of a

center left turn lane on OR 18 and the addition of a frontage road to the commerce area from Fort Hill Road as a project identified in the 1998-2001 Final Statewide Transportation Improvement Program (STIP) (Table 17 Polk County Road and Intersection Improvement Projects).

Existing Conditions

This section describes the current (2006) and future (2027) expected land use and traffic conditions within the vicinity of the proposed Fort Hill Interchange. Current environmental constraints are also depicted. The section summarizes several alternatives that were considered during and following the project's environmental analysis phase, and describes the recommended Fort Hill interchange project design. This section provides a context for the proposed interchange within the Fort Hill rural community. Understanding this context is critical for developing appropriate IAMP access, land use, and transportation system controls, which are the focus of upcoming tasks.

This section illustrates the existing land use, transportation features, traffic conditions, and environmental constraints within the project vicinity. Where possible, information from previous planning efforts was used. These planning efforts include the H.B. Van Duzer Forest Corridor – Steel Bridge Road EA, the H.B. Van Duzer Forest Corridor – Steel Bridge Road Revised EA, and the H.B. Van Duzer Forest Corridor – Steel Bridge Road Corridor Refinement Plan.

Existing Land Use

The areas of Grand Ronde and Fort Hill are expecting development due to the success of the Spirit Mountain Casino and Resort located south of OR-18/OR-22 between Valley Junction and Grand Ronde Road. The casino is one of the major tourist spots in Oregon and is attracting the development needed to support it in the form of more housing for employees and other support services. Recent development both within and outside of the study area has increased traffic on OR-18/OR-22.

Pursuant to the requirements stated in the Oregon Administrative Rule 734-051-0155, an IAMP should consider current and planned land uses and zoning in order to ensure that the planned transportation improvements are consistent with the allowed land uses. The predominant land uses in the IAMP study area are resource uses, with some rural residential uses along Yamhill River Road, and a "node" of commercial and industrial uses in the vicinity of the intersection of Fort Hill Road and OR-18/OR-22. Figure 7 illustrates the current zoning of the study area. Earlier in this section, existing zoning and corresponding zoning regulations for the land in the IAMP study area were addressed. This section describes current land uses that generate trips within the IAMP study area, with an emphasis on land uses within the study area that may influence the design and function of the proposed Fort Hill Interchange.

As described in the H.B. Van Duzer Forest Corridor to Steel Bridge Road (Oregon Highway Routes Salmon River Highway OR 18, Three Rivers Highway OR 22) Corridor Refinement Plan, heavy freight and farm operation vehicles are prominent highway users. OR-18/ OR-22 is also a principal route between the Willamette Valley and the Oregon Coast and the

Spirit Mountain Casino, located along OR 18 between OR 22 and Grand Ronde Road to the west of the study area boundary, is a large traffic generator through the corridor.

While land uses and attractions outside the IAMP study area account for most of the traffic on OR-18/OR-22 through Fort Hill, it is important to look at the development potential of land in the IAMP study area for possible current and future impacts on the transportation system in the area and, in particular, the types of demands current and future uses could put on the proposed interchange.

As detailed earlier in this section, land in the IAMP study area is zoned exclusive farm use, farm/forest and farm forest overlay, timber conservation zone, northwest Polk community commercial (commercial highway/tourist), unincorporated community industrial-commercial, suburban residential, and acreage residential. For purposes of discussing existing (and future land uses, later in this section), the following grouping will be used: resource lands, residential, commercial, and industrial.

Resource Lands

Lands designated for agricultural and forest uses cover most of the study area. Land both north and south of the highway is in agricultural production. Due to steeper slopes north of OR-18/OR-22, crops and pasture yield to trees. Lot sizes north of the highway range from 5 acres to 137 acres. Most of these parcels have residences and associated out buildings. Parcels south of OR-18/OR-22 range from less than one acre (fronting Yamhill River Road) to more than 80 acres. These lots also have residences, many with associated structures (sheds, garages) and farm buildings (barns). A few lots span the highway and are "split zoned" with a farm/forest zone to the north and exclusive farm use zoning to the south.

Residential Lands

Parcels in the western portion of the study area along Yamhill River Road are smaller, ranging from less than 1 acre to 22 acres, and are developed with residential homes and associated uses. There are also residences west of Fort Hill Road, just off of OR-18/OR-22. South of Yamhill River Road, on the river, one 5.63-acre parcel is currently being used for a recreational vehicle park. Some residential homes along Yamhill River Road include associated acreage. Grazing (llamas) and raising poultry occur in the area. Some homes are relatively new, built within the last 50 years, while others are older farm houses.

Commercial

Commercial uses are centered on three parcels near the intersection of Fort Hill Road/ Yamhill River Road and OR-18/OR-22. The largest commercial presence is a restaurant/ lounge, convenience store/service station, and residential dwelling that is located on the north side of OR-18/OR-22 on a 4.71 acre parcel. South of the highway, east and north of Yamhill River Road, approximately 3.31 acres are unimproved, with the exception of two billboards, and an approximately 1 acre of commercial property is being used as automotive storage, towing, and repair shop. South of the highway and west of Yamhill River Road is a drive-through espresso business, an office building, and a car lot/freight truck parking[32].

32 According to May 2005 Commercial Properties Inventory for Fort Hill Unincorporated Community, Chapter 148 of the Polk county zoning ordinance (see http://www.co.polk.or.us/tempimages/CHAPTER148.doc).

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There is one parcel in the IAMP study area that is zoned unincorporated community industrial-commercial. This parcel is approximately 1 acre, is accessed from Yamhill River Road, and is improved with two buildings associated with an automotive repair and towing business.

Industrial

The largest industrial presence in Fort Hill is the 23.8-acre Fort Hill Lumber Mill (now Hampton Lumber Mill), north of OR-18/OR-22, at the intersection of Fort Hill Road and Hall Road. This mill site is divided by Fort Hill Road and Hall Road. Willamina Lumber also owns two other parcels northwest of Fort Hill Road: a 6.7 -acre parcel that is improved with a residence and two farm buildings.

Transportation Facilities

The study area is located between Mileposts (MP) 23.85 and 26.31 of OR-18/OR-22, the Salmon River Highway. This highway serves as a primary connection between Salem and the Oregon Coast; the study area is located approximately 20 miles east of Lincoln City, 50 miles southwest of Portland, and 25 miles west of Salem. The highway is classified in the OHP as a statewide highway, a freight route, and an expressway. Through the study area, it is characterized by one travel lane in each direction and a westbound passing lane. Shoulders of between 4 and 6 feet in width are located on both sides of the highway. No separate bicycle lanes or sidewalks exist. The highway segment is designated as a *shared bicycle route*, meaning that bicyclists share the shoulders of the highway with other users (such as pedestrians and disabled vehicles). Access is uncontrolled, with a number of private driveways holding direct access to the highway.

ODOT volume-to-capacity (v/c) standards for the study area are 0.70, because the highway segment is an expressway located in a rural area outside the boundaries of a Metropolitan Planning Organization (MPO). The posted speed for the westernmost half-mile of the highway segment is 45 miles-per-hour; the eastern end of the highway segment is posted at 55 miles per hour.

Traffic Operations

NOTE: The existing conditions traffic analysis reported in this section was produced in 1998 for the Refinement Plan and the EA.

The average daily traffic (ADT) for the study segment is between 17,500 and 18,000 vehicles. The corridor experiences heavy seasonal traffic during summer months both within and outside of the study area. Summer weekend traffic flows are especially high. Westbound traffic often operates at capacity for an hour or two on Saturdays, but delay is minimal. Eastbound traffic often operates at capacity for 6 or 7 hours on August Sundays; drivers are delayed considerably. The through traffic volumes are often so high that local drivers have difficulty finding adequate gaps in the traffic that allow them to turn left onto the highway.

As reported in the land use section, the area in the vicinity of the study area is experiencing development due to the success of the Spirit Mountain Casino. The casino, as one of the major tourist spots in Oregon, is attracting the development needed to support it in the form of more housing for employees and other support services. Recent development both within

and outside of the study area has increased traffic on OR-18/OR-22, increasing delay and reducing safety.

ODOT's Transportation Planning and Analysis Unit (TPAU) studied highway traffic patterns for 1998 conditions. The following findings were made:

- The two-lane portion of OR 18/ 22 immediately west of the study area (west to Valley Junction) operates at or near capacity.
- The one eastbound lane between Fort Hill Road and Wallace Bridge Interchange operates at or near capacity.
- The two westbound lanes between Fort Hill Road and Wallace Bridge Interchange operate at a v/c of 0.27 during the 30th highest hour in the Year 1998.
- The left turns from Fort Hill Road onto OR 18/ 22 exceed capacity.
- Weaving distance is substandard on the eastbound on-ramp to the Wallace Bridge interchange, which increases congestion and the potential for accidents.
- The intersection of Fort Hill Road and OR-18/OR-22 has a relatively high number of crashes. Anecdotal information exists about near misses and the observations and experiences of local residents and through travelers lead to the perception that this segment of highway is congested and dangerous.

Table 6 below illustrates findings from the segment operational analysis east and west of the proposed Fort Hill interchange. The v/c ratios in Table 1 were calculated for 30th highest hour (in this case, a Sunday in August).

TABLE 6
Segment Traffic Operational Mobility (30th Highest Hour, 1998), East and West of Fort Hill Road

Location	Geometry	Traffic Movement	V/C Ratio
West of Fort Hill Road	Two lanes	Through	1.00
East of Fort Hill Road	One eastbound lane	Eastbound through	0.99
	Two westbound lanes	Two westbound through	0.27

The 1998 analysis identified that the eastbound direction of OR-18/OR-22 operated at capacity for more than 3 hours between the ODOT weigh station and the Wallace Bridge interchange. The westbound direction operated under capacity at a v/c ratio of 0.27, due to the additional westbound lane and lower westbound traffic flows during the peak analysis period.

Table 7 below displays the operational analysis for the intersection of Fort Hill Road and OR-18/OR-22. The left turns from Fort Hill Road onto OR-18/OR-22 exceed capacity (v/c ratio is higher than 1.0) under the 1998 analysis. Drivers experience unacceptable delays while attempting to access the highway in the eastbound direction from Fort Hill Road during peak travel times. The congestion results in slow speeds on the highway through the area creating a potentially unsafe speed differential. There are long queues and extended

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peak periods instead of a one-hour peak period. Shorter and less frequent gaps in traffic are found for making turns, which increases the likelihood of a crash.

The v/c ratios for the left turns from OR-18/OR-22 to the intersecting roadways are acceptable.

TABLE 7
1998 Operational Analysis for Fort Hill Road and OR-18/OR-22 Intersection (30th Highest Hour)

Intersection	Approach	Movement	V/C
Fort Hill Road/OR 18	North Approach	North to East	1.45
	South Approach	South to West	0.05
	West Approach	West to North	0.07

The intersection of Fort Hill Road and OR-18/OR-22 was included within the top 10 percent of the State Priority Index System (SPIS), a listing of accident data, until SPIS used a new formulation in 1998. Furthermore, anecdotal information about near misses and the observations and experiences of local residents and through travelers lead to the perception that this segment of highway is congested and dangerous.

Because of the volume of traffic and high speeds, crossing from one side of the highway to the other is sometimes difficult for bicyclists and pedestrians. The easiest highway crossing for bicyclists and pedestrians is west of the study area, at the casino interchange underpass. Polk County, in its Transportation System Plan, designates the Yamhill River Road as a shared bicycle route. Although Yamhill River Road is narrow, ADT is low and views are scenic, making it a pleasant route for bicyclists.

Natural and Cultural Resources

An EA was produced in 2002 for the segment of the Salmon River Highway between the H.B. Van Duzer Forest Corridor and Steel Bridge Road, and a FONSI was issued in July 2004. The information below was summarized from this document. Please refer to the EA for a more detailed discussion of environmental conditions along the corridor.

Social

The OR-18/OR-22 highway corridor passes through the rural service center community of Fort Hill. The Spirit Mountain Casino and Resort is located west of the study area, between Valley Junction and Grand Ronde. In the future, the State Department of Parks and Recreation plans to develop a park at the site of historic Fort Yamhill located northwest of Fort Hill. The population of the study area includes minorities, elderly, disabled, and low income persons. Native Americans are the largest minority group in this area. Average household size is 2.8 persons.

Economic

Traditionally, people in this area have worked in the wood products industry; however, this is changing as that industry has declined and as substantial growth occurs in the service and retail sectors (also a state and national trend). In this area, much of the growth is associated

with the Spirit Mountain Casino and Resort, the largest employer in Polk County with nearly 1,500 employees. Hampton Lumber had employed approximately 250 people in its mills located at Willamina and Fort Hill. Several businesses are local destinations, including the gas station and restaurant at Fort Hill.

Wetlands

Classifications of wetlands found within the study area are:

- ***Palustrine Emergent (PEM) (agricultural wetlands):*** These wetlands consist of extensive cultivated lands. They are characteristic of lands used for grass seed production and permanent pastures. Grasses typically found in the fields include tall fescue and cultivated ryegrass. Within the agricultural fields, "wet signature" features form consistent patterns.
- ***Palustrine Emergent (PEM) (non-agricultural wetlands):*** These wetlands are dominated by native vegetation and species characteristic of abandoned or disturbed ground. Native grasses such as sedges, rushes, and herbs are found in various natural wetlands while invasive species such as reed canary grass are found in more disturbed sites.
- ***Palustrine Open Water/Palustrine Emergent (POW/PEM):*** These open water/emergent wetland complexes consist of small wetlands in low depressions that seasonally flood until late summer. Grass and other emergent species typically are found adjacent to the small pockets of open water.

Palustrine wetlands are marshes, bogs, fens, swamps, prairies and intermittently flooded areas. Extensive agricultural wetlands and smaller pockets of other wetlands are found throughout the project corridor. These jurisdictional areas are subject to regulation by the Oregon Division of State Lands and U.S. Army Corps of Engineers.

Water Quality

The study area is located in a valley drained by the South Yamhill River. The South Yamhill River flows northeast and joins the North Yamhill near McMinnville and then flows to the Willamette River, on to the Columbia River, and to the Pacific Ocean. OR-18/OR-22 is located immediately north of the South Yamhill River through the study area—a crossing of the river is located west of Fort Hill Road.

Annual precipitation is approximately 61.2 inches. Most precipitation falls as rain between November and May; flow in the basin begins to increase rapidly in October, peaks in January, and is lowest in August (*Draft Willamina-Grand Ronde Corridor Refinement Plan*, 1999). No major dams exist in the area.

Flood-prone areas, identified by Flood Insurance Rate Maps, exist along the South Yamhill River. A floodway is mapped along the South Yamhill River. Most of the Yamhill sub-basin is in private ownership (95 percent). Water shortages occur in summer when flow is low and demand for irrigation is high. A majority of water permits are allocated for agriculture.

The Oregon Department of Fish and Wildlife has identified the South Yamhill River and most of its tributaries as candidate streams for in-stream water rights to protect fish populations and habitat. Many of the streams in the study area have been channeled and

most riparian areas (defined as transitional zones located between surface water and upland areas) are relatively narrow and have few bends and curves. The riparian habitat provides food, water, cover, and transportation corridor for a wide variety of fish, reptiles, amphibians, birds, small mammals, and upland species, including species federally and state listed as threatened and endangered (Chinook salmon, steelhead, and possibly other species).

Riparian areas listed as Goal 5 resources on the Polk County Significant Resources Map include the South Yamhill and Little Rogue Rivers and Jackass, Joe Day, Rock, Rowell, Gold, Lady, Doane, Klees, Cosper, and Agency Creeks. Polk County recognizes stream flow regulation, bank and channel stabilization, sediment removal and storage, pollution removal, water temperature modification, and recreational benefits for riparian resources. Riparian Policy 3.3 of the *Comprehensive Plan* and Chapter 182 of *Polk County Zoning Ordinances* state riparian resources will be managed to balance development and conservation needs.

Groundwater resources are located in the alluvial deposits and marine sedimentary rocks and basalts. The aquifers in younger alluvial deposits are hydraulically connected to the river and can yield abundant water supplies. Aquifers in the marine sedimentary and basalt are lower yielding and often brackish (*Draft Willamina-Grand Ronde Refinement Plan*, 1999).

The South Yamhill River is included in the Oregon Department of Environmental Quality (DEQ) 303(d) list for 1998 and 2000. This list, named for the section of the Clean Water Act that makes the requirement, names streams (or stream segments), rivers, lakes, and estuaries that do not meet water quality standards. Here the phrase "water quality limited" refers to water that does not meet (DEQ) in-stream water quality standards during the entire year or for a defined season. The South Yamhill is listed as water quality limited for bacteria in the fall, winter and spring and for temperature in the summer. It has a total minimum daily load (TMDL) set for phosphorus as well.

Fish and Wildlife Habitat

The South Yamhill River and its tributaries support runs of naturally spawning winter steelhead, spring Chinook, and Coho salmon. Cutthroat trout reside in all local watersheds in the project area. Sculpin, dace, whitefish, lamprey, and other resident species inhabit the river as well. Polk County documents mention that steelhead and Chinook spawn and rear in Agency Creek and the South Yamhill River within the project area. Willamina Creek and South Yamhill River are designated "essential indigenous anadromous salmonid habitat" (OAR 141-102-0000). Essential habitat is that necessary to prevent the depletion of indigenous and anadromous salmonid species during their life history stages.

Deer and elk winter range lies in the valley bottom with peripheral winter range in the foothills adjacent to the bottomlands and in the riparian areas of the South Yamhill River. Ring-necked pheasants and valley quail reside in brushy areas and doves and band-tailed pigeons are seasonal residents.

Non-game wildlife includes small mammals, birds, reptiles, and amphibians. Small mammals that may inhabit the area include bats, mice, voles, shrews, rabbits, skunks muskrats, nutria, minks, beavers, opossums, raccoons, and coyotes, among others. Birds in the area include neotropical migrants, passerine residents, raptors, waterfowl, and shore

birds. Reptiles and amphibians may include snakes, lizards, turtles, frogs, toads, and salamanders.

Eight fish and wildlife habitat types were identified using aerial photographs, U.S. Geological Survey topographic quadrangles and U.S. Fish and Wildlife Service *National Wetland Inventory* maps. On-the-ground surveys were conducted March 27 and 28, 2000. These include disturbed, agricultural, old-field/scrub/shrub, forest, riparian, forested wetlands, scrub/shrub wetlands, and emergent wetlands. Please refer to the 2001 Environmental Assessment for more detail on these habitat types.

Proposed, Threatened and Endangered Species

- ***Steelhead trout (Upper Willamette River): (Oncorhynchus mykiss):*** Status: Federally Threatened; State Sensitive—Critical—Steelhead found in the South Yamhill River basin are part of the Upper Willamette River ESU (Evolutionary Significant Unit). This ESU was listed as threatened in March 1999 (64 FR 14517). Critical habitat for this ESU was designated on February 16, 2000 (65 FR 7764). The South Yamhill River and its tributaries support runs of naturally spawning winter steelhead that spawn and rear in Agency Creek and the South Yamhill River within the project area.

- ***Chinook salmon (Upper Willamette River): (Oncorhynchus tshawytscha):*** Status: Federally Threatened (NMFS); State No Special Status—Chinook salmon utilizing the South Yamhill River basin are part of the Upper Willamette River ESU. This ESU was listed as threatened on March 24, 1999 (64 FR 14308). Critical habitat for this ESU was designated on February 16, 2000 (65 FR 7764). Historically, Chinook salmon would use the South Yamhill watershed for spawning and rearing of par. However, Chinook have not been seen in recent years, and it is unknown to what extent they return to the South Yamhill basin.

- ***Northern red-legged frog: (Rana aurora aurora):*** Status: Federal Species of Concern (USFWS); State Sensitive—Undetermined—The northern red-legged frog inhabits moist coniferous and deciduous forests, breeding in cool, well-shaded ponds, lake edges, beaver ponds and slow-moving streams. Stillwater portions of the Yamhill River, its tributaries, and other wetlands within the study area may serve as breeding and rearing habitat for red-legged frogs with riparian, forest and other nearby habitats likely to provide suitable terrestrial habitat. Extensive agricultural practices, off-channel aquatic habitat modification and other land management activities have compromised overall habitat suitability. In some areas, runoff from farmed lands containing agricultural chemicals may degrade breeding habitat suitability. However, red-legged frogs are likely utilizing portions of the project area where conditions are favorable.

- ***Northwestern pond turtle: (Clemmys marmorata marmorata):*** Status: Federal Species Of Concern (USFWS); State Sensitive—Critical—The northwestern pond turtle occupies aquatic habitats including marshes, sloughs, lakes, ponds, reservoirs, and slow-moving portions of creeks and rivers. Within the project area, habitat for pond turtles is generally restricted to the slow moving portions of the Yamhill River and its tributaries: oxbows, ponds, quiet, muddy water, and wetlands. Riparian areas and upland habitats adjacent to streams and wetlands may be used for nesting and over-wintering. Extensive agricultural practices, alteration of off-channel aquatic habitat and other land manage-

ment activities have compromised suitable habitat. Plowing fields may degrade habitat and destroy nests. Old-field/scrub/shrub areas may provide the best nesting habitat. Introduced bullfrogs and largemouth bass are known to prey upon hatchling and juvenile pond turtles and are believed to have contributed to the population declines of turtles in the Willamette Valley and adjacent areas. However, northwestern pond turtles are likely utilizing portions of the project area where conditions are favorable.

Archaeological Resources

In November 1999, the State Museum of Anthropology submitted a report of the archaeological survey of the H. B. Van Duzer Forest Corridor to Steel Bridge Road project proposal area. It documented surveys of the project area conducted between September 28 and October 19, 1999. Because of fair to poor visibility along some corridor segments and the distribution of documented sites and isolated artifacts, some localities where cultural remains were not documented were designated as high probability zones that merit further investigation. The State Museum of Anthropology recorded three historic sites, one prehistoric site, and two isolated artifacts. Additionally, they designated four corridor segments high probability areas based on documented site distribution patterns and historic records.

Visual Resources

A variety of views exist within the project area. The distant views contain patterns of timber harvest and haul roads but otherwise are free from more substantial cultural modifications. Generally, the project vicinity does not contain unique or outstanding visual features, although Spirit Mountain and Saddleback Mountain can be seen in the distance. The Yamhill River provides the most visible presence of water within the project area. Views of the river are mostly at bridges and along small segments of the existing highway. Additional landscape features are important in defining the community of Fort Hill for residents and travelers alike. These features are primarily those associated with commercial and industrial operations. These facilities are historically and socially prominent in the life of the communities.

Geology and Soils

Most of the highways and local roads in the project area are located on quaternary alluvium in bottomlands along the South Yamhill and Little Rogue Rivers and tributary streams. Alluvium is earth material of various sizes transported and deposited by running water. Bedrock underlies the foothills and mountains surrounding the valley. The soils underlying the project area are mainly poorly to moderately well drained silty clay loams and silt loams located on bottomlands and terraces. Soils on the low foothills are formed from the underlying weathered bedrock—basalt, siltstones, and sandstones.

- ***Slope instability:*** No large landslide deposits are mapped in the project area, but three deposits are found north of Willamina. The soil surveys of Polk (USDA, 1982) and Yamhill (USDA, 1974) Counties indicate a slide hazard or tendency for roads located on Apt and McDuff soils.
- ***Seismic hazards:*** Only a few known seismic events have occurred in Polk and Yamhill Counties (these were of magnitude 5 and less). However, the Scotts Mills and Klamath

Falls quakes in 1993 and ongoing geoscientific research provide evidence that seismic hazards do exist in the area.

- ***Flooding:*** Flood prone areas exist along the South Yamhill and Little Rogue Rivers, and Rock, Rowell, Gold, and Cosper Creeks.

Hazardous Materials

Table 8 sites in the study area that were identified in the 2002 EA as handling hazardous materials or as having the potential to handle hazardous materials and, as a result, may have hazardous material contamination.

TABLE 8
Facilities in Project Area Potentially Containing Hazardous Materials

Facility	Address
Site 2: Former lumber mill	Yamhill River Road at Gold Creek
Site 3: Royal Fiberglass	25245 Yamhill River Rd., Willamina
Site 4: OK Towing	25255 Yamhill River Rd., Willamina
Site 5: Warehouse/Machine Shop?	Salmon River Hwy, approx. MP 24.1
Site 6: Fort Hill Texaco Station	25715 Salmon River Highway
Site 7: Forth Hill Lumber Company	8885 Fort Hill Road
Site 8: Grim Bros, Environmental (Hofenbredl Timber)	25850 Salmon River Highway

No hazardous materials incidents in the vicinity of the proposed alignment were reported to the State Fire Marshal's Office between 1986 and December 1999.

Noise

Existing noise level was measured at 50 feet to 679 feet from the centerline of the roadway at 15 locations. The measured noise levels ranged from L_{eq} 49 dBA to L_{eq} 70 dBA. Noise levels varied depending upon the receiver's proximity to the roadway, shielding from the roadway by buildings or topography, traffic volume and speeds, and the presence of other noise sources such as the planer mill at Fort Hill. If the outdoor activity area of a residence falls within the L_{eq} 65 dBA contour distance, that residence is considered potentially noise impacted.

Appendix B: Future Conditions Analysis

This section describes expected future (2027) land use conditions within the study area and reports the future traffic analysis for 2008 and 2027 no-build conditions.

Future Land Use

This section explores future land use assumptions in the vicinity of the proposed Fort Hill interchange. Predicting future growth in this area is complicated by the passage of Ballot Measure 37 on November 2, 2004. The measure provides that the owner of private real property is entitled to receive just compensation when a land use regulation enacted after the owner or a family member became the owner of the property restricts the use of the property and reduces its fair market value. The measure also provides that the government responsible for the regulation may choose to compensate the landowner or may remove, modify, or not apply the regulation. While procedural and legal questions are still being resolved at the county and state levels, there are long-held family farms and large land holdings in the vicinity of the future interchange that may be eligible for Measure 37 claims. Although no claims in this area have been filed at this time, the filing and approval of such claims in the future could alter the information presented below.

The primary factors limiting growth in the Fort Hill area are the lack of sanitary sewer and the predominance of resource land zoning. Goal 11 prohibits the establishment of sewer systems outside urban growth boundaries and the extension of sewer lines from within UGBs to serve lands outside UGBs, except where a new or extended system is the only practicable alternative to mitigate a public health hazard and will not adversely affect farm or forest land. This effectively limits the ability to establish urban scale uses within most of the study area. Also, Goal 11's implementing rule, OAR 660, Division 11, prohibits local governments from using the presence, establishment or extension of a water system on rural lands to allow an increase in the allowable density of residential development (see OAR 660-011-0065). This means that to provide urban-scale facilities in the area adjacent to the interchange, a Goal 11 exception is required.

Because Fort Hill is an unincorporated community outside an urban growth boundary, Polk County may approve uses, public facilities, and services there that are more intensive than allowed on rural lands by Goal 11 and 14, either by exception to those goals or as provided by commission rules which ensure such uses do not adversely affect agricultural and forest operations and interfere with the efficient functioning of urban growth boundaries. However, only the commercial parcels in the vicinity of the current Fort Hill/Yamhill River Road intersection with OR-18/OR-22, at the western boundary of the IAMP study area, the industrial zoned properties associated with the mill site, and the predominantly residential uses along Yamhill River Road, are within the rural unincorporated community boundary. As discussed later in this section, most of the parcels that are within both boundaries are largely developed, but some—most notably the mill site—are under-developed and have the potential to generate future trips on OR-18/OR-22.

Falls quakes in 1993 and ongoing geoscientific research provide evidence that seismic hazards do exist in the area.

- ***Flooding:*** Flood prone areas exist along the South Yamhill and Little Rogue Rivers, and Rock, Rowell, Gold, and Cosper Creeks.

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No hazardous materials incidents in the vicinity of the proposed alignment were reported to the State Fire Marshal's Office between 1986 and December 1999.

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Existing noise level was measured at 50 feet to 679 feet from the centerline of the roadway at 15 locations. The measured noise levels ranged from L_{eq} 49 dBA to L_{eq} 70 dBA. Noise levels varied depending upon the receiver's proximity to the roadway, shielding from the roadway by buildings or topography, traffic volume and speeds, and the presence of other noise sources such as the planer mill at Fort Hill. If the outdoor activity area of a residence falls within the L_{eq} 65 dBA contour distance, that residence is considered potentially noise impacted.

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interchange—and more likely to benefit from the visibility of the new facility—is the approximately 2 acres that are being used for automotive repair and a billboard. This parcel, and the 3.31 acres directly to its west, appears likely to redevelop within a 20-year planning time horizon.

Industrial

Pursuant to ORS Chapter 197, the mill site, which fits the statute's definition of "abandoned and diminished" and "used for processing and manufacturing wood products," may be served by public facilities. Extending sewer service to the mill site is not in the county's adopted public facility plan and there are no plans to extend service. If the county did extend sewer service, no hookups to the sewer facility would be allowed between a UGB and the mill site, and any sewer extension must be limited in size to meet only the needs of authorized industrial uses. The county could not approve retail, commercial, or residential uses on an eligible mill site.

Furthermore, because the Hampton Lumber Mill is considered abandoned or diminished industrial mill site that was engaged in the processing or manufacturing of wood products, it is not subject to the small-scale, low-impact building size limitation.

Planning for transportation improvements in Fort Hill must consider the redevelopment of the mill for resource-related production or other feasible industrial uses, and account for future trips generated by a work force traveling to and from the area.

A triangular, 1.56-acre parcel just northwest of the mill site is vacant and unimproved. The owners of this parcel also own an adjacent parcel that is approximately 77 acres, zoned unincorporated community heavy industrial, and currently improved with a residence and several farm buildings. These parcels could be redeveloped with more intensive, industrial uses.

Future Traffic Operations

ODOT's TPAU unit analyzed future no build traffic conditions as part of the EA and Refinement Plan. Because the existing (1998) analysis showed failing conditions, TPAU chose a 10-year future condition (2008) for their analysis. This was updated in 2006 for the IAMP to illustrate no build traffic conditions for the 20-year planning horizon (2027). These two scenarios are described below.

Assumptions

ODOT conducted its analysis using the cumulative analysis method because a travel demand model is not available for the study area. The cumulative method considers traffic generated by two sources:(1) traffic associated with existing land uses and expected through traffic (historical growth), and (2) traffic generated by expected future development in the study area. The projected future volumes are distributed onto the study network (OR-18/OR-22 and Fort Hill Road) and used to evaluate future deficiencies.

Historical growth rates were identified using the nearest Automated Traffic Recorders (ATRs). The two ATRs located near the study area are immediately west of Fort Hill Road (MP 23.76), and approximately ½ mile east of the study area (MP 26.76).

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As discussed in the previous section, future development in the area is largely restricted due to the resource designations given to sections of the study area. However, several parcels in the immediate vicinity of Fort Hill Road are zoned for commercial, industrial, or residential development. TPAU made the following assumptions when forecasting future development in this area:

- The Hampton Lumber Mill site would be in operation, as a wood processing site or similar industrial use.
- Fort Hill Restaurant site would remain in operation as a commercial use.
- Gas station site would remain in operation as a commercial/service use.

Overall, the analysis assumed buildout of the Fort Hill rural community in accordance with Polk County development standards and consistent with current comprehensive plan designations. The rural community consists of approximately:

- 33 acres unincorporated community heavy industrial (UC-IH)
- 28 acres north Polk County commercial (NPC-C)
- 1 acre unincorporated community commercial-industrial (UC-IC)
- 23 acres suburban residential (SR)
- 32 acres acreage residential-5 (AR-5)

With the existing development (see earlier section) and assumptions listed above, potential for additional development is severely restricted. There are two exceptions, described below. The first exception is a 5.7-acre parcel south of OR-18/OR-22 that currently hosts the ODOT weigh station. This parcel is currently owned by ODOT, and has a comprehensive plan designation of NPC-C. ODOT assumed for future traffic analysis that this parcel would be redeveloped as "high use commercial." Additionally, TPAU added the development of 15 single-family residential units to the 2027 no build and build traffic analysis. This was done to reflect a potential transfer of development rights from a constrained parcel zoned for residential use west of the South Yamhill River (north of OR-18/OR-22), to another parcel east of the river with a resource designation (see previous discussion in this report).

Findings from ODOT's future traffic analysis are provided below.

Future (2008) No Build

The 2008 future analysis shows that existing (1998) conditions continue to deteriorate. These v/c ratios are shown in Table 9 below:

TABLE 9
V/C Ratios for Year 2008 No-Build (30th Highest Hour)

Location	Geometry	Traffic Movement	V/C Ratio
West of Fort Hill Road	Two lanes	Through	1.24
East of Fort Hill Road	One eastbound lane Two westbound lanes	Eastbound through only	1.22
East of Fort Hill Road	One eastbound lane Two westbound lanes	Two westbound through lanes only	0.34

The v/c ratios for the through traffic on OR-18/OR-22 exceed 1.0 in Year 2008. The calculated capacity for OR-18/OR-22 is 2,195 vehicles/hour. The calculated capacity can vary during a heavy travel period, which results in hourly volumes exceeding the calculated capacity of 2,195. Reasons for this include:

- There are very few drivers turning onto OR-18/OR-22 from the accesses
- Drivers are being more aggressive and traveling closer together
- The ideal capacity of 2,195 vehicles/hour assumes safe driving conditions

A v/c ratio of 1.24 on a two-lane portion of OR-18/OR-22 is not theoretically possible. A v/c ratio of 1.24 means there is more demand to use the transportation facility than capacity available. As a result, OR-18/OR-22 will allow approximately 2,195 vehicles/hour to travel this roadway even though there are approximately 2,730 vehicles/hour that want to pass through this section of roadway. Approximately 535 drivers will have to wait to pass through this roadway in the following hour or change their route or destination because this roadway will not allow any more than 2,195 vehicles to pass in any 1 hour. This may cause congestion on OR-18/OR-22 to last for 6 to 8 hours during heavy travel periods.

V/c ratios have been tabulated for Year 2008 for key no-build unsignalized intersections along OR-18/OR-22. These values are shown in Table 10 below.

TABLE 10
V/C at Intersection of Fort Hill Road and OR-18/OR-22

Intersection	Location	Traffic Movement	V/C Ratio
Fort Hill Road and OR-18/OR-22	North approach	North to East	4.50
	South approach	South to West	1.24
	West approach	West to North	0.11

A v/c ratio more than 1.0 for a turning movement at an unsignalized intersection indicates there is more demand for drivers to make this turning movement than there are gaps on OR-18/OR-22 for them to turn into. The ability of vehicles to turn left onto OR-18/OR-22 from the Fort Hill Road intersection will continue to deteriorate. This is due to both higher traffic volumes over longer peak periods and drivers on OR-18/OR-22 driving closer together. This will create fewer and smaller gaps for drivers to access OR-18/OR-22.

Future (2027) No Build

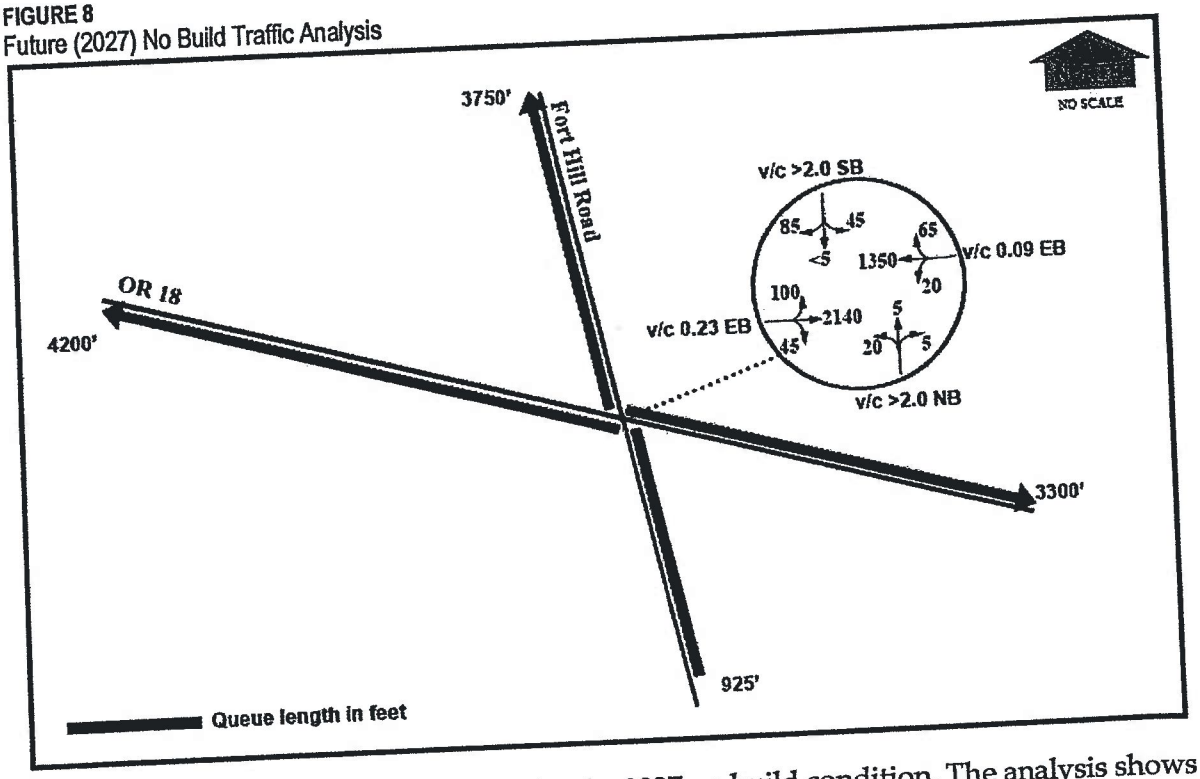
For the development of the IAMP, ODOT's TPAU analyzed the existing transportation network (no improvement) using future (2027) expected traffic volumes. The v/c ratios have been tabulated for the year 2008 for key no-build unsignalized intersections along OR-18/OR-22. These values are shown in Table 11 below and illustrated in Figure 8:

TABLE 11
V/C at Intersection of Fort Hill Road and OR-18/OR-22 for Future (2027) No Build Conditions

Intersection	Location	V/C Ratio
Fort Hill Road and OR-18/OR-22	North approach	>2.0
	South approach	>2.0
	East approach	0.09
	West approach	0.23

As described earlier, a v/c ratio more than 1.0 for a turning movement at an unsignalized intersection indicates there is more demand for drivers to make this turning movement than there are gaps on OR-18/OR-22 for them to turn into. The ability of vehicles to turn left onto OR-18/OR-22 from the Fort Hill Road intersection will continue to deteriorate. The future traffic analysis illustrates that the north and south approaches of Fort Hill Road operate at higher than acceptable mobility threshold if no improvements are made.

