



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

June 5, 2008

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

FROM: Mara Ulloa, Plan Amendment Program Specialist

SUBJECT: City of Grants Pass Plan Amendment
DLCD File Number 012-07



The Department of Land Conservation and Development (DLCD) received the attached notice of adoption. 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: June 19, 2008

This amendment was submitted to DLCD for review 45 days 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.

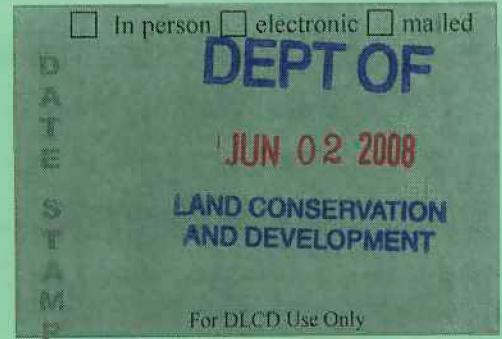
***NOTE: THE APPEAL DEADLINE IS BASED UPON THE DATE THE DECISION WAS MAILED BY LOCAL GOVERNMENT. A DECISION MAY HAVE BEEN MAILED TO YOU ON A DIFFERENT DATE THAN IT WAS MAILED TO DLCD. AS A RESULT YOUR APPEAL DEADLINE MAY BE EARLIER THAN THE ABOVE DATE SPECIFIED.**

Cc: Gloria Gardiner, DLCD Urban Planning Specialist
John Renz, DLCD Regional Representative
Bill Holmstrom, DLCD Transportation Planner
Jared Voice, City of Grants Pass

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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**

Jurisdiction: *City of Grants Pass*

Local file number: *07-40500009*

Date of Adoption: *5/21/2008*

Date Mailed: *5/29/2008*

Was a Notice of Proposed Amendment (Form 1) mailed to DLCD? **Select one** Date: *12/26/2007*

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".

Text amendment to provisions of Article 27 of the Grants Pass Development Code and to provisions of Chapter 3 of the Grants Pass Urban Area Master Transportation Plan, amending the minimum performance standards for signalized and unsignalized intersections.

Does the Adoption differ from proposal? Please select one

YES

Plan Map Changed from:

to:

Zone Map Changed from:

to:

Location:

Acres Involved:

Specify Density: Previous:

New:

Applicable statewide planning goals:

- | | | | | | | | | | | | | | | | | | | |
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Was an Exception Adopted? YES NO

Did DLCD receive a Notice of Proposed Amendment...

45-days prior to first evidentiary hearing?

Yes No

If no, do the statewide planning goals apply?

Yes No

If no, did Emergency Circumstances require immediate adoption?

Yes No

DLCD file No. *012-07 (14603)*

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

Oregon Dept. of Transportation
Josephine County

Local Contact: Jared Voice

Phone: (541)474-6355 Extension: 6317

Address: 101 NW A St.

Fax Number: 541-476-9218

City: Grants Pass, OR

Zip: 97526

E-mail Address: jvoice@grantspassoregon.gov

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.

JUN 02 2008

LAND CONSERVATION
AND DEVELOPMENT

ORDINANCE NO. 5447

**AN ORDINANCE AMENDING CHAPTER 3 OF THE GRANTS PASS URBAN AREA
MASTER TRANSPORTATION PLAN AND ARTICLE 27 OF THE GRANTS PASS
DEVELOPMENT CODE, TO CLARIFY LEVEL OF SERVICE STANDARDS FOR STREETS
AND CONSTRUCTION STANDARDS FOR DRIVEWAY APPROACHES.**

WHEREAS:

1. The Comprehensive Plan of the City of Grants Pass was adopted December 15, 1982. The Grants Pass Urban Area Master Transportation Plan was adopted in December 1997. The Development Code of the City of Grants Pass was adopted August 17, 1983; and
2. The ordinance amends Policy 1.2.1 of Chapter 3 of the Master Transportation Plan, considered part of the Comprehensive Plan, to specify how Level of Service standards are to be applied to street intersections, and to refer specific application of the policy to Article 27 of the Development Code; and
3. The ordinance amends Section 27.121 (2) of the Development Code to clearly interpret the specific application of Comprehensive Plan Policy 1.2.1; and
4. The ordinance amends Section 27.121 (11)(a) of the Development Code to clarify construction standards for driveway approaches; and
5. The proposed amendment is consistent with the goals and policies of the Comprehensive Plan; and
6. The applicable criteria from the Development Code are satisfied, and the proposed amendment is recommended by the Planning Commission to the City Council.

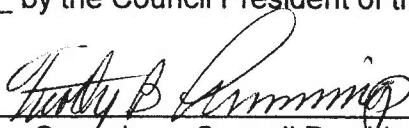
NOW, THEREFORE, THE CITY OF GRANTS PASS HEREBY ORDAINS:

Section 1: The amendments to the Master Transportation Plan and Development Code, as set forth in Exhibits 'A' and 'B', which are attached to and incorporated in this ordinance as follows, are hereby adopted:

- A. Chapter 3, Grants Pass Urban Area Master Transportation Plan (amended)
- B. Article 27, City of Grants Pass Development Code (amended)

ADOPTED by the Council of the City of Grants Pass, Oregon, in regular session this 21st day of May, 2008.

SUBMITTED to and APPROVED by the Council President of the City of Grants Pass, Oregon, this 23 day of May, 2008.



Tim Cummings, Council President
Pursuant to Chapter IV, Section 5 of the Grants Pass City Charter

ATTEST:



David Reever
Finance Director

Date submitted to Council President: 5-23-08

Approved as to Form, Kris Woodburn, City Attorney 

3. GOALS AND POLICIES FOR THE MASTER TRANSPORTATION PLAN

This chapter includes the goals and policies for the MTP. These goals and policies are organized around seven major themes listed in Table 3-1 below. Policies are identified to implement each goal. These goals and policies were developed from a number of sources, including prior planning documents developed by the participating agencies, community input, and discussions with the various project participants and committees. The goals and policies are intended to guide future decisions regarding transportation improvements, investments, programs and services for the Grants Pass Urban Area. The following sections provide brief discussions for each of the goals and specific policies designed to help the City of Grants Pass, Josephine County and ODOT meet these goals.

Table 3-1: Transportation Goals and Objectives

Transportation Goals	Supporting Objectives
Goal 1: Provide a Comprehensive Transportation System	Complete the Transportation System
	Provide Adequate Mobility for All Travelers
	Establish and Maintain Balance in Transportation Investments
	Provide Safety for All Travelers
	Provide a Multimodal Transportation System
	Ensure Accessibility to Transportation for All Travelers
Goal 2: Work Together to Meet Transportation Needs	Encourage Interagency Coordination
	Include the Community in Transportation Decisions
	Encourage Public/Private Partnerships to Meet Transportation Needs
	Integrate Land Use and Transportation Decisions

Table 3-1: Transportation Goals and Objectives (continued)

Transportation Goals	Supporting Objectives
Goal 3: Protect Public Investments in Transportation	Manage the Transportation System Effectively
	Maintain, Preserve and Rehabilitate Transportation Facilities
	Preserve Future Transportation Corridors
	Protect Existing Transportation Facilities
Goal 4: Support Economic Development and Vitality	Stimulate Desired Economic Development
	Support Tourism
	Provide for Goods Movement
Goal 5: Protect and Preserve the Natural and Built Environment	Conserve Energy Resources
	Enhance Community Aesthetics
	Protect Neighborhoods
	Protect Air Quality
	Provide for Safe Movement of Hazardous Materials
Goal 6: Ensure Financial Stability	Mitigate Negative Impacts
	Secure Adequate Transportation Funding
	Assure Equity in Financing Transportation Facilities and Services
Goal 7: Implement Planned Transportation Improvements	Encourage Private Initiatives
	Set Priorities
	Construct Needed New Facilities
	Preserve and Acquire Future Transportation Corridors
	Keep Transportation Plan Current
	Encourage Private Sector Participation in Implementation

Goal 1: Provide a Comprehensive Transportation System

The *Grants Pass Urban Area Master Transportation Plan* is designed to provide for the safe and efficient accommodation of travel through a variety of transportation modes, including private vehicles, public transportation, bicycles, and walking. In keeping with transportation policies and directives from the federal and state levels, this plan emphasizes a comprehensive, multimodal transportation system that provides choices for

travelers; and it identifies specific methods to encourage the reduction of the use of the private automobile for travel.

The policies included in this section address issues related to: a complete transportation system for the urban area, adequate mobility for people and goods, maintaining a balance in expenditures, safety for all travelers, and accessibility to transportation facilities and services for all travelers.

Objective 1.1: Complete the Transportation System

Policy 1.1.1: Complete the missing links in the arterial and collector network in the urban area to improve accessibility to all parts of the area and improve the efficiency of the street network.

Policy 1.1.2: Support the provision of public transit services for those people who cannot provide their own private transportation due to age (too young or too old to drive), physical limitations, or economic circumstances.

Policy 1.1.3: Provide facilities for bicyclists and pedestrians for safe and convenient travel by non motorized travel modes.

Policy 1.1.4: Facilitate convenient connections between local and intercity travel.

Policy 1.1.5: Provide adequate facilities to meet the needs for goods movement within the urban area and to and from the Grants Pass urban area by:

- Identifying and designating regional truck routes,
- Designing and constructing designated routes to accommodate truck travel, and
- Maintaining adequate levels of rail service and facilities for freight movement.

Policy 1.1.6: Encourage and support the provision of acceptable levels of intercity transportation services.

Objective 1.2: Provide Adequate Mobility for All Travelers

Policy 1.2.1: Maintain adequate mobility at street intersections. The specific application of this policy shall be as described in Article 27 of the Grants Pass Development Code. At a minimum, levels of service shall be maintained as follows:

- LOS "D" or better for signalized intersections as a whole, and
- LOS "D" or better for arterial and collector approaches at unsignalized intersections.

Policy 1.2.2: Maintain minimum level of public transportation services for those people who cannot or who choose not to travel by private vehicle.

Policy 1.2.3: Encourage and support the provision of public transit services, and/or provide subsidies or other types of support for travelers to use taxis or other privately provided transportation services.

Objective 1.3: Establish and Maintain Balance in Transportation Investments

Policy 1.3.1: Establish a balance in expenditures for improvements to facilities and services for automobiles, bicyclists, pedestrians, trucks, and other transportation modes.

Policy 1.3.2: Balance expenditures for transportation relative to expenditures on other types of public services and facilities.

Policy 1.3.3: Balance short and long-term expenditures on transportation facilities and services in relation to revenues that will be available for transportation.

Policy 1.3.4: Balance expenditures for transportation system expansion and improvement in relation to expenditures necessary to maintain the transportation system.

Objective 1.4: Provide Safety for all Travelers

Policy 1.4.1: Provide a safe transportation system for all travel modes by including safety considerations in the design, construction, operation and maintenance of all transportation facilities and services.

Policy 1.4.2: Minimize conflicts between motorized vehicles and bicyclists and pedestrians.

Policy 1.4.3: Minimize conflicts between through traffic and turning traffic through appropriate facility design, construction and operation.

Objective 1.5: Provide a Multimodal Transportation System

Policy 1.5.1: Provide transportation choices for the movement of people and goods.

Policy 1.5.2: Encourage the use of alternatives to single occupant automobiles and reduce travelers' dependency on this travel mode.

Policy 1.5.3: Provide for easy connections and transfers between different transportation modes.

Policy 1.5.4: Provide for the coordination and integration of local and intercity transportation options for moving people and goods.

Objective 1.6: Ensure Accessibility to Transportation for All Travelers

Policy 1.6.1: Ensure full compliance with the requirements of the Americans With Disabilities Act (ADA).

Policy 1.6.2: Coordinate transportation services for the disabled provided by the public and private sectors.

Policy 1.6.3: Support the provision of public transportation services for travelers who cannot provide their own private transportation due to age (too young or too old to drive), physical disability, economic circumstances, or lack of access to private transportation.

Goal 2: Working Together to Meet Transportation Needs

It has become increasingly important for jurisdictions and agencies to work together to develop a unified approach to address transportation issues and provide for future transportation needs. Transportation needs transcend jurisdictional boundaries and require combined efforts to make the best use of resources. The City of Grants Pass, Josephine County and the Oregon Department of Transportation have joined together to develop this transportation plan, and will continue to work together to implement it. Individual decisions of each jurisdiction will be coordinated; and the agencies will work together to solve issues and projects of regional significance.

The policies in this section address issues such as: interagency coordination, including the community in transportation planning and decision making, coordination of public and private efforts, and integrating land use and transportation decisions.

Objective 2.1: Encourage Interagency Coordination

Policy 2.1.1: Encourage interagency cooperation and coordination in the planning, design, construction, operation and maintenance of transportation facilities and services in the Grants Pass urban area.

Policy 2.1.2: Look for opportunities to combine resources to meet transportation needs shared by more than one agency.

Objective 2.2: Include the Community in Transportation Decisions

Policy 2.2.1: Make information about transportation options and decisions available to the public in a timely manner and in a form that is understandable to the general public so that they can participate in decision making.

Policy 2.2.2: Include the public in the identification of transportation needs, the identification and evaluation of potential transportation solutions, and in the establishment of priorities for transportation investments.

Policy 2.2.3: Provide education about transportation options such as transit, carpooling, bicycling and walking, and their implications, to help travelers choose more efficient travel modes.

Policy 2.2.4: Involve the Grants Pass area community as a full partner in implementing the transportation plan recommendations, educating the community about transportation options, and encouraging the use of alternatives to the private automobile.

Objective 2.3: Encourage Public and Private Partnerships to Meet Transportation Needs

Policy 2.3.1: Encourage the private sector to help to meet the transportation needs of the urban area through the provision of transportation services and facilities.

Policy 2.3.2: Coordinate publicly and privately provided transportation services to minimize duplication and facilitate use by travelers.

Policy 2.3.3: Look for opportunities for the private sector to implement the transportation improvements included in the *Grants Pass Urban Area Master Transportation Plan*.

Objective 2.4: Integrate Land Use and Transportation Decisions

Policy 2.4.1: Integrate decisions about development and transportation investments to ensure the best fit between development in the urban area and the transportation facilities and services needed to serve it.

Policy 2.4.2: Encourage more efficient land development patterns in the urban area through infill on undeveloped or underdeveloped properties in the urban area, and containment of sprawl outside of the urban area in order to reduce transportation needs.

Policy 2.4.3: Include a consistent and detailed review of transportation implications as part of the development review and permitting process for the Grants Pass Urban Area.

Policy 2.4.4: Coordinate the work of transportation, public works, utilities and planning departments of the City of Grants Pass, Josephine County and the Oregon Department of Transportation.

