



Oregon

Theodore R. Kubongski, Governor

Department of Land Conservation and Development

635 Capitol Street, Suite 150

Salem, OR 97301-2540

(503) 373-0050

Fax (503) 378-5518

www.lcd.state.or.us



NOTICE OF ADOPTED AMENDMENT

12/14/2009

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

FROM: Plan Amendment Program Specialist

SUBJECT: Polk County Plan Amendment
DLCD File Number 003-09

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

Appeal Procedures*

DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL: Monday, December 28, 2009

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

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

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

Cc: Jim Jacks, Polk County
Gloria Gardiner, DLCD Urban Planning Specialist
Bill Holmstrom, DLCD Transportation Planner
Gary Fish, DLCD Regional Representative

<paa> YA

FORM 2

DLCD

Notice of Adoption

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

In person electronic mailed

DEPT OF

DEC 04 2009

LAND CONSERVATION AND DEVELOPMENT

For DLCD Use Only

Jurisdiction: **Polk County**

Local file number: **LA 09-02**

Date of Adoption: **12/2/09**

Date Mailed: **12/2/09**

Was a Notice of Proposed Amendment (Form 1) mailed to DLCD? **Yes** Date: **7/31/09**

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".

A legislative amendment to update to the Polk County Transportation Systems Plan. Legislative Amendment 09-02 updates Polk County's 1998 TSP for the next 20 year planning period including transportation projects, Comprehensive Plan policies, zoning ordinance provisions, coordinated population projections and the OR 22(W) Expressway Management Plan.

Does the Adoption differ from proposal? **Yes**

Further developed TSP chapters, projects, population projections, functional classifications and other adjustments resulting from the public process.

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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<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Was an Exception Adopted? YES NO

Did DLCD receive a Notice of Proposed Amendment...

45-days prior to first evidentiary hearing?

Yes No

If no, do the statewide planning goals apply?

Yes No

DLCD File No. 003-09 (17740) [15877]

If no, did Emergency Circumstances require immediate adoption?

Yes No

DLCD file No. _____

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

Local Contact: **Dana Gibson**

Phone: (503) 623-9238 Extension:

Address: **850 Main Street**

Fax Number: **503-623-6009**

City: **Dallas**

Zip: **97338**

E-mail Address: **gibson.dana@co.polk.or.us**

ADOPTION SUBMITTAL REQUIREMENTS

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

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

**ATTENTION: PLAN AMENDMENT SPECIALIST
DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT
635 CAPITOL STREET NE, SUITE 150
SALEM, OREGON 97301-2540**

2. Electronic Submittals: At least **one** hard copy must be sent by mail or in person, or by emailing **larry.french@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 **larry.french@state.or.us** - **Attention: Plan Amendment Specialist**.

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**BEFORE THE BOARD OF COMMISSIONERS FOR
POLK COUNTY, OREGON**

In the matter of Legislative Amendment)
LA 09-02 Update of the Polk County)
Transportation Systems Plan including)
Amending the Transportation Element)
of the Polk County Comprehensive Plan,)
Polk County Zoning Ordinance Chapter)
111 – Administration and Procedures and)
Chapter 112 - Development Standards)

ORDINANCE NO. 09-08

WHEREAS, the 1998 Polk County Transportation Systems Plan requires updating for the next 20 year planning horizon; and

WHEREAS, on July 21, 2009, Polk County initiated the proposed legislative amendment (Legislative Amendment 09-02) to update the Transportation Systems Plan; and

WHEREAS, on July 17, 2009 a duly noticed open house was held providing opportunity for comments from the public; and

WHEREAS, on September 15, 2009 the Polk County Planning Commission conducted a duly noticed public hearing and received an unlimited amount of written and oral testimony and continued the public hearing until September 29, 2009; and

WHEREAS, on September 29, 2009 the Polk County Planning Commission deliberated on the proposed amendment and voted unanimously to recommend approval of Legislative Amendment 09-02 to the Polk County Board of Commissioners; and

WHEREAS, on September 30, 2009 the Board of Commissioners conducted a duly noticed public hearing and received a recommendation in support of Legislative Amendment 09-02 from the Polk County Planning Division staff and received written and oral testimony and continued the public hearing until October 7, 2009; and

WHEREAS, on October 7, 2009 the Board of Commissioners requested additional time to review the record, and the record was held open until October 20, 2009; and

WHEREAS, on October 21, 2009 the Board of Commissioners conducted a duly noticed public hearing and received an unlimited amount of written and oral testimony; and

WHEREAS, on October 21, 2009 having fully considered all testimony in the record, the Polk County Board of Commissioners openly deliberated on Legislative Amendment 09-02 and voted unanimously to approve the updated Transportation Systems Plan; now therefore,

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THE POLK COUNTY BOARD OF COMMISSIONERS ORDAINS AS FOLLOWS:

Sec. 1 Adopt findings in support of Polk County Planning File, LA 09-020, contained in the staff report, and the final updates found in the Polk County Transportation Systems Plan, dated December 2, 2009.

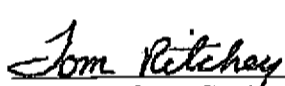
Sec. 2 The existing Transportation Element (Element M) of the Polk County Comprehensive Plan be deleted in its entirety and replaced with the Polk County Transportation Systems Plan, dated December 2, 2009, see Exhibit "A".

Sec. 3 Polk County adopts amendments to Polk County Zoning Ordinance Chapter 111 - Administration and Procedures and Chapter 112 - Development Standards of the Polk County Zoning Ordinance be added, see Exhibit "B1" AND "B2".

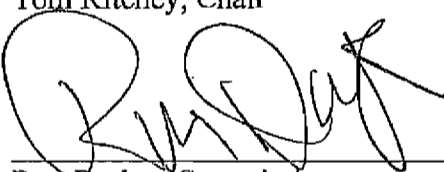
Sec. 4 That Polk County determines that an emergency related to the economic welfare of the citizens of Polk County is declared and this ordinance is effective immediately upon passage.

Dated this 2nd day of December 2009 at Dallas, Oregon.

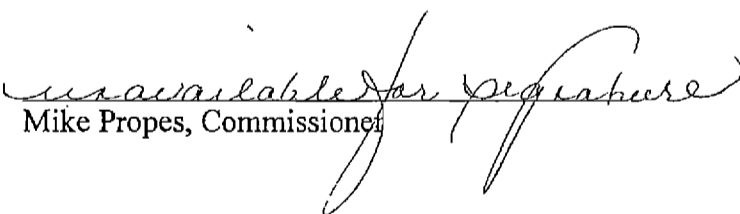
POLK COUNTY BOARD OF COMMISSIONERS



Tom Ritchey, Chair

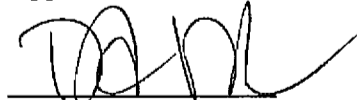


Ron Dodge, Commissioner

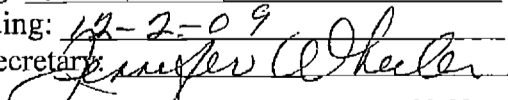


Mike Propes, Commissioner

Approved as to Form:



David Doyle
County Counsel

First Reading: 12-2-09
Second Reading: 12-2-09
Recording Secretary: 

Polk County

Transportation Systems Plan

October 2009

***(Full copy of this document on file in
Polk County Community
Development)***

EXHIBIT B 1

CHAPTER 111

ADMINISTRATION AND PROCEDURES

111.010.	Administration of the Ordinance
111.020.	Minimum Requirements
111.030.	Effect on Other Ordinances, Agreements Between Parties
111.040.	Interpretation of Ordinance
111.050.	Similar Uses
111.060.	Fees
111.070.	Zones: Official Map
111.080.	Certification
111.090.	Arrangement of Map
111.100.	Location
111.110.	Amending Official Zoning Map
111.120.	Replacement of Official Zoning Map
111.130.	Rules for Interpretation of Zone Boundaries
111.140.	Zoning Map Amendments
111.150.	Initiation of Zone Change Proceedings by Polk County
111.160.	Initiation of Zone Change
111.170.	Zone Change Signatures: How Counted
111.180.	Filing and Checking Petition
111.190.	Zone Change Hearing Before the Hearings Officer
111.200.	Zone Change Hearing Before the Board of Commissioners
111.210.	Final Action by the Board of Commissioners
111.220.	Filing a Land Use Application
111.230.	Notice of Application
111.235.	Special Transportation Notification
111.240.	Administrative Review
111.245.	Notice of Type A Procedure
111.250.	Action by Planning Director or Hearings Officer
111.260.	Referral by Planning Director
111.270.	Notice of Action by Planning Director or Hearings Officer
111.275.	Zone Change Criteria
111.280.	Appeal to Board of Commissioners
111.290.	Call of Board of Commissioners
111.300.	Action by Board of Commissioners

- 111.310. Effective Date
- 111.320. Holding Public Hearings
- 111.330. Appearances of Interested Person, Remonstrances
- 111.340. Notice of Public Hearing; Content
- 111.350. Mailing of Notice; Notification Area; Failure to Receive Notice
- 111.360. Posting Notice
- 111.370. Publishing Notices
- 111.380. Conduct of Hearing; Continuance; Extension; Reopening Record

111.010 ADMINISTRATION OF THE ORDINANCE. This ordinance shall be jointly administered by the County Building Official and the Director of Planning.

The Building Official or other designated officer, prior to issuing any permit pertaining to the use of land or structures, or the erection or alteration of any structure, shall ascertain that the proposed use or construction shall in all ways conform to the requirements set forth in this ordinance.

The Planning Director shall handle all matters pertaining to zone changes, variances, and conditional uses, and other administrative matters as prescribed by this ordinance; and such other matters as directed by the Board of Commissioners.

111.020 MINIMUM REQUIREMENTS. In interpreting and applying this ordinance, the provisions herein shall be held to be the minimum requirements adopted for the promotion of the public health, safety, comfort, convenience, and general welfare.

111.030 EFFECT ON OTHER ORDINANCES, AGREEMENTS BETWEEN PARTIES. It is not intended by this ordinance to repeal, abrogate, annul or in any way to impair or interfere with any existing provision of law or ordinance, previously adopted, relating to the use of buildings or premises, or relating to the erection, construction, establishment, alteration, or enlargement of any buildings or improvements; nor is it intended by this ordinance to interfere with or abrogate or annul any easement, covenant, or other agreement between parties; provided, however, that where this ordinance imposes a greater restriction upon the erection, construction, establishment, alteration, or enlargement of buildings, structure, or improvements, or the use of any such structures or premises in said several zones or districts, or any of them, than is imposed or required by such existing provisions of this ordinance, the greater restriction shall control, except that such precedence of this ordinance shall not apply to valid and unexpired permits and/or uses previously granted under the terms and provisions of any ordinance.

111.040 INTERPRETATION OF ORDINANCE.

- (A) When, in the administration of this ordinance, there is doubt regarding the intent of the ordinance, the Director shall request an interpretation of the provision by the Board of Commissioners, who may issue an interpretation of the question if they have determined that such interpretation is within their power and is not a legislative act. Any interpretation of the ordinance shall be based on the following:
 - (1) The purpose and intent of the ordinance as applied to the particular section and question; and,
 - (2) The opinion of the County Counsel when requested by the Board of Commissioners.
- (B) The Board of Commissioners may decide that the interpretation of the question is not within their power without an ordinance amendment or that there is insufficient basis upon which to make an interpretation and may request the Director to study the problem, and where necessary, propose an amendment to the ordinance. [Amended by Ordinance #88-21, dated November 30, 1988.]

111.050 SIMILAR USES. The Director may permit in any zone any use not described or listed in this ordinance for any other zone if, in the opinion of the Director, the requested use is of the same general type and is similar to the uses permitted in the zone. Such review and permission shall be made in the same manner as other interpretations of this ordinance, as described in Section 111.040.

111.060 FEES. Fees shall be required by the Director to be paid at the time of filing of each petition or application for a farm or forest dwelling, lot-of-record determination, land use determination, conditional use, planned development, variance, land partition, lot line

adjustment, similar use decision, comprehensive plan amendment, or zone change. The fees required by this section shall be set by resolution adopted by the Board of County Commissioners. [Amended by Ordinance #267, dated September 3, 1980.]

111.070 ZONES: OFFICIAL MAP

<u>FULL NAME</u>	<u>DESIGNATION</u>
Suburban Residential Zone	SR Zone
Acreage Residential 5 Acre Zone	AR-5 Zone
Limited Multi-Family Residential Zone	RL Zone
Multi-Family Residential Zone	RM Zone
High Rise Apartment Residential Zone	RH Zone
Exclusive Farm Use Zone	EFU Zone
Farm/Forest Zone	F/F Zone
Farm Forest Overlay Zone	FFO Zone
Public Amusement and Recreation Zone	PA Zone
Public and Private Cemeteries Zone	PC Zone
Public and Private Education Facilities Zone	PE Zone
Public and Private Hospital Zone	PH Zone
Public Park Zone	PP Zone
Public Service Zone	PS Zone
Commercial Office Zone	CO Zone
Commercial Retail Zone	CR Zone
Commercial General Zone	CG Zone
Industrial Commercial Zone	IC Zone
Industrial Park Zone	IP Zone
Light Industrial Zone	IL Zone
Heavy Industrial Zone	IH Zone
Rural Industrial Zone	R-IND Zone
Mineral Extraction Zone	ME Zone
Timber Conservation Zone	TC Zone
Rural Commercial Zone	R-COM Zone
Unincorporated Community Commercial Office Zone	UC-CO Zone
Unincorporated Community Commercial Retail Zone	UC-CR Zone
Unincorporated Community Commercial General Zone	UC-CG Zone
Unincorporated Community Industrial-Commercial Zone	UC-IC Zone
Unincorporated Community Industrial Park Zone	UC-IP Zone
Unincorporated Community Light Industrial Zone	UC-IL Zone
Unincorporated Community Heavy Industrial Zone	UC-IH Zone
Eola Unincorporated Community Commercial	Eola UC-C Zone
Eola Unincorporated Community Industrial Commercial	Eola UC-IC Zone
Eola Unincorporated Community Industrial	Eola UC-I Zone
Rickreall Unincorporated Community Commercial	Rickreall UC-C Zone
Rickreall Unincorporated Community Industrial Commercial	Rickreall UC-IC Zone
Rickreall Unincorporated Community Industrial	Rickreall UC-I Zone
Grand Ronde Commercial	GR / C Zone

Commercial Highway / Tourist	CH / T Zone
Grand Ronde Light Industrial	GR / LI Zone
Grand Ronde Heavy Industrial	GR / HI Zone
Grand Ronde Public Assembly Zone	GR / PA Zone
Grand Ronde Public Works / Safety	GR / PW Zone
Limited Use Overlay Zone	LU Zone

111.080 CERTIFICATION. The Board of Commissioners and the County Clerk shall certify that "this is the official zoning map referred to in Section 113.060 of the Polk County Zoning Ordinance". [Amended by Ordinance #88-19, dated 1989.]

111.090 ARRANGEMENT OF MAP. The official map may consist of several sheets or pages, which pages shall be listed on a cover page together with the date and number of each page. The certification of the official zoning map shall appear on the cover page.

111.100 LOCATION. Regardless of the existence of purported copies of the official zoning map which may from time to time be made or published, there shall be only one official zoning map which shall be located in the County Clerk's office, and which official zoning map shall be the final authority as to the zoning status of land and water areas, buildings and other structures. An administrative counterpart of the official zoning map shall be maintained in the Planning Division office.

111.110 AMENDING OFFICIAL ZONING MAP. When an ordinance has been enacted amending the official zoning map, the Director shall so change and annotate the official map and the cover sheet to show the ordinance or resolution number and date of the change. The Director shall certify that the map has been changed as set forth in the amending ordinance and shall indicate the date the map was changed.

111.120 REPLACEMENT OF OFFICIAL ZONING MAP. In the event the official zoning map becomes damaged, destroyed, lost or difficult to interpret because of the nature and number of changes and additions, or when it is necessary or desirable for some other reason, the Board of Commissioners, upon recommendation of the Planning Commission, may adopt all or part of a new zoning map by resolution, and such map shall supersede the prior official zoning map. The superseded map shall be filed for reference purposes for at least one (1) year. The new official map may correct drafting or other errors or omission in the prior official zoning map, but no such correction shall have the effect of amending the ordinance or any subsequent amendment thereof. The replacement map or each page in the case of individual sheets or pages shall be certified by the Board of Commissioners and County Clerk that "this official zoning map supersedes and replaces the official zoning map (date of map being replaced) as part of the Polk County Zoning Ordinance."

111.130 RULES FOR INTERPRETATION OF ZONE BOUNDARIES. Where uncertainty exists as to the boundaries of zones as shown on the official zoning map, the following rules shall apply:

- (A) Boundaries indicated as approximately following the center lines of streets, highways, or alleys shall be construed to follow such center lines;
- (B) Boundaries indicated as approximately following platted lot lines shall be construed as following such lot lines;
- (C) Boundaries indicated as approximately following county boundaries shall be construed as following county boundaries;
- (D) Boundaries indicated as following railroad lines shall be construed to be midway between the main tracks.

- (E) Boundaries indicated as approximately following the center lines of streams, rivers, canals, lakes, or other bodies of water shall be construed to follow such center lines;
- (F) Boundaries indicated as parallel to our extensions of features indicated in subsections (A) through (E) above shall be so construed. Distances not specifically indicated on the official zoning map shall be determined by the scale of the map;
- (G) Where physical or cultural features existing on the ground are at variance with those shown on the official zoning map, or in other circumstances not covered by subsections (A) through (F) above, the director shall interpret the zone boundaries, and if need be, may refer the matter to the Board of Commissioners for their interpretation. [Amended by Ordinance #88-19, dated September 29, 1988.]

111.140 ZONING MAP AMENDMENTS. A map zone change is a reclassification of any area from one zone or district to another, after the proposed change has been reviewed and a recommendation made by the Hearings Officer or the Planning Commission. Such change shall be an ordinance enacted by the Board of Commissioners after proceedings have been accomplished in accordance with the provisions of this chapter. [Amended by Ordinance #88-21, dated November 30, 1988.]

111.150 INITIATION OF A ZONE CHANGE BY POLK COUNTY.

- (A) A zone change may be initiated by Polk County only when the change proposed is in the public interest.
- (B) Proceedings to reclassify premises as to zone initiated by Polk County shall be by resolution, and the resolution shall be referred to the Planning Commission, if legislative, and the Hearings Officer, if quasi-judicial. The Director shall hereupon fix a date for hearing before the hearing body and give notice of such hearing as provided in Sections 111.340 through 111.370.
- (C) After the hearing, the Planning Commission or Hearings Officer shall make a recommendation to the Board of Commissioners. [Amended by Ordinance #88-21, dated November 30, 1988. Sections 123.030 and 123.040 repealed by Ordinance #88-21, dated November 30, 1988.]

111.160 INITIATION OF ZONE CHANGE. Property owners, or persons purchasing property under contract, if they state in writing that they are purchasing the property under contract, may file a zone change petition. The petition shall be in writing on forms provided by the Planning Director and shall be filed with the Planning Director not less than 45 days prior to the date of the hearing. The petition shall contain the following information:

- (A) The present zone;
- (B) The proposed zone;
- (C) The street address, or where none exists, the location of the property;
- (D) The legal description of the property sought to be reclassified;
- (E) The names, addresses and zip codes of the owner(s) of the property sought to be reclassified; and
- (F) The signatures of the owners of at least 50 percent of the area of the property sought to be reclassified and the extent or percentage of interest or portion of the property as may be owned by the person signing the petition.

111.170 ZONE CHANGE SIGNATURES: HOW COUNTED. Pursuant to Section 111.160 (F), the following rules shall apply:

- (A) Tenants in Common. When but one tenant in common, or several but less than all, signs a zone change petition or waiver it shall be counted only for such interest or portion of the common property as the person or persons signing may own.
- (B) Tenants by the Entirety; Joint Tenancy. Where property is owned by a husband and wife as tenants by the entirety and only one of them signs, he or she shall be deemed the owner of 1/2 of the property and shall be counted accordingly. Where property is owned by two (2) or more persons under an estate having the attributes of a joint tenancy or right of survivorship each tenant shall be deemed the owner of so much of the property as he would receive if the joint property were divided equally between such tenants.
- (C) Purchasers Under Contract. Any person purchasing property under a contract of sale may sign a petition, waiver, or other instrument required by this ordinance, as owner, provided that he states he is purchasing the property under contract.
- (D) Government Property. Notwithstanding the fact that the consent of the federal, state, county, or local government, or the agents thereof, is not necessary to any zone change petition or other petition required by this ordinance, any such governmental unit or agency may, however, remonstrate and object to any proposed change, and such objection, remonstrance, or other instrument shall be signed by the administrative head of such governmental unit having authority over the property.
- (E) Corporations. Where property is owned by a private corporation, a petition, waiver, or other instrument conveying such property under this ordinance shall be signed by an authorized officer of the corporation.
- (F) Prima Facie Proof of Ownership. When any person signs as the owner of property or as an officer of a public or private corporation owning the property, or as an attorney in fact or agent of any such owner, or when any person states that he is buying the property under contract, the Hearings Officer and the governing body may accept such statements to be true, unless the contrary be approved, and except where otherwise in this ordinance more definite and complete proof is required, the Hearings Officer or governing body may demand proof that the signer is such owner, officer, attorney in fact, or agent. [Amended by Ordinance #88-21, dated November 30, 1988.]

111.180 FILING AND CHECKING PETITION. After the complete zone change petition has been filed with the Planning Director, the staff shall check the petition and determine if the petition is complete under the provisions of Section 111.170, and if the petition is sufficient, the Planning Director shall then fix the time of the hearing on such petition before the Planning Commission or Hearings Officer and cause notice of hearing to be given as provided in Sections 111.340 through 111.370. [Amended by Ordinance #88-21, dated November 30, 1988.]

111.190 ZONE CHANGE HEARING BEFORE THE HEARINGS OFFICER. The Hearings Officer shall hold a public hearing as prescribed in Chapter 111 on the complete petition for zone change. After concluding this hearing, the Hearings Officer shall prepare a report setting forth a summary of facts and conditions involved in the reclassification and submit the same, together with a recommendation to the Board of Commissioners. [Amended by Ordinance #88-21, dated November 30, 1988.]

111.200 ZONE CHANGE HEARING BEFORE THE BOARD OF COMMISSIONERS. The Board of Commissioners shall hold a public hearing on the proposed zone change as provided in Chapter 111. Final decision by the Board of Commissioners shall not be effective until 21 days after mailing of the decision. Filing of an appeal to the Land Use Board of Appeals stays all proceedings by all parties in connection with the matter appealed until the appeal has been resolved. [Amended by Ordinance #88-21, dated November 30, 1988.]

adopted into the Polk County TSP as part of the Rickreall Junction Facility Plan. The ODOT contact for any such development shall be the ODOT Region 2 Planner.

- (B) Polk County will provide ODOT notification to ensure that ODOT is involved as early as possible in the assessment of any redevelopment or new development proposal within the Fort Hill Interchange Management Area Overlay Zone with a trip generation potential that significantly exceeds the trip generation assumptions used for the Fort Hill IAMP. The ODOT contact for any such development shall be the ODOT Region 2 Planner.

111.240 ADMINISTRATIVE REVIEW. Administrative review shall be conducted by the Planning Director as follows:

- (A) Type A Procedure. This procedure shall apply to applications for land partitions; farm dwellings in the Exclusive Farm Use (EFU) and Farm Forest (F/F) zones; lot line adjustments (except for those exclusions noted in Chapter 91 of the Polk County Code; forest dwellings in the Timber Conservation (TC) and Farm Forest (F/F) zones; lot-of-record determinations as specified by this ordinance; placement of manufactured homes in the Suburban Residential (SR) zone; use of a manufactured home for temporary hardship in all zones; administrative variances; land use determinations; and all other listed uses as specified. Under this procedure, the Planning Director shall render a final decision or, alternatively, may refer the matter to the Hearings Officer as provided under Section 111.260. Decisions under this procedure may be appealed to the Board of Commissioners.
- (B) Type B Procedure. This procedure shall apply to all applications not specified under Section 111.240 (A), unless an initial hearing is required by a specific provision of the Polk County Zoning Ordinance. Notice of the proposed action shall be made pursuant to Section 111.350. Those notified, including the applicant, shall be given 10 days from the date of the notification to either submit a written request for public hearing before the Hearings Officer, or bring to the attention of the Planning Director objections to approval or any adverse consequences or incompatibilities that may result from approval. A request for a hearing shall be in writing and shall state the basis for requesting the hearing and shall be accompanied by payment of a fee, specified in the County's fee resolution, to defray the cost of the hearing. The amount of the fee shall not exceed the limits established by ORS 215.416(11). No fee is required if the hearing is requested by the Board, Commission, Department of Land Conservation and Development, or the Director. [Amended by Ordinance #92-38, dated September 9, 1992.] [Amended by Ordinance #97-9, dated December 17, 1997.] [Amended by Ordinance #09-02, dated May 6, 2009.]

111.245 NOTICE OF TYPE A PROCEDURE.

- (A) Notice of applications under Section 111.240 (A) shall be sent for review and comment to all groups that are registered with the Planning Division to receive electronic notification of land use applications within the geographical area that includes the site of the land use request and any affected jurisdiction, state, or local agency as determined by the Planning Director. [Adopted by Ordinance #97-9, dated December 17, 1997.] [Amended by Ordinance #09-02, dated May 6, 2009.]
- (B) Notice shall be mailed to the Oregon Department of Transportation for any land use change or development requiring County review and approval which requires direct access to a state highway or which is located within 500 feet of a state highway. Notice shall be mailed to the owner of an airport, defined by the Oregon Department of Aviation as a "public use airport," and to the Oregon Department of Aviation for

111.210 FINAL ACTION BY THE BOARD OF COMMISSIONERS. Any zone change or reclassification of property shall be by ordinance which shall be passed by the Board of Commissioners. Any denial of a proposed zone change shall be by order. A final decision by the Board of Commissioners shall not be effective until 21 days after mailing of the decision. Filing of an appeal to the Land Use Board of Appeals stays all proceedings by all parties in connection with the matter appealed until the appeal has been resolved. Whenever any premises are reclassified as to zone, or a new zone established, or boundary lines of a zone changed, the official zoning map shall be changed as provided in Section 111.140. [Amended by Ordinance #88-21, dated November 30, 1988. Sections 123.073, 123.076, 123.077, 123.079, 123.082, 123.085 and 123.088 repealed by Ordinance #88-21, dated November 30, 1988.]

111.220 FILING A LAND USE APPLICATION.

- (A) Application for any land use permit or determination under this ordinance shall be submitted to the Community Development Department on forms provided by the County Planning Director. The application shall be accompanied by the appropriate fee(s) as adopted by the Board of Commissioners. An application may be filed by:
 - (1) The owner of the subject property;
 - (2) A purchaser thereof under a duly executed written contract, when the purchaser states on the application he or she is the contract purchaser and the seller consents in writing to the application;
 - (3) A lessee in possession of the subject property, when the owner consents in writing to the application; or
 - (4) The agent for any of the foregoing persons when duly authorized in writing by the owner of the property.
- (B) Concurrent requests do not require multiple fees; however, the higher of multiple application fees shall be charged
- (C) If an application for a land use permit, partition request within an acknowledged urban growth boundary, or zone change is incomplete, the Planning Director shall notify the applicant of exactly what information is missing within 30 days of receipt of the application and allow the applicant to submit the missing information. The application shall be deemed complete upon receipt by the Planning Director of the missing information. If the applicant refuses to submit the missing information, the application shall be deemed complete on the 31st day after the Planning Division first received the application. This provision does not preclude the applicant from submitting additional information at a later date.

111.230 NOTICE OF APPLICATION.

- (A) Notice of an application which requires a public hearing shall be made as prescribed in Sections 111.340 through 111.370 of the Polk County Zoning Ordinance.
- (B) Notification shall be made at least 20 days before the date on which the application is to be heard. Those notified have an opportunity to comment in writing to the Planning Director concerning the application. [Amended by Ordinance 90-19, dated January 2, 1991.]

111.235 SPECIAL TRANSPORTATION NOTIFICATION

- (A) Polk County will provide ODOT notification to ensure that ODOT is involved as early as possible in the assessment of any redevelopment or new development proposal within the Rickreall community with a trip generation potential that significantly exceeds the trip generation assumptions for the Rickreall community

any land use change or development requiring County review and approval within 5,000 feet of a visual flight rules public use airport or is within 10,000 feet of an instrument flight rules public use airport.

111.250 ACTION BY PLANNING DIRECTOR OR HEARINGS OFFICER.

- (A) Applications submitted under section 111.240 may be granted only if they meet criteria established in the Polk County Zoning Ordinance and/or Comprehensive Plan. Decisions shall be made by the Polk County Planning Director or Hearings Officer only after reviewing materials submitted with the application and other applicable evidence and hearing testimony from Planning Division staff, the applicant(s) and other interested parties.
- (B) If the application was complete when first submitted or the applicant submits the requested additional information within 180 days of the date the application was first submitted, approval or denial of the application shall be based upon the standards and criteria that were applicable at the time the application was first submitted.
- (C) Polk County shall take final action on an application for a permit, limited land use decision, or zone change, including resolution of all appeals as provided by Section 111.280, within 120 days after the application is deemed complete, pursuant to Section 111.220 (C).
- (D) The 120-day period set in subsection (C) of this section may be extended for a reasonable period of time at the request of the applicant.
- (E) The 120-day period set in subsection (C) of this section does not apply to an amendment to the Polk County Comprehensive Plan or the provisions of the Zoning Ordinance.

111.260 REFERRAL BY PLANNING DIRECTOR.

- (A) The Polk County Planning Director may decline to act on an application under section 111.240 and refer it to the Polk County Hearings Officer. Referral shall be made within 30 days after the date on which the application is received, and shall be heard at the first regular meeting of the Hearings Officer scheduled after the referral.
- (B) Action of the Hearings Officer on a referral is final and may be appealed to the Polk County Board of Commissioners in accordance with section 111.280.
- (C) The Director shall notify the applicant in writing of a referral to the Hearings Officer. Notice shall be sent within seven days after the date of referral.

111.270 NOTICE OF ACTION BY PLANNING DIRECTOR OR HEARINGS OFFICER. The Polk County Planning Director shall send notice of any action taken on an application under Section 111.240 to all groups that are registered with the Planning Division to receive electronic notification of land use applications within the geographical area that includes the site of the land use action, all property owners of record within the notification area as specified in Section 111.350, and any person who is adversely affected or aggrieved by the decision. Notification shall be mailed within ten days after action is taken on the application. However, failure to receive notice does not affect the validity of the action. [Amended by Ordinance No. 97-9, dated December 17, 1997.] [Amended by Ordinance #09-02, dated May 6, 2009.]

111.275 ZONE CHANGE CRITERIA. Pursuant to Section 111.160, a zone change may be approved, provided that the request satisfies all applicable requirements of this ordinance, and provided that with written findings, the applicant(s) clearly demonstrate compliance with the following criteria:

- (A) The proposed zone is appropriate for the comprehensive plan land use designation on the property and is consistent with the purpose and policies for the applicable comprehensive plan land use classification;
- (B) The proposal conforms with the purpose statement of the proposed zone;
- (C) The uses allowed in the proposed designation will not significantly adversely affect allowed uses on adjacent lands;
- (D) Adequate public facilities, services, and transportation networks are in place, or are planned to be provided concurrently with the development of the property;
- (E) The proposed change is appropriate taking into consideration the following:
 - (1) Surrounding land uses,
 - (2) The density and pattern of development in the area,
 - (3) Any changes which may have occurred in the vicinity to support the proposed amendment;
- (F) The proposal complies with any applicable intergovernmental agreement pertaining to urban growth boundaries and urbanizable land; and
- (G) The proposal complies with Oregon Revised Statutes, all applicable statewide planning goals and associated administrative rules. If an exception to one or more of the goals is necessary, the exception criteria in Oregon Administrative Rules, Chapter 660, Division 4 shall apply. [Adopted by Ordinance No. 98-3, dated March 25, 1998.]
- (H) The road function, classification, capacity and existing and projected traffic volumes have been considered.

To allow comprehensive plan map and zone map amendments that may generate trips up to the planned capacity of the transportation system, Polk County will consider road function, classification, road capacity and existing and projected traffic volumes, as criteria for comprehensive plan map and zone map amendments.

111.280 APPEAL TO BOARD OF COMMISSIONERS.

- (A) An appeal may be taken to the Polk County Board of Commissioners by any person whose interests are affected adversely or who is aggrieved by action on an application under Section 111.240. An appeal must be filed with the Community Development Department within 10 days after the mailing of notice to the applicant. [Amended by Ordinance #09-02, dated May 6, 2009.]
- (B) On receiving an appeal the Community Development Department shall certify and deliver to the Board a copy of the original application and copies of all other papers constituting the record of the action under appeal.
- (C) Upon receipt of an appeal by the Community Development Department, the Board of Commissioners shall set the matter for a public hearing and cause notice of the time and place of the hearing to be given as provided under Section 111.340. The Planning Director shall send notice of the public hearing to all groups that are registered with the Planning Division to receive electronic notification of land use applications within the geographical area that includes the site of the land use action, all property owners of record within the notification area as specified in Section 111.350, and any person who is adversely affected or aggrieved by the decision. A hearing may be continued from time to time if the Board considers it advisable. [Amended by Ordinance #09-02, dated May 6, 2009.]
- (D) The appeal shall be accompanied by payment of a fee, specified in the County's fee resolution, to defray the cost of the hearing. [Amended by Ordinance #09-02, dated May 6, 2009.]

- (E) Filing of an appeal stays all proceedings by all parties in connection with the matter appealed until the Board of Commissioners has made a decision on the appeal.
[Amended by Ordinance #89-1, dated February 22, 1989.] [Amended by Ordinance #97-9, dated December 17, 1997.]

111.290 CALL OF BOARD OF COMMISSIONERS.

- (A) Two or more members of Polk County Board of Commissioners may call up an action by the Polk County Hearings Officer or the Planning Director. However, the call must be made at the first meeting after notice of the decision is presented.
- (B) The provisions of Section 111.280 (B) and (C) apply with respect to a matter called up under this section. [formerly 122.070]

111.300 ACTION BY BOARD OF COMMISSIONERS.

- (A) Pursuant to Sections 111.280 and 111.290, the Polk County Board of Commissioners shall review any action of the Polk County Hearings Officer or the Polk County Planning Director. The Board may remand the matter for further investigation and consideration, in which case the Hearings Officer or Planning Director shall conduct such further investigation as is necessary and report findings and conclusions in writing to the Board.
- (B) Pursuant to Section 111.290, after conducting a public hearing to consider an action and appeal, and finding that the facts therein stated do not warrant further hearing, the Board may summarily affirm the action and deny the appeal.
- (C) Pursuant to Section 111.290, after conducting a public hearing to consider an action and appeal, the Board may affirm or reverse wholly or partly, or modify, any action appealed, and may impose such additional conditions as it finds warranted by the facts.

111.310 EFFECTIVE DATE. Land use actions granted under section 111.240 become effective on the 10th day after mailing of the notice of the decision or after the regular meeting of the Polk County Board of Commissioners following such mailing, whichever is later. However, if the matter has been called up by the Board under Section 111.290, or the matter has been appealed under Section 111.280, the land use action does not become effective until the Board has taken final action. A final decision by the Board of Commissioners shall not be effective until 21 days after mailing of the decision. An appeal of a land use action by the Board of Commissioners to the Land Use Board of Appeals stays all proceedings by all parties in connection with the matter until the appeal has been resolved. [Amended by Ordinance #97-9, dated December 17, 1997.]

111.320 HOLDING PUBLIC HEARINGS. Any hearing shall be public and may be continued or postponed from time to time. At any such hearing all persons shall be given an opportunity to be heard.

111.330 APPEARANCES OF INTERESTED PERSONS, REMONSTRANCES. Any person or persons desiring to be heard for or against the subject of the hearing may file with the governing body, Hearings Officer or the Planning Commission, whichever holds the hearing, a statement in writing, or may appear and respond orally at the hearing, either in person or by authorized representative. Written remonstrances or objections to the proposed zone change, variance, conditional use or other subject of hearing, may be filed with the hearings body.
[Amended by Ordinance #88-21, dated November 30, 1988.]

111.340 NOTICE OF PUBLIC HEARING; CONTENT. Upon the fixing of the time of public hearing on all matters before the appropriate hearing body, the Director shall give notice as set forth in this chapter. The notice shall:

- (A) Explain the nature of the application and the proposed use or uses which could be authorized;
- (B) List the applicable criteria from the ordinance and the plan that apply to the application at issue;
- (C) Set forth the street address or other easily understood geographical reference to the subject property.
- (D) State the date, time and location of the hearing.
- (E) State that failure of an issue to be raised in a hearing, in person or in writing, or failure to provide sufficient specificity to afford the hearings body an opportunity to respond to the issue, precludes appeal to the Land Use Board of Appeals on that issue;
- (F) State that a copy of the application, all documents and evidence relied upon by the applicant, and applicable criteria, are available for inspection at no cost and will be provided at reasonable cost;
- (G) State that a copy of the staff report will be available for inspection at no cost at least seven days prior to the hearing, and will be provided at a reasonable cost; and include a general explanation of the requirements for submission of testimony and the procedure for conduct of hearings. [Amended by Ordinance 89-17, dated December 6, 1989.] [Amended by Ordinance 88-21, dated November 30, 1988.]
- (H) Include the name of a local government representative to contact and the phone number where additional information may be obtained.