FIGURE 8
Future (2027) No Build Traffic Analysis



A queue analysis was also performed for the 2027 no build condition. The analysis shows that vehicles would back up at the Fort Hill intersection for as much as ¾ mile. These results are shown in Table 12, and illustrated in Figure 2.

TABLE 12
Queuing at Intersection of Fort Hill Road and OR-18/OR-22 for Future (2027) No Build Conditions

Direction	Queue Length in Feet (nearest 1/10 mile)
Eastbound OR-18/OR-22	4,200' (.8 mile)
Westbound OR-18/OR-22	3,300' (.6 mile)
Northbound Fort Hill Road	3,750'(.7 mile)
Southbound Fort Hill Road	925' (.2 mile)

Appendix C: Alternatives Development Analysis

This section summarizes the alternatives that were considered for the Fort Hill and OR-18/OR-22 intersection, the evaluation criteria that were used to select the preferred option, and a description of the recommended interchange.

Alternatives Considered

The design of the proposed interchange has evolved over the past several years. Early options, including at-grade intersections and grade-separated interchanges, were considered as part of the development of the EA; an interchange was first proposed at the public hearing for the EA in November 2002; two options were considered during the design phase in 2005; and several options were analyzed before the recommendation was finalized. At least 20 alternatives or options have been considered for this area, in addition to the selected interchange design. These are described below, organized by the following four phases:

- Alternatives considered during development of the EA;
- Alternatives considered during the revised EA;
- Alternatives considered during the design phase; and
- Subsequent design modifications requested by the public.

Alternatives Considered During Development of the EA

1. ***Three Rivers Highway (OR 22) Partial Relocation.*** This alternative was developed while studying options at Fort Hill. During that time, the technical advisory committee and steering committee were made aware of a potential action to designate OR-18/OR-22 as an expressway; in spring of 1999 OR-18/OR-22 received that designation. As an expressway, the required 3-mile minimum spacing between interchanges contained in the OHP became a factor in decision-making. The 0.79-mile distance between Fort Hill and Valley Junction was less than the expressway requirement, so an alternative was developed that re-routed Three Rivers Highway (OR 22) to the east. The rerouted highway followed the old rail right-of-way between Valley Junction and Fort Hill and connected to Fort Hill Road north of the mill. This alternative removed any interchange at Valley Junction but retained one at Fort Hill.

   This alternative was dismissed when a geologic study showed a segment of the alignment crossed a slide. This presented significant engineering and geotechnical issues to overcome as well as likely long-term maintenance and potential slide repair problems.

2. ***Fort Hill Under and Overcrossing (Option FH-B).*** Combining the relocated intersection with a combination under and overcrossing located approximately 120 feet west of the current intersection and closing the left-turn channel made this option operate as an interchange. The positive aspects of this option were its service to pedestrians and bicyclists at the nearby recreational vehicle park and its phasing compatibility.

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This option was not advanced because it required either the displacement of the restaurant and gas station or the construction of a retaining wall approximately 13 feet high. Also, Fort Hill Road remained located through the middle of the mill. This option was unsatisfactory because of these negative impacts on the local businesses and industry.

3. ***Fort Hill Interchange (Option FH-C).*** This option called for the eventual replacement of the relocated intersection with an overcrossing at the same location. Jug-handle type ramps would be located in the northeast and southeast quadrants. An overcrossing would connect the realigned Fort Hill road to the Yamhill River Road. The design is intended to be compatible with the realigned Fort Hill intersection that is part of the build alternative. A new road would be constructed north of the interchange, east of the mill.

4. ***Fort Hill Interchange (Option FH-D).*** Option FH-D routed Fort Hill Road from a new overcrossing located east of the current intersection, then proceeding behind the restaurant and gas station to follow a path by-passing the mill to the west. This routing aimed to minimize impacts on farmlands and to take advantage of a short public road section. This option was not advanced because it would be located on a narrow area next to the river, traverse wetlands, and displace three residences.

5. ***Fort Hill Interchange (Option FH-E).*** With this option, Fort Hill Road retained its route through the mill, behind the restaurant and gas station, and to the eventual overcrossing of OR-18/OR-22. This option required a slightly different overcrossing skew. This option was not advanced because it retained a road through the center of the mill.

6. ***Intersection at Fort Hill (Option FH-A).*** This option would realign the Fort Hill intersection at-grade east of its present location. The existing Fort Hill intersection would be closed. Left turn channels would be added and the Yamhill River Road would be closed at its present intersection with OR-18/OR-22 and connected at the new Fort Hill Road intersection. This option was recommended in the September 2002 EA.

7. ***Realignment of Fort Hill Road East of Sawmill (Option FH-C Modified).*** Alternative FH-C modified realigns Fort Hill Road both east of the sawmill and to the south past OR 18 to form a "three-legged" unsignalized intersection with Yamhill River Road. The realigned Fort Hill Road/OR 18 intersection will be an unsignalized intersection. Both of the existing accesses of Fort Hill Road to OR 18 are closed. A local service road will be located north of OR 18 to provide access to both the commercial property and the portion of Fort Hill Road located north of OR 18. A local service road will connect the northern portion of Fort Hill Road across OR 18 to the western portion of Wallace Bridge Interchange.

   The v/c ratio for northbound realigned Yamhill River Road drivers turning west on OR 18 at the realigned Fort Hill Road/OR 18 intersection is 5.56. This exceeds the maximum v/c ratio that is permitted in the OHP. This alternative will not meet the 2-mile spacing requirement in the OHP for an at-grade intersection located next to an interchange. Both the Yamhill River Road and the local service road at Fort Hill Road intersections will not meet the access spacing criteria that are required in the OHP. The proposed local service road from Fort Hill Road to Wallace Bridge Interchange will require a structure over OR 18.

8. ***Construct interchange at OR 22 and Extend Fort Hill Road over to OR 22 (Option FH-7).*** This alternative would experience the same landslide potential as Alternative FH-OR 22 Potential Relocation.

9. ***Build OR 22 interchange and leave Fort Hill Road intersection as an unsignalized intersection (Option FH-8).*** During heavy peak periods, southbound Fort Hill Road drivers will have three options to access ORE 18 in the eastbound direction. One option would be to wait for few adequate gaps to turn left (east) within OR 18 traffic flows. The second option would be to turn west on OR 18 and use the OR 22 interchange to access OR 18 in the eastbound direction. The third option would involve constructing a local service road north of OR 18 between Fort Hill Road and the existing Wallace Bridge interchange. The Fort Hill Road/OR 18 intersection could be left open so these drivers can access OR 18 during low travel times. If this intersection becomes a safety issue, the median could be closed to prohibit southbound Fort Hill Road drivers from turning left to travel east on OR 18. In Year 2018, approximately 540 drivers/day traveling southbound on Fort Hill Road could use the OR 22 interchange to access OR 18 in the eastbound direction. This indicates about 41 left turning vehicles during the design hour. This alternative will satisfy some of the interchange spacing problems and could be a lower cost alternative.

10. ***Traffic Signals (Option TS-1).*** Traffic signals have been proposed for the intersections of Grand Ronde Road, OR 22 and Fort Hill Road at OR 18 intersections. OR 18 is classified as a statewide (NHS) freight route. The 1999 Oregon Highway Plan (OHP) requires a v/c ratio of 0.70 in an unincorporated community or a rural area. In the future Year 2018, the v/c ratios at all three intersections will exceed the maximum allowable v/c ratio. Traffic signals are not acceptable for these reasons:

    - A four-lane section with traffic signals does not increase the capacity over a two-lane roadway. If the "green-time" for OR 18 is approximately 50 percent, then the capacity of the four-lane section has been cut in half.
    - Traffic signals will operate like three "isolated" traffic signals causing shock waves in the traffic flow.
    - Each of these three traffic signals will stop OR 18 traffic flows at random so that a platoon at one signal may not progress through the next signal.
    - Vehicles traveling close to the other vehicles in the platoon may expect to progress through the adjacent traffic signal along with the rest of the platoon.
    - Drivers do not expect traffic signals to be located on OR 18.
    - OR 18 is located in a rural environment and is a 45 to 55 mph facility. The OHP discourages signals in these areas for all the reasons shown on the other bullets.
    - Stopping traffic flows on a high-speed facility will result in both increased accident rates and accident severity for vehicles traveling throughout this project.
    - The management objective in the 1999 Oregon Highway Plan for rural areas of these highways is "to provide for safe and efficient high-speed continuous-flow operation." Installing traffic signals does not full-fill this objective. Options that feed

traffic from this area to an interchange would meet the objective of the plan, retain flexibility for the future, and offer safety benefits. Approval of traffic signals would require supporting documentation to assure the State Traffic Engineer that all other options have been appropriately considered.

- Both the technical advisory and steering committees have discarded the proposed installation of traffic signals on OR 18 as either an interim or permanent solution.

11. ***Construct Interchanges at the Intersections of Grand Ronde Road, OR 22 and Fort Hill Road with ORE 18 and do not widen OR 18 until Additional Funding is Available (Option INT-1).*** The drivers at the three intersections of Grand Ronde Road, OR 22 and Fort Hill Road at OR 18 can use these three proposed interchanges to access OR 18. This will be considered as a staging phase until funding is available to construct the additional lanes on OR 18. The traveling public will expect to travel through this project faster since improvements (the three interchanges) have been made. Constructing the interchanges first and adding lanes to mainline at a later date has been done before at the Silver Creek Falls Interchange on North Santiam Highway No. 162 (Milepost 6.67). Presently, there are approximately 20,800 vehicles/day (Year 1998) traveling this roadway. During the 30 highest hour, there are about 1,320 vehicles/hour traveling in the eastbound direction on North Santiam Highway west of Silver Falls Interchange.

    During the 30th highest hour at the Valley Junction ATR, there were 1,365 vehicles/hour traveling eastbound on OR 18. Presently, there are more vehicles during the 30th highest hour on a two-lane OR 18 than on a four-lane North Santiam Highway. There will be both too much delay and congestion if this alternate is constructed. It has been shown that OR 18 was operating either at or near capacity for approximately 10 hours/day during a typical August Sunday in the Year 1997. This leaves very few gaps for even merging vehicles. The merging vehicles will force themselves into the traffic stream causing the mainline speeds to drop, which creates unsafe speed differentials. Constructing the interchange first worked on North Santiam Highway because the traffic volumes were lower when this interchange was constructed. The section of roadway on North Santiam Highway has recently been reconstructed from a two-lane section to a four-lane section with two lanes in both eastbound and westbound directions along with a closed median. In addition, there is no good example proving that a two-lane highway with interchanges can operate safely when traffic flows are high.

12. ***Bypasses.*** Two bypasses located south of OR 18 were reviewed. This bypass will be both too expensive and have many impacts to the environment. It was questionable as to how many vehicles will use the proposed bypass since the shortest route is on the existing OR 18 alignment. Both technical advisory and steering committees rejected this alternative. A northern by-pass was briefly studied, but too many obstacles kept it from being pursued past a discussion.

Alternatives Considered During Development of the Revised Environmental Assessment

1. ***Interchange at Fort Hill (Revised EA).*** The build alternative in the EA presented improvements to the existing at-grade intersection at Fort Hill Road. The design of the preferred alternative was modified for the revised EA to include a grade-separated

interchange. The interchange was recommended because of its improved safety and convenience and the opportunity to reduce wetlands impacts. The public access road east of Fort Hill Road would be designed with the minimum requirements needed to serve local residents as opposed to truck traffic between the mill at Fort Hill and the OR-18/OR-22 Wallace Bridge interchange. An interchange spacing deviation would be needed for this construction phase.

The interchange would be constructed about 0.81 miles (4,300 feet) east of the current intersection with interchange ramps located in the northeast and southwest quadrants. The overpass would connect on the north side to an access road linking the interchange to Fort Hill Road. Polk County's Fort Hill Road would be rerouted to intersect with this road east of the mill site. A local access road would be built south from the interchange to intersect with Yamhill River Road.

Alternatives Considered During the Design Phase

1. ***Fort Hill Interchange Jug Handle Option 1.*** This option differs from the one described in the Revised EA in the location of the jug handle interchange ramps, and the shifting of the local access road to the north. Option 1 has a jug handle in the northwest quadrant providing access on and off of OR-18/OR-22 westbound, and a jug handle in the southeast quadrant, after the structure, providing access on and off of OR 18 westbound. This option included no acceleration lanes for right turns onto OR-18/OR-22 from the ramps. Under this option, access to the highway was stop controlled.

2. ***Fort Hill Interchange Jug Handle Option 2.*** Similar to Option 1, Option 2 shifts the local access road to the north and has a jug handle in the northwest quadrant providing access on and off of OR-18/OR-22 westbound. The jug handle under Option 2 was located in the southwest quadrant, prior to the structure. This option included no acceleration lanes for right turns onto OR-18/OR-22 from the ramps; access to the highway was stop controlled.

The selected alternative was similar to Jug Handle Option 1, but with the addition of acceleration lanes onto OR-18/OR-22.

Design Modifications Requested by the Public

Several modifications to the project's design were requested by the public at an open house and a round of small group meetings with residents and business owners in April and May 2006. ODOT considered all requests and when feasible made design modifications to accommodate them. These requests are described below:

1. ***Western End of Frontage Road.*** Two property owners asked for an adjustment in the frontage road's western terminus with Fort Hill Road to avoid headlight glare and to minimize crash potential. ODOT was able to accommodate this request, by shifting the frontage road's terminus to the north. This is reflected in the most recent project design.

2. ***Alignment of Frontage Road.*** Another property owner requested that ODOT shift the frontage road to the south to avoid bisecting a farm parcel immediately east of Fort Hill Road. ODOT has changed the alignment of the frontage road to accommodate this request, contingent on its ability to address wetland mitigation needs.

3. ***NE Ramps of Interchange.*** One property owner north of the railroad tracks in the vicinity of the interchange's northern loop ramp requested that the loop ramp be redesigned to allow a driveway between the frontage road and the railroad tracks. ODOT has had two meetings with the property owner to discuss the location of their driveway.

4. ***Turnaround on Yamhill River Road.*** A resident along Yamhill River Road raised a concern that drivers, not realizing that the road does not connect with the highway, would follow it to its end and turn around in their driveway. ODOT will construct a turn around on the western end of Yamhill River Road, and will coordinate with Polk County on the installation of "dead end" signage.

5. ***Location of Weigh Station.*** One property owner voiced a concern about relocating the site of the weigh station and asked if it could be kept at its current location. The ODOT design team looked into this possibility but identified several reasons why the weigh station could not remain at its existing location. Because the highway is being widened at the weigh station's current location, the station would be moved to the south, which would dislocate one residence, potentially one business, and require a relocation of Yamhill River Road in this location.

The selected alternative is briefly described in the section below.

Evaluation Criteria

ODOT used the following criteria in the EA/Revised EA to evaluate the alternatives, determining that the alternative should:

- Meet the project goals of reducing traffic congestion and crashes (measured in v/c, access spacing criteria, and highway design standards)
- Evaluate the input of citizens
- Maintain reasonable project costs
- Minimize impacts on the local communities
- Minimize impacts on the environment

Through the design phase, ODOT continued to refine the interchange concept with these criteria as major factors of consideration.

Reasons for Selecting the Preferred Alternative

The list below, taken from the Revised EA, provides the rationale for selecting an interchange in the vicinity of Fort Hill Road:

- Uses the existing roadway and infrastructure to the greatest extent possible, avoiding the need for new highway alignments.
- Provides controlled access and therefore improves safety throughout the corridor.
- Provides a grade-separated interchange to improve safety for all users of the road system, and improve efficiency of movement at that intersection.

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- Provides safer access for individual properties with a local access road system.
- Provides protection to the traveling public from cross-over accidents (installation of nontraversable medians).
- Reduces long-term impacts to fish species, hydrology, and water quality in the South Yamhill River by replacing old bridges with new single-span structures.

Overview of Recommended Alternative

The recommended alternative is comprised of two main elements: the Fort Hill Interchange and improvements along the OR-18/OR-22 corridor between MP 23.85 and MP 26.31 (See Figure 3). ODOT engineers have refined the design of the Fort Hill Interchange to determine impacts on nearby properties and natural resources, and to prepare the project for construction. The proposed transportation changes between Fort Hill Road and Wallace Bridge include:

- Widening the highway to two lanes in each direction (four lanes total) with 6-foot shoulders
- Adding a concrete median barrier between Fort Hill Road (MP 23.85) and the east end of the project (MP26.31)
- Constructing a new interchange about ¾ mile east of Fort Hill Road to replace the existing OR-18/OR-22/Fort Hill Road/Yamhill River Road intersection
- Constructing a local access road to connect the existing Fort Hill Road to the new interchange and to Yamhill River Road
- Closing or relocating driveways to reduce the number of direct accesses to the highway and improve safety

The proposed interchange has a jug handles in the northwest and southeast quadrants, with acceleration lanes for right turns onto the highway from the interchange ramps.

Chapter 2 includes a full discussion of the project's access control and land use control recommendations.

Appendix D: Findings of Compliance with State and Local Plans, Policies, and Regulations

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Appendix E: Public Involvement

This section provides a summary of the public involvement efforts for the OR-18/OR-22: Fort Hill Road to Wallace Bridge IAMP Project. Outreach took place during the spring and fall of 2006 and included five small group meetings, one open house, two newsletters, the mailing of two sets of postcards to residents and businesses along the project corridor, and the release of the public review draft IAMP. These events are described in detail below.

Open House

A public open house was held at the Willamina Middle School on Thursday, April 13, 2006. A press release announcing the open house was issued to the *McMinnville News-Register*, the *Sheridan Sun Times*, *Smoke Signals – Grand Ronde Tribe*, Polk County newspaper, and other local newspapers, as well as the local radio and television stations by Lou Torres, ODOT Region 2 Public Information Officer. An article on the project, which included open house information, was published in the *McMinnville News-Register* on Thursday, April 11, 2006. The open house was attended by members of ODOT, the consultant team, and the project management team, with approximately 55 citizens attending. Table 13 below provides an overview of the meeting date and purpose.

TABLE 13
Overview of Open House

Meeting	Date	Purpose
Open House	April 13, 2006 6:00 – 8:00 pm Willamina Middle School 8720 Grand Ronde Road	To discuss the OR-18/OR-22 Fort Hill to Wallace Bridge Project, including the new Fort Hill Road interchange, and the interchange area management plan.

Small Group Meetings

A press release announcing the small group meetings was issued to the *McMinnville News-Register*, the *Sheridan Sun Times*, *Smoke Signals – Grand Ronde Tribe*, Polk County newspaper, and other local newspapers, as well as the local radio and television stations by Lou Torres, ODOT Region 2 Public Information Officer. In addition to the press release that was dispatched before these meetings, postcards were mailed to residents and business owners within the project area. These postcards formally invited citizens to attend one of five small meetings that would address concerns of the north and south segments of the project area. These meetings were attended by members of ODOT, the consultant team, and the project management team. Table 14 below provides an overview of the meeting dates and purposes. Additionally, phone calls were made on April 24 to alert all businesses in the project area, for whom phone numbers were available, and all interested parties that signed up at the April 13 open house of the upcoming small group meetings.

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TABLE 14
Overview of Small Group Meetings

Meeting	Date	Purpose
Small Group Meeting 1	May 2, 2006 1:30 – 3:00 pm Fort Hill Restaurant 25695 Salmon River Highway	To answer project-specific questions that business owners north of OR-18/OR-22 had about the IAMP.
Small Group Meeting 2	May 2, 2006 3:00 – 4:30 pm Fort Hill Restaurant 25695 Salmon River Highway	To answer project-specific questions that business owners south of OR-18/OR-22 had about the IAMP.
Small Group Meeting 3	May 2, 2006 6:30 – 8:00 pm Willamina Middle School 8720 Grand Ronde Road	To answer project-specific questions that residents north of OR-18/OR-22 had about the IAMP.
Small Group Meeting 4	May 4, 2006 5:00 – 6:30 pm Willamina Middle School 8720 Grand Ronde Road	To answer project-specific questions that residents southwest of OR-18/OR-22 had about the IAMP.
Small Group Meeting 5	May 4, 2006 6:30 – 8:00 pm Willamina Middle School 8720 Grand Ronde Road	To answer project-specific questions that residents southeast of OR-18/OR-22 had about the IAMP.

Newsletters

Notification, in the form of a newsletter and email was sent to an "interested parties" mailing list of approximately 154 people in the Fort Hill community; primarily those adjacent to or near the proposed project, in April 2006. The four-page newsletter announced both the open house and the small group meetings in an effort to inform and invite the local residents and business owners to the public involvement events.

A second newsletter was mailed to the same mailing list in September 2006 to provide an update on the project and its schedule. The newsletter announced the upcoming public review draft of the IAMP in fall 2006.

Postcard Mailings

Two postcards were mailed to residents and businesses along the project corridor over the duration of the IAMP project:

1. A postcard announcing the four small group meetings (no requests were made for the fifth meeting, so it was canceled) was sent to all business owners and residential properties adjacent to the project on April 27.

2. A postcard announcing the availability of the public review draft IAMP was sent to all residents and business owners adjacent to the project on November 3, 2006.

Public Review Draft IAMP

The public review draft IAMP was released on November 1, 2006, with a 30-day public comment period. Copies of the IAMP were sent to the Sheridan and Dallas libraries to be kept in a location where they could be reviewed by the public. The IAMP was also available on the ODOT Region 2 website for the public to download and review beginning on November 3, 2006. A postcard announcement was mailed to 157 residents and business owners located adjacent to the project and others who requested updates on the project. Eight copies of the IAMP were mailed to individuals upon request.

One comment was received by telephone and others by email on the IAMP. This comment, along with response from ODOT, is summarized in Table 15 below

TABLE 15
Comments Received on the Public Review Draft IAMP

Commentor	Comment	ODOT Response
Wes Shenk (via phone)	Requested that the Fort Hill interchange not be built and that the money be used for improvements in the vicinity of the Wallace Bridge.	The Fort Hill interchange project funding was awarded under safety. Subsequent phases of the OR 18/OR 22 corridor plan will address identified needs to the east and the west.
Matt Crall (DLCD)	Add goal "Plan for land uses and transportation improvements within the interchange area in a manner that supports protection of surrounding agricultural lands for farm use and that minimizes pressure to convert farm land to non-farm uses."	Goals were developed by Project Management Team as a group in March 2006, with DLCD's participation. Two goals specifically address desire for consistency with planned land uses. ODOT discourages changing goals after the IAMP policies are developed. The existing IAMP policies carry out intent of requested change, through eight land use policies and especially policy #3 (resource designations). Also, ODOT has no jurisdiction over local land use decisions. For these reasons, no additional goal was added to the IAMP.
Bob Cortwright (DLCD)	We should be concerned about the "wishful thinking" approach to land use along the proposed frontage road. Basically, the IAMP asserts that the existing zoning doesn't allow much in the way of more intense uses. ODOT can and should (and must to meet the TPR 0065) put in place access control measures that protect the farmland from inappropriate development. This should be in the form of policies in the plan that limit access to the new frontage road as it crosses EFU lands to farm uses only. ODOT should implement this by acquiring access easements that limit access to farm uses (or to a certain level of trip generation) when they acquire the road. Without such a limitation ODOT could grant easements that are "unrestricted as to use"	Added the following sentence to Physical Improvements section: "Parcels located between the local access road and OR-18/OR-22 are being purchased by ODOT and used for environmental mitigation purposes." Also added the following text under Access Management Plan, medium and long term actions: "Do not authorize any permits for highway approach roads."

TABLE 15
Comments Received on the Public Review Draft IAMP

Commentor	Comment	ODOT Response
	thus "enabling" property owners seeking changes to allow more intense uses along the frontage road. The hurdle ODOT would face—that could probably easily be met—would be showing that the plan changes do not exceed the capacity of planned facilities.	
Bob Cortwright (DLCD)	On page I-5, the definition of interchange function is vague, especially as it discusses land use changes. The last paragraph on page 5 says the interchange is not intended to induce growth or encourage rezoning of parcels, but it's not clear how plan or zone changes are to be reviewed for consistency with the "function" of the interchange. The only clear standard for review appears to be the modified v/c standards.	Added reference to consistency with planned land uses in interchange function section, and to consistency with the interchange's function to the land use policies section.
Bob Cortwright (DLCD)	On page I-25, under the first and second bullets, the policies use the phrase "would create additional trips". It's not clear what baseline is used to decide whether trips are additional or not. I think that the plan means to refer to the trip generation assumptions that are included in the plan. That ought to be more clearly stated, because a possible alternative explanation (and the default under the TPR) would be to count as "additional trips" those that are beyond what is allowed by existing zoning.	Added phrase "from what is allowed within the current zoning" to tie to Transportation Planning Rule reference to threshold in added trips, not set a special threshold for this project.
Bob Cortwright (DLCD)	The first bulleted policy on page I-26 is unclear. It says: "The County will not rely on the Fort Hill Road interchange to provide the additional capacity to support future land use actions in the county that are not consistent with the planned improvements to the HB Van Duzer to Wallace Bridge Corridor." The meaning of this sentence is not entirely clear. I'm not sure what it says or what it intends to say. It would help if the terms "additional capacity" and "land use actions" were defined because neither is a term of art, and could prove to be difficult to implement.	Modified policy as follows "The road capacity provided by the Fort Hill Interchange will be relied upon by Polk County only to authorize future land use actions that are consistent with the current comprehensive plan designations within the OR-18 HB Van Duzer to Wallace Bridge Corridor."
Bob Cortwright (DLCD)	The second bullet on I-26, which requires the adoption of a funding plan, should be clearer. As written, the policy suggests that a private developer or a property owner could "adopt" a funding plan. While the requirement for OTC approval helps make sure this works out, it's a bit confusing to say that a private party will adopt a funding plan. The policy should also clarify what is meant by "result in the need for additional capacity at the interchange" I think that it	Modified policy as follows "If future changes to the land use designations or uses allowed in the IAMP planning area initiated by any party (including Polk County, property owner, or private developer) result in causing interchange operations to degrade below the accepted mobility standards, requiring additional capacity at the interchange, the initiating party shall propose amendments to the IAMP and shall prepare a funding plan for ODOT and Polk County review. The funding

TABLE 15
Comments Received on the Public Review Draft IAMP

Commentor	Comment	ODOT Response
	means would cause the v/c standards adopted in the plan to be exceeded at the end of the planning period, right?	plan shall address the provision of any required improvements to the Fort Hill Interchange. Proposed IAMP amendments shall be coordinated with ODOT and Polk County staff and the revised IAMP and funding plan shall be submitted to Polk County and the Oregon Transportation Commission for approval and adoption."
Bob Cortwright (DLCD)	Section 0065 of the TPR allows replacement of an intersection with an interchange subject to specific findings being made that require minimizing impact on farmland and farm operations and that limit access to rural lands. The proposed IAMP makes a decision about a specific interchange design, but defers application of the TPR requirements to a subsequent conditional use permit review by the county. The IAMP can and should make the findings that the county would adopt when it approves and adopts the IAMP.	TPR justification for replacement of an intersection with an interchange was previously developed for the amendments to the Polk County TSP and comprehensive plans. It will be subsequently addressed in the conditional use permit for the Fort Hill interchange project.
Bob Cortwright (DLCD)	ODOT should research county property records to determine the potential for M37 claims in the interchange area. DLCD recommends that there should be a plan policy that requires the county and ODOT to reopen the IAMP if the county approves a M37 claim within the IAMP area.	No policy added, as potential impacts from Measure 37 claims (additional development not consistent with comprehensive plan designations, additional traffic) are covered under other IAMP policies.
Bob Cortwright (DLCD)	The rationale for the deviations is not well explained.	Additional language added to deviations section.

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Summary of Open House #1
Thursday, April 13, 2006, 6:00—8:00 p.m.

The Oregon Department of Transportation hosted a public open house on April 13th to discuss the OR-18/OR-22 Fort Hill to Wallace Bridge Project, including the new Fort Hill Road interchange, and the interchange area management plan.

The open house was held on:

Thursday, April 13, 2006, 6:00 p.m. – 8:00 p.m.
Willamina Middle School at Grand Ronde, Gymnasium
8720 Grand Ronde Road

A press release announcing the meetings was issued to the *McMinnville News-Register*, the *Sheridan Sun Times*, *Smoke Signals – Grand Ronde Tribe*, Polk County newspaper, and other local newspapers, as well as the local radio and television stations by Lou Torres, ODOT Region 2 Public Information Officer. Notification, in the form of a newsletter and email was sent to an "interested parties" mailing list of approximately 154 people in the Fort Hill community, primarily those adjacent to or near the proposed project. An article on the project, which included open house information, was published in the *McMinnville News-Register* on Thursday, April 11, 2006.

The open house format of the meeting allowed members of the public to attend at their convenience, have the opportunity to discuss their concerns with ODOT, its consultant team, and Polk County staff. Attendees were given the opportunity to complete a comment form indicating their concerns and comments about the interchange area management plan, project construction, and other issues. Approximately 55 people attended the open house.

The following items were on display at the meeting:

- Background, timeline, study area map: Why build a new interchange, Why not build at the existing location? What is an IAMP?
- ODOT project design
- Access management (PowerPoint slideshow illustrating access management)
- Right-of-way issues
- What's next
- Comments

Handouts distributed at the open house included the following:

- Comment form
- Project newsletter
- Maps of the comprehensive plan designations

As of April 21, 2006, a total of 11 comment sheets were received at the open house and 1 comment was received via postal mail. The comments are summarized below.

Written Comments from Comment Sheets

1. Do you have any comments, ideas, or concerns about the Interchange Area Management Plan that you want the project team to consider?

A. Access Considerations

- Limit truck traffic access.
- Remove weigh station.
- Allocate funding to study Hwy 18 east of proposed project, i.e. section of highway from the eastern termination of phase 1 to the Wallace Bridge Intersection.
- We manage the RV park. A lot of our tenants, including teenagers, have been walking across the highway to get pop, snacks, ice, etc. We also have several tenants that work across the street at the gas station/restaurant. We would recommend a pedestrian bridge for the safety of our tenants.
- Wagler Drive way—keep all access on front side of Rail Road! No need to take farm land twice!
- Find a way to get the interchange closer to Fort Hill.
- I am against anybody's property being affected or torn up. I'm all for change and improvement that can benefit the community and its members. But not at the expense or to exploit property or community members and what they've worked for.
- Better access for Fort Hill Restaurant

B. Land use Considerations

- Allow residents and property owners to alter zoning within the land use study area.
- Keep scale? (difficult to read) house in commercial area not on my property, noise, exhaust
- Use only what you need. Don't waste the land that's been here forever which is a natural resource. Treat the land right.
- Fort Hill Restaurant is an excellent use of the land! Leave it alone!

C. Interchange design Considerations

- Build the design proposed!!
- I'm sorry that it's going to take away buildings or property that is and has always been history for numerous years. But it's good. Progress. We must move on.
- No need to change it.

D. Other Considerations

- Drainage Issues
- Continue thru out on east end

- Land usability—The Frontage/Fort Hill Road intersection will be directly across from our house, we are concerned about traffic headlights, noise, safety, and general use impact for our property.
- At the East end take it all the way to the Wallace Bridge so it does not go back to a three lane road.
- I was glad to attend this meeting. Need to know what's going on.
- We would be better to continue project to the Wallace Bridge. Still going to have a bottleneck going East—4 lane will not help that much.
- Question about Hall Road.

2. Do you have any comments, ideas, or concerns about project construction (scheduled to begin spring 2007)?

A. Construction staging (including redirection of traffic)

- Build it
- Where will materials and equipment be staged?
- Make it more safer for traffic and above all people.
- You should contact property owner farther in advance.

B. Construction timing and timeline

- Build it
- Would we be affected by construction equipment and machinery? How soon would the closure of the Fort Hill/S Yamhill River Roads happen? How much advance notice would we have?
- What times of day/night will construction be going on?
- Be complete on time.

C. Other

- Build it ASAP

3. Do you have other comments?

- Redesignate the portion of Hwy 18 between the eastern termination of phase 1 to Wallace Bridge as phase 2. Make the corridor plans phase 2 and redesignate it as phase 3.
- Drainage Issues
- I really think you need to rethink the whole project because you are not going to solve the problem as designed. Wait until the casino is in at the gorge and then recheck the traffic flow.
- Take into consideration what the people say. That's what matters.

Summary of Small Group Meetings

The Oregon Department of Transportation hosted small group meetings with area business owners and residents on Tuesday, May 2 and Thursday, May 4 to discuss the OR-18/OR-22 Fort Hill to Wallace Bridge Project, including the new Fort Hill Road interchange, and the interchange area management plan.

These meetings were held:

- **Business Owners North of OR-18/OR-22**
  Tuesday, May 2, 1:30 p.m. - 3:00 p.m.
  Fort Hill Restaurant
  25695 Salmon River Highway
- **Business Owners South of OR-18/OR-22**
  Tuesday, May 2, 3:00 p.m. - 4:30 p.m.
  Fort Hill Restaurant
  25695 Salmon River Highway
- **Residents North of OR-18/OR-22**
  Tuesday, May 2, 6:30 p.m. – 8:00 p.m.
  Willamina Middle School
  8720 Grand Ronde Road
- **Residents Southwest of OR-18/OR-22**
  Thursday, May 4, 5:00 p.m. – 6:30 p.m.
  Willamina Middle School
  8720 Grand Ronde Road
- **Residents Southeast of OR-18/OR-22**
  Thursday, May 4, 6:30 p.m. – 8:00 p.m.
  Willamina Middle School
  8720 Grand Ronde Road

A postcard announcing the meetings was sent to all business owners adjacent to the project. Additionally, phone calls were made on April 24 to all businesses for whom phone numbers were available and all interested parties that signed up at the April 13 open house.

Questions from these meetings are listed over the next pages. Questions which require follow up from the project team have been noted, and repeated under the Next Steps section at the end of this document.

Business Owner Meetings May 2, 2006

The following five people attended the first meeting:

- Wes Shenk, Resident
- Larry Duckett, Truax Harris Energy, LLC
- Ben Goforth, Fort Hill Restaurant

- Terry Goforth, Fort Hill Restaurant
- Richard Brophy, Gas Station and Convenience Store

The second meeting did not attract any business owners or residents.

Members of the project team present at the small group meetings were John deTar, ODOT Project Manager for the IAMP; Kelly Amador, ODOT Project Leader; and Theresa Carr, CH2M HILL. The project team opened the meetings by talking about the purpose of the meeting, the project timeline, and an overview of the project design. The majority of the meeting was spent on group discussion.

Questions from the business owner meetings are listed below.

Ben Goforth: Why doesn't the first phase address the Wallace Bridge?

Because of cost reasons. The Fort Hill to Wallace Bridge Phase was awarded under safety. Subsequent phases will address identified needs to both the east and the west.

Richard Brophy: Why didn't ODOT just install traffic signals along the corridor?

ODOT modeled effects of installing traffic signals and found them to be ineffective. The analysis found that an interchange was most effective in resolving congestion and safety issues.

Ben Goforth: Would like to see the detailed data on crashes at the Fort Hill Road intersection. Believe that the crash rates are higher on the east and west.

The project team will send crash rates to Ben.

Ben Goforth: How long until the next Phase is funded?

Fort Hill construction is in the 2006-2008 STIP. No improvements in the area are identified in the 2008-2010 STIP. First potential date for Phase 2 is 2010-2012 STIP, but nothing is identified at this time.

Larry Duckett: Will this Phase widen the bridge over the Salmon River, immediately west of Fort Hill Road?

No. That effort is part of Phase 2.

Wes Shenk: Wants to see frontage road alignment shifted south through less valuable farmland, to avoid bisecting more valuable farm parcel immediately east of Fort Hill Road.

ODOT will look into this concept, to see if this design can work.

Wes Shenk: Why couldn't the interchange be constructed west of the proposed location, closer to Fort Hill Road?

Several alternatives were analyzed which reconstructed the intersection or constructed an interchange closer to the existing Fort Hill Road. An intersection at this location was not effective and an interchange at this location was perceived to have substantial impacts on the river and on the RV Park.

Richard Brophy: What would it take to stop this process?