Goal 3: Protect Public Investments in Transportation

Investments in the community's transportation system represent one of the largest expenditures by the City and County. Over time, millions of dollars have been invested by the City, the County and ODOT in the design, construction, improvement and maintenance of the area's roads, trails, and other transportation facilities and services. In order to get the best return on the public's investment, it is critical that the transportation system be adequately maintained to extend its useful life, and that it be operated as efficiently as possible.

Policies in this section address issues such as managing transportation demand to reduce total demand and achieve a better balance in the use of the entire transportation system; and managing the transportation system to get the most efficient use of existing facilities and services. Policies also address maintenance and preservation of the system, preservation of future transportation corridors, and protecting existing transportation facilities.

Objective 3.1: Manage the Transportation System Effectively

Policy 3.1.1: Use Transportation System Management (TSM) techniques to preserve and enhance the capacity of transportation facilities in the urban area, including (but not limited to):

- Channelization techniques to separate turning traffic from through traffic,
- Effective management of left and right turns on and off of arterials and collectors,
- Signal coordination and timing, and

- Effective management of on street parking to maintain needed traffic capacity.

Policy 3.1.2: Use Transportation Demand Management (TDM) techniques to encourage people to reduce the demand for travel and obtain more efficient use of transportation facilities and services. Use TDM techniques to change the:

- Total amount of demand (by reducing the number and/or length of trips),
- Timing of demand (by reducing the concentration of trips during peak hours and distributing travel more evenly throughout the day),
- Location of demand (from congested facilities to less congested facilities),
or
- Mode of travel (from single occupant vehicles to public transit, carpools, bicycling or walking.)

Objective 3.2: Maintain, Preserve and Rehabilitate Transportation Facilities

Policy 3.2.1: Provide regular preventative maintenance of transportation facilities to prevent facility deterioration, extend the useful life of transportation facilities, and improve safety and comfort for travelers.

Policy 3.2.2: Improve existing facilities through facility management and enhancements to postpone or eliminate the need to build new facilities.

Objective 3.3: Preserve Future Transportation Corridors

Policy 3.3.1: Identify future transportation corridors and preserve right-of-way from encroachment by development.

Policy 3.3.2: Acquire needed right-of-way in advance to preserve it and reduce ultimate costs for transportation facilities.

Policy 3.3.3: Obtain adequate property setbacks from developers to provide for future public right-of-way needs.

Objective 3.4: Protect Existing Transportation Facilities

Policy 3.4.1: Ensure sufficient roadway strength, turning radii and other geometrics to accommodate trucks on arterials and collectors.

Policy 3.4.2: Establish bypass routes to keep through traffic and trucks off of local roads.

Goal 4: Support Economic Development and Vitality

Adequate transportation infrastructure is a critical component in the economic development and vitality of the community. Accessibility to jobs, acceptable levels of traffic congestion, and adequate facilities for goods movement are all important in attracting and maintaining a successful economic base for the Grants Pass Urban Area. Provision of new facilities can open up areas for commercial and residential development, and relieve congestion that may be adversely affecting economic activities in other areas. Attractive and convenient transportation is important to maintaining and increasing the attraction of the area for tourists. Adequate transportation facilities are also important for the efficient and economical movement of goods to/from and within the Grants Pass urban area.

Policies in this section address issues related to stimulating economic development in the area, supporting tourism, providing for goods movement, and protecting the downtown business area from traffic impacts.

Objective 4.1: Stimulate Desired Economic Development

Policy 4.1.1: Coordinate land use and transportation decisions to promote accessibility to employment, commercial, retail, and visitor destinations and support economic development.

Policy 4.1.2: Use public investments in transportation and other infrastructure to stimulate desired economic development in the urban area.

Objective 4.2: Support Tourism

Policy 4.2.1: Support and encourage tourism through the provision of attractive and easily accessible transportation facilities and services for motorists, bicyclists, and pedestrians.

Policy 4.2.2: Provide better signing and information to help tourists locate local attractions easily.

Objective 4.3: Provide for Goods Movement

Policy 4.3.1: Provide adequate transportation facilities and services for the efficient movement of goods to/from and within the urban area.

Goal 5: Protect and Preserve the Natural and Built Environment

The lovely environment in the Grants Pass area is one of the major attractions for tourists, residents and businesses. Preserving and enhancing the physical surroundings is important to maintaining the high quality of life in the area. Transportation facilities and transportation related activities can negatively impact the natural and the built environment through congestion, and impacts on air quality, noise and water quality. In

addition, federal and state laws and regulations have established specific targets for air quality and treatment of surface runoff and other environmentally related issues.

Policies in this section address issues related to: energy consumption, enhancing aesthetics, protecting residential and business neighborhoods from traffic impacts, air quality, movement of hazardous materials, and mitigating negative impacts.

Objective 5.1: Conserve Energy Resources

Policy 5.1.1: Protect the local environment and conserve energy resources by encouraging alternatives to the private automobile and reducing total VMT (vehicle miles traveled) per capita.

Policy 5.1.2: Pursue the use of more fuel efficient vehicles for public agencies to conserve fuel.

Policy 5.1.3: Encourage the use of more fuel efficient modes of travel such as carpools, bicycling and walking.

Objective 5.2: Enhance Community Aesthetics

Policy 5.2.1: Improve the attractiveness of transportation facilities through landscaping in the public right-of-way when possible.

Policy 5.2.2: Require landscaping and buffering along the public right-of-way for new developments.

Policy 5.2.3: Provide a safe, attractive and welcoming environment for bicyclists and pedestrians through the provision of special facilities such as:

- Bicycle lanes, paths and/or trails,
- Pedestrian walkways or trails, and
- Buffering of facilities for pedestrians and bicyclists from traffic.

Objective 5.3: Protect Neighborhoods

Policy 5.3.1: Keep through traffic off of residential streets through the provision of an adequate network of arterials and collectors, and consideration of neighborhood traffic control devices.

Policy 5.3.2: Keep trucks out of neighborhoods through the designation and enforcement of truck routes in the Grants Pass urban area.

Objective 5.4: Protect Air Quality

Policy 5.4.1: Meet the federal Clean Air Act (CAA) requirements for air quality.

Policy 5.4.2: Meet the Oregon Benchmarks targets for air quality.

Objective 5.5: Provide for Safe Movement of Hazardous Materials

Policy 5.5.1: Identify specific routes through the urban area for the movement of hazardous materials.

Policy 5.5.2: Implement a standard "incident management" program for hazardous materials.

Policy 5.5.3: Coordinate with state and federal agencies in developing programs and regulations for the safe movement of hazardous materials through the Grants Pass Urban Area.

Objective 5.6: Mitigate Negative Impacts

Policy 5.6.1: Mitigate negative environmental impacts associated with the construction, operation and maintenance of transportation facilities.

Goal 6: Ensure Financial Stability

Financing the recommended transportation improvements will be a major challenge. Costs have increased significantly for the construction of facilities due to inflation, and increased requirements to meet safety and environmental regulations. In addition, the competition for transportation funds has increased at local, state and federal levels; and competition has increased between transportation and other publicly provided facilities and services such as parks, police, fire and education. Stable financing sources need to be available to carry out the transportation plan and to conduct ongoing maintenance and operation of the transportation system.

Policies in this section address issues related to the adequacy of funds for transportation improvements, equity in the collection and expenditure of funds, and encouraging the private sector to participate in the provision of transportation facilities and services.

Objective 6.1: Secure Adequate Transportation Funding

Policy 6.1.1: Identify and secure sufficient funding resources to implement the *Grants Pass Urban Area Master Transportation Plan*.

Policy 6.1.2: Secure sufficient resources to support an adequate ongoing maintenance program for transportation facilities in the Grants Pass Urban Area.

Policy 6.1.3: Stay apprised of special purpose funds that may be available for transportation facilities and/or services and aggressively pursue grants from state, federal, and other sources for transportation improvements.

Policy 6.1.4: Support legislative initiatives at the state and federal level to provide funds for transportation.

Objective 6.2: Assure Equity in Financing Transportation Facilities and Services

Policy 6.2.1: Assess costs for transportation facilities and services in relation to the benefits received.

Policy 6.2.2: Explore options for local funding of transportation improvements such as Local Improvement Districts, development impact fees, and system development charges.

Objective 6.3: Encourage Private Initiatives

Policy 6.3.1: Provide incentives to stimulate private investment in transportation facilities and services.

Policy 6.3.2: Encourage the private sector to do as much as possible to meet the needs for transportation facilities and services in the Grants Pass Urban Area.

Goal 7: Implement Planned Transportation Improvements

The ultimate test of any plan is whether or not its recommendations can be implemented successfully. Since a plan is useful only to the extent that it result in improved conditions, a strong implementation element is critical to the *Grants Pass Urban Area Master Transportation Plan*. In addition to financial strategies, implementation requires the identification of implementation responsibilities, schedule, and other implementation activities. Some of these actions are “one time only”, others involve ongoing actions and policies to systematically improve the transportation system as opportunities arise. Policies in this section address issues such as: setting priorities for transportation expenditures, project construction, preservation of future right-of-way, updating the transportation plan, and involving the private sector in improvements for the transportation system.

Objective 7.1: Set Priorities

Policy 7.1.1: Establish a clear process and criteria to determine funding priorities for transportation expenditures based on:

- Safety,
- Capacity,
- Encouraging alternatives to SOV's (Single Occupant Vehicles),
- Transportation system completion,
- Financial feasibility,
- Community support,
- Economic stimulation and support, and
- Environmental enhancement.

Policy 7.1.2: Maintain sufficient flexibility in plan implementation to take advantage of special opportunities that may arise and respond to conditions as they change.

Objective 7.2: Construct Needed New Facilities

Policy 7.2.1: Complete the planned transportation network to evenly distribute traffic and reduce traffic impacts on congested locations.

Policy 7.2.2: Provide for a fourth bridge to support the development of the south and western portions of the urban area as provided for in the Comprehensive Plan.

Policy 7.2.3: Include provisions for bicycles and pedestrians in major maintenance and improvement projects for roadways.

Policy 7.2.4: Establish on going spot improvement program for the systematic elimination of hazards for bicycles and pedestrians.

Policy 7.2.5: Update the implementation portion of the *Grants Pass Urban Area Master Transportation Plan* in coordination with preparation of Capital Improvement Programs for the City, County and State, to respond to changing conditions.

Objective 7.3: Preserve and Acquire Future Transportation Corridors

Policy 7.3.1: Identify future transportation corridors and prohibit development and/or encroachment on needed right-of-way.

Policy 7.3.2: Obtain dedicated right-of-way and/or easements for roads, trails and utilities during the development review and permitting process.

Objective 7.4: Keep Transportation Plan Current

Policy 7.4.1: Maintain an adequate database to monitor the transportation system performance and provide for future transportation and land use planning efforts.

Policy 7.4.2: Conduct regular assessment of the plan and prepare reports on transportation conditions in the urban area, the status of key indicators (such as traffic volumes, Level of Service on key roadways, air quality, financial conditions and project implementation status), and progress toward the goals and policies in the transportation plan.

Policy 7.4.3: Complete updates of the *Grants Pass Urban Area Master Transportation Plan* as part of the periodic review of the Urban Area Comprehensive Plan.

Objective 7.5: Encourage Private Sector Participation in Implementation

Policy 7.5.1: Encourage private sector participation in implementation of the projects, programs and policies included in the transportation plan.

Policy 7.5.2: Encourage and support private entrepreneurs who want to provide transportation facilities and services in the urban area.

Policy 7.5.3: Provide positive incentives as well as exactive requirements for the private sector to assist in meeting the transportation needs of the Grants Pass urban area.

Policy 7.5.4: Encourage new developments to extend/connect roads, trails, paths adjacent to their developments.

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Article 27: Access

27.010 Purpose

The provisions of this Article are intended to provide for the general circulation of pedestrians, bicyclists and motor vehicles, as well as establishing the legal access requirements for the purpose of land development. The standards contained herein shall serve to provide safe, efficient and noncongested traffic conditions for the community and the general traveling public.

27.050 General Provisions

27.051 Streets

- (1) Public streets providing for the general circulation of existing and future traffic, either through the community or to areas within the community, have been identified and appear on the City's Official Street Map as arterials, collectors, or local collector streets. New development shall conform with and provide for the extension and construction of these streets.
- (2) Streets providing the immediate and primary access to individual residential lots are not identified on the official map and are referred to as local residential streets. These streets are limited in their service function and traffic volume capacity. Where necessary to give access to adjacent properties, these streets shall be extended as publicly dedicated streets.
- (3) Where residential parcels may be developed without the need to extend streets to serve adjacent properties, the developing parcel may be served by either public or private dead-end or cul-de-sac streets.

27.052 Sidewalks. Pedestrian traffic shall be provided along public streets with standard sidewalk construction. Along private streets, development shall provide for pedestrian needs in a safe and functional manner.

27.053 Bikeways. Bike paths and routes shall be provided as designated on the official Bike Route Map. In newly developing areas, bike paths shall be provided within the street section in lieu of on-street parking and shall be implemented at time of development. In older established areas, bike paths shall be safely located, and

implemented with the least disturbance to the community, using designated state and local funds, and volunteer resources.

27.054 Lot Access. Lots shall be created only when each lot contains the minimum required frontage on a public or approved private street. Development Permits shall only be issued for lots containing the minimum frontage requirements, and when frontage and interior streets are either fully developed to the standards of this Code, or adequate guarantee of future construction has been accomplished to the City's satisfaction.

27.100 Streets

27.105 Creation of Streets

- (1) Public. Public streets shall be created through one of the following instruments:
 - (a) Approval of a final subdivision or partition plat.
 - (b) Acceptance of a deed or dedication where the development does not involve the partitioning of land. Any property divided by creation of a public street shall continue to be considered a single unit of land until such time as the property is further subdivided or partitioned.
- ⁹(2) Private. Private streets serving up to ten dwelling units are permitted. Private streets serving more than ten dwelling units are permitted only within Planned Unit Developments, Manufactured Housing Parks, Recreation Vehicle Parks and multi-family residential developments. These streets shall be created through approval of site plan review or via the applicable land use action process.

¹⁰27.110 Provision of Street Improvements

- (1) Abutting streets. Where proposed development abuts a future street as shown on the Official Street Map or an existing street that does not meet City street standards as set forth in Article 27 and related construction and design standards, the applicant shall improve such street to such standards for one half (1/2) the street width for the distance the proposed development abuts the street. The improvements shall be constructed or secured, in accordance with City requirements, either prior to Final

Plat or Map, if subdividing or partitioning, or prior to final Use and Occupancy Permit for other developments.