111.350 MAILING OF NOTICE; NOTIFICATION AREA; FAILURE TO RECEIVE NOTICE.

- (A) Notices of public hearing to be held by the hearing body, notice of an application to be processed as a Type B procedure pursuant to Section 111.240 (B), or notice of any action taken on an application by the Planning Director or Hearings Officer shall be mailed to the applicant and to owners of record on the most recent property tax assessment roll where such property is located:
 - (1) Within 100 feet of the property which is the subject of the notice, where the subject property is wholly or partly within an urban growth boundary;
 - (2) Within 250 feet of the property which is the subject of the notice, where the subject property is outside an urban growth boundary and not within a farm or forest zone; or
 - (3) Within 750 feet of the property which is the subject of the notice, where the subject property is within a farm or forest zone.
- (B) Notices of public hearing to be held by the hearing body shall be mailed 20 days prior to the date of the hearing.
- (C) Failure to receive notice by mail as provided in this section shall not affect the validity of the proceedings if the County can demonstrate by affidavit that such notice was given.
- (D) Notice of an application to be processed as a Type B procedure pursuant under Section 111.240 (B) and public hearing notices shall be mailed to all groups that are registered with the Planning Division to receive electronic notification of land use

applications within the geographical area that includes the site of the land use action.
[Amended by Ordinance #89-17, dated December 6, 1989.] [Amended by Ordinance #97-9, dated December 17, 1997.]
[Amended by Ordinance #09-02, dated May 6, 2009.]

- (E) Notice of a public hearing shall be mailed to the owners of public-use airports if the property subject to the land use permit or zone change is located:
 - (1) Within 5,000 feet of a visual airport.
 - (2) Within 10,000 feet of an instrument airport. [Adopted by Ordinance #98-5, dated July 8, 1998.]
- (F) Notice shall be mailed to the Oregon Department of Transportation for any land use change or development requiring County review and approval which requires access to a state highway or which is located within 500 feet of a state highway.

111.360 POSTING NOTICE.

- (A) Notice of public hearing related to an application to be processed as a Type B procedure pursuant to Section 111.240 (B), shall be given by posting a sign on the subject property within 10 feet of whatever boundary line of such land abuts the most traveled public road or street, and if no public road abuts thereon, then facing in such a manner as may be most readily seen by the public.
- (B) It shall be the responsibility of the applicant to provide the sign frame and place such notice at least 20 days prior to the public hearing. A placard with printed information on the proposed change shall be provided by the Planning Director for the sign structure, and shall be obtained for mounting by the applicant or his representative prior to posting.
- (C) The posted sign shall be removed by the applicant or the applicant's representative within five days after final action on the application. [Amended by Ordinance #89-17, dated December 6, 1989.]

111.370 PUBLISHING NOTICES. Notice of public hearings to be held on amendments to the text of the ordinance, on zone changes and Comprehensive Plan amendments, shall be given by publishing such notice in a newspaper of general circulation in the county at least once not less than 20 days prior to said hearing. [Amended by Ordinance #88-21, dated November 30, 1988, and Ordinance #219, dated September 22, 1978.]

111.380 CONDUCT OF HEARING; CONTINUANCE; EXTENSION; REOPENING RECORD.

- (A) At the beginning of a hearing under the Comprehensive Plan or land use regulations of Polk County, a statement shall be made to those in attendance that:
 - (1) Lists the applicable substantive criteria;
 - (2) States that testimony and evidence must be directed toward the criteria described in paragraph (1) of this subsection, or other criteria in the Plan or implementing ordinances which the person believes to apply to the decision; and
 - (3) States that failure to raise an issue with sufficient specificity to afford the hearings body an opportunity to respond to the issue precludes appeal to the Land Use Board of Appeals.
- (B) If additional documents or evidence in support of an application is submitted at a public hearing, any party shall be entitled to a continuance of the hearing. Such a continuance is not subject to the limitations of ORS 215.428.

- (C) Unless there is a continuance, if a participant so requests before the conclusion of the initial evidentiary hearing, the record shall remain open for at least seven days after the hearing. Such an extension shall not be subject to the limitations of ORS 215.428.
- (D) When the Board of Commissioners, Planning Commission or Hearings Officer reopens a record to admit new evidence or testimony, any person may raise new issues which relate to the new evidence, testimony or criteria for decision-making which apply to the matter at issue. [Adopted by Ordinance #89-17, dated December 6, 1989.]

CHAPTER 112

DEVELOPMENT STANDARDS

LOT AREA, YARDS, HEIGHT RESTRICTIONS, AND ACCESS

- 112.010. New Buildings to be on a Lot
- 112.020. Lots Not to be Reduced below Minimum
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OFF-STREET PARKING AND LOADING

- 112.210. New and Existing Facilities to Provide Parking and Loading
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ACCESSORY STRUCTURES

- 112.280. Application of Regulations Regarding Accessory Structures
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- 112.320. Side Yards, Interior With Accessory Structures
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- 112.340. Accessory Structures Attached to the Main Building
- 112.350. Fences-Location, Height and Density
- 112.360. Measurement of Height of Fences
- 112.370. Fences-Use of Hazardous Materials

EXHIBIT B 2

ZONE-SPECIFIC DEVELOPMENT STANDARDS

- 112.390. Residential Zone Development Standards
- 112.400. Commercial Zone Development Standards
- 112.410. Industrial Zone Development Standards
- 112.420. Public Zone Development Standards
- 112.430. Resource Zone Development Standards

112.010 NEW BUILDINGS TO BE ON A LOT. Every building erected shall be located on a lot as herein defined.

112.020 LOTS NOT TO BE REDUCED BELOW MINIMUM. No lot or parcel of land held under separate ownership at the effective date of this ordinance (November 13, 1970) shall be separated in ownership or reduced in size below the minimum lot width or lot areas required by this ordinance, nor shall any lot or parcel of land held under separate ownership at the effective date of this ordinance, which has a width or an area less than required by this ordinance, be further reduced unless approved in accordance with this ordinance, including provisions and standards for the creation of new parcels in the ZONE. [Amended by Ordinance No. 91-8, dated March 27, 1991.]

112.030 LOT OR YARD AREAS NOT TO BE SEPARATED FROM THE LOT CONTAINING THE BUILDING. No portion of a lot necessary to provide the required area per dwelling unit shall be separated in ownership from the portion of the lot on which the building containing dwelling units is located. No required yard or other open space around an existing building shall be separated in ownership from the portion of the lot upon which the building is located.

112.040 YARD AREAS NOT TO BE REDUCED. No lot area shall be so reduced or diminished that the yards or other open space shall be smaller than prescribed by this ordinance, nor shall the number of dwelling units be increased in any manner except in conformity with the regulations herein established.

112.050 YARDS APPLY ONLY TO ONE BUILDING. No required yard or other open space or required driveway provided around or for any building or structure for the purpose of complying with the provisions of this ordinance shall be considered as providing a yard or open space for any other building, or shall any yard or other required space on an adjoining lot be considered as providing a yard or open space on the lot whereon the building is to be erected.

112.060 YARDS TO BE UNOBSTRUCTED. Every required front, side and rear yard shall be open and unobstructed by buildings or structures from the ground to the sky, except for those projections and accessory structures permitted by this ordinance.

112.070 NO PARKING IN FRONT YARD, YARDS ADJACENT TO A STREET, OR LANDSCAPED AREAS. No parking shall be allowed exclusive of driveways within the required front yard area. The side yard and rear yard areas may be used for parking of vehicles unless otherwise prohibited by this ordinance.

The yard areas and driveways adjacent to a street shall not be used for the permanent storage of utility trailers, house or vacation trailers, boats or other similar vehicles.

112.080 AVERAGE YARD SETBACK ADJACENT TO A STREET (FRONT AND EXTERIOR SIDE YARDS). Every building shall set back from the front lot line at least 20 feet, except in the instance where the average depth of the other buildings on the same side of the street are between ten (10) and 20 feet, then the average depth may be used. The average depth is the average of the distance from the closest part of the foundation of the existing buildings to the front property line where the existing buildings are within 200 feet of the center of the proposed building, on the same side of the street, within the same block.

If existing buildings are within ten (10) feet of the property line, then no less than 10 feet shall be used in figuring the average, or if existing buildings are more than 20 feet from the property line then the minimum requirement of 20 feet shall be used in figuring the average.

When, by this ordinance or any other ordinance, a greater setback or a front yard of greater depth is required than specified in this section, then such greater setback line or front yard depth shall apply.

112.090 STREAM SETBACK. To permit or afford better light, air, vision, stream pollution control, and to preserve the natural scenic amenities and vistas along the streams in all zones, the following setbacks shall apply:

- (A) All septic tank, septic tank drainfield, cesspool and pit privy disposal facilities shall be set back from the highwater line or mark along all streams a minimum of 100 feet measured at right angles to the highwater line or mark. In those cases where practical difficulties preclude the location of these facilities at a distance of 100 feet and the County Environmental Health Department finds that a closer location will not endanger health by pollution of the stream, the Environmental Health Department may permit the location of these facilities closer to the stream, but in no event, may such facility be located closer to the stream than 50 feet.
- (B) All structures, buildings, or similar permanent fixtures shall be set back from the mean highwater line or mark along all streams a minimum of 15 feet measured at right angles to the highwater line or mark excluding decks, patios, fences, and covered porches. Where a stream represents a lot or parcel line the applicable setback shall be either this standard or the applicable setback for the zoning district as described in this chapter, whichever is greater. For waterways identified on the Polk County Significant Resources Map, additional development setback standards pursuant to Chapter 182 of the PCZO are also applicable. Additional setbacks may also be required, as determined by the State Department of Forestry, along riparian management areas subject to the provisions of the Oregon Forest Practices Act.

112.100 FRONT YARD PROJECTIONS. Planter boxes, chimneys and flues, steps, cornices, eaves, gutters, belt courses, leaders, sills, pilasters, lintels and other ornamental features of not more than 24 inches from main buildings, uncovered porches, covered but unenclosed porches when not more than one story high and which do not extend more than 10 feet beyond the front walls of the building, but in no case shall such projection come closer than ten (10) feet from the property line and the floor which are not more than four (4) feet above grade, are exempt from the front yard setback provisions and need not be included when determining the average setback.

112.110 SIDE YARD PROJECTIONS.

- (A) Cornices, eaves, gutters, and fire escapes when not prohibited by any other code or ordinance, may project into a required side yard not more than one-third (1/3) of the width of the side yard, nor more than three (3) feet in any case.
- (B) Chimneys, flues, belt courses, leaders, sills, pilasters, lintels and ornamental features may project not more than one and one-half (1-1/2) feet into a required side yard, provided, however, chimneys and flues shall not exceed six (6) feet in width.
- (C) Uncovered decks and patios attached to the main building when measured directly beneath the outside edge of the deck or patio may be extended to the side yard property line when they are three (3) feet or less in height from ground level.

112.120 REAR YARD PROJECTIONS.

- (A) Chimneys, flues, belt courses, leaders, sills, pilasters, lintels, gutters and other ornamental features, may project not more than one and one-half (1-1/2) feet into a required rear yard, provided, however, chimneys and flues shall not exceed six (6) feet in width.

- (B) A fire escape, balcony, outside stairway, cornice or other unenclosed, unroofed projections may project not more than five (5) feet into a required rear yard and set back at least six (6) feet from any property line.
- (C) Planter boxes, steps, uncovered porches, covered but unenclosed porches including covered patios when not more than one (1) story high and the floor, which are not more than four (4) feet above grade and which shall not come closer than 14 feet from the rear lot line, are exempt from the minimum rear yard depth requirement. (See Accessory structures - Section 112.350.)
- (D) No permitted projection into a required rear yard shall extend within ten (10) feet of the centerline of an alley, or of a rear lot line if no alley exists, or within six (6) feet of an accessory building.
- (E) Uncovered decks and patios attached to the main building when measured directly beneath the outside edge of the deck or patio may be extended to the rear yard property line when they are three (3) feet or less in height from ground level.

112.130 HEIGHT AND OTHER EXCEPTIONS.

- (A) Chimneys may exceed the maximum height of the zone in which they are located.
- (B) Electronic communication antennas and towers, such as radio, television, and telecommunications receiving antennas, may exceed the height limits of the zone, but must meet provisions regulating such installation as provided in Section 112.135, and applicable provisions from the zoning district.
- (B) Ham (non-commercial) radio transmitting towers and antennas are not subject to the provisions of Section 112.135 and may exceed the height requirements for structures as required by the zone, and must meet all state and federal provisions regulating such facilities and comply with manufacturers installation requirements.
- (D) Steeples may exceed the maximum height of the zone in which they are located provided:
 - (1) That they do not contain any habitable space
 - (2) That they do not exceed 185 feet in height
 - (3) That the Planning Director permits a greater height, as a conditional use, when they are within 185 feet of or are located within the SR zone. [Amended by Ordinance #89-17, dated December 6, 1989.]
- (E) Replacement of an existing utility pole along or within the right-of-way used for electric, cable, telephone, etc., that is located along a right-of-way is permitted without land use review including the establishment of a pole that is suitable for use for wireless communication. The multi-purpose monopole must not exceed the height of other existing poles along the adjacent utility corridor by more than twenty-five (25) feet.
- (F) Co-location of a utility on an existing tower is not subject to the land use provisions of Section 112.135 below, however, the applicant shall submit engineering documentation that the proposed facility complies with the emission standards for maximum permissible exposure as identified in 47 C.F.R. Section 1.1307(b), or as amended or replaced in Federal Register. The applicant shall obtain any other required local permit (electrical, building, etc.). [Amended by Ordinance 01-3]

112.135 COMMUNICATION AND BROADCAST TOWER STANDARDS

All new or replacement communication towers and broadcast towers (hereafter referred to as communications towers) shall be reviewed through the administrative review process as a land

use determination, unless otherwise provided for in the zoning district for the proposed location. A utility provider shall be the applicant or co-applicant for any communications tower that is proposed in unincorporated Polk County, or a condition of approval shall be that the tower may not be constructed until such time as a utility provider is identified, and all other conditions have been met. Public agencies are also subject to the standards of this section. It is the intent of this section to provide for maximum compatibility between communications towers and the surrounding land uses.

- (A) All new or replacement communications towers shall comply with the following standards:
- (1) All communication towers shall be less than 180 feet in height and shall be a monopole type of construction unless otherwise provided. An applicant may request modification of this height limitation or type of construction (e.g. lattice tower) through a Land Use Determination review process. Such height modification or type of construction shall include a demonstration for any modification requested. Such justification shall include documentation showing:
 - (a) Coverage limitations,
 - (b) Type of system (e.g. broadcast, FM radio, television),
 - (c) Technical and engineering feasibility;
 - (d) Public safety; or
 - (e) Other requirements of local, state, and federal agencies.
 - (2) Whip antennae shall not exceed the height of the tower by more than twenty (20) feet.
 - (3) Directional / parabolic antennae shall not exceed seven (7) feet in diameter or width and a rectangular type antenna shall not exceed seven (7) feet in width and fifteen (15) feet in height when attached to a tower.
 - (4) The applicant shall identify all existing structures, or properties that have obtained approval for a tower or currently contain a communications antenna within two miles of the proposed tower location. The applicant shall provide evidence that co-location at all existing or approved towers and structures within two miles is not feasible, and provide documentation for locating a new tower, based on either of the following:
 - (a) Lack of available co-location space; or
 - (b) Inability to meet service coverage area needs.
 - (5) The tower shall comply with all required State of Oregon and Federal licenses for communication tower facilities. The application shall include a certification that the completed installation will comply with all Federal standards. The applicant shall submit documentation demonstrating compliance with the radio frequency emission standards as set forth by the Federal Communications Commission (FCC). If the calculated radio frequency emission level at any point is calculated at more than one-third the maximum radio frequency emission level permitted by the FCC, then the documentation shall be prepared by an Oregon registered professional engineer qualified to conduct radio frequency analyses.
 - (6) No lighting of communication facilities is allowed, except as required by the Federal Aviation Administration or other federal or state agency. In coordination with the applicable federal or state agency, the applicant shall determine the maximum height of the tower that would not require lighting. If a proposed

communications tower would require lighting, the applicant shall demonstrate that a tower height that requires lighting is necessary. Such justification shall include documentation showing:

- (a) Coverage limitations,
- (b) Type of system (e.g. broadcast, FM radio, television),
- (c) Technical and engineering feasibility; and
- (d) Other requirements of local, state, and federal agencies.

If a tower height that requires lighting is justified, the applicant shall demonstrate how the lighting will be shielded from the ground. Shielding of tower lighting onto nearby properties shall be installed as part of construction of the tower.

- (7) The setbacks for a tower shall be the setback otherwise allowed for all other structures in the zone except that:
 - (a) The tower shall be setback at least the height of the tower from an existing dwelling on adjacent property.
 - (b) A tract (contiguous property under the same ownership) may be considered as a single parcel for purposes of setbacks.
- (8) The applicant shall submit a site-specific study of the tower site identifying the proposed color and surfacing of the tower and associated fixtures. Based on the existing conditions and vegetation at the proposed site, the tower must be constructed with material to reduce visibility of the tower by:
 - (a) Use of non-reflective materials that minimize glare and are colored similar to the sky or adjacent background. A light gray shade is appropriate for blending the tower into the sky background. Nothing in this subsection preempts the coloring requirements of the Federal Aviation Administration or the Oregon Department of Aviation.
 - (b) Use of non-reflective materials painted to match the existing or attached structure to blend into the surrounding environment, and
 - (c) Antenna and associated equipment shall be surfaced in a non-reflective material color to match the structure on which it is located.
- (9) Equipment areas may be enclosed by a chain link fence or equivalent with or without slats for screening.
- (10) If access is obtained from a private road, the applicant shall be responsible as required by Oregon law for providing for improvements and maintenance to the private road that provides access to the subject property. In general, the applicant is responsible for impacts to the private road as a result of activities conducted by the applicant. The applicant shall maintain all necessary access easements and maintenance agreements for the private road as required by State law.
- (11) Warning and safety signs, up to three square feet in area, are allowed. All other signs are prohibited.
- (12) If the tower is discontinued from operating as a communication tower for a period of one year, the tower shall be removed. The operator shall be responsible for removal of the communication tower and equipment facilities within six (6) months. The property owner shall bear the ultimate responsibility for removal of facilities. The property owner is responsible for removal of the communication tower and shall sign a document that is recorded in the deed history of the subject property with the Polk County Clerk recognizing such

responsibility. Nothing in this subsection shall prevent the owner of the property or Polk County from requiring a bond or other security from a tower operator or otherwise imposing on a tower operator the responsibility for removal and restoration.

- (13) An Oregon registered professional engineer shall certify that the construction of the tower complies with building code structural standards.
- (14) Prior to submission of an application, the applicant must notify and hold a meeting with area property owners as outlined in (a) and (b) below. The applicant shall submit evidence of the notification and meeting with the application. The applicant must provide evidence of the following:
 - (a) The applicant has mailed notification of the proposed tower to property owners that would otherwise be notified pursuant to Polk County Zoning Ordinance Section 111.350. The notification shall state that the topic has been scheduled for discussion at the Area Advisory Committee meeting, or a community meeting has been scheduled, as described in (b) below. The notification shall state the date, time, and location of the meeting.
 - (b) The applicant has contacted the Area Advisory Committee (AAC) and attended an AAC meeting to discuss the proposed application. If there is no active AAC, the applicant shall post the subject property as described in Polk County Zoning Ordinance Section 111.360 and hold a meeting with the community to allow for concerns regarding the proposed tower to be addressed. Nothing in this subsection limits the applicant from providing additional opportunity for input from area property owners and residents.
- (15) All new or replacement tower facilities under 100 feet in height shall provide for a minimum of two (2) users (the primary user and one co-location site).
- (16) Within an Urban Growth Boundary (UGB) a communications tower shall be 40-feet or less in height. An applicant may request a modification of this height limitation. Such height modification shall include a demonstration for any modification requested. Such justification shall include documentation showing:
 - (a) Coverage limitations demonstrating that the proposed height of the tower is needed in order to meet the service type and area coverage needs. Propagation maps stamped by a professional engineer that demonstrate service type and area coverage shall be provided for the 40-foot height, and each 20-foot interval to the proposed tower height;
 - (b) Type of system (e.g. broadcast, FM radio, television);
 - (c) Other requirements of local, state, and federal agencies; and
 - (d) The location, size, design and functional characteristics of the tower are reasonably compatible with the existing conditions and vegetation at the proposed site. The tower must be designed and constructed with material to reduce visibility of the tower by:
 - 1) A site-specific study of the tower site identifying a proposed stealth (i.e. camouflage) construction type that may include but is not limited to a tree, or flagpole (no external antennas).
 - 2) The proposed color and surfacing of the tower and associated fixtures.
- (17) Upon receipt of an application for a communication or broadcast tower, the Planning Director shall mail notification to the Independence State Airport and

the Oregon Department of Aviation and provide at least ten (10) days to comment on the application.

- (a) A Communication tower over 100 feet shall comply with the following:
- 1) All new tower facilities shall provide space for a minimum of three (3) users (the primary user and 2 co-location sites),
 - 2) Prior to issuance of building permits for the tower, the applicant shall submit to the Building Official documentation from the Federal Aviation Administration and local or state agency with jurisdiction that the tower has been reviewed and is not determined to be a hazard if constructed as proposed. [Amended by Ordinances 01-3 and 04-09]

112.140 VISION CLEARANCE AREA. In the SR Zone or any public zone, the vision clearance area for corner lots at street intersections shall have a minimum of 30-foot legs along each street and for alley-street intersections in said zones, the vision clearance area shall have legs of a minimum of ten (10) feet along both alley and street. The vision clearance area shall not contain any plantings, walls, structures, or temporary or permanent obstructions to vision exceeding 30 inches in height above the curb level, or street shoulder where there is no curb, except a supporting pillar or post not greater than 12 inches in diameter or 12 inches on the diagonal of a rectangular pillar or post; and further, excepting those posts or supporting members of street signs, street lights, and traffic control signs installed as directed by the department of public works, or any other sign erected for public safety.

Vision clearance shall not be required at a height of seven (7) feet or more above the curb level, or seven (7) feet, six (6) inches above the shoulder of a street that does not have a curb.

This section shall not be construed as waiving or altering any yard requirements or setback requirements that may be required by this or any other ordinance.

112.150 LOTS ABUTTING A PARTIAL STREET. No building permit shall be issued for a building or structure on a lot which abuts a street dedicated to a portion only of its required width and is located on that side which has not yet been dedicated or condemned, unless the yards provided on such lot include both that portion of the lot lying within the required street and the required yards. This provision shall not be construed as being in lieu of or waiving any subdivision or partitioning requirement of this or any other ordinance.

112.160 DWELLINGS TO BE ACCESSIBLE. Every dwelling shall have access to a public road or to an easement.

- (A) An easement that is designated as a future route of a preferred alternative public road in the Polk County Transportation Systems Plan providing access to a parcel created after July 10, 1998, shall be sixty (60) feet wide, unless an exception to the easement width has been granted pursuant to PCSO 91.800.
- (B) An easement that is not designated as a future route of a preferred alternative public road in the Polk County Transportation Systems Plan that would provide access to two (2) or more parcels or to two (2) or more dwellings on parcels established after May 29, 2002 shall be at least 40 feet wide, unless an exception to the easement width has been granted pursuant to PCSO 91.800. [Amended by Ordinance #02-01 dated May 15, 2002]

112.170 MINIMUM STREET WIDTH. All street rights-of-way shall be not less than as set forth in the most recently adopted version of the Polk County Transportation System Plan.

112.175 ACCESS ONTO ARTERIALS.

- (A) The number of access points onto arterial roads from any development shall be minimized whenever possible through the use of driveways common to more than one development, and interior circulation design, including frontage or marginal access roads, which further this requirement. Generally, no private or public road access will be permitted onto the rural portions of State Highways 18, 22, 51, 99W, 221, and 223 unless the standards in Tables 9A-9D below are met:
- (B) Access onto arterials will require the approval, through the permit process, from the Oregon Department of Transportation. The applicant(s) will need to follow ODOT's construction requirements for that portion of the access within state-owned right-of-way.
- (C) Where property, such as a reverse frontage lot, is located abutting a county or public use road, and a state highway, the preferred access will be onto the county or public use road. [Amended by Ordinance #07-06 dated December 5, 2007]

Table 9A
Access Management Spacing Standards for ⁽¹⁾⁽²⁾⁽³⁾⁽⁴⁾
Private and Public Approaches on Statewide Highways
(OAR 734-051-0115) (Measurement is in Feet)*

Posted Speed ⁽⁵⁾	Rural Expressway **	Rural	Urban Expressway ** ***	Urban ***	STA
≥55	5280	1320	2640	1320	
50	5280	1100	2640	1100	
40 & 45	5280	990	2640	990	
30 & 35		770		720	⁽⁶⁾
<25		550		520	⁽⁶⁾

⁽¹⁾
NOTE: The numbers in superscript refer to explanatory notes that follow Table 9C.
* Measurement of the approach road spacing is from center to center on the same side of the roadway.
** Spacing for Expressway at-grade intersections only. See the OHP for interchange spacing guidelines.
***These standards also apply to Commercial Centers.

Table 9B
Access Management Spacing Standards for ⁽¹⁾⁽²⁾⁽³⁾⁽⁴⁾
Private and Public Approaches on Regional Highways
(OAR 734-051-0115) (Measurement is in Feet)*

Posted Speed ⁽⁵⁾	Rural Expressway **	Rural	Urban Expressway ** ***	Urban ***	STA
≥55	5280	990	2640	990	
50	5280	830	2640	830	
40 & 45	5280	750	2640	750	
30 & 35		600		425	⁽⁶⁾
<25		450		350	⁽⁶⁾

⁽¹⁾
NOTE: The numbers in superscript refer to explanatory notes that follow Table 9C.
* Measurement of the approach road spacing is from center to center on the same side of the roadway.
** Spacing for Expressway at-grade intersections only. See the OHP for interchange spacing guidelines.
***These standards also apply to Commercial Centers.

Table 9C
Access Management Spacing Standards for ⁽¹⁾⁽²⁾⁽³⁾⁽⁴⁾
Private and Public Approaches on District Highways
(OAR 734-051-0115) (Measurement is in Feet)*

Posted Speed ⁽⁵⁾	Rural Expressway **	Rural	Urban Expressway ** ***	Urban ***	STA
≥55	5280	700	2640	700	
50	5280	550	2640	550	
40 & 45	5280	500	2640	500	
30 & 35		400		350	⁽⁶⁾
≤25		400		350	⁽⁶⁾

⁽¹⁾
NOTE: The numbers in superscript refer to explanatory notes that follow Table 9C.
* Measurement of the approach road spacing is from center to center on the same side of the roadway.
** Spacing for Expressway at-grade intersections only. See the OHP for interchange spacing guidelines.
***These standards also apply to Commercial Centers.

Notes on Tables 9A, 9B, and 9C:

- ⁽¹⁾ These access management spacing standards are for unsignalized approaches only. Signal spacing standards supersede access management spacing standards for approaches.
- ⁽²⁾ These access management spacing standards do not apply to approaches in existence prior to April 1, 2000 except as provided in OAR 734-051-0115(1)(c) and 734-051-0125(1)(c).
- ⁽³⁾ For infill and redevelopment, see OAR 734-051-0135(4).
- ⁽⁴⁾ For deviations to the designated access management spacing standards see OAR 734-051-0135.
- ⁽⁵⁾ Posted (or Desirable) Speed: Posted speed can only be adjusted (up or down) after a speed study is conducted and that study determines the correct posted speed to be different than the current posted speed. In cases where actual speeds are suspected to be much higher than posted speeds, the Department reserves the right to adjust the access management spacing accordingly. A determination can be made to go to longer access management spacing standards as appropriate for a higher speed. A speed study will need to be conducted to determine the correct speed.
- ⁽⁶⁾ Minimum access management spacing for public road approaches is the existing city block spacing or the city block spacing as identified in the local comprehensive plan. Public road connections are preferred over private driveways and in STAs driveways are discouraged. However, where driveways are allowed and where land use patterns permit, the minimum access management spacing for driveways is 175 feet (55 meters) or mid-block if the current city block spacing is less than 350 feet (110 meters).

**Table 9D
Minimum Spacing Standards Applicable to Non-Freeway Interchanges
with Two-Lane Crossroads (OAR 734-051-0125)**

Category of Mainline	Type of Area	Speed of Mainline	Spacing Dimension				
			B	C	X	Y	Z
Expressways, Statewide, Regional and District Highways	Fully Developed Urban*	45 mph (70 kph)	2640 ft (800 m)	1 mile (1.6 km)	750 feet (230 m)	1320 feet (400 m)	750 feet (230 m)
	Urban	45 mph (70 kph)	2640 ft (800 m)	1 mile (1.6 km)	1320 feet (400 m)	1320 feet (400 m)	990 feet (300 m)
	Rural	55 mph (90 kph)	1 mile (1.6 km)	2 miles (3.2 km)	1320 feet (400 m)	1320 feet (400 m)	1320 feet (400 m)

Notes:

- 1) If the crossroad is a state highway, these distances may be superseded by the Access Management Spacing Standards, providing the distances are greater than the distances listed in the above table.
- 2) No four-legged intersections may be placed between ramp terminals and the first major intersection.
- 3) No application shall be accepted where an approach would be aligned opposite a freeway or expressway ramp terminal (OAR 734-051-0070(4)(a)).
- 4) Use four-lane crossroad standards for urban and suburban locations that are documented to be widened in a Transportation System Plan or corridor plan.
- 5) No at-grade intersections are allowed between interchanges less than 5 miles apart.

B = Distance between the start and end of tapers

C = Distance between nearest at-grade and ramp terminal intersections or the end/start of the taper section

X = Distance to the first approach on the right; right in/right out only

Y = Distance to first intersections where left turns are allowed

Z = Distance between the last right in/right out approach road and the start of the taper for the on-ramp

* Fully Developed Urban Interchange Management Area: Occurs when 85% or more of the parcels along the influence area are developed at urban densities and many have driveways connecting to the crossroad. See the definition in the 1999 Oregon Highway Plan.

Highway Classification for State Highways in Polk County

Classification	Highway	Segment
Statewide Expressways	OR-22 Willamina-Salem Highway	MP 12.72 - 25.96 (Marion/Polk County line)
	OR-18 Salmon River Highway	MP 18.78 - 29.76 (Polk/Yamhill County line)
Statewide Freight Routes	OR-22 Willamina-Salem Highway	MP 0.00 to 12.72
	OR-18--Salmon River Highway--	MP 14.90 to MP 18.78 (Tillamook/Polk County Line)
Freight Route on a Regional or District Highway	OR-99W	Entire segment within Polk County
Regional Highways	OR-22 Three Rivers Highway	Entire segment within Polk County
	OR-221 Salem-Dayton Highway	MP 9.26 to 10.98 (Polk/Yamhill County Line)
	OR-221 Salem-Dayton Highway	MP 0.00 to 9.26

Highways	OR-223 Dallas-Rickreall Highway	Entire segment within Polk County
	OR-223 Kings Valley Highway	Entire segment within Polk County
	OR-51 Independence Highway	Entire segment within Polk County
	OR-194 Monmouth Highway	Entire segment within Polk County
	OR-18B Willamina-Sheridan Highway	Entire segment within Polk County

112.180 ESTABLISHMENT, ALTERATIONS, OR ELIMINATION OF FUTURE RIGHT-OF-WAY LINES. The governing body may establish, vary, modify, alter, or eliminate any future right-of-way line for any reason or purpose by resolution. Polk County will require dedication or reservation for future dedication of right-of-way for transportation improvements, as identified in an adopted Corridor Refinement Plan in the adopted Polk County Transportation Systems Plan.

- (A) The dedication or reservation will be required at the time that a partition or subdivision is proposed on a particular property. The dedication or reservation shall be for the property subject to the development proposal.
- (B) For development activity other than in (a) above, the property owner shall sign a Waiver of Remonstrance document for other development activity. Polk County will require setbacks for new structures or additions to existing structures from the future road right-of-way identified in the adopted Transportation Systems Plan. *[Amended by Ordinance #01-10 dated November 14, 2001.]*

112.190. SETBACK DISTANCES. An existing building or part thereof that extends into the front yard, side yard, or rear yard, shall be treated as a non-conforming building. *[Amended by Ordinance #93, dated November 9, 1971.]*

- (A) To permit or afford better light, air and vision on the more heavily traveled streets and roads; to protect the arterial streets and highways and to permit the expansion of street areas for traveling purposes, or eventual widening of streets or roads; every building, or structure, exclusive of signs, floodlight standards, and their supporting members shall set back from the streets or parts of streets or roads hereafter named, the number of feet set forth below, measured at right angles to the property line adjacent to the street or road right-of-way.

PRINCIPAL ARTERIAL (STATE 18,22)	MINOR ARTERIAL (STATE 51,99,221,223)	MAJOR & MINOR COLLECTOR (COUNTY)	LOCAL ROADS (COUNTY)
30 feet from existing R.O.W. for all commercial & industrial	30 feet *(measured from 80 foot R.O.W.)	30 feet *(measured from 60 foot R.O.W.)	See zone listing
30 feet from a 120 foot R.O.W. for all non-commercial & industrial			

* Indicates additional right of way may be required where existing is deficient.

The above setback provisions are minimum requirements, and are to be considered as supplementary and additional to any such requirements contained in any other part of this ordinance; provided, however, should a greater setback line or front yard be required along any portion of any street herein before named by any other section or

provision of this ordinance, then such greater setback line or front yard area shall be the minimum permitted by this ordinance.

- (B) Required yard areas adjacent to a street shall be measured from the proposed future right-of-way line as set forth in this section. [Amended by Ordinance 90-14, dated November 28, 1990.]

112.200 AMENDMENT BY RESOLUTION. Future amendments to the road classification map shall be accomplished by resolution of the Board of Commissioners. [Amended by Ordinance 90-14, dated November 28, 1990.]

112.210 NEW AND EXISTING FACILITIES TO PROVIDE PARKING AND LOADING. Off-street automobile parking areas and off-street loading areas as hereinafter set forth shall be provided and maintained.

- (A) For any new building or structure erected.
- (B) For additional seating capacity, floor area, guest rooms, or dwelling units added to any existing building or structure.
- (C) When the use of the building or structure as set forth in Section 112.250 is changed, which changed use would require additional parking areas and off-street loading areas under the provisions of this ordinance.

112.220 DIMINUTION OF PARKING AREA PROHIBITED. Off-street parking and loading areas which existed on the effective date of this ordinance (November 13, 1970) or which subsequent thereto are provided for the purpose of complying with the provisions of this code shall be retained and maintained or the equivalent parking and loading areas provided.

112.230 LOCATION. Off-street parking and loading areas shall be provided on the same lot with the main building or structure or use except that:

- (A) In the SR zone, automobile parking areas for dwellings and other uses permitted in that zone may be located on another lot if such lot is within 200 feet of the lot containing the main building, structure or use;
- (B) In any other zone the parking area may be located off the site of the main building, structure or use if it is within 500 feet of such site.

112.240 JOINT USE. A parking area may be used for a loading area during those times when the parking area is not needed or used. The automobile parking space provided by churches and schools may be made available as a public or private parking lot when the use thereof is not required by the church or school for which such parking was provided, regardless of the zone wherein located, provided the lot is developed as prescribed in this ordinance.