To stop the process, one must convince the Polk County Planning Commission and the Area Commission on Transportation to reverse their support for an expressway classification. One would then need to successfully get the Oregon Transportation Commission to change the expressway classification.

Terry Goforth: What is the expressway classification? Was their a hearing?

The Oregon Highway Plan summarizes an expressway as complete routes or segments of highways that provide for safe and efficient high speed and high volume traffic movements. Characteristics of an Expressway include discouraging private access; providing strict control over public road connections; discouraging traffic signals; encouraging nontraversible medians; and prohibiting parking. The study segment is one of dozens of highways or highway segments that are defined as expressways. Hearings were held on a regional basis prior to designation. This highway segment was designated as an expressway in May 2000.

Wes Shenk: Feel that input has not been considered. Why wait until design is complete to begin right-of-way process?

ODOT needs to design the project first, in order to know what kind of impacts and the level of impacts a project is going to have.

Richard Brophy: Not sure ODOT knows that people's livelihoods are being impacted.

Wes Shenk: Has anyone contacted the railroad to see about using the tracks for a frontage road? Deed to buy back if railroad not using the tracks.

ODOT cannot condemn a railroad by federal mandate.

Ben Goforth: The last major improvements to the highway were done 25 years ago. If ODOT builds this phase, it will not work by itself over the long term. Can't leave it at this without improving to the east and west.

EA designated that other Phases were needed within a 10-15 year timeframe.

Wes Shenk: If no money to make improvements west of the bridge, move the interchange to the east and keep the right-in, right-out access at the restaurant. The bridge is going to serve as a bottleneck.

Safety money being used to fund improvements, need to address issues at Fort Hill Road.

Larry Duckett: Gas station business is impulse-driven. Why can't you move the interchange to the west, to tie in and serve the businesses at the interchange?

The current location was the only one that could fit the interchange ramps in to tie in with Yamhill River Road. ODOT designers looked at many, many different alternatives before recommending the current design. This area was listed as the first phase because of historical safety problems, and recommendations from local and regional agencies.

Terry Goforth: Can you hold on to the money for Phase 1 until you have money to do Phase 2, and build them both at the same time?

No, instead the money would go to another project somewhere else in the state.

Terry Goforth: What should we expect when construction starts?

Construction details have not been determined at this time. However, it is likely that construction would occur at night, and only during the week. Some minor detours may be needed.

Richard Brophy: Who makes decisions on construction staging?

The contractor usually provides a proposal on construction staging. This detail is unknown at this time. However, ODOT will check with construction managers to see if some staging details are likely that can be shared at this time.

Richard Brophy: How does condemnation work?

The first step is for ODOT to make an offer that they consider a reasonable settlement. The property owner has the opportunity to make a separate appraisal. If ODOT and the property owner do not agree on the appraisal value, ODOT puts what they consider a reasonable settlement in escrow. The process moves on to a court decision, and a court determines a reasonable amount.

Terry Goforth: Is this process any different for businesses?

ODOT has a business relocation benefits program.

Wes Shenk: Has ODOT talked with the Grimms yet?

ODOT Right-of-way staff are making direct contact with property owners regarding right-of-way process.

Wes Shenk: Who should be contacted regarding the land swap (separate from the Fort Hill to Wallace Bridge project)?

Jim Allen, Polk County.

Follow-Up Items

Follow-up from 5/2 Meeting with Business Owners

No.	Person Requesting Information	Question/Comment	Follow-Up Required	Update
1.	Ben Goforth	Wants to see crash data in vicinity of OR-18/OR-22 and Fort Hill Road	Theresa will send crash data to Ben.	Sent 5/15.
2.	Wes Shenk	Wants ODOT to look into adjusting frontage road to the south, to avoid bisecting a farm parcel immediately east of Fort Hill Road	Kelly will coordinate with Kathy. Either Kelly or John will respond to Wes.	A design change was made to Ft. Hill Rd.
3.	Richard Brophy	How will construction and construction staging affect businesses at Fort Hill Road	Won't know for certain until next year. Kelly will check with construction managers at ODOT for general parameters, will respond to Richard at meeting scheduled for 5/15.	Richard's question was answered in another meeting

North Side Residential Small Group Meeting May 2, 2006

The following people attended the evening resident meeting:

- Brian Bishop
- Ryan Rowley
- Paul Barr
- J.D. Floyd
- Alan Floyd
- Peter Cotting
- Joyce Cotting
- Ray Wagler
- Chris Wagler
- Ben Brown

Members of the project team present at the small group meetings were John deTar, ODOT Project Manager for the IAMP; Kelly Amador, ODOT Project Leader; and Theresa Carr, CH2M HILL. The project team opened the meetings by talking about the purpose of the meeting, the project timeline, and an overview of the project design. The majority of the meeting was spent on group discussion.

Questions from the resident meeting are listed below:

Ben Brown: Is ODOT calculating secondary property value effects from requiring out-of-direction travel from the median?

ODOT is not specifically calculating secondary property value effects. The median ends west of Ben's property so left turns will be allowed in and out.

Paul Barr: How high is the median? Will sight distance issues prohibit left turns even where they might physically be allowed?

Concrete median will be 4' high. Left turns are allowed east of median, will be driver's discretion whether they want to do this movement.

Ben Brown: Where exactly will the median end?

ODOT will follow up with the specific end point of the median.

Ben Brown: Does ODOT have funding for multiple phases?

No. The first phase is funded. Future phases are not funded at this time.

Chris Wagler: Why is the bridge west of Fort Hill Road not being improved as part of Phase 1?

Phase 1 is being funded out of the safety program, and is based on historical safety problems in the vicinity of Fort Hill Road. The bridge is part of Phase 2.

Chris Wagler: High amount of crashes down at Wallace Bridge. When is this being fixed?

Wallace Bridge section is in Phase 3 or 4.

Chris Wagler: Wants ODOT to look at tightening the curve of the ramps to allow room for the local road to be south of the railroad tracks.

ODOT will look into this possibility (Chris provided a marked up figure explaining her suggestion).

Chris Wagler and others (including Ben Brown and Joyce Cotting): Why is a frontage road east of the interchange not being forwarded as part of Phase 1? Is it still part of the overall plan? Also, want to keep the frontage road south of the tracks, to avoid an embankment, and a cemetery.

For funding reasons. The frontage road is still part of overall plans for the area, and would be constructed during a future phase.

Ryan Rowley: What is being recommended now for the west end of the frontage road? Will it be stop or yield controlled?

The design was adjusted to avoid being a T intersection in front of Ryan's house. ODOT will e-mail Ryan the latest design, including the recommended control.

Alan Floyd: Can you bring the frontage road in across the industrial property?

Preferable to several people, including the property owner Wes Shenk, to bring the road closer to the highway as opposed to moving north through the industrial property.

Brian Bishop: Concern that in westbound direction the acceleration lane merges to two lanes which in turn narrows to one lane. Concern about backup.

(Answered by Alan) closed accesses will help with this issue, no longer will have merging traffic from driveways to contend with.

Peter Cotting: Concerned about emergency services being able to get between his home and nearby hospital with median in place. Median requires out-of-direction travel. In an emergency time could be lost waiting in congestion.

Emergency services has been a stakeholder in the design process. If this scenario took place, ambulance would use shoulder to get through congested conditions. Emergency services believes access control benefits outweigh costs.

Paul Barr: What are the impacts on our property values from restricting our access?

ODOT will forward this question to right-of-way staff.

J.D. Floyd: Have you contacted the railroad to buy their right-of-way?

No. ODOT does not want to reduce the number of railroad miles.

Ben Brown: How much is the frontage road expected to cost? Perhaps the money could be raised locally.

ODOT has prepared cost estimates but they are not recent. ODOT will forward last cost estimate to Ben.

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Paul Barr: Wants Roxanne's contact information.

ODOT will forward Roxanne's contact information to Paul.

J.D. Floyd: Why can't ODOT condemn the railroad?

There is a federal mandate precluding ODOT from condemning the railroad.

Chris Wagler: Ray Wagler owns water rights under the highway.

This information will be forwarded to ODOT right-of-way staff.

Ryan Rowley: What will construction staging look like? Will left turns be allowed out of Fort Hill Road during construction?

Construction staging details are not known at this time.

Peter Cotting: North of the highway stormwater runoff ditch is shared with the railroad. It was understood that this would be regularly maintained, but this is not happening. Similar instances are seen with culverts in the area.

This comment will be forwarded to ODOT maintenance supervisor for this area.

Follow-Up Items

Follow-up from 5/2 Meeting with North Side Residents

No.	Person Requesting Information	Question/Comment	Follow-Up Required	Update
1.	Ben Brown	Where exactly will median end on east end?	Theresa will obtain information.	Sent 5/11.
2.	Chris Wagler	Consider realigning ramp in interchange's NE quadrant to allow Wagler driveway south of the RR tracks.	Kelly to coordinate with Kathy and respond to Chris.	Had 2 meetings with the Waglers to discuss driveway
3.	Ryan Rowley, Alan Floyd	What does the design look like for the west end of the frontage road? Will it be yield or stop controlled?	Kelly to coordinate with Kathy, and e-mail latest design to Ryan and Alan.	Sent email of design change to both parties
4.	Ben Brown	How much does the frontage road east to Willamina cost?	Kelly will pull the old cost estimate and send to Ben. Might also send other issues (e.g., environmental) around the frontage road concept.	Sent a letter
5.	Paul Barr	What is Roxanne's contact information?	Theresa will call Paul with Roxanne's contact information.	Called 5/3.

South Side Residential Small Group Meetings May 4, 2006

The following five people attended the first meeting:

- Kim Grant, Spirit Mountain Auto Sales
- Jerry and Sheila Hargitt
- Joe and Faith Miller, Rivers Edge RV Park
- Pete Sass
- Dallas and Fay Ash
- Ron Smith
- Marty Herigstad
- Mark Skyberg

The second meeting did not attract any business owners or residents.

Members of the project team present at the small group meetings were Kelly Amador, ODOT Project Leader; and Tim Burkhardt, CH2M HILL. The project team opened the meeting by talking about the purpose of the meeting, the project timeline, and an overview of the project design. The majority of the meeting was spent on group discussion.

The following is a summary of the questions asked and issues discussed.

- **Jerry and Sheila Hargh:** Concern that dead-end at west end of South Yamhill Road will result in accumulation of trash and undesirable people and people looking for river access. Also, concern that people will turn around in their driveway. Can ODOT add a turn around in the County land in that vicinity? Will County put in a dead-end sign?

- **Joe and Faith Miller:** Concern about pedestrians crossing the highway at S. Yamhill/Fort Hill—in particular, kids and residents at the RV Park going to the store/restaurant/lounge on the other side. What can be done to assure safety?

- **Kim Grant:** How much of his property will be taken? Who is responsible for the signage to let motorists know how to get to the business?

- **Pete Sass:** There is a septic drainfield that will have to be moved—relocation will take away from remaining usable property. Will be much more truck traffic going past property now. Concerned about noise, traffic, aesthetics, and loss of second access. Feels that property will be useless and that should be compensated for entire property value. Wants more information on relocation of drainfield and R/W process.

- **Marty Herigstad:** Concern about scale site—wants it kept in the commercial area where currently located instead of in his field. Concerned about noise primarily. If it needs to be in new location, wants trees for screening. Get back to him re: whether scale site can be moved and process for compensation if not.

- **Mark Skyberg:** Concerned about losing property to the interchange. Just put in new fence that will be removed. Have Roxanne call him regarding R/W process. Also provide estimate of acres of impact.

- **Dallas and Fay Ash:** Concerned about drainage from highway and standing water in back yard. Also, concerned about broken drain pipe beneath their property.

- **Ron Smith:** Though not directly affected by project, wants to see how it would affect his neighbors.

Follow-Up Items

Follow-up from 5/4 Meeting with South Side Residents

No.	Person Requesting Information	Question/Comment	Follow-Up Required	Update
1	Jerry and Sheila Hargh	Concern that dead-end at west end of South Yamhill Road will result in accumulation of trash and undesirable people and people looking for river access. Also, concern that people will turn around in their driveway. Can ODOT add a turn around in the County land in that vicinity? Will County put in a dead-end sign?	Kelly will coordinate with design team.	A turn around will be constructed on the Truax property on S. Yamhill. This should address the turning around in the driveway.
2	Joe and Faith Miller	Concern about pedestrians crossing the highway at S. Yamhill/Fort Hill—in particular, kids and residents at the RV park going to the store/ restaurant/lounge on the other side. What can be done to assure safety?	Kelly will coordinate with design team.	OR18 is an expressway and this project will not be installing cross-walks as part of this project
3.	Kim Grant	How much of his property will be taken? Who is responsible for the signage to let motorists know how to get to the business?	Kelly will coordinate with design team.	None of property will be impacted as part of this phase of the project. The turn around has been moved. Need to talk with the sign unit to find out if signs can be installed at no cost to the business owner as part of this project.
4.	Pete Sass	There is a septic drainfield that will have to be moved—relocation will take away from remaining usable property. Will be much more truck traffic going past property now. Concerned about noise, traffic, aesthetics, and loss of second access. Feels that property will be useless and that should be compensated for entire property value. Wants more information on relocation of drainfield and R/W process.	Kelly will coordinate with design team.	This is a ROW issue and will need to be worked as part of that process.
5.	Marty Herigstad	Concern about scale site—wants it kept in the commercial area where currently located instead of in his field. Concerned about noise primarily. If it needs to be in new location, wants trees for	Kelly will coordinate with design team.	Kathy and others looked at the possibility of leaving the weigh station at the current location. It will not work to leave it-needs to be moved. Kelly emailed Mr. Herigstad to inform him.

Follow-up from 5/4 Meeting with South Side Residents

No.	Person Requesting Information	Question/Comment	Follow-Up Required	Update
		screening. Get back to him re: whether scale site can be moved and process for compensation if not.		
6.	Mark Skyberg	Concerned about losing property to the interchange. Just put in new fence that will be removed. Have Roxanne call him regarding R/W process. Also provide estimate of acres of impact.	Kelly will forward information to Right of way.	Right of way will make contact.

Appendix F: Finding of No Significant Impact

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Insert FONSI from separate file

Appendix G: H.B. Van Duzer Forest Corridor to Steel Bridge Road Corridor Refinement Plan Executive Summary

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Insert executive summary from separate file

Appendix H: Fort Hill IAMP Implementing Language

Appendix H contains a comprehensive list of all existing and proposed policy and regulatory language that is being relied upon to implement the Fort Hill IAMP. This includes policy sections from the Polk County Comprehensive Plan, code sections from the Polk County Zoning Ordinance, and new policy language from the IAMP. This documentation is being provided in conformance with OAR 734-051-0155(h).

POLK COUNTY COMPREHENSIVE PLAN – EXISTING POLICY LANGUAGE

The following text is existing language from the Polk County Comprehensive Plan that is being relied upon to implement the Fort Hill IAMP.

Section 2 – Goals and Policies

- **Agricultural Lands Goal 1:** To preserve and protect agricultural lands within Polk County.
- **Forest Lands Goal 1:** To conserve and protect, and encourage the management of forest lands for continued timber production, harvesting and related uses.
- **Public Facilities and Services Goal 1:** To develop a timely, orderly and efficient arrangement of public facilities and services to serve as framework for urban and rural development.
- **Urban Land Development Goal 1:** To protect agricultural land from urban expansion and random development through containment of urban growth.

Section 3 – Comprehensive Plan Map

- The Plan map describes all lands within Polk County in terms of the five Plan designations. These designations indicate which of the Plan's goal and policies apply to the different areas of the County. For areas designated "Agriculture," for example, the County has adopted three general goals and thirteen specific policies, designed to achieve these goals.

Transportation System Plan (TSP) Goals and Policies:

- **Policy 1-3** Polk County will discourage direct access from adjacent properties onto those highways designated as arterials whenever alternative access can be made available.
- **Policy 2-2** Polk County will notify ODOT of all proposals requiring access to a state highway, and any land use change or development within 500 feet of a state highway or 5,000 feet of a visual public use airport (10,000 feet at an instrument airport).
- **Policy 2-4** Polk County recognizes the function of Highway 18 and 22 as being critically important to a wide range of statewide, regional, and local users, and that these highways serve as the primary route linking the mid-Willamette Valley to the Oregon Coast, with links to Lincoln City and Tillamook.

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- **Policy 4-3** To prevent exceeding planned capacity of the transportation system, Polk County will consider road function, classification, and capacity as criteria for comprehensive plan map and zoning amendments/changes.

TSP Road Plan:

- **Table 1 - Functional Classifications - Arterials, Collectors, and Resource Roads - Polk County Road System**

ROAD TYPE/NAME	SEGMENT
Major Collectors	
Fort Hill Road	Yamhill County Line to Hwy.18

- **Major Collectors:** Provide service to any county seat not on an arterial route, to the larger towns not directly served by the higher systems, and to other traffic generators of equivalent intra-county importance, such as consolidated schools, shipping ports, county parks, important mining and agricultural areas, etc; link these places with nearby larger towns or cities, or with routes of higher classification; and serve the more important inter-county travel.

POLK COUNTY COMPREHENSIVE PLAN – PROPOSED NEW POLICY LANGUAGE

The following policy language is from the Fort Hill IAMP for adoption into the specified section of the Polk County Comprehensive Plan.

Polk County Transportation System Plan, Transportation Goals and Policies Section:

Goal 5: To protect the function and operation of the Fort Hill Road interchange facility and the local street network within the Interchange Area Management Plan (IAMP) area, and to ensure that changes to the planned land use system are consistent with protecting the long-term function of the interchange and the local street system.

- **Policy 5-1** To preserve interchange capacity for the next increment of community growth that is anticipated to occur beyond the 20-year planning horizon, Polk County has created a Fort Hill Interchange Overlay Zoning District. Within this Overlay Zone, Polk County has established regulations that provide additional protections for the interchange in addition to the underlying zoning district's requirements. Polk County supports amending the OHP to specify that the mobility performance standard for the Fort Hill Interchange is a v/c ratio of 0.70 where eastbound highway ramp traffic merges with traffic on the highway, 0.50 where westbound highway ramp traffic merges with traffic on the highway, and 0.35 at the ramp terminal intersections with the local road network.

- **Policy 5-2** Consistent with the Unincorporated Communities Plan element in the Polk County Comprehensive Plan, the County supports development in Fort Hill that retains its predominantly residential character, while enhancing the commercial and industrial opportunities in the community in accordance with the existing land use designations.

- **Policy 5-3** Polk County promotes the re-development of sites such as the Fort Hill Lumber Mill site to encourage rural industrial employment growth in unincorporated communities. Polk County recognizes the Fort Hill Road Interchange as critical to the feasibility of developing future industrial uses at this mill site.

- **Policy 5-4** Polk County is committed to preserving the capacity of the Fort Hill Road Interchange principally for the movement of industrial goods and workers to and from Fort Hill. Any proposal to change the Comprehensive Plan land use map within the Fort Hill IAMP Overlay Zone in a manner that would create additional trips from what is allowed within the current zoning and assumed in the IAMP must include a review of transportation impacts consistent with OAR 660-012-0060. This review must ensure that sufficient capacity would be reserved for development consistent with the planned land uses in the unincorporated rural community.

    - This review must give special consideration to the Fort Hill Lumber Mill site. If the lumber mill is in operation at the time when the Comprehensive Plan amendment proposal is made, the traffic produced by the mill site must be considered in the traffic impact analysis. If the lumber mill site is not in operation, the traffic impact analysis must reserve 210 trips for the PM peak hour for future industrial use at the Fort Hill Lumber Mill site. If use of the mill site is proposed for a use that is not industrial, no vehicle trips are reserved and the anticipated PM peak hour trips generated by the proposed use will be considered in the traffic impact analysis. This reservation of vehicle trips ensures sufficient interchange capacity for industrial operations at the lumber mill site in accordance with the need analysis included in the Fort Hill Interchange Area Management Plan.

    - Any proposal to change the Comprehensive Plan land use map within the IAMP Overlay Zone must include a finding that the change will not exceed the applicable mobility standards at the interchange. If future developments are shown to exceed mobility standards at the interchange, the change either shall not be allowed or the developer shall be held responsible for required improvements to bring the interchange operation in line with mobility standards.

- **Policy 5-5** Polk County supports land uses in the vicinity of the Fort Hill interchange consistent with the land use assumptions in the IAMP, and consistent with the stated function of the interchange as described in the IAMP.

    - Consistent with this policy, the County supports continued resource uses of land in the Fort Hill IAMP Overlay Zone in accordance with the agricultural, farm/forest, and forest comprehensive plan designations that currently exist in most of this area. A proposal to change the land use designations of resource land would require an exception to the Statewide Land Use Planning Goals 3 (Agricultural Lands) and Goal 4 (Forest Lands).

- **Policy 5-6** It is the policy of Polk County to improve highway operations and safety by supporting construction of public roads that provide reasonable alternate access. When reasonable alternate access is provided, Polk County supports eliminating direct highway

access. Whenever a property with an approach road to OR-18 that is within the Fort Hill Interchange Overlay Zone is affected by a land use action, the Polk County decision to authorize the land use action will include the following statement: "Construction of a public road eastward from the Fort Hill Interchange will provide reasonable alternate access to the land use authorized by this decision. Direct highway access will be eliminated when this road is constructed."

- **Policy 5-7** Polk County will provide notice to ODOT for any land use actions proposed within the IAMP management area.

- **Policy 5-8** The Fort Hill Interchange highway project provides improvements needed to accommodate land uses authorized in the 2007 Polk County Comprehensive Plan designations while operating OR-18/OR-22 consistent with applicable highway mobility standards. Proposed changes to the current plan designations within the section of highway evaluated by the "H.B. Van Duzer to Steel Bridge Road Refinement Plan" must evaluate the impacts to mobility at the Fort Hill Interchange.

- **Policy 5-9** If future changes to the land use designations or uses allowed in the IAMP management area initiated by any party (including Polk County, property owner, or private developer) would cause the adopted interchange mobility standards to be exceeded at the end of the planning period, the initiating party shall propose amendments to the IAMP and shall prepare a funding plan for ODOT and Polk County review. The funding plan shall address the provision of any required improvements to the Fort Hill Interchange. Proposed IAMP amendments shall be coordinated with ODOT and Polk County staff and the revised IAMP and funding plan shall be submitted to Polk County and the Oregon Transportation Commission for approval and adoption.

- **Policy 5-10** Polk County will support ODOT's authority to monitor and comment on any future actions that would amend the Fort Hill Rural Unincorporated Community boundary if that boundary change is within the IAMP management area.

POLK COUNTY COMPREHENSIVE PLAN – PROPOSED REVISION TO UPDATE THE TRANSPORTATION SYSTEMS PLAN

Explanatory Note: Table 9 of the Road Plan lists access management standards for state highways from the 1991 Oregon Highway Plan. These standards are no longer current and should be replaced with updated standards from OAR 734-051. These standards are being relied upon to implement the Fort Hill LAMP. This update will make the TSP consistent with revised standards in the Polk County Ordinance shown in the next section. Table 9, including footnotes 1-7 should be replaced with the following figure and tables:

Table 9A
Access Management Spacing Standards for
Private and Public Approaches on Statewide Highways[(1)(2)(3)(4)]
(OAR 734-051-0115)
(Measurement is in Feet)*

Posted Speed[(5)]	Rural Expressway **	Rural	Urban Expressway ** ***	Urban ***	STA
≥55	5280	1320	2640	1320	
50	5280	1100	2640	1100	
40 & 45	5280	990	2640	990	
30 & 35		770		720	(6)
≤25		550		520	(6)

NOTE: The numbers in superscript [(1)] refer to explanatory notes that follow Table 9C.
* Measurement of the approach road spacing is from center to center on the same side of the roadway.
** Spacing for Expressway at-grade intersections only. See the OHP for interchange spacing guidelines.
***These standards also apply to Commercial Centers.

Table 9B
Access Management Spacing Standards for
Private and Public Approaches on Regional Highways[(1)(2)(3)(4)]
(OAR 734-051-0115)
(Measurement is in Feet)*

Posted Speed[(5)]	Rural Expressway **	Rural	Urban Expressway ** ***	Urban ***	STA
≥55	5280	990	2640	990	
50	5280	830	2640	830	
40 & 45	5280	750	2640	750	
30 & 35		600		425	(6)
≤25		450		350	(6)

NOTE: The numbers in superscript [(1)] refer to explanatory notes that follow Table 9C.
* Measurement of the approach road spacing is from center to center on the same side of the roadway.
** Spacing for Expressway at-grade intersections only. See the OHP for interchange spacing guidelines.
***These standards also apply to Commercial Centers.

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Table 9C
Access Management Spacing Standards for
Private and Public Approaches on District Highways[1][2][3][4]
(OAR 734-051-0115)
(Measurement is in Feet)*

Posted Speed[5]	Rural Expressway **	Rural	Urban Expressway ** ***	Urban ***	STA
≥55	5280	700	2640	700	
50	5280	550	2640	550	
40 & 45	5280	500	2640	500	
30 & 35		400		350	[6]
≤25		400		350	[6]

NOTE: The numbers in superscript [1] refer to explanatory notes that follow Table 9C.
* Measurement of the approach road spacing is from center to center on the same side of the roadway.
** Spacing for Expressway at-grade intersections only. See the OHP for interchange spacing guidelines.
***These standards also apply to Commercial Centers.

Notes on Tables 9A, 9B, and 9C:

[1] These access management spacing standards are for unsignalized approaches only. Signal spacing standards supersede access management spacing standards for approaches.

[2] These access management spacing standards do not apply to approaches in existence prior to April 1, 2000 except as provided in OAR 734-051-0115(1)(c) and 734-051-0125(1)(c).

[3] For infill and redevelopment, see OAR 734-051-0135(4).

[4] For deviations to the designated access management spacing standards see OAR 734-051-0135.

[5] Posted (or Desirable) Speed: Posted speed can only be adjusted (up or down) after a speed study is conducted and that study determines the correct posted speed to be different than the current posted speed. In cases where actual speeds are suspected to be much higher than posted speeds, the Department reserves the right to adjust the access management spacing accordingly. A determination can be made to go to longer access management spacing standards as appropriate for a higher speed. A speed study will need to be conducted to determine the correct speed.

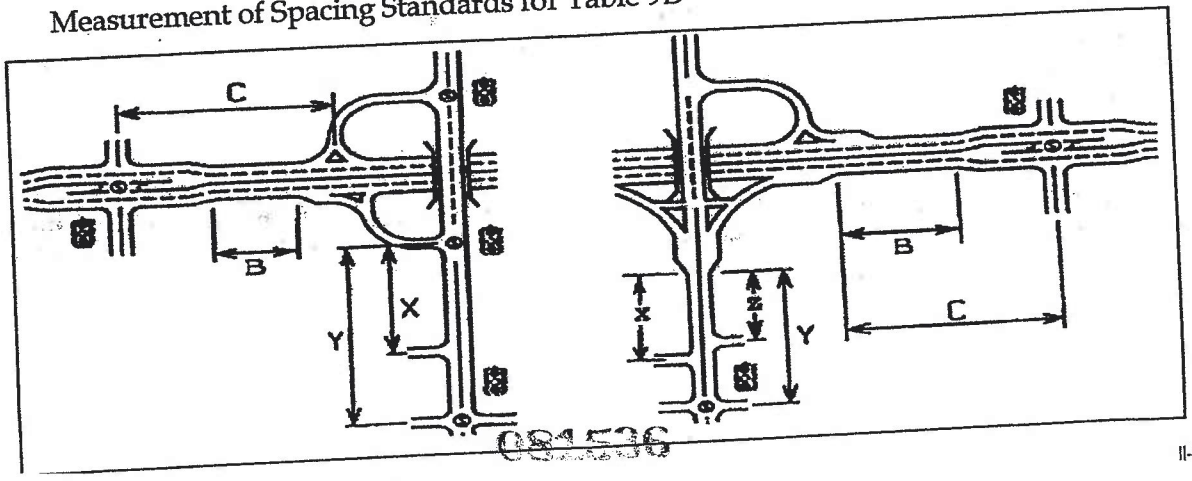
[6] Minimum access management spacing for public road approaches is the existing city block spacing or the city block spacing as identified in the local comprehensive plan. Public road connections are preferred over private driveways and in STAs driveways are discouraged. However, where driveways are allowed and where land use patterns permit, the minimum access management spacing for driveways is 175 feet (55 meters) or mid-block if the current city block spacing is less than 350 feet (110 meters).

Table 9D
Minimum Spacing Standards Applicable to Non-Freeway Interchanges with Two-Lane Crossroads
(OAR 734-051-0125)

Category of Mainline	Type of Area	Speed of Mainline	Spacing Dimension				
			B	C	X	Y	Z
Expressways, Statewide, Regional and District Highways	Fully Developed Urban*	45 mph (70 kph)	2640 ft (800 m)	1 mile (1.6 km)	750 feet (230 m)	1320 feet (400 m)	750 feet (230 m)
	Urban	45 mph (70 kph)	2640 ft (800 m)	1 mile (1.6 km)	1320 feet (400 m)	1320 feet (400 m)	990 feet (300 m)
	Rural	55 mph (90 kph)	1 mile (1.6 km)	2 miles (3.2 km)	1320 feet (400 m)	1320 feet (400 m)	1320 feet (400 m)

Notes:
1) If the crossroad is a state highway, these distances may be superseded by the Access Management Spacing Standards, providing the distances are greater than the distances listed in the above table.
2) No four-legged intersections may be placed between ramp terminals and the first major intersection.
3) No application shall be accepted where an approach would be aligned opposite a freeway or expressway ramp terminal (OAR 734-051-0070(4)(a)).
4) Use four-lane crossroad standards for urban and suburban locations that are documented to be widened in a Transportation System Plan or corridor plan.
5) No at-grade intersections are allowed between interchanges less than 5 miles apart.
B = Distance between the start and end of tapers
C = Distance between nearest at-grade and ramp terminal intersections or the end/start of the taper section
X = Distance to the first approach on the right; right in/right out only
Y = Distance to first intersections where left turns are allowed
Z = Distance between the last right in/right out approach road and the start of the taper for the on-ramp
* Fully Developed Urban Interchange Management Area: Occurs when 85% or more of the parcels along the influence area are developed at urban densities and many have driveways connecting to the crossroad. See the definition in the 1999 Oregon Highway Plan.

Measurement of Spacing Standards for Table 9D



POLK COUNTY ZONING ORDINANCE – EXISTING CODE LANGUAGE

The following is existing language from the Polk County Zoning Ordinance that is being used to implement the Fort Hill IAMP.

111.245 Notice of Type A Procedure

(B) Notice shall be mailed to the Oregon Department of Transportation for any land use change or development requiring County review and approval which requires direct access to a state highway or which is located within 500 feet of a state highway or within 5,000 feet of a visual public use airport (10,000 feet at an instrument airport).

111.275 Zone Change Criteria. Pursuant to Section 111.160, a zone change may be approved, provided that the request satisfies all applicable requirements of this ordinance, and provided that with written findings, the applicant(s) clearly demonstrate compliance with the following criteria:

(A) The proposed zone is appropriate for the comprehensive plan land use designation on the property and is consistent with the purpose and policies for the applicable comprehensive plan land use classification;

Chapter 115 Comprehensive Plan Amendments

115.050 Criteria for Non-legislative Plan Amendments. A non-legislative plan amendment may be approved provided that the request is based on substantive information providing a factual basis to support the change. It is the applicant's responsibility to provide the information necessary to determine if the request meets the pertinent criteria.

(A) Amendments to the Comprehensive Plan Map must meet one or more of the following criteria:

(1) The Comprehensive Plan designation is erroneous and the proposed amendment would correct the error; or

(2) The Comprehensive Plan Designation is no longer appropriate due to changing conditions in the surrounding area; and

(3) The purpose of the Comprehensive Plan will be carried out through approval of the proposed Plan Amendment based on the following:

(a) Evidence that the proposal conforms to the intent of relevant goals and policies in the Comprehensive Plan and the purpose and intent of the proposed land use designation.

(b) Compliance with Oregon Revised Statutes, statewide planning goals and related administrative rules which applies to the particular property(s) or situations. If an exception to one or more of the goals is necessary, the exception criteria in Oregon Administrative Rules, Chapter 660, Division 4 shall apply; and

(c) Compliance with the provisions of any applicable intergovernmental agreement pertaining to urban growth boundaries and urbanizable land.

Chapter 136 – EFU Zoning District

136.010 Purpose. The purpose and intent of the Exclusive Farm Use (EFU) Zoning District is to conserve agricultural lands, consistent with the Goals and Policies of the Polk County Comprehensive Plan. This objective is achieved by establishing clear standards for the use and development of designated agricultural lands.

The Exclusive Farm Use Zoning District will be applied to lands defined as "agricultural lands" by Oregon Administrative Rule (OAR) 660-33-020(1). Within the Exclusive Farm Use Zoning District, the use and development of land is subject to review and authorization as provided by Polk County's land use regulations and as may further be indicated in State and federal laws.

136.050 Conditional Uses [OAR 660-33-130]. The following uses may be approved, subject to compliance with the procedures and criteria under Chapter 119, applicable state and federal regulations, and other specific criteria as may be indicated:

(P) *Construction of Additional Passing and Travel Lanes [ORS 215.283(2)(q)]*, requiring the acquisition of right-of-way, but not resulting in the creation of new parcels, subject to compliance with Section 136.060.

(R) *Improvements to Existing Public Road and Highway Related Facilities [ORS 215.283(2)(s)]*, such as maintenance yards, weigh stations and rest areas, where additional property or right-of-way is required but not resulting in the creation of new parcels, subject to compliance with Section 136.060.

(S) *Transportation Facilities [ORS 215.283(3)(b)]*. The following transportation facilities may be established:

(4) Replacement of an intersection with an interchange;

(6) New access roads or collectors consistent with OAR 660-012-0065(3)(g) (i.e., where the function of the road is to reduce local access to or local traffic on a state highway). These roads shall be limited to two travel lanes. Private access and intersections shall be limited to rural needs or provide adequate emergency access.

Chapter 138 – Farm/Forest Zoning District

138.010 Purpose. The Farm/Forest (F/F) Zone is designed to provide for the full range of agricultural and forest uses for such lands, while providing for the maximum property tax benefits available (e.g. farm use assessment, timber tax treatment, open space deferral etc.) and conformity with the Farm/Forest objectives and policies of the Polk County Comprehensive Plan.

138.060 Conditional Uses. Based on the determination of predominant use of tract in accordance with Section 138.020, the following conditional uses may be approved, subject to compliance with the procedures and criteria under Chapter 119, general review standards under Section 138.070, applicable state and federal regulations, and other specific criteria as may be indicated:

(A) Farm Land Tract - Conditional Uses

Uses permitted as conditional uses on a tract which is predominantly in farm use are those uses allowed in the Exclusive Farm Use (EFU) Zoning District, described in Section 136.050 of the Polk County Zoning Ordinance.

(B) Forest Land Tract - Conditional Uses

Uses permitted as conditional uses on a tract which is predominantly in forest use are those uses allowed in the Timber Conservation (TC) Zoning District, described in Section 177.040 of the Polk County Zoning Ordinance.

POLK COUNTY ZONING ORDINANCE – PROPOSED NEW AND REVISED CODE LANGUAGE

This section contains new and/or revised language to be added to the Polk County Zoning Ordinance in order to implement the IAMP. New language is shown in double-underlined text and deleted language is shown in ~~strikethrough~~ text.

Chapter 111 Administration and Procedures

111.235 Special Transportation Notification

(A) Polk County will provide ODOT notification to ensure that ODOT is involved as early as possible in the assessment of any redevelopment or new development proposal within the Rickreall community with a trip generation potential that significantly exceeds the trip generation assumptions for the Rickreall community adopted into the Polk County TSP as part of the Rickreall Junction Facility Plan. The ODOT contact for any such development shall be the ODOT Area 3 Planner.

(B) Polk County will provide ODOT notification to ensure that ODOT is involved as early as possible in the assessment of any redevelopment or new development proposal within the Fort Hill IAMP Overlay Zone with a trip generation potential that significantly exceeds the trip generation assumptions used for the Fort Hill IAMP. The ODOT contact for any such development shall be the ODOT Area 3 Planner.

Chapter 112 Development Standards

112.175 Access onto Arterials

(A) The number of access points onto arterial roads from any development shall be minimized whenever possible through the use of driveways common to more than one development, and interior circulation design, including frontage or marginal access roads, which further this requirement. Generally, no ~~driveway or County~~ private or public road access will be permitted onto the rural portions of State Highways 18, 22, 51, 99W, 221, and 223 unless the ~~following~~ standards in Tables 9A-9D below are met:

(B) Access onto arterials will require the approval, through the permit process, from the Oregon Department of Transportation. The applicant(s) will need to follow ODOT's construction requirements for that portion of the access within state-owned right-of-way.

(C) Where property, such as a reverse frontage lot, is located abutting a county or public use road, and a state highway, the preferred access will be onto the county or public use road.

~~State Highway Access Distance~~

~~Access Type~~	~~Distance From Nearest Access Point~~					
	~~Hwy 18~~	~~Hwy 22~~	~~Hwy 51~~	~~Hwy 99W~~	~~Hwy 221~~	~~Hwy 223~~
~~Driveway~~	~~1,200 feet[1]~~	~~1,200 feet~~	~~500 feet~~	~~1,200 feet~~	~~500 feet~~	~~300 feet~~
~~County or Public Use Road~~	~~1-3 miles~~	~~1-3 miles~~	~~.5 mile~~	~~1 mile~~	~~.5 mile~~	~~.25 mile~~

~~[1]Right turn only access permitted~~

Note: The following tables from OAR 734-051 should replace the table above.