- a. Secured Improvements. If the required improvements are to be secured, the abutting street shall have, at a minimum, two standard-width travel lanes (for a two-way street). Subdivisions shall also have interim pedestrian improvements meeting the requirements of Resolution #4851, either existing or constructed as part of the development.
 - b. Constructed Improvements. If the required improvements are to be constructed and two standard-width travel lanes (for a two-way street) are not already present on the abutting street, the construction shall include two standard-width travel lanes in addition to any bike lane or on-street parking required as part of the half street improvement.
- (2) New Streets. When new public or private streets are created within a new development, they shall connect to abutting streets that satisfy the standards contained in Subsection (1).
- (3) Connecting Streets. The streets abutting the development shall satisfy the standards contained in Subsection 1 and shall connect to a paved street which satisfies the following standards:
- a. If already paved, the connecting street has been accepted by the City or County for public maintenance, or the pavement and base rock meet City or County minimum thickness standards (or other reasonable minimum standards specified by the City Engineer) from the development to an intersecting arterial or collector street.
 - b. If already paved, the connecting street has a minimum of two travel lanes (for a two-way street) at least 10-feet wide from the development to an intersecting arterial or collector street.
 - c. If not already paved, the connecting street segment between the development and an intersecting arterial or collector street shall be constructed in accordance with standards in Article 27.

- d. For subdivisions, pedestrian facilities shall be provided from the development to an approved destination street in accordance with Resolution #4851.

(4) Interior Streets Serving Subdivisions

Where new streets are proposed to serve the interior needs of a subdivision, the applicant is obligated to provide the required right-of-way and construct the streets to the full standards contained in this Code. Such improvements shall be made by the applicant prior to the submission of the Final Plat or Map, or by an agreement to secure the future construction of the streets in accordance with City requirements.

27.120 Street Standards

⁹27.121 General Design Standards

- (1) All streets shall provide for safe and efficient circulation and access for motor vehicles, bicycles, pedestrians, and transit.
- ¹¹(2) The minimum performance standard for intersections shall be as follows:
- a) For all signalized intersections:
- Level of Service "D" or better for the intersection as a whole, and
 - No approach operating below LOS "E", and
 - A volume-to-capacity (v/c) ratio not higher than 1.0 for the sum of critical movements.
 - When a state highway is affected, the City's minimum performance standard shall apply, in addition to the applicable standards of the most recent State Highway Plan as determined by the Oregon Department of Transportation.
- b) For unsignalized intersections of public streets:
- No arterial or collector approach operating below LOS "D", and
 - No other street approach operating below LOS "E", and
 - No movement serving more than 20 peak hour

vehicles operating below LOS "E".

- For the purpose of applying this section, when a state highway is affected it shall be considered an arterial, and the City's minimum performance standard shall apply, in addition to the applicable standards of the most recent State Highway Plan as determined by the Oregon Department of Transportation.

An approach is described as the flow of traffic entering into the intersection from any given direction. For example, a four-way all-stop-controlled intersection laid out in a north, south, east and west configuration will have four (4) distinct approaches, one from each direction.

A movement is described as directional movement allowed at a given intersection, commonly involving left turns, right turns, and through movements.

Level of service is determined by using the latest edition of the *Highway Capacity Manual* (HCM).

For the purpose of analysis, the minimum performance standard shall apply to the peak hour of the average day during the first year after opening when approval of a site plan is involved, to the peak hour of the average day during the first year after recording of the final plat when a land division is involved, and to the average day during the first year after opening and 20 years hence when a comprehensive plan amendment and compliance with provisions of the Transportation Planning Rule are involved. The minimum performance standard shall apply to whatever peak hour is determined to produce the greatest traffic impact, even if it is different than the traditional peak hour.

- (3) A traffic analysis report shall be prepared by a Traffic Engineer licensed in the State of Oregon. The City Engineer will maintain written administrative guidelines on the basic requirements for such studies. Unless waived pursuant to subsection b) below, this transportation impact analysis is required prior to City acceptance of applications for Development Permits when the trip generation falls within the ranges given below in subsection a):

a) Trip Generation Ranges

- 1) The development is projected to generate twenty-five (25) or more peak hour trips on an arterial or collector segment or intersection, or;
- 2) The development is projected to generate 500 vehicle trips per day or more on any day of the week.

A transportation impact analysis may also be required under certain conditions:

- 1) when the development will impact known safety, congestion or capacity problems;
- 2) When the project is on a highway segment with special access controls;

b) Waiver or limits to scope

The City Engineer may waive or reduce the scope of the transportation impact analysis if the impacts from the development area are reasonably known and do not provide reasonable justification for the estimated cost of the analysis and report preparation. In waiving or limiting the scope of a transportation impact analysis that would otherwise be required by subsection (1) above, the City Engineer shall make a written determination that potentially affected intersections will not fall below the performance standards of Section 27.121(2) or the intersections have been adequately analyzed already in research and reports available to the City. The City Engineer shall coordinate with ODOT or Josephine County as appropriate prior to waiving or reducing the scope of a transportation impact analysis for any development impacting a state or county maintained roadway.

- (4) Alignment. As far as practical, streets shall be dedicated and constructed in alignment with existing streets by continuing the centerline thereof. Where

"staggered" or "T" intersections are unavoidable, the minimum distance between intersection centerlines shall be 260 feet.

(5) Intersections.

- (a) Streets shall be designed to intersect at a 90 degree right angle. Due to topographical constraints, the intersection may be varied, but shall not be less than 60 degrees.
- (b) Right-of-way lines shall be founded with an arc parallel to the curb radius.
- (c) Curb Radius. For arterial and collector street intersections, curb radii shall not be less than 25 feet. All other intersections shall have curb radii of not less than 20 feet.

(6) Cul-de-Sac's and Dead-End Streets. A cul-de-sac shall terminate with a circular turn-around. A dead end street may be longer than the maximum length of a cul-de-sac, as described in Section 27.123, if it is intended to be extended at a later date, in accordance with a locally-adopted plan, and if a temporary cul-de-sac is constructed at least every 500 feet and within 150 feet of the temporary terminus of the street.

(7) Future Extensions of Streets. Where necessary to give access to or permit a satisfactory future division of adjoining land, public streets shall be extended to the boundary lines of the tract to be developed and the resulting dead-end street may be approved without a cul-de-sac; however, a temporary cul-de-sac may be required as provided in Subsection 27.121 (6).

(8) Half Streets. Half streets, while generally not acceptable, may be approved where reasonably essential to the development, when in conformity with the other requirements of these standards, and when it will be practical to require the dedication of the other half street when the adjoining property is developed. Whenever an existing half street is adjacent to land to be developed, the remaining half of the street shall be dedicated either by Final Plat or through deed acceptance and shall be developed in compliance with the standards of this Code.

(9) Half Street Equivalency. Upon recommendation from the City Engineer, and concurrence of the affected property owner, that it is safer and in the best interest of the community to apply the equivalent cost of a required half street improvement to a preferred alternate street section, the review body may allow the type of required improvements to be varied according to the preferred improvements.

(10) Reserve Strips and Street Plugs. To manage future development of property where right-of-way or an approved street plan doesn't exist, the review body may impose a reserve strip or street plug. The creation or vacation of a reserve strip shall be approved by the City Council only.

(11) Driveways. The location and width of access driveways onto public streets shall be subject to the following:

¹¹(a) Approaches: Shall be constructed in accordance with City standards for residential, commercial and industrial users.

(b) Width: As shown in Schedule 27-1.

Minimum - Maximum Approach Width Schedule 27-1			
Use	Width		Separation between drives
	Minimum	Maximum	
Single and Two-Family Dwellings	10 feet	24 feet	5 feet
All Other Residential and Commercial	One Way 12 feet	One Way 16 feet	22 feet
	Two Way 24 feet	Two Way 32 feet	22 feet
Industrial	One Way 12 feet	One Way 24 feet	22 feet
	Two Way 24 feet	Two Way 48 feet	22 feet

*The city engineer may approve greater widths for driveway approaches with additional lanes.

- (c) Minimum Distance from Intersection (greater distance may be required by a traffic analysis report)

Local Street Residential	20 feet
Collector	100 feet*
Arterial	150 feet*

* Where impractical due to lot configurations, driveway to be approved by City Engineer.

- (d) Slope: Not to exceed 18%. For driveways longer than 50 feet, the transition between the street and the driveway must allow a City Fire truck to enter the driveway without contacting the under carriage.
- (e) Number of Accesses Permitted. Access points to a public street shall be the minimum necessary to provide reasonable access while not inhibiting the safe traffic circulation and carrying capacity of the street.
- (f) Multiple Frontage Properties. Properties which have frontage on more than one street may be restricted to access only from the streets of a lower classification.
- (g) Joint Access Encouraged. Common accessways at a property line shall be encouraged and in some instances may be required in order to reduce the number of access points to streets. Construction of common accessways shall be preceded by recording of joint access and maintenance easements.
- (h) Access to Arterials and Collectors.
1. Direct access to arterial streets and collector streets shall be avoided wherever practical. An encroachment permit to allow private direct access onto an arterial street shall be granted by the City Engineer only after all other reasonable options are explored. The number of access points on arterial and collector streets shall be minimized whenever possible through the use of driveways common to more than one development and through interior circulation design to further this requirement. Any public or private road approach onto a state facility must be consistent with the spacing and permit

standards of the Access Management Oregon
Administrative Rule 734-051.

2. New single-family residential driveways shall not have direct access onto arterial streets, except as allowed in subsection 27.121.11(i) below. Direct access onto collector streets is discouraged in residential areas.
3. Where direct access onto arterial and collector streets is permitted, turning movements may be limited to right-turn-in and right-turn-out movements only or other specific controls.
4. Each parcel shall be allowed no more than one direct access driveway, regardless of the size of the property or the linear feet of frontage, unless a variance is granted by the review body based on a traffic analysis report and the criteria in Article 6.
5. No additional access shall be provided simply because the property is divided. All access to new properties created in this manner shall be provided by means internal to the properties from existing access or by public frontage on other roads and streets.
6. Access to designated state highways shall be subject to the provisions of this Subsection that are applicable to arterial streets in addition to the requirements of the Highway Division, State Department of Transportation. Where regulations of the City and State may conflict, the more restrictive requirements shall apply.
7. For developments on parcels of contiguous ownership exceeding five acres in size which front on an arterial street or limited access highway, a frontage road may be required providing a single access to a point determined most appropriate for safety and convenience by the reviewing body.
8. Where a development abuts or contains an existing or proposed arterial street, the development design shall provide adequate protection for

residential properties and shall separate residential access from through traffic, or if separation is not feasible, the design shall minimize the traffic conflicts. The design requirements may include any of the following:

- aa. A parallel access street along the arterial.
 - bb. Lots of suitable depth abutting the arterial to provide adequate buffering with frontage along another street.
 - cc. Screen planting at the rear or side property line to be contained in a non-access reservation strip along the arterial.
 - dd. Adequate on-site turnaround for lots having direct access.
 - ee. Driveways should be located near interior property lines where such access could be shared by the adjacent property owner.
- (i) The Review body may grant variances to the above restrictions on access onto arterial or collector streets in accordance with Article 6. Where a variance is granted to allow direct access, that access shall be discontinued if and when access to a frontage road or other public road becomes possible.
- (j) The Review Body may attach conditions of approval to an application on property which has frontage on an arterial or collector street in order to preserve and enhance the capacity of that street. Such conditions of approval may include requiring:
1. the closure, consolidation and narrowing of existing driveways;
 2. construction of deceleration and acceleration lanes for turning traffic;
 3. restrictions on or removal of adjacent on-street parking;
 4. access to the road network only via streets of a lower classification instead of arterial or collector streets;

5. adequate site distance at driveways and intersections;
6. internal driveways connecting abutting private parking lots or developments;
7. installation of physical barriers to prevent left turning movements to and from adjacent properties;
8. other techniques such as those described in the Transportation Master Plan.

(12) Traffic Signals. The location of future traffic signals shall be noted on approved street plans. Where a proposed street intersection will result in an immediate need for a traffic signal, a signal meeting approved City specifications shall be installed. The cost may be included as a condition of development approval, or other equitable means of cost distribution shall be determined by the City Council. Where a concurrent group of developments will create a need for a traffic signal at an intersection, the pro-rata cost for such installation may be attached as a condition of development for each development.

(13) Street Adjacent to Railroad. Wherever a proposed development contains or is adjacent to a railroad right-of-way, provision may be required for a street approximately parallel to and on each side of the railroad right-of-way at a distance suitable for the appropriate use of the land between each street and the railroad. The distance shall be determined with due consideration at each cross street of the minimum distance required for approach grades to a future grade separation and to provide sufficient depth to allow screen planting along the railroad right-of-way in non-industrial areas.

(14) Street Names. Street names and traffic control signs shall be installed as required by the City Engineer.

(15) Street Sign. Street names and traffic control signs shall be installed as required by the City Engineer.

(16) Street Lights. Street lights shall be provided with the following standards:

- (a) Location: At intersections; at cul-de-sacs where dead-end is greater than 150 feet from nearest lighted intersection; hazardous areas; behind sidewalks but shall not obstruct motorist's view.
- (b) Service: Nearest facility carrying 120 volts secondary and controlled by individual photoelectric control. Service must be underground.
- (c) Materials and Height: Galvanized steel or aluminum, or on existing wood distribution facilities; 25-30 feet high.
- (d) Type: High Pressure Sodium Vapor. 9500 lumens or greater for residential and local collector streets; 22,000 lumens or greater for arterial or collector.

27.122 Connectivity Standards

The following standards shall be applied to: 1) provide a pattern of streets and accessways that ensures safe, convenient and generally direct access for motor vehicles, pedestrians, bicyclists, and transit users; and 2) ensure that proposed development will be designed in a manner which will not preclude properties within the surrounding area from meeting the requirements of this section when those properties are developed.

For new residential, commercial and mixed-use development, local on-site street connections shall be provided which meet the following:

- (1) Block lengths for local streets and collectors shall not exceed 600 feet between through streets, measured along the nearside right-of-way line of the through street.
- (2) The total length of a perimeter of a block for local and collector streets shall not exceed 1,800 feet between through streets, measured along the nearside right-of-way line.
- (3) Cul-de-sacs and other types of permanent dead-end streets shall be limited, and used only where construction of a through street is found to be impracticable due to constraints such as those noted in Section 27.122 (5).

- (4) Accessways for pedestrians and bicyclists shall be provided at mid-block where the block is longer than 600 feet.
- (5) The Review Authority may grant a variance to the standards of Section 27.122 (1), (2), (3) or (4) above in accordance with the variance criteria found in Article 6. In addition to the criteria in Article 6, the variance shall be based on findings that the application of the standard is impractical due to one or more of the following constraints, and that the modification is the minimum necessary to address the constraint:
 - (a) Topography, particularly if the development is within the Slope Hazard District identified in Article 13.100;
 - (b) Drainage hazard areas, wetlands, flood plains, or significant natural resource areas;
 - (c) Existing development patterns on abutting property which preclude the logical connection of streets or accessways;
 - (d) Arterial access restrictions; or
 - (e) Railroads.
- (6) Streets shall connect to all existing or approved stub streets which abut or will abut the development site when adjoining properties are developed, unless otherwise approved through the development review process.