112.250 OFF-STREET AUTOMOBILE PARKING REQUIREMENTS. Off-street automobile parking shall be provided as required by Section 112.270 and approved by the Planning Director in the amounts not less than those listed below:

	<u>USE</u>	<u>AMOUNT REQUIRED</u>
(A)	1, 2 and 3 family dwellings	1 space per dwelling unit
(B)	Multi-family dwelling containing 4 or more dwelling units located on the same lot	3 spaces per 2 dwelling units (equal to 1.5 the number of units)

(C)	Residential hotel; rooming or boarding house	4 spaces per 5 guest accommodations (equal to 8 percent of the number of guest accommodations, plus 1 additional space for the owner or manager)
(D)	Fraternities, sororities, dormitories (off campus).	1 space for every 4 student houses or beds
(E)	High rise apartments (3 stories or more)	1 space per unit
(F)	Hotel	1 space per guest room or suite
(G)	Motel	1 space per guest room or suite, plus 1 additional space for the owner or manager
(H)	Club; lodge	Spaces sufficient to meet the combined minimum requirements of the daytime uses being conducted, such as hotel, restaurant, auditorium, etc.
(I)	Welfare or correctional	1 space per 5 beds for institution patients or inmates
(J)	Convalescent hospital, nursing home, sanitarium, rest home, home for aged, group care facility	1 space per 2 beds for patients or residents
(K)	Hospital	3 spaces per 2 beds (equal to 1.5 times the number of beds)
(L)	Church	1 space per 4 seats or every 8 feet of bench length in the main auditorium
(M)	Library; reading room	1 space per 400 sq. ft. of floor area, plus 1 space per 2 employees
(N)	Pre-school nursery; kindergarten	2 spaces per teacher, plus off-street student loading and unloading facility
(O)	Elementary or Junior High School	2 spaces per classroom, plus off-street student loading and unloading facility
(P)	High School	1 space per classroom, plus 1 space per administrative employee, plus 1 space for each 6 students, plus off-street student loading and unloading facility
(Q)	College, commercial school for adults	1 space for each 4 students enrolled in school

(R)	Other auditorium; meeting	1 space per 4 seats or 8 feet room of bench length
(S)	Parks - other than neighborhood parks or playgrounds, where a use is specifically listed herein, then the off-street parking requirements for that use shall apply	1 space per 3 picnic tables, plus 5 spaces sufficient parking for all activities within the park shall be provided when sufficient on-street parking is not available
(T)	Stadium; arena; theater	1 space per 4 seats or 8 feet of bench length
(U)	Bowling alley	5 spaces per alley, plus 1 space per 2 employees
(V)	Dance hall; skating rink	1 space per 100 sq. ft. of gross floor area, plus 1 space per 2 employees
(W)	Golf Course	4 spaces for each tee, plus 1 space per 200 sq. ft. of gross floor area of each building, plus 1 space per every 2 employees
(X)	Retail store, except as provided in paragraph (Y) of this subsection	1 space per 200 sq. ft. of gross floor area, plus 1 space per every 2 employees
(Y)	Service or repair shop store handling exclusively bulky merchandise such as automobiles and furniture	1 space per 600 sq. ft. of gross floor area, plus 1 space per every 2 employees
(Z)	Bank; office buildings (except medical and dental)	1 space per 300 sq. ft. of gross floor area, plus 1 space per 2 employees
(AA)	Medical and dental clinic	1 space per 300 sq. ft. of gross floor area, plus 1 space per 2 employees
(BB)	Eating or drinking establishments	1 space per 200 sq. ft. of gross floor area
(CC)	Mortuaries	1 space per 4 seats or 8 feet of bench length in chapels
(DD)	Storage Warehouse; manufacturing establishment; rail or trucking freight terminal	<u>0-49,999 sq. ft. of floor area:</u> 1 space per 5,000 sq. ft. or 1 space per employee, whichever is greater <u>50,000-99,999 sq. ft. of floor area:</u> 1 space per 10,000 sq. ft. or 1 space per employee, whichever is greater <u>100,000 sq. ft. and over of floor area:</u> 1 space per 15,000 sq. ft. or 1 space per employee, whichever is greater

- (EE) Wholesale establishment 1 space per employee or 1,000 sq. ft. of gross floor area, whichever is greater, plus 1 space per 700sq. Ft. of patron-serving area
- (FF) Governmental Office Buildings 1 space per 600 sq. ft. of gross floor area, plus 1 space per 2 employees
- (GG) When a parking requirement is stated in terms of employees, it means the maximum number of employees who will be at the site at one time, either on a single shift or an overlap of shifts

112.260 OFF-STREET LOADING AREA DEVELOPMENT REQUIREMENTS. Off-street loading space shall be provided in the amounts listed below except that, in appropriate cases, the Hearings Officer or Planning Director may waive the requirements for loading space, after proceedings are had as for a conditional use as provided in Chapter 119, and when the Hearings Officer or Planning Director has determined that the use to which the building is to be put is of a kind not requiring the loading or unloading or delivery of merchandise or other property by commercial trucks or delivery vehicles; provided, however, whenever the use of such building is changed to another use, then such loading space as is required by this ordinance shall be provided.

- (A) A minimum loading space size of 12 feet wide, 20 feet long, and 14 feet high shall be required as follows:
 - (1) For multi-family dwellings with ten (10) or more dwelling units, 1 space;
 - (2) For buildings used entirely for office occupancy, up to 2,000 square feet gross floor area, one (1) space; for each additional 40,000 square feet of gross floor area, or any portion thereof, one (1) space;
- (B) A minimum loading space size of 12 feet wide, 30 feet long and 14 feet high shall be required as follows:
 - (1) For all buildings except residential and those used entirely for office use: Up to 2,000 square feet gross floor area, one (1) space;
 - (2) For each additional 40,000 square feet of floor area or any portion thereof, one (1) space.

112.270 PARKING AND LOADING AREA DEVELOPMENT REQUIREMENTS. All parking and loading areas except those for single family dwellings shall be developed and maintained as follows:

- (A) Location or site: The required yard areas adjacent to a street shall not be used for parking or loading areas and the yards shall be the same as is required for the main building in the district in which the parking area is to be located and such yard area adjacent to a street shall be landscaped with trees, shrubs, grass or evergreen ground cover and other complementary materials and maintained in a neat and well appearing manner. The side and rear yards, other than those adjacent to a street, may be used for parking and loading areas when such areas have been developed and are maintained as required by this ordinance.
- (B) Surfacing: Inside an adopted urban growth boundary all driveways, parking and loading areas shall be paved with asphalt or concrete surfacing and shall be

adequately designed, graded and drained as required by the director of public works except where existing. When existing gravel lots inside the UGB are expanded in excess of 50 percent above the existing lot size they shall be paved. Outside of urban growth boundaries, gravel, asphalt or concrete may be used for surfacing based on the standard of: six (6) inches of one (1) inch minus gravel to three (3) inch minus; if three (3) inch minus is used the top two (2) inches shall be one (1) inch minus or an alternative as approved by the Director of Public Works. A paved access apron to any paved access road is required regardless of the parking lot surface. [Subsection (b) amended by Ordinance 90-19, dated January 2, 1991.]

- (C) Bumper guards or wheel barriers: Bumper guards or wheel barriers shall be so installed that no portion of a vehicle will project into a public right-of-way or over adjoining property. The area beyond the wheel barriers or bumper guards shall be paved or covered with evergreen ground cover.
- (D) Size of parking spaces and driveways: The parking area, each parking space and all driveways shall be of sufficient size and all curves and corner of sufficient radius to permit the safe operation of a standard size automobile, to wit:
 - (1) Parking space (See Appendix 1);
 - (2) Maximum 12 percent grade for driveways;
 - (3) Directional signs and pavement marking shall be used to control vehicle movement in the parking lot;
 - (4) One-way drives shall have an improved width of at least 12 feet, and the inside radius at the curb shall be 25 feet for any curves or corners and signs shall be erected indicating the one-way direction;
 - (5) Two-way driveways shall have an improved width of at least 20 feet and the inside radius at the curb shall be 25 feet for any curves or corners.
- (E) Access: All parking or loading areas shall be served with either separate ingress and egress driveways or with an adequate turn-around, which is always available and useable. All entrances and exits onto a public right-of-way shall first have the approval of the Director of Public Works or County Engineer.
- (F) Fences, walls and hedges:
 - (1) When the parking or loading area is within the SR zone such parking or loading area shall be screened from all obscuring ornamental fence, wall or compact evergreen hedge, except along an alley;
 - (2) When the parking or loading area is adjacent to the SR zone, there shall be a sight obscuring ornamental fence, wall, or compact evergreen hedge between the parking or loading area and the SR zone, except along an alley;
 - (3) The ornamental fence or wall shall be erected and maintained at a height of at least four (4) feet but not more than seven (7) feet; a compact evergreen hedge shall be not less than three (3) feet at planting and capable of reaching a height of six (6) feet. Fences, walls or hedges shall have the same setback requirements from all streets and the same vision clearance areas as required for a one (1) story building in the zone in which such parking or loading area is located. In yard areas other those adjacent to a street, the fence wall or hedge may be located on the property line.
- (G) Lighting: Any light used to illuminate a parking or loading area shall be so arranged as to be directed entirely onto the loading or parking area, shall be deflected away from any residential use and shall not cast a glare or reflection onto moving vehicles on public right-of-way.

- (H) Landscaping: In every residential, commercial, and industrial zone other than the SR zone, there shall be provided a landscaped yard as set forth in the appropriate development standards sections of this chapter. In addition to other landscape requirements every newly developed automobile off-street parking area or if any graveled or unimproved lot is paved, such lot shall have at least one (1) percent of the gross parking lot area devoted to landscaping. The gross parking lot area, as used in this instance, is the outer boundaries of the specific area devoted to parking of automobiles exclusive of any buildings and/or other landscaping areas otherwise provided.
- (I) Plans and Permits: Plans at a workable scale shall be referred to the Director of Public Works or County Engineer for a recommendation prior to the issuance of a permit by the Building Official.
- (J) Loading spaces shall be marked for loading only.

112.280 APPLICATION OF REGULATIONS REGARDING ACCESSORY STRUCTURES. The regulations regarding accessory structures set forth in this Chapter shall apply to customary residential accessory buildings for private use in the Suburban Residential Zoning District. These regulations do not apply to accessory structures in the Acreage Residential Five Acre (AR-5) and Ten Acre (AR-10) Zones, or Agriculture and Forestry Ten Acre (AF-10) zone.

112.290 LOT COVERAGE BY ALL ACCESSORY STRUCTURES. The lot coverage by all accessory structures shall not be more than 25 percent of rear yard area.

112.300 HEIGHT STANDARDS FOR ACCESSORY STRUCTURES. The maximum height (as defined by Section 110.260) of any accessory structure shall be eight (8) feet when the foundation of the accessory structure is located at the lot line as provided by Section 112.330.

For properties which are not located within adopted urban growth boundaries, the maximum height for an accessory structure may be increased one (1) foot for each one (1) foot of distance from the lot line to a maximum height of 35 feet.

For properties within adopted urban growth boundaries, the maximum height for accessory structures shall be the applicable city standard. No variances to this standard shall be allowed, however the affected city may waive this requirement, in writing, to allow construction of an accessory structure up to 35 feet in height. If a waiver is granted by the affected city, the maximum height for the accessory structure may be increased one (1) foot for each one (1) foot of distance from the lot line to the maximum height of 35 feet.

112.310 FRONT YARDS AND YARDS ADJACENT TO STREETS WITH ACCESSORY STRUCTURES. Any accessory structure, except fences, which has any portion extending above grade shall observe the yard requirements the same as the main building, otherwise all such structures shall be at or below grade.

112.320 SIDE YARDS, INTERIOR WITH ACCESSORY STRUCTURES. Accessory structures not attached to the main building located in an interior side yard shall be set back at least five (5) feet from any lot line.

112.330 REAR YARDS WITH ACCESSORY STRUCTURES. Within interior rear yards and portions of rear yards not abutting a street, an accessory structure may be placed on the property line except along an alley; all structures except fences shall be at least one (1) foot from the alley. Note: The Building Code may require a setback from the property line.

112.340 ACCESSORY STRUCTURES ATTACHED TO THE MAIN BUILDING.

Covered or enclosed accessory buildings which are attached to the main building shall be considered as a portion of the main building and shall observe the same requirements as the main building except for certain projections, as provided in Sections 112.100, 112.110, and 112.120. Accessory structures shall be considered as being attached to the main building when any portion of the accessory structure is located within four (4) feet of the main building.

112.350 FENCES-LOCATION HEIGHT AND DENSITY. In any yard adjacent to a street and within ten (10) feet from the property line adjacent to such street, fences, walls and hedges may be up to 48 inches in height, when that portion of the fence above 24 inches is at least 75 percent open when measured at 90 degrees to the fence. Fences located in a yard area other than above described may be up to seven (7) feet in height.

112.360 MEASUREMENT OF HEIGHT OF FENCES. All fences along a public right-of-way will be measured from and along the sidewalk, or if no sidewalk exists, from and along the curb, or if no curb exists, from and along the finished shoulder grade of the right-of-way. All other fences will be measured from and along the finished grade of the property along the fence.

112.370 FENCES-USE OF HAZARDOUS MATERIALS. Fences shall not be constructed of or contain any material which will do bodily harm, such as barbed wire, electric wire, (other than stock fences), broken glass, spikes, and any other hazardous or dangerous materials.

112.390 RESIDENTIAL ZONE DEVELOPMENT STANDARDS

(A) Suburban Residential Zoning District (SR)

- (1) **LOT AREA COVERAGE AND WIDTH.** The front building line of every lot in an SR Zone shall have a minimum width of 60 feet. Total lot coverage by a dwelling, main building and accessory building in combination shall not exceed 40 percent of the lot area.
- (2) **FRONT YARD.** Every building erected, constructed, or altered in an SR Zone shall set back from the front lot line at least 20 feet, except in the instance where the average depth of the other buildings on the same side of the street are between ten (10) and 20 feet, then the average depth may be used. The average depth is the average of the distance from the closest part of the foundation of the existing buildings to the front property line where the existing buildings are within 200 feet of the center of the proposed building, on the same side of the street, within the same block.

If existing buildings are within ten (10) feet of the property line, then no less than 10 feet shall be used in figuring the average, or if existing building are more than 20 feet from the property line then the minimum requirement of 20 feet shall be used in figuring the average.

When by this ordinance or any other ordinance a greater setback or a front yard of greater depth is required than specified in this section, then such greater setback line or front yard depth shall apply.

- (3) **SIDE YARDS.** There shall be a side yard on each side of the main building on every lot in an SR Zone in width not less than five (5) feet for a one-story building; not less than six (6) feet for a two and one-half (2-1/2) story building; provided, however, any side yard adjacent to a street shall conform to the setback set forth in Section 112.080.
- (4) **REAR YARDS.** There shall be a rear yard on every lot in an SR Zone, which rear yard shall have a minimum depth of 24 feet for a one (1) story building, 30 feet for a two (2) story building and 36 feet for a two and one-half (2-1/2) story

building. In the case of a corner lot, the minimum depth shall be 14 feet for a one (1) story building, 20 feet for a two (2) story building adjacent to either interior lot line; provided, however, any rear yard provided adjacent to a street shall conform to the setback set forth in Section 112.080.

- (5) HEIGHT. In the SR Zone, no buildings or structure shall exceed 35 feet or two and one-half (2-1/2) stories in height, except churches and public and semi-public buildings, where permitted, may be built to a height of 70 feet or six (6) stories, provided any such buildings set back from every street and lot line one (1) foot for each foot of height of the building in excess of 35 feet, in addition to other yard and setback requirements herein specified.
- (6) MINIMUM SIZE FOR THE CREATION OF NEW PARCELS OR LOTS. The minimum size for newly created lots or parcels in the Suburban Residential Zone shall be as follows:
 - (a) 1.00 acre within unincorporated communities, or
 - (b) 2.00 acres outside urban growth boundaries and outside unincorporated community boundaries, or
 - (c) Within an urban growth boundary, the minimum size for newly created parcels or lots shall conform to the lot area requirements identified in the urban growth management agreement between Polk County and the affected City.

Note: Nothing in this section provides for an exemption from compliance with Polk County Subdivision Ordinance Section 91.350 which requires that each lot or parcel be of proper size to provide for adequate sub-surface sewage disposal facilities.

(B) Acreage Residential and Agriculture and Forestry Zoning Districts (AR-5, AR-10, and AF-10)

- (1) LOT AREA.
 - (a) The minimum lot size in the AR-5 Zone shall be five (5) acres.
 - (b) The minimum lot size in the AR-10 and AF-10 Zones shall be ten (10) acres.
- (2) YARDS.
 - (a) There shall be front, side, and rear yards of the following depths for lots in the AR-5, AR-10, and AF-10 Zoning Districts:

All buildings and structures		
Front	Side	Rear
30 feet	20 feet	20 feet
 - (b) Any side or rear yard adjacent to a street shall meet the yard requirement for a front yard.
 - (c) When by this ordinance or any other ordinance, a greater setback or front yard of greater depth is required by this section, the greater setback line or front yard depth shall apply. If a lesser setback or yard is required, the provisions of this ordinance shall apply.
 - (d) All structures are subject to any special setback lines, where specified on designated arterials or collectors, in addition to the above setbacks.

- (3) HEIGHT. In the AR-5, AR-10, and AF-10 Zones, no buildings or structure shall exceed 35 feet or two and one-half (2-1/2) stories in height, except churches and public and semi-public buildings, where permitted, may be built to a height of 70 feet or six (6) stories, provided any such buildings set back from every street and lot line one (1) foot for each foot of height of the building in excess of 35 feet, in addition to other yard and setback requirements herein specified. [Amended by Ordinance #04-01, dated January 21, 2004.]

(C) Residential Multi-Family Zoning District (RM)

- (1) LOT AREA AND WIDTH. In the RM zone the minimum requirements for lot area shall be 6,000 square feet for a single-family dwelling. The minimum lot area requirements for other residential uses shall be 5,000 square feet additional lot area computed as follows:
- (a) For the 1st through the 5th unit:
 - (i) For each dwelling unit with one (1) or less bedrooms - 750 square feet;
 - (ii) For each dwelling with two (2) bedrooms - 1,000 square feet;
 - (iii) For each dwelling with three (3) or more bedrooms - 1,200 square feet.
 - (b) For the 6th dwelling unit and each succeeding dwelling unit the following additional lot area shall be required:
 - (i) For each dwelling unit with one (1) or less bedrooms:
 - (A) One (1) story - 1,250 square feet
 - (B) Two (2) story - 1,000 square feet
 - (ii) For each dwelling with two (2) bedrooms:
 - (A) One (1) story - 1,675 square feet
 - (B) Two (2) story - 1,300 square feet
 - (iii) For each dwelling with three (3) or more bedrooms:
 - (A) One (1) story - 2,150 square feet
 - (B) Two (2) story - 1,700 square feet
 - (c) No main building or group of buildings shall occupy more than 40 percent of the lot area, and no detached accessory structure may occupy more than 25 percent of any side or rear yard, except that covered or enclosed parking structure limited to one story in height shall be excluded from these coverage provisions;
 - (d) Every lot in the RM zone shall have a minimum width of 50 feet at the front building line. The minimum lot area requirements for buildings other than dwellings shall be of an area not less than the sum of the area occupied by the building or buildings, and the area required for yards herein, or 5,000 square feet, whichever is greater.
 - (e) Subdivision or partition proposals for property located within an adopted Urban Growth Boundary shall conform to the lot area requirements of all urban growth management agreements adopted between Polk County and the participating city prior to granting of final approval.

(2) FRONT YARDS. In the RM zone, there shall be a minimum front yard of 20 feet. No parking shall be allowed in the required minimum front yard.

(3) SIDE AND REAR YARD.

(a) There shall be a side yard and a rear yard on every lot in the RM zone, which yards shall have a minimum depth as follows:

(i) One story - six (6) feet

(ii) Two story - seven (7) feet

(iii) Two and one-half (2 1/2) story - eight (8) feet

There shall be added to these minimum side yard and the rear yard requirements, one (1) foot for each multiple of 15 feet or portion thereof, that the length of the side of the building measures over 30 feet. Notwithstanding Section 110.610, the rear yard in the RM zone shall be measured from the property line.

(b) In lieu of subsection (a) of this section, side and rear yards may be provided which will allow placement of portions of a main building with offsets and jogs at varying yard depths, provided the said yards shall conform to the following conditions:

(i) The minimum yard depth for any continuous wall between offsets and jogs shall be computed and provided as in subsection (a) of this section for that portion of the wall between offsets and jogs, provided the total yard area equals that which would have been otherwise provided in said subsection (a) which area shall be determined by multiplying the length of the yard times the depth of the yard.

(ii) The minimum yard depth for any portion of a building shall be six (6) feet for a one (1) story, seven (7) feet for a two (2) story, and eight (8) feet for a two and one-half (2 1/2) story building.

(4) LANDSCAPED YARDS.

(a) In the RM zone, the following landscaped yard shall be provided for residential uses other than single and two (2) family dwellings:

(i) For each dwelling unit with one (1) or less bedrooms - 300 square feet;

(ii) For each dwelling with two (2) bedrooms - 400 square feet;

(iii) For each dwelling with three (3) bedrooms - 500 square feet;

(iv) For each dwelling with more than three (3) bedrooms - 500 square feet, plus 100 square feet for each additional bedroom in each unit.

(b) In the RM zone all required yards adjacent to a street shall be landscaped, save that portion devoted to off-street parking. Such landscaping may be counted in fulfilling the requirements of subsection (a).

(5) HEIGHT. In the RM zone, no building or structure shall exceed 35 feet or two and one-half (2 1/2) stories in height, except churches and public and semi-public buildings, where permitted, may be built to a height not to exceed 70 feet or six stories, provided any such building sets back from every street and lot line one foot for each foot of height of the building in excess of 35 feet, in addition to other yard and setback requirements herein specified.

(D) Limited Multi-Family Residential Zone (RL)

- (1) LOT AREA AND WIDTH. In the RL zone the minimum requirements for lot area shall be 6,000 square feet for a single-family dwelling. The minimum lot area requirements for other residential uses shall be 5,000 square feet additional lot area computed as follows:
 - (a) For the 1st through the 5th unit:
 - (i) For each dwelling unit with one (1) or less bedrooms - 750 square feet;
 - (ii) For each dwelling with two (2) bedrooms - 1,000 square feet;
 - (iii) For each dwelling with three (3) or more bedrooms - 1,200 square feet.
 - (b) For the 6th dwelling unit and each succeeding dwelling unit the following additional lot area shall be required:
 - (i) For each dwelling unit with one (1) or less bedrooms, one (1) story - 1,250 square feet;
 - (ii) For each dwelling unit with two (2) bedrooms, one (1) story - 1,675 square feet;
 - (iii) For each dwelling with three (3) or more bedrooms, one (1) story - 2,150 square feet;
 - (c) No main building or group of buildings shall occupy more than 40 percent of the lot area, and no detached accessory structure may occupy more than 25 percent of any side or rear yard, except that covered or enclosed parking structure limited to one story in height shall be excluded from these coverage provisions;
 - (d) Every lot in the RL zone shall have a minimum width of 50 feet at the front building line. The minimum lot area requirements for buildings other than dwellings shall be of an area not less than the sum of the area occupied by the building or buildings, and the area required for yards herein, or 5,000 square feet, whichever is greater.
 - (e) Subdivision or partition proposals for property located within an adopted Urban Growth Boundary shall conform to the lot area requirements of all urban growth management agreements adopted between Polk County and the participating city prior to granting of final approval.
- (2) FRONT YARDS. In an RL zone, there shall be a minimum front yard of 20 feet. No parking shall be allowed in the required minimum front yard.
- (3) SIDE AND REAR YARD.
 - (a) There shall be a side yard and a rear yard on every lot in the RL zone, which yards shall have a minimum depth of six (6) feet; provided there shall be added to the minimum side yard and rear yard requirements, one (1) foot for each multiple of 15 feet or portion thereof, that the length of the side of the building measures over 30 feet. Notwithstanding Section 110.610, the rear yard in an RL zone shall be measured from the property line.
 - (b) In lieu of subsection (a) above, side and rear yards may be provided which allow placement of portions of a main building with offsets and jogs at

varying yard depths, provided the said yards shall conform to the following conditions:

- (i) The minimum yard depth for any continuous wall between offsets and jogs shall be computed and provided as in (a) above for that portion of the wall between offsets and jogs; provided the total yard area equals that which would have otherwise been provided in (a) above, which area shall be determined by multiplying the length of the yard times the depth of the yard.
 - (ii) The minimum yard depth for any portion of a building shall be 6 feet.
 - (c) Notwithstanding the provisions of subsections (a) and (b) of this section, any side yard or rear yard adjacent to a street shall have a minimum yard depth of 20 feet. No parking shall be allowed within ten (10) feet of the street property line; provided, however, in no case shall parking be allowed in a required rear yard abutting the parallel or approximately parallel street or a through lot. For the purposes of this subsection, through lot shall be defined as a lot having frontage on two (2) parallel or approximately parallel street.
 - (d) The yard depth between two (2) or more main buildings on the same lot shall be equal to that side yard depth measured to an assumed property line drawn between the buildings. The yard depth between the assumed property line and the building shall not be less than as provided in (a) above.
- (4) LANDSCAPED YARDS.
- (a) In the RL zone, the following landscaped yard shall be provided for residential uses other than single and two (2) family dwellings:
 - (i) For each dwelling unit with one (1) or less bedrooms - 300 square feet;
 - (ii) For each dwelling with two (2) bedrooms - 400 square feet;
 - (iii) For each dwelling with three (3) bedrooms - 500 square feet;
 - (iv) For each dwelling with more than three (3) bedrooms - 500 square feet, plus 100 square feet for each additional bedroom in each unit.
 - (b) In the RL zone all required yards adjacent to a street shall be landscaped, save that portion devoted to off-street parking. Such landscaping may be counted in fulfilling the requirements of subsection (a) above.
- (5) HEIGHT. In the RL zone, no building or structure except a single-family dwelling on a separate deeded lot shall exceed one (1) story or 20 feet in height. Single-family dwellings shall not exceed 35 feet or two and one-half (2-1/2) stories. When approved by the Planning Director or Hearings Officer as a conditional use, churches and public and semi-public buildings, where permitted, may be built to a height not to exceed 70 feet or six (6) stories, provided any such building sets back from every street and lot line one (1) foot for each foot of height of the building in excess of 35 feet, in addition to other yard and setback requirements herein specified.
- (E) High Rise Apartment Residential Zone (RH)
- (1) LOT AREA AND WIDTH. Where the building or structure or portion thereof to be erected, altered or enlarged is not to exceed 35 feet or two and one-half (2-

1/2) stories, then the requirements for lot area and width in the RM zone set forth in the RM zone (Section 112.380) shall apply. For buildings or structures exceeding 35 feet or two and one-half (2-1/2) stories the lot shall have a minimum lot area of 10,000 square feet.

Subdivision or partition proposals for property located within an adopted Urban Growth Boundary shall conform to the lot area requirements of all urban growth management agreements adopted between Polk County and the participating city prior to granting of final approval.

- (2) **FRONT YARDS.** In the RH zone, there shall be a minimum front yard of 20 feet. No parking shall be allowed in the required minimum front yard.
- (3) **SIDE YARDS.** When the building or structure or portion thereof to be erected, altered, or enlarged is not to exceed 35 feet or two and one-half (2-1/2) stories, then the requirements for side yards set forth in the RM zone (Section 112.380 (C)(3)) shall apply. For buildings and structures exceeding 35 feet or two and one-half (2-1/2) stories, each main building on each side shall have side yards, the minimum width of each shall be five (5) feet, which width shall be increased by 3 feet for each additional story above the first, but need not exceed 20 feet; provided, however, any side yard provided adjacent to a street shall have a minimum width of 20 feet, and there shall be no parking allowed within ten (10) feet of the street.
- (4) **REAR YARDS.** Where the building or structure or portion thereof to be erected, altered, or enlarged is not to exceed 35 feet or two and one-half (2-1/2) stories, then the requirements for rear yards set forth in the RM zone (Section 112.380 (C)(3)) shall apply. For buildings and structures exceeding 35 feet or two and one-half (2-1/2) stories, there shall be a rear yard on every lot in an RH zone, which rear yard shall have a minimum depth of 20 feet for a one (1) story building, plus four (4) feet for each additional story above the first. Where the rear yard abuts a street no parking shall be allowed in the area within ten (10) feet of the said street.
- (5) **LANDSCAPED YARDS.** Where the building or structure or portion thereof to be erected, altered, or enlarged is not to exceed 35 feet or two and one-half (2-1/2) stories, then the requirements for landscaped yards in the RM zone (Section 112.380 (C)(3)) shall apply. For buildings and structures exceeding 35 feet or two and one-half (2-1/2) stories all required yards therefore adjacent to a street shall be landscaped, save that portion devoted to offstreet parking.
- (6) **HEIGHT.** There shall be no restrictions on height in an RH zone. [Amended by Ordinance 00-12]

112.400 COMMERCIAL ZONE DEVELOPMENT STANDARDS

- (A) **Commercial Office Zoning District (CO) & Unincorporated Community Office Zoning District (UC-CO)**
 - (1) **LOT AREA AND WIDTH.** Where the structure or building to be erected, altered or enlarged is to be used for purposes enumerated in the RM Zone, then the restrictions for lot area and width in the RM Zone shall govern (Section 112.380 (C)(1)). All other types of main building or accessory buildings shall occupy no more than 60 percent of the lot area.
 - (2) **FRONT YARDS.** In the CO and UC-CO Zones there shall be a minimum front yard of 20 feet, and no parking shall be allowed.
 - (3) **SIDE YARDS.** Where the structure or building or portion thereof to be erected, altered or enlarged is to be used for purposes enumerated in the RM

Zone, then the restrictions for side yards in the RM Zone (Section 112.380 (C)(3)) shall govern. For buildings and structures erected, altered, or enlarged for other than RM Zone purposes, side yards shall be provided as follows:

- (a) Main building:
 - (i) One (1) story - five (5) feet
 - (ii) Two (2) story - ten (10) feet
- (b) Between main building on one (1) lot:
 - (i) One (1) story - ten (10) feet
 - (ii) Two (2) story - fifteen (15) feet

Provided, however, any side yard provided adjacent to a street shall have a minimum width of 20 feet, and no parking shall be within 10 feet of said street.

In the UC-CO Zone, side yards adjacent to an Exclusive Farm Use Zone, Farm Forest Zone, Farm Forest Overlay Zone, or Timber Conservation Zone shall be a minimum of 20 feet. A variance to this standard may be granted, subject to the provisions of Chapter 122 (Variances) of the Zoning Ordinance, subject to a showing that the proposed variance will not adversely affect adjacent farm or forest uses.

- (4) REAR YARD. Where the structure or building or portion thereof to be erected, altered or enlarged is to be used for purposes enumerated in the RM Zone, then the restrictions for rear yards in the RM Zone (Section 112.380 (C)(3)) shall govern. For buildings and structures erected, altered, or enlarged for other than RM Zone purposes, there shall be a rear yard provided on every lot of a minimum of 10 feet for one (1) story buildings and 14 feet for two (2) story buildings. In case the rear yard provided for is adjacent to a street, the minimum depth shall be 20 feet and no parking shall be allowed within 10 feet of said street. When a lot is used for other than residential purposes, and the rear yard abuts upon or is adjacent to premises used for residential purposes, then the rear yard shall be enclosed with an ornamental fence or wall not less than six (6) feet in height or an ornamental compact evergreen hedge not less than three (3) feet and capable of attaining a height of six (6) feet, but this provision shall not apply to a lot bordered upon an alley.

In the UC-CO Zone, a rear yard adjacent to an Exclusive Farm Use Zone, Farm Forest Zone, Farm Forest Overlay Zone, or Timber Conservation Zone shall be a minimum of 20 feet. In the UC-CO Zone, side yards adjacent to an Exclusive Farm Use Zone, Farm Forest Zone, Farm Forest Overlay Zone, or Timber Conservation Zone shall be a minimum of 20 feet. A variance to this standard may be granted, subject to the provisions of Chapter 122 (Variances) of the Zoning Ordinance, subject to a showing that the proposed variance will not adversely affect adjacent farm or forest uses

HEIGHT. Where the building or structure or portion thereof to be erected, altered or enlarged is to be used for purposes enumerated in the RM Zone, then the restrictions for height in the RM Zone shall govern. For buildings and structures erected, altered or enlarged for other than said purposes shall not exceed two (2) stories or 35 feet in height.

- (B) Commercial Retail Zoning District (CR), Unincorporated Community Commercial Retail Zoning District (UC-CR), Eola Unincorporated Community Commercial Zoning District, and Rickreall Unincorporated Community Commercial Zoning District (Rickreall UC-C).

- (1) **LOT AREA AND WIDTH.** Buildings or structures hereafter erected, altered, or enlarged and used wholly or partly for residential purposes in the CR, UC-CR, Eola UC-C, & Rickreall UC-C Zones shall comply with the lot area and width requirements of the RM Zone (Section 112.380 (C)(1)), otherwise no other lot area requirements exist.
- (2) **FRONT YARD.** A landscaped yard three (3) feet in depth shall be provided in the CR, UC-CR, Eola UC-C, and Rickreall UC-C Zones on every lot adjacent to a street, except that building or structures or any portion thereof used for residential purposes shall provide the front yard and landscaped yard as set forth in the RM Zone (Section 112.380 (C)(2)).
- (3) **SIDE AND REAR YARDS.** In the CR, UC-CR, Eola UC-C, and Rickreall UC-C Zones, no side or rear yard is required except as herein provided, but if one is provided it shall be not less than three (3) feet in depth exclusive only of any alley. A side or rear yard shall be provided in the CR, UC-CR, Eola UC-C, and Rickreall UC-C Zones when:
 - (a) The lot abuts or is adjacent to a premises used or is zoned for residential purposes. The yard shall be not less than three (3) feet in depth.
 - (b) The buildings or structures or portions thereof on a lot are used for residential purposes in which circumstances side and rear yard restrictions in RM Zones shall apply. In the case of subsection (a) of this section, the side and rear yard shall be contained by a wall or fence or ornamental compact evergreen hedge not less than three (3) feet high and capable of attaining a height of six (6) feet.
 - (c) A landscaped yard three (3) feet in depth shall be provided in all side and rear yards adjacent to a street.

In the UC-CR, Eola UC-C, and Rickreall UC-C Zones, side and rear yards adjacent to an Exclusive Farm Use Zone, Farm Forest Zone, Farm Forest Overlay Zone, or Timber Conservation Zone shall be a minimum of 20 feet. A variance to this standard may be granted, subject to the provisions of Chapter 122 (Variances) of the Zoning Ordinance, subject to a showing that the proposed variance will not adversely affect adjacent farm or forest uses.

- (4) **LANDSCAPED YARDS.** All yards shall be landscaped exclusive of through direct driveways, adjacent to every street, on every lot upon which a new non-residential structure is erected, or a graveled or unimproved lot is paved or a lot is newly developed for the outdoor sale or display of merchandise, goods or services.
- (5) **HEIGHT.** Where the building or structure or portion thereof to be erected, altered, or enlarged is to be used for residential purposes in the CR, UC-CR, Eola UC-C, or Rickreall UC-C Zones, the restrictions for height in the RM Zone (Section 112.380 (C)(5)) shall govern. Buildings and structures erected, altered or enlarged for other than residential purposes shall not exceed three (3) stories or 45 feet in height.
- (6) **CONDITIONS IMPOSED WHERE ZONE CHANGES TO CR, UC-CR, Eola UC-C, or Rickreall UC-C ZONE ABUTS RESIDENTIAL ZONE.** In any zone change or reclassification of property to the CR, UC-CR, Eola UC-C, or Rickreall UC-C Zones where the territory proposed to be changed abuts upon a residential zone, or abuts upon a street or alley which would be the boundary line between the proposed CR, UC-CR, Eola UC-C, and Rickreall UC-C Zones and the residential zone, conditions to preserve neighborhood qualities may be imposed by the Board of Commissioners relating to:
 - (a) Size and location of signs;

- (b) Size, type and location of outdoor lighting;
- (c) Landscaped areas;
- (d) Screening;
- (e) Building setbacks; and
- (f) Ingress and egress for commercial uses.

If any of the above conditions are imposed, they shall be placed in the deed records of the County.

(B) Commercial General Zoning District (CG) & Unincorporated Community Commercial General Zoning District (UC-CG)

- (1) LOT AREA AND WIDTH. Buildings or structures hereafter erected, altered or enlarged and used wholly or partly for residential purposes in the CG and UC-CG Zones shall comply with the lot area requirements in the RM Zone (Section 112.380 (C)(1)), otherwise no other lot area requirements exist.
- (2) FRONT YARD. A landscaped yard three (3) feet in depth shall be provided in the CG and UC-CG Zones on every lot adjacent to a street, except that buildings or structures or any portion thereof used for residential purposes shall provide the front yard and landscaped yard as set forth in the RM Zone (Section 112.380 (C)(2)).
- (3) SIDE AND REAR YARDS. In the CG and UC-CG Zones, no side or rear yard is required, except as herein provided, but if one is provided it shall be not less than three (3) feet in depth exclusive of any alley. A side or rear yard shall be provided in the CG and UC-CG Zones when:
 - (a) The lot abuts or is adjacent to a premises used or is zoned for residential purposes. The yard shall be not less than three (3) feet in depth.
 - (b) The buildings or structures or portions thereof on a lot are used for residential purposes, in which circumstances, side and rear yard restrictions in the RM Zone (Section 112.380 (C)(3)) shall apply. In the case of subsection (a) of this section, the side and rear yard shall be contained by a wall or fence or ornamental compact evergreen hedge not less than three (3) feet high and capable of attaining a height of six (6) feet.
 - (c) A landscaped yard three (3) feet in depth shall be provided in all side and rear yards adjacent to a street.

In the UC-CG Zone, side and rear yards adjacent to an Exclusive Farm Use Zone, Farm Forest Zone, Farm Forest Overlay Zone, or Timber Conservation Zone shall be a minimum of 20 feet. A variance to this standard may be granted, subject to the provisions of Chapter 122 (Variances) of the Zoning Ordinance, subject to a showing that the proposed variance will not adversely affect adjacent farm or forest uses.