Table 9A
Access Management Spacing Standards for
Private and Public Approaches on Statewide Highways[1][2][3][4]
(OAR 734-051-0115)
(Measurement is in Feet)*

Posted Speed[5]	Rural Expressway **	Rural	Urban Expressway ** ***	Urban ***	STA
≥55	5280	1320	2640	1320	
50	5280	1100	2640	1100	
40 & 45	5280	990	2640	990	
30 & 35		770		720	[6]
≤25		550		520	[6]

NOTE: The numbers in superscript [1] refer to explanatory notes that follow Table 9C.
* Measurement of the approach road spacing is from center to center on the same side of the roadway.
** Spacing for Expressway at-grade intersections only. See the OHP for interchange spacing guidelines.
***These standards also apply to Commercial Centers.

Table 9B
Access Management Spacing Standards for
Private and Public Approaches on Regional Highways[1][2][3][4]
(OAR 734-051-0115)
(Measurement is in Feet)*

Posted Speed[5]	Rural Expressway **	Rural	Urban Expressway ** ***	Urban ***	STA
≥55	5280	990	2640	990	
50	5280	830	2640	830	
40 & 45	5280	750	2640	750	
30 & 35		600		425	[6]
≤25		450		350	[6]

NOTE: The numbers in superscript [1] refer to explanatory notes that follow Table 9C.
* Measurement of the approach road spacing is from center to center on the same side of the roadway.
** Spacing for Expressway at-grade intersections only. See the OHP for interchange spacing guidelines.
***These standards also apply to Commercial Centers.

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Table 9C
Access Management Spacing Standards for
Private and Public Approaches on District Highways[1][2][3][4]
(OAR 734-051-0115)
(Measurement is in Feet)*

Posted Speed[5]	Rural Expressway **	Rural	Urban Expressway ** ***	Urban ***	STA
≥55	5280	700	2640	700	
50	5280	550	2640	550	
40 & 45	5280	500	2640	500	
30 & 35		400		350	[6]
≤25		400		350	[6]

NOTE: The numbers in superscript [1] refer to explanatory notes that follow Table 9C.
* Measurement of the approach road spacing is from center to center on the same side of the roadway.
** Spacing for Expressway at-grade intersections only. See the OHP for interchange spacing guidelines.
***These standards also apply to Commercial Centers.

Notes on Tables 9A, 9B, and 9C:

[1] These access management spacing standards are for unsignalized approaches only. Signal spacing standards supersede access management spacing standards for approaches.

[2] These access management spacing standards do not apply to approaches in existence prior to April 1, 2000 except as provided in OAR 734-051-0115(1)(c) and 734-051-0125(1)(c).

[3] For infill and redevelopment, see OAR 734-051-0135(4).

[4] For deviations to the designated access management spacing standards see OAR 734-051-0135.

[5] Posted (or Desirable) Speed: Posted speed can only be adjusted (up or down) after a speed study is conducted and that study determines the correct posted speed to be different than the current posted speed. In cases where actual speeds are suspected to be much higher than posted speeds, the Department reserves the right to adjust the access management spacing accordingly. A determination can be made to go to longer access management spacing standards as appropriate for a higher speed. A speed study will need to be conducted to determine the correct speed.

[6] Minimum access management spacing for public road approaches is the existing city block spacing or the city block spacing as identified in the local comprehensive plan. Public road connections are preferred over private driveways and in STAs driveways are discouraged. However, where driveways are allowed and where land use patterns permit, the minimum access management spacing for driveways is 175 feet (55 meters) or mid-block if the current city block spacing is less than 350 feet (110 meters).

Table 9D
Minimum Spacing Standards Applicable to Non-Freeway Interchanges with Two-Lane Crossroads
(OAR 734-051-0125)

Category of Mainline	Type of Area	Speed of Mainline	Spacing Dimension				
			B	C	X	Y	Z
Expressways, Statewide, Regional and District Highways	Fully Developed Urban*	45 mph (70 kph)	2640 ft (800 m)	1 mile (1.6 km)	750 feet (230 m)	1320 feet (400 m)	750 feet (230 m)
	Urban	45 mph (70 kph)	2640 ft (800 m)	1 mile (1.6 km)	1320 feet (400 m)	1320 feet (400 m)	990 feet (300 m)
	Rural	55 mph (90 kph)	1 mile (1.6 km)	2 miles (3.2 km)	1320 feet (400 m)	1320 feet (400 m)	1320 feet (400 m)

Notes:
1) If the crossroad is a state highway, these distances may be superseded by the Access Management Spacing Standards, providing the distances are greater than the distances listed in the above table.
2) No four-legged intersections may be placed between ramp terminals and the first major intersection.
3) No application shall be accepted where an approach would be aligned opposite a freeway or expressway ramp terminal (OAR 734-051-0070(4)(a)).
4) Use four-lane crossroad standards for urban and suburban locations that are documented to be widened in a Transportation System Plan or corridor plan.
5) No at-grade intersections are allowed between interchanges less than 5 miles apart.
B = Distance between the start and end of tapers
C = Distance between nearest at-grade and ramp terminal intersections or the end/start of the taper section
X = Distance to the first approach on the right; right in/right out only
Y = Distance to first intersections where left turns are allowed
Z = Distance between the last right in/right out approach road and the start of the taper for the on-ramp
* Fully Developed Urban Interchange Management Area: Occurs when 85% or more of the parcels along the influence area are developed at urban densities and many have driveways connecting to the crossroad. See the definition in the 1999 Oregon Highway Plan.

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Highway Classification for State Highways in Polk County

Classification	Highway	Segment
Statewide Expressways	OR-22 Willamina-Salem Highway	MP 12.72 - 25.96 (Marion/Polk County line)
	OR-18 Salmon River Highway	MP 18.78 - 29.76 (Polk/Yamhill County line)
Statewide Freight Routes	OR-22 Willamina-Salem Highway	MP 0.00 to 12.72
	OR-18--Salmon River Highway--	MP 14.90 to MP 18.78 (Tillamook/Polk County Line)
Freight Route on a Regional or District Highway	OR-99W	Entire segment within Polk County
Regional Highways	OR-22 Three Rivers Highway	Entire segment within Polk County
	OR-221 Salem-Dayton Highway	MP 9.26 to 10.98 (Polk/Yamhill County Line)
District Highways	OR-221 Salem-Dayton Highway	MP 0.00 to 9.26
	OR-223 Dallas-Rickreall Highway	Entire segment within Polk County
	OR-223 Kings Valley Highway	Entire segment within Polk County
	OR-51 Independence Highway	Entire segment within Polk County
	OR-194 Monmouth Highway	Entire segment within Polk County
	OR-18B Willamina-Sheridan Highway	Entire segment within Polk County

Chapter 184 Limited Use Overlay Zone

184.010.Purpose and Intent
184.020.Application
184.030.Allowable Uses
184.040.Procedures
184.050.Applicable Standards
184.100. Rickreall Interchange Management Area Overlay Zone
184.200 Fort Hill Interchange Area Management Overlay Zone

Explanatory Note: Two alternatives for the Fort Hill Interchange Overlay Zone are presented here for consideration by the County.

184.200 FORT HILL INTERCHANGE AREA MANAGEMENT OVERLAY ZONE (ALTERNATIVE A)

184.210 PURPOSE AND INTENT

The purpose of the Fort Hill Interchange Area Management Overlay Zone is to ensure that the Fort Hill Interchange and OR-18 function consistent with highway mobility needs, future use of the highway for direct property access is reduced consistent with the highway's classification as an expressway, and continued industrial use of the Fort Hill Lumber Mill site is encouraged.

184.220 APPLICATION

The Overlay Zone applies to properties within the planning area map for the Interchange Area Management Plan as shown in the Polk County Transportation System Plan.

184.230 PERMITTED USES

All uses of land already zoned as described in Chapter 136, Chapter 138 and 177 are permitted as set forth in those chapters except as set forth in Section 184.240. All uses permitted in all underlying zoning districts are subject to the provisions of Section 184.250.

184.240 PROHIBITED USES

(A) The following uses are prohibited in the Fort Hill Interchange Overlay Zone when the underlying zoning otherwise would permit the uses in Chapter 136:

1. Dog Kennels
2. Destination Resorts
3. Composting operations
4. Golf Courses

(B)The following uses are prohibited in the Fort Hill Interchange Overlay Zone when the underlying zoning otherwise would permit the uses in Chapter 138:

1. Dog Kennels
2. Destination Resorts
3. Composting operations
4. Golf Courses

(C)The following uses are prohibited in the Fort Hill Interchange Overlay Zone when the underlying zoning otherwise would permit the uses in Chapter 177:

1. Dog Kennels
2. Destination Resorts
3. Composting operations
4. Golf Courses

184.250 DEVELOPMENT STANDARDS

In addition to the standards applicable in all underlying zones, the following requirements apply to land uses in the Fort Hill Overlay Zone:

1. Approach roads created after construction of the Fort Hill Interchange shall be located at least 1,320 feet from the interchange ramp as measured along public roads from the nearest ramp intersection. Where property dimensions do not allow such separation, approach roads shall be constructed as far from the interchange ramp as feasible.
2. Land use designations may be changed only when it is demonstrated that the new land use designation will not cause the Fort Hill Interchange to function at conditions worse than the mobility standards adopted by the Oregon Transportation Commission.
3. Land use designations may be changed only when it is demonstrated that the provisions of Polk County Comprehensive Plan Policy 5-4, 5-5, 5-6, 5-7, 5-8, 5-9 and 5-10 have been met:

184.200 FORT HILL INTERCHANGE AREA MANAGEMENT OVERLAY ZONE (ALTERNATIVE B)

184.210 PURPOSE AND INTENT

The purpose of the Fort Hill Interchange Area Management Overlay Zone is to ensure that the Fort Hill Interchange and OR-18 function consistent with highway mobility needs, future use of the highway for direct property access is reduced consistent with the highway's classification as an expressway, and continued industrial use of the Fort Hill Lumber Mill site is encouraged.

184.220 APPLICATION

The Overlay Zone applies to properties within the planning area map for the Interchange Area Management Plan as shown in the Polk County Transportation System Plan.

184.230 DEVELOPMENT STANDARDS

Approach roads under the jurisdiction of ODOT must comply with ODOT permit requirements and are exempt from the provisions of this section. In addition to the standards applicable in all underlying zones, the following requirements apply within the Fort Hill Overlay Zone:

1. Approach roads created after construction of the Fort Hill Interchange shall be located at least 1,320 feet from the interchange ramp as measured along public roads from the nearest ramp intersection. Where property dimensions do not allow such separation, approach roads shall be constructed as far from the interchange ramp as feasible.
2. A Polk County Approach Road permit shall be obtained before any new public or private connection providing vehicle access to and/or from a public road can be constructed or used.
3. Polk County Approach Road permits to properties regulated by Chapter 136, Chapter 137 and/or Chapter 177 shall contain wording that "access is limited to the production and transportation of agricultural and forest products and for residential purposes only."
4. A new approach road permit shall be required by Polk County in any of the following circumstances:
    a. A change in the comprehensive plan or zoning designation is proposed;
    b. An approach road in an area otherwise regulated by Chapter 136, Chapter 138 or Chapter 177 is proposed for use in a manner not authorized through Chapter 184.230(3).
    c. A use of property is to be re-established after a discontinuance of two years or more;
    d. The character of traffic using the approach road is changed;

e. Site traffic volume increases or is expected to increase by more than 250 average daily vehicle trips or 25 peak hour trips;
f. Site traffic volume by vehicles exceeding 20,000 pound gross vehicle weight increases by 10 vehicles or more per day;
g. Operational problems exist or are anticipated; or
h. Safety issues result or can be anticipated through an evaluation of sight distance, crash history, site observation, or other analysis of traffic conditions.

5. Polk County shall determine whether the type, number, size and location of approach roads are adequate to serve the volume and type of traffic reasonably anticipated to enter and exit the property based upon the proposed use of the property.
6. Polk County may require improvements on the public road or on the subject property to address existing or anticipated operational or safety problems that would result from construction or use of the approach road.
7. Land use designations may be changed only when it is demonstrated that the uses in the new land use designation will not cause the Fort Hill Interchange to function at conditions worse than the mobility standards adopted by the Oregon Transportation Commission.
8. Land use designations may be changed only when it is demonstrated that the provisions of Polk County Comprehensive Plan Policy 5-4, 5-5, 5-6, 5-7, 5-8, 5-9 and 5-10 have been met:

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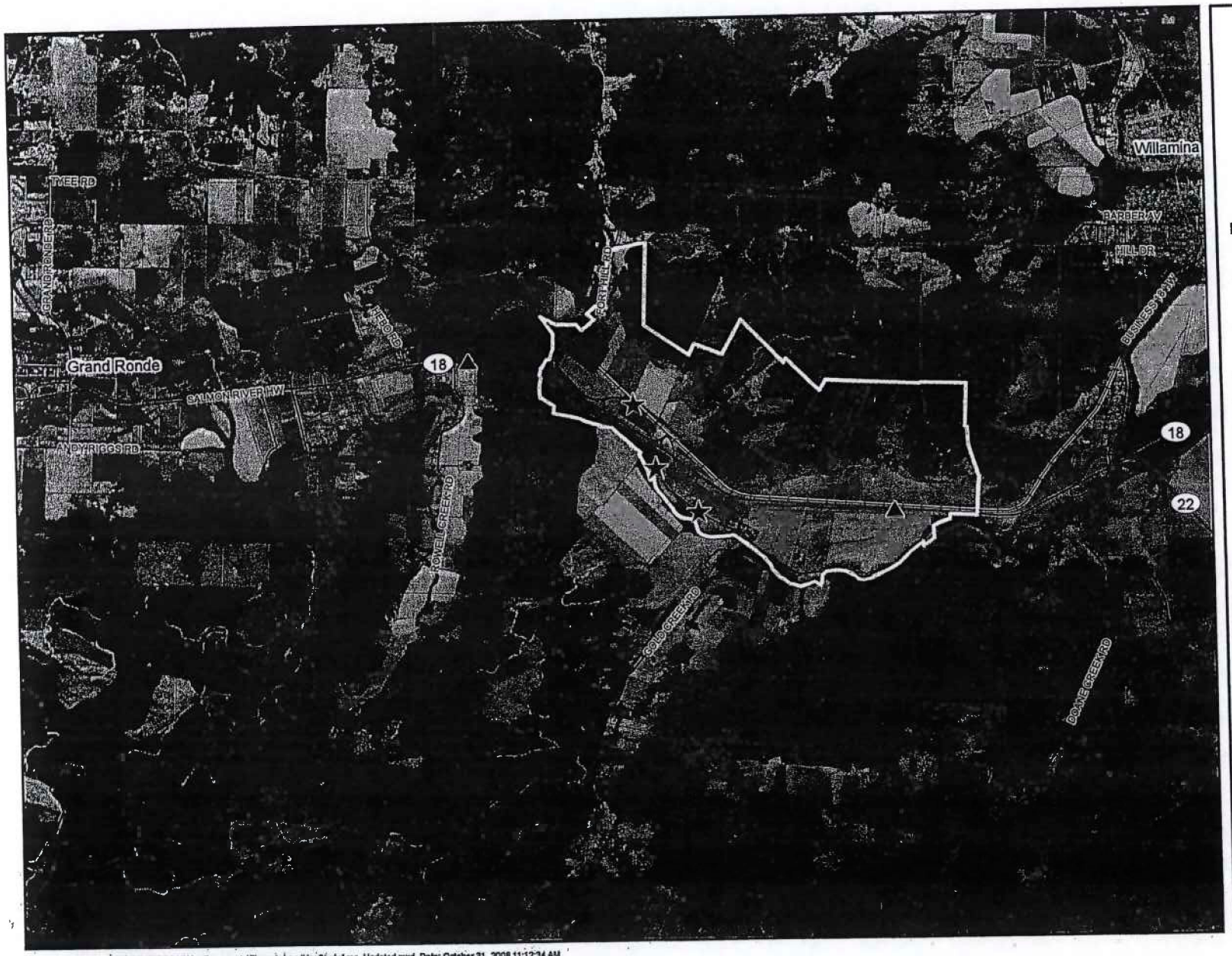

Figure 1

Interchange Management Area Fort Hill IAMP

Polk County, Oregon

Legend

- ▲ Minimum Distance From Interchange To Nearest Access Or Highway (1 Mile)
- ★ Minimum Distance From Interchange Ramp Terminal To Nearest Access On Local Road (1/4 Mile Or 1,320 Feet)
- Proposed Roadway Alignment
- Highways and Roads
- Railroad
- Interchange Management Area
- Property Lines
- Fort Hill Unincorporated Rural Community

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Miles

CH2MHILL

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Oregon
Theodore R. Kulongoski, Governor

Department of Transportation
Corvallis Office
3700 SW Philomath Blvd.
Corvallis, OR 97333-1147
Telephone 541.757.4211
Fax 541.757.4290

September 26, 2007

Jerry Sorte, Senior Planner
Polk County Community Development
850 Main Street
Dallas, OR 97338

Subject: Fort Hill IAMP

Dear Mr. Sorte:

The Oregon Department of Land Conservation and Development (DLCD) submitted comments on the proposed plan amendment to establish a Fort Hill Interchange Area Management Plan (IAMP). The Oregon Department of Transportation (ODOT) believes that some modification to the IAMP is appropriate. Attached to this letter are changes to the IAMP supported by ODOT. I have provided modified language in an italicized, blue format.

While addressing DLCD's concerns, I noticed that the IAMP needed information about the functional classification of Yamhill River Road. I also added a sentence in Proposed Policy 5-1 to establish the relationship between the IAMP study area and the overlay zone. This was already stated in the proposed Overlay Zone, but seems appropriate in a plan policy as well.

Please give me a call if you have any questions.

Yours truly,

John G. deTar
Senior Region Planner

Email copies to:

Matt Crall, DLCD
Erik Havig, ODOT
Gary Fish, DLCD
Bob Cortright, DLCD
Doug White, DLCD

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PROPOSED CHANGE BEGINNING PAGE I-5

Interchange Function

Generally, an interchange is defined as the junction of two or more roads at different elevations through a system of connections that separate the roads to permit movements to occur without crossing the streams of traffic. The functions of the interchange are established by the functions of the connecting roads. The Fort Hill Interchange is a component of OR-18, a Statewide Expressway Highway. As a component, the interchange's primary function is to provide for inter-urban and inter-regional mobility between places that are not served by Interstate Highways. The interchange provides for this primary function by minimizing the conflicts between through traffic on the highway and the movement of vehicles entering, exiting or crossing the highway. The interchange's secondary function is to allow for the safe movement of goods and people between the two roadways in a manner that does not conflict with the primary purpose. Provided that primary and secondary functions are not adversely affected, the interchange also serves the function to provide for safe travel between the land uses south of the Salmon River Highway and those lying north of the highway without having to use the highway.

The *Oregon Highway Plan (OHP) classifies the* Salmon River Highway (OR-18) as a statewide highway. According to the OHP, the primary function of a statewide highway is to "provide inter-urban and inter-regional mobility and provide connections to larger urban areas, ports, and major recreation areas that are not directly served by interstate highways. A secondary function is to provide connections for intra-urban and intra-regional trips" (OHP, p. 40).

The OHP also has designated the segment of OR-18 within the IAMP area as an expressway. Expressways are defined by the OHP as "complete routes or segments of highways…that provide for safe and efficient high speed and high-volume traffic movements" (OHP, p. 42). Expressways characteristically:

- Discourage private access
- Provide strict control over public road connections
- Discourage traffic signals
- Encouraging nontraversible medians
- Prohibit parking

Fort Hill Road and Yamhill River Road are owned and maintained by Polk County. *The Polk County Transportation System Plan (TSP) classifies Fort Hill Road as a major collector.* According to the TSP, the function of collector roads is to provide a connection for local traffic to reach the arterial or highway system. *Yamhill River Road is included in a special subset of the Rural Local Road system known as Resource Roads. A Resource Road's function is to provide access to agricultural and timber roadways, facilitate the movement of goods and services, and to provide a connection between resource areas and the principal and minor arterials. As a Rural Local Road, its purpose is to provide for property access and to provide service to travel over relatively short distances as compared to collectors or other higher systems.*

Much of the area surrounding the Fort Hill interchange is rural. Highway approaches are mostly private driveways or at-grade intersections. The Wallace Bridge interchange to the east, a rural non-freeway interchange, is the exception. The primary land uses and zoning in the vicinity of the proposed interchange are exclusive farm use (EFU), farm/forest, and forest, with some commercial, residential, and industrial use in the vicinity of Fort Hill Road and Yamhill River Road.

The Polk County Comprehensive Plan shows that similar future uses are projected for this area, with the majority of the area designated for farm forest or agricultural use, and with commercial,

industrial, and residential uses in the vicinity of the existing Fort Hill Road and Yamhill River Road. Refer to Appendix A for a more detailed description of these land uses.

The interchange will improve connections between the highway and the local street network serving the Fort Hill rural community. *The interchange will be used to support the development that is authorized in the Polk County Comprehensive Plan rather than as the basis to encourage rezoning of property for uses that generate greater volumes of traffic than planned by the IAMP and the land use designations in Polk County's 2007 Comprehensive Plan.* The IAMP provides land use and transportation management policies that ensure that future demand on the interchange will be consistent with planned land uses and will not outpace the improvements that have been designed.

PROPOSED CHANGE BEGINNING PAGE I-25

Land Use

Policies

- It is the County's policy to encourage retention of rural industrial employment in unincorporated communities by providing for re-development of sites such as the Fort Hill Lumber Mill site should they cease to be used for wood processing.[1] Oregon Law (ORS 197.719) addresses redevelopment of abandoned or diminished mill sites for industrial use. The Fort Hill Road Interchange is critical to any future re-use of the Fort Hill Lumber Mill site for industrial purposes. The County is committed to preserving capacity at the Fort Hill Road Interchange for the movement of industrial goods and workers to and from the mill site. Any land use application *to change the Comprehensive Plan land use map or the zoning map, or to change the allowable uses* in the IAMP study area that would generate more vehicle trips than allowed within the current zoning and assumed in the IAMP must include an analysis of transportation impacts as required by OAR-660-012-0060. Special consideration to the Fort Hill Lumber Mill site will be provided as part of any such analysis as described below to ensure that interchange capacity continues to exist to allow for future industrial use of the property:
  - If the lumber mill is in operation at the time when the Comprehensive Plan amendment proposal is made, the traffic produced by the site must be considered in the traffic impact analysis.
  - If the lumber mill site is not in operation, the traffic impact analysis must reserve 210 trips for the p.m. peak hour for future industrial use at the 23.8-acre site.[2]
  - If use of the mill site is proposed for non-industrial purposes, the design hour vehicle trips expected for the use will be used in any TIA that evaluates the affect of the development on interchange operations.
- Consistent with the Unincorporated Communities Plan element in the Polk County Comprehensive Plan, the County supports development in Fort Hill that retains its predominantly residential character, while enhancing the commercial and industrial opportunities in the community and in accordance with the existing land use designations. It is the County's policy to preserve capacity at the Fort Hill Interchange for the future development of Fort Hill, as currently planned for in the Comprehensive Plan land use map *and zoning map*. Any proposal to change the Comprehensive Plan land use map *or the zoning map, or to change the allowable uses* within the IAMP study area that would create additional trips from what is allowed within the

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[1] There is currently no adopted policy language in the Polk County Comprehensive Plan that specifically addresses re-development of this mill site. This proposed language should be reviewed by the County to ensure that it is consistent with the intent of the County regarding industrial re-development in the vicinity of the proposed interchange. There is adopted policy allowing rural industrial use inside unincorporated communities (Economic Development Policy 4.3), but the proposed policy is more active ("encourage"), rather than passive ("allow"). If this suggested policy language is adopted, economic development policies should be updated to be consistent with the proposed language suggested in this section.

[2] As per *Trip Generation, 7th Edition,* Institute of Transportation Engineers, Land Use Code 130 (Industrial Park). The directional distribution for this use during the p.m. peak hour is 21% entering, 79% exiting. All trips were assumed to use the Fort Hill interchange. This calculation assumes 8.84 trips per acre in the PM peak hour and that the entire 23.8 acres is developable.

current zoning and assumed in the IAMP must include a review of transportation impacts consistent with OAR 660-012-0060. This review must ensure that sufficient capacity would be reserved for development consistent with the planned land uses in the unincorporated rural community. Any proposal to change the Comprehensive Plan land use must include a finding that the change will not exceed the applicable mobility standards at the interchange. If future developments are shown to exceed mobility standards at the interchange, the change either shall not be allowed or the developer shall be held responsible for required improvements to bring the interchange operation in line with mobility standards.

- The County supports land uses in the vicinity of the Fort Hill interchange consistent with the land use assumptions in the IAMP, and consistent with the stated function of the interchange as described in the IAMP. Consistent with this policy, the County supports continued resource uses of land in the Fort Hill interchange study area in accordance with the agricultural, farm/forest, and forest comprehensive plan designations that currently exist in most of this area. A proposal to change the land use designations of resource land would require an exception to the Statewide Land Use Planning Goals 3 (Agricultural Lands) and Goal 4 (Forest Lands).

- ODOT and Polk County support land uses in the vicinity of the Fort Hill interchange consistent with the Polk County Comprehensive Plan and with the stated function of the interchange as described in the IAMP. Approach permits and reservations for approaches for resource and residential parcels permitted by ODOT will contain wording that "access is limited to the production and transportation of agricultural products and for residential purposes only." Polk County has created a Fort Hill IAMP Overlay Zone to provide additional protections for the interchange.

- It is the policy of Polk County to improve highway operations and safety by supporting construction of public roads that provide reasonable alternate access. When reasonable alternate access is provided, Polk County supports eliminating direct highway access. Whenever a property with an approach road to OR-18 that is within the Fort Hill Interchange Overlay Zone is affected by a land use action, the Polk County decision to authorize the land use action will include the following statement: "Construction of a public road eastward from the Fort Hill Interchange will provide reasonable alternate access to the land use authorized by this decision. Direct highway access will be eliminated when this road is constructed." This policy applies to property between the Fort Hill Interchange and the Willamina/Wallace Bridge Interchange that has an approach road to OR-18.

- The Fort Hill Interchange highway project provides improvements needed to accommodate land uses authorized in the 2007 Polk County Comprehensive Plan designations while operating OR-18/OR-22 consistent with applicable highway mobility standards. Proposed changes to the current plan designations within the section of highway evaluated by the "H.B. Van Duzer to Steel Bridge Road Refinement Plan" must evaluate the impacts to mobility at the Fort Hill Interchange.

- The County will provide notice to ODOT for any land use actions proposed within the IAMP management area.

- If future changes to the land use designations or uses allowed in the IAMP management area initiated by any party (including Polk County, property owner, or private developer) would cause the adopted interchange mobility standards to be exceeded at the end of the planning period, the initiating party shall propose amendments to the IAMP and shall prepare a funding plan for ODOT and Polk County review. The funding plan shall address the provision of any required improvements to the Fort Hill Interchange. Proposed IAMP amendments shall be coordinated

with ODOT and Polk County staff and the revised IAMP and funding plan shall be submitted to Polk County and the Oregon Transportation Commission for approval and adoption.

- ODOT will monitor and comment on any future actions that would amend the Fort Hill Rural Unincorporated Community boundary if that boundary change is within the IAMP management area.

PROPOSED CHANGES TO APPENDIX H

POLK COUNTY COMPREHENSIVE PLAN – PROPOSED NEW POLICY LANGUAGE
The following policy language is from the Fort Hill IAMP for adoption into the specified section of the Polk County Comprehensive Plan.

Polk County Transportation System Plan, Transportation Goals and Policies Section:

Goal 5: To protect the function and operation of the Fort Hill Road interchange facility and the local street network within the Interchange Area Management Plan (IAMP) area, and to ensure that changes to the planned land use system are consistent with protecting the long-term function of the interchange and the local street system.

- **Policy 5-1** To preserve interchange capacity for the next increment of community growth that is anticipated to occur beyond the 20-year planning horizon, Polk County has created a Fort Hill Interchange Overlay Zoning District. *This Overlay Zoning District includes all land within the Fort Hill Interchange Area Management Plan study area, as shown in the IAMP.* Within this Overlay Zone, Polk County has established regulations that provide additional protections for the interchange in addition to the underlying zoning district's requirements. Polk County supports amending the OHP to specify that the mobility performance standard for the Fort Hill Interchange is a v/c ratio of 0.70 where eastbound highway ramp traffic merges with traffic on the highway, 0.50 where westbound highway ramp traffic merges with traffic on the highway, and 0.35 at the ramp terminal intersections with the local road network.

- **Policy 5-2** Consistent with the Unincorporated Communities Plan element in the Polk County Comprehensive Plan, the County supports development in Fort Hill that retains its predominantly residential character, while enhancing the commercial and industrial opportunities in the community in accordance with the existing land use designations.

- **Policy 5-3** Polk County promotes the re-development of sites such as the Fort Hill Lumber Mill site to encourage rural industrial employment growth in unincorporated communities. Polk County recognizes the Fort Hill Road Interchange as critical to the feasibility of developing future industrial uses at this mill site.

- **Policy 5-4** Polk County is committed to preserving the capacity of the Fort Hill Road Interchange principally for the movement of industrial goods and workers to and from Fort Hill. Any proposal to change the Comprehensive Plan land use map, *or the zoning map, or to change the allowable uses within* the Fort Hill IAMP Overlay Zone in a manner that would create additional trips from what is allowed within the current zoning and assumed in the IAMP must include a review of transportation impacts consistent with OAR 660-012-0060. This review must ensure that sufficient capacity would be reserved for development consistent with the planned land uses in the unincorporated rural community.

    - This review must give special consideration to the Fort Hill Lumber Mill site. If the lumber mill is in operation at the time when the Comprehensive Plan amendment proposal is made, the traffic produced by the mill site must be considered in the traffic impact analysis. If the lumber mill site is not in operation, the traffic impact analysis must reserve 210 trips for the PM peak hour for future industrial use at the Fort Hill Lumber Mill site. If use of the mill site is proposed for a use that is not industrial, no vehicle trips are reserved and the anticipated PM peak hour trips generated by the proposed use will be considered in the traffic impact analysis. This reservation of vehicle trips ensures sufficient interchange capacity for industrial operations at the lumber mill site in accordance with the need analysis included in the Fort Hill Interchange Area Management Plan.

- Any proposal to change the Comprehensive Plan land use map *or the zoning map, or to otherwise change the allowable uses* within the IAMP Overlay Zone must include a finding that the change will not exceed the applicable mobility standards at the interchange. If future developments are shown to exceed mobility standards at the interchange, the change either shall not be allowed or the developer shall be held responsible for required improvements to bring the interchange operation in line with mobility standards.

☐ **Policy 5-5** Polk County supports land uses in the vicinity of the Fort Hill interchange consistent with the land use assumptions in the IAMP, and consistent with the stated function of the interchange as described in the IAMP.

- Consistent with this policy, the County supports continued resource uses of land in the Fort Hill IAMP Overlay Zone in accordance with the agricultural, farm/forest, and forest comprehensive plan designations that currently exist in most of this area. A proposal to change the land use designations of resource land would require an exception to the Statewide Land Use Planning Goals 3 (Agricultural Lands) and Goal 4 (Forest Lands).

☐ **Policy 5-6** It is the policy of Polk County to improve highway operations and safety by supporting construction of public roads that provide reasonable alternate access. When reasonable alternate access is provided, Polk County supports eliminating direct highway access. Whenever a property with an approach road to OR-18 that is within the Fort Hill Interchange Overlay Zone is affected by a land use action, the Polk County decision to authorize the land use action will include the following statement: "Construction of a public road eastward from the Fort Hill Interchange will provide reasonable alternate access to the land use authorized by this decision. Direct highway access will be eliminated when this road is constructed."

☐ **Policy 5-7** Polk County will provide notice to ODOT for any land use actions proposed within the IAMP management area.

☐ **Policy 5-8** The Fort Hill Interchange highway project provides improvements needed to accommodate land uses authorized in the 2007 Polk County Comprehensive Plan designations while operating OR-18/OR-22 consistent with applicable highway mobility standards. Proposed changes to the current plan designations within the section of highway evaluated by the "H.B. Van Duzer to Steel Bridge Road Refinement Plan" must evaluate the impacts to mobility at the Fort Hill Interchange.

☐ **Policy 5-9** If future changes to the land use designations or uses allowed in the IAMP management area initiated by any party (including Polk County, property owner, or private developer) would cause the adopted interchange mobility standards to be exceeded at the end of the planning period, the initiating party shall propose amendments to the IAMP and shall prepare a funding plan for ODOT and Polk County review. The funding plan shall address the provision of any required improvements to the Fort Hill Interchange. Proposed IAMP amendments shall be coordinated with ODOT and Polk County staff and the revised IAMP and funding plan shall be submitted to Polk County and the Oregon Transportation Commission for approval and adoption.

☐ **Policy 5-10** Polk County will support ODOT's authority to monitor and comment on any future actions that would amend the Fort Hill Rural Unincorporated Community boundary if that boundary change is within the IAMP management area.

Amendments to the Polk County Transportation Systems Plan

Goal 5: To protect the function and operation of the Fort Hill Road interchange facility and the local street network within the Interchange Area Management Plan (IAMP) area, and to ensure that changes to the planned land use system are consistent with protecting the long-term function of the interchange and the local street system.

- Policy 5-1 To preserve interchange capacity for the next increment of community growth that is anticipated to occur beyond the 20-year planning horizon, Polk County has created a Fort Hill Interchange Management Area (FHIMA) Overlay Zoning District. This Overlay Zoning District includes all land within the Fort Hill Interchange Area Management Plan study area, as shown in the IAMP. Within this Overlay Zone, Polk County has established regulations that provide additional protections for the interchange in addition to the underlying zoning district's requirements. Polk County supports amending the OHP to specify that the mobility performance standard for the Fort Hill Interchange is a v/c ratio of 0.70 where eastbound highway ramp traffic merges with traffic on the highway, 0.50 where westbound highway ramp traffic merges with traffic on the highway, and 0.35 at the ramp terminal intersections with the local road network.

- Policy 5-2 Consistent with the Unincorporated Communities Plan element in the Polk County Comprehensive Plan, the County supports development in Fort Hill that retains its predominantly residential character, while enhancing the commercial and industrial opportunities in the community in accordance with the existing land use designations.

- Policy 5-3 Polk County promotes the re-development of sites such as the Fort Hill Lumber Mill site to encourage rural industrial employment growth in unincorporated communities. Polk County recognizes the Fort Hill Road Interchange as critical to the feasibility of developing future industrial uses at this mill site.

- Policy 5-4 Polk County is committed to preserving the capacity of the Fort Hill Road Interchange principally for the movement of industrial goods and workers to and from Fort Hill. Any proposal to change the Comprehensive Plan land use map, or the zoning map, or to change the allowable uses within the Fort Hill Interchange Management Area Overlay Zone in a manner that would create additional trips from what is allowed within the current zoning and assumed in the IAMP must include a review of transportation impacts consistent with OAR 660-012-0060. This review must ensure that sufficient capacity would be reserved for development consistent with the planned land uses in the unincorporated rural community.

    - This review must give special consideration to the Fort Hill Lumber Mill site. If the lumber mill is in operation at the time when the Comprehensive Plan amendment proposal is made, the traffic produced by the mill site must be considered in the traffic impact analysis. If the lumber mill site is not in operation, the traffic impact analysis must reserve 210 trips for the PM peak hour for future industrial use at the Fort Hill Lumber Mill site. If use of the mill site is proposed for a use that is not industrial, no vehicle trips are reserved and the anticipated PM peak hour trips generated by the proposed use will be considered in the traffic

impact analysis. This reservation of vehicle trips ensures sufficient interchange capacity for industrial operations at the lumber mill site in accordance with the need analysis included in the Fort Hill Interchange Area Management Plan.

- Any proposal to change the Comprehensive Plan land use map or the zoning map, or to otherwise change the allowable uses within the Fort Hill Interchange Management Area Overlay Zone must include a finding that the change will not exceed the applicable mobility standards at the interchange. If future developments are shown to exceed mobility standards at the interchange, the change either shall not be allowed or the developer shall be held responsible for required improvements to bring the interchange operation in line with mobility standards.

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    - Consistent with this policy, the County supports continued resource uses of land in the Fort Hill Interchange Management Area Overlay Zone in accordance with the agricultural, farm/forest, and forest comprehensive plan designations that currently exist in most of this area. A proposal to change the land use designations of resource land would require an exception to the Statewide Land Use Planning Goals 3 (Agricultural Lands) and Goal 4 (Forest Lands).

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- Policy 5-9 If future changes to the land use designations or uses allowed in the IAMP management area initiated by any party (including Polk County, property owner, or private

developer) would cause the adopted interchange mobility standards to be exceeded at the end of the planning period, the initiating party shall propose amendments to the IAMP and shall prepare a funding plan for ODOT and Polk County review. The funding plan shall address the provision of any required improvements to the Fort Hill Interchange. Proposed IAMP amendments shall be coordinated with ODOT and Polk County staff and the revised IAMP and funding plan shall be submitted to Polk County and the Oregon Transportation Commission for approval and adoption.