27.123 Street Section Design Standards

- (1) Public Streets. Public streets are functionally classified in the Transportation Master Plan as State Highways, Arterial Streets, Collector Streets, Local Collector Streets and Local Access Streets. The standards for each type of street will vary depending on existing or projected traffic volumes, existing development patterns and available right-of-way, topography and other natural features, and other variables. The basic minimum standards for each type of street are found in Schedule 27-3. Specific conditions for each street project may demand that these standards

be altered on a case-by-case basis by the City Engineer, particularly when retrofitting or matching existing streets. A description of the characteristics of each type of street follows:

- (a) State Highways. State highways include both freeways, like I-5, limited access expressways such as the Parkway and Redwood Highway, and commercial streets such as 6th and 7th streets. Standards for state highways are set by the state, in coordination with the City. State Highways shall meet the standards as outlined in the Oregon Highway Plan or by ODOT Engineering Standards.
- (b) Arterial streets. All new arterials shall include marked 6-foot wide bike lanes on both sides of the street, and will generally have two 11-foot wide travel lanes, a 12-foot wide continuous turn lane or median, and no on-street parking. Without the turn lane or median, an arterial may be two 12-foot wide lanes and two 6-foot wide bike lanes. Access directly from abutting properties is restricted. Sidewalks will be a minimum of 6-feet wide, and may be 8-feet wide in commercial areas where heavy pedestrian traffic is expected.
- (c) Collector streets. All new collectors shall include marked bike lanes on both sides of the street, and will generally include two 11-foot wide travel lanes, two 5-foot wide bike lanes, and two 6-foot wide sidewalks. Generally, collector streets will not provide on-street parking, and may include a 12-foot wide turn lane or median. Some access restrictions on abutting property is necessary. Street calming techniques are permissible but not typical.
- (d) Local Collector Streets. All new local collectors shall provide parking on both sides, although parking may be restricted or removed at some intersections or driveways to provide left turn lanes. These streets will typically be designed with two 10-foot wide travel lanes and two 7-foot wide parking lanes within a 60-foot wide right-of-way. Sidewalks a minimum of 5-foot wide will be provided. Bike lanes will not be provided unless the

expected motor vehicle ADT's will exceed 3000. If bike lanes are provided, additional right-of-way is needed. To manage speeds, traffic calming techniques may be used. Little to no access control is necessary.

- (e) Local access streets. All new local access streets will generally be designed with a 26 to 34-foot wide roadway, curb face to curb face, within a 46 to 58-foot wide right-of-way, with 4 to 5-foot wide sidewalks along both sides of the street. (See Schedule 27-3 for description of the variations). Parking is allowed on both sides. Variations on this standard street based on estimated traffic volumes, pedestrian volumes, natural features, and existing development patterns are allowed, as approved by the City Engineer.
- (f) Cul-de-sac streets. These are a type of dead-end local access streets. Cul-de-sac streets shall be as short as possible and shall have a maximum length of 400 feet in the Slope Hazard District identified in Article 13.100, and 250 feet in all other areas, unless a variance is granted by the Review Body.

The neck of the cul-de-sac will be 26-foot wide within a 46-foot wide right-of-way, with parking allowed on both sides, and with 4-foot wide sidewalks along both sides of the street. The bulb right-of-way radius will be 45-foot wide, with a curb radius of 38-foot wide, unless an alternative design is approved by the City Engineer. Alternative designs include but are not limited to: a 35-foot curb radius within a 40-foot right-of-way radius with a rolled curb and gutter and an attached thickened sidewalk. Parking is allowed in the bulb.

- (g) Short cul-de-sac. A short cul-de-sac may be used when the cul-de-sac length is 150 feet or less, and it serves no more than 10 dwelling units. The neck of a short cul-de-sac street will be 24-foot wide, within a 42-foot wide right-of-way, with parking allowed on both sides. No sidewalks are required. The bulb shall be designed with a 30-foot curb radius within a 35-foot right-of-way radius. Parking is allowed in the bulb.

- (2) Sidewalks. See Section 27.313.
- (3) Planter strips. See Schedule 27-3 and Section 27.313.
- (4) Street grade. Streets may be up to 18% grade for distance segments not to exceed 400 feet in length, with a minimum of 50 feet long intervals of 12% or less between segments that are over 15% grade. The cross sectional grade of a cul-de-sac shall not exceed 10%.
- (5) Bike lanes. Collector streets and arterial streets shall have bike lanes on both sides of the street, a minimum of 5 feet wide on collectors and 6 feet wide on arterials. Local collectors shall have bike lanes only if the expected motor vehicle ADT's will exceed 3000. The guidelines provided by the most recent edition of the Oregon Bike and Pedestrian Plan shall be followed.
- (6) Minimum travel lane width. Standard lane widths shall be as proposed in Schedule 27-3. The City Engineer may approve lesser travel lane width based on engineering practices where there are constraints on developing standard widths. In no case shall travel lanes be less than 10 feet for local collector, collector or arterial streets. On local access streets, no reduction from standards shall be permitted. The single lane may be shared by traffic in both directions.
- (7) Minimum left turn lane width. In no case shall the left turn lane be less than 12 feet.
- (8) Sight distance. Minimum sight distances shall be based on engineering practices. In no case shall sight distance be less than 200 feet for a local street, and 350 feet for a local collector, collector or arterial street. Minimum sight distance on state highways and County roads shall be determined by the appropriate road authority. Adequate sight distance calculations will vary by location, prevailing speed on the main street, the grade of the main street, condition of the roadway and other factors. Adequate sight distance requirements will be determined by the City Engineer and should be made utilizing procedures developed by the Institute of Transportation Engineers and the American Association of State Highway and Transportation Officials, as well as the Oregon Department of Transportation.

- (9) Vertical clearance: The vertical clearance on all streets shall be 16-1/2 feet.
- (10) Load design: The load design shall be HS 20 - 44.
- (11) Hillside standards: Applies only to local access and local collector streets within the Steep Slope Hazard area.
- (a) Right-of-way: 46 feet for local collectors; 40 feet for local access streets.
- (b) Paving, curb to curb: one way system with one parking lane may be a minimum of 20-feet wide; two way system with one parking lane may be a minimum of 24-feet wide; two way system with parking on both sides may be a minimum of 28-feet wide; two way system with no parking on either side and signed for bicyclists as required of a "Shared Roadway - Wide Outside Lane" may be a minimum of 28-feet wide.
- (c) Sidewalks: the reduction in the width of a sidewalk to less than four (4) feet along a local access street or to less than five (5) feet in width along a local collector street can be accomplished only through approval of a variance.
- (d) Planter Strips: may be eliminated.
- (12) Private streets. Private streets serving less than ten dwelling units will be constructed to the same construction standard as public streets for all local access streets and cul-de-sac streets. Private streets serving ten or more dwelling units will be constructed to the same design and construction standard as public streets for all local access streets and cul-de-sac streets. In addition to the standards for public streets, the City will allow private streets to terminate in a street design other than a circular cul-de-sac, such as a "hammerhead" turn-around.
- (a) A private street serving four dwelling units or less may use a minimum 20 foot street with no curbs, planter strips or sidewalks required.

- (b) A private street serving five to ten dwelling units may use a minimum 22 foot wide private street, with a curb and 4 foot sidewalk along one side only, and no planter strip.
 - (c) In either case, if such street is over 150 feet in length, a cul-de-sac or hammerhead turn-around must be provided that meets the standards of the Public Safety Department.
 - (d) A private street shall be in a separate tract of land or an easement owned and maintained jointly by the property owners using the street for access. The City shall require legal assurances for the continued maintenance of such streets, such as a recorded maintenance agreement.
- (13) In those areas where a proposed street improvement joins an existing street section of a different design standard, the City Engineer may require appropriate transitioning from one standard to the other.
- (14) In those cases where a proposed street abuts a developed neighboring residential property, the street itself shall be kept a minimum of 5-feet from the abutting property line. The sidewalk, if any, may be placed at the property line.
- (15) In addition to the alterations or modifications to the standards of this Article that the City Engineer is specifically authorized to approve, the Review Authority may grant a variance to the standards noted above in accordance with Article 6 and can apply conditions to mitigate impacts. In addition to the criteria found in Article 6, the variance shall be based on findings that the application of the standard is impracticable due to the constraints noted in Section 27.122(5) and that the variance is the minimum necessary to address the constraint.

27.124 Construction Standards

All public and private streets shall be designed and constructed to the following standards:

Street Construction Standards Schedule 27-2			
Street Type	Base 3/4 minus	Asphalt	Concrete*
Arterial	12"	4"	8"
Collector or Private Street Equivalent	8"	3"	8"
Local Collector, Local or Private Street Equivalent	6"	2"	5"
* When surface is concrete, base material depth may be reduced upon approval of City Engineer.			

27.125 Vision Clearance and Vision Clearance Area. Vision clearance areas shall be located on the corners of properties abutting the intersections of two or more streets, intersections of streets with alleys and intersections of alleys with alleys. Vision clearance areas shall be triangular in shape with the following minimum distances establishing two legs of the triangle:

- (1) In a Residential District the distance shall be twenty (20) feet along each property line from the point of intersection of two or more streets or at the intersection of a street and an alley, or alley and an alley, then ten (10) feet along the street and ten (10) feet along the alley from the point of intersection.
- (2) In Commercial and Industrial Districts where yards are required, the distance shall be fifteen (15) feet along each property line from the point of intersection thereof; at the intersection of a street and an alley, or alley and an alley, then (10) feet along the property line and ten (10) feet along the alley from the point of intersection.
- (3) In all districts where the angle on the intersection of streets, other than at an alley, is less than 30 degrees, the distance along each property line shall be twenty five (25) feet from the point of intersection.
- (4) No vision clearance area shall contain any obstruction as defined in this Code.

²27.126 Alley Access

Access to a property may be taken from a public alley provided the alley is paved to standard along the alley frontage of the property and to a street. Alley access shall not constitute street frontage. Where an existing public alley is not paved to standard, the following shall be met:

- (1) Single family and duplex dwellings: For any new alley access, including any new garage or carport excluding the replacement of a garage or carport on the same footprint, the applicant shall, at a minimum, provide a standard drive approach, where necessary, at the alley entrance to the nearest street, and provide a minimum 50 feet length of standard paving from the drive approach towards the property. If the alley is partially paved, the applicant shall provide the drive approach, if necessary, and an additional 50 feet of pavement from the end of the existing pavement towards the property.
- (2) Other developments: Where alley access is proposed for other developments requiring a development permit, the applicant shall improve the full width alley along the property frontage to the street intersection most likely to provide the greatest amount of traffic.
- (3) Local Improvement District: Where a local improvement district is formed to improve the alley prior to or concurrent with development, the applicant shall participate in the frontage cost of the alley as provided in the district in lieu of paving as listed above.

⁴27.127 Alley Paving Standards

- (1) Width: Alleys shall be paved a standard of 20 feet wide for commercial and 16 foot wide for residential. Where physical circumstances prevent paving to those standard widths, the City Engineer may approve a reduced width, but not less than 12 feet for a one-way alley.
- (2) Surface construction standards: Same as for a local street.

27.200 Lot Frontage

Each new lot created shall have minimum frontage on a public or private street as follows:

Residential Lots	20 feet
Commercial/Industrial Lots	25 feet

⁵27.300 Sidewalks and Pedestrian Ways

27.310 Public Sidewalks.

27.311 Installation Required. Sidewalk installation along the entire frontage of all lots being developed shall be required as part of approval for:

- (1) Partitions
- (2) Subdivisions
- (3) All new developments.
- (4) Expansions of over 50 percent of the original floor area of existing developments.
- (5) For expansions of more than 25 percent but less than 50 percent of the original floor area of existing multi-dwelling, institutional, commercial, or industrial use, the review body may require additional installation of sidewalks along a portion of the frontage that equals the percentage of the expansion.

27.312 Deferral of Installation. When installation of sidewalks is required under Section 27.311, such installation may be deferred as follows:

- ⁸(1) If the frontage street is planned to be widened or improved, and the City Engineer determines that the improvements cannot feasibly be made as part of development permit approval, and the improvements are planned or are likely to be made, in the opinion of the review body, within five years after development permit approval, then installation of sidewalks may be deferred by following the Deferred Development Agreement Process described in Section 29.060.
- ⁸(2) If the frontage street is planned to be widened or improved, and the City Engineer determines that the improvements cannot feasibly be made as part of

development permit approval, and the improvements are planned or are likely to be made more than five years after development permit approval, then installation of the sidewalks may be deferred by following the Deferred Development Agreement Process described in Section 29.060. Where the City Engineer determines an interim pedestrian way is feasible, the review body may require that one be provided along the frontage through such means as widening a street shoulder to provide pedestrian access.

- (3) For partitions or subdivisions where the City Engineer determines that installation of sidewalks is feasible, installation of the sidewalks may be deferred until after final plat approval by posting security. The security shall equal 110 percent of the cost of the sidewalks, as determined by the Director, and shall be in a form approved by the Director. The sidewalks shall be installed:
 - (a) in front of each lot or parcel when it is developed.
 - (b) in front of the lots or parcels not having sidewalks after 80 percent of the lots or parcels have been developed.
 - (c) in front of any lot or parcel that has not had sidewalks installed within three years of final plat approval.
- (4) For new or expanded single family residences or duplexes located on a street where no sidewalks currently exist, excluding newly constructed streets or streets planned to be improved or widened, installation of the sidewalks may be deferred through signing of a deferred development agreement.