- (4) LANDSCAPED YARDS. All yards shall be landscaped exclusive of through direct driveways, adjacent to every street, on every lot upon which a new non-residential structure is erected, or a graveled or unimproved lot is paved or a lot is newly developed for the outdoor sale or display of merchandise, goods or services.
- (5) HEIGHT. Where the building or structure or portion thereof to be erected, altered, or enlarged is to be used for residential purposes in the CG and UC-CG Zones, the restrictions for height in the RM Zone (Section 112.380 (C)(5))

shall govern. Buildings and structures erected, altered or enlarged for other than residential purposes shall not exceed six (6) stories or 70 feet in height.

- (6) **CONDITIONS IMPOSED WHERE ZONE CHANGE TO CG OR UC-CG ZONE ABUTS RESIDENTIAL ZONE.** In any zone change or reclassification of property to the CG and UC-CG Zones where the territory proposed to be changed abuts upon a residential zone, or abuts upon a street or alley which would be the boundary line between the proposed CG and UC-CG Zones and the residential zone conditions to preserve neighborhood qualities may be imposed by the Board of Commissioners relating to:
- (a) Size and location of signs;
 - (b) Size, type and location of outdoor lighting;
 - (c) Landscaped areas;
 - (d) Screening;
 - (e) Building setbacks; and
 - (f) Ingress and egress for commercial uses.

If any of the above conditions are imposed they shall be placed in the deed records of the County. [Amended by Ordinance #00-03, dated May 5, 2000]

(D) Rural Commercial Zoning District (R-COM)

- (1) **LOT AREA** The minimum lot area shall be adequate to provide for an approved on site septic system, a potable water source, parking and other applicable development standards of this Chapter and other general provisions and exceptions set forth by this ordinance.
- (2) **LOT WIDTH.** The minimum average lot width shall be 100 feet. The minimum lot width at the street shall be 50 feet.
- (3) **FRONT YARD.** A landscaped yard three (3) feet in depth shall be provided in the R-COM Zone on every lot adjacent to a street. Buildings or structures or any portion thereof used for residential purposes are exempt from these provisions.
- (4) **REAR AND SIDE YARDS.** No side or rear yard is required except where a lot abuts a residential use or district, there shall be a yard not less than the rear yard required by the abutting residential district.
 - (a) Corner lots shall have no sight obstruction between three (3) feet and ten (10) feet in height measured from street grade within 30 feet in either direction from the street corner, as measured from the property line.
 - (b) The minimum yards shall be increased where such yard or setback abuts a street having insufficient right-of-way width to serve the area. The right-of-way shall be determined according to the applicable transportation plan.
 - (d) A landscaped yard three (3) feet in depth shall be provided in all side and rear yards adjacent to a street.

112.410 INDUSTRIAL ZONE DEVELOPMENT STANDARDS

- (A) Industrial Commercial Zoning District (IC), Unincorporated Community Industrial Commercial Zoning District (UC-IC), Eola Unincorporated Community Industrial Commercial Zoning District (Eola UC-IC), and Rickreall Unincorporated Community Industrial Commercial Zoning District (Rickreall UC-IC).

- (1) **LOT AREA AND WIDTH.** Buildings or structures hereafter erected, altered or enlarged and used wholly or partly for residential purposes in the IC, UC-IC, Eola UC-IC, and Rickreall UC-IC Zones shall comply with the lot area requirements in the RM Zone (Section 112.380 (C)(1) otherwise no other lot area requirements exist.
- (2) **FRONT YARD.** A landscaped yard three (3) feet in depth shall be provided in the IC, UC-IC, Eola UC-IC, and Rickreall UC-IC Zones on every lot adjacent to a street, except that buildings or structures or any portion thereof used for residential purposes shall provide the front yard and landscaped yard as set forth in the RM Zone (Section 112.380 (C)(2)).
- (3) **SIDE AND REAR YARDS.** In the IC, UC-IC, Eola UC-IC, and Rickreall UC-IC zones, no side or rear yard is required, except as herein provided, but if one is provided it shall be not less than three (3) feet in depth exclusive of any alley. A side or rear yard shall be provided in the IC, UC-IC, Eola UC-IC, and Rickreall UC-IC Zones when:
 - (a) The lot abuts or is adjacent to a premises used or is zoned for residential purposes. The yard shall be not less than three (3) feet in depth.
 - (b) The buildings or structures or portions thereof on a lot are used for residential purposes, in which circumstances, side and rear yard restrictions in the RM Zone (Section 112.380 (C)(3)) shall apply. In the case of subsection (a) of this section, the side and rear yard shall be contained by a wall or fence or ornamental compact evergreen hedge not less than three (3) feet high and capable of attaining a height of six (6) feet.
 - (c) A landscaped yard three (3) feet in depth shall be provided in all side and rear yards adjacent to a street.

In the UC-IC, Eola UC-IC, and Rickreall UC-IC Zones, side and rear yards adjacent to an Exclusive Farm Use Zone, Farm Forest Zone, Farm Forest Overlay Zone, or Timber Conservation Zone shall be a minimum of 20 feet. A variance to this standard may be granted, subject to the provisions of Chapter 122 (Variances) of the Zoning Ordinance, subject to a showing that the proposed variance will not adversely affect adjacent farm or forest uses.

- (4) **LANDSCAPED YARD.** All yards shall be landscaped exclusive of through direct driveways, adjacent to every street, on every lot upon which a new non-residential structure is erected, or a graveled or unimproved lot is paved or a lot is newly developed for the outdoor sale or display of merchandise, goods or services.
- (5) **HEIGHT.** Where the building or structure or portion thereof to be erected, altered, or enlarged is to be used for residential purposes in the IC, UC-IC, Eola UC-IC, and Rickreall UC-IC Zones, the restrictions for height in the RM Zone (Section 112.380 (C)(5)) shall govern. Buildings and structures erected, altered or enlarged for other than residential purposes shall not exceed six (6) stories or 70 feet in height.
- (6) **INDUSTRIAL PERFORMANCE STANDARDS.** The discharge into the air of solids, liquids or gases in such quantities as to be detrimental to the public health, safety and welfare causing injury to human, plant or animal life or to property is prohibited in this industrial zone. In the IC, UC-IC, Eola UC-IC, and Rickreall UC-IC Zones, no land or structure shall be used or occupied unless there is continuing compliance with the following standards:

- (a) Heat, glare and light:
 - (i) Except for exterior lighting, operations producing heat or glare shall be conducted entirely within an enclosed building and shall not be discernible at or beyond the property line.
 - (ii) Exterior lighting shall be directed away from and shall not reflect on adjacent properties.

- (b) Noise:
 - (i) The standards for noise emissions from industrial and commercial noise sources are as follows:

Allowable Statistical Noise Levels at Any One Hour

	<u>7:00 a.m. to 10:00 p.m.</u>	<u>10:00 p.m. to 7:00 a.m.</u>
L ₅₀	55 Dba	50 Dba
L ₁₀	60 Dba	55 Dba
L ₀₁	75 Dba	60 Dba

Notes:

L₅₀ is the level that may be exceeded 50 percent of the time; cumulative 30 minutes/hour

L₁₀ is the level that may be exceeded 10 percent of the time; cumulative 10 minutes/hour

L₀₁ is the level that may be exceeded 1 percent of the time; cumulative 36 seconds/hour

Dba means A-weighted decibels (decibels measured at the frequency where the human ear is most sensitive.

- (ii) If the noise is not smooth and continuous, the following corrections in decibels shall be added to or subtracted from the above items:

- (A) When in each one hour period, the noise source operates less than a total of (use only one factor):

12 minutes add 5 decibels

3 minutes add 10 decibels

20 seconds add 15 decibels

- (B) Noise of an impulsive character (such as hammering, etc.) less 5 decibels.

- (C) Noise of periodic character (such as humming, screech, etc.) less 5 decibels.

- (iii) Noise made by devices which are maintained and utilized solely to serve as warning devices is excluded from these regulations.

- (iv) Noise created by highway vehicles, trains, watercraft and aircraft is excluded from these regulations.

- (v) Measurements:

- (A) Sound levels shall be measured with a sound level meter and octave band analyzer approved by the Department of Environmental Quality.
- (B) Measurements shall be made from at least three points along the property line or along a residential, commercial, or public zone boundary when such boundary is closer to the source than the property line.
- (C) Measurements for alleged violations shall be made on at least three (3) non-consecutive days.

(c) Sewage:

Adequate provisions shall be provided for the disposal of sewage and waste materials and such provisions shall meet the requirements of the Department of Environmental Quality.

(d) Vibration:

No vibration, other than that caused by highway vehicles and trains, shall be permitted which shall endanger the health, welfare or safety of the public or so as to constitute a public nuisance.

(B) Industrial Park Zoning District (IP) & Unincorporated Community Industrial Park Zoning District (UC-IP)

- (1) FRONT YARD. There shall be a front yard on every lot in the IP and UC-IP Zones, which front yard shall have a minimum depth of 20 feet. Any front yard provided adjacent to a street shall not be used for off-street parking or loading areas, except ingress and egress lanes.
- (2) REAR AND SIDE YARDS. There shall be a rear and side yard on every lot in the IP and UC-IP Zones, which rear and side yard shall have a minimum depth of 10 feet. The minimum depth shall be increased one (1) foot for each additional foot of building height above 10 feet, except a rear or side yard is not required adjacent to a railroad right-of-way, siding or spur track; provided, however, any rear or side yard provided adjacent to a street shall have a minimum depth of 20 feet.

In the UC-IP Zone, side and rear yards adjacent to an Exclusive Farm Use Zone, Farm Forest Zone, Farm Forest Overlay Zone, or Timber Conservation Zone shall be a minimum of 20 feet. A variance to this standard may be granted, subject to the provisions of Chapter 122 (Variances) of the Zoning Ordinance, subject to a showing that the proposed variance will not adversely affect adjacent farm or forest uses.

(3) OPEN STORAGE YARDS.

- (a) All yard areas, exclusive of those required to be landscaped as provided in Section 112.400 (B)(4), may be used for materials and equipment storage yards or areas and may be used for the purposes permitted in the IP and UC-IP Zones, provided such yard area is enclosed with an ornamental, sight-obscuring fence or wall placed at a height of six (6) feet or a compact evergreen hedge planted at three (3) feet and capable of obtaining a minimum height of six (6) feet. Any fence, wall or hedge shall be located on the property at the required setback line in the same manner as if said fence or wall were a building.
- (b) If any material or equipment projects above the six (6) feet screen, then a screen plan will be submitted to the Planning Director for approval.

- (c) The surface of such area shall be paved or graveled and maintained at all times in a dust-free condition; except, that all automobile and truck parking and loading areas shall be paved, as provided in Section 112.220 through 112.280.
 - (d) Any lighting maintained in conjunction with material and equipment storage areas shall be so oriented as to not shine on or reflect into abutting properties or streets.
- (4) LANDSCAPED YARDS. All required yard areas and all other yards not used for open storage as provided in Section 112.400 (B)(3), or paved parking and loading areas, shall be landscaped.
 - (5) HEIGHT. In the IP and UC-IP Zones, no building or structure shall exceed 45 feet in height.
 - (6) VEHICLE ACCESS. Access points to property from a street shall be located to minimize traffic congestion, and maximum effort shall be made to avoid directing traffic into residential areas. Before a street, other than an arterial, which is a boundary between a residential zone and the IP or UC-IP Zones, or a street which is within a residential zone, is used for any vehicular access to the IP or UC-IP Zone, such use of those streets must first have been approved by the Planning Director as a conditional use. Access roads and access points will be used to the maximum extent possible to serve the greatest number of uses. All access roads and driveways shall be surfaced with asphalt concrete or comparable permanent surfacing.
 - (7) INDUSTRIAL PERFORMANCE STANDARDS. The industrial performance standards for the IP and UC-IP Zones shall be the same as set forth in Section 112.400 (A)(6).
- (C) Light Industrial Zoning District (IL), Unincorporated Community Light Industrial Zoning District (UC-IL), Eola Unincorporated Community Industrial Zoning District (Eola UC-I), and Rickreall Unincorporated Community Industrial Zoning District (Rickreall UC-I).
- (1) LOT AREA. There are no minimum lot area requirements for buildings in the IL, UC-IL, Eola UC-I, or Rickreall UC-I Zones.
 - (2) FRONT YARD. There shall be no front yard required in the IL, UC-IL, Eola UC-I, or Rickreall UC-I Zones.
 - (3) SIDE YARDS. No side yard shall be required in the IL, UC-IL, Eola UC-I, or Rickreall UC-I Zones, but if one is provided, it shall be at least three (3) feet provided, however, where the side of a lot in the IL, UC-IL, Eola UC-I, or Rickreall UC-I Zone abuts upon or is adjacent to the side of a lot in any residential zone, then there shall be a side yard the same as is required in such abutting residential zone, and said yard shall be contained by a wall or fence not less than six (6) feet in height or compact evergreen hedge not less than three (3) feet and capable of obtaining a height of six (6) feet.

In the UC-IL, Eola UC-I, and Rickreall UC-I Zones, side yards adjacent to an Exclusive Farm Use Zone, Farm Forest Zone, Farm Forest Overlay Zone, or Timber Conservation Zone shall be a minimum of 20 feet. A variance to this standard may be granted, subject to the provisions of Chapter 122 (Variances) of the Zoning Ordinance, subject to a showing that the proposed variance will not adversely affect adjacent farm or forest uses.
 - (4) REAR YARD. In the IL, UC-IL, Eola UC-I, or Rickreall UC-I Zones, no rear yard is required, except as herein provided, but if one is provided it shall be not

less than three (3) feet in depth exclusive of any alley. A rear yard shall be provided in the IL, UC-IL, Eola UC-I, and Rickreall UC-I Zones when:

- (a) The lot abuts or is adjacent to a premises used or is zoned for residential purposes. The yard shall be not less than three (3) feet in depth.
- (b) The buildings or structures or portions thereof on a lot are used for residential purposes, in which circumstances, side and rear yard restrictions in the RM Zone (Section 112.380 (C)(3)) shall apply. In the case of subsection (a) of this section, the rear yard shall be contained by a wall or fence or ornamental compact evergreen hedge not less than three (3) feet high and capable of attaining a height of six (6) feet.
- (c) A landscaped yard three (3) feet in depth shall be provided in all side and rear yards adjacent to a street.

In the UC-IL, Eola UC-I, and Rickreall UC-I Zones, a rear yard adjacent to an Exclusive Farm Use Zone, Farm Forest Zone, Farm Forest Overlay Zone, or Timber Conservation Zone shall be a minimum of 20 feet. A variance to this standard may be granted, subject to the provisions of Chapter 122 (Variances) of the Zoning Ordinance, subject to a showing that the proposed variance will not adversely affect adjacent farm or forest uses.

- (5) **LANDSCAPED YARD.** All yards shall be landscaped exclusive of through direct driveways, adjacent to every street, on every lot upon which a new non-residential structure is erected, or a graveled or unimproved lot is paved or a lot is newly developed for the outdoor sale or display of merchandise, goods or services.
- (6) **HEIGHT.** In the IL, UC-IL, Eola UC-I, and Rickreall UC-I Zones, no building or structure shall exceed 70 feet or six (6) stories in height.
- (7) **INDUSTRIAL PERFORMANCE STANDARDS.** The discharge into the air of solids, liquids or gases which are detrimental to the public health, safety and welfare by causing injury to human, plant or animal life or to property is prohibited in the IL, UC-IL, Eola UC-I, and Rickreall UC-I Zones. In the IL, UC-IL, Eola UC-I, and Rickreall UC-I Zones no land or structure shall be used or occupied unless there is continuing compliance with the following standards:
 - (a) **Heat, glare and light:**

All operations and facilities producing heat, glare or light, including exterior lighting, shall be so directed or shielded by walls, fences, or evergreen plantings that such heat, glare or light is not reflected or directed onto adjacent properties or streets.
 - (b) **Noise:**

No noise or sound in the IL, UC-IL, Eola UC-I, and Rickreall UC-I Zones shall be of a nature which will constitute a nuisance and all uses in the IL, UC-IL, Eola UC-I, and Rickreall UC-I Zones within 150 feet of an IP or UC-IP Zone shall not exceed the limits prescribed for the IP or UC-IP Zone.
 - (c) **Sewage:**

Adequate provisions shall be provided for the disposal of sewage and waste materials and such provisions shall meet the requirements of the Department of Environmental Quality.

(d) Vibration:

No vibration, other than that caused by highway vehicles and trains, shall be permitted which is discernible without instruments at or beyond the property line for the use concerned.

(D) Heavy Industrial Zoning District (IH) & Unincorporated Community Heavy Industrial Zoning District (UC-IH)

- (1) LOT AREA. There are no minimum lot area requirements for buildings in the IH or UC-IH Zones.
- (2) FRONT YARD. There shall be no front yard required in the IH or UC-IH Zones.
- (3) SIDE YARDS. No side yard shall be required in the IH or UC-IH Zones, but if one is provided, it shall be at least three (3) feet; provided, however, where the side of a lot in the IH or UC-IH Zone abuts upon or is adjacent to the side of a lot in any residential zone, then there shall be a side yard the same as is required in such abutting residential zone, and said yard shall be contained by a wall or fence not less than six (6) feet in height or compact evergreen hedge not less than three (3) feet and capable of obtaining a height of six (6) feet.

In the UC-IH Zone, side yards adjacent to an Exclusive Farm Use Zone, Farm Forest Zone, Farm Forest Overlay Zone, or Timber Conservation Zone shall be a minimum of 20 feet. A variance to this standard may be granted, subject to the provisions of Chapter 122 (Variances) of the Zoning Ordinance, subject to a showing that the proposed variance will not adversely affect adjacent farm or forest uses.

- (4) REAR YARD. In the IH or UC-IH Zones, no rear yard is required, except as herein provided, but if one is provided it shall be not less than three (3) feet in depth exclusive of any alley. A rear yard shall be provided in the IH and UC-IH Zones when:
 - (a) The lot abuts or is adjacent to a premises used or is zoned for residential purposes. The yard shall be not less than three (3) feet in depth.
 - (b) The buildings or structures or portions thereof on a lot are used for residential purposes, in which circumstances, side and rear yard restrictions in the RM Zone (Section 112.380 (C)(3)) shall apply. In the case of subsection (a) of this section, the rear yard shall be contained by a wall or fence or ornamental compact evergreen hedge not less than three (3) feet high and capable of attaining a height of six (6) feet.
 - (c) A landscaped yard three (3) feet in depth shall be provided in all side and rear yards adjacent to a street.

In the UC-IH Zone, a rear yard adjacent to an Exclusive Farm Use Zone, Farm Forest Zone, Farm Forest Overlay Zone, or Timber Conservation Zone shall be a minimum of 20 feet. A variance to this standard may be granted, subject to the provisions of Chapter 122 (Variances) of the Zoning Ordinance, subject to a showing that the proposed variance will not adversely affect adjacent farm or forest uses.

- (5) LANDSCAPED YARD. All yards shall be landscaped exclusive of through direct driveways, adjacent to every street, on every lot upon which a new non-residential structure is erected, or a graveled or unimproved lot is paved or a lot is newly developed for the outdoor sale or display of merchandise, goods or services.

- (6) **HEIGHT.** In the IH and UC-IH Zones, no building or structure shall exceed 70 feet or six (6) stories in height.
- (7) **INDUSTRIAL PERFORMANCE STANDARDS.** The discharge into the air of solids, liquids or gases which are detrimental to the public health, safety and welfare causing injury to human, plant or animal life or to property is prohibited in this industrial zone. In the IH and UC-IH Zones, no land or structure shall be used or occupied unless their in continuing compliance with the following standards:
 - (a) **Heat, glare and light:**

All operations and facilities producing heat, glare or light, including exterior lighting, shall be so directed or shielded by walls, fences, evergreen plantings, that such heat, glare or light is not reflected or directed onto adjacent properties or streets.
 - (b) **Noise:**

No noise or sound in the IH and UC-IH Zones shall be of a nature which will constitute a nuisance and all uses in the IH and UC-IH Zones within 150 feet of an IP or UC-IP Zone shall not exceed the limits prescribed for the IP or UC-IP Zone.
 - (c) **Sewage:**

Adequate provisions shall be provided for the disposal of sewage and waste materials and such provisions shall meet the requirements of the Department of Environmental Quality.
 - (d) **Vibration:**

No vibration other than that caused by highway vehicles and trains shall be permitted which is discernible without instruments at or beyond the property line for the use concerned.

(E) Rural Industrial Zoning District (R-IND)

- (1) **LOT AREA.** The minimum lot area shall be adequate to provide for an approved on site septic system, a potable water source, parking and other applicable development standards of this Chapter and other general provisions and exceptions set forth by this ordinance.
- (2) **LOT WIDTH.** The minimum average lot width shall be 100 feet. The minimum average lot width at the street shall be 50 feet.
- (3) **LOT DEPTH.** The minimum average lot depth shall be 100 feet.
- (4) **FRONT YARD.** The minimum front yard shall be twenty (20) feet for all structures. A ten (10) foot wide landscaped area parallel to the front yard setback, excluding access/egress shall be established within the required front yard setback. Vehicle maneuvering is permitted within the balance of the front yard setback, however, required off-street parking is expressly prohibited.
- (5) **REAR AND SIDE YARDS.** No side or rear yard shall be required, except where a lot abuts a residential use or district, there shall be a yard not less than the rear yard required by the abutting residential district.

Corner lots shall have no sight obstruction between three (3) feet and ten (10) feet in height measured from street grade within 30 feet in either direction from the street corner, as measured from the property line.

The minimum yards shall be increased where such yard or setback abuts a street having insufficient right-of-way width to serve the area. The right-of-way shall be determined according to the applicable transportation plan.

The side or rear yard may be eliminated where a railroad service to the site is obtained at the edge of the lot.

- (6) HEIGHT. No building or structure shall exceed seventy (70) feet in height unless authorized through a Variance.
- (7) LOT COVERAGE. No lot shall be covered with structures in excess of sixty (60) percent of the total lot area.
- (8) ACCESS. To facilitate access and egress, all lots in this District shall abut or be within 250 feet of a public street, road or highway; or be located on a private road constructed to applicable private road standards.
- (9) OPEN STORAGE YARDS.
 - (a) All yard areas, exclusive of those required to be landscaped may be used for materials and equipment storage yards or areas and may be used for the purposes permitted in the R-IND Zone, provided such yard area is enclosed with an ornamental, sight-obscuring fence or wall placed at a height of six (6) feet or a compact evergreen hedge planted at three (3) feet and capable of obtaining a minimum height of six (6) feet. Any fence, wall or hedge shall be located on the property at the required setback line in the same manner as if said fence or wall were a building.
 - (b) No material or equipment shall project above the six (6) feet screen, unless authorized by a variance.
 - (c) The surface of such area shall be paved or graveled and maintained at all times in a dust-free condition; except, that all automobile and truck parking and loading areas shall be paved, as provided in Section 112.220 through 112.280.
 - (d) Any lighting maintained in conjunction with material and equipment storage areas shall be so oriented as to not shine on or reflect into abutting properties or streets.
- (10) INDUSTRIAL PERFORMANCE STANDARDS. The discharge into the air of solids, liquids or gases which are detrimental to the public health, safety and welfare causing injury to human, plant or animal life or to property is prohibited in this industrial zone. In the R-IND Zone, no land or structure shall be used or occupied unless their in continuing compliance with the following standards:
 - (a) Heat, glare and light:

All operations and facilities producing heat, glare or light, including exterior lighting, shall be so directed or shielded by walls, fences, evergreen plantings, that such heat, glare or light is not reflected or directed onto adjacent properties or streets.
 - (b) Noise:

No noise or sound in the R-IND Zone shall be of a nature which will constitute a nuisance and all uses in the R-IND Zone within 150 feet of a residential Zone shall not exceed the limits prescribed for the IP Zone.
 - (c) Sewage:

Adequate provisions shall be provided for the disposal of sewage and waste materials and such provisions shall meet the requirements of the Department of Environmental Quality.

(d) **Vibration:**

No vibration other than that caused by highway vehicles and trains shall be permitted which is discernible without instruments at or beyond the property line for the use concerned. [Amended by Ordinance #00-03, dated May 5, 2000]

112.420 PUBLIC ZONE DEVELOPMENT STANDARDS

- (A) **LOT AREA.** The minimum requirements in PC, PE and PP Zones for dwellings shall be the same lot area prescribed for dwellings in the RM Zone, and in PA, PH and PS Zones, the same lot area prescribed for dwellings in the PH Zone. No main building, including dwellings, shall occupy more than 30 percent of the lot area in the PC, PE and PP Zones.
- (B) **FRONT YARD.** There shall be a front yard on every lot in all Public Zones, which front yard shall have a minimum depth of 20 feet. No parking shall be permitted within the minimum front yard area.
- (C) **SIDE YARDS.** Where the side of a lot in any Public Zone abuts upon the side of a lot in the SR, AR-5, AR-10, or AF-10 Zones, there shall be a minimum side yard of five (5) feet. There shall be added to these minimum requirements, one (1) foot for each multiple of 15 feet or portion thereof, that the length of that side of the building measures over 30 feet; in addition, any side yard adjacent to a street shall be a minimum of 20 feet and no parking shall be permitted within 10 feet of the street property line. [Amended by Ordinance #04-01, dated January 21, 2004.]
- (D) **REAR YARD.** In any Public Zone, there shall be a rear yard which shall have a minimum depth of 20 feet, which depth shall be increased by four (4) feet for each additional story above the first.
- (E) **HEIGHT.** No building or structure in a PC Zone shall exceed two and one-half stories or 35 feet. No building or structure in all other Public Zones shall exceed six (6) stories or seventy feet, provided that in PE and PP Zones the buildings or structures shall set back from every street and lot line one (1) foot for each foot of height of the building in excess of 35 feet in addition to all other yard and setback requirements herein specified.

112.430 RESOURCE ZONE DEVELOPMENT STANDARDS

(A) **Exclusive Farm Use Zoning District (EFU)**

(1) **YARDS**

- (a) There shall be front, side and rear yards of the following depths for lots in the Exclusive Farm Use Zoning District:

All buildings and structures

Front	Side	Rear
30 feet	20 feet	20 feet

- (b) Any side or rear yard adjacent to a street shall meet the yard requirement for a front yard.

- (c) When by this ordinance or any other ordinance, a greater setback or front yard of greater depth is required than is required by this section, the greater setback line or front yard depth shall apply. If a lesser setback or yard is required, the provisions of this ordinance shall apply.
 - (d) All structures are subject to any special setback lines, where specified on designated arterials or collectors, in addition to the above setbacks.
- (2) HEIGHT. There shall be a height limitation of 100 feet in the Exclusive Farm Use Zoning District, except for those lands subject to the Airport Overlay zone or any structure which has received a conditional approval which limits the height of said structure.

(B) Farm Forest Zoning District (FF)

(1) YARDS

- (a) There shall be front, side and rear yards of the following depths for lots in the Farm Forest Zoning District:

All buildings and structures

Front	Side	Rear
30 feet	20 feet	20 feet

- (b) Any side or rear yard adjacent to a street shall meet the yard requirement for a front yard.
 - (c) When by this ordinance or any other ordinance, a greater setback or front yard of greater depth is required than is required by this section, the greater setback line or front yard depth shall apply. If a lesser setback or yard is required, the provisions of this ordinance shall apply.
 - (d) All structures are subject to any special setback lines, where specified on designated arterials or collectors, in addition to the above setbacks.
- (2) HEIGHT. There shall be a height limitation of 100 feet in the F/F zone, except for those lands subject to the Airport Overlay zone or any structure which has received a conditional use approval which limits the height of said structure.

(C) Timber Conservation Zoning District (TC)

(1) SETBACK REQUIREMENTS.

- (a) No structure or use shall be established in a manner likely to cause contamination of a stream, lake or other body of water.
- (b) Front Yard. Every building shall have a setback from the front property line or any lot line adjacent to a street or road, of at least 30 feet.
- (c) Side Yard. The minimum side yard requirements in the TC Zoning District shall be 80 feet.
- (d) Rear Yard. The minimum rear yard requirements in the TC Zoning District shall be 80 feet.

Note: When land divisions create parcels of less than 40 acres for conditional uses listed in Sections 177.030 (H) and (L) and 177.040 (A) through (P), provided that those uses have been approved pursuant to Section 177.050 of this Ordinance, required building setbacks for these parcels will be determined on a case-by-case basis through the conditional use process and may vary from those required under Section 177.050 based upon the specific use authorized by the Conditional Use Permit.

(D) Mineral Extraction Zone (ME)

- (1) FRONT YARD. The minimum front yard setback for all structures in an ME Zone shall be 20 feet, unless by this ordinance or some other ordinance a greater setback is required.
- (2) SIDE YARD. The minimum side yard requirement in an ME Zone shall be ten (10) feet.
- (3) REAR YARD. The minimum rear yard required for any structure in the ME Zone shall be 24 feet.

Table No. 31-A – Number of Accessible Parking Spaces (Handicap)

Minimum Required Number of Total Parking Spaces	Accessible Space
1-25	1
26-50	2
51-75	3
76-100	4
101-150	5
151-200	6
201-300	7
301-400	8
401-500	9
501-999	2% of total spaces
over 1,000	20 spaces plus 1 for every 100 spaces or fraction thereof, over 1000

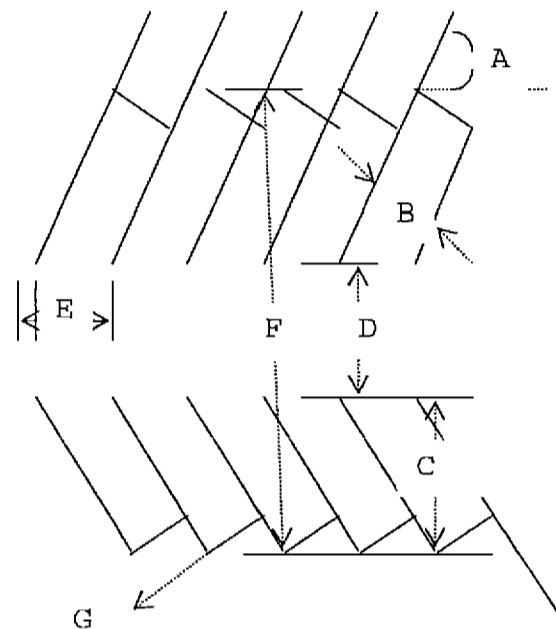
One in every eight accessible spaces, but not less than one, shall be served by an access aisle 96 inches wide minimum and shall be designated van accessible. The vertical clearance at such van spaces shall be 98 inches. All such spaces may be grouped on one level of a parking structure.

Table No. 31-B – Wheelchair Spaces Required in Assembly Areas

Capacity of Seating in Assembly Area	Number of Required Wheelchair Spaces
4 to 25	1
26 to 50	2
51 to 300	4
301 to 500	6
over 500	6, plus 1 for each 100 over 500

Appendix 1.

A	B	C	D	E	F	G
45	8.5	17.5	13.0	12.0	48.0	2.0
	9.0	17.5	12.0	12.7	47.2	2.0
	9.5	17.5	11.0	13.4	46.0	2.0
	10.0	17.5	11.0	14.1	46.0	2.0
60	8.5	19.0	18.0	9.8	56.0	2.5
	9.0	19.0	16.0	10.4	54.0	2.5
	9.5	19.0	15.0	11.0	53.0	2.5
75	8.5	19.5	25.5	8.8	64.0	2.5
	9.0	19.5	23.0	9.3	62.0	2.5
	9.5	19.5	22.0	9.8	61.0	2.5
	10.0	19.5	21.0	10.3	60.0	2.5
90	8.5	18.5	28.0	8.5	65.0	3.0
	9.0	18.5	26.0	9.0	63.0	3.0
	9.5	18.5	25.0	9.5	62.0	3.0
	10.0	18.5	24.0	10.0	61.0	3.0



A	Parking Angle
B	Stall Width
C	Stall Depth (no bumper overhang)
D	Aisle Width Between Stall Lines (5)
E	Stall Width Parallel to Aisle
F	Module Width (no bumper overhang)
G	Bumper Overhang

NOTE:

A.

- 1) For one (1) row of stalls use "C" plus "D" as minimum bay width.
- 2) Public alley width may be included as part of dimension "D", but all parking stalls must be on private property, off the public right-of-way.
- 3) For estimating available parking area, use 350 sq. ft. per vehicle for stall, aisle and access areas.
- 4) The stall width for self-parking of long duration is 8.6'; for higher turnover self-parking is 9.0'; and for supermarkets and similar facilities (shoppers with packages) is 9.5 – 10.0'.
- 5) The minimum aisle width for two-way traffic and for emergency vehicle operations area is 24'. The minimum aisle width for emergency vehicle access (one way traffic) is 20'.
- 6) Where appropriate bumper overhang area is provided (extruded curbs), "G" can be subtracted from "C" to determine stall depth.
- 7) Dimensions of required recreational vehicle spaces are 10' x 25'.

B.

Areas used for required parking or maneuvering of vehicles shall have a durable, hard surface. In all residential areas, a minimum of 2 ½ inches asphalt over 4 inches of aggregate base will be provided or 4 inches of Portland cement concrete. In commercial and industrial areas, either 3 inches asphalt over 4 inches aggregate base or a single pavement of 5 inches of Portland cement concrete is required. All required parking spaces shall be striped.



POLK COUNTY

COMMUNITY DEVELOPMENT

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

AUSTIN M^CGUIGAN
Director

MEMORANDUM

TO: Polk County Planning Commission

FROM: Polk County Community Development, Planning Division
Dana M. Gibson / Assistant Planner

DATE: September 30, 2009

SUBJECT: Board of Commissioners Public Hearing on updates to the Polk County Transportation Systems Plan; file Legislative Amendment 09-02; 2009; September 30, 2009, 9:00 A.M.; Polk County Courthouse Conference Room.

ISSUE:

The purpose of this public hearing is for the Board of Commissioners to receive public testimony, deliberate and consider the recommendation of approval on updates to Polk County's Transportation Systems Plan from the Planning Commission. A draft of the proposed Transportation Systems Plan (TSP) update is attached (Exhibit A).

The Planning Commission held public hearings on September 15, 2009 and September 29, 2009 and unanimously recommended that the Board of Commissioners adopt the proposed updated TSP with several changes. The Planning Commission recommends including the housekeeping changes identified in Exhibit I, the functional classification changes included in Exhibit J, including Polk County's definitions of the functional classifications, in place of the federal definitions, as the classification system example on page 5-1, and a more general description of natural gas pipeline locations on page 1-2.

RECOMMENDATION:

Staff recommends that the Board of Commissioners conduct a public hearing, receive public testimony, on this issue. Staff recommends that the Board adopt the amendments to the TSP included as Exhibit A to this memo with housekeeping changes identified in Exhibit I, functional classification changes identified in Exhibit J, and text changes on pages 5-1 and 1-2 as recommended by the Planning Commission. If the Board determines that changes to the proposed amendments are needed, the Board may direct Staff to prepare text changes to the amendments as needed.

STAFF REPORT:

Legislative Amendment 09-02 would update Polk County's TSP for the next 20 year planning period. The applicable review and decision criteria are listed in Polk County Zoning Ordinance Section 115.060. The staff report including Exhibits, Exhibits A – B, are located for your review on the Polk County webpage at http://www.co.polk.or.us/Current_Projcts.

I. BACKGROUND

The Transportation Systems Plan is designed to function over an approximately 20 year period. In 1998, Polk County went through the legislative amendment process to develop the Transportation Systems Plan. Since that time, the county has completed the majority of the projects that were proposed within the plan.

This proposal is to update the existing TSP. Proposed updates include the updated goals and policies, transportation projects, update of the coordinated population projection, employment forecasts, and inventory information (including traffic counts on State highways). This update would also ensure development in the cities over the last decade are coordinated within the County TSP and that the updated city TSP's are reflected in the County TSP.

Two copies of the draft text amendments were provided with notification to the Oregon Department of Land Conservation and Development on July 31, 2009 pursuant to Oregon Revised Statutes 197.610 and Oregon Administrative Rule 660, Division 18.

Planning Division staff provided notification of the Planning Commission and Board of Commissioners public hearings for file LA 09-02 to the Dallas Itemizer-Observer Newspaper for publication on April 26, 2009. Notice was mailed to local agencies and other interested parties, April 26, 2009. Notification of this legislative proceeding has been fulfilled pursuant to Polk County Zoning Ordinance (PCZO) Section 111.370. Pursuant to PCZO 115.040, the Planning Commission shall conduct a public hearing and submit a recommendation to the Board of Commissioners.

II. COMMENTS RECEIVED

Comments from the Citizen Advisory Committee (CAC) and Daniel L. Fricke, Sr. Transportation Planner, ODOT, are attached.

No other comments were received as of the writing of this staff report.

II. CRITERIA FOR LEGISLATIVE PLAN AMENDMENTS

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

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

Oregon Statewide Planning Goals and Guidelines

GOAL 1: CITIZEN INVOLVEMENT

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

Findings: Task 1 of the Transportation Systems Plan (TSP) update involved forming both a Citizen Advisory Committee (CAC) and a Technical Advisory Committee (TAC). The members of both the CAC and TAC met on a regular basis to review, discuss, and amend the proposed changes to the 2009 TSP. An open house was held on June 17, 2009, to provide an opportunity for public comment on the proposed changes and to discuss the various transportation projects planned for the next planning period. No comments were received from open house participants. Notification of the open house was published in both the Polk County Itemizer Observer Newspaper and Statesman Journal newspapers, as well as being posted on the web sites for both publications.