- Policy 5-10 Polk County will support ODOT's authority to monitor and comment on any future actions that would amend the Fort Hill Rural Unincorporated Community boundary if that boundary change is within the IAMP management area.

Table 9 of the Road Plan lists access management standards for state highways from the 1991 Oregon Highway Plan. These standards are no longer current and should be replaced with updated standards from OAR 734-051. These standards are being relied upon to implement the Fort Hill IAMP. This update will make the TSP consistent with the proposed updated standards in the Polk County Ordinance shown in Exhibit C. Table 9, including footnotes 1-7 shall be replaced as identified below:

Table 9A
Access Management Spacing Standards for
Private and Public Approaches on Statewide Highways (1)(2)(3)(4)
(OAR 734-051-0115)
(Measurement is in Feet)*

Posted Speed (5)	Rural Expressway **	Rural	Urban Expressway ** ***	Urban ***	STA
≥55	5280	1320	2640	1320	
50	5280	1100	2640	1100	
40 & 45	5280	990	2640	990	
30 & 35		770		720	(6)
≤25		550		520	(6)

NOTE: The numbers in superscript (1) refer to explanatory notes that follow Table 9C.
* Measurement of the approach road spacing is from center to center on the same side of the roadway.
** Spacing for Expressway at-grade intersections only. See the OHP for interchange spacing guidelines.
***These standards also apply to Commercial Centers.

Table 9B
Access Management Spacing Standards for
Private and Public Approaches on Regional Highways [1][2][3][4]
(OAR 734-051-0115)
(Measurement is in Feet)*

Posted Speed [5]	Rural Expressway **	Rural	Urban Expressway ** ***	Urban ***	STA
≥55	5280	990	2640	990	
50	5280	830	2640	830	
40 & 45	5280	750	2640	750	
30 & 35		600		425	[6]
≤25		450		350	[6]

NOTE: The numbers in superscript [1] refer to explanatory notes that follow Table 9C.
* Measurement of the approach road spacing is from center to center on the same side of the roadway.
** Spacing for Expressway at-grade intersections only. See the OHP for interchange spacing guidelines.
***These standards also apply to Commercial Centers.

Table 9C
Access Management Spacing Standards for
Private and Public Approaches on District Highways [1][2][3][4]
(OAR 734-051-0115)
(Measurement is in Feet)*

Posted Speed [5]	Rural Expressway **	Rural	Urban Expressway ** ***	Urban ***	STA
≥55	5280	700	2640	700	
50	5280	550	2640	550	
40 & 45	5280	500	2640	500	
30 & 35		400		350	[6]
≤25		400		350	[6]

NOTE: The numbers in superscript [1] refer to explanatory notes that follow Table 9C.
* Measurement of the approach road spacing is from center to center on the same side of the roadway.
** Spacing for Expressway at-grade intersections only. See the OHP for interchange spacing guidelines.
***These standards also apply to Commercial Centers.

Notes on Tables 9A, 9B, and 9C:

[1] These access management spacing standards are for unsignalized approaches only. Signal spacing standards supersede access management spacing standards for approaches.

[2] These access management spacing standards do not apply to approaches in existence prior to April 1, 2000 except as provided in OAR 734-051-0115(1)(c) and 734-051-0125(1)(c).

[3] For infill and redevelopment, see OAR 734-051-0135(4).

(4) For deviations to the designated access management spacing standards see OAR 734-051-0135.

(5) Posted (or Desirable) Speed: Posted speed can only be adjusted (up or down) after a speed study is conducted and that study determines the correct posted speed to be different than the current posted speed. In cases where actual speeds are suspected to be much higher than posted speeds, the Department reserves the right to adjust the access management spacing accordingly. A determination can be made to go to longer access management spacing standards as appropriate for a higher speed. A speed study will need to be conducted to determine the correct speed.

(6) Minimum access management spacing for public road approaches is the existing city block spacing or the city block spacing as identified in the local comprehensive plan. Public road connections are preferred over private driveways and in STAs driveways are discouraged. However, where driveways are allowed and where land use patterns permit, the minimum access management spacing for driveways is 175 feet (55 meters) or mid-block if the current city block spacing is less than 350 feet (110 meters).

Table 9D
Minimum Spacing Standards Applicable to Non-Freeway Interchanges with Two-Lane Crossroads
(OAR 734-051-0125)

Category of Mainline	Type of Area	Speed of Mainline	Spacing Dimension				
			B	C	X	Y	Z
Expressways, Statewide, Regional and District Highways	Fully Developed Urban*	45 mph (70 kph)	2640 ft (800 m)	1 mile (1.6 km)	750 feet (230 m)	1320 feet (400 m)	750 feet (230 m)
	Urban	45 mph (70 kph)	2640 ft (800 m)	1 mile (1.6 km)	1320 feet (400 m)	1320 feet (400 m)	990 feet (300 m)
	Rural	55 mph (90 kph)	1 mile (1.6 km)	2 miles (3.2 km)	1320 feet (400 m)	1320 feet (400 m)	1320 feet (400 m)

Notes:
1) If the crossroad is a state highway, these distances may be superseded by the Access Management Spacing Standards, providing the distances are greater than the distances listed in the above table.
2) No four-legged intersections may be placed between ramp terminals and the first major intersection.
3) No application shall be accepted where an approach would be aligned opposite a freeway or expressway ramp terminal (OAR 734-051-0070(4)(a)).
4) Use four-lane crossroad standards for urban and suburban locations that are documented to be widened in a Transportation System Plan or corridor plan.
5) No at-grade intersections are allowed between interchanges less than 5 miles apart.
B = Distance between the start and end of tapers
C = Distance between nearest at-grade and ramp terminal intersections or the end/start of the taper section
X = Distance to the first approach on the right; right in/right out only
Y = Distance to first intersections where left turns are allowed
Z = Distance between the last right in/right out approach road and the start of the taper for the on-ramp
* Fully Developed Urban Interchange Management Area: Occurs when 85% or more of the parcels along the influence area are developed at urban densities and many have driveways connecting to the crossroad. See the definition in the 1999 Oregon Highway Plan.

Measurement of Spacing Standards for Table 9D

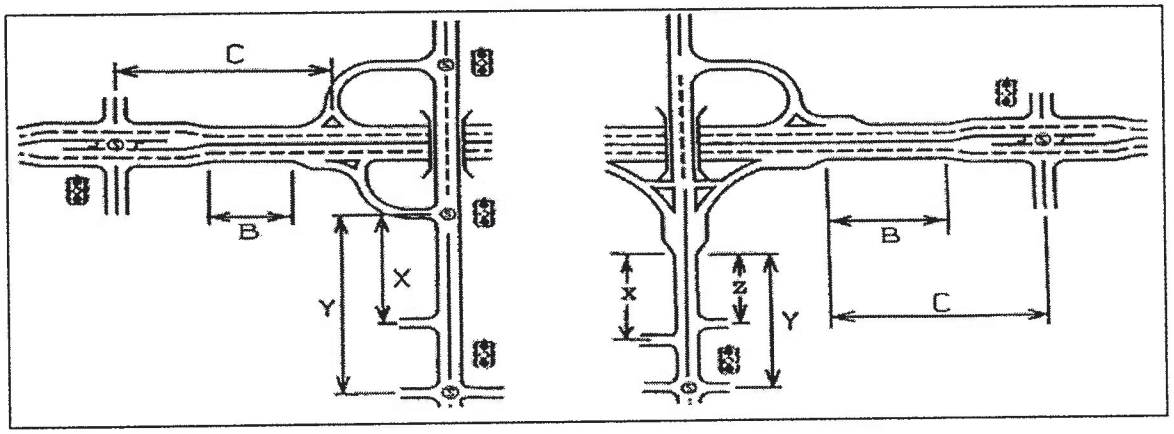

EXHIBIT D

CHAPTER 111

ADMINISTRATION AND PROCEDURES

111.010.	Administration of the Ordinance
111.020.	Minimum Requirements
111.030.	Effect on Other Ordinances, Agreements Between Parties
111.040.	Interpretation of Ordinance
111.050.	Similar Uses
111.060.	Fees
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111.275.	Zone Change Criteria
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111.300.	Action by Board of Commissioners

111.310.	Effective Date
111.320.	Holding Public Hearings
111.330.	Appearances of Interested Person, Remonstrances
111.340.	Notice of Public Hearing; Content
111.350.	Mailing of Notice; Notification Area; Failure to Receive Notice
111.360.	Posting Notice
111.370.	Publishing Notices
111.380.	Conduct of Hearing; Continuance; Extension; Reopening Record

111.010. ADMINISTRATION OF THE ORDINANCE. This ordinance shall be jointly administered by the County Building Official and the Director of Planning.

The Building Official or other designated officer, prior to issuing any permit pertaining to the use of land or structures, or the erection or alteration of any structure, shall ascertain that the proposed use or construction shall in all ways conform to the requirements set forth in this ordinance.

The Planning Director shall handle all matters pertaining to zone changes, variances, and conditional uses, and other administrative matters as prescribed by this ordinance; and such other matters as directed by the Board of Commissioners.

111.020. MINIMUM REQUIREMENTS. In interpreting and applying this ordinance, the provisions herein shall be held to be the minimum requirements adopted for the promotion of the public health, safety, comfort, convenience, and general welfare.

111.030. EFFECT ON OTHER ORDINANCES, AGREEMENTS BETWEEN PARTIES. It is not intended by this ordinance to repeal, abrogate, annul or in any way to impair or interfere with any existing provision of law or ordinance, previously adopted, relating to the use of buildings or premises, or relating to the erection, construction, establishment, alteration, or enlargement of any buildings or improvements; nor is it intended by this ordinance to interfere with or abrogate or annul any easement, covenant, or other agreement between parties; provided, however, that where this ordinance imposes a greater restriction upon the erection, construction, establishment, alteration, or enlargement of buildings, structure, or improvements, or the use of any such structures or premises in said several zones or districts, or any of them, than is imposed or required by such existing provisions of this ordinance, the greater restriction shall control, except that such precedence of this ordinance shall not apply to valid and unexpired permits and/or uses previously granted under the terms and provisions of any ordinance.

111.040. INTERPRETATION OF ORDINANCE.

(A) When, in the administration of this ordinance, there is doubt regarding the intent of the ordinance, the Director shall request an interpretation of the provision by the Board of Commissioners, who may issue an interpretation of the question if they have determined that such interpretation is within their power and is not a legislative act. Any interpretation of the ordinance shall be based on the following:

(1) The purpose and intent of the ordinance as applied to the particular section and question; and,

(2) The opinion of the County Counsel when requested by the Board of Commissioners.

(B) The Board of Commissioners may decide that the interpretation of the question is not within their power without an ordinance amendment or that there is insufficient basis upon which to make an interpretation and may request the Director to study the problem, and where necessary, propose an amendment to the ordinance. **[Amended by Ordinance #88-21, dated November 30, 1988.]**

111.050. SIMILAR USES. The Director may permit in any zone any use not described or listed in this ordinance for any other zone if, in the opinion of the Director, the requested use is of the same general type and is similar to the uses permitted in the zone. Such review and permission shall be made in the same manner as other interpretations of this ordinance, as described in Section 111.040.

111.060. FEES. Fees shall be required by the Director to be paid at the time of filing of each petition or application for a farm or forest dwelling, lot-of-record determination, land use determination, conditional use, planned development, variance, land partition, lot line

adjustment, similar use decision, comprehensive plan amendment, or zone change. The fees required by this section shall be set by resolution adopted by the Board of County Commissioners. **[Amended by Ordinance #267, dated September 3, 1980.]**

111.070 ZONES: OFFICIAL MAP

FULL NAME	DESIGNATION
Suburban Residential Zone	SR Zone
Acreage Residential 5 Acre Zone	AR-5 Zone
Limited Multi-Family Residential Zone	RL Zone
Multi-Family Residential Zone	RM Zone
High Rise Apartment Residential Zone	RH Zone
Exclusive Farm Use Zone	EFU Zone
Farm/Forest Zone	F/F Zone
Farm Forest Overlay Zone	FFO Zone
Public Amusement and Recreation Zone	PA Zone
Public and Private Cemeteries Zone	PC Zone
Public and Private Education Facilities Zone	PE Zone
Public and Private Hospital Zone	PH Zone
Public Park Zone	PP Zone
Public Service Zone	PS Zone
Commercial Office Zone	CO Zone
Commercial Retail Zone	CR Zone
Commercial General Zone	CG Zone
Industrial Commercial Zone	IC Zone
Industrial Park Zone	IP Zone
Light Industrial Zone	IL Zone
Heavy Industrial Zone	IH Zone
Rural Industrial Zone	R-IND Zone
Mineral Extraction Zone	ME Zone
Timber Conservation Zone	TC Zone
Rural Commercial Zone	R-COM Zone
Unincorporated Community Commercial Office Zone	UC-CO Zone
Unincorporated Community Commercial Retail Zone	UC-CR Zone
Unincorporated Community Commercial General Zone	UC-CG Zone
Unincorporated Community Industrial-Commercial Zone	UC-IC Zone
Unincorporated Community Industrial Park Zone	UC-IP Zone
Unincorporated Community Light Industrial Zone	UC-IL Zone
Unincorporated Community Heavy Industrial Zone	UC-IH Zone
Eola Unincorporated Community Commercial	Eola UC-C Zone
Eola Unincorporated Community Industrial Commercial	Eola UC-IC Zone
Eola Unincorporated Community Industrial	Eola UC-I Zone
Rickreall Unincorporated Community Commercial	Rickreall UC-C Zone
Rickreall Unincorporated Community Industrial Commercial	Rickreall UC-IC Zone
Rickreall Unincorporated Community Industrial	Rickreall UC-I Zone
Grand Ronde Commercial	GR / C Zone

Commercial Highway / Tourist	CH / T Zone
Grand Ronde Light Industrial	GR / LI Zone
Grand Ronde Heavy Industrial	GR / HI Zone
Grand Ronde Public Assembly Zone	GR / PA Zone
Grand Ronde Public Works / Safety	GR / PW Zone
Limited Use Overlay Zone	LU Zone

111.080. CERTIFICATION. The Board of Commissioners and the County Clerk shall certify that "this is the official zoning map referred to in Section 113.060 of the Polk County Zoning Ordinance". **[Amended by Ordinance #88-19, dated 1989.]**

111.090. ARRANGEMENT OF MAP. The official map may consist of several sheets or pages, which pages shall be listed on a cover page together with the date and number of each page. The certification of the official zoning map shall appear on the cover page.

111.100. LOCATION. Regardless of the existence of purported copies of the official zoning map which may from time to time be made or published, there shall be only one official zoning map which shall be located in the County Clerk's office, and which official zoning map shall be the final authority as to the zoning status of land and water areas, buildings and other structures. An administrative counterpart of the official zoning map shall be maintained in the Planning Division office.

111.110. AMENDING OFFICIAL ZONING MAP. When an ordinance has been enacted amending the official zoning map, the Director shall so change and annotate the official map and the cover sheet to show the ordinance or resolution number and date of the change. The Director shall certify that the map has been changed as set forth in the amending ordinance and shall indicate the date the map was changed.

111.120. REPLACEMENT OF OFFICIAL ZONING MAP. In the event the official zoning map becomes damaged, destroyed, lost or difficult to interpret because of the nature and number of changes and additions, or when it is necessary or desirable for some other reason, the Board of Commissioners, upon recommendation of the Planning Commission, may adopt all or part of a new zoning map by resolution, and such map shall supersede the prior official zoning map. The superseded map shall be filed for reference purposes for at least one (1) year. The new official map may correct drafting or other errors or omission in the prior official zoning map, but no such correction shall have the effect of amending the ordinance or any subsequent amendment thereof. The replacement map or each page in the case of individual sheets or pages shall be certified by the Board of Commissioners and County Clerk that "this official zoning map supersedes and replaces the official zoning map (date of map being replaced) as part of the Polk County Zoning Ordinance."

111.130. RULES FOR INTERPRETATION OF ZONE BOUNDARIES. Where uncertainty exists as to the boundaries of zones as shown on the official zoning map, the following rules shall apply:

(A) Boundaries indicated as approximately following the center lines of streets, highways, or alleys shall be construed to follow such center lines;

(B) Boundaries indicated as approximately following platted lot lines shall be construed as following such lot lines;

(C) Boundaries indicated as approximately following county boundaries shall be construed as following county boundaries;

(D) Boundaries indicated as following railroad lines shall be construed to be midway between the main tracks.

(E) Boundaries indicated as approximately following the center lines of streams, rivers, canals, lakes, or other bodies of water shall be construed to follow such center lines;

(F) Boundaries indicated as parallel to our extensions of features indicated in subsections (A) through (E) above shall be so construed. Distances not specifically indicated on the official zoning map shall be determined by the scale of the map;

(G) Where physical or cultural features existing on the ground are at variance with those shown on the official zoning map, or in other circumstances not covered by subsections (A) through (F) above, the director shall interpret the zone boundaries, and if need be, may refer the matter to the Board of Commissioners for their interpretation. **[Amended by Ordinance #88-19, dated September 29, 1988.]**

111.140. ZONING MAP AMENDMENTS. A map zone change is a reclassification of any area from one zone or district to another, after the proposed change has been reviewed and a recommendation made by the Hearings Officer or the Planning Commission. Such change shall be an ordinance enacted by the Board of Commissioners after proceedings have been accomplished in accordance with the provisions of this chapter. **[Amended by Ordinance #88-21, dated November 30, 1988.]**

111.150. INITIATION OF A ZONE CHANGE BY POLK COUNTY.

(A) A zone change may be initiated by Polk County only when the change proposed is in the public interest.

(B) Proceedings to reclassify premises as to zone initiated by Polk County shall be by resolution, and the resolution shall be referred to the Planning Commission, if legislative, and the Hearings Officer, if quasi-judicial. The Director shall hereupon fix a date for hearing before the hearing body and give notice of such hearing as provided in Sections 111.340 through 111.370.

(C) After the hearing, the Planning Commission or Hearings Officer shall make a recommendation to the Board of Commissioners. **[Amended by Ordinance #88-21, dated November 30, 1988. Sections 123.030 and 123.040 repealed by Ordinance #88-21, dated November 30, 1988.**

111.160. INITIATION OF ZONE CHANGE. Property owners, or persons purchasing property under contract, if they state in writing that they are purchasing the property under contract, may file a zone change petition. The petition shall be in writing on forms provided by the Planning Director and shall be filed with the Planning Director not less than 45 days prior to the date of the hearing. The petition shall contain the following information:

(A) The present zone;

(B) The proposed zone;

(C) The street address, or where none exists, the location of the property;

(D) The legal description of the property sought to be reclassified;

(E) The names, addresses and zip codes of the owner(s) of the property sought to be reclassified; and

(F) The signatures of the owners of at least 50 percent of the area of the property sought to be reclassified and the extent or percentage of interest or portion of the property as may be owned by the person signing the petition.

111.170. ZONE CHANGE SIGNATURES: HOW COUNTED. Pursuant to Section 111.160 (F), the following rules shall apply:

(A) Tenants in Common. When but one tenant in common, or several but less than all, signs a zone change petition or waiver it shall be counted only for such interest or portion of the common property as the person or persons signing may own.

(B) Tenants by the Entirety; Joint Tenancy. Where property is owned by a husband and wife as tenants by the entirety and only one of them signs, he or she shall be deemed the owner of 1/2 of the property and shall be counted accordingly. Where property is owned by two (2) or more persons under an estate having the attributes of a joint tenancy or right of survivorship each tenant shall be deemed the owner of so much of the property as he would receive if the joint property were divided equally between such tenants.

(C) Purchasers Under Contract. Any person purchasing property under a contract of sale may sign a petition, waiver, or other instrument required by this ordinance, as owner, provided that he states he is purchasing the property under contact.

(D) Government Property. Notwithstanding the fact that the consent of the federal, state, county, or local government, or the agents thereof, is not necessary to any zone change petition or other petition required by this ordinance, any such governmental unit or agency may, however, remonstrate and object to any proposed change, and such objection, remonstrance, or other instrument shall be signed by the administrative head of such governmental unit having authority over the property.

(E) Corporations. Where property is owned by a private corporation, a petition, waiver, or other instrument convening such property under this ordinance shall be signed by an authorized officer of the corporation.

(F) Prima Facie Proof of Ownership. When any person signs as the owner of property or as an officer of a public or private corporation owning the property, or as an attorney in fact or agent of any such owner, or when any person states that he is buying the property under contract, the Hearings Officer and the governing body may accept such statements to be true, unless the contrary be approved, and except where otherwise in this ordinance more definite and complete proof is required, the Hearings Officer or governing body may demand proof that the signer is such owner, officer, attorney in fact, or agent. **[Amended by Ordinance #88-21, dated November 30, 1988.]**

111.180. FILING AND CHECKING PETITION. After the complete zone change petition has been filed with the Planning Director, the staff shall check the petition and determine if the petition is complete under the provisions of Section 111.170, and if the petition is sufficient, the Planning Director shall then fix the time of the hearing on such petition before the Planning Commission or Hearings Officer and cause notice of hearing to be given as provided in Sections 111.340 through 111.370. **[Amended by Ordinance #88-21, dated November 30, 1988.]**

111.190. ZONE CHANGE HEARING BEFORE THE HEARINGS OFFICER. The Hearings Officer shall hold a public hearing as prescribed in Chapter 111 on the complete petition for zone change. After concluding this hearing, the Hearings Officer shall prepare a report setting forth a summary of facts and conditions involved in the reclassification and submit the same, together with a recommendation to the Board of Commissioners. **[Amended by Ordinance #88-21, dated November 30, 1988.]**

111.200. ZONE CHANGE HEARING BEFORE THE BOARD OF COMMISSIONERS. The Board of Commissioners shall hold a public hearing on the proposed zone change as provided in Chapter 111. Final decision by the Board of Commissioners shall not be effective until 21 days after mailing of the decision. Filing of an appeal to the Land Use Board of Appeals stays all proceedings by all parties in connection with the matter appealed until the appeal has been resolved. **[Amended by Ordinance #88-21, dated November 30, 1988.]**

111.210. FINAL ACTION BY THE BOARD OF COMMISSIONERS. Any zone change or reclassification of property shall be by ordinance which shall be passed by the Board of Commissioners. Any denial of a proposed zone change shall be by order. A final decision by the Board of Commissioners shall not be effective until 21 days after mailing of the decision. Filing of an appeal to the Land Use Board of Appeals stays all proceedings by all parties in connection with the matter appealed until the appeal has been resolved. Whenever any premises are reclassified as to zone, or a new zone established, or boundary lines of a zone changed, the official zoning map shall be changed as provided in Section 111.140. **[Amended by Ordinance #88-21, dated November 30, 1988. Sections 123.073, 123.076, 123.077, 123.079, 123.082, 123.085 and 123.088 repealed by Ordinance #88-21, dated November 30, 1988.]**

111.220. FILING A LAND USE APPLICATION.

(A) Application for any land use permit or determination under this ordinance shall be submitted to the Community Development Department on forms provided by the County Planning Director. The application shall be accompanied by the appropriate fee(s) as adopted by the Board of Commissioners. An application may be filed by:

(1) The owner of the subject property;

(2) A purchaser thereof under a duly executed written contract, when the purchaser states on the application he or she is the contract purchaser and the seller consents in writing to the application;

(3) A lessee in possession of the subject property, when the owner consents in writing to the application; or

(4) The agent for any of the foregoing persons when duly authorized in writing by the owner of the property.

(B) Concurrent requests do not require multiple fees; however, the higher of multiple application fees shall be charged

(C) If an application for a land use permit, partition request within an acknowledged urban growth boundary, or zone change is incomplete, the Planning Director shall notify the applicant of exactly what information is missing within 30 days of receipt of the application and allow the applicant to submit the missing information. The application shall be deemed complete upon receipt by the Planning Director of the missing information. If the applicant refuses to submit the missing information, the application shall be deemed complete on the 31st day after the Planning Division first received the application. This provision does not preclude the applicant from submitting additional information at a later date.

111.230. NOTICE OF APPLICATION.

(A) Notice of an application which requires a public hearing shall be made as prescribed in Sections 111.340 through 111.370 of the Polk County Zoning Ordinance.

(B) Notification shall be made at least 20 days before the date on which the application is to be heard. Those notified have an opportunity to comment in writing to the Planning Director concerning the application. **[Amended by Ordinance 90-19, dated January 2, 1991.]**

111.235. SPECIAL TRANSPORTATION NOTIFICATION

(A) Polk County will provide ODOT notification to ensure that ODOT is involved as early as possible in the assessment of any redevelopment or new development proposal within the Rickreall community with a trip generation potential that significantly exceeds the trip generation assumptions for the Rickreall community adopted into the Polk County TSP as part of the Rickreall Junction Facility Plan. The ODOT contact for any such development shall be the ODOT Area 3 Planner.

(B) Polk County will provide ODOT notification to ensure that ODOT is involved as early as possible in the assessment of any redevelopment or new development proposal within the Fort Hill Interchange Management Area Overlay Zone with a trip generation potential that significantly exceeds the trip generation assumptions used for the Fort Hill IAMP. The ODOT contact for any such development shall be the ODOT Area 3 Planner. **[Amended by Ordinance #07-06, dated December 5, 2007.]**

111.240. ADMINISTRATIVE REVIEW. Administrative review shall be conducted by the Planning Director as follows:

(A) Type A Procedure. This procedure shall apply to applications for land partitions; farm dwellings in the Exclusive Farm Use (EFU) and Farm Forest (F/F) zones; lot line adjustments (except for those exclusions noted in Chapter 91 of the Polk County Code; forest dwellings in the Timber Conservation (TC) and Farm Forest (F/F) zones; lot-of-record determinations as specified by this ordinance; placement of manufactured homes in the Suburban Residential (SR) zone; use of a manufactured home for temporary hardship in all zones; administrative variances; land use determinations; and all other listed uses as specified. Under this procedure, the Planning Director shall render a final decision or, alternatively, may refer the matter to the Hearings Officer as provided under Section 111.260. Decisions under this procedure may be appealed to the Board of Commissioners.

(B) Type B Procedure. This procedure shall apply to all applications not specified under Section 111.240 (A), unless an initial hearing is required by a specific provision of the Polk County Zoning Ordinance. Notice of the proposed action shall be made pursuant to Section 111.350. Those notified, including the applicant, shall be given 10 days from the date of the notification to either submit a written request for public hearing before the Hearings Officer, or bring to the attention of the Planning Director objections to approval or any adverse consequences or incompatibilities that may result from approval. A request for a hearing shall be in writing and shall state the basis for requesting the hearing and shall be accompanied by payment of a fee, specified in the County's fee resolution, to defray the cost of the hearing. The amount of the fee shall not exceed the limits established by ORS 215.416(11). No fee is required if the hearing is requested by the Board, Commission, appropriate Area Advisory Committee, Department of Land Conservation and Development, County recognized neighborhood or community organization whose boundaries include the site of the land use action or the Director.**[Amended by Ordinance #92-38, dated September 9, 1992.] [Amended by Ordinance #97-9, dated December 17, 1997.]**

111.245. NOTICE OF TYPE A PROCEDURE.

(A) Notice of applications under Section 111.240 (A) shall be sent for review and comment to the appropriate Area Advisory Committee whose boundaries include the site of the land use action and any affected jurisdiction, state, or local agency as determined by the Planning Director. **[Adopted by Ordinance #97-9, dated December 17, 1997.]**

(B) Notice shall be mailed to the Oregon Department of Transportation for any land use change or development requiring County review and approval which requires direct access to a state highway or which is located within 500 feet of a state highway or public use airport. **[Adopted by Ordinance #98-5, dated July 8, 1998.]**

111.250. ACTION BY PLANNING DIRECTOR OR HEARINGS OFFICER.

(A) Applications submitted under section 111.240 may be granted only if they meet criteria established in the Polk County Zoning Ordinance and/or Comprehensive Plan. Decisions shall be made by the Polk County Planning Director or Hearings Officer only after reviewing materials submitted with the application and other

applicable evidence and hearing testimony from Planning Division staff, the applicant(s) and other interested parties.

(B) If the application was complete when first submitted or the applicant submits the requested additional information within 180 days of the date the application was first submitted, approval or denial of the application shall be based upon the standards and criteria that were applicable at the time the application was first submitted.

(C) Polk County shall take final action on an application for a permit, limited land use decision, or zone change, including resolution of all appeals as provided by Section 111.280, within 120 days after the application is deemed complete, pursuant to Section 111.220 (C).

(D) The 120-day period set in subsection (C) of this section may be extended for a reasonable period of time at the request of the applicant.

(E) The 120-day period set in subsection (C) of this section does not apply to an amendment to the Polk County Comprehensive Plan or the provisions of the Zoning Ordinance.

111.260. REFERRAL BY PLANNING DIRECTOR.

(A) The Polk County Planning Director may decline to act on an application under section 111.240 and refer it to the Polk County Hearings Officer. Referral shall be made within 30 days after the date on which the application is received, and shall be heard at the first regular meeting of the Hearings Officer scheduled after the referral.

(B) Action of the Hearings Officer on a referral is final and may be appealed to the Polk County Board of Commissioners in accordance with section 111.280.

(C) The Director shall notify the applicant in writing of a referral to the Hearings Officer Notice shall be sent within seven days after the date of referral.

111.270. NOTICE OF ACTION BY PLANNING DIRECTOR OR HEARINGS OFFICER. The Polk County Planning Director shall send notice of any action taken on an application under Section 111.240. to the Chairman of any active Area Advisory Committee in the area of the request, all property owners of record within the notification area as specified in Section 111.350, and any person who is adversely affected or aggrieved by the decision. Notification shall be mailed within ten days after action is taken on the application. However, failure to receive notice does not affect the validity of the action. **[Amended by Ordinance No. 97-9, dated December 17, 1997.]**

111.275. ZONE CHANGE CRITERIA. Pursuant to Section 111.160, a zone change may be approved, provided that the request satisfies all applicable requirements of this ordinance, and provided that with written findings, the applicant(s) clearly demonstrate compliance with the following criteria:

(A) The proposed zone is appropriate for the comprehensive plan land use designation on the property and is consistent with the purpose and policies for the applicable comprehensive plan land use classification;

(B) The proposal conforms with the purpose statement of the proposed zone;

(C) The uses allowed in the proposed designation will not significantly adversely affect allowed uses on adjacent lands;

(D) Adequate public facilities, services, and transportation networks are in place, or are planned to be provided concurrently with the development of the property;

(E) The proposed change is appropriate taking into consideration the following:

(1) Surrounding land uses,

(2) The density and pattern of development in the area,

(3) Any changes which may have occurred in the vicinity to support the proposed amendment;

(F) The proposal complies with any applicable intergovernmental agreement pertaining to urban growth boundaries and urbanizable land; and

(G) The proposal complies with Oregon Revised Statutes, all applicable statewide planning goals and associated administrative rules. If an exception to one or more of the goals is necessary, the exception criteria in Oregon Administrative Rules, Chapter 660, Division 4 shall apply. **[Adopted by Ordinance No. 98-3, dated March 25, 1998.]**

111.280. APPEAL TO BOARD OF COMMISSIONERS.

(A) An appeal may be taken to the Polk County Board of Commissioners by any person whose interests are affected adversely or who is aggrieved by action on an application under Section 111.240, or by the appropriate Area Advisory Committee whose boundaries include the site of the land use action. An appeal must be filed with the Community Development Department within 10 days after the mailing of notice to the applicant.

(B) On receiving an appeal the Community Development Department shall certify and deliver to the Board a copy of the original application and copies of all other papers constituting the record of the action under appeal.

(C) Upon receipt of an appeal by the Community Development Department, the Board of Commissioners shall set the matter for a public hearing and cause notice of the time and place of the hearing to be given as provided under Section 111.340. The Planning Director shall send notice of the public hearing to the Chairman of any active Area Advisory Committee in the area of the request, all property owners of record within the notification area as specified in Section 111.350, and any person who is adversely affected or aggrieved by the decision. A hearing may be continued from time to time if the Board considers it advisable.

(D) The appeal shall be accompanied by payment of a fee, specified in the County's fee resolution, to defray the cost of the hearing. No fee is required if the hearing is requested by the appropriate Area Advisory Committee whose boundaries include the site of the land use action.

(E) Filing of an appeal stays all proceedings by all parties in connection with the matter appealed until the Board of Commissioners has made a decision on the appeal.

[Amended by Ordinance #89-1, dated February 22, 1989.] [Amended by Ordinance #97-9, dated December 17, 1997.]

111.290. CALL OF BOARD OF COMMISSIONERS.

(A) Two or more members of Polk County Board of Commissioners may call up an action by the Polk County Hearings Officer or the Planning Director. However, the call must be made at the first meeting after notice of the decision is presented.

(B) The provisions of Section 111.280 (B) and (C) apply with respect to a matter called up under this section. [formerly 122.070]

111.300. ACTION BY BOARD OF COMMISSIONERS.

(A) Pursuant to Sections 111.280 and 111.290, the Polk County Board of Commissioners shall review any action of the Polk County Hearings Officer or the Polk County Planning Director. The Board may remand the matter for further investigation and consideration, in which case the Hearings Officer or Planning Director shall conduct

such further investigation as is necessary and report findings and conclusions in writing to the Board.

(B) Pursuant to Section 111.290, after conducting a public hearing to consider an action and appeal, and finding that the facts therein stated do not warrant further hearing, the Board may summarily affirm the action and deny the appeal.

(C) Pursuant to Section 111.290, after conducting a public hearing to consider an action and appeal, the Board may affirm or reverse wholly or partly, or modify, any action appealed, and may impose such additional conditions as it finds warranted by the facts.

111.310. EFFECTIVE DATE. Land use actions granted under section 111.240 become effective on the 10th day after mailing of the notice of the decision or after the regular meeting of the Polk County Board of Commissioners following such mailing, whichever is later. However, if the matter has been called up by the Board under Section 111.290, or the matter has been appealed under Section 111.280, the land use action does not become effective until the Board has taken final action. A final decision by the Board of Commissioners shall not be effective until 21 days after mailing of the decision. An appeal of a land use action by the Board of Commissioners to the Land Use Board of Appeals stays all proceedings by all parties in connection with the matter until the appeal has been resolved. **[Amended by Ordinance #97-9, dated December 17, 1997.]**

111.320. HOLDING PUBLIC HEARINGS. Any hearing shall be public and may be continued or postponed from time to time. At any such hearing all persons shall be given an opportunity to be heard.

111.330. APPEARANCES OF INTERESTED PERSONS, REMONSTRANCES. Any person or persons desiring to be heard for or against the subject of the hearing may file with the governing body, Hearings Officer or the Planning Commission, whichever holds the hearing, a statement in writing, or may appear and respond orally at the hearing, either in person or by authorized representative. Written remonstrances or objections to the proposed zone change, variance, conditional use or other subject of hearing, may be filed with the hearings body. **[Amended by Ordinance #88-21, dated November 30, 1988.]**

111.340. NOTICE OF PUBLIC HEARING; CONTENT. Upon the fixing of the time of public hearing on all matters before the appropriate hearing body, the Director shall give notice as set forth in this chapter. The notice shall:

(A) Explain the nature of the application and the proposed use or uses which could be authorized;

(B) List the applicable criteria from the ordinance and the plan that apply to the application at issue;

(C) Set forth the street address or other easily understood geographical reference to the subject property.

(D) State the date, time and location of the hearing.

(E) State that failure of an issue to be raised in a hearing, in person or in writing, or failure to provide sufficient specificity to afford the hearings body an opportunity to respond to the issue, precludes appeal to the Land Use Board of Appeals on that issue;

(F) State that a copy of the application, all documents and evidence relied upon by the applicant, and applicable criteria, are available for inspection at no cost and will be provided at reasonable cost;

(G) State that a copy of the staff report will be available for inspection at no cost at least seven days prior to the hearing, and will be provided at a reasonable cost; and include a general explanation of the requirements for submission of testimony and the procedure for conduct of hearings. **[Amended by Ordinance 89-17, dated December 6, 1989.] [Amended by Ordinance 88-21, dated November 30, 1988.]**

111.350. MAILING OF NOTICE; NOTIFICATION AREA; FAILURE TO RECEIVE NOTICE.

(A) Notices of public hearing to be held by the hearing body, notice of an application to be processed as a Type B procedure pursuant to Section 111.240 (B), or notice of any action taken on an application by the Planning Director or Hearings Officer shall be mailed to the applicant and to owners of record on the most recent property tax assessment roll where such property is located:

(1) Within 100 feet of the property which is the subject of the notice, where the subject property is wholly or partly within an urban growth boundary;

(2) Within 250 feet of the property which is the subject of the notice, where the subject property is outside an urban growth boundary and not within a farm or forest zone; or

(3) Within 750 feet of the property which is the subject of the notice, where the subject property is within a farm or forest zone.

(B) Notices of public hearing to be held by the hearing body shall be mailed 20 days prior to the date of the hearing.

(C) Failure to receive notice by mail as provided in this section shall not affect the validity of the proceedings if the County can demonstrate by affidavit that such notice was given.

(D) Notice of an application to be processed as a Type B procedure pursuant under Section 111.240 (B) and public hearing notices shall be mailed to the chairperson of the pertinent Area Advisory Committee. **[Amended by Ordinance #89-17, dated December 6, 1989.] [Amended by Ordinance #97-9, dated December 17, 1997.]**

(E) Notice of a public hearing shall be mailed to the owners of public-use airports if the property subject to the land use permit or zone change is located:

(1) Within 5,000 feet of a visual airport.