Minimum Public Street Section Design Standards Schedule 27-3

<u>Type</u>	<u>Minimum Right-of-Way</u>	<u>Paving Width Curb to Curb</u>	<u>Maximum Length</u>	<u>Planter Strip (Minimum)</u>	<u>Sidewalks (Minimum)</u>	<u>Bicycle Lanes (Minimum)</u>	<u>Maximum Grade</u>	<u>Design Speed (MPH)</u>	<u>Maximum Degree of Curve</u>
<u>State Highway</u>	<u>varies</u>	<u>varies</u>	<u>N/A</u>	<u>7.5'</u>	<u>6'</u>	<u>6'</u>	<u>10%</u>	<u>25-55+</u>	<u>12 degrees</u>
<u>Arterial</u>	<u>64'-74'</u>	<u>36'-46'¹</u>	<u>N/A</u>	<u>7.5'</u>	<u>6'</u>	<u>6'</u>	<u>10%</u>	<u>25-45</u>	<u>12 degrees</u>
<u>Collector</u>	<u>60'-72'</u>	<u>32'-44'²</u>	<u>N/A</u>	<u>7.5'</u>	<u>6'</u>	<u>5'</u>	<u>10%</u>	<u>25-35</u>	<u>57 degrees</u>
<u>Local Collector</u>	<u>60'-70'</u>	<u>34'³</u>	<u>N/A</u>	<u>7.5'</u>	<u>5'</u>	<u>5'⁴</u>	<u>12%</u>	<u>25-35</u>	<u>57 degrees</u>
<u>Local Access Through Street Over 1500 ADT</u>	<u>58'</u>	<u>34'</u>	<u>N/A</u>	<u>6.5'</u>	<u>5'</u>	<u>None</u>	<u>15%⁵</u>	<u>15-25</u>	<u>57 degrees</u>
<u>250-1500 ADT < 250 ADT</u>	<u>50'</u>	<u>28'</u>		<u>5.5'</u>	<u>5'</u>		<u>18%</u>		
<u>250 ADT</u>	<u>46'</u>	<u>26'</u>		<u>5.5'</u>	<u>4'</u>				
<u>Cul-de-Sac neck bulb</u>	<u>46'</u>	<u>26'</u>	<u>250'⁵</u>	<u>None</u>	<u>4'</u>	<u>None</u>	<u>18%</u>	<u>15-25</u>	<u>57 degrees</u>
<u>Short cul-de-sac neck bulb</u>	<u>45'</u>	<u>38'</u>	<u>150'</u>		<u>None</u>				
<u>Alley: residential one-way two-way</u>	<u>42'</u>	<u>24'</u>							
<u>Alley: business</u>	<u>35'</u>	<u>30'</u>							
<u>Alley: residential one-way two-way</u>	<u>20'</u>	<u>12'</u>		<u>None</u>	<u>None</u>	<u>None</u>	<u>18%</u>	<u>15</u>	<u>57 degrees</u>
<u>Alley: business</u>	<u>20'</u>	<u>16'</u>							
<u>Alley: business</u>	<u>20'</u>	<u>20'</u>							

1 Width varies depending on whether or not a center turn lane or median is provided. See Section 27.123(1) (b)
 2 Width varies depending on whether or not a center turn lane or median is provided. See Section 27.123(1) (c)
 3 Can be striped for either parking or bicycle lanes. See Section 27.123(1) (d)
 4 Only if the volume of traffic exceeds 3000 trips/day. See Section 27.123(1) (d) and 27.123(5)
 5 May be 400 feet in length in the Slope Hazard District. See Section 27.123(1) (f)

627.313 Public Sidewalk Design Standards

- (1) Sidewalks shall be installed on both sides of public streets, except those where pedestrian access is restricted, such as freeways. For hillside development, sidewalks shall be required on one side only, normally the uphill side. Sidewalks typically shall be installed within public rights-of-way adjacent to streets. In special circumstances, the Director may approve sidewalk installation within a public easement.
- (2) Sidewalks shall generally be placed 6" from the property line, leaving a planter strip between the curb and the sidewalk. In areas where the placement of the sidewalk at the property line would result in the removal of significant trees, or the construction of significant fill or cut slope, or in other cases deemed appropriate by the City Engineer, the sidewalk may be meandered or placed adjacent to, closer to, or farther from the curb with additional right-of-way or a sidewalk easement.
- (3) Sidewalks typically shall be 5 to 6 feet wide. In the CBD zone, sidewalks will be a minimum of 8 feet wide with no planter strip to facilitate loading and unloading at the curb. Sidewalks may also be increased to an 8 foot minimum width in areas of heavy pedestrian traffic, such as near schools. In a steep slope area, the reduction in the width of a sidewalk to less than four (4) feet along a local access street or to less than five (5) feet in width along a local collector street can be accomplished only through approval of a variance.
- (4) For sidewalks adjacent to arterial or collector streets, a planter strip at least five and one half feet wide, and typically seven and one-half feet wide, shall be installed between the sidewalk and the curb, unless the City Engineer determines one is not appropriate considering existing grades, obstructions, landscaping, right-of-way widths, sidewalk locations, and similar constraints.

Landscaping in the area of the planter strip, installed in accordance with an approved plan, may be used in meeting the landscaping requirements for front and exterior yards as contained in Sections 23.031, 23.032, and 23.033 of the Development Code.

- (5) For sidewalks adjacent to local streets, a planter strip at least five and one-half feet wide shall be installed between the curb and the sidewalk. If necessary, the sidewalk may be located within an easement.
- (6) The width of the curb is included in the planter strip width, or in the sidewalk width where the sidewalk abuts the curb. Street trees and street lights, as required, shall be located within the planter strip.
- (7) Where feasible, any existing utility pole or other obstruction shall be removed outside of the sidewalk area prior to sidewalk installation. If the City Engineer determines that the utility pole or obstruction cannot be relocated, the sidewalk may be designed around it. If a 5 foot clearance cannot be maintained, the City Engineer may approve a minimum clearance of 3 feet. Any curve or transition shall accommodate wheelchair access and meet the standards contained in the Grants Pass Standard Drawings and the Americans with Disabilities Act.
- (8) Sidewalk construction shall meet the standards contained in the Grants Pass Standard Drawings and the Americans with Disabilities Act. Curb, gutter, and other necessary street widening and improvements shall be installed where necessary to accommodate the sidewalk installation.
- (9) Wheelchair ramps shall be installed at all street corners in accordance with the Grants Pass Standard Drawings and the Americans with Disabilities Act.

27.314 Alternate Pedestrian Way. The review body may waive the requirement for installation of public sidewalks where the development provides suitable alternate pedestrian ways.

27.320 Private Pedestrian Ways.

27.321 Provision. Private pedestrian ways are required for all commercial and office park uses and may be required for other uses, such as industrial or multi-family residential uses. Where required, pedestrian ways shall be provided as follows:

- (1) From the public sidewalk or right-of-way to the building(s). At a minimum, walkways shall be located to connect focus points of pedestrian activity such as street crossings to the major building entry points.

- (2) Adjacent to and along the full length of the building on any side which provides access to the building from adjacent parking areas or public or private streets.
- (3) To connect to potential walkway locations on adjoining properties to create an integrated internal walkway system along desired lines of pedestrian travel.

27.322 Private Pedestrian Way Design Standards. When a private pedestrian way is required, it shall be constructed to the following standards:

- (1) The pedestrian way shall typically be 5 feet wide, but where necessary the review body may approve pedestrian ways a minimum of 3 feet wide.
- (2) The pedestrian way shall have a surface composed of asphalt, concrete, or masonry pavers seeded with grass.
- (3) The pedestrian way shall have a minimum 7 foot overhead clearance from limbs, runners, awnings, signs, or other obstructions.
- (4) The pedestrian way shall comply with all applicable standards of the Americans with Disabilities Act and other similar regulations.
- (5) Openings shall be provided and maintained in any fence, wall, hedge, or other barrier across the pedestrian way, or at the end of the way where it will access another property or right-of-way.

27.330 Pedestrian Connector Routes

27.331 Purpose. Pedestrian connector routes are intended to encourage pedestrian travel by reducing walking distances where other routes are excessively long. The connector routes also provide shorter routes for bicycle travel, though some may require the cyclist to dismount prior to passing. Where other utility routes cannot be made available, a pedestrian connector route may be used as a utility easement. Pedestrian connector routes are not intended to replace street connections where they are needed for vehicle, emergency, and utility access.

27.332 Provision. When a subdivision, partition, or site plan is proposed, and the review body has determined that a street connection is not needed for vehicle, emergency, and utility access, the review body may require that a

pedestrian connector route be dedicated as an easement and constructed to provide access to nearby public rights-of-way, pedestrian ways, bikeways or other properties. The review body may require the connector route where there is a route available when topography, natural features, physical obstructions such as freeways and railroads, existing and future development, ownership patterns, the public's safety, and similar factors are considered, and where any of the following criteria are met:

- (1) In residential and industrial districts where a street connection is not feasible and the addition of an accessway would reduce walking or bicycling distance by 400 feet or more, or by at least 50 percent over other available pedestrian routes to a school, shopping center or neighborhood.
- (2) For commercial districts where addition of an accessway would reduce walking or bicycling distance by 200 feet, or by at least 50 percent over other available pedestrian routes to a school, shopping center or neighborhood park.
- (3) For purposes of paragraphs 1 and 2 of this section, other available pedestrian routes include public sidewalks and walkways within shopping centers, planned developments and industrial districts. Routes may cross parking lots on adjoining properties if the route is open to the public for pedestrian use, is a paved surface, and is unobstructed.
- (4) Accessways shall be located to provide a reasonably direct connection between likely pedestrian destinations. Accessways shall meet all City design and construction standards. Accessways through parking lots shall be physically separated from adjacent vehicle parking and parallel vehicle traffic by either a minimum 6-inch curb or a minimum 3-foot horizontal separation or similar devices, including landscaping, trees and lighting. Pedestrian crossing of traffic aisles are permitted for a distance of no greater than 36 feet if appropriate pavement markings or contrasting pavement materials are used. Walkways shall be a minimum of 4 feet in width, exclusive of vehicle overhangs and obstructions such as mailboxes, benches, bicycle racks and signposts, and shall be in compliance with ADA standards.
- (5) A required accessway need not be provided where another required sidewalk or walkway route provides an

alternative reasonably direct route. An alternative route is considered reasonably direct if the walking distance increases by less than 50% but not more than 100 feet over the required route.

- (6) Where cul-de-sacs are planned, accessways may be required connecting the ends of cul-de-sacs to each other, to other streets, or to neighborhood activity centers, in accordance with this section.
- (7) The connector route would provide efficient pedestrian or bicycle circulation and is necessary as an underground utility route.
- (8) The pedestrian connector route is part of a previously adopted pedestrian or bicycle circulation plan.
- (9) The review body determines that the route is necessary to continue existing or potential pedestrian or bicycle circulation routes, or to provide access to a special feature such as a school or transit station.

⁷27.333 Pedestrian Connector Route Design Standards.

- (1) The connector route shall be within a recorded public easement.
- (2) Connector routes that do not also serve as utility easements shall have the following minimum easement or right-of-way widths:
 - (a) Routes less than 100 feet long: 10 feet wide
 - (b) Routes more than 100 feet long: 15 feet wide.
- (3) Connector routes that also serve as utility easements must be at least 20 feet wide. The review body may require wider easements if needed for maintenance of that utility, or if multiple utilities are located within the easement.
- (4) The connector route shall contain a minimum 8 foot wide concrete walking surface. The remainder of the area may be concrete, masonry pavers seeded with grass, or appropriate landscaping. If there is landscaping within the pedestrian way, abutting property owners or a homeowner's association shall be responsible for its maintenance.

- (5) The connector route shall meet applicable access standards for disabled persons.
- (6) The connector route shall have a minimum 8 foot overhead clearance from limbs or other obstructions.
- (7) The connector route shall be as short as possible, and in no case shall be more than 400 feet in length. When possible, there shall be vision clearance from one end of the connector route to the other end.
- (8) Stairs or switchback paths may be used where grades are steep. Stairways shall be at least five feet wide and constructed to current building code specifications.
- (9) The review body may require that the connector route be lighted. Lights shall be designed to illuminate the walkway area, to minimize shining on adjacent properties, and to minimize public safety risks. Design shall be approved by the City Public Safety Department.
- (10) The connector route shall be signed to designate the route for pedestrian and bicycle access only.
- (11) The review body may require that appropriate barriers to vehicle access be placed at each end of the connector route.

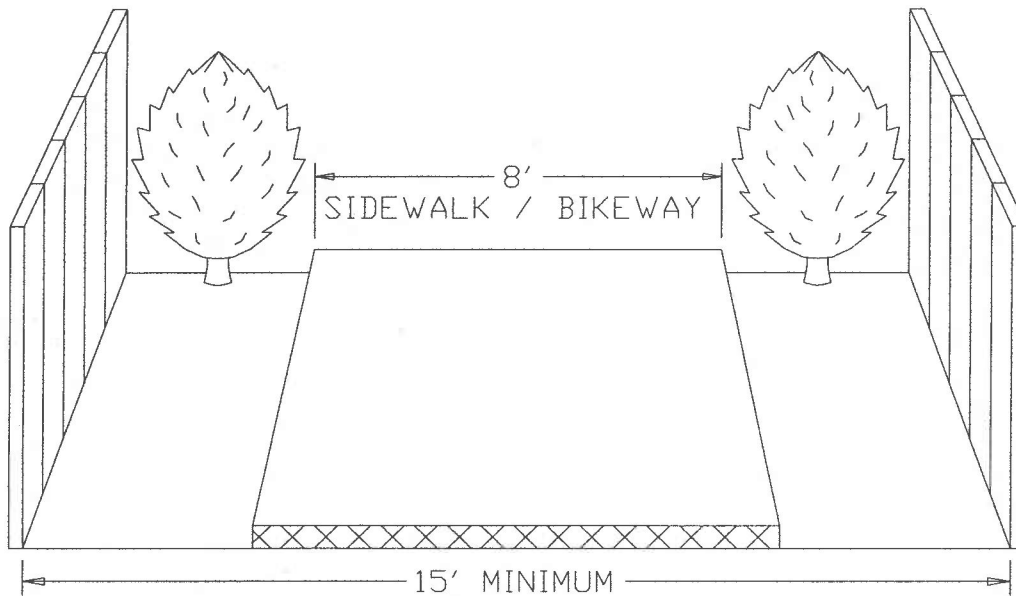
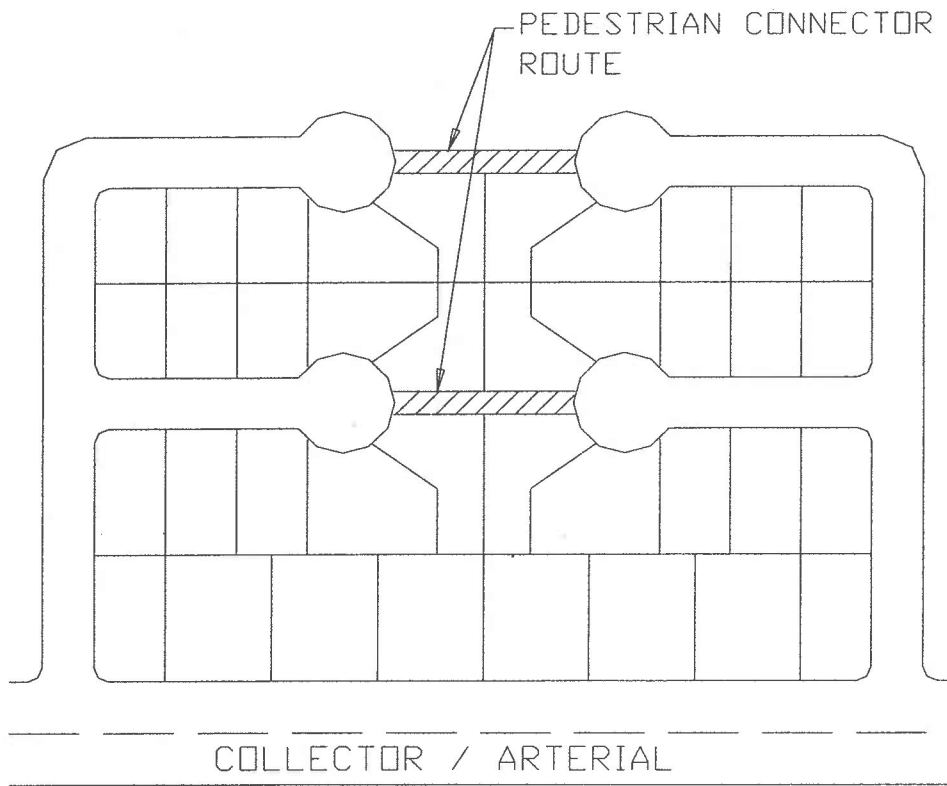
27.400 Bikeways

27.401 Provision. If appropriate to the extension of the official Bikeways Map, the approval body may require the installation of a bikeway either within or adjacent to streets.