Notice was provided pursuant to PCZO 111.370 and the draft TSP was made available for public review and comment. Notice of the legislative process was published in the Itemizer/Observer Newspaper and mailed to local agencies and other interested parties, April 26, 2009. Public comment was accepted via email, mail, telephone and in person. Public hearings on the proposed changes to the Polk County

Comprehensive Plan and implementing ordinances are scheduled to be held by the Polk County Planning Commission and Board of Commissioners during Summer/Fall of 2009. These hearings will provide further opportunity for public comment on the proposed changes. More detailed information about the public involvement program can be found in Exhibit G.

At the September 15, 2009 public hearing before the Planning Commission, Mr. Don Duhrkopf and Mr. Dennis Brown both provided testimony on the road classifications of two county roads; Ruben Boise Road and Pioneer Road. As a result of that testimony, the Public Works Director, Mr. Ken Husby re-evaluated the classifications of those roads. The result was the classification of Ruben Boise Road was changed from a Local Road to a Resource Road, as it connects timber areas to Ellendale Road. A memo from Mr. Husby provides further detail on other recommended changes in functional classification for the 2009 TSP. The memo is provided as Exhibit J to this staff report. Also based on this testimony, the Planning Commission left the record open for written testimony until September 22, 2009, and continued the public hearing until September 29, 2009 at 7:00 p.m. At the September 29, 2009 Planning Commission public hearing, Mr. Husby provided additional information regarding the reclassification of roads and answered questions from members of the public and the Planning Commission.

This TSP update has been processed consistent with Statewide Planning Goal 1.

GOAL 2: LAND USE PLANNING

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

Findings: Preliminary tasks for the Polk County TSP update included a thorough review and analysis of all relevant State, regional and local planning documents in order to establish a planning process and policy framework. This review identified how the documents influence planning for the proposed TSP update project. Exhibit C, Technical Memo #1 – Existing and Future Conditions, describes the existing and expected future conditions within the TSP and provides a detailed description of the land use scenario that was used, including future household and employment growth and development patterns. The scenario was used for modeling the transportation network and determining where deficiencies may occur over time. This requirement was implemented in the updated TSP in Section V – the Road Plan element, describing the land use and zoning conditions and historic growth patterns in the county, and provides an inventory of existing transportation facilities and their relative functionality. A summary of deficiencies and issues is also provided based on this analysis of current conditions.

The Polk County TSP was prepared jointly by Mid-Willamette Valley Council of Governments (MWVCOG), Senior Planner Jim Jacks, Polk County and ODOT. Coordination between the agencies took place routinely throughout the process. As stated earlier, the CAC and TAC were established to guide the TSP update process. The CAC consisted of citizen representatives from Polk County. The TAC consisted of representatives from Polk County (including the cities), Salem Keizer Metro Planning Organization, DLCD, and ODOT. Meetings of these groups are documented in the record for the TSP update. Also, a detailed review of plans and policies can be found in Exhibit G: Citizen Comments and Staff Responses.

Policies within the TSP ensure that Polk County will continue to coordinate with State agencies and cities on development activity and land use actions that could potentially impact the transportation facilities within the county. The analysis from Exhibit C: Existing and Future Conditions determined that improvements to the TSP were necessary in order to accommodate future traffic. Appendices A through E of the updated TSP, offer a factual base to support the TSP update project and provide evidence to demonstrate compliance with the applicable Polk County review standards.

The TSP update was coordinated with local and State governments in compliance with Statewide Planning Goal 2.

GOAL 12: TRANSPORTATION

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

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

Findings: Polk County identified and reviewed existing plans, policies and programs in the preparation of the Polk County TSP update. Federal, State, regional and local jurisdictions have produced a number of transportation studies, plans and other transportation related documents. Polk County evaluated the relevant transportation planning documents to determine if there are any conflicts and discrepancies between these documents and the 1998 TSP. The following documents were reviewed:

- Oregon Administrative Rule 660-012; the Transportation Planning Rule (TPR);
- Oregon Transportation Plan (OTP), including State modal plans;
- Oregon Bicycle and Pedestrian Plan (1995);
- Oregon Transportation Safety Action Plan (2006);
- Oregon Public Transportation Plan (1997);
- Oregon Highway Plan (1999);
- Oregon Rail Freight and Passenger Plan (2001);
- Oregon Administrative Rule (OAR) regarding access management;
- Freight Moves the Oregon Economy Report;
- Statewide Transportation Improvement Program (STIP) 2008-2011;
- City Comprehensive Plans – Dallas, Falls City, Independence, Monmouth, Salem (portion), and Willamina (portion).

REVIEW OF STATE AND CITY PLANS

OREGON TRANSPORTATION PLANNING RULE (1991, last amended in 2006)

The Oregon Transportation Planning Rule (TPR) requires cities and counties to develop a Transportation System Plan (TSP) to accommodate future travel demand resulting from adopted land uses. The TSP must accommodate all travel modes in use within the county, be consistent with the Oregon Transportation Plan (OTP), and coordinated with Federal, State, local agencies, and regional transportation providers.

The TPR requires each local TSP to assess existing facilities for their adequacy and deficiencies; develop and evaluate system alternatives needed to accommodate land uses in the acknowledged comprehensive plan; and adopt local land use regulations to support implementation of the . The County TSP must describe public transportation services for the transportation disadvantaged and identify service

inadequacies. The County TSP must also ensure its functional classification system is consistent or compatible with those applying to facilities maintained by adjacent jurisdictions.

The TPR requires (660-012-0045) local governments to adopt land use or subdivision regulations for urban areas and rural communities that, "...provide for safe and convenient pedestrian, bicycle and vehicular circulation, to ensure that new development provides on-site streets and accessways that provide reasonably direct routes for pedestrian and bicycle travel in areas where pedestrian and bicycle travel is likely if connections are provided, and which avoids wherever possible levels of automobile traffic which might interfere with or discourage pedestrian or bicycle travel." Local governments are required to establish their own standards or criteria for providing streets and accessways consistent with the TPR. Examples of these measures include standards for spacing of streets or accessways, and standards for excessive out-of-direction travel.

The 1998 Polk County TSP and Zoning Ordinance include general and specific requirements to provide safe and convenient pedestrian, bicycle and vehicular travel. The 1998 Polk County TSP was found to comply with the TPR in effect at that time. The purpose of the 2009 Polk County TSP review is to update the coordinated population projection, update inventory information including the traffic counts on State highways, update the list of county projects with "rough cost estimates" (OAR 660-012-0040(3)), update the major ODOT projects in the county, update the trip projections, and ensure the development in the cities over that last decade is considered and that the updated city TSP's are reflected in the Polk County TSP. The updated TSP Road Plan - Existing Transportation System and Current Needs element, found in Section V; and the Transportation Forecast and Deficiencies element, found in Section VI of the TSP, address OAR 660-12, the TPR, and elements of the OTP. These sections discuss the transportation system roads, functional classifications, road network and standards, and access management.

Overall, the Polk County TSP meets the requirements of the TPR, is coordinated with the City TSP's, is consistent with the Oregon Transportation Plan, and includes comprehensive plan policies and zone ordinance standards that implement the TPR.

OREGON TRANSPORTATION PLAN (2006)

The Oregon Transportation Plan (OTP) is composed of several documents. The OTP is the State transportation policy and is a comprehensive, long-range plan for a safe, multimodal transportation system. It must comply with Federal legislation. It operates in the legal context of the State Agency Coordination Program and the Land Conservation and Development Commission's Transportation Planning Rule. The OTP guides transportation planning efforts and transportation system improvements in the State. The OTP and its modal elements represent the State's TSP and guides all transportation planning in Oregon. The plans provide a framework for cooperation between ODOT and local jurisdictions and offers guidance to cities and counties for developing local modal plans. The following list shows the different modal plans that have been established and the year the plan was adopted by the Oregon Transportation Commission.

Adopted Elements of the Oregon Transportation Plan

Oregon Transportation Plan or Plan Element	Year Adopted
Bicycle and Pedestrian Plan	1995
Public Transportation Plan	1997
Highway Plan	1999, Amended 2006
Aviation System Plan	2000
Transportation Safety Action Plan	2004, Amended 2006

The Oregon Transportation Commission (OTC) originally adopted the OTP in September 1992. An update was adopted by the OTC in September 2006. The OTP has seven goals related to:

- (1) Mobility and Accessibility,
- (2) Management of the System,
- (3) Economic Vitality,
- (4) Sustainability,
- (5) Safety and Security,
- (6) Funding the Transportation System, and
- (7) Coordination, Communication and Cooperation.

Oregon Revised Statute 184.618(1) requires the OTC to, as its primary duty, develop and maintain a plan for a multimodal transportation system for Oregon. Additionally, the OTP implements the Federal Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU, 2005) requirements. The OTP also meets land use planning requirements for State agency coordination and the Goal 12 Transportation Planning Rule. This rule requires ODOT and the cities and counties of Oregon to cooperatively plan and develop balanced transportation systems.

The OTP does not have the authority to impose OTP goals, policies and performance recommendations on other than State agencies (OTP, p. 34). Although the OTP does not place requirements on Polk County's Transportation Systems Plan, the county's plan must continue to be updated to ensure it is consistent with the TPR, and to ensure the County TSP and the OTP are coordinated.

The 1998 Polk County TSP was prepared and adopted within the legal context of the State Agency Coordination Program and the Land Conservation and Development Commission's TPR. The purpose of the 2009 Polk County TSP review is to update the coordinated population projection, update inventory information including the traffic counts on State highways, update the list of county projects with "rough cost estimates" (OAR 660-012-0040(3)), update the major ODOT projects in the county, update the traffic count projections, and ensure the development in the cities over that last decade is considered and that the updated city TSP's are reflected in the Polk County TSP. Overall, the Polk County TSP meets the requirements of the TPR, is coordinated with the City TSP's, is consistent with the Oregon Transportation Plan, and includes comprehensive plan policies and zoning ordinance standards that implement the TPR and are consistent with the TPR. This updated was coordinated with ODOT and the cities within Polk County.

The 1998 TSP includes a section entitled, Finance Plan which describes financing mechanisms such as system development charges, local improvement districts, conditions of approval for development, and funding sources such as the Oregon Highway Fund, Immediate Opportunity Grant Program (ODOT), Special Public Works Fund, Oregon transportation Infrastructure Bank, Community Transportation Grant Program (ODOT), and others. The 1998 TSP did not take into consideration a revenue constrained funding scenario. As part of coordinating the OTP with the Polk County TSP, the updated TSP includes an analysis of future local, county, and State funding to consider transportation improvements possible for the short, medium and long term planning horizon. The Finance Plan element, found in Section XI of the updated TSP includes an updated financial section that was developed consistent with the 2006 Oregon Transportation Plan method of analysis and includes: Joint Funded Interchange Projects (Table 15, Section X), Ten Year Revenue History (Table 17, Section VI), and Revenue Projection (Table 18, Section VI).

OREGON BICYCLE AND PEDESTRIAN PLAN (1995).

The Oregon Bicycle and Pedestrian Plan (OBPP) is an element of the OTP and thus does not have the authority to impose OTP goals, policies and performance recommendations on other than State agencies.

The OBPP guides planning and the design and operation of facilities for bicycle and pedestrian travel. The Plan is divided into two sections:

- (1) Policy & Action, and
- (2) Planning, Design, Maintenance & Safety.

Section 1, Policy & Action, provides background information and addresses the goals, actions, and implementation strategies ODOT will use to improve bicycle and pedestrian transportation. The material on Walkway Planning, Design Maintenance & Safety, provides guidelines to ODOT, cities and counties in designing, construction and maintaining pedestrian and bicycle facilities. The OBPP is often used by local governments as a guide for the planning and design of facilities for these travel modes. The 2003 Highway Design Manual (HDM) also contains sidewalk and bicycle lane standards that are inconsistent, and in some cases more stringent than those found in the 1995 OBPP. An update of the OBPP was due for completion in 2008 and it will modify the standards in the OBPP to bring them into consistency with the HDM.

As of this writing, the ODOT website does not show the OBPP update has been completed. If it is completed during the update of the Polk County TSP, the updated TSP and implementing regulations will be reviewed for consistency. Regardless of the OBPP update timing, the Polk County TSP is consistent with the 1995 OBPP. The Bicycle and Pedestrian element, found in Section VI of the updated TSP, including Figure 4 – Polk County Bike Facilities, addresses the OBPP.

OREGON TRANSPORTATION SAFETY ACTION PLAN (2006).

The Oregon Transportation Safety Action Plan (OTSAP) is an element of the OTP and thus does not have the authority to impose OTP goals, policies and performance recommendations on other than State agencies. The OTSAP established the safety priorities for Oregon by identifying 70 actions relating to all modes of transportation and the roadway, driver and vehicle aspects. Included in the plan is a specific action regarding how safety issues should be considered in local transportation planning.

Local TSP's, as well as modal and corridor plans should consider the following:

- (1) Involvement in the planning process of engineering, enforcement, and emergency service personnel as well as local transportation safety groups;
- (2) Safety objectives; and
- (3) Resolution of goal conflicts between safety and other issues.

The 1998 Polk County TSP was acknowledged prior to the 2006 Oregon Transportation Safety Action Plan. Based on a review, the 1998 Polk County TSP is consistent with the Safety Action Plan. The TSP update has been coordinated with the Polk County Sheriff's Department and the Polk County Emergency Manager. The updated 2009 Polk County TSP is also consistent with the Safety Action Plan.

OREGON PUBLIC TRANSPORTATION PLAN (1997)

The Oregon Public Transportation Plan (OPTP) is an element of the OTP and thus does not have the authority to impose OPTP goals, policies and performance recommendations on other than State agencies. The OPTP primarily focuses on public transportation in metropolitan and urban areas. It addresses service at three levels: Freeze Services at Current Levels, Keep Pace with Growth, and Respond to State and Federal Mandates and Goals. The OPTP includes minimum level of service standards in communities of 2,500 within 20 miles of an urban central city. Polk County's July 1, 2007 estimated population is 67,505 (Portland State University Center for Population Research and Census). The cities in the county are estimated at: Dallas, 15,065; Monmouth, 9,335; Independence, 7,905; Falls City, 965, and Willamina, 1,885 (a portion of Willamina is in Polk County). All the cities, except Falls City and Willamina, are within 20 miles of Salem.

The OPTP's minimum public transportation level of service (LOS) standards in communities of 2,500 within 20 miles of an urban central city are:

- Provide daily peak hour commuter service to the core areas of the central city.
- Provide a guaranteed ride home program to all users of the public transportation system and publicize it well.
- Provide park-and-ride facilities along transit route corridors to meet reasonable peak and off-peak demand for such facilities.
- Maintain vehicles and corresponding facilities in a cost-effective manner and replace vehicles when they reach the manufacturers' suggested retirement age.
- Establish ride-matching and demand management programs in communities of 5,000 where there are employers with 500 or more workers who are not already covered by a regional ride-matching/demand management program.
- Establish ride-matching and demand management programs in communities of 10,000.

The OPTP's focus is on public transportation facilities in urban areas, travel between urban areas, and serving urban job centers. Because it is a county TSP, the Polk County TSP does not include significant language about the urban to urban public transportation system. The County Comprehensive Plan's Policy 1-11 includes policy support of public transportation, but does not specifically mention the Chemeketa Area Regional Transportation System (CARTS) with its service to Dallas, Monmouth and Independence; the Salem Area Mass Transit District's Grand Ronde 2X Express service to the Spirit Mountain Casino and the Tribal Governance Center; and the Yamhill County Transit Area's service to Grand Ronde via Willamina, Sheridan and McMinnville. The Transportation Goals and Policies element, found in Section III, and the Public Transportation element, found in Section VIII, of the updated TSP address the ongoing importance of a county public transportation system consistent with the goals of the OPTP.

OREGON HIGHWAY PLAN (1999)

The Oregon Highway Plan (OHP) is an element of the OTP and thus does not have the authority to impose OHP goals, policies and performance recommendations on other than State agencies (OTP, p. 34). The OHP defines policies and investment strategies for State highways for the next 20 years. Additionally, it refines the goals and policies of the OTP and is part of Oregon's Statewide Transportation Plan. The OHP has three main elements:

- (1) The Vision presents a vision for the future of the State highway system, describes economic and demographic trends in Oregon, describes future transportation technologies, summarizes the policy and legal context of the Highway Plan, and contains information on the current highway system;
- (2) The Policy Element contains goals, policies, and actions in five policy areas: system definition, system management, access management, travel alternatives, and environmental and scenic resources; and
- (3) The System Element contains an analysis of State highway needs, revenue forecasts, descriptions of investment strategies and implementation strategies, and performance measures.

The Highway Plan gives policy and investment direction to corridor plans and transportation system plans that are being prepared around the State, but it leaves the responsibility for identifying specific projects and modal alternatives to these plans.

The OHP addresses State Highways in Polk County, and designates Highways 18, 22 and 99W as State Freight Routes. It indicates Highway 22 from milepost 0.00-25.97 and Highway 18 from milepost 0.22-52.65 are federally designated Truck Routes. It indicates Highway 51 is a District Highway in the State

Classification System. It indicates Highway 99W through Polk County (from milepost 44.75 just south of Amity to milepost 80.73 just north of Corvallis) is a Regional Highway in the State Classification System, is a State Freight Route, and is a federally designated Truck Route. It indicates Highway 221 from milepost 0.00-9.26 (Salem towards Dayton) is a District Highway in the State Classification System and from milepost 9.26-20.78 (Salem towards Dayton) is a Regional Highway in the State Classification System. It indicates Highway 18B (Business) through Sheridan and Willamina (a small portion of Willamina is in Polk County) is a District Highway in the State Classification System. It indicates Highways 51, 99W, 194 and 223 are Intermodal Connectors on the National Highway System (OHP, Maps, Intermodal Connectors on the National Highway System, June 2006). The operational and access management standards in the OHP apply to State highways in Polk County. As part of the TSP update, the functional classifications were designated consistent with the OHP.

The 1998 TSP included comprehensive plan goals and policies as well as implementation standards that are consistent with the OHP. For example, it references to the Zoning Ordinance's standards for right-of-way widths and paved surface widths; functional classifications; county road standards; and access management standards for State Highways. Table 9 is "Access Management Standards – State Highways" showing the standards ranging from 300 feet to 1,200 feet for rural private drives and from one-quarter mile to one mile for public roads for Category 3, 4, 5 and 6 Highways. The Category system was checked with ODOT to verify that the spacing standards have not changed. Other portions of the 1998 TSP were reviewed to ensure continued consistency with the OHP.

The Transportation Goals and Policies element found in Section III of the updated TSP also includes the Access Management Spacing Standards (Tables 9A, 9B, 9C and 9D) for approaches on statewide, regional and district highways. Also found in Section III of the updated TSP, Table 9D addresses the Minimum Spacing Standards applicable to non-freeway interchanges and two-lane crossroads. An updated functional classifications map is included as Figure 3, found in Section V, of the Road Plan element. The Polk County Road Standards are included as Table 7, also found in Section V, of the Road Plan element. These standards were verified with ODOT to ensure accuracy.

OREGON RAIL FREIGHT AND PASSENGER PLAN (2001)

The Oregon Rail Freight and Passenger Plan (ORFPP) is an element of the OTP and thus does not have the authority to impose OHP goals, policies and performance recommendations on other than State agencies. This plan presents an overview of the rail system in Oregon. It outlines the State rail planning process and examines specific rail lines in detail that may be eligible for State or federal financial assistance. The Plan examines the increasing trend of service on low-density rail lines by the short haul (Class III) railroads. In addition, the plan describes minimum level of service (LOS) standards for freight and passenger rail systems in Oregon. The previously adopted Passenger Policy and Plan (1994) is now a component of the Oregon Rail Freight and Passenger Plan.

In 1999, the Oregon Transportation Commission adopted policies relating to rail service, one of which is relevant to the Polk County TSP if the railroad ROW is used in the future for rail service and stated as follows:

Policy 4: Integrate rail freight considerations into the State's land use planning process.

Actions:

- 1. Recognize the social, economic and environmental importance of rail freight service.*
- 2. Encourage land use zoning and ordinances that enhance and protect existing rail freight service.*
- 3. Work with communities to minimize conflicts between railroad operations and other urban activities.*

4. *Assist in removing constraints to improved railroad operating efficiency within urbanized areas. Work with communities to consolidate or close existing grade crossings and prevent the establishment of unjustifiable new grade crossings.*

Polk County is served by a short haul rail company via tracks from McMinnville south through Whiteson and Amity to Rickreall and Independence and on to Corvallis in Benton County. At Whiteson a branch runs west to Sheridan, Willamina and Grand Ronde. Southeast of Rickreall a branch runs west to Dallas. At Corvallis a branch runs west to Toledo on Yaquina Bay and another branch runs east to Albany and the Union Pacific mainline for freight and AmTrak. The Polk County TSP covers rural areas where there is not likely to be any new road crossings of the short haul tracks or any new pedestrian accessways crossing the short haul tracks.

It should be noted that ORS 197.794 requires cities and counties to provide notice to a railroad company and ODOT upon submittal of certain applications for land use decision, limited land use decision or expedited land use decision. ORS 197.794 states:

- (1) As used in this section, "railroad company" has the meaning given that term in ORS 824.200.
- (2) If a railroad-highway crossing provides or will provide the only access to land that is the subject of an application for a land use decision, a limited land use decision or an expedited land division, the applicant must indicate that fact in the application submitted to the decision maker.
- (3) The decision maker shall provide notice to the Department of Transportation and the railroad company whenever the decision maker receives the information described under subsection (2) of this section [2003 c.145 §2].

PCZO 111.245 requires notice of land use applications to any affected jurisdiction, State or local agency including railroad companies and ODOT. In addition, PCSO Chapter 91 requires a Traffic Impact Analysis for specified development proposals.

OREGON ADMINISTRATIVE RULE ON ACCESS MANAGEMENT (OAR 734-051)

ODOT manages access to the highway facilities of the State to the degree necessary to maintain functional use, highway safety, and the preservation of public investment consistent with the 2006 OHP and adopted local comprehensive plans. The purpose of Oregon's Access Management Rules is to govern the issuing of construction, operation, maintenance and use permits for approaches onto State highways, State highway rights-of-way and properties under the State's jurisdiction. These rules also govern closure of existing approaches, spacing standards, medians, variances to the standards, appeal processes, and grants of access.

Through these rules, the State implements its policy to manage the location, spacing and type of road and street intersections and approaches on State highways to ensure the safe and efficient operation of State highways consistent with their classification, and the designation of the particular highway segment. OAR 734-051 contains policies and standards regulating access, and generally holds that access control should be considered beneficial when:

- Protecting resource lands;
- Preserving highway capacity on land adjacent to an urban growth boundary; or
- Ensuring safety on segments with sharp curves, steep grades or restricted sight distance or those with a history of accidents.

Several State highways serve Polk County. They are the primary vehicle transportation system for the county. As indicated above in the description of OAR 734-051, ODOT controls access onto State highways. Polk County coordinates with ODOT when land development is proposed on lands abutting State highways to ensure ODOT is aware of the proposed development and can participate in the process. The Polk County application process requires development applicants contact ODOT regarding access

onto State highways. ODOT plans and the Polk County Comprehensive Plan calls for coordination to address access issues and there has been good coordination among the parties since the original TSP was adopted. The Polk County TSP and Zoning Ordinance include access management standards that comply with the requirements of the Oregon Highway Plan. The TSP update is consistent with OAR 734-051.

FREIGHT MOVES THE OREGON ECONOMY

The publication "Freight Moves the Oregon Economy" states, "Freight plays a major role in moving the Oregon economy. Most freight moves by truck, rail, waterway, air and pipeline with trucks accounting for the greatest volume." According to the publication, Oregon's major roadway corridors for moving freight correspond to federal or State highways. This publication indicates that those highways not on the State Highway Freight System have common problems, including: congestion; access; pavement in poor condition; and inadequate bridges. It also notes that freight haulers experience congestion related problems, including difficulty making turning movements between local roads and highways.

Polk County's freight movements are, primarily, via State Highways 18, 22, 51 and 99W with lesser movements on State Highways 221, and 223. State Highways 18, 22 and 99W are part of the State Highway Freight System. Truck traffic on State highways in Polk County does not, generally, experience congestion during peak hours because by-pass routes constructed decades ago take Highway 18 around Willamina (and Sheridan in Yamhill County) and take Highway 22 around Dallas. The greatest congestion for freight on Highway 22 is at the Polk/Marion County boundary at the Willamette River where the bridges are congested at the peak travel hours. State Highway 99W goes through Monmouth which has a signal at its intersection with Highway 51 and a signal at the north end of town at Hoffman Road, and one signal in Rickreall (unincorporated). The signals tend to impede freight movement. State Highway 18 in the Grand Ronde area can be congested during the tourist season. However, the Fort Hill interchange will help to alleviate some congestion at Fort Hill, but not at the entry to Spirit Mountain Casino. The project list includes an interchange at Highway 51 and 22 and Doaks Ferry and 22. Policy 3.7 of the updated TSP states Polk County's support of a third bridge over the Willamette River. Staff concludes that the TSP update is intended to improve freight movement.

STATEWIDE TRANSPORTATION IMPROVEMENT PROGRAM 2008-2011

The Statewide Transportation Improvement Program (STIP) is the State's transportation capital improvement program. It fulfills the requirements of the Federal Safe, Accountable, Flexible, Efficient, Transportation Equity Act: a Legacy for Users (2005). The STIP lists the schedule of transportation projects for the four-year period from 2008 to 2011. It is a compilation of projects utilizing various federal and State funding programs, and includes projects on the State, county and city transportation systems as well as projects in the National Parks, National Forests, and Indian Reservations.

The 1998 TSP addressed the STIP in effect at that time. The current STIP lists the schedule of transportation projects for the four-year period from 2008 to 2011. Currently, there are 14 projects (\$69.3mil) programmed in the 2008 to 2011 STIP for Polk County. One is on Highway 18 (Fort Hill area which was under construction in 2008), six are on Highway 22, one is on Highway 99W (Bethel Road intersection reconstruction, two on Highway 221 (Wallace Rd./Glen Creek Rd. intersection reconstruction in W. Salem, and 17 miles of overlay to Dayton), three bridge rehabilitation and replacements (Mill Creek on Old Military Road, Fern Creek on Guthrie Road, and Glenn Creek on Riverbend Road), and one rail crossing safety improvement (Stapleton Road). These are all ODOT projects which will be funded, designed and constructed through ODOT.

Based on the findings above, the proposed TSP update is consistent with Oregon Statewide Planning Goal 12.

ORS 195.036 Area population forecast; coordination. The coordinating body under ORS 195.025 (1) shall establish and maintain a population forecast for the entire area within its boundary for use

in maintaining and updating comprehensive plans, and shall coordinate the forecast with the local governments within its boundary.

Findings: The population of Polk County is projected to grow from 68,235 as of July 1, 2008 to 117,557 residents in 2030. The projection for the total population in the county was developed by the Oregon Office of Economic Analysis (OEA) and published in 2004. The projection represents growth of approximately 72 percent for the period, which translates into an average annual growth rate of 2.5 percent. Most of that growth is expected to occur in the county's four most populous cities, Dallas, Independence, Monmouth and West Salem. The projections for each of the cities, and the unincorporated portion of the county, were developed by the county in coordination with the cities in the county.

The smallest percent change is projected for the unincorporated portion of the county consistent with the statewide planning goals, state statutes, administrative rules, and the Polk County Comprehensive Plan which are intended to focus growth in urban areas.

The major demographic trend occurring during the 20-year period will be a continued increase in the number of elderly persons within the population. This trend, which began during the 1990's, will continue and is attributable both to the aging of the "baby boom" generation as well as the attractiveness of Oregon, and the mid-Willamette Valley, as a retirement destination.

Pursuant to Oregon Revised Statutes (ORS) 195.036, these population projections were developed in coordination with all the cities in the county.

Under ORS 195.036, it is the county's responsibility to establish and maintain these population forecasts.

In 2008 and 2009 Marion County contracted with the Oregon Center for Population Research and Census (CPRC) to produce population projections to 2030 for Marion County and the cities in the county. Marion County is scheduled to adopt their coordinated projection in 2009.

Polk County recognizes that planning is a dynamic process. While the population projections shown in the TSP constitute the county's obligation under state statute to establish such projections, these figures only represent the best estimates available at this time. The numbers are not static, but are subject to change as new information becomes available.

Polk County recognizes its obligation to maintain such forecasts in the future and that this obligation requires ongoing coordination with both the state and the cities in the county. Polk County will work with the Oregon Office of Economic Analysis and the Oregon Center for Population Research and Census on future forecasts to ensure the local factors which affect county population growth are factored into the population modeling process. Polk County will also continue to work with Marion County, the Salem-Keizer Transportation Study (SKATS), and the Oregon Department of Land Conservation and Development whenever coordinated regional population projections for the Salem/Keizer urban area are necessary.

The TSP sets forth that Polk County will continue to work with the cities in the county to refine the population figures as necessary. As part of this repetitive process, the county will work with the State and the cities to identify: (1) more accurate or up-to-date population figures or estimates, (2) local factors which influence population growth, and (3) local policy choices, which may influence population growth.

The Polk County Transportation Systems Plan Population and Employment element area population forecast (Table I, Section II) has been coordinated consistent with ORS 197.036.

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

Polk County Comprehensive Plan

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

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

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

Findings: Polk County has a citizen involvement program in place in the form of a committee for citizen involvement and registered community groups. Notification of this legislative proceeding to the registered groups, local agencies and other interested parties within the county has been fulfilled pursuant to Polk County Zoning Ordinance (PCZO) Section 111.370. Also, a Citizen Advisory Committee (CAC) and a Technical Advisory Committee (TAC) were formed at the beginning of the update process. Meetings throughout the update process were held with the CAC and TAC groups to discuss and revise the proposed updates. Exhibit G - Citizen Comments and Staff Responses, lists the comments by citizens during the TSP update process and the responses as incorporated into the TSP.

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

Findings: Prior to the public hearings before the Planning Commission and Board of Commissioners, the draft TSP was made available for public review at no cost. On June 17, 2009, an open house was held to provide an opportunity for public comment on the proposed changes and to discuss the various transportation projects planned as part of the TSP update. There were no comments from the participants of the open house. Notice of document availability was provided with the public hearings notices 20 days prior to the Planning Commission hearing. The public review document includes supporting evidence and findings of fact relied upon for the land use decision.

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

Findings: Notice of this legislative proceeding was provided to affected government and local agencies, Polk County Planning Commission and Committee for Citizen Involvement (CCI) on August 26, 2009. Planning Division staff provided notification of the Planning Commission and Board of Commissioners public hearings for file LA 07-02 to the Dallas *Itemizer-Observer* Newspaper for publication on August 26, 2009. Notification of this legislative proceeding has been fulfilled pursuant to Polk County Zoning Ordinance (PCZO) Section 111.370. Pursuant to PCZO 115.040, the Planning Commission will conduct a public hearing on September 15, 2009 at 7:00 p.m. The Board of Commissioners public hearing is scheduled for September 30, 2009 at 9:00 a.m. Any member of the public that participated during the process was added to the notice list for LA 09-02 for all further proceedings. The staff report, and draft documents were made available on the Polk County webpage two weeks in advance of the Planning Commission hearing.

Polk County Transportation Systems Plan

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

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

- a. The condition of the road proposed for acceptance into the system meets the county road standards, or
- b. An overall increase in efficiency in the county road network can be demonstrated.

Findings: The TSP update includes a list of proposed projects for the next 20 year planning period, found in Table 12 of Section X, Proposed Systems Improvements element, with new roads planned at Oregon 22 and Eola, in response to the proposed interchange. When an interchange is planned, frontage and backage roads are needed to provide access to properties and business along the route. Providing continued access to property owners and business along the proposed interchange route via the proposed frontage and backage roads will ensure that the interchange will function effectively and increase the efficiency of the county road network.

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

Findings: The TSP was developed jointly by Polk County and ODOT, with input from DLCD. Policy language within the TSP calls for continued coordination between ODOT and Polk County in regulating land use and transportation within Polk County. The TSP update was coordinated with the cities within the county. Each city within the county with an adopted TSP was represented on the TAC to provide input and coordination throughout the process as a means to ensure the updated TSP would be consistent with the adopted TSP of each city. Various representatives from DLCD, ODOT, and regional transportation providers were also represented on the TAC and provided input and coordination throughout the process.

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

Findings: Polk County coordinated with ODOT in the development of the TSP. Policy language in the TSP calls for continued coordination between ODOT and Polk County in regulating land use and transportation.

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

Findings: The purpose of the TSP is to provide for an integrated multimodal transportation plan that meets the needs of county residents and businesses, as well as those of the region and the State for a 20 year period. The TSP also meets the requirements of OAR 660-12, the Transportation Planning Rule, which implements Statewide Planning Goal 12, Transportation. The projects planned for the 20 year period in the 1998 TSP have mostly been completed. The proposed updates to the Polk County TSP will maximize traffic operations and provide safer conditions for travelers. Upon adoption, the TSP will help to protect the function of the county's transportation facilities and ensure its operational ability for the 20 year planning horizon and beyond. Polk County staff, in collaboration with ODOT, has proposed amendments to the TSP and the PCZO that are designed to protect the county's transportation facilities.

By updating the current TSP to ensure an integrated, multimodal transportation system that meets the needs of county residents and businesses, as well as those of the region and the State for the next 20 year period, staff concludes that the proposed amendments to the TSP, PCZO, and Polk County zoning map, would be in the public interest and of general benefit to the public.

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

Findings: The TSP update process reviewed the TSP of each city to ensure they are coordinated with the Polk County TSP. Independence updated their TSP with an adoption in June 2007. At that time their update was consistent with the Polk County TSP, although it calls for a new Minor Arterial on the south side of the City that would connect the Independence-Corvallis Road to 99W in Monmouth. The Independence Comprehensive Plan update added land to the UGB in the area of the new Minor Arterial for a portion of the new road's length, but not all the way west to Monmouth. The updated County TSP has addressed the county land west of the new Independence UGB to the Monmouth UGB, and Monmouth to show the Minor Arterial continuing through the south portion of Monmouth to 99W as discussed in the Regulatory Framework and Relationship to Other Plans element found in Section IV and depicted in Figure 3.

The Monmouth Transportation System Plan was adopted in October, 1997 and was updated in 2009. The functional classifications of the city's road system and the county's road system are coordinated. The 1998 Polk County TSP increased Hoffinan Road's functional classification to minor arterial consistent with existing and projected uses by both Monmouth and Independence. The 2009 Monmouth TSP includes a new collector from Oregon Route 51 in the southwest portion of the city in the UGB, easterly along the Ash Creek Drive corridor and across US99W to match with the 2007 Independence TSP's Fir Mountain Avenue extension in the City of Independence. The 2009 Polk County TSP classifies the short segment between the Monmouth and Independence segments in the county as a collector. The bicycle routes contained in the Monmouth TSP connect to the county's system at Riddell Road in the UGB and to Hoffman Road. Completion of county projects on Hoffman Road will implement the route connection to Monmouth and Independence.

The original Independence TSP was adopted in June 1998 and was updated in 2007. The 2007 Independence TSP identifies road extensions in the southern portion of the urban area, including an extension of 7th Street to the southern UGB, and a minor arterial from Corvallis Road that extends westerly to the UGB, and continues westerly outside the UGB in the county to match-up with Monmouth's Ash Creek Drive corridor inside the Monmouth UGB. The Ash Creek Drive/Mountain Fir Avenue extensions are intended to promote cross-town travel to the Independence Bridge. Polk County coordinated with the cities on the extensions and shows a collector in the short segment in the county.

The Willamina TSP, adopted in November 1997, does not have any significant items affecting the Polk County TSP except for the desire to work with the county to enhance and promote intermodal connectivity. Specifically, the Willamina plan supports a bikeway connecting to the Polk County system and a future inter-county public transit system. To further bikeway connectivity, the Willamina TSP calls for a shoulder widening along Business 18 from Willamina to Sheridan. Polk County supports a bike shoulder widening along Business 18 from Oregon Route 22 northerly to the county boundary in the City of Willamina.

Falls City with a population of 965 (as of July 1, 2008) is under 2,500 and is eligible for an exemption from the Transportation Planning Rule's requirement to prepare a Transportation System Plan.

The Dallas TSP was updated in 2009. It calls for construction of an arterial, generally along the city's northern boundary. The county's TSP calls for development of a collector generally along Webb Lane. It is anticipated that discussions between the county and the city will result in a single road serving both needs. Functional classifications in the county and Dallas TSP's were reviewed for consistency when the 1998 Polk County TSP was adopted. The classification of Oakdale Road was changed to a collector in the UGB. It is consistent with the city's designation. The county's bike route connects to the city's system at Orr's Corner/Miller Avenue and West Ellendale Roads.