(2) Within 10,000 feet of an instrument airport. **[Adopted by Ordinance #98-5, dated July 8, 1998.]**

111.360. POSTING NOTICE.

(A) Notice of public hearing related to an application to be processed as a Type B procedure pursuant to Section 111.240 (B), shall be given by posting a sign on the subject property within 10 feet of whatever boundary line of such land abuts the most traveled public road or street, and if no public road abuts thereon, then facing in such a manner as may be most readily seen by the public.

(B) It shall be the responsibility of the applicant to provide the sign frame and place such notice at least 20 days prior to the public hearing. A placard with printed information on the proposed change shall be provided by the Planning Director for the sign structure, and shall be obtained for mounting by the applicant or his representative prior to posting.

(C) The posted sign shall be removed by the applicant or the applicant's representative within five days after final action on the application. **[Amended by Ordinance #89-17, dated December 6, 1989.]**

111.370. PUBLISHING NOTICES. Notice of public hearings to be held on amendments to the text of the ordinance, on zone changes and Comprehensive Plan amendments, shall be given by publishing such notice in a newspaper of general circulation in the county at least once not less than 20 days prior to said hearing. **[Amended by Ordinance #88-21, dated November 30, 1988, and Ordinance #219, dated September 22, 1978.]**

111.380. CONDUCT OF HEARING; CONTINUANCE; EXTENSION; REOPENING RECORD.

(A) At the beginning of a hearing under the Comprehensive Plan or land use regulations of Polk County, a statement shall be made to those in attendance that:

(1) Lists the applicable substantive criteria;

(2) States that testimony and evidence must be directed toward the criteria described in paragraph (1) of this subsection, or other criteria in the Plan or implementing ordinances which the person believes to apply to the decision; and

(3) States that failure to raise an issue with sufficient specificity to afford the hearings body an opportunity to respond to the issue precludes appeal to the Land Use Board of Appeals.

(B) If additional documents or evidence in support of an application is submitted at a public hearing, any party shall be entitled to a continuance of the hearing. Such a continuance is not subject to the limitations of ORS 215.428.

(C) Unless there is a continuance, if a participant so requests before the conclusion of the initial evidentiary hearing, the record shall remain open for at least seven days after the hearing. Such an extension shall not be subject to the limitations of ORS 215.428.

(D) When the Board of Commissioners, Planning Commission or Hearings Officer reopens a record to admit new evidence or testimony, any person may raise new issues which relate to the new evidence, testimony or criteria for decision-making which apply to the matter at issue. **[Adopted by Ordinance #89-17, dated December 6, 1989.]**

CHAPTER 112

DEVELOPMENT STANDARDS

LOT AREA, YARDS, HEIGHT RESTRICTIONS, AND ACCESS

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112.010. NEW BUILDINGS TO BE ON A LOT. Every building erected shall be located on a lot as herein defined.

112.020. LOTS NOT TO BE REDUCED BELOW MINIMUM. No lot or parcel of land held under separate ownership at the effective date of this ordinance (November 13, 1970) shall be separated in ownership or reduced in size below the minimum lot width or lot areas required by this ordinance, nor shall any lot or parcel of land held under separate ownership at the effective date of this ordinance, which has a width or an area less than required by this ordinance, be further reduced unless approved in accordance with this ordinance, including provisions and standards for the creation of new parcels in the zone. **[Amended by Ordinance No. 91-8, dated March 27, 1991.]**

112.030. LOT OR YARD AREAS NOT TO BE SEPARATED FROM THE LOT CONTAINING THE BUILDING. No portion of a lot necessary to provide the required area per dwelling unit shall be separated in ownership from the portion of the lot on which the building containing dwelling units is located. No required yard or other open space around an existing building shall be separated in ownership from the portion of the lot upon which the building is located.

112.040. YARD AREAS NOT TO BE REDUCED. No lot area shall be so reduced or diminished that the yards or other open space shall be smaller than prescribed by this ordinance, nor shall the number of dwelling units be increased in any manner except in conformity with the regulations herein established.

112.050. YARDS APPLY ONLY TO ONE BUILDING. No required yard or other open space or required driveway provided around or for any building or structure for the purpose of complying with the provisions of this ordinance shall be considered as providing a yard or open space for any other building, or shall any yard or other required space on an adjoining lot be considered as providing a yard or open space on the lot whereon the building is to be erected.

112.060. YARDS TO BE UNOBSTRUCTED. Every required front, side and rear yard shall be open and unobstructed by buildings or structures from the ground to the sky, except for those projections and accessory structures permitted by this ordinance.

112.070. NO PARKING IN FRONT YARD, YARDS ADJACENT TO A STREET, OR LANDSCAPED AREAS. No parking shall be allowed exclusive of driveways within the required front yard area. The side yard and rear yard areas may be used for parking of vehicles unless otherwise prohibited by this ordinance.

The yard areas and driveways adjacent to a street shall not be used for the permanent storage of utility trailers, house or vacation trailers, boats or other similar vehicles.

112.080. AVERAGE YARD SETBACK ADJACENT TO A STREET (FRONT AND EXTERIOR SIDE YARDS). Every building shall set back from the front lot line at least 20 feet, except in the instance where the average depth of the other buildings on the same side of the street are between ten (10) and 20 feet, then the average depth may be used. The average depth is the average of the distance from the closest part of the foundation of the existing buildings to the front property line where the existing buildings are within 200 feet of the center of the proposed building, on the same side of the street, within the same block.

If existing buildings are within ten (10) feet of the property line, then no less than 10 feet shall be used in figuring the average, or if existing buildings are more than 20 feet from the property line then the minimum requirement of 20 feet shall be used in figuring the average.

When, by this ordinance or any other ordinance, a greater setback or a front yard of greater depth is required than specified in this section, then such greater setback line or front yard depth shall apply.

112.090. STREAM SETBACK. To permit or afford better light, air, vision, stream pollution control, and to preserve the natural scenic amenities and vistas along the streams in all zones, the following setbacks shall apply:

(A) All septic tank, septic tank drainfield, cesspool and pit privy disposal facilities shall be set back from the highwater line or mark along all streams a minimum of 100 feet measured at right angles to the highwater line or mark. In those cases where practical difficulties preclude the location of these facilities at a distance of 100 feet and the County Environmental Health Department finds that a closer location will not endanger health by pollution of the stream, the Environmental Health Department may permit the location of these facilities closer to the stream, but in no event, may such facility be located closer to the stream than 50 feet.

(B) All structures, buildings, or similar permanent fixtures shall be set back from the mean highwater line or mark along all streams a minimum of 15 feet measured at right angles to the highwater line or mark excluding decks, patios, fences, and covered porches. Where a stream represents a lot or parcel line the applicable setback shall be either this standard or the applicable setback for the zoning district as described in this chapter, whichever is greater. For waterways identified on the Polk County Significant Resources Map, additional development setback standards pursuant to Chapter 182 of the PCZO are also applicable. Additional setbacks may also be required, as determined by the State Department of Forestry, along riparian management areas subject to the provisions of the Oregon Forest Practices Act.

112.100. FRONT YARD PROJECTIONS. Planter boxes, chimneys and flues, steps, cornices, eaves, gutters, belt courses, leaders, sills, pilasters, lintels and other ornamental features of not more than 24 inches from main buildings, uncovered porches, covered but unenclosed porches when not more than one story high and which do not extend more than 10 feet beyond the front walls of the building, but in no case shall such projection come closer than ten (10) feet from the property line and the floor which are not more than four (4) feet above grade, are exempt from the front yard setback provisions and need not be included when determining the average setback.

112.110. SIDE YARD PROJECTIONS.

(A) Cornices, eaves, gutters, and fire escapes when not prohibited by any other code or ordinance, may project into a required side yard not more than one-third (1/3) of the width of the side yard, nor more than three (3) feet in any case.

(B) Chimneys, flues, belt courses, leaders, sills, pilasters, lintels and ornamental features may project not more than one and one-half (1-1/2) feet into a required side yard, provided, however, chimneys and flues shall not exceed six (6) feet in width.

(C) Uncovered decks and patios attached to the main building when measured directly beneath the outside edge of the deck or patio may be extended to the side yard property line when they are three (3) feet or less in height from ground level.

112.120. REAR YARD PROJECTIONS.

(A) Chimneys, flues, belt courses, leaders, sills, pilasters, lintels, gutters and other ornamental features, may project not more than one and one-half (1-1/2) feet into a required rear yard, provided, however, chimneys and flues shall not exceed six (6) feet in width.

(B) A fire escape, balcony, outside stairway, cornice or other unenclosed, unroofed projections may project nor more than five (5) feet into a required rear yard and set back at least six (6) feet from any property line.

(C) Planter boxes, steps, uncovered porches, covered but unenclosed porches including covered patios when not more than one (1) story high and the floor, which are not more than four (4) feet above grade and which shall not come closer than 14 feet from the rear lot line, are exempt from the minimum rear yard depth requirement. (See Accessory structures - Section 112.350.)

(D) No permitted projection into a required rear yard shall extend within ten (10) feet of the centerline of an alley, or of a rear lot line if no alley exists, or within six (6) feet of an accessory building.

(E) Uncovered decks and patios attached to the main building when measured directly beneath the outside edge of the deck or patio may be extended to the rear yard property line when they are three (3) feet or less in height from ground level.

112.130. HEIGHT AND OTHER EXCEPTIONS.

(A) Chimneys may exceed the maximum height of the zone in which they are located.

(B) Electronic communication antennas and towers, such as radio, television, and telecommunications receiving antennas, may exceed the height limits of the zone, but must meet provisions regulating such installation as provided in Section 112.135, and applicable provisions from the zoning district.

(B) Ham (non-commercial) radio transmitting towers and antennas are not subject to the provisions of Section 112.135 and may exceed the height requirements for structures as required by the zone, and must meet all state and federal provisions regulating such facilities and comply with manufacturers installation requirements.

(D) Steeples may exceed the maximum height of the zone in which they are located provided:

(1) That they do not contain any habitable space

(2) That they do not exceed 185 feet in height

(3) That the Planning Director permits a greater height, as a conditional use, when they are within 185 feet of or are located within the SR zone. **[Amended by Ordinance #89-17, dated December 6, 1989.]**

(E) Replacement of an existing utility pole along or within the right-of-way used for electric, cable, telephone, etc., that is located along a right-of-way is permitted without land use review including the establishment of a pole that is suitable for use for wireless communication. The multi-purpose monopole must not exceed the height of other existing poles along the adjacent utility corridor by more than twenty-five (25) feet.

(F) Co-location of a utility on an existing tower is not subject to the land use provisions of Section 112.135 below, however, the applicant shall submit engineering documentation that the proposed facility complies with the emission standards for maximum permissible exposure as identified in 47 C.F.R. Section 1.1307(b), or as amended or replaced in Federal Register. The applicant shall obtain any other required local permit (electrical, building, etc.). **[Amended by Ordinance 01-3]**

112.135 COMMUNICATION AND BROADCAST TOWER STANDARDS

All new or replacement communication towers and broadcast towers (hereafter referred to as communications towers) shall be reviewed through the administrative review process as a land use determination, unless otherwise provided for in the zoning district for the proposed location. A utility provider shall be the applicant or co-applicant for any communications tower that is proposed in unincorporated Polk County, or a condition of approval shall be that the tower may not be constructed until such time as a utility provider is identified, and all other conditions have been met. Public agencies are also subject to the standards of this section. It is the intent of this

section to provide for maximum compatibility between communications towers and the surrounding land uses.

(A) All new or replacement communications towers shall comply with the following standards:

(1) All communication towers shall be less than 180 feet in height and shall be a monopole type of construction unless otherwise provided. An applicant may request modification of this height limitation or type of construction (e.g. lattice tower) through a Land Use Determination review process. Such height modification or type of construction shall include a demonstration for any modification requested. Such justification shall include documentation showing:

(a) Coverage limitations,
(b) Type of system (e.g. broadcast, FM radio, television),
(c) Technical and engineering feasibility;
(d) Public safety; or
(e) Other requirements of local, state, and federal agencies.

(2) Whip antennae shall not exceed the height of the tower by more than twenty (20) feet.

(3) Directional / parabolic antennae shall not exceed seven (7) feet in diameter or width and a rectangular type antenna shall not exceed seven (7) feet in width and fifteen (15) feet in height when attached to a tower.

(4) The applicant shall identify all existing structures, or properties that have obtained approval for a tower or currently contain a communications antenna within two miles of the proposed tower location. The applicant shall provide evidence that co-location at all existing or approved towers and structures within two miles is not feasible, and provide documentation for locating a new tower, based on either of the following:

(a) Lack of available co-location space; or
(b) Inability to meet service coverage area needs.

(5) The tower shall comply with all required State of Oregon and Federal licenses for communication tower facilities. The application shall include a certification that the completed installation will comply with all Federal standards. The applicant shall submit documentation demonstrating compliance with the radio frequency emission standards as set forth by the Federal Communications Commission (FCC). If the calculated radio frequency emission level at any point is calculated at more than one-third the maximum radio frequency emission level permitted by the FCC, then the documentation shall be prepared by an Oregon registered professional engineer qualified to conduct radio frequency analyses.

(6) No lighting of communication facilities is allowed, except as required by the Federal Aviation Administration or other federal or state agency. In coordination with the applicable federal or state agency, the applicant shall determine the maximum height of the tower that would not require lighting. If a proposed communications tower would require lighting, the applicant shall demonstrate that a tower height that requires lighting is necessary. Such justification shall include documentation showing:

(a) Coverage limitations,
(b) Type of system (e.g. broadcast, FM radio, television),
(c) Technical and engineering feasibility; and

(d) Other requirements of local, state, and federal agencies.

If a tower height that requires lighting is justified, the applicant shall demonstrate how the lighting will be shielded from the ground. Shielding of tower lighting onto nearby properties shall be installed as part of construction of the tower.

(7) The setbacks for a tower shall be the setback otherwise allowed for all other structures in the zone except that:

(a) The tower shall be setback at least the height of the tower from an existing dwelling on adjacent property.

(b) A tract (contiguous property under the same ownership) may be considered as a single parcel for purposes of setbacks.

(8) The applicant shall submit a site-specific study of the tower site identifying the proposed color and surfacing of the tower and associated fixtures. Based on the existing conditions and vegetation at the proposed site, the tower must be constructed with material to reduce visibility of the tower by:

(a) Use of non-reflective materials that minimize glare and are colored similar to the sky or adjacent background. A light gray shade is appropriate for blending the tower into the sky background. Nothing in this subsection preempts the coloring requirements of the Federal Aviation Administration or the Oregon Department of Aviation.

(b) Use of non-reflective materials painted to match the existing or attached structure to blend into the surrounding environment, and

(c) Antenna and associated equipment shall be surfaced in a non-reflective material color to match the structure on which it is located.

(9) Equipment areas may be enclosed by a chain link fence or equivalent with or without slats for screening.

(10) If access is obtained from a private road, the applicant shall be responsible as required by Oregon law for providing for improvements and maintenance to the private road that provides access to the subject property. In general, the applicant is responsible for impacts to the private road as a result of activities conducted by the applicant. The applicant shall maintain all necessary access easements and maintenance agreements for the private road as required by State law.

(11) Warning and safety signs, up to three square feet in area, are allowed. All other signs are prohibited.

(12) If the tower is discontinued from operating as a communication tower for a period of one year, the tower shall be removed. The operator shall be responsible for removal of the communication tower and equipment facilities within six (6) months. The property owner shall bear the ultimate responsibility for removal of facilities. The property owner is responsible for removal of the communication tower and shall sign a document that is recorded in the deed history of the subject property with the Polk County Clerk recognizing such responsibility. Nothing in this subsection shall prevent the owner of the property or Polk County from requiring a bond or other security from a tower operator or otherwise imposing on a tower operator the responsibility for removal and restoration.

(13) An Oregon registered professional engineer shall certify that the construction of the tower complies with building code structural standards.

(14) Prior to submission of an application, the applicant must notify and hold a meeting with area property owners as outlined in (a) and (b) below. The

applicant shall submit evidence of the notification and meeting with the application. The applicant must provide evidence of the following:

(a) The applicant has mailed notification of the proposed tower to property owners that would otherwise be notified pursuant to Polk County Zoning Ordinance Section 111.350. The notification shall state that the topic has been scheduled for discussion at the Area Advisory Committee meeting, or a community meeting has been scheduled, as described in (b) below. The notification shall state the date, time, and location of the meeting.

(b) The applicant has contacted the Area Advisory Committee (AAC) and attended an AAC meeting to discuss the proposed application. If there is no active AAC, the applicant shall post the subject property as described in Polk County Zoning Ordinance Section 111.360 and hold a meeting with the community to allow for concerns regarding the proposed tower to be addressed. Nothing in this subsection limits the applicant from providing additional opportunity for input from area property owners and residents.

(15) All new or replacement tower facilities under 100 feet in height shall provide for a minimum of two (2) users (the primary user and one co-location site).

(16) Within an Urban Growth Boundary (UGB) a communications tower shall be 40-feet or less in height. An applicant may request a modification of this height limitation. Such height modification shall include a demonstration for any modification requested. Such justification shall include documentation showing:

(a) Coverage limitations demonstrating that the proposed height of the tower is needed in order to meet the service type and area coverage needs. Propagation maps stamped by a professional engineer that demonstrate service type and area coverage shall be provided for the 40-foot height, and each 20-foot interval to the proposed tower height;

(b) Type of system (e.g. broadcast, FM radio, television);

(c) Other requirements of local, state, and federal agencies; and

(d) The location, size, design and functional characteristics of the tower are reasonably compatible with the existing conditions and vegetation at the proposed site. The tower must be designed and constructed with material to reduce visibility of the tower by:

1) A site-specific study of the tower site identifying a proposed stealth (i.e. camouflage) construction type that may include but is not limited to a tree, or flagpole (no external antennas).

2) The proposed color and surfacing of the tower and associated fixtures.

(17) Upon receipt of an application for a communication or broadcast tower, the Planning Director shall mail notification to the Independence State Airport and the Oregon Department of Aviation and provide at least ten (10) days to comment on the application.

(a) A Communication tower over 100 feet shall comply with the following:

1) All new tower facilities shall provide space for a minimum of three (3) users (the primary user and 2 co-location sites),

2) Prior to issuance of building permits for the tower, the applicant shall submit to the Building Official documentation from the Federal Aviation Administration and local or state agency with

jurisdiction that the tower has been reviewed and is not determined to be a hazard if constructed as proposed. **[Amended by Ordinances 01-3 and 04-09]**

112.140. VISION CLEARANCE AREA. In the SR Zone or any public zone, the vision clearance area for corner lots at street intersections shall have a minimum of 30-foot legs along each street and for alley-street intersections in said zones, the vision clearance area shall have legs of a minimum of ten (10) feet along both alley and street. The vision clearance area shall not contain any plantings, walls, structures, or temporary or permanent obstructions to vision exceeding 30 inches in height above the curb level, or street shoulder where there is no curb, except a supporting pillar or post not greater than 12 inches in diameter or 12 inches on the diagonal of a rectangular pillar or post; and further, excepting those posts or supporting members of street signs, street lights, and traffic control signs installed as directed by the department of public works, or any other sign erected for public safety.

Vision clearance shall not be required at a height of seven (7) feet or more above the curb level, or seven (7) feet, six (6) inches above the shoulder of a street that does not have a curb.

This section shall not be construed as waiving or altering any yard requirements or setback requirements that may be required by this or any other ordinance.

112.150. LOTS ABUTTING A PARTIAL STREET. No building permit shall be issued for a building or structure on a lot which abuts a street dedicated to a portion only of its required width and is located on that side which has not yet been dedicated or condemned, unless the yards provided on such lot include both that portion of the lot lying within the required street and the required yards. This provision shall not be construed as being in lieu of or waiving any subdivision or partitioning requirement of this or any other ordinance.

112.160. DWELLINGS TO BE ACCESSIBLE. Every dwelling shall have access to a public road or to an easement.

(A) An easement that is designated as a future route of a preferred alternative public road in the Polk County Transportation Systems Plan providing access to a parcel created after July 10, 1998, shall be sixty (60) feet wide, unless an exception to the easement width has been granted pursuant to PCSO 91.800.

(B) An easement that is not designated as a future route of a preferred alternative public road in the Polk County Transportation Systems Plan that would provide access to two (2) or more parcels or to two (2) or more dwellings on parcels established after May 29, 2002 shall be at least 40 feet wide, unless an exception to the easement width has been granted pursuant to PCSO 91.800. **[Amended by Ordinance #02-01 dated May 15, 2002]**

112.170. MINIMUM STREET WIDTH. All street rights-of-way shall be not less than as set forth in the most recently adopted version of the Polk County Road Standards.

112.175. ACCESS ONTO ARTERIALS.

(A) The number of access points onto arterial roads from any development shall be minimized whenever possible through the use of driveways common to more than one development, and interior circulation design, including frontage or marginal access roads, which further this requirement. Generally, no private or public road access will be permitted onto the rural portions of State Highways 18, 22, 51, 99W, 221, and 223 unless the standards in Tables 9A-9D below are met:

(B) Access onto arterials will require the approval, through the permit process, from the Oregon Department of Transportation. The applicant(s) will need to follow ODOT's

construction requirements for that portion of the access within state-owned right-of-way.

(C) Where property, such as a reverse frontage lot, is located abutting a county or public use road, and a state highway, the preferred access will be onto the county or public use road. **[Amended by Ordinance #07-06 dated December 5, 2007]**

Table 9A

Access Management Spacing Standards for [(1)(2)(3)(4)]
Private and Public Approaches on Statewide Highways
(OAR 734-051-0115)

(Measurement is in Feet)*

Posted Speed [(5)]	Rural Expressway **	Rural	Urban Expressway ** ***	Urban ***	STA
≥55	5280	1320	2640	1320	
50	5280	1100	2640	1100	
40 & 45	5280	990	2640	990	
30 & 35		770		720	[(6)]
≤25		550		520	[(6)]

NOTE: The numbers in superscript [(1)] refer to explanatory notes that follow Table 9C.
* Measurement of the approach road spacing is from center to center on the same side of the roadway.
** Spacing for Expressway at-grade intersections only. See the OHP for interchange spacing guidelines.
***These standards also apply to Commercial Centers.

Table 9B

Access Management Spacing Standards for [(1)(2)(3)(4)]
Private and Public Approaches on Regional Highways
(OAR 734-051-0115)

(Measurement is in Feet)*

Posted Speed [(5)]	Rural Expressway **	Rural	Urban Expressway ** ***	Urban ***	STA
≥55	5280	990	2640	990	
50	5280	830	2640	830	
40 & 45	5280	750	2640	750	
30 & 35		600		425	[(6)]
≤25		450		350	[(6)]

NOTE: The numbers in superscript [(1)] refer to explanatory notes that follow Table 9C.
* Measurement of the approach road spacing is from center to center on the same side of the roadway.
** Spacing for Expressway at-grade intersections only. See the OHP for interchange spacing guidelines.
***These standards also apply to Commercial Centers.

Table 9C

Access Management Spacing Standards for [1][2][3][4] Private and Public Approaches on District Highways

(OAR 734-051-0115)

(Measurement is in Feet)*

Posted Speed [5]	Rural Expressway **	Rural	Urban Expressway ** ***	Urban ***	STA
≥55	5280	700	2640	700	
50	5280	550	2640	550	
40 & 45	5280	500	2640	500	
30 & 35		400		350	[6]
≤25		400		350	[6]

NOTE: The numbers in superscript [1] refer to explanatory notes that follow Table 9C.
* Measurement of the approach road spacing is from center to center on the same side of the roadway.
** Spacing for Expressway at-grade intersections only. See the OHP for interchange spacing guidelines.
***These standards also apply to Commercial Centers.

Notes on Tables 9A, 9B, and 9C:

[1] These access management spacing standards are for unsignalized approaches only. Signal spacing standards supersede access management spacing standards for approaches.

[2] These access management spacing standards do not apply to approaches in existence prior to April 1, 2000 except as provided in OAR 734-051-0115(1)(c) and 734-051-0125(1)(c).

[3] For infill and redevelopment, see OAR 734-051-0135(4).

[4] For deviations to the designated access management spacing standards see OAR 734-051-0135.

[5] Posted (or Desirable) Speed: Posted speed can only be adjusted (up or down) after a speed study is conducted and that study determines the correct posted speed to be different than the current posted speed. In cases where actual speeds are suspected to be much higher than posted speeds, the Department reserves the right to adjust the access management spacing accordingly. A determination can be made to go to longer access management spacing standards as appropriate for a higher speed. A speed study will need to be conducted to determine the correct speed.

[6] Minimum access management spacing for public road approaches is the existing city block spacing or the city block spacing as identified in the local comprehensive plan. Public road connections are preferred over private driveways and in STAs driveways are discouraged. However, where driveways are allowed and where land use patterns permit, the minimum access management spacing for driveways is 175 feet (55 meters) or mid-block if the current city block spacing is less than 350 feet (110 meters).

Table 9D

Minimum Spacing Standards Applicable to Non-Freeway Interchanges with Two-Lane Crossroads

(OAR 734-051-0125)

Category of Mainline	Type of Area	Speed of Mainline	Spacing Dimension				
			B	C	X	Y	Z
Expressways, Statewide, Regional and District Highways	Fully Developed Urban*	45 mph (70 kph)	2640 ft (800 m)	1 mile (1.6 km)	750 feet (230 m)	1320 feet (400 m)	750 feet (230 m)
	Urban	45 mph (70 kph)	2640 ft (800 m)	1 mile (1.6 km)	1320 feet (400 m)	1320 feet (400 m)	990 feet (300 m)
	Rural	55 mph (90 kph)	1 mile (1.6 km)	2 miles (3.2 km)	1320 feet (400 m)	1320 feet (400 m)	1320 feet (400 m)

Notes:
1) If the crossroad is a state highway, these distances may be superseded by the Access Management Spacing Standards, providing the distances are greater than the distances listed in the above table.
2) No four-legged intersections may be placed between ramp terminals and the first major intersection.
3) No application shall be accepted where an approach would be aligned opposite a freeway or expressway ramp terminal (OAR 734-051-0070(4)(a)).
4) Use four-lane crossroad standards for urban and suburban locations that are documented to be widened in a Transportation System Plan or corridor plan.
5) No at-grade intersections are allowed between interchanges less than 5 miles apart.
B = Distance between the start and end of tapers
C = Distance between nearest at-grade and ramp terminal intersections or the end/start of the taper section
X = Distance to the first approach on the right; right in/right out only
Y = Distance to first intersections where left turns are allowed
Z = Distance between the last right in/right out approach road and the start of the taper for the on-ramp
* Fully Developed Urban Interchange Management Area: Occurs when 85% or more of the parcels along the influence area are developed at urban densities and many have driveways connecting to the crossroad. See the definition in the 1999 Oregon Highway Plan.

Highway Classification for State Highways in Polk County

Classification	Highway	Segment
Statewide Expressways	OR-22 Willamina-Salem Highway	MP 12.72 - 25.96 (Marion/Polk County line)
	OR-18 Salmon River Highway	MP 18.78 - 29.76 (Polk/Yamhill County line)
Statewide Freight Routes	OR-22 Willamina-Salem Highway	MP 0.00 to 12.72
	OR-18--Salmon River Highway--	MP 14.90 to MP 18.78 (Tillamook/Polk County Line)
Freight Route on a Regional or District Highway	OR-99W	Entire segment within Polk County
Regional Highways	OR-22 Three Rivers Highway	Entire segment within Polk County
	OR-221 Salem-Dayton Highway	MP 9.26 to 10.98 (Polk/Yamhill County Line)
District Highways	OR-221 Salem-Dayton Highway	MP 0.00 to 9.26
	OR-223 Dallas-Rickreall Highway	Entire segment within Polk County
	OR-223 Kings Valley Highway	Entire segment within Polk County
	OR-51 Independence Highway	Entire segment within Polk County
	OR-194 Monmouth Highway	Entire segment within Polk County
	OR-18B Willamina-Sheridan Highway	Entire segment within Polk County

112.180 ESTABLISHMENT, ALTERATIONS, OR ELIMINATION OF FUTURE RIGHT-OF-WAY LINES. The governing body may establish, vary, modify, alter, or eliminate any future right-of-way line for any reason or purpose by resolution. Polk County will require dedication or reservation for future dedication of right-of-way for transportation improvements, as identified in an adopted Corridor Refinement Plan in the adopted Polk County Transportation Systems Plan.

(A) The dedication or reservation will be required at the time that a partition or subdivision is proposed on a particular property. The dedication or reservation shall be for the property subject to the development proposal.

(B) For development activity other than in (a) above, the property owner shall sign a Waiver of Remonstrance document for other development activity. Polk County will require setbacks for new structures or additions to existing structures from the future road right-of-way identified in the adopted Transportation Systems Plan. **[Amended by Ordinance #01-10 dated November 14, 2001.]**

112.190. SETBACK DISTANCES. An existing building or part thereof that extends into the front yard, side yard, or rear yard, shall be treated as a non-conforming building. **[Amended by Ordinance #93, dated November 9, 1971.]**

(A) To permit or afford better light, air and vision on the more heavily traveled streets and roads; to protect the arterial streets and highways and to permit the expansion of street areas for traveling purposes, or eventual widening of streets or roads; every building, or structure, exclusive of signs, floodlight standards, and their supporting members shall set back from the streets or parts of streets or roads hereafter named, the number of feet set forth below, measured at right angles to the property line adjacent to the street or road right-of-way.

PRINCIPAL ARTERIAL (STATE 18,22)	MINOR ARTERIAL (STATE 51,99,221,223)	MAJOR & MINOR COLLECTOR (COUNTY)	LOCAL ROADS (COUNTY)
30 feet from existing R.O.W. for all commercial & industrial 30 feet from a 120 foot R.O.W. for all non-commercial & industrial	30 feet *(measured from 80 foot R.O.W.)	30 feet *(measured from 60 foot R.O.W.)	See zone listing

* Indicates additional right of way may be required where existing is deficient.

The above setback provisions are minimum requirements, and are to be considered as supplementary and additional to any such requirements contained in any other part of this ordinance; provided, however, should a greater setback line or front yard be required along any portion of any street herein before named by any other section or provision of this ordinance, then such greater setback line or front yard area shall be the minimum permitted by this ordinance.

(B) Required yard areas adjacent to a street shall be measured from the proposed future right-of-way line as set forth in this section. **[Amended by Ordinance 90-14, dated November 28, 1990.]**

112.200. AMENDMENT BY RESOLUTION. Future amendments to the road classification map shall be accomplished by resolution of the Board of Commissioners.**[Amended by Ordinance 90-14, dated November 28, 1990.]**

112.210. NEW AND EXISTING FACILITIES TO PROVIDE PARKING AND LOADING. Off-street automobile parking areas and off-street loading areas as hereinafter set forth shall be provided and maintained.

(A) For any new building or structure erected.

(B) For additional seating capacity, floor area, guest rooms, or dwelling units added to any existing building or structure.

(C) When the use of the building or structure as set forth in Section 112.250 is changed, which changed use would require additional parking areas and off-street loading areas under the provisions of this ordinance.

112.220. DIMINUTION OF PARKING AREA PROHIBITED. Off-street parking and loading areas which existed on the effective date of this ordinance (November 13, 1970) or which subsequent thereto are provided for the purpose of complying with the provisions of this code shall be retained and maintained or the equivalent parking and loading areas provided.

112.230. LOCATION. Off-street parking and loading areas shall be provided on the same lot with the main building or structure or use except that:

(A) In the SR zone, automobile parking areas for dwellings and other uses permitted in that zone may be located on another lot if such lot is within 200 feet of the lot containing the main building, structure or use;

(B) In any other zone the parking area may be located off the site of the main building, structure or use if it is within 500 feet of such site.

112.240. JOINT USE. A parking area may be used for a loading area during those times when the parking area is not needed or used. The automobile parking space provided by churches and schools may be made available as a public or private parking lot when the use thereof is not required by the church or school for which such parking was provided, regardless of the zone wherein located, provided the lot is developed as prescribed in this ordinance.

112.250. OFF-STREET AUTOMOBILE PARKING REQUIREMENTS. Off-street automobile parking shall be provided as required by Section 112.270 and approved by the Planning Director in the amounts not less than those listed below:

	USE	AMOUNT REQUIRED
(A)	1, 2 and 3 family dwellings	1 space per dwelling unit
(B)	Multi-family dwelling containing 4 or more dwelling units located on the same lot	3 spaces per 2 dwelling units (equal to 1.5 the number of units)
(C)	Residential hotel; rooming or boarding house	4 spaces per 5 guest accommodations (equal to 8 percent of the number of guest accommodations, plus 1 additional space for the owner or manager)
(D)	Fraternities, sororities, dormitories (off campus)	1 space for every 4 student houses or beds
(E)	High rise apartments (3 stories or more)	1 space per unit
(F)	Hotel	1 space per guest room or suite
(G)	Motel	1 space per guest room or suite, plus 1 additional space for the owner or manager
(H)	Club; lodge	Spaces sufficient to meet the combined minimum requirements of the daytime uses being conducted, such as hotel, restaurant, auditorium, etc.
(I)	Welfare or correctional	1 space per 5 beds for institution patients or inmates

(J)	Convalescent hospital, nursing home, sanitarium, rest home, home for aged, group care facility	1 space per 2 beds for patients or residents
(K)	Hospital	3 spaces per 2 beds (equal to 1.5 times the number of beds)
(L)	Church	1 space per 4 seats or every 8 feet of bench length in the main auditorium
(M)	Library; reading room	1 space per 400 sq. ft. of floor area, plus 1 space per 2 employees
(N)	Pre-school nursery; kindergarten	2 spaces per teacher, plus off-street student loading and unloading facility
(O)	Elementary or Junior High School	2 spaces per classroom, plus off-street student loading and unloading facility
(P)	High School	1 space per classroom, plus 1 space per administrative employee, plus 1 space for each 6 students, plus off-street student loading and unloading facility
(Q)	College, commercial school for adults	1 space for each 4 students enrolled in school
(R)	Other auditorium; meeting	1 space per 4 seats or 8 feet room of bench length
(S)	Parks - other than neighborhood parks or playgrounds, where a use is specifically listed herein, then the off-street parking requirements for that use shall apply	1 space per 3 picnic tables, plus 5 spaces sufficient parking for all activities within the park shall be provided when sufficient on-street parking is not available
(T)	Stadium; arena; theater	1 space per 4 seats or 8 feet of bench length
(U)	Bowling alley	5 spaces per alley, plus 1 space per 2 employees
(V)	Dance hall; skating rink	1 space per 100 sq. ft. of gross floor area, plus 1 space per 2 employees
(W)	Golf Course	4 spaces for each tee, plus 1 space per 200 sq. ft. of gross floor area of each building, plus 1 space per every 2 employees
(X)	Retail store, except as provided in paragraph (Y) of this subsection	1 space per 200 sq. ft. of gross floor area, plus 1 space per every 2 employees

(Y)	Service or repair shop store handling exclusively bulky merchandise such as automobiles and furniture	1 space per 600 sq. ft. of gross floor area, plus 1 space per every 2 employees
(Z)	Bank; office buildings (except medical and dental)	1 space per 300 sq. ft. of gross floor area, plus 1 space per 2 employees
(AA)	Medical and dental clinic	1 space per 300 sq. ft. of gross floor area, plus 1 space per 2 employees
(BB)	Eating or drinking establishments	1 space per 200 sq. ft. of gross floor area
(CC)	Mortuaries	1 space per 4 seats or 8 feet of bench length in chapels
(DD)	Storage Warehouse; manufacturing establishment; rail or trucking freight terminal	0-49,999 sq. ft. of floor area: 1 space per 5,000 sq. ft. or 1 space per employee, whichever is greater 50,000-99,999 sq. ft. of floor area: 1 space per 10,000 sq. ft. or 1 space per employee, whichever is greater 100,000 sq. ft. and over of floor area: 1 space per 15,000 sq. ft. or 1 space per employee, whichever is greater
(EE)	Wholesale establishment	1 space per employee or 1,000 sq. ft. of gross floor area, whichever is greater, plus 1 space per 700sq. Ft. of patron-serving area
(FF)	Governmental Office Buildings	1 space per 600 sq. ft. of gross floor area, plus 1 space per 2 employees
(GG)	When a parking requirement is stated in terms of employees, it means the maximum number of employees who will be at the site at one time, either on a single shift or an overlap of shifts	

112.260. OFF-STREET LOADING AREA DEVELOPMENT REQUIREMENTS. Off-street loading space shall be provided in the amounts listed below except that, in appropriate cases, the Hearings Officer or Planning Director may waive the requirements for loading space, after proceedings are had as for a conditional use as provided in Chapter 119, and when the Hearings Officer or Planning Director has determined that the use to which the building is to be put is of a kind not requiring the loading or unloading or delivery of merchandise or other property by commercial trucks or delivery vehicles; provided, however, whenever the use of such building is changed to another use, then such loading space as is required by this ordinance shall be provided.

(A) A minimum loading space size of 12 feet wide, 20 feet long, and 14 feet high shall be required as follows:

(1) For multi-family dwellings with ten (10) or more dwelling units, 1 space;

(2) For buildings used entirely for office occupancy, up to 2,000 square feet gross floor area, one (1) space; for each additional 40,000 square feet of gross floor area, or any portion thereof, one (1) space;

(B) A minimum loading space size of 12 feet wide, 30 feet long and 14 feet high shall be required as follows:

(1) For all buildings except residential and those used entirely for office use: Up to 2,000 square feet gross floor area, one (1) space;

(2) For each additional 40,000 square feet of floor area or any portion thereof, one (1) space.