27.402 Bikeway Design Standards

Bikeways shall be designed and constructed consistent with the design standards in the "Oregon Bicycle Plan", 1992, and AASHTO's "Guide for Development of Bicycle Facilities", 1991.

27.500 The City Engineer may allow alternate street design standards in order to accommodate facilities related to achieving pollution reduction and flow control for all storm water runoff. Such alternate street designs may include lowered planter strips or side swales integrated into the street design where conventional planter strips would otherwise be located.



Concept Sketch 27-1: Pedestrian Connector Route

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- ¹ Revised 5-31-97
 - ² Revised 9-18-96
 - ³ Revised 9-18-96
 - ⁴ Revised 5-24-93
 - ⁵ Revised 10-22-93
 - ⁶ Added 5-25-93
 - ⁸ Amended 2-20-02 (Ordinance 5104)
 - ⁹ Revised 9-4-02 (Ordinance 5152)
 - ¹⁰ Amended 10-6-04 (Ordinance 5257)
 - ¹¹ Amended 5-7-08 (Ordinance xxxx)

CITY OF GRANTS PASS COMMUNITY DEVELOPMENT DEPARTMENT

**STREET INTERSECTION LEVELS OF SERVICE
COMPREHENSIVE PLAN POLICY AND DEVELOPMENT CODE TEXT AMENDMENT
CITY COUNCIL FINDINGS OF FACT- TYPE IV**

Procedure Type:	Type IV: Planning Commission Recommendation and City Council Decision
Project Number:	07-40500009
Project Type:	Comprehensive Plan Policy and Development Code Text Amendment
Applicant:	City of Grants Pass
Planner Assigned:	James E. Huber / Jared Voice
Application Received:	December 19, 2007
Application Complete:	December 21, 2007
Date of Planning Commission Staff Report:	March 5, 2008
Date of Planning Commission Hearing:	March 12, 2008 <i>Continued from February 13, 2008</i>
Planning Commission Findings of Fact:	March 26, 2008
Date of City Council Staff Report:	April 29, 2008
Date of City Council Hearing:	May 7, 2008
City Council Findings of Fact:	May 21, 2008

I. PROPOSAL:

Comprehensive Plan Policy Amendment: The proposal would amend Policy 1.2.1 of the Master Transportation Plan, which currently stipulates that a Level of Service (LOS) "D" or better be maintained for all arterials and collector streets. The amendment would:

1. Require that adequate mobility be maintained at street intersections, and
2. Require LOS "D" or better for signalized intersections as a whole, and
3. Require LOS "D" or better for arterial and collector approaches at unsignalized intersections, and
4. Refer specific application of the policy to Article 27 of the Development Code.

Development Code Text Amendment: The proposal would amend Section 27.121 (2) of the Development Code, which interprets the specific application of Comprehensive Plan Policy 1.2.1. The amendment would clarify how LOS standards are applied to signalized and unsignalized intersections. The proposal would also amend Section 27.121 (11) (a), to specify that driveway approaches shall be constructed, rather than constructed *and paved*, in accordance with City standards. **See Exhibits A and B to adopting ordinance for text of proposed amendments. A legal strike-through copy is attached as Exhibit 1 to the Planning Commission Staff Report.**

II. AUTHORITY AND CRITERIA:

Section 13.5.3 of the Grants Pass and Urbanizing Area Comprehensive Plan and Section 4.102 of the City of Grants Pass Development Code provides that the City Council may initiate a text amendment.

Sections 13.5.5 and 13.8 of the Comprehensive Plan provide that joint review by the City Council and Board of County Commissioners shall be required for amendment and revision to Comprehensive Plan findings, goals, and policies.

The review was in accordance with the procedures of Section 13.8.3 of the Comprehensive Plan, which provides for a recommendation hearing by the Urban Area Planning Commission prior to a joint hearing of the City Council and Board of County Commissioners.

However, with adoption of the 1998 Intergovernmental Agreement, this provision requiring a joint hearing is modified with the result that City Council will make the decision, and the County will have automatic party status, as summarized below:

Section III of the 1998 Intergovernmental Agreement (IGA) provides for transfer of authority for provision and management of planning services from the County to the City for the Urbanizing Area. It provides:

The City is hereby vested with the exclusive authority to exercise the County's legislative and quasi-judicial powers, rights, and duties within the Urbanizing Area...

Section V of the IGA contains provisions pertaining to notification and appeals for quasi-judicial and legislative decisions within the Urbanizing Area. For legislative decisions, the IGA provides:

The City agrees to provide written notice of all proposed legislative actions to the County at least 45 days prior to the public hearing at which the action is first considered. The County shall be deemed to have automatic party status regarding all such decisions for the purposes of standing for appeals.

Section 13.8.3 of the Comprehensive Plan provides that notice shall be as provided in Section 2.060 of the Development Code for a Type IV procedure. Section 13.8.3 further provides that the hearing shall be conducted in accordance with the Legislative Hearing Guidelines of Section 9 of the Development Code.

Therefore, the application was processed through a "Type IV" procedure, with a recommendation from the Urban Area Planning Commission and a final decision by City Council. The County has automatic party status for appeals.

The text of the Comprehensive Plan may be recommended for amendment and amended provided the criteria in Section 13.5.4 of the Comprehensive Plan are met.

The text of the Development Code may be recommended for amendment and amended provided the criteria in Section 4.103 of the Development Code are met.

III. APPEAL PROCEDURE:

The City Council's final decision may be appealed to the State Land Use Board of Appeals (LUBA) as provided in state statutes. A notice of intent to appeal must be filed with LUBA within 21 days of the Council's written decision.

IV. PROCEDURE:

- A.** The application was submitted on December 19, 2007. The application was deemed complete on December 21, 2007 and processed in accordance with Section 2.060 of the Development Code.
- B.** Notice of the proposed amendment and the initial February 13, 2008 public hearing was mailed to the Oregon Department of Land Conservation and Development (DLCD) on December 20, 2007.
- C.** Notice of the proposed amendment was mailed to Josephine County on December 28, 2007 in accordance with Section V of the Intergovernmental Agreement.
- D.** Notice of the February 13, 2008 Planning Commission public hearing was mailed to affected agencies on January 23, 2008 in accordance with Sections 2.053 and 2.063 of the Development Code.
- E.** Public notice of the February 13, 2008 Planning Commission public hearing was published in the newspaper on February 7, 2008, in accordance with Sections 2.053 and 2.063 of the Development Code.
- F.** The February 13, 2008 Planning Commission public hearing was continued to March 12, 2008 at the request of staff.
- G.** A public hearing was held by the Urban Area Planning Commission on March 12, 2008 to consider the request. The Planning Commission motion to recommend approval of the proposal to City Council was approved by a vote of 5-3-0.
- H.** Notice of the May 7, 2008 City Council public hearing was mailed to affected agencies on April 17, 2008.
- I.** Public notice of the May 7, 2008 City Council public hearing was published in the newspaper on April 30, 2008 in accordance with Sections 2.053 and 2.063 of the Development Code.
- J.** A public hearing was held by the City Council on May 7, 2008 to consider the request.

V. SUMMARY OF EVIDENCE:

- A. The basic facts and criteria regarding this application are contained in the City Council staff report and exhibits, which are attached as Exhibit "A" and incorporated herein.
- B. A printed copy of the Power Point presentation given by staff at the May 7, 2008 City Council hearing is attached as Exhibit "B" and incorporated herein.
- C. Additional evidence submitted by Jim Williams at the May 7, 2008 City Council hearing is attached as Exhibit "C" and incorporated herein.
- D. The minutes of the May 7, 2008 public hearing held by the City Council, which are attached as Exhibit "D", summarize the oral testimony presented and are hereby adopted and incorporated herein.
- E. The original proposed text amendment, which was mailed to DLCDC on December 20, 2007, is attached as Exhibit "E" and incorporated herein.

VI. GENERAL FINDINGS- BACKGROUND AND DISCUSSION:

The proposed amendments are in response to concerns that have arisen in the application of Development Code Section 27.121 (2), which requires an overall minimum performance standard of LOS "D" for streets and signalized intersections within the Urbanizing Area (UA). On August 28, 2006, City Council Memorandum No. 055 was issued. Memo No. 055 stated that the City would be applying Section 27.121 (2) by denying or recommending denial of new development (excepting Minor Site Plans, including single family homes, manufactured homes, etc.) that would "negatively impact Level of Service D" streets and intersections, unless intersections were improved to meet the standard or the applicant could provide "acceptable evidence" demonstrating that the development would not impact the intersections. This interpretation did not specify whether the LOS "D" standard would be applied to individual intersection movements, approaches or the intersection as a whole, so if any of these were found to be below the LOS "D" standard, an intersection was considered to be failing.

Detailed explanation of what LOS means and how it can be applied is included in a memorandum from John Replinger, PE (the City's traffic engineering consultant) dated August 22, 2007 (attached as *Exhibit 2* to the Planning Commission Staff Report.) A key finding stated in the memo is that although it is common to apply an LOS standard to the overall performance of an intersection, applying LOS "D" to individual intersection movements, particularly "minor street left turns onto arterials", can be an "unachievable" standard. An unintended consequence of applying the standard in this manner is the possible shift of development / re-development from established urbanized areas along major corridors, where the LOS "D" standard is more difficult to achieve, to outlying areas of the UA.

The recommended solution is an amendment to Development Code Article 27. An important element of the recommended solution is differentiation between signalized and unsignalized intersections, due to the unique operating characteristics of each. The proposed amendment modifies the manner in which LOS standards are interpreted,

provides separate standards for signalized and unsignalized intersections, and is consistent with Master Transportation Plan Policy 1.2.1 by retaining a greater LOS standard for major (collector and arterial) streets.

On December 10, 2007, the City Manager issued Council Memorandum No. 074, revoking Memo No. 055. Council Memo No. 074 provided a new interpretation of the existing LOS "D" standard that is more consistent with the recommendations of John Replinger, PE and the proposed Development Code standards. The revised interpretation will be used until the existing Development Code standard is amended.

In addition to addressing the interpretation of LOS standards, the amendment will clarify Development Code Section 27.121 (11a), which specifies construction standards for driveway approaches. The current language states that approaches "shall be paved and constructed in accordance with City standards..." Since City standards require approaches to consist of concrete, with no option for asphalt paving, the words "paved and" will be deleted. Additionally, the standard will be clarified to include residential, commercial, and industrial users.

VII. CONFORMANCE WITH APPLICABLE CRITERIA:

For amending the findings, goals, policies, and Land Use Map of the Comprehensive Plan, the City Council and Board of County Commissioners shall base their conclusions upon, and adopt findings in consideration of, all of the following criteria:

CRITERION (a): Consistency with other findings, goals and policies in the Comprehensive Plan.

City Council Response: Satisfied. The proposed amendment is consistent with other findings, goals and policies in the Comprehensive Plan, including the Master Transportation Plan. The amendment would clarify the existing policy of maintaining an LOS "D" or better for arterial and collector streets by specifying how to apply the standard. The existing policy does not differentiate between signalized and unsignalized intersections, although operating characteristics differ between the two. Additionally, the existing policy does not specify whether the LOS "D" standard applies to an intersection as a whole, an intersection approach, individual movements, or all of the above. The proposed language is specific in applying the standard to street intersections, and specifies that the minimum LOS "D" standard shall apply to signalized intersections as a whole, as well as to arterial and collector approaches at unsignalized intersections. The proposed language would also refer the specific application of the policy to Development Code Article 27.

Differentiating between signalized and unsignalized intersections within Policy 1.2.1 is consistent with the existing discussion shown on pages 2-18 through 2-22 of the Master Transportation Plan, which addresses the two separately. The proposed language is also consistent with Objective 1.2, which is to "provide adequate mobility for all travelers", and Objective 1.4, which is to "provide safety for all travelers." There are no additional goals, policies or objectives within the Master Transportation Plan or Comprehensive Plan that specifically address motor vehicle mobility or LOS standards at street intersections.

CRITERION (b): A change in circumstances, validated by and supported by the data base or proposed changes to the data base, which would necessitate a change in findings, goals and policies.

City Council Response: Satisfied. The amendment is proposed in response to a change in circumstances. The proposed language refers the application of existing Master Transportation Plan Policy 1.2.1 to the Development Code, which in turn will be updated for consistency with current accepted practices related to transportation engineering. The application of LOS standards has been refined since the Master Transportation Plan was adopted in 1998, as evidenced by release of the latest edition of the Transportation Research Board's *Highway Capacity Manual* in 2003. The policy is general, making it necessary to refer to the Development Code for specific application.

The updated policy is validated by and supported by the existing data base. A minimum performance standard of LOS "D" will be retained for signalized intersections as a whole and collector and arterial approaches at unsignalized intersections. As discussed in the response to the previous criterion, this policy is consistent with other findings, goals and policies found in the Comprehensive Plan and Master Transportation Plan.

CRITERION (c): Applicable planning goals and guidelines of the State of Oregon.

City Council Response: Satisfied. The proposed amendment is consistent with applicable planning goals and guidelines of the State of Oregon. Applicable goals and guidelines include Goal 12: Transportation (OAR 660-015-0000(12)) and the Transportation Planning Rule (OAR 660 Division 12), which implements Goal 12, as well as Goal 2 (Land Use Planning- OAR 660-015-0000(2)).