The City of Salem completed a TSP in the late 1990's and updated it in 2007. It addresses items required for a city and requirements applicable to a metropolitan planning area. As with the other cities, the

functional classifications of county roads penetrating the urban growth boundary are consistent with city classifications. Some key aspects of Salem's plan are the long-range projects which affect Polk County's roads. The City has been an active participant in the studies and planning for the third bridge Willamette crossing at Salem. In the western portions of the UGB the Salem UGB calls for collectors and arterials that include short segments in the county. The Expressway Management Plan affects areas primarily outside the city limits and UGB, however, the proposed new Oregon Route 22/Doaks Ferry Road interchange in the area between College Drive and the Bonneville Power Administration facility calls for the College Drive intersection with Oregon Route 22 to be closed, and potentially others such as Stoneway Drive. The Salem TSP establishes Doaks Ferry Road as the primary north-south road in West Salem and the current at-grade intersection of Oregon Route 22 and Doaks Ferry Road will be more problematic in the future as additional trips occur on Doaks Ferry Road. In addition, Policy 3.7 of the updated TSP states Polk County's support of a third bridge over the Willamette River.

A high priority for Salem in 1997 was to solve capacity and circulation problems on Wallace Road (Oregon highway 221). It has been significantly widened with a 5-lane and a 3-lane boulevard design out to Michigan City Road NW. A proposed collector is Marine Drive from River Bend Road in the north to Glen Creek Road in the south (Wallace Road Local Access & Circulation Study). Short segments at the north and south ends are within Polk County on land zoned Exclusive Farm Use (EFU). The road would follow the UGB and Willamette River floodplain and is intended to serve as an access and circulation collector for the land that could be developed east of Wallace Road. Prior to construction of this collector street, Polk County and the City of Salem will need to develop and adopt the necessary Goal 3 (Agricultural Lands) and Goal 14 (Urbanization) exception findings to justify locating an urban facility on agricultural lands.

The TSP update has been prepared in compliance with the provisions of the intergovernmental agreements between Polk County and Polk County cities by allowing participation and coordinating Transportation Systems Plans

IV. CONCLUSION

Based on the findings above, Staff concludes that the proposed amendments to the Polk County Transportation Systems Plan would comply with all of the applicable review and decision criteria for a legislative amendment.

RECOMMENDATION: Staff recommends that the Board of Commissioners adopt the proposed amendments and associated findings as recommended by the Polk County Planning Commission.

EXHIBITS:

- A Drafted Polk County Transportation Systems Plan
- B OR 22(W) Expressway Mgmt. Plan [http://www.co.polk.or.us/Current Projects](http://www.co.polk.or.us/Current_Projects)
- C Technical Memo #1 – Existing and Future Conditions
- D Technical Memo #2 – Develop and Evaluate Draft List of Improvements
- E Technical Memo #3 – List of Preferred Improvements
- F Technical Memo #4 – Transportation Financing
- G Memo – Citizen Comments and Staff Responses
- H Memo – MWVCOG Staff Presentation
- I Memo – List of Housekeeping Changes to the Proposed 2009 TSP
- J Memo -- Polk County Public Works Director recommended Functional Classification Changes

Polk County

**Transportation Systems
Plan**

December 2009

Polk County Transportation Systems Plan

The 2009 Polk County Transportation Systems Plan was adopted by the Polk County Board of Commissioners on December 2, 2009.

Polk County Board of Commissioners:

Tom Ritchey, Chairman
Mike Propes
Ron Dodge

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Executive Summary

The purpose of the Polk County Transportation System Plan (TSP) is to design and implement an integrated multimodal transportation plan that meets the needs of county residents and businesses, as well as those of the region and the state for a 20-year period. This plan provides a balanced transportation system that includes the automobile, bicycle, rail, transit, air, water, walking, and transmission systems such as pipelines. It is anticipated the TSP will be updated in about 10-years.

The road network which will serve the county for the next 20 years is essentially in place. The road system in the county is a mixture of state highways, rural county roads, urban city streets, state forest roads, state park roads, and Bureau of Land Management (BLM) roads. The primary transportation mode in the county is vehicular travel on state highways. The significant state highways are Oregon Highways 18, 22 and 99W. Many vehicular trips in the county start or end in one of the county's six cities on city streets and use state highways to travel to a destination.

The county will continue to support rail service in the county which serves business and industry, and the Independence State Airport in the City of Independence.

The county's primary east-west highway is Oregon Highway 22 / 18 which the state has designated as an expressway from Salem to the Grand Ronde area. Associated with the expressway designation is the Oregon Highway 22 / 99W interchange which was completed in the mid-2000's, and the Fort Hill interchange which was completed in 2009. Another interchange is scheduled to be constructed west of the Oregon Highway 18/ Oregon Highway 22 intersection and east of Spirit Mountain Casino and Hotel to address safety and congestion in that area.

The county has a strong history of maintaining and improving its road system. Improvements to the transportation system include maintenance and repairs to the county's 120 bridges, selected bike/pedestrian segments, road projects to improve intersections, re-align selected segments, straighten 90 degree corners, and participate in joint county-state projects wherein intersections of county roads and state highways will be improved or changed to be grade-separated interchanges. An example of the latter is the Expressway Management Plan which is incorporated into the 2009 Polk County Transportation Systems Plan and calls for the at-grade intersection of Oregon Highway 22/Oregon Highway 51 to be a grade-separated interchange with county frontage and backage roads to support the interchange.

The federal, state and local funds received by the county for transportation maintenance and projects are sufficient to address all the needs when the revenues from House Bill 2001 (2009 Legislature) and a local road bond are counted. On a year-to-year basis the county will prioritize maintenance needs and projects through the capital improvement program process in the annual fiscal year budget.

Introduction

Purpose

The purpose of the Polk County Transportation System Plan (TSP) is to design and implement an integrated multimodal transportation plan that meets the needs of the county residents and the residents of the region and state. This plan provides a balanced transportation system that includes the automobile, bicycle, rail, transit, air, walking, and transmission systems such as pipelines. It reflects existing land use plans, policies and regulations that affect the transportation system and includes a finance element. The TSP also meets the requirements of Oregon Administrative Rule (OAR) Chapter 660-12, the Transportation Planning Rule, which implements Oregon Statewide Planning Goal 12, Transportation. When adopted, this plan fulfills the requirement for public facilities planning required under Oregon Revised Statute (ORS) 197.712(2)(e), Goal 11, Public Facilities and Services, and OAR 660, Division 11, Public Facility Planning, as they relate to transportation facilities. Additionally, it becomes the transportation element of the county's Comprehensive Plan.

General

Polk County is a 745 square mile rural area located in the Willamette Valley. Its east border is defined by the Willamette River, and the west border is located along the coastal mountain range. The county's principal industries are agriculture, forest products, and education. The July 1, 2008 population estimate by the Oregon Center for Population Research and Census was 68,235. The county's two largest employment generators are Spirit Mountain Casino and Hotel in the Grand Ronde area, and Western Oregon University in Monmouth.

The county contains six cities: Dallas, Falls City, Independence, Monmouth, and portions of Salem and Willamina. Dallas (15,360 population as of July 1, 2008) and West Salem (22,477 population as of July 1, 2007) are the largest cities; although the twin cities of Independence and Monmouth combine for a population of 17,595 (as of July 1, 2008).

Transportation Systems

The road system in the county is a mixture of state highways, rural county roads, urban city streets, state forest roads, state park roads, and Bureau of Land Management (BLM) roads. The most significant state roads are Oregon Highway 18 and 22. They are Access Oregon Highways (AOH) of statewide significance. Oregon Highway 18 traverses the upper northwest corner of the county, while Oregon Highway 22 bisects the width of the county generally running east-west, from the state capital in Salem to just east of the Fort Hill area where it combines with Oregon Highway 18. Oregon Highway 18 continues to US 101 on the coast. A regional federal highway, Oregon Highway 99W, proceeds north-south through the county and the City of Monmouth. A district state highway, Oregon Highway 51, proceeds south from Oregon Highway 22 to Independence where it then turns west through the cities of Independence and Monmouth to an intersection with Oregon Highway 223 (Kings Valley Highway), south of

Dallas. Oregon Highway 223 is a generally north-south route from Benton County through Dallas to a connection with Oregon Highway 22 northwest of Dallas. Oregon Highway 221 (Wallace Road) is another district state highway and it proceeds generally north from West Salem to Dayton in Yamhill County.

The county is responsible for almost 500 miles of roads. Of these, almost half the miles are paved. The roads are well maintained, although some gravel surface degradation occurs on hilly segments in the dry summer months when effective grading operations are impractical. Generally, the roads are equally spread throughout the county, with the exception of the sparsely populated and hilly southwest quadrant.

Another 180 miles of roads are located within the cities. With some exceptions, roads within the city limits and urban growth boundaries are under the jurisdiction of the respective city.

The combined forest, parks, and Bureau of Land Management road systems have approximately 517 miles, nearly the same mileage as the city and county jurisdictions.

The county road system contains 120 bridges. Overall, they are in good condition. A ferry at Buena Vista, with an annual ridership of about 1,000 vehicles, operates from April to October, Wednesday through Sunday, and connects to the Marion County road system. Another ferry, the Wheatland Ferry, connects Yamhill and Marion Counties across the Willamette River about 5 miles north of the Polk County boundary and connects the Polk County road system to the Marion County road system. It operates daily except for Thanksgiving and Christmas Days.

Over the years, the Willamette River has lost its significance as a transportation system, and its use today is primarily recreational. Although waterborne transportation is not expected to become a major form of multimodal transportation, it is possible that private operators may find opportunities for limited travel along the Willamette River. In the past the, U.S. Army Corps of Engineers dredged the River but dredging ceased in the late 1970s. As commercial use declined the Corps was not able to show in a cost / benefit analysis that continued dredging was justified. The county supported past efforts to study dredging of the River to provide for greater use, but to no avail. The Willamette Queen, an 87 foot sternwheeler, operates from Riverfront Park in downtown Salem providing excursions on the Willamette River.

The Hampton Railway operates between Willamina and Fort Hill (approximately 5.3 miles). The Willamette and Pacific Railroad's Westside Branch, runs from Monroe in Benton County to Newberg in Yamhill County. Roughly following Oregon Highway 99W, this branch intersects with the Willamette & Pacific Railroad (the former Willamette Valley railroad) in Independence, and the Dallas branch at Gerlinger (south of Rickreall Road).

The general aviation airport at Independence, natural gas pipelines, bicycle and pedestrian facilities at various locations round out the county's transportation network.

Although the Polk County Transportation Systems Plan (TSP) examines some short-term needs, its primary intent is to study and prepare for the long term (20 years) to ensure a system that will accommodate growth within the existing land management structure. To maintain the TSP as a

“living document,” it is anticipated it will be reviewed at 10-year intervals, with the next review in 2019.

Relationship to Other Plans

The Polk County TSP is consistent with the state plans as expressed in the Oregon Transportation Plan, the Oregon Highway Plan (1999), the Oregon Bicycle and Pedestrian Plan (1995), the Oregon Public Transportation Plan (1997), the Oregon Rail Freight and Passenger Plan (2001), the Oregon Transportation Safety Action Plan (2006), the Oregon Continuous Aviation System Plan, the Willamette Valley Transportation Strategy, the Rickreall Junction Facility Plan and the Expressway Management Plan (Oregon Highway 22 from Salem to Grand Ronde). The cities of Salem and Independence updated their TSPs in 2007. Dallas updated its TSP in 2008 and Monmouth updated its TSP in 2009. The city and county transportation plans are coordinated and consistent.

Population and Employment

Table 1 shows population projections for Polk County and the cities within the county. Overall, the population of Polk County is projected to grow from 68,235, as of July 1, 2008, to 117,557 residents in 2030. The projection for the total population in the county was developed by the Oregon Office of Economic Analysis (OEA) and published in 2004. The projection represents growth of approximately 72 percent for the period, which translates into an average annual growth rate of 2.5 percent. Most of that growth is expected to occur in the county's four most populous cities, Dallas, Independence, Monmouth and West Salem. The projection for each of the cities and the unincorporated portion of the county was developed by the county in coordination with the cities in the county.

The smallest percent change is projected for the unincorporated portion of the county consistent with the statewide planning goals, state statutes, administrative rules, and the Polk County Comprehensive Plan which are intended to focus growth in urban areas.

The major demographic trend occurring during the 20-year period will be a continued increase in the number of elderly persons within the population. This trend, which began during the 1990s, will continue and is attributable both to the aging of the "baby boom" generation as well as the attractiveness of Oregon, and the mid-Willamette Valley, as a retirement destination.

Pursuant to Oregon Revised Statute (ORS) 195.036, these population projections were developed in coordination with all the cities in the county. Under ORS 195.036, it is the county's responsibility to establish and maintain these population forecasts.

**Table 1
Population Projections
Polk County and Cities within Polk County
2008 - 2030**

Location	2008	2010	2015	2020	2025	2030	Percent of Total 2008	Percent of Total 2030	Percent Change 2008-2030	AAGR 1996- 2020
Polk County	68,235	72,845	83,338	95,594	107,118	117,557	100%	100%	72%	2.50%
Dallas	15,360	16,706	21,022	25,216	28,957	31,154	22.5%	26.5%	103%	3.26%
Falls City	965	983	1,083	1,195	1,285	1,352	1.4%	1.2%	40%	1.50%
Independence	8,030	8,588	9,859	11,319	12,995	14,919	12.8%	12.7%	86%	2.80%
Monmouth	9,565	10,069	11,448	13,015	14,798	16,824	14.0%	14.3%	76%	2.60%
Salem (Polk County Portion)	22,477	24,406	26,925	30,892	34,515	38,496	32.9%	32.8%	71%	2.50%
Willamina (Polk County Portion)	720	801	917	1,052	1,178	1,293	1.1%	1.1%	80%	2.60%
Unincorporated	11,118	11,291	12,084	12,905	13,390	13,519	16.3%	11.5%	22%	0.90%

Source: Population estimates for 2008 were developed by the Oregon Center for Population Research and Census, 2008.

- Dallas: projection is the remainder after the other cities had been projected and was acceptable to the cities, and after the unincorporated Polk County portion had been determined.
- Falls City: projection decreases from 1.4% of county total in 2008 to 1.35% in 2010, 1.30% in 2015, 1.25% in 2020, 1.20% in 2025 to 1.15% in 2030.
- Independence: projection uses the 2.8%/year from the city's 2008 comprehensive plan update and UGB expansion.
- Monmouth: projection is based on the city's request for 2.6%/year.
- West Salem: projection includes only the portion of the city in Polk County and is from Marion County's September 2008 draft projections, medium projection (p. 52) for Marion County and all the cities in Marion County, including west Salem.
- Willamina: projection includes only the portion of the city in Polk County. The projection slightly increases the city's 1.06% share of the county's total population in 2008 to 1.1% out to 2030.
- Unincorporated Polk County: projection is for those areas outside city limits. The projection decreases the unincorporated portion from 16.3% in 2008 to 15.5% in 2010 and 1% thereafter every 5-years.

In 2008 and 2009, Marion County contracted with the Oregon Center for Population Research and Census (CPRC) to produce population projections to 2030 for Marion County and the cities in the county. Marion County was scheduled to adopt their coordinated projection in 2009.

Polk County recognizes that planning is a dynamic process. While the population projections shown in **Table 1** constitute the county's obligation under state statute to establish such projections, these figures only represent the best estimates available at this time. The numbers are not static, but are subject to change as new information becomes available.

Polk County recognizes its obligation to maintain such forecasts in the future and that this obligation requires ongoing coordination with both the state and the cities in the county. Polk

County will work with the Oregon Office of Economic Analysis and the Oregon Center for Population Research and Census on future forecasts to ensure the local factors which affect county population growth are factored into the population modeling process. Polk County will also continue to work with Marion County, the Salem-Keizer Transportation Study (SKATS), and the Oregon Department of Land Conservation and Development (DLCD) whenever coordinated regional population projections for the Salem-Keizer urban area are necessary.

During the local periodic review process, Polk County will continue to work with the cities in the county to refine the population figures as necessary. As part of this repetitive process, the county will work with the state and the cities to identify: 1) more accurate or up-to-date population figures or estimates, 2) local factors which influence population growth, and 3) local policy choices, which may influence population growth.

Table 2 shows that covered employment in Polk County grew by more than 40 percent between 1996 and 2007. With the exception of retail trade, wholesale trade, and non-classified, Polk County experienced employment growth in all covered employment sectors during this period. In particular, employment in the service industry and agriculture / forestry / fishing grew 57 and 94 percent, respectively, and government more than doubled. The service industry includes a number of activities such as legal, medical, repair, and recreation. The loss of manufacturing employment was marked by declines in the lumber and wood products and food processing industries.

Service sector employment in Polk County increased from 3,574 in 1996 to 5,620 persons in 2007. The opening of Spirit Mountain Casino in Grand Ronde in the fall of 1995 started the increase, and additions to the facility from 1996 to 2007 are largely responsible for the dramatic increase in service industry employment. This figure can be expected to continue to increase. In 2007, Spirit Mountain Casino and Hotel was the largest employer in Polk County.

Table 2
Covered Employment
Polk County
1996 and 2007

Sector	1996		2007		Percent Change 1996-2007
	Total	Percent	Total	Percent	
Services	3,574	25.4%	5,620	28.4%	+57.2%
Manufacturing	2,829	20.1%	2,977	15.0%	+5.2%
Government	2,594	18.4%	5,365	27.1%	+106.8%
Retail Trade	2,361	16.8%	1,513	7.6%	-35.9%
Agriculture/Forestry/Fishing	971	6.9%	1,892	9.5%	+94.8%
Construction	700	5.0%	1,012	5.1%	+44.6%
Wholesale Trade	443	3.1%	269	1.4%	-39.3%
Trans./Communications/Utilities	312	2.2%	327	1.7%	+4.8%
Financial/Insurance/Real Estate	241	1.7%	749	3.8%	+210%
Mining	30	0.2%	56	0.2%	+8.7%
Non-Classified	37	0.3%	20	0.1%	-45.9%
Total Covered Employment	14,092	100%	19,800	100%	+40.5%
Unemployment		4.8%		5.1%	+6.2%

Source: State of Oregon Employment Division, January 2008. Includes only workers covered by unemployment compensation.

Table 3 shows employment projections for Marion, Polk, and Yamhill counties for 2006 through 2016. Most new jobs will continue to be created in the services industry. The Oregon Employment Division anticipates that most of these new service-oriented jobs will most likely be in business and professional services, which includes temporary employment agencies and services for commercial customers. Health care employment is also expected to continue to grow to meet the needs of an aging population. Retail trade is also expected to grow significantly during this period.

Table 3
Projected Employment by Industry
Region 3: Marion, Polk, and Yamhill Counties
2006 and 2016

Sector	2006		2016		Percent Change 2006-2016
	Total	Percent	Total	Percent	
Total Nonfarm Employment	179,800	100.00%	205,600	100.00%	14%
Logging and Mining	1,600	0.88%	1,600	0.77%	0%
Construction	11,300	6.28%	12,900	6.27%	14%
Manufacturing	21,800	12.12%	22,200	10.79%	2%
Trade, Transportation, and Utilities	30,100	16.74%	33,600	16.34%	12%
Information	1,700	0.94%	1,800	0.87%	6%
Financial Activities	8,700	4.83%	9,700	4.71%	11%
Professional and Business Services	14,500	8.06%	17,300	8.41%	19%
Educational and Health Services	24,900	13.84%	31,800	15.46%	28%
Leisure and Hospitality	14,900	8.28%	17,800	8.65%	19%
Other Services	6,100	3.39%	6,700	3.25%	10%
Government	44,300	24.63%	50,200	24.41%	13%
Indian Tribal	1,800	0.99%	2,300	1.11%	28%

Source: Oregon Employment Department

A notable employment number with a site specific transportation effect is the Indian Tribal category (last line) which is forecast to increase from 1,800 in 2006 to 2,300 in 2016, an increase of 500 or 28%. The March 2009 employment in the Indian Tribal category is 2,000±. Most of that employment is at Spirit Mountain Casino and Hotel. If casino employment is forecast to increase about 28%, the number of visitors to the facility will likely increase significantly as will the number of trips on Oregon Highway 18 at the Casino.

These population and employment trends present several implications for transportation planning in Polk County. With increased population growth projected to occur in the county's larger cities, it is important for the county's transportation system to be well coordinated with those of the cities, particularly as it relates to areas within the urban-rural interface.

Consistency between functional classifications and road capacity in these areas is important to efficient and safe service. Coordination between the county and its cities regarding planned improvements in these areas is also necessary. The cities of Independence and Salem completed TSP updates in 2007. The cities of Dallas and Monmouth completed TSP updates in 2008 and 2009, respectively. The city TSP's addressed the nature and extent of system deficiencies and possible system improvements. At a county-wide level it is difficult to assess the impacts of growth on the transportation system. The TSP updates have allowed the county and its larger cities to assess the impacts of future growth, based on current zoning and potential development, on the transportation system and to identify measures to maintain an acceptable level of service as projected development occurs.

With the development of Spirit Mountain Casino and Hotel as a regional destination and major employer within Polk County, further planning was undertaken to identify design and access

improvements along Oregon Highway 18 in the Grand Ronde area. The County participated in the ODOT sponsored Corridor Refinement Plan process for Oregon Highway 18. The project identified design improvements along the highway and addressed local access and circulation needs and a project, the Fort Hill interchange, was completed in 2009. Another phase of that project is to construct a new interchange between the Oregon Highway 18 / Oregon Highway 22 intersection and Spirit Mountain Casino and Hotel.

Increased employment opportunities in urban areas of the county will result in greater numbers of commuters, particularly during peak hours. Coordination between the county, state and cities is also critical to ensuring that adequate levels of service are available along major commuting routes within the county. In the past as job growth continued, limited public transit serving major employment centers such as Salem and Dallas became feasible and the Chemeketa Area Regional Transit System (CARTS) now serves Dallas, Independence and Monmouth. Additionally, the Salem Area Mass Transit District (Cherriots) and the Grand Ronde Tribal Council entered into an agreement and service began in January 2009 between the downtown Salem Transit Mall, Spirit Mountain Casino and Hotel and the Tribal Governance Center with service focusing on work shifts at the Casino.

The general “aging” of the population will continue and will likely result in an increased demand for paratransit and public transit services for elderly residents. Coupled with the likely increases in commuter traffic, additional demand for transit service could contribute to improvements in the local transit system.

Transportation Goals and Policies

The transportation system is a primary structuring element of the county, region and urban areas. Historically, the movement of people and goods to and through the region has directly affected the development of Polk County. Prior to the appearance of the automobile, development was largely limited to areas served by rail or water. As the automobile became increasingly popular and as roads were built to accommodate it, people were able to settle in previously inaccessible locations which were often great distances from their jobs.

As the cost of petroleum increases and the supply decreases, we are forced to reassess our reliance on the automobile as our primary mode of transportation. While private vehicles will continue to be the only feasible way for many citizens to travel, allowances must be made for those who are not able to operate motor vehicles and for those who choose not to do so.

Realizing the importance of the transportation system on land use and economic viability of the county, Polk County adopts the following goals and policies:

GOAL 1

1. To provide and encourage a balanced, energy efficient transportation system giving due consideration to all modes of travel consistent with the Polk County Comprehensive Land Use Plan.
2. To develop and assist in the development of a safe, convenient, and economic transportation system available to all persons.

POLICIES

1. Air Transportation

- 1.1 Polk County will cooperate with the cities of Independence and Monmouth in preventing the construction of structures which intrude into the airspace necessary for the safe operation of aircraft using the Independence State Airport, and in preventing uses of the land in the vicinity of the airport which would conflict with noise generated by the aircraft.
- 1.2 Polk County will develop procedures for the review of proposed private and public airports and heliports.

2. Highways

- 2.1 Polk County will adopt and periodically review a functional classification system for highways within the county.

- 2.2 Polk County will discourage direct access from adjacent properties onto those highways designated as arterials whenever alternative access can be made available.
- 2.3 Polk County will ensure that roads for which it has maintenance responsibility are kept in serviceable condition.
- 2.4 Polk County will develop a program for the assignment of priorities to road maintenance and improvement projects which take into consideration:
 - a. The existence of hazardous conditions;
 - b. The type and volume of traffic;
 - c. The type and condition of the road surface; and
 - d. The importance of the road to the overall system.
- 2.5 Polk County will consider the road network as an important and valuable component of the transportation system.
- 2.6 Polk County shall discourage adding mileage to the county road system until the following criteria are satisfied:
 - a. The condition of the road proposed for acceptance into the system meets the county road standards, or
 - b. An overall increase in efficiency in the county road network can be demonstrated.
- 2.7 Polk County shall explore options to reduce road mileage under the county's jurisdiction by working with the cities in Polk County to transfer the jurisdiction of county roads for maintenance and improvement when urbanization occurs. This will occur when the road functions as a city street and / or when urban development makes it apparent that a city is better equipped to maintain and improve the road.
- 2.8 Polk County will strive to maintain a volume-to-capacity ratio of 0.75 or less on all county arterials and collectors, and will initiate corrective action to prevent a level of operation greater than 0.75.
- 2.9 Polk County does not currently designate any hazardous material routes. The county will periodically review the need for designating routes.
- 2.10 Polk County does not currently designate any truck routes; however, any load limited bridges or roads may prevent trucks from using some routes from time to time. The county will periodically review the need for designating routes.
- 2.11 Polk County will evaluate the need for Park and Ride facilities when realigning county roadways and before disposing of resulting surplus right-of-way. If a Park and Ride facility is established by the county, the county will erect signs notifying users the county is not responsible for damage to vehicles, thefts of vehicles, or thefts from vehicles.

- 2.12 Polk County will work with private companies and public agencies to establish an economically feasible public transportation system appropriate to the needs of its citizens, including the disadvantaged and disabled. Polk County will support the Chemeketa Area Regional Transit System, the Salem Transit District, and the Yamhill County Transit District in their efforts to serve Polk County.
- 2.13 Polk County will use every practical opportunity to enhance the intermodal connectivity of its transportation system.
- 2.14 All county bicycle facilities shall be constructed in accordance with county bicycle standards.
- 2.15 Support activities that maintain adequate utility services (electricity, communications, natural gas, etc.) into, within, and through Polk County.

3. Public Transportation

- 3.1 Polk County will ensure continuation of public transportation to communities which continue to need and use such service and will explore methods of providing additional service where needed.
- 3.2 Polk County will assist in the provision of transportation services to the transportation disadvantaged.
- 3.3 Polk County will work with public and private transit providers to achieve the goals of “The Salem-Keizer Transit Specialized Transportation Plan for Polk and Marion Counties,” dated April 2007 by Nelson Nygaard Consulting Associates, and the “Yamhill County Coordinated Human Services Public Transportation Plan,” dated September 2007 by the Mid-Willamette Valley Council of Governments.

4. Other

- 4.1 Polk County will consider commercial and industrial development where such development has access to more than one mode of transportation.
- 4.2 Polk County will resist the abandonment of railroad lines which contribute to the economic viability of the county and will preserve and protect rail rights-of-way where needed for future public use.
- 4.3 Polk County will review right-of-way acquisitions for transmission lines and pipelines in order to minimize adverse impacts on the community and, where appropriate, require that the proposed facilities shall:
 - a. Minimize adverse impacts on land owners by locating on or near property boundaries wherever possible;
 - b. Utilize or locate near existing utility, rail or highway rights-of-way or easements;
 - c. Recognize impact on crops and field drain tile installations;

- d. Recognize and respect accepted farming practices in the affected areas for preservation and replacement of topsoil and to minimize erosion potential;
 - e. Prevent the creation of unusable parcels;
 - f. Consider utilization of parts of rights-of-way for multiple uses where conditions warrant and conflicts would not be created with adjacent land uses; and
 - g. Minimize visual impact and potential environmental damage.
- 4.4 Polk County will require dedication or reservation for future dedication of right-of-way for transportation improvements, as identified in an adopted Corridor Refinement Plan in the adopted Polk County Transportation Systems Plan.
- a. The dedication or reservation will be required at the time that a partition or subdivision is proposed on a particular property. The dedication or reservation shall be for the property subject to the development proposal.
 - b. For development activity other than in (a) above, the property owner shall sign a Waiver of Remonstrance document for other development activity. Polk County will require setbacks for new structures or additions to existing structures from the future road right-of-way identified in the adopted Transportation Systems Plan.
- 4.5 Polk County shall provide individual property owner notification and an opportunity to participate in proposals to adopt a Corridor Refinement Plan or new road alignments into the Transportation Systems Plan.
- 4.6 Polk County shall adopt findings consistent with takings law prior to a decision that an exaction is necessary or will be necessary to implement a new road or highway corridor. Upon such findings, Polk County will compensate property owners for all exactions with said compensation to be calculated based on existing county compensation policy and applicable law. The adoption of a corridor refinement plan shall include specific findings as to the impact to each property identified in the corridor.

Goal 2

To maintain an ongoing transportation planning process keyed to meet the needs of the traveling public and coordinated among the state, regional, and local jurisdictions.

POLICIES

- 2.1 Polk County will continue to coordinate transportation planning with and consider the needs of its cities, other counties, the region, and the state. The county will support the transportation planning efforts of all its municipalities.
- 2.2 Polk County will notify ODOT of all proposals requiring access to a state highway, and any land use change or development within 500 feet of a state highway. Polk County will notify the owner of an airport, defined by the Oregon Department of Aviation as a “public use airport,” and the Oregon Department of Aviation of any land use change or

development within 5,000 feet of a visual flight rules public use airport or 10,000 feet of an instrument flight rules public use airport.

- 2.3 Polk County will continue to participate in and support state and regional transportation planning efforts.
- 2.4 Polk County recognizes the function of Oregon Highways 18 and 22 as being critically important to a wide range of statewide, regional, and local users, and that these highways serve as the primary route linking the mid-Willamette Valley to the Oregon Coast, with links to Lincoln City and Tillamook.
- 2.5 Polk County recognizes the benefit of Oregon Highway 99W as a critically important north-south route linking areas within the mid-Willamette Valley. Oregon Highway 99W also serves as an emergency alternative to and reliever for Interstate 5. The county supports a continuing effort to enhance and maintain the capability of Oregon Highway 99W.
- 2.6 Polk County will support the development of and provision for public education opportunities and informational material to increase awareness of transportation options available in the county.
- 2.7 Polk County will promote and encourage carpooling.
- 2.8 To ensure effective management of the state and local transportation system, it is the policy of Polk County that a traffic coordination meeting shall be held with the Oregon Department of Transportation a minimum of two weeks in advance of any major event scheduled to be held at the Polk County Fairgrounds. A major event is defined to be any event that has a potential to generate more than 600 vehicle trips in any single hour of the event's operation or 50 percent of peak hour traffic (whichever is higher). The ODOT contact for this Events Management Policy shall be the ODOT District 3 Manager. The outcome of the traffic coordination meeting shall be agreement about traffic management measure and measure implementation responsibilities. These measures include, but are not limited to, increased traffic enforcement, advance notice, and other public information efforts.
- 2.9 Polk County will provide ODOT notification to ensure that ODOT is involved as early as possible in the assessment of any redevelopment or new development proposal within the Rickreall community with a trip generation potential that significantly exceeds the trip generation assumptions for the Rickreall community adopted into the Polk County TSP as part of the Rickreall Junction Facility Plan. The ODOT contact for any such development shall be the ODOT Area 3 Planner.
- 2.10 Polk County recognizes that Oregon Highways 51, 221, and 223 provide important connections between urban areas in Polk County and provide a link for rural areas to the urban centers. The county supports a continuing effort to ensure that these routes retain an adequate level of service for the variety of uses that these highways serve.

Goal 3

To maintain a transportation system supportive of a sustained, geographically distributed and diversified economy.

Policies

- 3.1 Polk County will encourage rural residential, commercial and industrial development where such development has access to more than one mode of transportation.
- 3.2 Polk County recognizes the importance of resource-related uses, such as agriculture and forestry to the local economy, and the need to maintain a transportation system that provides opportunities for the harvesting and marketing of agricultural and forest products.
- 3.3 Polk County supports the spot dredging of the Willamette River along the county's border to maintain the river's capability for water borne transportation and recreation.
- 3.4 Polk County encourages and supports the improvement of rail infrastructure to maintain rail service as an effective mover of goods. Concurrently, the county supports safety improvements at rail crossings.
- 3.5 Polk County supports continued use of ODOT Highway Funds to help support the Buena Vista Ferry service and for ferry related improvements.
- 3.6 Polk County supports planning for and construction of, a third bridge over the Willamette River.
- 3.7 Polk County incorporates into the 2009 Transportation Systems Plan the "OR 22 (W) Expressway Management Plan, Derry Overcrossing to Doaks Ferry Road." Polk County supports planning for, and construction of, an overpass over Oregon Highway 22 at Greenwood Road with no access to Oregon Highway 22. Polk County supports planning for, and construction of, a grade-separated interchange for Oregon Highway 22 / Oregon Highway 51 and associated frontage and backage roads to support the interchange. Polk County supports planning for and construction of, a grade-separated interchange for Oregon Highway 22 / Doaks Ferry Road in the area west of College Drive and east of the Bonneville Power Administration facility and associated frontage and backage roads to support the interchange.
- 3.8 Polk County incorporates into the 2009 Transportation Systems Plan the "ORE-18 Corridor Refinement Plan, H.B. Van Duzer Forest Corridor to Steel Bridge Road," June 2001 (amended May 2004), prepared by ODOT and the Mid-Willamette Valley Council of Governments. Polk County supports planning for, and construction of, a grade-separated interchange for OR18/OR22 to replace the at-grade intersection of OR 18 / OR 22 between the Spirit Mountain Casino and the current intersection of OR 18 / OR 22 and associated frontage and backage roads to support the interchange.

- 3.9 Polk County incorporates into the 2009 Transportation Systems Plan the “Rickreall Junction Transportation Facility Plan,” September 2004, prepared by ODOT.

Goal 4

To implement a level of transportation development that positively contributes to Polk County's livability.

POLICIES

- 4.1 Polk County will require setbacks from the public right-of-way of principal arterials such as Oregon Highway 18 and 22, and Oregon Highway 99W for commercial and industrial uses along such facilities.
- 4.2 To allow comprehensive plan map and zone map amendments that may generate trips up to the planned capacity of the transportation system, Polk County will consider road function, classification, road capacity and existing and projected traffic volumes, as criteria for comprehensive plan map and zone map amendments.
- 4.3 Polk County will strive to take advantage of technological advances to improve the transportation system.
- 4.4 Aesthetics will be considered when new construction or reconstruction is proposed on the road network; however, safety needs will not be compromised.
- 4.5 Polk County supports the Salem-Keizer Metropolitan Planning Organization's continued allocation of Federal Surface Transportation Funds to implement the Regional (aka City of Salem) Rideshare Program.
- 4.6 Polk County recognizes that properties contiguous to the Oregon Highway 99W / Oregon Highway 22 interchange, located in the Exclusive Farm Use Zone, are specifically identified as a “separator” or “buffer” between the highway interchange and the community of Rickreall. These properties will remain in an Exclusive Farm Use Zone, subject to overlay zone provisions to ensure that land uses in the vicinity of the Rickreall Interchange will not contribute to the interchange exceeding the mobility standards of the Oregon Highway Plan.

GOAL 5

To protect the function and operation of the Fort Hill Road interchange facility and the local street network within the Interchange Area Management Plan (IAMP) area, and to ensure that changes to the planned land use system are consistent with protecting the long-term function of the interchange and the local street system.

POLICIES

- 5.1 To preserve interchange capacity for the next increment of community growth that is anticipated to occur beyond the 20-year planning horizon, Polk County has created a Fort Hill Interchange Management Area (FHIMA) Overlay Zoning District. This Overlay Zoning District includes all land within the Fort Hill Interchange Area Management Plan study area, as shown in the IAMP. Within this Overlay Zone, Polk County has established regulations that provide additional protections for the interchange in addition to the underlying zoning district's requirements. Polk County supports amending the OHP to specify that the mobility performance standard for the Fort Hill Interchange is a v/c ratio of 0.70 where eastbound highway ramp traffic merges with traffic on the highway, 0.50 where westbound highway ramp traffic merges with traffic on the highway, and 0.35 at the ramp terminal intersections with the local road network.
- 5.2 Consistent with the Unincorporated Communities Plan element in the Polk County Comprehensive Plan, the county supports development in Fort Hill that retains its predominantly residential character, while enhancing the commercial and industrial opportunities in the community in accordance with the existing land use designations.
- 5.3 Polk County promotes the re-development of sites such as the Fort Hill Lumber Mill site to encourage rural industrial employment growth in unincorporated communities. Polk County recognizes the Fort Hill Road Interchange as critical to the feasibility of developing future industrial uses at this mill site.
- 5.4 Polk County is committed to preserving the capacity of the Fort Hill Road Interchange principally for the movement of industrial goods and workers to and from Fort Hill. Any proposal to change the Comprehensive Plan land use map, or the zoning map, or to change the allowable uses within the Fort Hill Interchange Management Area Overlay Zone in a manner that would create additional trips from what is allowed within the current zoning and assumed in the IAMP must include a review of transportation impacts consistent with OAR 660-012-0060. This review must ensure that sufficient capacity would be reserved for development consistent with the planned land uses in the unincorporated rural community.
 - a. This review must give special consideration to the Fort Hill Lumber Mill site. If the lumber mill is in operation at the time when the Comprehensive Plan amendment proposal is made, the traffic produced by the mill site must be considered in the traffic impact analysis. If the lumber mill site is not in operation, the traffic impact analysis must reserve 210 trips for the PM peak hour for future industrial use at the Fort Hill Lumber Mill site. If use of the mill site is proposed for a use that is not industrial, no vehicle trips are reserved and the anticipated PM peak hour trips generated by the proposed use will be considered in the traffic impact analysis. This reservation of vehicle trips ensures sufficient interchange capacity for industrial operations at the lumber mill site in accordance with the need analysis included in the Fort Hill Interchange Area Management Plan.