112.270. PARKING AND LOADING AREA DEVELOPMENT REQUIREMENTS. All parking and loading areas except those for single family dwellings shall be developed and maintained as follows:

(A) Location or site: The required yard areas adjacent to a street shall not be used for parking or loading areas and the yards shall be the same as is required for the main building in the district in which the parking area is to be located and such yard area adjacent to a street shall be landscaped with trees, shrubs, grass or evergreen ground cover and other complementary materials and maintained in a neat and well appearing manner. The side and rear yards, other than those adjacent to a street, may be used for parking and loading areas when such areas have been developed and are maintained as required by this ordinance.

(B) Surfacing: Inside an adopted urban growth boundary all driveways, parking and loading areas shall be paved with asphalt or concrete surfacing and shall be adequately designed, graded and drained as required by the director of public works except where existing. When existing gravel lots inside the UGB are expanded in excess of 50 percent above the existing lot size they shall be paved. Outside of urban growth boundaries, gravel, asphalt or concrete may be used for surfacing based on the standard of: six (6) inches of one (1) inch minus gravel to three (3) inch minus; if three (3) inch minus is used the top two (2) inches shall be one (1) inch minus or an alternative as approved by the Director of Public Works. A paved access apron to any paved access road is required regardless of the parking lot surface. **[Subsection (b) amended by Ordinance 90-19, dated January 2, 1991.]**

(C) Bumper guards or wheel barriers: Bumper guards or wheel barriers shall be so installed that no portion of a vehicle will project into a public right-of-way or over adjoining property. The area beyond the wheel barriers or bumper guards shall be paved or covered with evergreen ground cover.

(D) Size of parking spaces and driveways: The parking area, each parking space and all driveways shall be of sufficient size and all curves and corner of sufficient radius to permit the safe operation of a standard size automobile, to wit:

(1) Parking space (See Appendix 1);

(2) Maximum 12 percent grade for driveways;

(3) Directional signs and pavement marking shall be used to control vehicle movement in the parking lot;

(4) One-way drives shall have an improved width of at least 12 feet, and the inside radius at the curb shall be 25 feet for any curves or corners and signs shall be erected indicating the one-way direction;

(5) Two-way driveways shall have an improved width of at least 20 feet and the inside radius at the curb shall be 25 feet for any curves or corners.

(E) Access: All parking or loading areas shall be served with either separate ingress and egress driveways or with an adequate turn-around, which is always available and useable. All entrances and exits onto a public right-of-way shall first have the approval of the Director of Public Works or County Engineer.

(F) Fences, walls and hedges:

(1) When the parking or loading area is within the SR zone such parking or loading area shall be screened from all obscuring ornamental fence, wall or compact evergreen hedge, except along an alley;

(2) When the parking or loading area is adjacent to the SR zone, there shall be a sight obscuring ornamental fence, wall, or compact evergreen hedge between the parking or loading area and the SR zone, except along an alley;

(3) The ornamental fence or wall shall be erected and maintained at a height of at least four (4) feet but not more than seven (7) feet; a compact evergreen hedge shall be not less than three (3) feet at planting and capable of reaching a height of six (6) feet. Fences, walls or hedges shall have the same setback requirements from all streets and the same vision clearance areas as required for a one (1) story building in the zone in which such parking or loading area is located. In yard areas other those adjacent to a street, the fence wall or hedge may be located on the property line.

(G) Lighting: Any light used to illuminate a parking or loading area shall be so arranged as to be directed entirely onto the loading or parking area, shall be deflected away from any residential use and shall not cast a glare or reflection onto moving vehicles on public right-of-way.

(H) Landscaping: In every residential, commercial, and industrial zone other than the SR zone, there shall be provided a landscaped yard as set forth in the appropriate development standards sections of this chapter. In addition to other landscape requirements every newly developed automobile off-street parking area or if any graveled or unimproved lot is paved, such lot shall have at least one (1) percent of the gross parking lot area devoted to landscaping. The gross parking lot area, as used in this instance, is the outer boundaries of the specific area devoted to parking of automobiles exclusive of any buildings and/or other landscaping areas otherwise provided.

(I) Plans and Permits: Plans at a workable scale shall be referred to the Director of Public Works or County Engineer for a recommendation prior to the issuance of a permit by the Building Official.

(J) Loading spaces shall be marked for loading only.

112.280. APPLICATION OF REGULATIONS REGARDING ACCESSORY STRUCTURES. The regulations regarding accessory structures set forth in this Chapter shall apply to customary residential accessory buildings for private use in the Suburban Residential Zoning District. These regulations do not apply to accessory structures in the Acreage Residential Five Acre (AR-5) and Ten Acre (AR-10) Zones, or Agriculture and Forestry Ten Acre (AF-10) zone.

112.290. LOT COVERAGE BY ALL ACCESSORY STRUCTURES. The lot coverage by all accessory structures shall not be more than 25 percent of rear yard area.

112.300. HEIGHT STANDARDS FOR ACCESSORY STRUCTURES. The maximum height (as defined by Section 110.260) of any accessory structure shall be eight (8) feet when the foundation of the accessory structure is located at the lot line as provided by Section 112.330.

For properties which are not located within adopted urban growth boundaries, the maximum height for an accessory structure may be increased one (1) foot for each one (1) foot of distance from the lot line to a maximum height of 35 feet.

For properties within adopted urban growth boundaries, the maximum height for accessory structures shall be the applicable city standard. No variances to this standard shall be allowed, however the affected city may waive this requirement, in writing, to allow construction of an accessory structure up to 35 feet in height. If a waiver is granted by the affected city, the maximum height for the accessory structure may be increased one (1) foot for each one (1) foot of distance from the lot line to the maximum height of 35 feet.

112.310. FRONT YARDS AND YARDS ADJACENT TO STREETS WITH ACCESSORY STRUCTURES. Any accessory structure, except fences, which has any portion extending above grade shall observe the yard requirements the same as the main building, otherwise all such structures shall be at or below grade.

112.320. SIDE YARDS, INTERIOR WITH ACCESSORY STRUCTURES. Accessory structures not attached to the main building located in an interior side yard shall be set back at least five (5) feet from any lot line.

112.330. REAR YARDS WITH ACCESSORY STRUCTURES. Within interior rear yards and portions of rear yards not abutting a street, an accessory structure may be placed on the property line except along an alley; all structures except fences shall be at least one (1) foot from the alley. Note: The Building Code may require a setback from the property line.

112.340. ACCESSORY STRUCTURES ATTACHED TO THE MAIN BUILDING. Covered or enclosed accessory buildings which are attached to the main building shall be considered as a portion of the main building and shall observe the same requirements as the main building except for certain projections, as provided in Sections 112.100, 112.110, and 112.120. Accessory structures shall be considered as being attached to the main building when any portion of the accessory structure is located within four (4) feet of the main building.

112.350. FENCES-LOCATION HEIGHT AND DENSITY. In any yard adjacent to a street and within ten (10) feet from the property line adjacent to such street, fences, walls and hedges may be up to 48 inches in height, when that portion of the fence above 24 inches is at least 75 percent open when measured at 90 degrees to the fence. Fences located in a yard area other than above described may be up to seven (7) feet in height.

112.360. MEASUREMENT OF HEIGHT OF FENCES. All fences along a public right-of-way will be measured from and along the sidewalk, or if no sidewalk exists, from and along the curb, or if no curb exists, from and along the finished shoulder grade of the right-of-way. All other fences will be measured from and along the finished grade of the property along the fence.

112.370. FENCES-USE OF HAZARDOUS MATERIALS. Fences shall not be constructed of or contain any material which will do bodily harm, such as barbed wire, electric wire, (other than stock fences), broken glass, spikes, and any other hazardous or dangerous materials.

112.390. RESIDENTIAL ZONE DEVELOPMENT STANDARDS

(A) Suburban Residential Zoning District (SR)

(1) LOT AREA COVERAGE AND WIDTH. The front building line of every lot in an SR Zone shall have a minimum width of 60 feet. Total lot coverage by a dwelling, main building and accessory building in combination shall not exceed 40 percent of the lot area.

(2) FRONT YARD. Every building erected, constructed, or altered in an SR Zone shall set back from the front lot line at least 20 feet, except in the instance where the average depth of the other buildings on the same side of the street are between ten (10) and 20 feet, then the average depth may be used. The average depth is the average of the distance from the closest part of the foundation of the existing buildings to the front property line where the existing buildings are within 200 feet of the center of the proposed building, on the same side of the street, within the same block.

If existing buildings are within ten (10) feet of the property line, then no less than 10 feet shall be used in figuring the average, or if existing building are more than 20 feet from the property line then the minimum requirement of 20 feet shall be used in figuring the average.

When by this ordinance or any other ordinance a greater setback or a front yard of greater depth is required than specified in this section, then such greater setback line or front yard depth shall apply.

(3) SIDE YARDS. There shall be a side yard on each side of the main building on every lot in an SR Zone in width not less than five (5) feet for a one-story building; not less than six (6) feet for a two and one-half (2-1/2) story building; provided, however, any side yard adjacent to a street shall conform to the setback set forth in Section 112.080.

(4) REAR YARDS. There shall be a rear yard on every lot in an SR Zone, which rear yard shall have a minimum depth of 24 feet for a one (1) story building, 30 feet for a two (2) story building and 36 feet for a two and one-half (2-1/2) story building. In the case of a corner lot, the minimum depth shall be 14 feet for a one (1) story building, 20 feet for a two (2) story building adjacent to either interior lot line; provided, however, any rear yard provided adjacent to a street shall conform to the setback set forth in Section 112.080.

(5) HEIGHT. In the SR Zone, no buildings or structure shall exceed 35 feet or two and one-half (2-1/2) stories in height, except churches and public and semi-public buildings, where permitted, may be built to a height of 70 feet or six (6) stories, provided any such buildings set back from every street and lot line one (1) foot for each foot of height of the building in excess of 35 feet, in addition to other yard and setback requirements herein specified.

(6) MINIMUM SIZE FOR THE CREATION OF NEW PARCELS OR LOTS. The minimum size for newly created lots or parcels in the Suburban Residential Zone shall be as follows:

(a) 1.00 acre within unincorporated communities, or

(b) 2.00 acres outside urban growth boundaries and outside unincorporated community boundaries, or

(c) Within an urban growth boundary, the minimum size for newly created parcels or lots shall conform to the lot area requirements identified in the urban growth management agreement between Polk County and the affected City.

Note: Nothing in this section provides for an exemption from compliance with Polk County Subdivision Ordinance Section 91.350 which requires that each lot or parcel be of proper size to provide for adequate sub-surface sewage disposal facilities.

(B) Acreage Residential and Agriculture and Forestry Zoning Districts (AR-5, AR-10, and AF-10)

(1) LOT AREA.

(a) The minimum lot size in the AR-5 Zone shall be five (5) acres.

(b) The minimum lot size in the AR-10 and AF-10 Zones shall be ten (10) acres.

(2) YARDS.

(a) There shall be front, side, and rear yards of the following depths for lots in the AR-5, AR-10, and AF-10 Zoning Districts:

All buildings and structures

Front	Side	Rear
30 feet	20 feet	20 feet

(b) Any side or rear yard adjacent to a street shall meet the yard requirement for a front yard.

(c) When by this ordinance or any other ordinance, a greater setback or front yard of greater depth is required by this section, the greater setback line or front yard depth shall apply. If a lesser setback or yard is required, the provisions of this ordinance shall apply.

(d) All structures are subject to any special setback lines, where specified on designated arterials or collectors, in addition to the above setbacks.

(3) HEIGHT. In the AR-5, AR-10, and AF-10 Zones, no buildings or structure shall exceed 35 feet or two and one-half (2-1/2) stories in height, except churches and public and semi-public buildings, where permitted, may be built to a height of 70 feet or six (6) stories, provided any such buildings set back from every street and lot line one (1) foot for each foot of height of the building in excess of 35 feet, in addition to other yard and setback requirements herein specified. **[Amended by Ordinance #04-01, dated January 21, 2004.]**

(C) Residential Multi-Family Zoning District (RM)

(1) LOT AREA AND WIDTH. In the RM zone the minimum requirements for lot area shall be 6,000 square feet for a single-family dwelling. The minimum lot area requirements for other residential uses shall be 5,000 square feet additional lot area computed as follows:

(a) For the 1st through the 5th unit:

(i) For each dwelling unit with one (1) or less bedrooms - 750 square feet;

(ii) For each dwelling with two (2) bedrooms - 1,000 square feet;

(iii) For each dwelling with three (3) or more bedrooms - 1,200 square feet.

(b) For the 6th dwelling unit and each succeeding dwelling unit the following additional lot area shall be required:

(i) For each dwelling unit with one (1) or less bedrooms:

(A) One (1) story - 1,250 square feet

(B) Two (2) story - 1,000 square feet

(ii) For each dwelling with two (2) bedrooms:

(A) One (1) story - 1,675 square feet

(B) Two (2) story - 1,300 square feet

(iii) For each dwelling with three (3) or more bedrooms:

(A) One (1) story - 2,150 square feet

(B) Two (2) story - 1,700 square feet

(c) No main building or group of buildings shall occupy more than 40 percent of the lot area, and no detached accessory structure may occupy more than 25 percent of any side or rear yard, except that covered or enclosed parking structure limited to one story in height shall be excluded from these coverage provisions;

(d) Every lot in the RM zone shall have a minimum width of 50 feet at the front building line. The minimum lot area requirements for buildings other than dwellings shall be of an area not less than the sum of the area occupied by the building or buildings, and the area required for yards herein, or 5,000 square feet, whichever is greater.

(e) Subdivision or partition proposals for property located within an adopted Urban Growth Boundary shall conform to the lot area requirements of all urban growth management agreements adopted between Polk County and the participating city prior to granting of final approval.

(2) FRONT YARDS. In the RM zone, there shall be a minimum front yard of 20 feet. No parking shall be allowed in the required minimum front yard.

(3) SIDE AND REAR YARD.

(a) There shall be a side yard and a rear yard on every lot in the RM zone, which yards shall have a minimum depth as follows:

(i) One story - six (6) feet

(ii) Two story - seven (7) feet

(iii) Two and one-half (2 1/2) story - eight (8) feet

There shall be added to these minimum side yard and the rear yard requirements, one (1) foot for each multiple of 15 feet or portion thereof, that the length of the side of the building measures over 30 feet. Notwithstanding Section 110.610, the rear yard in the RM zone shall be measured from the property line.

(b) In lieu of subsection (a) of this section, side and rear yards may be provided which will allow placement of portions of a main building with offsets and jogs at varying yard depths, provided the said yards shall conform to the following conditions:

(i) The minimum yard depth for any continuous wall between offsets and jogs shall be computed and provided as in subsection (a) of this section for that portion of the wall between offsets and jogs, provided the total yard area equals that which would have been otherwise provided in said subsection (a) which area shall be determined by multiplying the length of the yard times the depth of the yard.

(ii) The minimum yard depth for any portion of a building shall be six (6) feet for a one (1) story, seven (7) feet for a two (2) story, and eight (8) feet for a two and one-half (2 1/2) story building.

(4) LANDSCAPED YARDS.

(a) In the RM zone, the following landscaped yard shall be provided for residential uses other than single and two (2) family dwellings:

(i) For each dwelling unit with one (1) or less bedrooms - 300 square feet;

(ii) For each dwelling with two (2) bedrooms - 400 square feet;

(iii) For each dwelling with three (3) bedrooms - 500 square feet;

(iv) For each dwelling with more than three (3) bedrooms - 500 square feet, plus 100 square feet for each additional bedroom in each unit.

(b) In the RM zone all required yards adjacent to a street shall be landscaped, save that portion devoted to off-street parking. Such landscaping may be counted in fulfilling the requirements of subsection (a).

(5) HEIGHT. In the RM zone, no building or structure shall exceed 35 feet or two and one-half (2 1/2) stories in height, except churches and public and semi-public buildings, where permitted, may be built to a height not to exceed 70 feet or six stories, provided any such building sets back from every street and lot line one foot for each foot of height of the building in excess of 35 feet, in addition to other yard and setback requirements herein specified.

(D) Limited Multi-Family Residential Zone (RL)

(1) LOT AREA AND WIDTH. In the RL zone the minimum requirements for lot area shall be 6,000 square feet for a single-family dwelling. The minimum lot area requirements for other residential uses shall be 5,000 square feet additional lot area computed as follows:

(a) For the 1st through the 5th unit:

(i) For each dwelling unit with one (1) or less bedrooms - 750 square feet;

(ii) For each dwelling with two (2) bedrooms - 1,000 square feet;

(iii) For each dwelling with three (3) or more bedrooms - 1,200 square feet.

(b) For the 6th dwelling unit and each succeeding dwelling unit the following additional lot area shall be required:

(i) For each dwelling unit with one (1) or less bedrooms, one (1) story - 1,250 square feet;

(ii) For each dwelling unit with two (2) bedrooms, one (1) story - 1,675 square feet;

(iii) For each dwelling with three (3) or more bedrooms, one (1) story - 2,150 square feet;

(c) No main building or group of buildings shall occupy more than 40 percent of the lot area, and no detached accessory structure may occupy more than 25 percent of any side or rear yard, except that covered or enclosed parking structure limited to one story in height shall be excluded from these coverage provisions;

(d) Every lot in the RL zone shall have a minimum width of 50 feet at the front building line. The minimum lot area requirements for buildings other than dwellings shall be of an area not less than the sum of the area

occupied by the building or buildings, and the area required for yards herein, or 5,000 square feet, whichever is greater.

(e) Subdivision or partition proposals for property located within an adopted Urban Growth Boundary shall conform to the lot area requirements of all urban growth management agreements adopted between Polk County and the participating city prior to granting of final approval.

(2) FRONT YARDS. In an RL zone, there shall be a minimum front yard of 20 feet. No parking shall be allowed in the required minimum front yard.

(3) SIDE AND REAR YARD.

(a) There shall be a side yard and a rear yard on every lot in the RL zone, which yards shall have a minimum depth of six (6) feet; provided there shall be added to the minimum side yard and rear yard requirements, one (1) foot for each multiple of 15 feet or portion thereof, that the length of the side of the building measures over 30 feet. Notwithstanding Section 110.610, the rear yard in an RL zone shall be measured from the property line.

(b) In lieu of subsection (a) above, side and rear yards may be provided which allow placement of portions of a main building with offsets and jogs at varying yard depths, provided the said yards shall conform to the following conditions:

(i) The minimum yard depth for any continuous wall between offsets and jogs shall be computed and provided as in (a) above for that portion of the wall between offsets and jogs; provided the total yard area equals that which would have otherwise been provided in (a) above, which area shall be determined by multiplying the length of the yard times the depth of the yard.

(ii) The minimum yard depth for any portion of a building shall be 6 feet.

(c) Notwithstanding the provisions of subsections (a) and (b) of this section, any side yard or rear yard adjacent to a street shall have a minimum yard depth of 20 feet. No parking shall be allowed within ten (10) feet of the street property line; provided, however, in no case shall parking be allowed in a required rear yard abutting the parallel or approximately parallel street or a through lot. For the purposes of this subsection, through lot shall be defined as a lot having frontage on two (2) parallel or approximately parallel street.

(d) The yard depth between two (2) or more main buildings on the same lot shall be equal to that side yard depth measured to an assumed property line drawn between the buildings. The yard depth between the assumed property line and the building shall not be less than as provided in (a) above.

(4) LANDSCAPED YARDS.

(a) In the RL zone, the following landscaped yard shall be provided for residential uses other than single and two (2) family dwellings:

(i) For each dwelling unit with one (1) or less bedrooms - 300 square feet;

(ii) For each dwelling with two (2) bedrooms - 400 square feet;

(iii) For each dwelling with three (3) bedrooms - 500 square feet;

(iv) For each dwelling with more than three (3) bedrooms - 500 square feet, plus 100 square feet for each additional bedroom in each unit.

(b) In the RL zone all required yards adjacent to a street shall be landscaped, save that portion devoted to off-street parking. Such landscaping may be counted in fulfilling the requirements of subsection (a) above.

(5) HEIGHT. In the RL zone, no building or structure except a single-family dwelling on a separate deeded lot shall exceed one (1) story or 20 feet in height. Single-family dwellings shall not exceed 35 feet or two and one-half (2-1/2) stories. When approved by the Planning Director or Hearings Officer as a conditional use, churches and public and semi-public buildings, where permitted, may be built to a height not to exceed 70 feet or six (6) stories, provided any such building sets back from every street and lot line one (1) foot for each foot of height of the building in excess of 35 feet, in addition to other yard and setback requirements herein specified.

(E) High Rise Apartment Residential Zone (RH)

(1) LOT AREA AND WIDTH. Where the building or structure or portion thereof to be erected, altered or enlarged is not to exceed 35 feet or two and one-half (2-1/2) stories, then the requirements for lot area and width in the RM zone set forth in the RM zone (Section 112.380) shall apply. For buildings or structures exceeding 35 feet or two and one-half (2-1/2) stories the lot shall have a minimum lot area of 10,000 square feet.

Subdivision or partition proposals for property located within an adopted Urban Growth Boundary shall conform to the lot area requirements of all urban growth management agreements adopted between Polk County and the participating city prior to granting of final approval.

(2) FRONT YARDS. In the RH zone, there shall be a minimum front yard of 20 feet. No parking shall be allowed in the required minimum front yard.

(3) SIDE YARDS. When the building or structure or portion thereof to be erected, altered, or enlarged is not to exceed 35 feet or two and one-half (2-1/2) stories, then the requirements for side yards set forth in the RM zone (Section 112.380 (C)(3) shall apply. For buildings and structures exceeding 35 feet or two and one-half (2-1/2) stories, each main building on each side shall have side yards, the minimum width of each shall be five (5) feet, which width shall be increased by 3 feet for each additional story above the first, but need not exceed 20 feet; provided, however, any side yard provided adjacent to a street shall have a minimum width of 20 feet, and there shall be no parking allowed with ten (10) feet of the street.

(4) REAR YARDS. Where the building or structure or portion thereof to be erected, altered, or enlarged is not to exceed 35 feet or two and one-half (2-1/2) stories, then the requirements for rear yards set forth in the RM zone (Section 112.380 (C)(3)) shall apply. For buildings and structures exceeding 35 feet or two and one-half (2-1/2) stories, there shall be a rear yard on every lot in an RH zone, which rear yard shall have a minimum depth of 20 feet for a one (1) story building, plus four (4) for each additional story above the first. Where the rear yard abuts a street no parking shall be allowed in the area within ten (10) of the said street.

(5) LANDSCAPED YARDS. Where the building or structure or portion thereof to be erected, altered, or enlarged is not to exceed 35 feet or two and one-half (2-1/2) stories, then the requirements for landscaped yards in the RM zone (Section 112.380 (C)(3)) shall apply. For buildings and structures exceeding 35 feet or two and one-half stories (2-1/2) stories all required yards therefore

adjacent to a street shall be landscaped, save that portion devoted to offstreet parking.

(6) HEIGHT. There shall be no restrictions on height in an RH zone. **[Amended by Ordinance 00-12]**

112.400. COMMERCIAL ZONE DEVELOPMENT STANDARDS

(A) Commercial Office Zoning District (CO) & Unincorporated Community Office Zoning District (UC-CO)

(1) LOT AREA AND WIDTH. Where the structure or building to be erected, altered or enlarged is to be used for purposes enumerated in the RM Zone, then the restrictions for lot area and width in the RM Zone shall govern (Section 112.380 (C)(1)). All other types of main building or accessory buildings shall occupy no more than 60 percent of the lot area.

(2) FRONT YARDS. In the CO and UC-CO Zones there shall be a minimum front yard of 20 feet, and no parking shall be allowed.

(3) SIDE YARDS. Where the structure or building or portion thereof to be erected, altered or enlarged is to be used for purposes enumerated in the RM Zone, then the restrictions for side yards in the RM Zone (Section 112.380 (C)(3)) shall govern. For buildings and structures erected, altered, or enlarged for other than RM Zone purposes, side yards shall be provided as follows:

(a) Main building:

(i) One (1) story - five (5) feet

(ii) Two (2) story - ten (10) feet

(b) Between main building on one (1) lot:

(i) One (1) story - ten (10) feet

(ii) Two (2) story - fifteen (15) feet

Provided, however, any side yard provided adjacent to a street shall have a minimum width of 20 feet, and no parking shall be within 10 feet of said street.

In the UC-CO Zone, side yards adjacent to an Exclusive Farm Use Zone, Farm Forest Zone, Farm Forest Overlay Zone, or Timber Conservation Zone shall be a minimum of 20 feet. A variance to this standard may be granted, subject to the provisions of Chapter 122 (Variances) of the Zoning Ordinance, subject to a showing that the proposed variance will not adversely affect adjacent farm or forest uses.

(4) REAR YARD. Where the structure or building or portion thereof to be erected, altered or enlarged is to be used for purposes enumerated in the RM Zone, then the restrictions for rear yards in the RM Zone (Section 112.380 (C)(3)) shall govern. For buildings and structures erected, altered, or enlarged for other than RM Zone purposes, there shall be a rear yard provided on every lot of a minimum of 10 feet for one (1) story buildings and 14 feet for two (2) story buildings. In case the rear yard provided for is adjacent to a street, the minimum depth shall be 20 feet and no parking shall be allowed within 10 feet of said street. When a lot is used for other than residential purposes, and the rear yard abuts upon or is adjacent to premises used for residential purposes, then the rear yard shall be enclosed with an ornamental fence or wall not less than six (6) feet in height or an ornamental compact evergreen hedge not less than three (3) feet and capable of attaining a height of six (6) feet, but this provision shall not apply to a lot bordered upon an alley.

In the UC-CO Zone, a rear yard adjacent to an Exclusive Farm Use Zone, Farm Forest Zone, Farm Forest Overlay Zone, or Timber Conservation Zone shall be a minimum of 20 feet. In the UC-CO Zone, side yards adjacent to an Exclusive Farm Use Zone, Farm Forest Zone, Farm Forest Overlay Zone, or Timber Conservation Zone shall be a minimum of 20 feet. A variance to this standard may be granted, subject to the provisions of Chapter 122 (Variances) of the Zoning Ordinance, subject to a showing that the proposed variance will not adversely affect adjacent farm or forest uses

HEIGHT. Where the building or structure or portion thereof to be erected, altered or enlarged is to be used for purposes enumerated in the RM Zone, then the restrictions for height in the RM Zone shall govern. For buildings and structures erected, altered or enlarged for other than said purposes shall not exceed two (2) stories or 35 feet in height.

(B) Commercial Retail Zoning District (CR), Unincorporated Community Commercial Retail Zoning District (UC-CR), Eola Unincorporated Community Commercial Zoning District, and Rickreall Unincorporated Community Commercial Zoning District (Rickreall UC-C).

(1) LOT AREA AND WIDTH. Buildings or structures hereafter erected, altered, or enlarged and used wholly or partly for residential purposes in the CR, UC-CR, Eola UC-C, & Rickreall UC-C Zones shall comply with the lot area and width requirements of the RM Zone (Section 112.380 (C)(1)), otherwise no other lot area requirements exist.

(2) FRONT YARD. A landscaped yard three (3) feet in depth shall be provided in the CR, UC-CR, Eola UC-C, and Rickreall UC-C Zones on every lot adjacent to a street, except that building or structures or any portion thereof used for residential purposes shall provide the front yard and landscaped yard as set forth in the RM Zone (Section 112.380 (C)(2)).

(3) SIDE AND REAR YARDS. In the CR, UC-CR, Eola UC-C, and Rickreall UC-C Zones, no side or rear yard is required except as herein provided, but if one is provided it shall be not less than three (3) feet in depth exclusive only of any alley. A side or rear yard shall be provided in the CR, UC-CR, Eola UC-C, and Rickreall UC-C Zones when:

(a) The lot abuts or is adjacent to a premises used or is zoned for residential purposes. The yard shall be not less than three (3) feet in depth.

(b) The buildings or structures or portions thereof on a lot are used for residential purposes in which circumstances side and rear yard restrictions in RM Zones shall apply. In the case of subsection (a) of this section, the side and rear yard shall be contained by a wall or fence or ornamental compact evergreen hedge not less than three (3) feet high and capable of attaining a height of six (6) feet.

(c) A landscaped yard three (3) feet in depth shall be provided in all side and rear yards adjacent to a street.

In the UC-CR, Eola UC-C, and Rickreall UC-C Zones, side and rear yards adjacent to an Exclusive Farm Use Zone, Farm Forest Zone, Farm Forest Overlay Zone, or Timber Conservation Zone shall be a minimum of 20 feet. A variance to this standard may be granted, subject to the provisions of Chapter 122 (Variances) of the Zoning Ordinance, subject to a showing that the proposed variance will not adversely affect adjacent farm or forest uses.

(4) LANDSCAPED YARDS. All yards shall be landscaped exclusive of through direct driveways, adjacent to every street, on every lot upon which a new non-residential structure is erected, or a graveled or unimproved lot is paved or a lot is newly developed for the outdoor sale or display of merchandise, goods or services.

(5) HEIGHT. Where the building or structure or portion thereof to be erected, altered, or enlarged is to be used for residential purposes in the CR, UC-CR, Eola UC-C, or Rickreall UC-C Zones, the restrictions for height in the RM Zone (Section 112.380 (C)(5)) shall govern. Buildings and structures erected, altered or enlarged for other than residential purposes shall not exceed three (3) stories or 45 feet in height.

(6) CONDITIONS IMPOSED WHERE ZONE CHANGES TO CR, UC-CR, Eola UC-C, or Rickreall UC-C ZONE ABUTS RESIDENTIAL ZONE. In any zone change or reclassification of property to the CR, UC-CR, Eola UC-C, or Rickreall UC-C Zones where the territory proposed to be changed abuts upon a residential zone, or abuts upon a street or alley which would be the boundary line between the proposed CR, UC-CR, Eola UC-C, and Rickreall UC-C Zones and the residential zone, conditions to preserve neighborhood qualities may be imposed by the Board of Commissioners relating to:

(a) Size and location of signs;

(b) Size, type and location of outdoor lighting;

(c) Landscaped areas;

(d) Screening;

(e) Building setbacks; and

(f) Ingress and egress for commercial uses.

If any of the above conditions are imposed, they shall be placed in the deed records of the County.

(B) Commercial General Zoning District (CG) & Unincorporated Community Commercial General Zoning District (UC-CG)

(1) LOT AREA AND WIDTH. Buildings or structures hereafter erected, altered or enlarged and used wholly or partly for residential purposes in the CG and UC-CG Zones shall comply with the lot area requirements in the RM Zone (Section 112.380 (C)(1)), otherwise no other lot area requirements exist.

(2) FRONT YARD. A landscaped yard three (3) feet in depth shall be provided in the CG and UC-CG Zones on every lot adjacent to a street, except that buildings or structures or any portion thereof used for residential purposes shall provide the front yard and landscaped yard as set forth in the RM Zone (Section 112.380 (C)(2)).

(3) SIDE AND REAR YARDS. In the CG and UC-CG Zones, no side or rear yard is required, except as herein provided, but if one is provided it shall be not less than three (3) feet in depth exclusive of any alley. A side or rear yard shall be provided in the CG and UC-CG Zones when:

(a) The lot abuts or is adjacent to a premises used or is zoned for residential purposes. The yard shall be not less than three (3) feet in depth.

(b) The buildings or structures or portions thereof on a lot are used for residential purposes, in which circumstances, side and rear yard restrictions in the RM Zone (Section 112.380 (C)(3)) shall apply. In the case of subsection (a) of this section, the side and rear yard shall be contained by a wall or fence or ornamental compact evergreen hedge not

less than three (3) feet high and capable of attaining a height of six (6) feet.

(c) A landscaped yard three (3) feet in depth shall be provided in all side and rear yards adjacent to a street.

In the UC-CG Zone, side and rear yards adjacent to an Exclusive Farm Use Zone, Farm Forest Zone, Farm Forest Overlay Zone, or Timber Conservation Zone shall be a minimum of 20 feet. A variance to this standard may be granted, subject to the provisions of Chapter 122 (Variances) of the Zoning Ordinance, subject to a showing that the proposed variance will not adversely affect adjacent farm or forest uses.

(4) LANDSCAPED YARDS. All yards shall be landscaped exclusive of through direct driveways, adjacent to every street, on every lot upon which a new non-residential structure is erected, or a graveled or unimproved lot is paved or a lot is newly developed for the outdoor sale or display of merchandise, goods or services.

(5) HEIGHT. Where the building or structure or portion thereof to be erected, altered, or enlarged is to be used for residential purposes in the CG and UC-CG Zones, the restrictions for height in the RM Zone (Section 112.380 (C)(5)) shall govern. Buildings and structures erected, altered or enlarged for other than residential purposes shall not exceed six (6) stories or 70 feet in height.

(6) CONDITIONS IMPOSED WHERE ZONE CHANGE TO CG OR UC-CG ZONE ABUTS RESIDENTIAL ZONE. In any zone change or reclassification of property to the CG and UC-CG Zones where the territory proposed to be changed abuts upon a residential zone, or abuts upon a street or alley which would be the boundary line between the proposed CG and UC-CG Zones and the residential zone conditions to preserve neighborhood qualities may be imposed by the Board of Commissioners relating to:

(a) Size and location of signs;

(b) Size, type and location of outdoor lighting;

(c) Landscaped areas;

(d) Screening;

(e) Building setbacks; and

(f) Ingress and egress for commercial uses.

If any of the above conditions are imposed they shall be placed in the deed records of the County. **[Amended by Ordinance #00-03, dated May 5, 2000]**

(D) Rural Commercial Zoning District (R-COM)

(1) LOT AREA The minimum lot area shall be adequate to provide for an approved on site septic system, a potable water source, parking and other applicable development standards of this Chapter and other general provisions and exceptions set forth by this ordinance.

(2) LOT WIDTH. The minimum average lot width shall be 100 feet. The minimum lot width at the street shall be 50 feet.

(3) FRONT YARD. A landscaped yard three (3) feet in depth shall be provided in the R-COM Zone on every lot adjacent to a street. Buildings or structures or any portion thereof used for residential purposes are exempt from these provisions.

(4) REAR AND SIDE YARDS. No side or rear yard is required except where a lot abuts a residential use or district, there shall be a yard not less than the rear yard required by the abutting residential district.

(a) Corner lots shall have no sight obstruction between three (3) feet and ten (10) feet in height measured from street grade within 30 feet in either direction from the street corner, as measured from the property line.

(b) The minimum yards shall be increased where such yard or setback abuts a street having insufficient right-of-way width to serve the area. The right-of-way shall be determined according to the applicable transportation plan.

(d) A landscaped yard three (3) feet in depth shall be provided in all side and rear yards adjacent to a street.

112.410. INDUSTRIAL ZONE DEVELOPMENT STANDARDS

(A) Industrial Commercial Zoning District (IC), Unincorporated Community Industrial Commercial Zoning District (UC-IC), Eola Unincorporated Community Industrial Commercial Zoning District (Eola UC-IC), and Rickreall Unincorporated Community Industrial Commercial Zoning District (Rickreall UC-IC).

(1) LOT AREA AND WIDTH. Buildings or structures hereafter erected, altered or enlarged and used wholly or partly for residential purposes in the IC, UC-IC, Eola UC-IC, and Rickreall UC-IC Zones shall comply with the lot area requirements in the RM Zone (Section 112.380 (C)(1) otherwise no other lot area requirements exist.

(2) FRONT YARD. A landscaped yard three (3) feet in depth shall be provided in the IC, UC-IC, Eola UC-IC, and Rickreall UC-IC Zones on every lot adjacent to a street, except that buildings or structures or any portion thereof used for residential purposes shall provide the front yard and landscaped yard as set forth in the RM Zone (Section 112.380 (C)(2)).

(3) SIDE AND REAR YARDS. In the IC, UC-IC, Eola UC-IC, and Rickreall UC-IC zones, no side or rear yard is required, except as herein provided, but if one is provided it shall be not less than three (3) feet in depth exclusive of any alley. A side or rear yard shall be provided in the IC, UC-IC, Eola UC-IC, and Rickreall UC-IC Zones when:

(a) The lot abuts or is adjacent to a premises used or is zoned for residential purposes. The yard shall be not less than three (3) feet in depth.

(b) The buildings or structures or portions thereof on a lot are used for residential purposes, in which circumstances, side and rear yard restrictions in the RM Zone (Section 112.380 (C)(3)) shall apply. In the case of subsection (a) of this section, the side and rear yard shall be contained by a wall or fence or ornamental compact evergreen hedge not less than three (3) feet high and capable of attaining a height of six (6) feet.

(c) A landscaped yard three (3) feet in depth shall be provided in all side and rear yards adjacent to a street.

In the UC-IC, Eola UC-IC, and Rickreall UC-IC Zones, side and rear yards adjacent to an Exclusive Farm Use Zone, Farm Forest Zone, Farm Forest Overlay Zone, or Timber Conservation Zone shall be a minimum of 20 feet. A variance to this standard may be granted, subject to the provisions of Chapter 122 (Variances) of the Zoning Ordinance, subject to a showing that the proposed variance will not adversely affect adjacent farm or forest uses.