Goal 12 / Transportation Planning Rule: OAR 660-12-0060 pertains to Plan and Land Use Regulation Amendments. Subsection (1) of the rule specifies requirements for "amendments to functional plans, acknowledged comprehensive plans, and land use regulations which significantly affect a transportation facility." Subsection (2) of the rule defines situations where a plan or land use regulation amendment "significantly affects a transportation facility."

The existing performance standard specified in the Master Transportation Plan, LOS "D" for arterials and collectors, will be retained. Specific application of the performance standard is being clarified to apply to signalized intersections as a whole, and arterial and collector approaches at unsignalized intersections, where there is no generally accepted standard for the intersection as a whole. Additional interpretation of the standard will be referred to the Development Code. The proposed amendment does not change the functional class of a transportation facility, change standards implementing a functional classification system, allow types or levels of land uses which would result in levels of travel or access which are inconsistent with the functional classification of a transportation facility, or reduce the performance standards of a facility below the minimum acceptable level identified in the Master Transportation Plan. Therefore, the proposed amendment does not significantly affect a transportation facility, and no actions specified in Subsection (1) of the rule are required at this time.

The proposed amendment is also consistent with remaining sections of Goal 12 and the Transportation Planning Rule. Even if the performance standard were being reduced to a lower LOS, there is nothing in Goal 12 or the Transportation Planning Rule that mandates the City to set minimum LOS standards for streets or intersections.

Goal 2- Land Use Planning (OAR 660-015-0000(2)): Although Goal 2 does not specifically address transportation planning, the goal of Part I (Planning) of Goal 2 is “to establish a land use planning process and policy framework as a basis for all decision and actions related to use of land...” Further, subsection (A) of the “Guidelines” states that: “Preparation of plans and implementation measures should be based on a series of broad phases, proceeding from the very general identification of problems and issues to the specific provisions for dealing with these issues and for interrelating the various elements of the plan.” The proposed amendment is consistent with these goals because it establishes a policy framework from which to base land use decisions by linking Policy 1.2.1 of the Master Transportation Plan to application standards described in the Development Code. Put simply, the general policy is linked to the specific standards which will implement the policy.

ORS 197.610: Notice of the proposed amendment was mailed to the Oregon Department of Land Conservation and Development on December 20, 2007, in accordance with ORS 197.610.

CRITERION (d): Citizen review and comment.

City Council Response: Satisfied. Notice of the proposed amendment has been posted in accordance with the procedure required for a Type IV-B procedure. In addition, the agenda and packet for the February 13th, 2008 and March 12th, 2008 Planning Commission meetings, and May 7, 2008 City Council meeting, were posted on the City’s website in advance of the hearings. Written comments from Holger T. Sommer were submitted during the March 12, 2008 Planning Commission hearing and are attached as Exhibit “B” to the Planning Commission Findings of Fact. Written comments from Jim Williams were submitted during the May 7, 2008 City Council hearing and are attached as Exhibit “C” to the City Council Findings of Fact.

CRITERION (e): Review and comment from affected governmental units and other agencies.

City Council Response: Satisfied. 45-day notice was provided to the Department of Land Conservation and Development (DLCD) in accordance with OAR 660 Division 18 and ORS 197.610. OAR 660-18-0035 provides that if DLCD is participating in the proceeding, they shall notify the local government 15 days prior to the first evidentiary hearing. DLCD did not provide notification to the City and did not participate in any hearings.

45-day notice was provided to Josephine County in accordance with the 1998 Intergovernmental Agreement for the Urbanizing Area. The County has replied and has no comments regarding the proposal.

Notice of the proposed amendment was also provided to affected agencies and governmental units on the City's Site Plan Review distribution list, including the Oregon Department of Transportation. No additional comments regarding the proposal were received.

CRITERION (f): A demonstration that any additional need for basic urban services (water, sewer, streets, storm drainage, parks, and fire and police protection) is adequately covered by adopted utility plans and service policies, or a proposal for the requisite changes to said utility plans and service policies as a part of the requested Comprehensive Plan amendment.

City Council Response: Satisfied. The proposed amendment does not make any changes to the land use plan, change any land use designations, or change the classification of any streets, so the capacity of basic urban services will not be affected.

CRITERION (g): Additional information as required by the review body.

City Council Response: Not applicable. No additional information was requested by the Planning Commission or City Council.

CRITERION (h): In lieu of item (b) above, demonstration that the Plan as originally adopted was in error.

City Council Response: Not Applicable. Criterion (b) is applicable. The Plan was not adopted in error. The proposed amendment is being adopted in response to a change in circumstances. See Criterion (b) for discussion of the change in circumstances.

The text of the Development Code may be recommended for amendment and amended provided that all of the following criteria of Section 4.103 are met.

CRITERION 1: The proposed amendment is consistent with the purpose of the subject section and article.

City Council Response: Satisfied. The proposal amends Sections 27.121 (2) and (11), and is consistent with the purpose statement of Article 27, which reads as follows:

The provisions of this Article are intended to provide for the general circulation of pedestrians, bicyclists and motor vehicles, as well as establishing the legal access requirements for the purpose of land development. The standards contained herein shall serve to provide safe, efficient and non-congested traffic conditions for the community and the general traveling public.

Traffic engineers have developed the concept known as "Level of Service" (LOS) to measure the flow of traffic through intersections and along streets. Retaining LOS standards within Article 27 of the Development Code will help to ensure efficient and non-congested traffic conditions for the City's street system,

consistent with the above purpose statement. LOS is described by a letter scale ranging from "A" (representing free flow conditions and ease of movement) to "F" (severe congestion and a breakdown in traffic flow.) Proposed LOS standards are outlined below.

Signalized Intersections: LOS "D" is the standard considered by most municipalities to be acceptable when measuring "control delay" for vehicles at intersections. Per the 2000 HCM, "at LOS D, the influence of congestion becomes more noticeable. Longer delays may result from some combination of unfavorable progression, long cycle lengths, and high v/c ratios. Many vehicles stop, and the proportion of vehicles not stopping declines. Individual cycle failures are noticeable."

For signalized intersections, the proposal would require an LOS "D" or better to be maintained for the intersection as a whole. The proposal would also require all intersection approaches to operate at LOS "E" or better. A memorandum from John Replinger, P.E., dated August 22, 2007 (attached as *Exhibit 2* to the Planning Commission Staff Report), explains why individual approaches and movements at a signalized intersection can suffer poor LOS while the intersection as a whole operates well. It is not unusual for minor street approaches to have long delays and a poor LOS, due to the need to accommodate high volumes of traffic on the major street. The proposed standards will ensure that the intersection as a whole operates well (LOS "D" or better, 35 to 55 seconds control delay per vehicle), while allowing individual street approaches to have slightly longer delays (LOS "E" or better, 55 to 80 seconds control delay per vehicle.) Any street approach that fell below an LOS "E" as a result of development would have to be mitigated.

In addition to LOS standards, the proposed amendment would require signalized intersections to comply with a volume-to-capacity (v/c) ratio not higher than 1.0 for the sum of critical movements. "Sum of critical movements" is a traffic engineering term that is well understood by traffic engineers. The critical movements are the conflicting movements that require the greatest amount of time to be served, collectively placing the highest burden on the intersection. Keeping the sum of such movements at 1.0 or below assures adequate time to balance among conflicting traffic movements.

When a state highway is affected, the proposal will apply the City's minimum performance standard, in addition to the applicable standards of the most recent State Highway Plan as determined by the Oregon Department of Transportation (ODOT). This means that all signalized intersections along state highways, including (but not limited to) Sixth and Seventh Streets, Williams Hwy., Grants Pass Parkway and Redwood Hwy., would be required to comply with the City's LOS and v/c ratio standards, as well as ODOT standards. This is consistent with how the City has been applying its existing LOS standard. Applying LOS standards to state highways is more consistent with the purpose statement of Article 27 (...to provide safe, efficient, and non-congested traffic conditions...) than applying v/c ratio standards, because LOS standards measure the average delay that occurs at intersections.

Unsignalized Intersections: Per the *Highway Capacity Manual (HCM)*, LOS is not defined for unsignalized intersections as a whole. This is because at unsignalized intersections, the LOS is typically reported only for the “minor street” (stop-controlled) movements. In rare instances, the LOS is also reported for the left-turn movements from the major street, but only when on-coming traffic volumes are very high. As a result, the proposed amendment does not include an LOS standard for unsignalized intersections as a whole. The amendment will require all arterial and collector street approaches to operate at LOS “D” or better, and all other street approaches to operate at LOS “E” or better. No individual movement serving more than 20 peak hour vehicles would be allowed to operate at lower than LOS “E”.

It can be expected that minor street movements at unsignalized intersections will regularly experience relatively long delays. The City’s transportation engineering consultant has stated that in his opinion, LOS “D” for minor street turns onto arterials is an “unachievable” standard. In most instances, the minor street would be classified as Local Collector or Local street, and be subject to the LOS “E” approach standard. In more limited instances, a Collector or Arterial may be the “minor street” and as such be required to stop at the intersection of another Collector, Arterial or State Highway. In this case, the LOS “D” standard would apply. Applying the higher standard to Collector and Arterial approaches is consistent with the policies of the Master Transportation Plan and the purpose statement of Development Code Article 27. These streets are designed to carry more traffic and should be held to a higher standard in order to ensure safety and limit congestion.

At an unsignalized intersection, a State Highway would be considered an arterial street, and would be subject to applicable LOS standards in addition to the applicable standards of the most recent State Highway Plan as determined by the Oregon Department of Transportation. Applying LOS standards to state highways ensures consistency with the purpose statement of Article 27 (...to provide safe, efficient, and non-congested traffic conditions...), because LOS standards measure the average delay that occurs at intersections.

Street Segment LOS: The City’s transportation engineering consultant has recommended against applying an LOS standard to street segments, as capacity limitations of an urban transportation system generally occur at intersections. City Council concurs with this recommendation. Multiple sections of Article 27 ensure adequate safety and capacity on street segments, including (but not limited to) the following:

- Section 27.121 (11)- Driveways: Limits driveway approach widths, requires minimum separation between driveways and minimum separation between driveways and street intersections, limits the number of driveways per parcel, encourages joint access, limits driveway access to arterials and collectors.
- Section 27.123- Street Section Design Standard: Provides standards for street design, including widths for vehicle lanes, bike lanes, planter strips and sidewalks, as well as standards for grade, sight distance, load design, etc.
- Section 27.125- Vision Clearance and Vision Clearance Area.

- Section 27.126- Alley Access.
- Section 27.330- Pedestrian Connector Routes.
- Section 27.400- Bikeways.

Driveway Approaches: The proposed amendment to the driveway approach construction standard is simply intended to eliminate conflicting language between the Development Code and Engineering Division construction standards. The amendment is consistent with the purpose of Article 27 and related provisions.

CRITERION 2: The proposed amendment is consistent with other provisions of this code.

City Council Response: Satisfied. The proposed amendment is internally consistent with other provisions of the Code. No other provisions of the Code specifically address intersection performance standards or driveway approach construction standards.

CRITERION 3: The proposed amendment is consistent with the goals and policies of the Comprehensive Plan, and most effectively carries out those goals and policies of all alternatives considered.

City Council Response: Satisfied. (See below).

Comprehensive Plan Consistency

Applicable goals and policies are:

Master Transportation Plan

Goal 1: Provide a Comprehensive Transportation System

Objective 1.2: Provide Adequate Mobility for All Travelers

Existing Policy 1.2.1: Maintain Level of Service (LOS) “D” or better for all arterials and collectors.

Proposed Policy 1.2.1: Maintain adequate mobility at street intersections. The specific application of this policy shall be described in Article 27 of the Grants Pass Development Code. At a minimum, levels of service shall be maintained as follows:

- LOS “D” or better for signalized intersections as a whole, and
- LOS “D” or better for arterial and collector approaches at unsignalized intersections.

City Council Response: Satisfied pending approval of Comprehensive Plan / Master Transportation Plan text amendment. The proposed text amendment is intended to implement Policy 1.2.1 of the Master Transportation Plan. The existing policy simply mandates an LOS “D” or better for all arterials and collectors. The amended policy clarifies that LOS “D” is the minimum performance standard for all signalized intersections (as a whole), regardless of

street class. Since the *Highway Capacity Manual* does not define LOS for unsignalized intersections as a whole, LOS "D" would be the minimum performance standard for arterial and collector approaches. Pending approval of the proposed Comprehensive Plan amendment, the proposed Development Code standards are consistent with Policy 1.2.1. The standards outlined within Policy 1.2.1 will be written verbatim into the Development Code standards.

Objective 1.4: Provide Safety for all Travelers.

Policy 1.4.1: Provide a safe transportation system for all travel modes by including safety considerations in the design, construction, operation and maintenance of all transportation facilities and services.

Policy 1.4.3: Minimize conflicts between through traffic and turning traffic through appropriate facility design, construction and operation.

City Council Response: Satisfied. The proposal helps to ensure safety for all travelers by establishing clear LOS and v/c standards by which to measure the efficiency and operation of street intersections within the UA. Although the proposal will not directly affect design or construction standards for street intersections, it will assist in gauging the potential need for intersection improvements needed to facilitate safe and efficient travel. In doing so, issues such as conflicts between through and turning traffic can be planned for and addressed before becoming critical safety problems.

Objective 3.1: Manage the Transportation System Effectively

Policy 3.1.1: Use Transportation System Management (TSM) techniques to preserve and enhance the capacity of transportation facilities in the urban area, including (but not limited to):

- Channelization techniques to separate turning traffic from through traffic,
- Effective management of left and right turns on and off of arterials and collectors,
- Signal coordination and timing, and
- Effective management of on street parking to maintain needed traffic capacity.

City Council Response: Satisfied. With the exception of managing on-street parking, LOS standards are a critical tool in managing the need to establish the techniques mentioned in the above bullet points. For example, having a clear LOS standard for individual movements at an unsignalized intersection is a useful tool in determining when there may be a need for a turn lane to eliminate conflicts between different movements.

Element 13. Land Use.

Goal. To provide a vision of the future through maps and policies that shall guide and inform the land use decisions of the present, in a manner that...(d) is responsive to the wishes of the citizens and property owners of the planning area.

13.4.3. The Development Code procedures shall act to streamline the land development process and eliminate unnecessary delays, and shall contain standards and procedures for land use actions that are clear, objective, and nonarbitrary.

City Council Response: Satisfied. The proposed amendment will clarify requirements for minimum levels of service at street intersections. The proposed standards are more clear, objective, and non-arbitrary than the existing LOS standard contained in the Development Code, which is vague and ambiguous.

The proposed amendment is consistent with the Comprehensive Plan. The procedure, standards and criteria implement policies identified above.

Most Effective Alternative

The alternative to approving the proposal is to continue to review development requests under the current LOS standard of the Development Code. The proposed amendment more effectively carries out the goals and policies stated above than the existing provisions of the Code.