- b. Any proposal to change the Comprehensive Plan land use map or the zoning map or to otherwise change the allowable uses within the Fort Hill Interchange Management Area Overlay Zone must include a finding that the change will not exceed the applicable mobility standards at the interchange. If future developments are shown to exceed mobility standards at the interchange; either the change shall not be allowed or the developer shall be held responsible for required improvements to bring the interchange operation in line with mobility standards.

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

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

- 5.7 Polk County will provide notice to ODOT for any land use actions proposed within the IAMP management area.

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

- 5.9 If future changes to the land use designations or uses allowed in the IAMP management area initiated by any party (including Polk County, property owner, or private developer) would cause the adopted interchange mobility standards to be exceeded at the end of the planning period, the initiating party shall propose amendments to the IAMP and shall prepare a funding plan for ODOT and Polk County review. The funding plan shall address the provision of any required improvements to the Fort Hill Interchange. Proposed IAMP amendments shall be coordinated with ODOT and Polk County staff.

The revised IAMP and funding plan shall be submitted to Polk County and the Oregon Transportation Commission for approval and adoption.

- 5.10 Polk County will support ODOT’s authority to monitor and comment on any future actions that would amend the Fort Hill Rural Unincorporated Community boundary if that boundary change is within the IAMP management area.

Table 9 of the Road Plan lists access management standards for state highways from the 1991 Oregon Highway Plan. These standards are no longer current and should be replaced with updated standards from OAR 734-051. These standards are being relied upon to implement the Fort Hill IAMP. This update will make the TSP consistent with the proposed updated standards in the Polk County Ordinance shown in Exhibit C. **Table 9**, including footnotes 1-7 shall be replaced as identified below:

Table 9A
Access Management Spacing Standards for
Private and Public Approaches on Statewide Highways ⁽¹⁾⁽²⁾⁽³⁾⁽⁴⁾
(OAR 734-051-0115) (Measurement is in Feet)*

Posted Speed ⁽⁵⁾	Rural Expressway **	Rural	Urban Expressway ** ***	Urban ***	STA
≥55	5280	1320	2640	1320	
50	5280	1100	2640	1100	
40 & 45	5280	990	2640	990	
30 & 35		770		720	(6)
≤25		550		520	(6)

NOTE: The numbers in superscript ⁽¹⁾ refer to explanatory notes that follow Table 9C.

* Measurement of the approach road spacing is from center to center on the same side of the roadway.

** Spacing for Expressway at-grade intersections only. See the OHP for interchange spacing guidelines.

*** These standards also apply to Commercial Centers.

Table 9B
Access Management Spacing Standards for
Private and Public Approaches on Regional Highways ⁽¹⁾⁽²⁾⁽³⁾⁽⁴⁾
(OAR 734-051-0115) (Measurement is in Feet)*

Posted Speed ⁽⁵⁾	Rural Expressway **	Rural	Urban Expressway ** ***	Urban ***	STA
≥55	5280	990	2640	990	
50	5280	830	2640	830	
40 & 45	5280	750	2640	750	
30 & 35		600		425	(6)
≤25		450		350	(6)

NOTE: The numbers in superscript ⁽¹⁾ refer to explanatory notes that follow Table 9C.

* Measurement of the approach road spacing is from center to center on the same side of the roadway.

- ** Spacing for Expressway at-grade intersections only. See the OHP for interchange spacing guidelines.
 *** These standards also apply to Commercial Centers.

Table 9C
Access Management Spacing Standards for ⁽¹⁾⁽²⁾⁽³⁾⁽⁴⁾
Private and Public Approaches on District Highways
(OAR 734-051-0115) (Measurement is in Feet)*

Posted Speed ⁽⁵⁾	Rural Expressway ^{**}	Rural	Urban Expressway ^{**} ^{***}	Urban ^{***}	STA
≥55	5280	700	2640	700	
50	5280	550	2640	550	
40 & 45	5280	500	2640	500	
30 & 35		400		350	(6)
≤25		400		350	(6)

NOTE: The numbers in superscript ⁽¹⁾ refer to explanatory notes that follow Table 9C.

- * Measurement of the approach road spacing is from center to center on the same side of the roadway.
 ** Spacing for Expressway at-grade intersections only. See the OHP for interchange spacing guidelines.
 *** These standards also apply to Commercial Centers.

Notes on Tables 9A, 9B, and 9C:

- (1) These access management spacing standards are for un-signalized approaches only. Signal spacing standards supersede access management spacing standards for approaches.
- (2) These access management spacing standards do not apply to approaches in existence prior to April 1, 2000 except as provided in OAR 734-051-0115(1)(c) and 734-051-0125(1)(c).
- (3) For infill and redevelopment, see OAR 734-051-0135(4).
- (4) For deviations to the designated access management spacing standards see OAR 734-051-0135.
- (5) Posted (or Desirable) Speed: Posted speed can only be adjusted (up or down) after a speed study is conducted and that study determines the correct posted speed to be different than the current posted speed. In cases where actual speeds are suspected to be much higher than posted speeds, the Department reserves the right to adjust the access management spacing accordingly. A determination can be made to go to longer access management spacing standards as appropriate for a higher speed. A speed study will need to be conducted to determine the correct speed.
- (6) Minimum access management spacing for public road approaches is the existing city block spacing or the city block spacing as identified in the local comprehensive plan. Public road connections are preferred over private driveways and in STAs driveways are discouraged. However, where driveways are allowed and where land use patterns permit, the minimum access management spacing for driveways is 175 feet (55 meters) or mid-block if the current city block spacing is less than 350 feet (110 meters).

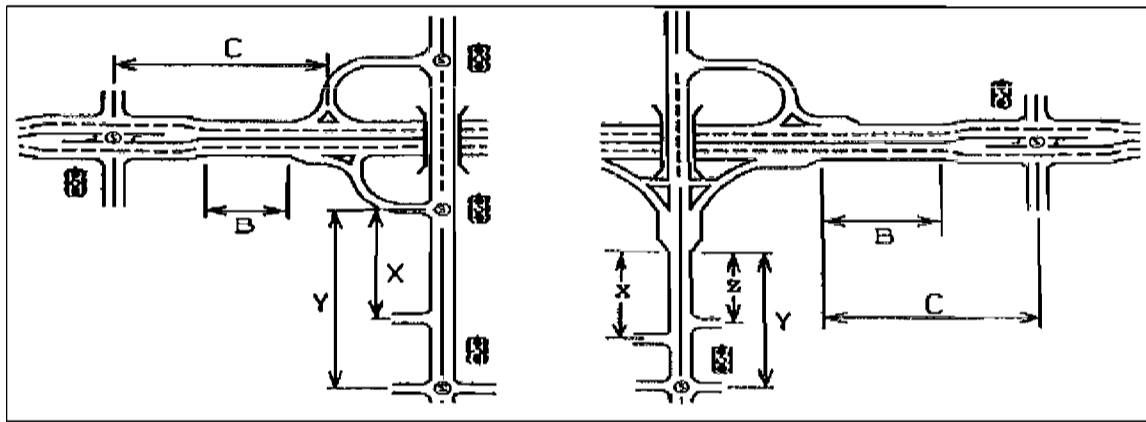
Table 9D
Minimum Spacing Standards Applicable to Non-Freeway Interchanges
with Two-Lane Crossroads
(OAR 734-051-0125)

Category of Mainline	Type of Area	Speed of Mainline	Spacing Dimension				
			B	C	X	Y	Z
Expressways, Statewide, Regional and District Highways	Fully Developed Urban*	45 mph (70 kph)	2640 ft (800 m)	1 mile (1.6 km)	750 feet (230 m)	1320 feet (400 m)	750 feet (230 m)
	Urban	45 mph (70 kph)	2640 ft (800 m)	1 mile (1.6 km)	1320 feet (400 m)	1320 feet (400 m)	990 feet (300 m)
	Rural	55 mph (90 kph)	1 mile (1.6 km)	2 miles (3.2 km)	1320 feet (400 m)	1320 feet (400 m)	1320 feet (400 m)

Notes:

- 1) If the crossroad is a state highway, these distances may be superseded by the Access Management Spacing Standards, providing the distances are greater than the distances listed in the above table.
 - 2) No four-legged intersections may be placed between ramp terminals and the first major intersection.
 - 3) No application shall be accepted where an approach would be aligned opposite a freeway or expressway ramp terminal (OAR 734-051-0070(4)(a)).
 - 4) Use four-lane crossroad standards for urban and suburban locations that are documented to be widened in a Transportation System Plan or corridor plan.
 - 5) No at-grade intersections are allowed between interchanges less than 5 miles apart.
- B = Distance between the start and end of tapers
 C = Distance between nearest at-grade and ramp terminal intersections or the end/start of the taper section
 X = Distance to the first approach on the right; right in/right out only
 Y = Distance to first intersections where left turns are allowed
 Z = Distance between the last right in/right out approach road and the start of the taper for the on-ramp
- * *Fully Developed Urban Interchange Management Area: Occurs when 85% or more of the parcels along the influence area are developed at urban densities and many have driveways connecting to the crossroad. See the definition in the 1999 Oregon Highway Plan.*

Measurement of Spacing Standards for Table 9D



Regulatory Framework and Relationship to Other Plans

Summaries of Relevant Plans and Regulations

Federal

There were two significant actions, one federal and one state, which occurred relatively close together which prompted a major transportation planning effort within Oregon. The federal action, the Intermodal Surface Transportation Efficiency Act (ISTEA) provided transportation funding for six years beginning in 1991. Furthermore, ISTEA required each state to have a statewide planning process and develop a transportation plan and program. Additionally, each state was required to develop, establish, and implement management systems to address safety, congestion, public and intermodal transportation. The second action was when Oregon implemented many of these federal provisions by adopting the Oregon Transportation Plan on September 15, 1992.

State

The Oregon Transportation Plan (OTP) notes that Oregon's population growth is expected to outpace the rest of the nation, and most of the state's growth is projected in the Willamette Valley. Goals of the OTP stress that people should have transportation choices in urban areas which are reliable and accessible to all potential users. It further states that statewide transportation corridors must provide access to all areas of the state, nation, and world. The plan's chosen method to reach the state's aims is called the "Livability Approach." This approach calls for:

- a. Intercity bus or commuter bus service to cities with a population over 2,500;
- b. Urban Transit service available in communities with a population over 25,000;
- c. Additional major highway freight corridors on non-Access Oregon Highways, and
- d. Establishment of a Willamette Valley Transportation System Coordination Area.

The OTP is augmented by several transportation type specific plans known as modal elements. One modal element of the OTP is the Oregon Highway Plan. It contains criteria and standards applicable to the various levels of state highways.

The Oregon Highway Plan explains its relationship to other plans, and states that the Oregon Transportation Commission's (OTC) goal is not to impose this plan on local governments, but where possible, to seek consensus with local governments. The Highway Plan contains policy statements such as:

- a. The primary function of highways of statewide importance (e.g., Oregon Highways 18 and 22) is to provide connections and links to larger urban areas, ports and major recreation areas that are not directly served by the interstate system;
- b. The primary function of regional highways (e.g., Oregon Highway 99W) is to provide connections and links to areas within regions of the state, between small urbanized area and larger population centers. A secondary function is to serve land uses in the vicinity of these highways; and,
- c. The primary function of district highways (e.g., Oregon Highways 51, 221, 223) is to serve local traffic and land access. These roads often served a higher function in the past but now serve a similar function to county roads and city streets.

In the rural areas, highways of statewide significance are expected to function at Level of Service (LOS) B, while regional and district highways aim for LOS C. The plan also contains standards for locating accesses on state highways.

Over the years, ISTEA has been continued and as of 2009 the current legislation is referred to as the Safe, Accountable, Flexible, Efficient, Transportation Equity Act: A Legacy for Users (SAFETEA-LU).

Another significant state action, which combined with ISTEA, was the adoption by the Oregon Land Conservation and Development Commission in April 1991 of Oregon Administrative Rule (OAR) 660, Division 12, which is commonly known as the Transportation Planning Rule (TPR). It implements Oregon Statewide Planning Goal 12, Transportation, and put transportation planning into neighborhoods across the state. It identifies transportation facilities, services, and improvements which may be permitted on rural lands consistent with the statewide planning goals. The TPR also requires coordination of all aspects of transportation plans and prescribes certain predetermined outcomes such as reduction of automobile use.

Although the TPR is wholly applicable to the Polk County TSP, certain portions were found to play key roles in developing the TSP and its conclusions. Some of these are:

- a. OAR 660-12-020 requires a coordinated network of transportation facilities adequate to serve state, regional, and local transportation needs.
- b. A determination of transportation needs as provided in OAR 660-12-030; and a road plan for a system of arterials and collectors.
- c. Use of analyses of state and regional transportation needs in preparing local TSPs, and also the need to support movement of goods and services to support industrial and commercial development in accordance with Goal 9 (Economic Development).
- d. Within urban growth boundaries (UGB), determination of regional and local needs shall be based on 20-year "population and employment forecasts..." and "to encourage urban development on urban lands prior to conversion of urbanizable lands" (Goal 14).
- e. OAR 660-12-035 contains requirements for evaluating and selecting transportation alternatives including: improvements to existing facilities, new facilities, system and

demand management measures, and the no-build system alternative required by the National Environmental Policy Act of 1969.

- f. Additional requirements support urban and rural developments by providing facilities and services to support the land uses shown in the comprehensive plan.
- g. The transportation system developed shall "minimize conflicts and facilitate connections between modes of transportation." Furthermore, the system must consider issues such as air, water, energy, etc.
- h. Five-year interim benchmarks to evaluate the plan's progress.
- i. The construction of new roads outside the UGB is influenced by provisions of OAR 660-12-065, Transportation Improvements on Rural Lands. This section identifies the transportation work that is consistent with Goal 3 (Agricultural Lands), Goal 4 (Forest Lands), Goal 11 (Public Facilities and Service), and Goal 14 (Urbanization). New transportation facilities in rural areas may require a goal exception.

Another modal plan is the Oregon Bicycle and Pedestrian Plan. It guides entities in developing bikeways and walkways to fulfill the TPR requirements, and provides standards for planning, designing and maintaining bikeways and walkways. This modal plan considers bike and walkway issues along public rights-of-way while recreational bicycling and walking issues are addressed in the Oregon Recreational Trails Plan. The Bike Plan, as the document is generally known, expresses the belief that implementing a network of bikeways and walkways will support the OTP's objective of doubling the number of bicycling and walking trips over the next 20 years. Current guidance is to incorporate bike and pedestrian plans into the local TSP so that these modes of transportation are not considered in isolation or ignored. Some of the key standards contained in the plan are:

- a. Bike lanes are generally not recommended on rural highways with posted speeds of 55 m.p.h. (90 km/h),
- b. The standard width of a bike lane is 6 feet (1.8 m), with a minimum width of 4 feet (1.2 m) from the outside edge of the white (fog) line to the outside edge of the pavement on open shoulders and 5 feet (1.5 m) from the face of a curb, guardrail, or parked cars.

Another state modal plan is the Oregon Public Transportation Plan (1997). Like the Bike Plan, it is a 20-year guide in support of the Oregon Transportation Plan. Goals expressed in the plan are: a desire to provide mobility alternatives to the single-occupancy vehicle, and to have a statewide system appropriate to population and densities. This plan outlines a three-step process for implementing a public transportation system. This process considers limited funding by phasing in the implementation. But the final outcome in small communities and rural areas is to: continue reliance on dial-a-ride programs with emphasis on the elderly and disabled passenger, and to evolve into a traditional fixed route system. Expanded intercity connections are also desired. While many of the requirements are for cities, there are rural requirements to: provide an accessible service to anyone requesting service, provide a coordinated centralized scheduling system in each county, provide phone service to the scheduling system 40 hours weekly from Monday through Friday, and respond to service requests within 24 hours.

Other state modal plans are the Oregon Rail Passenger Policy and Plan, and the Oregon Rail Freight Plan.

Regional

The Willamette Valley Transportation Strategy was adopted in 1995 as an element of the Oregon Highway Plan and contains three options for transportation development. The options elaborate on the Oregon Transportation Plan's "Livability Alternative." The plan recommends the "moderate" option. Some aspects of this option most likely to affect Polk County include goals to:

- a. perpetuate the plan's advisory group,
- b. aggressively implement demand management programs,
- c. identify new funding methods,
- d. evaluate pricing mechanisms to reduce congestion, and
- e. expand transit.

Corridors

Two interim corridor strategies, endorsed by the Oregon Transportation Commission and directly affecting Polk County were prepared in the 1990s. One was for the Portland to Lincoln City corridor (Oregon Highway 99W and Oregon Highway 18), and the other was for the Willamina to Salem corridor (Oregon Highway 22). These strategies identified transportation goals and management objectives for the applicable corridors. The strategies were the first of three planning phases, with the second phase being the general/system plan, and the third, if needed, consisting of refinement plans.

The general plans for both corridors make provisions for improvements which can be expected along the corridor. The at-grade intersection of Oregon Highway 22 and Oregon Highway 99W has been improved to be a grade-separated interchange that was designed so that future improvements can be constructed as trip generation increases.

The portion of the Oregon Highway 99W and Oregon Highway 18 Interim Strategy which most affected Polk County was from the eastern boundary of the H. B. Van Duzer corridor to the intersection of Oregon Highway 18 / Oregon Highway 22 at Wallace Bridge near Willamina. It carried the most traffic, exceeding an average daily traffic (ADT) count of 17,000 in 1996. The strategy noted that traffic volumes were highest on Sundays during the summer. The area also had a high number of crashes, and included a short segment ranked in the upper 10 percent on the state's Safety Priority Index System (SPIS). The strategy suggested widening the segment to four lanes. Passing, turning, and truck climbing lanes were also to be considered, as well as improvements to the local street system, an access management plan, and an evaluation of the need for a grade-separated interchange near Valley Junction. The state followed-up on the studies and in 2009 completed the Fort Hill interchange. A second phase of that project is a new interchange to be constructed between Spirit Mountain Casino and Hotel and the intersection of Oregon Highway 18 / Oregon Highway 22 just east of the Casino.

The westernmost segment of the Willamina to Salem corridor (Oregon Highway 22) Interim Corridor Strategy is from the intersection of Oregon Highway 22 with Oregon Highway 18 near Willamina, to its intersection with Oregon Highway 51. This segment covers over 20 miles. The busiest portion of the segment carried an average of nearly 26,000 vehicles per day during 1996. The Safety Priority Index System identified numerous locations ranked in the top 10 percent. Strategy recommendations in this segment included: (1) exploration of park and ride lots at major highway intersections, (2) examination of demand factors and opportunities for bus service along the corridor, (3) targeting safety improvements to high accident locations, and (4) analysis of alternatives to reduce accident risks at the intersections with regional and district highways. Again, the state followed-up on the studies and in the mid-2000s completed the grade-separated interchange at Oregon Highway 99W / Oregon Highway 22. Other improvements have been completed such as the reconfigured access at the Salt Creek Market at Oregon Highway 22 / Salt Creek Road-Starr Road.

Although the western segment was emphasized, a portion of the eastern segment, from Oregon Highway 51 to the Willamette River bridges, had an even larger amount of traffic and was significantly affected by commuting traffic from West Salem. High crash counts caused the area to be designated as a safety corridor. ODOT has prepared the Expressway Management Plan for Oregon Highway 22 between the Greenwood Road intersection and the Doaks Ferry Road intersection. It is included in the 2009 Polk County Transportation Systems Plan. It includes a Greenwood Road overpass over Oregon Highway 22, a grade-separated interchange at Oregon Highway 22 / Oregon Highway 51 with county frontage and backage roads, and a new grade-separated interchange at Oregon Highway 22 / Doaks Ferry Road between College Drive and the Bonneville Power Administration facility.

The county supports the state's efforts and supports the inclusion of their recommendations into the State Transportation Improvement Program (STIP).

Another important corridor-related effort is the third bridge over the Willamette River. This process is working toward the construction of a third bridge over the River. The county has participated in the process and supports the third bridge concept.

County

The Polk County Comprehensive Plan contains goals and policies relating to the state's goals, including transportation. The goals and policies serve as a base for the goals and policies contained in the earlier portions of this document. The Comprehensive Plan Map (**Figure 1**) shows the broad land use designations within the county. The Comprehensive Plan designations are implemented through the county's Zoning Ordinance and Zoning Map (**Figure 2**). **Table 1** shows the number of acres, by zone, for lands within Polk County.

Table 1
Number of Acres by Zoning Designation
Polk County

Zoning Designation	Acres - 1997	Acres - 2009	Acres Changed
Acreage Residential (AR-5)	9,426	9,413	-13
Agricultural Forestry (AF-10)	-na-	40.33	40.33
Commercial (CG, CO, CR)	277	325	48
Exclusive Farm Use (EFU)	184,562	183,565	-997
Farm Forest (FF)	28,832	28,969	137
Farm Forest Overlay (FFO)	8,192	8,083	-109
Industrial (IC, IP, IL, HI)	770	807	37
Mineral Extraction (ME)	527	527	0
Public (PA,PC,PE,PF,PP,PS)	3,572	3,569	-3
Suburban Residential (SR)	4,641	4,662	21
Timber Conservation (TC)	226,472	227,311	839

Source: Polk County Land Information Service, 1997; Polk County Community Development Dept., 2009.

The Polk County Zoning Ordinance provides for uses and development standards for commercial, industrial, residential, and resource (farm and forest) zones throughout the unincorporated portions of the county. Consistent with ORS, Chapter 215 and OAR 660, Division 6 and Division 33, the zoning ordinance allows transportation and utility facility improvements, as either permitted or conditional uses, in farm and forest zones within the county. The last portion of this section (Transportation Permit Requirements) references the types of facilities and improvements which are permitted outright or permitted conditionally in these zones.

Other transportation improvements beyond those listed may be permitted as conditional uses, subject to the county taking an "exception" (see ORS 197.732) to any applicable statewide planning goals. The zoning ordinance also contains provisions relating to transportation issues such as vision clearances, street widths, parking requirements, and road work.

Figure 1
Comprehensive Plan Map

This page not used.

Figure 2
Zoning Map

This page not used.

New public and private roads shall be designed and constructed in accordance with the following widths:

	Right-of-Way Urban/Rural	Developed Roadway (including sidewalk/shoulder) Urban/Rural
Major Arterial	84ft./NA	70ft./NA
Minor Arterial	68ft./60ft.	44ft./44 ft.
Major Collector	68ft./60ft.	44ft./36 ft.
Minor Collector	64ft./60ft.	44ft./30ft.
Minor (local) Streets	60ft./60ft.	44ft./22ft.
Cul-de-Sac	60ft./60ft.	34ft./22ft.

Cities

The Monmouth Transportation System Plan was adopted in October 1997 and was updated in 2009. The functional classifications of the city's road system and the county's road system are coordinated. Riddell Road / Monmouth Avenue, Mistletoe Road / Church Street, and Helmick Road / Warren Street all received careful consideration in 1997. The 1998 Polk County TSP increased Hoffman Road's functional classification to minor arterial consistent with existing and projected uses by both Monmouth and Independence. The 2009 Monmouth TSP includes a new collector from Oregon Highway 51 in the southwest portion of the city in the UGB, easterly along the Ash Creek Drive corridor and across Oregon Highway 99W to match with the 2007 Independence TSP's Fir Mountain Avenue extension in the City of Independence. The 2009 Polk County TSP classifies the short segment between the Monmouth and Independence segments in the County as a minor arterial.

The bicycle routes contained in the Monmouth TSP connect to the county's system at Riddell Road in the UGB and to Hoffman Road. Completion of county projects on Hoffman Road will implement the route connection to Monmouth and Independence. The planned extension of Madrona Street east to Talmadge Road is completed. The extension provides an alternative route to Oregon Highway 51 and improves bicycle and pedestrian opportunities.

The original Independence TSP was adopted in June 1998 and was updated in 2007. In addition to the items mentioned above, one important aspect of the Independence plan was to realign 16th Street and Talmadge Road, and continue a 16th Street extension to Hoffman Road. The realignments significantly improved access to Central High School and Talmadge Middle School. The work also reduced peak hour congestion on Oregon Highway 51.

The 2007 Independence TSP identifies road extensions in the southern portion of the urban area, including an extension of 7th Street to the southern UGB, and a minor arterial from Corvallis Road that extends westerly to the UGB, and continues westerly outside the UGB in the county to match-up with Monmouth's Ash Creek Drive corridor inside the Monmouth UGB. The Ash Creek Drive / Mountain Fir Avenue extensions are intended to promote cross-town travel to the Independence Bridge. Polk County coordinated with the cities on the extensions and shows a minor arterial in the short segment in the county.

The Willamina TSP adopted in November 1997 does not have any significant items affecting the Polk County TSP, except for the desire to work with the county to enhance and promote intermodal connectivity. Specifically, the Willamina plan supports a bikeway connecting to the Polk County system and a future inter-county public transit system. To further bikeway connectivity, the Willamina TSP calls for a shoulder widening along Business 18 from Willamina to Sheridan. Polk County supports a bike shoulder widening along Business 18 from Oregon Highway 22 northerly to the county boundary in the City of Willamina.

Falls City with a population of 965 (as of July 1, 2008) is under 2,500 and is eligible for an exemption from the Transportation Planning Rule's requirement to prepare a Transportation System Plan.

The Dallas TSP was updated in 2009. It calls for construction of an arterial, generally along the city's northern boundary. The county's TSP calls for development of a collector generally along Webb Lane. It is anticipated that discussions between the county and the city will result in a single road serving both needs.

Functional classifications in the county and Dallas TSP's were reviewed for consistency when the 1998 Polk County TSP was adopted. The classification of Oakdale Road was changed to a collector in the UGB. It is consistent with the city's designation. The county's bike route connects to the city's system at Orr's Corner / Miller Avenue and West Ellendale Roads.

The City of Salem completed a TSP in the late 1990's and updated it in 2007. It addresses items required for a city and requirements applicable to a metropolitan planning area. As with the other cities, the functional classifications of county roads penetrating the urban growth boundary are consistent with city classifications.

Some key aspects of Salem's plan are the long-range projects which affect Polk County's roads. The City has been an active participant in the studies and planning for the third bridge crossing. In the western portions of the UGB the Salem UGB calls for collectors and arterials that include short segments in the county. The Expressway Management Plan affects areas primarily outside the city limits and UGB, however, the proposed new Oregon Highway 22 / Doaks Ferry Road interchange in the area between College Drive and the Bonneville Power Administration facility calls for the College Drive intersection with Oregon Highway 22 to be closed, and potentially others such as Stoneway Drive. The Salem TSP establishes Doaks Ferry Road as the primary north-south road in West Salem and the current at-grade intersection of Oregon Highway 22 and Doaks Ferry Road will be more problematic in the future as additional trips occur on Doaks Ferry Road.

A high priority for Salem in 1997 was to solve capacity and circulation problems on Wallace Road (Oregon Highway 221). It has been significantly widened with a 5-lane and a 3-lane boulevard design out to Michigan City Road NW.

A proposed collector is Marine Drive from River Bend Road in the north to Glen Creek Road in the south (Wallace Road Local Access & Circulation Study). Short segments at the north and

south ends are within Polk County on land zoned Exclusive Farm Use (EFU). The road would follow the UGB and Willamette River floodplain and is intended to serve as an access and circulation collector for the land that could be developed east of Wallace Road. Prior to construction of this collector street, Polk County and the City of Salem will need to develop and adopt the necessary Goal 3 (Agricultural Lands) and Goal 14 (Urbanization) exception findings to justify locating an urban facility on agricultural lands.

Transportation Permit Requirements

Permits for transportation facilities are guided and regulated by many requirements. They are set forth in OAR 660-12 (the Transportation Planning Rule), ORS 215, the county zoning ordinance, and other statutes and administrative rules. They address the transportation facilities that are permitted outright and permitted conditionally. They address the type of activity such as maintenance and repair of existing transportation facilities (OAR 660-12-045(1)(a)(A)); the dedication of right-of-way, authorization of construction and the construction of facilities and improvements, where the improvements are consistent with clear, objective dimensional standards (OAR 660-12-045(1)(a)(B)); changes in the frequency of transit, rail, and airport services (OAR 660-12-045(1)(a)(C)); the allowances and prohibitions in Exclusive Farm Use (EFU), Farm Forest (FF), and Timber Conservation (TC) Zoning Districts (ORS 215, OAR 660-06); construction of navigation channels (OAR 610-18-065(3)(I)); and other uses such as electric transmission lines, airports and helipads, distribution lines for gas, oil and geothermal, and aids to navigation and aviation.

It is not the intent of the Polk County TSP to address the details of the transportation permitting system, but to bring to the reader's attention the rigorous process to review and approve transportation facilities.

Road Plan

Existing Transportation System and Current Needs

Roads

Polk County maintains approximately 497 miles (784.4 kilometers) of roads. There are another 32.82 miles (52.5 km) consisting of public use roads and other county right-of-ways which are not maintained. The U.S. Bureau of Land Management (BLM), Oregon State Forestry Division, and Oregon State Parks Division manage 517.3 miles (827.6 km) of roads. The cities of Dallas, Falls City, Independence, and Monmouth have approximately 180 miles (288 km) of streets, while the State of Oregon has 120.4 miles (192.6 km) of highways in Polk County.

Prior to the completion of the county's TSP in 1998, it operated with two sets of functional classifications. Although the county had generally managed to align its county classification system to the federal classification, there were situations where a road under the county's classification did not match the federal classification. Additionally, the resource classification had no federal classification counterpart.

The 1998 TSP included amendments for the federal classification followed by most jurisdictions and the county has been using the federal system since that time. The following paragraphs contain descriptions of characteristics common to this method of classification. Please see the Polk County Public Works Road Standards 1998 for the definitions of the road classifications.

Rural Road Classification Descriptions

Principal Arterials: Serve corridor movements having trip lengths and travel densities characteristics indicative of substantial statewide or interstate travel; serve all, or virtually all, urban areas of 50,000 and over population and a large majority of those with population of over 25,000 and over; and provide an integrated network without stub connections except where unusual geographic or traffic flow connections dictate otherwise (e.g., international boundary connections and connections to coastal cities).

Minor Arterials: Link cities and larger towns (and other traffic generators, such as major resort areas, that are capable of attracting travel over similarly long distances) and form an integrated network providing interstate and inter-county service; spaced at such intervals, consistent with population density, so that all developed areas of the state are within a reasonable distance of an arterial highway; and provide (because of the two previous characteristics) service to corridors with trip lengths and travel density greater than those predominately served by rural collector or local systems. Minor arterials therefore constitute routes whose design should be expected to provide for relatively high overall travel speeds, with minimum interference to through movement.

Major Collectors: Provide service to any county seat not on an arterial route, to the larger towns not directly served by the higher systems, and to other traffic generators of equivalent intra-county importance, such as consolidated schools, shipping ports, county parks, important mining and agricultural areas, etc; link these places with nearby larger towns or cities, or with routes of higher classification; and serve the more important inter-county travel.

Minor Collectors: Are spaced at intervals, consistent with population density, to collect traffic from local roads and bring all developed areas within a reasonable distance of a collector road; and provide service to the remaining smaller communities; and link the locally important traffic generators with their rural hinterland.

Rural Local: Serve primarily to provide access to adjacent land; and provide service to travel over relatively short distances as compared to collectors or other higher systems. Local roads will constitute the rural mileage not classified as part of the principal arterial, minor arterial, or collector systems.

Resource Road: Provide a connection between resource areas, and principal and minor arterials. These roadways are generally rural and provide access to agricultural and timber roadways, to facilitate movement of goods and services. Resource collectors provide an important and needed function in serving areas that contribute to the economic base of the community even though they may have low volumes of traffic.

The definitions of federal classifications in urban areas are not included in this document since the county has very few purely urban roads. The use of the word “urban” in front of a classification simply indicates that the road or a portion thereof is between the urban growth boundary and a city limit.

Table 5 provides a breakdown of road mileage under the jurisdiction of Polk County by classification.

**Table 5
Polk County Road System Mileage by Functional Classification**

	Rural	Urban	Total
Principal Arterial	0	0	0
Minor Arterial	0	6.02	6.02
Major Collector	105.98	0	105.98
Minor Collector	79.15	5.94	85.09
Local	285.1	3.92	289.02

Source: Polk County Public Works Department, 2009

The county's roads were initially classified many years prior to the 1998 TSP. Although periodic updates were required, there were factors which made reclassification difficult or impractical. One of these factors was the Federal Aid System. This now obsolete system affected project and road funding in the counties. Another factor was land use. Land which may have been developable to medium or high density residential, commercial or industrial uses prior to

enactment of Oregon's Comprehensive Land Use laws are either no longer developable or only developable to low densities, such as those areas zoned for rural residential development. Therefore, roads which may have once been logically anticipated to function at higher level classifications do not function at that level. As part of the 1998 TSP, the county reviewed its functional classifications, ceased use of its separate county classification system, and updated its federal classifications. **Table 6** shows the 2009 list of minor arterials, collectors, and resource roads. **Figure 3** is a map showing the functional classifications of roads.

One exception to cessation of the county separate classification system was the resource road classification. This classification is still useful. It is used to identify roads which may require repair and maintenance support greater than traffic counts would indicate. These roads play a critical role in the county's economy, and their use by heavy trucks requires additional work. The classification of the resource roads will be closely monitored to ensure they are continuing to provide resource needs.

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Figure 3
Map of Functional Classifications

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Table 6
2009 Functional Classifications
Arterials, Collectors, and Resource Roads
Polk County Road System

ROAD TYPE / NAME	SEGMENT
Minor Arterials	
Ash Creek Drive / Mountain Fir Avenue	Connect the segment in Monmouth to the segment in Independence
Brush College Road*	Salem UGB to Salem City Limits
Corvallis Road*	Independence UGB to Independence City Limits
Doaks Ferry Road	Hwy. 22 to Orchard Heights Road (varies)
Eola Road	Doaks Ferry to Salem City Limits
Hoffman Road	Riddell Road to Gun Club Road
Orchard Heights Road	Salem UGB to Salem City Limits
Major Collectors	
Airlie Road	Kings Valley Highway (Hwy. 223) to Pacific Highway West (Hwy. 99W)
Bethel Road	Broadmead Road to Bethel Road
Buena Vista Road	Corvallis Road to Benton County Line
Clow Corner Road (West)	Godsey Street to Hwy. 99W
Corvallis Road	Independence City Limit to Benton County Line
Dejong Road	Ballston Road to Yamhill County Line
Ellendale Rd (West) (Portion is Urban Collector)	Oakdale Road to inside Dallas City Limits
Falls City Road	Hwy. 223 to Falls City City Limits
Fort Hill Road	Yamhill County Line to Hwy. 18
Grand Ronde Road	Salmon River Highway (Hwy. 18) to Yamhill County Line
Greenwood Road	Rickreall Rd. to Independence Hwy. 51 / Hwy. 22 to Rickreall Rd.
Harmony Road	Hwy. 22 to Yamhill County Line
Hopewell Road	Salem-Dayton Highway (Hwy. 221) to Yamhill County Line
Maple Grove Road	Hwy. 223 to Airlie Road
Mistletoe Road*	Monmouth UGB to Monmouth City Limits
Oakdale Road*	Dallas UGB to Dallas City Limits
Orchard Heights Road	Oak Grove Road to Salem UGB
Orrs Corner Road	Dallas City Limits to Hwy. 99W
Perrydale Road	Bethel Road to Reed St NW (Dallas)
Rickreall Road	Hwy. 99W to Greenwood Road
South River Road	Corvallis Road to Marion County Line
Suver Road	Hwy. 99W to Corvallis Road
Zena Road	Bethel Road to Hwy. 221

Minor Collector	
40th Avenue NW	Dahlia Way to Orchard Heights Place
Ball Road*	Ballston Road to Yamhill County Line
Ballston Road*	Ball Road to Dejong Road
Ballston Road	Dejong Road to Yamhill County Line
Berry Creek Road	Airlie Road to Benton County Line
Best Road	Orchard Heights Road to Dahlia Way
Bridgeport Road*	Frost Road to Hwy. 223
Broadmead Road	Ballston Road to West Perrydale Road
Brown Road*	Hwy. 22 to Old Military Road
Clow Corner Road (East)*	Hwy. 22 to Rogers Road
Dahlia Way	Best Road to 40th Ave. NW
Elkins Road	Airlie Road to Helmick Road
Enterprise Road	Beck Road to Hwy. 22
Farmer Road*	Hwy. 99 to Oak Grove Road
Glen Creek Road*	29th Place NW to End of Road
Gooseneck Road*	Hwy. 22 to End of Pavement
Helmick Road	Monmouth City Limits to Hwy. 99W
James Howe Road (Portion is Urban Collector)	Salt Creek Road to Ellendale Road (West)
Maxfield Creek Road*	Airlie Road to Benton County Line
Mill Creek Road	Hwy. 22 to End of Pavement
Michigan City Lane*	Hwy. 221 to End of Road
Mistletoe Road*	Dallas City Limits to Monmouth UGB
Oakdale Road*	Falls City Road to Dallas UGB
Oak Grove Road	Zena Road to Hwy. 22
Prather Road*	Corvallis Road to Buena Vista Road
Red Prairie Road*	Yamhill County Line to Hwy. 22
Rickreall Road	Greenwood Road to Hwy. 22
Riddell Road (Portion is Urban Collector)	Orrs Corner Road to Whitesell Road
Rogers Road*	Clow Corner Road (East) to Hwy. 51
Salt Creek Road*	James Howe Road to Hwy. 22
SW Clay Street*	Dallas City Limits to End of Road
Talmadge Road*	Independence City Limits to Stapleton Road
West Perrydale Road*	Dejong Road to Broadmead Road
Wigrich Road	Buena Vista Road to Wells Landing Road
Wildwood Road	Gage Road to Benton County Line
Urban Collector (In addition to those above)	
Eola Drive	Salem UGB to Doaks Ferry Road
Fir Villa Road*	East Ellendale Road to Orrs Corner Road
Orchard Heights Place	40th Avenue NW to Orchard Heights Road

Resource Road (This is a County Specialized Classification)	
A.R. Ford Road	Hwy. 18 to End
Bethel Heights Road	Zena Road to Spring Valley Road
Black Rock Road	Falls City City Limits to Old RR Grade
Fire Hall Road	South of Hwy. 22
Gage Road	Wildwood Road to Burbank Road
Gardner Road*	Bridgeport Road to Hwy. 223
Gold Creek Road	Yamhill River Road to End of County Maintenance
Grant Road	Hwy. 223 to End
Ira Hooker Road	Hwy. 223 to End
Martin Road	Robb Mill Road to End
Mill Creek (Portion is Minor Collector)	Hwy. 22 to End
Renben Boise Road	North of W. Ellendale Road
Richardson Road	Oakdale Road to End
River Bend Road	Salem City Limits to End
Robb Mill Road	Ellendale Road (West) to Gated End
Socialist Valley Road (East & West Ends)	Black Rock Road to Camp Tapawingo / Start to Lucas Road
Stapleton Road	Talmadge Road to Helmick Road
Storey Road	Maxfield Creek Road to End
Wigrich Road (Portion is Minor Collector)	Wells Landing Road to End
Wildwood Road (Portion is Minor Collector)	Gage Road to End

Source: Polk County Public Works Department, 1996

* Indicates functional classification of some, or all of the road was amended - see Table 6, 1998 Polk County TSP.