(4) LANDSCAPED YARD. All yards shall be landscaped exclusive of through direct driveways, adjacent to every street, on every lot upon which a new non-residential structure is erected, or a graveled or unimproved lot is paved or a lot is newly developed for the outdoor sale or display of merchandise, goods or services.

(5) HEIGHT. Where the building or structure or portion thereof to be erected, altered, or enlarged is to be used for residential purposes in the IC, UC-IC, Eola UC-IC, and Rickreall UC-IC Zones, the restrictions for height in the RM Zone (Section 112.380 (C)(5)) shall govern. Buildings and structures erected, altered or enlarged for other than residential purposes shall not exceed six (6) stories or 70 feet in height.

(6) INDUSTRIAL PERFORMANCE STANDARDS. The discharge into the air of solids, liquids or gases in such quantities as to be detrimental to the public health, safety and welfare causing injury to human, plant or animal life or to property is prohibited in this industrial zone. In the IC, UC-IC, Eola UC-IC, and Rickreall UC-IC Zones, no land or structure shall be used or occupied unless there is continuing compliance with the following standards:

(a) Heat, glare and light:

(i) Except for exterior lighting, operations producing heat or glare shall be conducted entirely within an enclosed building and shall not be discernible at or beyond the property line.

(ii) Exterior lighting shall be directed away from and shall not reflect on adjacent properties.

(b) Noise:

(i) The standards for noise emissions from industrial and commercial noise sources are as follows:

Allowable Statistical Noise Levels at Any One Hour

	7:00 a.m. to 10:00 p.m	10:00 p.m. to 7:00 a.m
L_{50}	55 Dba	50 Dba
L_{10}	60 Dba	55 Dba
L_{01}	75 Dba	60 Dba

Notes:

L_{50} is the level that may be exceeded 50 percent of the time; cumulative 30 minutes/hour

L_{10} is the level that may be exceeded 10 percent of the time; cumulative 10 minutes/hour

L_{01} is the level that may be exceeded 1 percent of the time; cumulative 36 seconds/hour

Dba means A-weighted decibels (decibels measured at the frequency where the human ear is most sensitive.

(ii) If the noise is not smooth and continuous, the following corrections in decibels shall be added to or subtracted from the above items:

(A) When in each one hour period, the noise source operates less than a total of (use only one factor):

12 minutes add 5 decibels

3 minutes add 10 decibels

20 seconds add 15 decibels

(B) Noise of an impulsive character (such as hammering, etc.) less 5 decibels.

(C) Noise of periodic character (such as humming, screech, etc.) less 5 decibels.

(iii) Noise made by devices which are maintained and utilized solely to serve as warning devices is excluded from these regulations.

(iv) Noise created by highway vehicles, trains, watercraft and aircraft is excluded from these regulations.

(v) Measurements:

(A) Sound levels shall be measured with a sound level meter and octave band analyzer approved by the Department of Environmental Quality.

(B) Measurements shall be made from at least three points along the property line or along a residential, commercial, or public zone boundary when such boundary is closer to the source than the property line.

(C) Measurements for alleged violations shall be made on at least three (3) non-consecutive days.

(c) Sewage:

Adequate provisions shall be provided for the disposal of sewage and waste materials and such provisions shall meet the requirements of the Department of Environmental Quality.

(d) Vibration:

No vibration, other than that caused by highway vehicles and trains, shall be permitted which shall endanger the health, welfare or safety of the public or so as to constitute a public nuisance.

(B) Industrial Park Zoning District (IP) & Unincorporated Community Industrial Park Zoning District (UC-IP)

(1) FRONT YARD. There shall be a front yard on every lot in the IP and UC-IP Zones, which front yard shall have a minimum depth of 20 feet. Any front yard provided adjacent to a street shall not be used for off-street parking or loading areas, except ingress and egress lanes.

(2) REAR AND SIDE YARDS. There shall be a rear and side yard on every lot in the IP and UC-IP Zones, which rear and side yard shall have a minimum depth of 10 feet. The minimum depth shall be increased one (1) foot for each additional foot of building height above 10 feet, except a rear or side yard is not required adjacent to a railroad right-of-way, siding or spur track; provided, however, any rear or side yard provided adjacent to a street shall have a minimum depth of 20 feet.

In the UC-IP Zone, side and rear yards adjacent to an Exclusive Farm Use Zone, Farm Forest Zone, Farm Forest Overlay Zone, or Timber Conservation Zone shall be a minimum of 20 feet. A variance to this standard may be

granted, subject to the provisions of Chapter 122 (Variances) of the Zoning Ordinance, subject to a showing that the proposed variance will not adversely affect adjacent farm or forest uses.

(3) OPEN STORAGE YARDS.

(a) All yard areas, exclusive of those required to be landscaped as provided in Section 112.400 (B)(4), may be used for materials and equipment storage yards or areas and may be used for the purposes permitted in the IP and UC-IP Zones, provided such yard area is enclosed with an ornamental, sight-obscuring fence or wall placed at a height of six (6) feet or a compact evergreen hedge planted at three (3) feet and capable of obtaining a minimum height of six (6) feet. Any fence, wall or hedge shall be located on the property at the required setback line in the same manner as if said fence or wall were a building.

(b) If any material or equipment projects above the six (6) feet screen, then a screen plan will be submitted to the Planning Director for approval.

(c) The surface of such area shall be paved or graveled and maintained at all times in a dust-free condition; except, that all automobile and truck parking and loading areas shall be paved, as provided in Section 112.220 through 112.280.

(d) Any lighting maintained in conjunction with material and equipment storage areas shall be so oriented as to not shine on or reflect into abutting properties or streets.

(4) LANDSCAPED YARDS. All required yard areas and all other yards not used for open storage as provided in Section 112.400 (B)(3), or paved parking and loading areas, shall be landscaped.

(5) HEIGHT. In the IP and UC-IP Zones, no building or structure shall exceed 45 feet in height.

(6) VEHICLE ACCESS. Access points to property from a street shall be located to minimize traffic congestion, and maximum effort shall be made to avoid directing traffic into residential areas. Before a street, other than an arterial, which is a boundary between a residential zone and the IP or UC-IP Zones, or a street which is within a residential zone, is used for any vehicular access to the IP or UC-IP Zone, such use of those streets must first have been approved by the Planning Director as a conditional use. Access roads and access points will be used to the maximum extent possible to serve the greatest number of uses. All access roads and driveways shall be surfaced with asphalt concrete or comparable permanent surfacing.

(7) INDUSTRIAL PERFORMANCE STANDARDS. The industrial performance standards for the IP and UC-IP Zones shall be the same as set forth in Section 112.400 (A)(6).

(C) Light Industrial Zoning District (IL), Unincorporated Community Light Industrial Zoning District (UC-IL), Eola Unincorporated Community Industrial Zoning District (Eola UC-I), and Rickreall Unincorporated Community Industrial Zoning District (Rickreall UC-I).

(1) LOT AREA. There are no minimum lot area requirements for buildings in the IL, UC-IL, Eola UC-I, or Rickreall UC-I Zones.

(2) FRONT YARD. There shall be no front yard required in the IL, UC-IL, Eola UC-I, or Rickreall UC-I Zones.

(3) SIDE YARDS. No side yard shall be required in the IL, UC-IL, Eola UC-I, or Rickreall UC-I Zones, but if one is provided, it shall be at least three (3) feet provided, however, where the side of a lot in the IL, UC-IL, Eola UC-I, or Rickreall UC-I Zone abuts upon or is adjacent to the side of a lot in any residential zone, then there shall be a side yard the same as is required in such abutting residential zone, and said yard shall be contained by a wall or fence not less than six (6) feet in height or compact evergreen hedge not less than three (3) feet and capable of obtaining a height of six (6) feet.

In the UC-IL, Eola UC-I, and Rickreall UC-I Zones, side yards adjacent to an Exclusive Farm Use Zone, Farm Forest Zone, Farm Forest Overlay Zone, or Timber Conservation Zone shall be a minimum of 20 feet. A variance to this standard may be granted, subject to the provisions of Chapter 122 (Variances) of the Zoning Ordinance, subject to a showing that the proposed variance will not adversely affect adjacent farm or forest uses.

(4) REAR YARD. In the IL, UC-IL, Eola UC-I, or Rickreall UC-I Zones, no rear yard is required, except as herein provided, but if one is provided it shall be not less than three (3) feet in depth exclusive of any alley. A rear yard shall be provided in the IL, UC-IL, Eola UC-I, and Rickreall UC-I Zones when:

(a) The lot abuts or is adjacent to a premises used or is zoned for residential purposes. The yard shall be not less than three (3) feet in depth.

(b) The buildings or structures or portions thereof on a lot are used for residential purposes, in which circumstances, side and rear yard restrictions in the RM Zone (Section 112.380 (C)(3)) shall apply. In the case of subsection (a) of this section, the rear yard shall be contained by a wall or fence or ornamental compact evergreen hedge not less than three (3) feet high and capable of attaining a height of six (6) feet.

(c) A landscaped yard three (3) feet in depth shall be provided in all side and rear yards adjacent to a street.

In the UC-IL, Eola UC-I, and Rickreall UC-I Zones, a rear yard adjacent to an Exclusive Farm Use Zone, Farm Forest Zone, Farm Forest Overlay Zone, or Timber Conservation Zone shall be a minimum of 20 feet. A variance to this standard may be granted, subject to the provisions of Chapter 122 (Variances) of the Zoning Ordinance, subject to a showing that the proposed variance will not adversely affect adjacent farm or forest uses.

(5) LANDSCAPED YARD. All yards shall be landscaped exclusive of through direct driveways, adjacent to every street, on every lot upon which a new non-residential structure is erected, or a graveled or unimproved lot is paved or a lot is newly developed for the outdoor sale or display of merchandise, goods or services.

(6) HEIGHT. In the IL, UC-IL, Eola UC-I, and Rickreall UC-I Zones, no building or structure shall exceed 70 feet or six (6) stories in height.

(7) INDUSTRIAL PERFORMANCE STANDARDS. The discharge into the air of solids, liquids or gases which are detrimental to the public health, safety and welfare by causing injury to human, plant or animal life or to property is prohibited in the IL, UC-IL, Eola UC-I, and Rickreall UC-I Zones. In the IL, UC-IL, Eola UC-I, and Rickreall UC-I Zones no land or structure shall be used or occupied unless there is continuing compliance with the following standards:

(a) Heat, glare and light:

All operations and facilities producing heat, glare or light, including exterior lighting, shall be so directed or shielded by walls, fences, or evergreen plantings that such heat, glare or light is not reflected or directed onto adjacent properties or streets.

(b) Noise:

No noise or sound in the IL, UC-IL, Eola UC-I, and Rickreall UC-I Zones shall be of a nature which will constitute a nuisance and all uses in the IL, UC-IL, Eola UC-I, and Rickreall UC-I Zones within 150 feet of an IP or UC-IP Zone shall not exceed the limits prescribed for the IP or UC-IP Zone.

(c) Sewage:

Adequate provisions shall be provided for the disposal of sewage and waste materials and such provisions shall meet the requirements of the Department of Environmental Quality.

(d) Vibration:

No vibration, other than that caused by highway vehicles and trains, shall be permitted which is discernible without instruments at or beyond the property line for the use concerned.

(D) Heavy Industrial Zoning District (IH) & Unincorporated Community Heavy Industrial Zoning District (UC-IH)

(1) LOT AREA. There are no minimum lot area requirements for buildings in the IH or UC-IH Zones.

(2) FRONT YARD. There shall be no front yard required in the IH or UC-IH Zones.

(3) SIDE YARDS. No side yard shall be required in the IH or UC-IH Zones, but if one is provided, it shall be at least three (3) feet; provided, however, where the side of a lot in the IH or UC-IH Zone abuts upon or is adjacent to the side of a lot in any residential zone, then there shall be a side yard the same as is required in such abutting residential zone, and said yard shall be contained by a wall or fence not less than six (6) feet in height or compact evergreen hedge not less than three (3) feet and capable of obtaining a height of six (6) feet.

In the UC-IH Zone, side yards adjacent to an Exclusive Farm Use Zone, Farm Forest Zone, Farm Forest Overlay Zone, or Timber Conservation Zone shall be a minimum of 20 feet. A variance to this standard may be granted, subject to the provisions of Chapter 122 (Variances) of the Zoning Ordinance, subject to a showing that the proposed variance will not adversely affect adjacent farm or forest uses.

(4) REAR YARD. In the IH or UC-IH Zones, no rear yard is required, except as herein provided, but if one is provided it shall be not less than three (3) feet in depth exclusive of any alley. A rear yard shall be provided in the IH and UC-IH Zones when:

(a) The lot abuts or is adjacent to a premises used or is zoned for residential purposes. The yard shall be not less than three (3) feet in depth.

(b) The buildings or structures or portions thereof on a lot are used for residential purposes, in which circumstances, side and rear yard restrictions in the RM Zone (Section 112.380 (C)(3)) shall apply. In the case of subsection (a) of this section, the rear yard shall be contained by a

wall or fence or ornamental compact evergreen hedge not less than three (3) feet high and capable of attaining a height of six (6) feet.

(c) A landscaped yard three (3) feet in depth shall be provided in all side and rear yards adjacent to a street.

In the UC-IH Zone, a rear yard adjacent to an Exclusive Farm Use Zone, Farm Forest Zone, Farm Forest Overlay Zone, or Timber Conservation Zone shall be a minimum of 20 feet. A variance to this standard may be granted, subject to the provisions of Chapter 122 (Variances) of the Zoning Ordinance, subject to a showing that the proposed variance will not adversely affect adjacent farm or forest uses.

(5) LANDSCAPED YARD. All yards shall be landscaped exclusive of through direct driveways, adjacent to every street, on every lot upon which a new non-residential structure is erected, or a graveled or unimproved lot is paved or a lot is newly developed for the outdoor sale or display of merchandise, goods or services.

(6) HEIGHT. In the IH and UC-IH Zones, no building or structure shall exceed 70 feet or six (6) stories in height.

(7) INDUSTRIAL PERFORMANCE STANDARDS. The discharge into the air of solids, liquids or gases which are detrimental to the public health, safety and welfare causing injury to human, plant or animal life or to property is prohibited in this industrial zone. In the IH and UC-IH Zones, no land or structure shall be used or occupied unless their in continuing compliance with the following standards:

(a) Heat, glare and light:

All operations and facilities producing heat, glare or light, including exterior lighting, shall be so directed or shielded by walls, fences, evergreen plantings, that such heat, glare or light is not reflected or directed onto adjacent properties or streets.

(b) Noise:

No noise or sound in the IH and UC-IH Zones shall be of a nature which will constitute a nuisance and all uses in the IH and UC-IH Zones within 150 feet of an IP or UC-IP Zone shall not exceed the limits prescribed for the IP or UC-IP Zone.

(c) Sewage:

Adequate provisions shall be provided for the disposal of sewage and waste materials and such provisions shall meet the requirements of the Department of Environmental Quality.

(d) Vibration:

No vibration other than that caused by highway vehicles and trains shall be permitted which is discernible without instruments at or beyond the property line for the use concerned.

(E) Rural Industrial Zoning District (R-IND)

(1) LOT AREA. The minimum lot area shall be adequate to provide for an approved on site septic system, a potable water source, parking and other applicable development standards of this Chapter and other general provisions and exceptions set forth by this ordinance.

(2) LOT WIDTH. The minimum average lot width shall be 100 feet. The minimum average lot width at the street shall be 50 feet.

(3) LOT DEPTH. The minimum average lot depth shall be 100 feet.

(4) FRONT YARD. The minimum front yard shall be twenty (20) feet for all structures. A ten (10) foot wide landscaped area parallel to the front yard setback, excluding access/egress shall be established within the required front yard setback. Vehicle maneuvering is permitted within the balance of the front yard setback, however, required off-street parking is expressly prohibited.

(5) REAR AND SIDE YARDS. No side or rear yard shall be required, except where a lot abuts a residential use or district, there shall be a yard not less than the rear yard required by the abutting residential district.

Corner lots shall have no sight obstruction between three (3) feet and ten (10) feet in height measured from street grade within 30 feet in either direction from the street corner, as measured from the property line.

The minimum yards shall be increased where such yard or setback abuts a street having insufficient right-of-way width to serve the area. The right-of-way shall be determined according to the applicable transportation plan.

The side or rear yard may be eliminated where a railroad service to the site is obtained at the edge of the lot.

(6) HEIGHT. No building or structure shall exceed seventy (70) feet in height unless authorized through a Variance.

(7) LOT COVERAGE. No lot shall be covered with structures in excess of sixty (60) percent of the total lot area.

(8) ACCESS. To facilitate access and egress, all lots in this District shall abut or be within 250 feet of a public street, road or highway; or be located on a private road constructed to applicable private road standards.

(9) OPEN STORAGE YARDS.

(a) All yard areas, exclusive of those required to be landscaped may be used for materials and equipment storage yards or areas and may be used for the purposes permitted in the R-IND Zone, provided such yard area is enclosed with an ornamental, sight-obscuring fence or wall placed at a height of six (6) feet or a compact evergreen hedge planted at three (3) feet and capable of obtaining a minimum height of six (6) feet. Any fence, wall or hedge shall be located on the property at the required setback line in the same manner as if said fence or wall were a building.

(b) No material or equipment shall project above the six (6) feet screen, unless authorized by a variance.

(c) The surface of such area shall be paved or graveled and maintained at all times in a dust-free condition; except, that all automobile and truck parking and loading areas shall be paved, as provided in Section 112.220 through 112.280.

(d) Any lighting maintained in conjunction with material and equipment storage areas shall be so oriented as to not shine on or reflect into abutting properties or streets.

(10) INDUSTRIAL PERFORMANCE STANDARDS. The discharge into the air of solids, liquids or gases which are detrimental to the public health, safety and welfare causing injury to human, plant or animal life or to property is

prohibited in this industrial zone. In the R-IND Zone, no land or structure shall be used or occupied unless their in continuing compliance with the following standards:

(a) Heat, glare and light:

All operations and facilities producing heat, glare or light, including exterior lighting, shall be so directed or shielded by walls, fences, evergreen plantings, that such heat, glare or light is not reflected or directed onto adjacent properties or streets.

(b) Noise:

No noise or sound in the R-IND Zone shall be of a nature which will constitute a nuisance and all uses in the R-IND Zone within 150 feet of a residential Zone shall not exceed the limits prescribed for the IP Zone.

(c) Sewage:

Adequate provisions shall be provided for the disposal of sewage and waste materials and such provisions shall meet the requirements of the Department of Environmental Quality.

(d) Vibration:

No vibration other than that caused by highway vehicles and trains shall be permitted which is discernible without instruments at or beyond the property line for the use concerned. **[Amended by Ordinance #00-03, dated May 5, 2000]**

112.420. PUBLIC ZONE DEVELOPMENT STANDARDS

(A) LOT AREA. The minimum requirements in PC, PE and PP Zones for dwellings shall be the same lot area prescribed for dwellings in the RM Zone, and in PA, PH and PS Zones, the same lot area prescribed for dwellings in the PH Zone. No main building, including dwellings, shall occupy more than 30 percent of the lot area in the PC, PE and PP Zones.

(B) FRONT YARD. There shall be a front yard on every lot in all Public Zones, which front yard shall have a minimum depth of 20 feet. No parking shall be permitted within the minimum front yard area.

(C) SIDE YARDS. Where the side of a lot in any Public Zone abuts upon the side of a lot in the SR, AR-5, AR-10, or AF-10 Zones, there shall be a minimum side yard of five (5) feet. There shall be added to these minimum requirements, one (1) foot for each multiple of 15 feet or portion thereof, that the length of that side of the building measures over 30 feet; in addition, any side yard adjacent to a street shall be a minimum of 20 feet and no parking shall be permitted within 10 feet of the street property line. **[Amended by Ordinance #04-01, dated January 21, 2004.]**

(D) REAR YARD. In any Public Zone, there shall be a rear yard which shall have a minimum depth of 20 feet, which depth shall be increased by four (4) feet for each additional story above the first.

(E) HEIGHT. No building or structure in a PC Zone shall exceed two and one-half stories or 35 feet. No building or structure in all other Public Zones shall exceed six (6) stories or seventy feet, provided that in PE and PP Zones the buildings or structures shall set back from every street and lot line one (1) foot for each foot of height of the building in excess of 35 feet in addition to all other yard and setback requirements herein specified.

112.430. RESOURCE ZONE DEVELOPMENT STANDARDS

(A) Exclusive Farm Use Zoning District (EFU)

(1) YARDS

(a) There shall be front, side and rear yards of the following depths for lots in the Exclusive Farm Use Zoning District:

All buildings and structures

Front	Side	Rear
30 feet	20 feet	20 feet

(b) Any side or rear yard adjacent to a street shall meet the yard requirement for a front yard.

(c) When by this ordinance or any other ordinance, a greater setback or front yard of greater depth is required than is required by this section, the greater setback line or front yard depth shall apply. If a lesser setback or yard is required, the provisions of this ordinance shall apply.

(d) All structures are subject to any special setback lines, where specified on designated arterials or collectors, in addition to the above setbacks.

(2) HEIGHT. There shall be a height limitation of 100 feet in the Exclusive Farm Use Zoning District, except for those lands subject to the Airport Overlay zone or any structure which has received a conditional approval which limits the height of said structure.

(B) Farm Forest Zoning District (FF)

(1) YARDS

(a) There shall be front, side and rear yards of the following depths for lots in the Farm Forest Zoning District:

All buildings and structures

Front	Side	Rear
30 feet	20 feet	20 feet

(b) Any side or rear yard adjacent to a street shall meet the yard requirement for a front yard.

(c) When by this ordinance or any other ordinance, a greater setback or front yard of greater depth is required than is required by this section, the greater setback line or front yard depth shall apply. If a lesser setback or yard is required, the provisions of this ordinance shall apply.

(d) All structures are subject to any special setback lines, where specified on designated arterials or collectors, in addition to the above setbacks.

(2) HEIGHT. There shall be a height limitation of 100 feet in the F/F zone, except for those lands subject to the Airport Overlay zone or any structure which has received a conditional use approval which limits the height of said structure.

(C) Timber Conservation Zoning District (TC)

(1) SETBACK REQUIREMENTS.

(a) No structure or use shall be established in a manner likely to cause contamination of a stream, lake or other body of water.

(b) Front Yard. Every building shall have a setback from the front property line or any lot line adjacent to a street or road, of at least 30 feet.

(c) Side Yard. The minimum side yard requirements in the TC Zoning District shall be 80 feet.

(d) Rear Yard. The minimum rear yard requirements in the TC Zoning District shall be 80 feet.

Note: When land divisions create parcels of less than 40 acres for conditional uses listed in Sections 177.030 (H) and (L) and 177.040 (A) through (P), provided that those uses have been approved pursuant to Section 177.050 of this Ordinance, required building setbacks for these parcels will be determined on a case-by-case basis through the conditional use process and may vary from those required under Section 177.050 based upon the specific use authorized by the Conditional Use Permit.

(D) Mineral Extraction Zone (ME)

(1) FRONT YARD. The minimum front yard setback for all structures in an ME Zone shall be 20 feet, unless by this ordinance or some other ordinance a greater setback is required.

(2) SIDE YARD. The minimum side yard requirement in an ME Zone shall be ten (10) feet.

(3) REAR YARD. The minimum rear yard required for any structure in the ME Zone shall be 24 feet.

Table No. 31-A – Number of Accessible Parking Spaces (Handicap)

Minimum Required Number of Total Parking Spaces	Accessible Space
1-25	1
26-50	2
51-75	3
76-100	4
101-150	5
151-200	6
201-300	7
301-400	8
401-500	9
501-999	2% of total spaces
over 1,000	20 spaces plus 1 for every 100 spaces or fraction thereof, over 1000

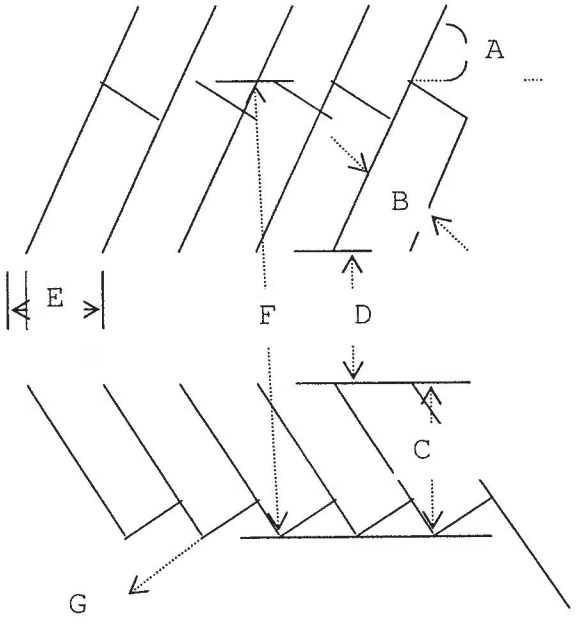
One in every eight accessible spaces, but not less than one, shall be served by an access aisle 96 inches wide minimum and shall be designated van accessible. The vertical clearance at such van spaces shall be 98 inches. All such spaces may be grouped on one level of a parking structure.

Table No. 31-B – Wheelchair Spaces Required in Assembly Areas

Capacity of Seating in Assembly Area	Number of Required Wheelchair Spaces
4 to 25	1
26 to 50	2
51 to 300	4
301 to 500	6
over 500	6, plus 1 for each 100 over 500

Appendix 1.

A	B	C	D	E	F	G
45	8.5	17.5	13.0	12.0	48.0	2.0
	9.0	17.5	12.0	12.7	47.2	2.0
	9.5	17.5	11.0	13.4	46.0	2.0
	10.0	17.5	11.0	14.1	46.0	2.0
60	8.5	19.0	18.0	9.8	56.0	2.5
	9.0	19.0	16.0	10.4	54.0	2.5
	9.5	19.0	15.0	11.0	53.0	2.5
	10.0	19.0	14.0	11.6	52.0	2.5
75	8.5	19.5	25.5	8.8	64.0	2.5
	9.0	19.5	23.0	9.3	62.0	2.5
	9.5	19.5	22.0	9.8	61.0	2.5
	10.0	19.5	21.0	10.3	60.0	2.5
90	8.5	18.5	28.0	8.5	65.0	3.0
	9.0	18.5	26.0	9.0	63.0	3.0
	9.5	18.5	25.0	9.5	62.0	3.0
	10.0	18.5	24.0	10.0	61.0	3.0



A	Parking Angle
B	Stall Width
C	Stall Depth (no bumper overhang)
D	Aisle Width Between Stall Lines (5)
E	Stall Width Parallel to Aisle
F	Module Width (no bumper overhang)
G	Bumper Overhang

NOTE:

A.

1) For one (1) row of stalls use "C" plus "D" as minimum bay width.
2) Public alley width may be included as part of dimension "D", but all parking stalls must be on private property, off the public right-of-way.
3) For estimating available parking area, use 350 sq. ft. per vehicle for stall, aisle and access areas.
4) The stall width for self-parking of long duration is 8.6'; for higher turnover self-parking is 9.0'; and for supermarkets and similar facilities (shoppers with packages) is 9.5 – 10.0'.
5) The minimum aisle width for two-way traffic and for emergency vehicle operations area is 24'. The minimum aisle width for emergency vehicle access (one way traffic) is 20'.
6) Where appropriate bumper overhang area is provided (extruded curbs), "G" can be subtracted from "C" to determine stall depth.
7) Dimensions of required recreational vehicle spaces are 10' x 25'.

B. Areas used for required parking or maneuvering of vehicles shall have a durable, hard surface. In all residential areas, a minimum of 2 ½ inches asphalt over 4 inches of aggregate base will be provided or 4 inches of Portland cement concrete. In commercial and industrial areas, either 3 inches asphalt over 4 inches aggregate base or a single pavement of 5 inches of Portland cement concrete is required. All required parking spaces shall be striped.

CHAPTER 184

LIMITED USE OVERLAY ZONE

184.010.	Purpose and Intent
184.020.	Application
184.030.	Allowable Uses
184.040.	Procedures
184.050.	Applicable Standards
184.100.	Rickreall Interchange Management Area Overlay Zone
184.200	Fort Hill Interchange Management Area (FHIMA) Overlay Zone

184.010. PURPOSE AND INTENT. The purpose of the Limited Use Overlay is to limit permitted uses activities in a specific location allowed in the underlying zone to only those uses which are justified in a required "reasons exception" to one or more of the Statewide Planning Goals. The Limited Use Overlay District is intended to carry out the administrative rule requirement for reasons exceptions pursuant to OAR 660-14-018 and ORS 197.732

184.020. APPLICATION. The Limited Use Overlay shall apply to that specific area for which a reasons exception has been taken.

184.030. ALLOWABLE USES.

(A) When the Limited Use Overlay Zone is applied, the uses permitted in the underlying zone shall be limited to those specifically referenced and justified in the reasons exception and adopting ordinance.

(B) Until the overlay has been removed or amended, the only permitted uses in an LU zone shall be those specifically referenced and justified in the reasons exception and adopting ordinance.

184.040. PROCEDURES.

(A) The Limited Use Overlay Zone shall be applied through the Comprehensive Plan amendment and zone change process when the zone change requires adoption of a reasons exception by the County.

(B) The Limited Use Overlay shall become effective upon adoption of the Comprehensive Plan amendment which adds the reasons exception findings.

(C) The ordinance adopting the Comprehensive Plan amendment shall specify the application of the Limited Use Overlay and specifically identify those uses allowed in the overlay zone.

(D) The Zoning Map shall be amended to note the area subject to application of the Limited Use Overlay.

184.050. APPLICABLE STANDARDS.

Uses allowed in the Limited Use Overlay Zone shall be subject to all specifications and standards of the underlying zone.

184.100. RICKREALL INTERCHANGE MANAGEMENT AREA OVERLAY ZONE

184.110. PURPOSE

The purpose of the Rickreall Interchange Management Area Overlay Zone is to implement the Interchange Management Plan for the Rickreall Interchange by ensuring that non-farm land uses with high traffic volumes in the vicinity of the Rickreall Interchange will not cause the interchange to exceed the mobility standards of the Oregon Highway Plan.

184.120. APPLICATION

The Overlay Zone applies to properties zoned for Exclusive Farm Use in the vicinity of the Rickreall Interchange.

184.130. PERMITTED USES

All uses permitted under Chapter 136, except as provided in Section 184.140.

184.140. PROHIBITED USES

The following uses are prohibited in the Rickreall Interchange Management Area Overlay Zone:

(A) Kennels;

(B) Golf courses;

(C) Composting operations; and

(D) Solid waste processing facilities.

184.200. FORT HILL INTERCHANGE MANAGEMENT AREA (FHIMA) OVERLAY ZONE [Amended by Ordinance #07-06, dated December 5, 2007.]

184.210. PURPOSE

The purpose of the Fort Hill Interchange Management Area (FHIMA) Overlay Zone is to ensure that the Fort Hill Interchange and OR-18 function consistent with highway mobility needs, future use of the highway for direct property access is reduced consistent with the highway's classification as an expressway, and continued industrial use of the Fort Hill Lumber Mill site is encouraged.

184.220. APPLICATION

The Fort Hill Interchange Management Area Overlay Zone applies to properties within the planning area map for the Fort Hill Interchange Area Management Plan as shown in the Polk County Transportation System Plan.

184.230. PERMITTED USES

All uses permitted in the underlying zoning districts are permitted except as set forth in Section 184.240. All uses permitted in all underlying zoning districts are subject to the provisions of Section 184.250.

184.240. PROHIBITED USES

The following uses are prohibited in the Fort Hill Interchange Management Area Overlay Zone when the underlying zoning otherwise would permit the uses in the Exclusive Farm Use, Farm/Forest, Farm/Forest Overlay, and/or Timber Conservation zoning districts:

(A) Kennels;

(B) Golf courses;

(C) Composting operations; and

(D) Solid waste processing facilities.

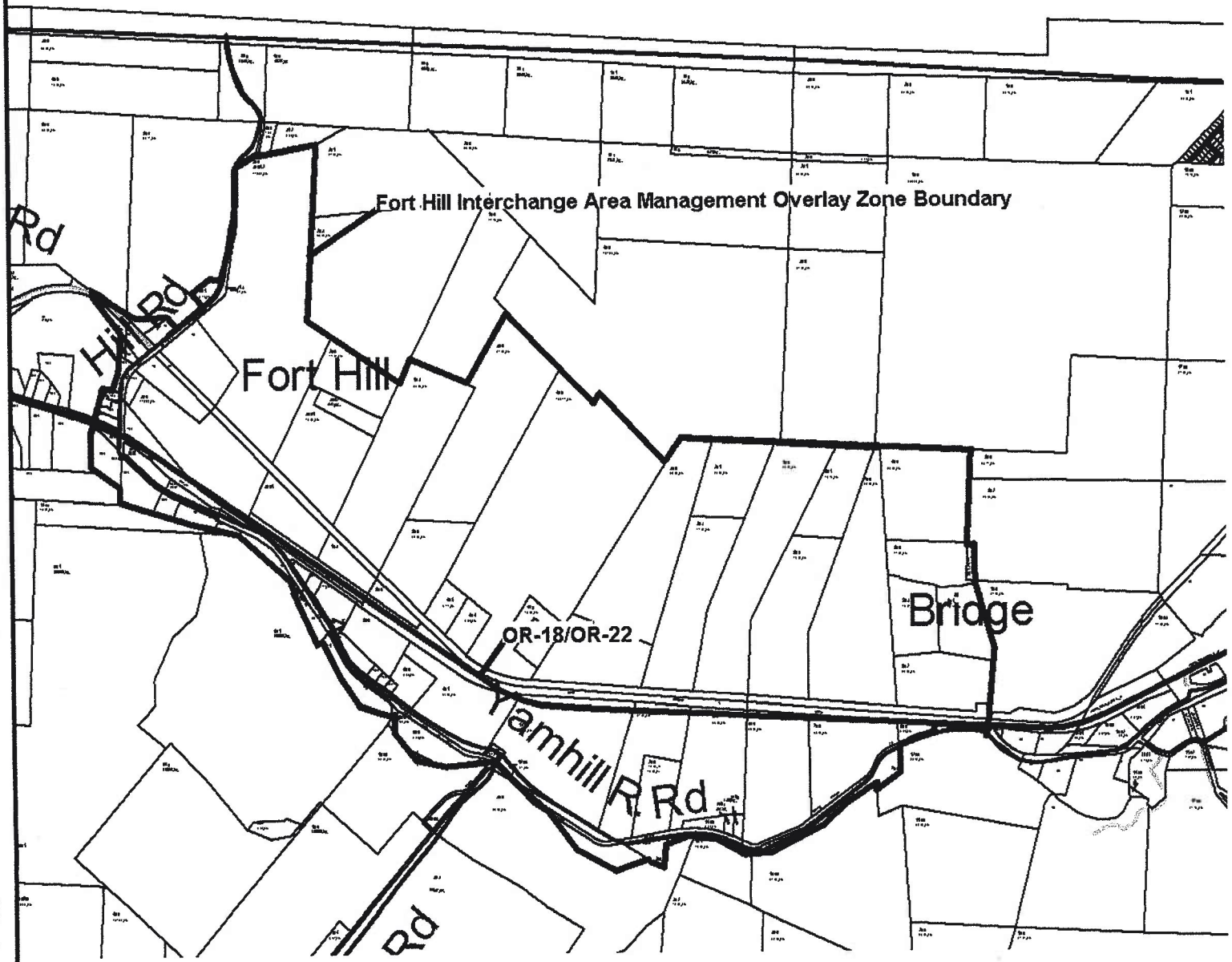
184.250. DEVELOPMENT STANDARDS

In addition to the standards applicable in all underlying zones, the following requirements apply to land uses in the Fort Hill Interchange Management Area Overlay Zone:

1. Approach roads created after construction of the Fort Hill Interchange shall be located at least 1,320 feet from the interchange ramp as measured along public roads from the nearest ramp intersection. Where property dimensions do not allow such separation, approach roads shall be constructed as far from the interchange ramp as feasible.
2. Land use designations may be changed only when it is demonstrated that the new land use designation will not cause the Fort Hill Interchange to function at conditions worse than the mobility standards adopted by the Oregon Transportation Commission.
3. Land use designations may be changed only when it is demonstrated that the provisions of Polk County Comprehensive Plan Policy 5-4, 5-5, 5-6, 5-7, 5-8, 5-9 and 5-10 have been met.

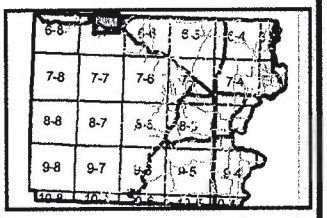
4. Whenever a property with an approach road to OR-18 that is within the Fort Hill Interchange Management Area Overlay Zone is affected by a land use action, the Polk County decision to authorize the land use action will include the following statement: "Construction of a public road eastward from the Fort Hill Interchange will provide reasonable alternate access to the land use authorized by this decision. Direct highway access will be eliminated when this road is constructed."

Polk County Map



Community Development

- County
- Roads
  - CO-PAVED
  - STATEHWY
  - OTHER
  - PAVED
  - CO-GRAVEL
- Taxlot07
  - Taxlot Arrows07
  - Taxlot Boundary3
  - taxlot07



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POLK COUNTY

This map was produced using the Polk County GIS data. The GIS data is maintained by the county to support its governmental activities. The county is not reponsible for map errors, omissions, misuse or misinterpretation.

1in. = 2000 ft.

EXHIBIT E

929/180

526/282