CRITERION 4: The proposed amendment is consistent with the functions, capacities, and performance standards of transportation facilities identified in the Master Transportation Plan.

City Council Response: Satisfied contingent on approval of Master Transportation Plan amendment. The proposed text amendment is intended to implement Policy 1.2.1 of the Master Transportation Plan. LOS "D" is proposed as the minimum performance standard for all signalized intersections (as a whole), regardless of street class. Since the *Highway Capacity Manual* does not define LOS for unsignalized intersections as a whole, LOS "D" is proposed as the minimum performance standard for arterial and collector approaches. These proposed standards are consistent with Policy 1.2.1, and other functions, capacities and performance standards of transportation facilities identified in the Master Transportation Plan.

Additional discussion regarding signalized intersections: The proposed Development Code standard for signalized intersections as a whole is LOS "D", consistent with Policy 1.2.1. It has been recommended by the City's transportation engineering consultant, to "use overall intersection operations as the basis to judge adequacy...there are a variety of reasons why individual movements can suffer poor LOS while the intersection as a whole operates well. At the same time, there may be circumstances where the intersection as a whole can be found to operate acceptably but some important movements experience long delays and cause additional operational problems. For example, if an intersection is barely achieving a LOS D (say 54 seconds average delay) and some movements are predicted to operate at LOS F, we would likely be seeing long queues and "spillback" into nearby intersections. This would represent an unacceptable condition that should be avoided through mitigation." For this reason, in addition to an LOS "D" standard for the intersection as a whole, no individual approach will be allowed to operate at worse than LOS "E", and a

volume-to-capacity (v/c) ratio of not higher than 1.0 must be maintained for the sum of critical movements. Maintaining a v/c ratio of not higher than 1.0 for the sum of critical movements will ensure that there is enough time available to balance among conflicting traffic movements.

Additional discussion regarding unsignalized intersections: At unsignalized intersections, LOS is generally reported for only the minor street movements (the movements required to stop or yield.) Sometimes LOS is also reported for left-turn movements from the major (through) street, but only when on-coming traffic volumes are very high. Due to the operating characteristics of unsignalized intersections, long delays are regularly experienced by motorists on the minor (stop-controlled) street during peak hours. For example, a vehicle waiting at a stop sign on a Local street to turn left onto an Arterial street would usually experience the longest delay of any individual movement at that intersection, because it would have to wait for traffic to clear in all directions before proceeding. However, traffic waiting to turn right at that same stop sign would experience significantly less delay, as it would have to yield only to traffic moving in one direction on the Arterial street. Additionally, traffic on the Arterial street would experience little to no delay, except for vehicles making a left onto the Local street.

Per the HCM, LOS is not defined for unsignalized intersections as a whole. The proposed amendment would require Arterial and Collector approaches to maintain an LOS "D" or better, all other approaches to maintain an LOS "E" or better, and any individual movement serving more than 20 peak hour trips to maintain an LOS "E" or better. The standards have been proposed in this manner to maintain consistency with Policy 1.2.1 of the Master Transportation Plan, and to retain a higher standard for streets that carry larger volumes of traffic.

Street Segment LOS: The HCM defines the average travel speed for through vehicles along an urban street as the determinant of the operating LOS. Generally, the travel speed on urban streets is dependent on the running speed between signalized and stop-controlled intersections. The City's transportation engineering consultant has recommended against applying an LOS standard to street segments, as capacity limitations of an urban transportation system generally occur at intersections, and intersections will have their own standards. City Council concurs with this recommendation. Multiple sections of Article 27 ensure adequate safety and capacity on street segments, consistent with the goals and policies of the Master Transportation Plan, including (but not limited to) the following:

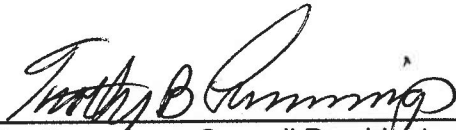
- Section 27.121 (11)- Driveways: Limits driveway approach widths, requires minimum separation between driveways and minimum separation between driveways and street intersections, limits the number of driveways per parcel, encourages joint access, limits driveway access to arterials and collectors.
- Section 27.123- Street Section Design Standard: Provides standards for street design, including widths for vehicle lanes, bike lanes, planter strips and sidewalks, as well as standards for grade, sight distance, load design, etc.
- Section 27.125- Vision Clearance and Vision Clearance Area

- Section 27.126- Alley Access
- Section 27.330- Pedestrian Connector Routes
- Section 27.400- Bikeways

VIII. DECISION AND SUMMARY:

The City Council found the applicable criteria were satisfied and **APPROVED** the proposed Comprehensive Plan and Development Code text amendments. The vote was 5-1-1, with Councilors Richardson, Patterson, Renfro, Wendle and Hyde in favor, Councilor Kangas opposed, and Councilor Cummings abstaining. Councilor Berger was absent.

IX. ADOPTED BY THE GRANTS PASS CITY COUNCIL this 21st day of May 2008.



Tim Cummings, Council President

Pursuant to Chapter IV, Section 5 of the Grants Pass City Charter

NOTE: *This is a legislative decision. State law does not require that a decision be made on the application within 120 days.*

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Item: ORDINANCE AMENDING CHAPTER 3 OF THE MASTER
TRANSPORTATION PLAN AND ARTICLE 27 OF THE
DEVELOPMENT CODE TO CLARIFY LOS STANDARDS FOR
STREET INTERSECTIONS AND CONSTRUCTION STANDARDS
FOR DRIVEWAY APPROACHES.

Date: May 21, 2008

RECOMMENDED ACTION:

The Urban Area Planning Commission recommended that City Council adopt the proposed amendment.

PROCEDURE:

Follow procedure for an Ordinance.

BACKGROUND:

A public hearing was held on the proposal on May 7, 2008. The ordinance passed on first reading by a vote of 6-2-0. The vote on second reading was also 6-2-0. Since the vote on second reading was not unanimous, a roll call vote is required on May 21, 2008.

The Council reviewed proposed changes to the Master Transportation Plan and Development Code outlined below.

Master Transportation Plan (considered part of the Comprehensive Plan):

- Require that adequate mobility be maintained at street intersections.
- Refer specific application of the policy to Article 27 of the Development Code.
- At a minimum, require that: a) Level of Service (LOS) "D" or better be maintained for signalized intersections as a whole, and b) LOS "D" or better be maintained for arterial and collector approaches at unsignalized intersections.

Development Code:

- Amend Section 27.121 (2), which interprets the specific application of Comprehensive Plan Policy 1.2.1. The amendment would clarify how LOS standards are applied to signalized and unsignalized intersections.
- Amend Section 27.121 (11)(a), to clarify construction standards for driveway approaches.

Chapter 3 of the Master Transportation Plan (Exhibit A) and Chapter 27 of the Development Code (Exhibit B) have been updated to incorporate the changes and are attached to the ordinance.

RELATIONSHIP TO COUNCIL GOALS:

This action relates to the Council goal of **GROWTH MANAGEMENT**. This action partially addresses a task in the City Council Work Plan to review and revise sections of the various codes.

COST IMPLICATION:

There is no direct cost to the City associated with the amendment.

ITEM: ORDINANCE AMENDING CHAPTER 3 OF THE MASTER TRANSPORTATION PLAN AND ARTICLE 27 OF THE DEVELOPMENT CODE TO CLARIFY LOS STANDARDS FOR STREET INTERSECTIONS AND CONSTRUCTION STANDARDS FOR DRIVEWAY APPROACHES.

Ordinance amending Chapter 3 of the Master Transportation Plan and Article 27 of the Development Code to clarify LOS standards for street intersections and construction

Item: standards for driveway approaches.

Date: May 7, 2008

RECOMMENDED ACTION:

The Urban Area Planning Commission recommended that City Council adopt the proposed amendment.

PROCEDURE:

Follow procedure for an Ordinance.

BACKGROUND:

The proposed amendments are attached as "Exhibit A" to this background sheet.

In summary, the proposal would make the following changes to the Master Transportation Plan (also considered part of the Comprehensive Plan):

- Require that adequate mobility be maintained at street intersections.
- Refer specific application of the policy to Article 27 of the Development Code.
- At a minimum, require that: a) Level of Service (LOS) "D" or better be maintained for signalized intersections as a whole, and b) LOS "D" or better be maintained for arterial and collector approaches at unsignalized intersections.

In summary, the proposal would make the following changes to the Development Code:

- Amend Section 27.121 (2), which interprets the specific application of Comprehensive Plan Policy 1.2.1. The amendment would clarify how LOS standards are applied to signalized and unsignalized intersections.
- Amend Section 27.121 (11)(a), to clarify construction standards for driveway approaches.

The proposal is in response to concerns regarding the application of Development Code Section 27.121 (2), which requires an overall minimum performance standard of LOS "D" for streets and signalized intersections within the Urbanizing Area (UA).

On August 28, 2006, City Council Memorandum No. 055 was issued, stating that the City would be applying Section 27.121 (2) by denying or recommending denial of new development (excepting Minor Site Plans, including single family homes, manufactured

ITEM: ORDINANCE AMENDING CHAPTER 3 OF THE MASTER TRANSPORTATION PLAN AND ARTICLE 27 OF THE DEVELOPMENT CODE TO CLARIFY LOS STANDARDS FOR STREET INTERSECTIONS AND CONSTRUCTION STANDARDS FOR DRIVEWAY APPROACHES.

homes, etc.) that would “negatively impact Level of Service D” streets and intersections, unless intersections were improved to meet the standard or the applicant could provide “acceptable evidence” demonstrating that the development would not impact the intersections. Council Memo No. 055 did not specify whether the LOS “D” standard would be applied to individual intersection movements, approaches or the intersection as a whole, so if any of these were found to be below the standard, an intersection was considered to be failing.

In a memorandum dated August 22, 2007 (attached to the Planning Commission Staff Report as Exhibit 2), City traffic engineering consultant John Replinger, PE found that although it is common to apply an LOS standard to the overall performance of an intersection, applying LOS “D” to individual intersection movements and approaches can be an unattainable standard. An unintended consequence of applying the standard in this manner is the possible shift of development / re-development from established urbanized areas in the City’s core and along major corridors, where the LOS “D” standard is more difficult to achieve, to outlying areas of the UA.

The recommended solution is an amendment to Development Article 27. An important element of the recommended solution is differentiation between signalized and unsignalized intersections, due to the unique operating characteristics of each. The proposed amendment modifies the manner in which LOS standards are interpreted, provides separate standards for signalized and unsignalized intersections, and is consistent with Master Transportation Plan Policy 1.2.1 by retaining a greater LOS standard for major (arterial and collector) streets.

Note that on December 10, 2007, Council Memorandum No. 074 was issued, revoking Memo No. 055. Council Memo No. 074 provides a new interpretation of the existing LOS “D” standard that is more consistent with the recommendations of John Replinger, PE and the proposed Development Code standards. The revised interpretation is currently being used to review new development applications. Council Memo No. 074 also informed City Council of future proposed text amendments regarding LOS standards.

Detailed background and discussion are provided in the Planning Commission’s Findings of Fact and Staff Report.

RELATIONSHIP TO COUNCIL GOALS:

This action relates to the Council goal of **GROWTH MANAGEMENT**. This action partially addresses a task in the City Council Work Plan to review and revise sections of the various codes.

COST IMPLICATION:

There is no direct cost to the City associated with the amendment.

EXHIBIT A:
Draft Proposed Text Amendments
REVISED VERSION- 3/3/08

Legend: ~~Strikethrough~~: existing text to be deleted.
Bold italics: new text to be added.

A. Amendment to Chapter 3 of the Grants Pass Urban Area Master Transportation Plan.

Policy 1.2.1: ~~Maintain Level of Service (LOS) "D" for all arterials and collectors~~ ***adequate mobility at street intersections. The specific application of this policy shall be as described in Article 27 of the Grants Pass Development Code. At a minimum, levels of service shall be maintained as follows:***

- ***LOS "D" or better for signalized intersections as a whole, and***
- ***LOS "D" or better for arterial and collector approaches at unsignalized intersections.***

B. Amendments to Article 27 of the Grants Pass Development Code.

27.120 Street Standards

27.121 General Design Standards

- (1) All streets shall provide for safe and efficient circulation and access for motor vehicles, bicycles, pedestrians, and transit.
- ~~(2) The overall minimum performance standard for streets is Level of Service "D", and Level of Service "D" for signalized intersections. Level of service is determined by using the latest edition of the Highway Capacity Manual, Chapter 11 (Transportation Research Board).~~

(2) The minimum performance standard for intersections shall be as follows:

(a) For all signalized intersections:

- Level of Service "D" or better for the intersection as a whole, and
- No approach operating below LOS "E", and
- A volume-to-capacity (v/c) ratio not higher than 1.0 for the sum of critical movements.
- When a state highway is affected, the City's minimum performance standard shall apply, in addition to the applicable standards of the most recent State Highway Plan as determined by the Oregon Department of Transportation.

(b) For unsignalized intersections of public streets:

- No arterial or collector approach operating below LOS "D", and
- No other street approach operating below LOS "E", and
- No movement serving more than 20 peak hour vehicles operating below LOS "E".
- For the purpose of applying this section, when a state highway is affected it shall be considered an arterial, and the City's minimum performance standard shall apply, in addition to the applicable standards of the most recent State Highway Plan as determined by the Oregon Department of Transportation.

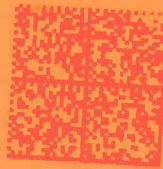
An approach is described as the flow of traffic entering into the intersection from any given direction. For example, a four-way all-stop-controlled intersection laid out in a north, south, east, and west configuration will have four (4) distinct approaches, one from each direction.

A movement is described as directional movement allowed at a given intersection, commonly involving left turns, right turns, and through movements.

Level of service is determined by using the latest edition of the Highway Capacity Manual (HCM) , Chapter 11 (Transportation Research Board).

For the purpose of analysis, the minimum performance standard shall apply to the peak hour of the average day during the first year after opening when approval of a site plan is involved, to the peak hour of the average day during the first year after recording of the final plat when a land division is involved, and to the average day during the first year after opening and 20 years hence when a comprehensive plan amendment and compliance with provisions of the Transportation Planning Rule are involved. The minimum performance standard shall apply to whatever peak hour is determined to produce the greatest traffic impact, even if it is different than the traditional peak hour.

- (11) Driveways. The location and width of access driveways onto public streets shall be subject to the following:
- (a) Approaches: Shall be ~~paved and~~ constructed in accordance with City standards for residential, and commercial **and industrial** users.



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City of Grants Pass

101 Northwest A Street
 Grants Pass, OR 97526

TO: Attn: Plan Amendment Specialist
 Department of Land Conservation and Development
 635 Capitol St. NE, Suite 150
 Salem, OR 97301-2540