Road Network and Standards

There are four types of road ownership in Polk County. A *state road* is a public roadway owned, maintained and improved by the State of Oregon. A *city street* is a public roadway owned, maintained, and improved by the applicable city. A *county road* is a public roadway which has been accepted by the Polk County Board of Commissioners as a county road and for which the county is responsible for improvements and maintenance. A *local access road* (aka public use road) is one which has been dedicated to public use, and ownership has been accepted by the county, *but without obligation, responsibility, or agreement for improvement or maintenance*. A local access road could be a driveway, easement for road access, or a road created for the specific purpose of providing road access from a parcel to another local access road or county road.

The road network which will serve the county for the next 20 years is essentially in place. Except for new roads and realignments discussed in, *Transportation Forecast and Deficiencies*, for two rural residential (AR-5 – Acreage Residential 5-Acre Minimum) zoned areas north and south of Dallas (**Figures 7 and 8**), in the Expressway Management Plan (Figures 9 and 10), and in the Salem and Independence TSPs, no other major development events are expected to occur

which will cause significant relocations, or construction of new arterials or collectors. Modernization, maintenance, repairs, and minor improvements will continue to be aggressively pursued to keep the road network functional.

When a county road enters the UGB of a city, it will assume the functional classification of the city's street which is its extension. Maintenance standards will remain that of the county; however, new construction standards will be that of the respective city. This in no way implies that the county is obligated to improve the road to the city's standard, but rather that when improvements are done those standards will be considered, and efforts made to follow the city's standards in so far as the county deems possible. One improvement funding scenario is joint city-county financing of all or parts of the improvement. Since the adoption of the 1998 TSP, the county considered intergovernmental agreements (IGA) with each of its cities to address this issue and it was determined that IGA's were not necessary because it is expected that transfer of jurisdiction will be integral to the decision process. Salem is one of only two cities in Oregon wherein ORS directs that upon annexation to the city any annexed road becomes the responsibility of the city.

County Road Standards

In accordance with provisions of the Oregon Transportation Planning Rule (OAR 660-12), standards in

Table 7 are not considered land use regulation, and are not intended to be adopted as such. Standards are provided herein for ease of review, but they are subject to change by appropriate county determined means, such as Public Works Department procedures, or county ordinance.

Table 7
Polk County Road Standards^{1,2,3}

Functional Classification	Right-of-Way Urban / Rural	Developed Roadway Urban / Rural	Parking Urban / Rural	Bikeway Urban / Rural
Major Arterial	84 feet / N/A	70 feet / N/A	No / N/A	Bike Lane / N/A
Minor Arterial	68 feet / 60 feet	44 feet / 44 feet	No / No	Bike Lane/Shared Roadway
Major Collector	68 feet / 60 feet	44 feet / 36 feet	No / No	Bike Lane/Shared Roadway
Minor Collector	64 feet / 60 feet	44 feet / 30 feet	Yes / No	None / None
Resource Road	N/A	N/A	No	N/A / None
Local	60 feet / 60 feet	44 feet / 22 feet	Yes / Yes	None / None
Cul-de-Sac	60 feet / 60 feet	34 feet / 22 feet	Yes / No	None / None

¹ Within the UGB, the applicable city's standards apply

² Roads which are designated as bike routes shall have a minimum of 4 foot paved shoulders, and the shared shoulder bikeway shall prevail

³ When volumes on a county road exceed 1,000 ADT, shoulder bikeways will be used instead of shared roadway bikeways.

Access Management

Roads perform two basic functions, access to property for local traffic and allowing transit of through traffic. The functional classification of a road reflects its primary function. At the upper

level, arterials are intended to primarily serve through traffic, and at the lower end, local roads are intended to provide access to property. Collectors generally serve both purposes.

Since the majority of roads evolved from beginnings as local roads to a higher level of classification as an area grew, it is often difficult to attain the desired purpose without some reduction of service to residential, industrial, or commercial areas. A state highway which serves as the main street for a small town is often used for short trips and access to local businesses, industry, or even residences. But with increased traffic on the highway from growth in and / or out of the city, efficient service for both local and through travel becomes more and more difficult to attain. Lack of access management and insufficient coordination of land uses along the highway contribute to the degradation of the road network. Desire for traffic signals, new road approaches and driveways decrease speed and capacity while increasing both congestion and hazards. It has been estimated that the addition of a traffic signal will result in an almost automatic degradation of a road's level of service by one level.

Overall, access management is controlling vehicular access to a road. The simplest form of "management" is access denial which prohibits new accesses onto a major roadway. A related method of management is controlling where access is placed. Other forms include restricting left turns onto a highway, or not allowing cross traffic at intersections. Limits such as these provide a higher vehicle capacity on the major highway, which in turn allows higher speeds without requiring construction of additional traffic lanes. For many years the State has placed access limits on its highway system.

On the majority of roads for which Polk County has authority, congestion is not now, or for the next twenty years, expected to be a problem. Therefore, access management has traditionally been to ensure safety, and Polk County's permit process to allow access onto county roads is primarily to satisfy that purpose.

The county access management program differentiates requirements based upon functional classification. The general requirement for locating accesses is that they shall be provided in a manner and location that shall protect public safety. In addition to the general requirement, the following standards govern accesses onto county roads:

- a. Every dwelling shall have access to a public road or an easement. An easement for access to two or more dwelling units on lots established after November 13, 1970 shall be at least 60 feet wide (Polk County Zoning Ordinance).
- b. The maximum number of access points from a lot or parcel in an adopted Urban Growth Boundary is one, but no more than 40 percent of the frontage shall be used for the access. This standard does not apply to "flag lots" or lots or parcels located on a cul-de-sac which have less than 50 feet of road frontage (Polk County Road Standards).
- c. The maximum number of access points from a lot or parcel outside an adopted Urban Growth Boundary is two. However, additional access points may be permitted by the Public Works Director (Polk County Road Standards).
- d. The spacing for driveway access points is dependent on minimum stopping sight distance, and varies from 125 feet at speeds of 20 mph to 525 feet at speeds of 60 mph. For

intersections, the spacing distance ranges from 200 at speeds of 20 mph to 575 feet at speeds of 60 mph. Refer to the Polk County Road Standards for further details.

- e. For access distances within a UGB, the applicable city's standard shall apply. However, a permit applicant and / or permit approval authority should periodically review the standards with the city to ensure currency.

Bicycle and Pedestrian Element

The bicycle and pedestrian plan element is in response to the Transportation Planning Rule, ORS 366.514, Safe, Accountable, Flexible, Efficient, Transportation Equity Act: A Legacy for Users (SAFETEA-LU), and applicable American's with Disabilities Act requirements. The Oregon Transportation Plan (1999) and the Oregon Bicycle and Pedestrian Plan (1995) were consulted throughout the development of this element to ensure inter-jurisdictional consistency. Further, the county has combined planning efforts for both walking and bicycling because of recognized similarities in needs, service provision, and the economies of scale that can be gained through multi-use facilities.

The updating of the bicycle and pedestrian plan reflects the county's commitment to provide for the various needs of all its citizens, including the transportation disadvantaged. The transportation disadvantaged population includes those who do not have access to an automobile, cannot operate an automobile, or choose not to use an automobile for a variety of reasons. Bicycling and walking provide a low-cost alternative to all members of the population.

Bicycle / pedestrian facilities also provide a particularly valuable resource to school-age children, especially insofar as the facilities improve safety. The ODOT Safe Routes to School program is available to the county and can be a funding resource for sidewalks.

Network

Because Polk County is a rural county with about 85% of its population residing in incorporated cities, the most appropriate way to accommodate bicycling and walking is on the existing road network. The regularly traveled roadway provides the best opportunity for an effective network of walkways and bikeways because it is in place and connects the various activity centers. In addition, streets are public, highly visible places where individuals feel safer for themselves and their children.

There are several types of travel paths which make up bikeways. They are shared shoulder, shared roadway, bike lanes, and the multi-use path which is separated from the roadway. As appropriate in a rural area, Polk County generally uses the "shared shoulder" concept for its bike facilities. Furthermore, the county has made good efforts to establish bicycle system connectivity between its routes and those of the various cities. One county bikeway begins at the City of Dallas' Miller Street bikeway and uses a shared shoulder on Orrs Corner Road to connect to the multi-use path paralleling Oregon Highway 99W. From that intersection the bikeway proceeds to the City of Monmouth, where it connects to the city's bike route.

Shoulder bikeways are also located along the major state highways, Oregon Highways 18, 22 and 99W. Oregon Highway 221 (Wallace Road) in West Salem has been improved to 5-lane and 3-lane sections with bike lanes out to the urban growth boundary at Michigan City Lane. There is a multi-use path paralleling Oregon Highway 22 from Eola Drive to near the Oak Grove Golf Course. At the golf course the path uses a dedicated bike / pedestrian bridge to cross over the highway and connect to Rickreall Road. Because of their relatively low traffic volumes, most

county paved roads can support the shared roadway bikeway concept. Continuing its ongoing improvement of the bicycle / pedestrian system, the county constructed an upgrade to Hoffman Road. Additional projects include upgrades to the north side of Ellendale Road (West) in Dallas and Hoffman Road from Oregon Highway 99W east to Gun Club Road as development in Monmouth and Independence occurs along Hoffman Road. These projects are listed in Section 10, *Proposed System Improvements*, and are shown in **Figure 4**. The county's bikeways are in a good to excellent state of repair.

In 2009, the City of Salem opened the former Union Street railroad bridge to bicycle and pedestrian use. It connects to the bike and pedestrian path on the east side of the Willamette River which serves Riverfront Park and connects to the bike and pedestrian path on the west side of the Willamette River which serves Wallace Marine Park.

Future Needs and Facilities

For the most part, the county's road conditions are presently acceptable for bicycle and pedestrian travel and will satisfy the county's rural needs for the next twenty years. See the *Transportation Forecast and Deficiencies* section for a brief analysis of future traffic. The exceptions are those roads already identified by the county in its efforts to continue its ongoing improvements. By taking actions in and near the UGBs of its cities and unincorporated rural communities, the county is improving connectivity and safety of the bicycle / pedestrian system. Six-foot shoulder upgrades to Hoffman Road between Oregon Highway 99W and Riddell Road will improve bicycle and pedestrian flow. Along Ellendale Road (West) in the northwestern portion of Dallas, construction of a six-foot shoulder on the north side of the road will extend the bike facility westerly to Rueben Boise Road. A third project is a six-foot paved shoulder on the west side of Talmadge Road between Madrona and 16th Avenue near Monmouth. This approximately 350 foot segment in the county will help to connect sidewalks on Madrona and 16th Avenue which is a route to schools. In the northwest part of the county an evaluation of South Yamhill River Road as a recreational bike / pedestrian facility connecting to Oregon Highway 18 Business and continuing into Yamhill County should be performed. Although Oregon Highway Business 18 has shoulders meeting requirements for bicycle / pedestrian travel in some segments in Polk County, it is not a user-friendly environment for non-auto users.

The county considers the widening and paving of shoulders along Oregon Highway 18 Business in the Willamina area in Polk County, and connecting to Sheridan in Yamhill County a project of significant importance. This route is used regularly by recreational bicyclists, and current conditions present a danger to users. It will also provide a regional connection to the Polk County system.

Bicycle and pedestrian travel in rural community centers such as Rickreall is well accommodated by local streets without sidewalks or improved roads. In Rickreall, crossing Oregon Highway 99W was improved as part of the Oregon Highway 99W / Oregon Highway 22 grade-separated interchange which included a new traffic signal at Oregon Highway 99W / Rickreall Road. Attractors in that area include a small store and post office which are on the same side of the highway as the primary residential area. The Oregon Highway 99W / Oregon Highway 22

grade-separated improvements extend south into a portion of Rickreall and have improved circulation and safety in the community. Bicycle or pedestrian crossings of state highways to schools, is an issue and it occurs in Pedee and other rural areas such as Perrydale and Bridgeport. As a follow-on action to the 1998 TSP, the county made a commitment to further evaluate the bicycle/pedestrian needs in the 14 rural community centers designated in the Comprehensive Plan and that commitment is reiterated in the 2009 TSP. The county's standards for pedestrian facilities are in the Polk County Subdivision and Partition Ordinance and in the County Road Standards.

Currently, the most active need for sidewalks is in West Salem. The county cooperates with the City of Salem when development occurs requiring sidewalks in the area, and by intergovernmental agreements uses the city's standards.

Section 10, *Proposed System Improvements*, contains a listing of the bicycle improvement projects. **Figure 4** depicts the preferred bike / pedestrian routes in Polk County. Except for the multi-use paths, the routes are either, shared roadway or shoulder bikeways. Outside the UGBs, no new separate bike lanes are planned on county roads. Inside the UGBs, the city's standards for bicycle / pedestrian facilities apply. However, this does not imply that the county is obligated to improve the road to the city's standard, but rather when improvements are planned, those standards will be reviewed and efforts will be made to follow the city's standards insofar as the county deems possible. If funding is a limiting factor, one approach is joint city-county financing of all or parts of the project.

Requirements related to the provision of bikeways are included in the Polk County Subdivision and Partition Ordinance. County bike standards are contained in the County Road Standards, but are repeated below for ease of review.

Shared Roadway - It is desired that the road be paved, and provide good visibility with minimal vertical and horizontal curves. The road's travel lane should be at least 12 feet wide. When the average daily trips (ADT) on such roads exceeds approximately 1,000 vehicles per day, the county will examine the feasibility of adding four-foot shoulders to each side so that the road facility could become a shoulder bikeway. The preference will be to add the paving as part of an overlay, where possible.

Shoulder Bikeway - A paved shoulder with a minimum width of four feet from center of travel lane edge striping (fog line) to edge of pavement.

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Figure 4
Bicycle Facilities in Polk County

Air, Rail, Water, and Transmission Lines Element

Air

There is only one public airport in the county. It is a state-owned facility located at the north edge of the City of Independence. Abutting the north end of the runway is agricultural land under Polk County jurisdiction. The 2007 City of Independence Transportation Systems Plan addresses the airport. The “Independence State Airport: Airport Layout Plan Report” prepared by Aron Faegre & Associates, 1997, also addresses the airport. The airport has a single, north-south oriented, asphalt runway, slightly over 3,000 feet long and 60 feet wide. The paved apron will accommodate 21 aircraft, with overflow on adjacent turf. In addition to tie-downs, there are about 40 hangars. The airport has maintenance, fuel, and a manned fixed-base operation seven days a week. It serves general aviation aircraft and has no scheduled airline operations. The airport does not have an instrument landing system, so operations are limited to visual flight rules. Approximately 124 general aviation aircraft are based at the airport and about 84 of these planes are based at the residential airpark located on the east side of the airport. The airpark presently has 90 homes with hangars. In 1996, the airport was the ninth busiest non-tower airport in Oregon with 32,773 operations (each takeoff and each landing is a separate operation) and the projection was for over 50,000 operations by 2016. In 2008, 189 aircraft were based at the field with 172 single engine airplanes, 11 multi-engine airplanes, 1 helicopter and 5 ultra-lights.

The number of operations is influenced by the adjacent airpark and an on-site flight instruction operation. In 2009, the Independence Flyers (503-606-2923) and Nutsch Aviation (503-428-7209) provided services, facilities and amenities at the airport. In 2009, the field did not have a published instrument approach, but plans call for publishing a non-precision global positioning system (GPS) approach.

The 1997, “Independence State Airport: Airport Layout Plan” projected future operations at the airport and recommended a variety of improvements to the existing facility. The report forecasts airport operations to increase from 32,773 to 50,400 per year by 2015, an increase of 54 percent. The total capacity of the airport is 97,000 operations, which means that by 2015 the airport will be operating at 56 percent of facility capacity.

The recommended improvements include a runway extension of 540 feet to the north and the addition of approximately 41 acres to the west for future parking and hangar development. The report also recommended incorporating the Airport Layout Plan into the Polk County and City of Independence comprehensive plans.

Both the City of Independence and Polk County have airport overlay zoning intended to accommodate the facilities necessary for general aviation purposes and to minimize potential dangers from, and conflicts with, the use of aircraft at Independence State Airport (Polk County Zoning Ordinance). The overlay zoning limits uses and imposes height restrictions within

several defined areas. These include the airport “approach zone” which is a fan-shaped area extending from the end of the runway for a distance of 4,000 feet and to a width of 1,250 feet and the airport “clear zone” which extends from the edge of the airport for a distance of 1,000 feet and a width of 312.5 feet. The width of both of these zones at the end of the runway is 250 feet.

All other airfields in Polk County are privately-owned. The Oregon Aviation Department maintains an inventory of private airfields located throughout the state. Among those listed in Polk County are private fields near Airlie Road, Wigrich Road (which supports an aircraft painting business), Matney Road, and Bethel Road.

With development limitations imposed by exclusive farm use zoning to the north and west, high value homes to the east, and the city's water / sewer facilities to the south, it is doubtful the Independence State Airport can be expanded to provide commercial passenger service. It is also likely that any attempt to do so will be met with significant public resistance. Therefore, air transportation is not anticipated to play an important multimodal transportation role in Polk County.

Rail

The Hampton Railway operates between Willamina and Fort Hill (approximately 5.3 miles). A previously existing extension between Fort Hill and Grand Ronde was abandoned in 1984 by the predecessor Willamina & Grand Ronde Railway. Less than one million gross tons are transported over the line annually. Service is provided by Willamette & Pacific Railroad, Inc., under a haulage agreement with Hampton Railway. Although Willamette & Pacific Railroad and Portland & Western Railroad are separate wholly-owned subsidiaries of Genesee & Wyoming Inc., Willamette and Pacific's identity has been subjugated and both railroads operate under Portland & Western's banner and use Portland & Western as a public face. Hampton's line is maintained to Federal Railroad Administration (FRA) Class 1 standards permitting a maximum freight train speed of 10 miles per hour. The connecting Willamette & Pacific line doing business as Portland & Western, extends from Willamina northerly to Whiteson, 18.7 miles, and has benefited from combined investment of state, federal and private funds since 2004. It has been upgraded for its full length with heavier continuous welded rail, new ties, ballast and surfacing to meet FRA Class 2 standards permitting 25 miles per hour freight operation. At the same time the line was cleared for handling 286,000 gross vehicle weight shipments, the new rail industry standard loaded freight car weight. Whiteson is the junction of the Willamina Branch with Portland & Western's West Side Line.

Portland & Western's Westside Branch runs from Monroe in Benton County via Independence, McMinnville and Newberg to a junction with another line running east through Sherwood, Tualatin and Lake Oswego, and across the Willamette River in the Milwaukie area to the Union Pacific mainline. The mainline runs into Union Pacific's Brooklyn Yard in southeast Portland. Paralleling Oregon Highway 99W, the West Side line intersects with the Dallas branch at Gerlinger, a rail junction south of Rickreall Road. Through Polk County, the West Side Branch is maintained to FRA Class 2 standards and the line handles over one million gross tons per year. The Dallas line is 4.8 miles long and handles less than one million gross tons per year. It is in

“excepted” status, a sub-class of FRA Class 1, and maximum freight train speed is 10 miles per hour. The Dallas Branch serves industries in the City of Dallas and is used for railcar storage. The density of train traffic using the West Side line is expected to remain static at two per day for the foreseeable future. For train traffic to increase, one or more of the following events would have to happen.

1. Recruitment of a significant industrial enterprise heavily dependent upon rail service locating in Polk or Yamhill Counties.
2. Routing of overland traffic (through shipments destined to distant points) via the West Side line by rehabilitating trackage over Rex Hill (between Newberg and Sherwood) or over rebuilt trackage between St. Joseph and Gaston (Seghers) that was abandoned and torn up in 1984 and 1991. Reconstruction of this missing 16-mile segment would restore a through line with favorable grade conditions linking Hillsboro and Albany via McMinnville and Independence. With some additional strategic infrastructure investment in the greater Portland metropolitan area, this route could become part of a rail bypass between Kalama, WA and Albany, OR that would avoid operating through core Portland.
3. The line is upgraded for regional commuter passenger services that would serve Linn, Benton, Polk, Yamhill, Washington and Multnomah Counties.
4. Rail movement of refuse to distant disposal sites becomes desirable as local landfills reach capacity and close.

Absent one or more of the growth factors above, rail operations in Polk County over the next twenty years are expected to continue at approximately the same level of activity as the last twenty years; providing service to the timber and agricultural industries and to the steel mill at McMinnville and the paper mill at Newberg. Since 1986, there was sizeable tonnage growth statewide in freight rail traffic. However, most of the originating and terminating rail freight has been in counties other than Polk. The future in both Polk County and the state is difficult to predict, but data indicates a continued rise with a possible shift to commodities other than wood and farm products.

While use of rail reduces truck traffic in the county, rail service is not anticipated to play a significant role in reducing automobile use, unless there is a wholesale change in public transportation policy to superimpose regional passenger service on some, or all of the state’s low-density rail network in the Willamette Valley. Continued use of the existing rail system and rail line upgrades will contribute to maintaining a reduction in truck traffic.

The Oregon Transportation Plan’s minimum desired level of service states that branch rail lines should be maintained to FRA Class 2 standards that allow a maximum freight train speed of 25 miles per hour whenever upgrading can be achieved with a favorable benefit-cost ratio.

In developing transportation plans, one point of contention between local jurisdictions and the rail service is grade crossings. The Oregon Department of Transportation, Rail Division has exclusive jurisdiction over all public rail crossings in the state. Except for signage, ODOT does not have authority over private crossings except when they involve railroad right-of-way owned by the state. There is no state-owned rail right-of-way in Polk County. For public crossings

ODOT must approve new crossings and closure of existing crossings. Any alterations to existing crossings must be similarly approved and ODOT-Rail may order upgrading of protective devices at existing crossings when circumstances warrant.

Water

In the county's early years, Independence was an important central shipping point on the Willamette River. In those years, the river was used to transport food from the Willamette Valley to gold miners in California. The goods were taken from warehouses and docks in Independence and shipped by steamboat to Portland. In 1885, a ferry operated from Independence across the Willamette River. A ferry owned and operated by Marion County operates Wednesday through Sunday, mid-April through October, at Buena Vista, crossing between Polk and Marion Counties. The ferry serves approximately 1,000 vehicles during the operating period.

The Wheatland Ferry, operated by Marion County, crosses the Willamette River daily throughout the year (except Thanksgiving Day and Christmas Day) from Mission Bottom State Park in northwest Marion County to Wheatland in southeast Yamhill County. The ferry provides a connection to the east side of the River and Interstate 5 for travelers in northern Polk County. The primary road from Polk County to the ferry is Oregon Highway 221 (Wallace Road, Salem-Dayton Highway).

Over the years, the river has lost its significance as a transportation system, and its use today is primarily recreational. In support of greater use, a hydrographic survey to determine spot dredging locations was completed in May 1998. Although waterborne transportation is not expected to become a major form of multimodal transportation, private operators may find opportunities for limited travel along the Willamette River. In the past, the U.S. Army Corps of Engineers dredged the River, but ceased dredging in the late 1970s. As commercial use declined the Corps was not able to show in a cost / benefit analysis that continued dredging was justified. The county supported past efforts to study dredging of the River to provide for greater use, but to no avail. The Willamette Queen sternwheeler provides excursions from the River Front Park dock in downtown Salem.

Transmission Lines (Pipelines)

The only natural gas pipelines in the county roughly parallel Oregon Highway 22 and Oregon Highway 99W. Other lines for transmission of water, electricity, telephone, cable television, and towers for cellular phones and radio use are located throughout the county. The lines which are classified as utilities are authorized to use county road rights-of-way. Therefore, most of these transmission lines are located along county roads.

As noted above, the county's use of natural gas pipelines is minimal. However, the use of other transmission lines is expected to grow as the population increases. Over the next twenty years there is optimism that telecommuting will grow in popularity. Should this occur, increased demands on county water, electric, and phone services will occur from those who change their work habits and remain at home. Those individuals who are most likely to be able to avail

themselves of telecommuting presently work in office environments often outside the county in larger urban areas. Telecommunications companies have replaced or augmented older phone lines with fiber optic lines which can handle increased demand. The rural electric service, while adequate, is subject to outages in the winter, and has limited rerouting capability to bring power back on-line. Since it is anticipated that telecommuting will require reliable phone and electric service, improvements in these capabilities will be necessary. Water use increases resulting from telecommuting should not be as significant, but it is possible that peak usage will shift, and this needs to be anticipated by service providers.

Public Transportation Element

INTRODUCTION

The 1998 Polk County TSP included a significant amount of detailed facts, information, analysis, and discussion about public transportation. At that time there had been no similar level of work regarding public transportation in Polk County and it was appropriate for the TSP to cover a topic that had not been adequately covered before.

Two recent documents inventory, analyze, discuss, make conclusions about, and set policies for public transportation in Polk County. They are “The Salem-Keizer Transit Specialized Transportation Plan for Polk and Marion Counties” dated April 2007, by Nelson Nygaard Consulting Associates, and the “Yamhill County Coordinated Human Services Public Transportation Plan” dated September 2007, by the Mid-Willamette Valley Council of Governments. The 2009 Polk County TSP incorporates these documents by reference and provides policy support.

The two plans were produced because effective July 1, 2007, ODOT began requiring that state and federal transit funding intended for non-urbanized portions of the state be derived from coordinated plans. ODOT serves as the designated recipient for state and federal transit funds, intended for non-urbanized portions of the state, and, in turn distributes funds to local entities through a competitive grant process. The overarching goal of requiring the disbursement to be based on coordinated plans is, it responded to the Safe, Accountable, Flexible, Efficient, Transportation Equity Act: A Legacy for Users (SAFETEA-LU) and the state’s requirements for receiving federal funds.

Oregon’s Specialized Transportation Fund (STF) administrative rule requires STF Agencies to prepare a plan to guide the investment of STF moneys to maximize their benefit to the elderly and people with disabilities. The plan is a condition to receive STF formula and discretionary funds.

The federal SAFETEA-LU transportation authorization passed by Congress in 2005, requires a “locally developed, coordinated public transit-human services transportation plan” intended to improve transportation services for persons with disabilities, individuals who are elderly, and individuals with lower incomes. The coordinated public transit-human services transportation plan is required for three of the federal Transit Administration funding programs. They are the Formula Program for Elderly Persons and Persons with Disabilities (§5310), New Freedom (§5317), and Job Access Reverse Commute (§5316).

Because the state and federal requirements are similar, ODOT, through a policy decision, determined that the two planning requirements will be jointly managed so that there is only one plan which is referred to as the “coordinated plan.”

The “Salem-Keizer Transit Specialized Transportation Plan for Polk and Marion Counties” dated April 2007, by Nelson Nygaard Consulting Associates includes the following chapters:

- Chapter 1 Project Purpose and Organization.
- Chapter 2 Regional Profile.
- Chapter 3 Overview of Existing transit and Specialized Transportation Services.
- Chapter 4 Community Support and Expectations.
- Chapter 5 Stakeholder Input.
- Chapter 6 Goals, Objectives and Performance Standards.
- Chapter 7 Plan for Chemeketa Area Regional Transportation System.
CARTS provides service to Polk County.
- Chapter 8 Administrative Recommendations.
- Chapter 9 Transportation Coordination Plan.
- Chapter 10 Five-Year Financial Plan, Chapter 10.

The “Yamhill County Coordinated Human Services Public Transportation Plan” dated September 2007, by the Mid-Willamette Valley Council of Governments includes the following chapters:

- Chapter 1 Plan Background.
- Chapter 2 Public Involvement.
- Chapter 3 Demographics and Travel Patterns.
- Chapter 4 Evaluation of Existing transportation Services and Resources.
- Chapter 5 Medicaid Infrastructure Grant (MIG) Project.
- Chapter 6 Progress.
- Chapter 7 Unmet Transportation Needs.
- Chapter 8 Transportation Strategies and Priorities.

The Yamhill County document is included because the southern one-third of the City of Willamina is within Polk County, and the route serving the Grand Ronde community traverses Polk County.

The following is a summary of existing public transportation services in Polk County.

Inventory

Fixed route, express and flexible route public transportation provided by the Chemeketa Area Regional Transportation System (CARTS) serves Independence, Monmouth and Dallas. Fixed route service provided by the Salem-Keizer Transit District and the Confederated Tribes of Grand Ronde serves Spirit Mountain Casino and Hotel and the Tribal Governance Center. Fixed route service provided by Yamhill County Transit Area District serves Willamina and Spirit Mountain Casino and Hotel from McMinnville via Oregon Highway 18. There is no fixed route public transportation system to Falls City or the rural areas outside the cities in Polk County. The Cherriots Rideshare Program (formerly Salem Rideshare), operating in the Salem-Keizer area since 1975, is available to Polk County residents. This program includes carpool, vanpool, buspool matching service, a preferential parking program, and reduced parking fees for carpools. It is financed by ODOT through the Salem-Keizer Metropolitan Planning Organization (MPO) from federal Surface Transportation Program (STP) funds under the Safe, Accountable, Flexible, Efficient, Transportation Equity Act: A Legacy for Users (SAFETEA-LU).

Inter-City Fixed Route Systems

The Salem-Keizer Transit District (Cherriots) and the Chemeketa Area Regional Transportation System (CARTS) are the only public transportation agencies which fit this category.

Salem Area Transit District

The Salem-Keizer Transit District (Cherriots) operates regularly scheduled bus service in the Salem-Keizer area. See the district's 2007 Plan for detailed service information.

The Polk County area served by Cherriots is in West Salem.

In January 2009, the Salem-Keizer Transit District and the Grand Ronde Tribal Council entered into an agreement to provide service between the downtown Salem Transit Mall and Spirit Mountain Casino and Hotel and the Tribal Governance Center with the service focusing on the work shifts at the Casino.

Chemeketa Area Regional Transportation System (CARTS)

The Chemeketa Area Regional Transportation System (CARTS) serves Dallas, Independence and Monmouth with fixed-route service and provides express service to Dallas from Salem. It provides "on request" service to Fairview Market in Dallas, and serves the Rickreall Park and Ride. The Polk County Flex Route 45 serves Dallas, Independence and Monmouth with flex-pickup and drop-off Monday through Friday.

Paratransit

For the purposes of this section, paratransit public transportation consists of those systems which primarily serve the disabled, elderly, or other transportation disadvantaged individuals.

The largest of the paratransit providers in Polk County is the Oregon Housing and Associated Services (OHAS *aka* "Wheels"). Although OHAS could be listed with the Salem-Keizer groupings and does provide contract service to many of the other paratransit organizations, it also routinely serves a much broader base. Unlike the other paratransit providers, it is open to the general-public. The other paratransit providers operate out of Dallas, Monmouth, and Independence. Cherriots operates an on-call service for the disabled in West Salem.

Other

Although not serving Polk County per se, the Yamhill County Transit Area District operates a transportation service between McMinnville and Willamina and on to Grand Ronde which began in early 2009. Polk County residents may use the service if they meet at the pick-up point in Willamina, or at Spirit Mountain Casino and Hotel. The District provides service to Sheridan, McMinnville, and, through links to other providers, several other cities.

SALEM-KEIZER TRANSIT DISTRICT SPECIALIZED TRANSPORTATION PLAN GOALS

The Goals and Objectives of the “Salem-Keizer Transit Specialized Transportation Plan for Polk and Marion Counties” dated April 2007 follow (page ES-4 in the Plan).

1. Improve the level and overall quality of transit service in Polk and Marion Counties through coordinated efforts.
2. Fill-in the gaps in Polk and Marion Counties’ transportation network.
3. Provide a wide array of transportation options for all populations and for all trip types.
4. Enhance cooperative efforts by transit and human service agencies.
5. Increase the visibility, awareness and availability of information about transportation options in Marion and Polk Counties.
6. Ensure the sustainability of transportation programs in Polk and Marion Counties.
7. Provide affordable transportation.

CARTS SERVICE PLAN: POLK COUNTY RECOMMENDATIONS

The CARTS service plan’s Polk County recommendations follow (page ES-6).

1. The existing Polk County services have much higher productivity and lower cost per passenger than the existing Marion County CARTS service. The connection between Dallas and Salem is perhaps the most critical rural transit service connection in the two-county region. Similar to the changes proposed in North Marion County, some minor service modifications are recommended in Polk County.
2. These include the introduction of express service between Dallas and the Salem Transit Mall, as well as regular intercity service from Dallas via Monmouth and Independence.
3. For a Dallas-Salem Express Service, other than a “by request” stop at the Rickreall Park-and-Ride, deviations within $\frac{3}{4}$ -mile of the fixed route would require ADA eligibility.
4. In addition to the direct service between Dallas and the Salem Transit Mall, another route would maintain the local circulation between Polk County cities and their connection to Salem.
5. A flex-route service is also recommended to operate between Falls City, Dallas, Rickreall, Independence and Monmouth, providing connections to the intercity CARTS routes to Salem. The bus could be scheduled for specific timepoints within each community. Although its purpose would not be to provide local circulation for people traveling within each community, some intra-community travel could be permitted depending on funding arrangements with the various cities.

YAMHILL COUNTY COORDINATED HUMAN SERVICES PUBLIC TRANSPORTATION PLAN

The following are the strategies and priorities in the “Yamhill County Coordinated Human Services Public Transportation Plan” dated September 2007.

Transportation Strategies

The transportation strategies identified in this section are meant to address the various challenges and gaps in existing transportation services previously identified. The strategies fall into four (4) general categories: planning, operations, improvements and coordination / mobility management.

Public Transportation Planning

Update Coordinated Human Services Public Transportation Plan.

Service Design Planning.

Transportation Operations

Sustain Transit Services.

Enhanced Transit Services.

Improve Local Transportation Systems.

Improve Employment Transportation.

User Subsidies.

Transportation Capital Improvements

Provide routine preventative maintenance measures and replace or rehabilitate vehicles as needed.

Bus Shelters and Signs.

Transportation Coordination and Mobility Management

Lead Agency Coordination.

Continued Implementation of Market Strategies and Promotion of Public Transportation.

Promote Increased Regional Transportation Coordination and Cooperation.

Develop and Implement a Public Transportation Travel Training Program.

Promote Greater Utilization of Transportation Technologies.

Promote Better Communication and Awareness Among Transit Providers, Human Service Agencies and Transit Clientele.

Coordinate Public Transportation with Community Planning and Encourage Rational Public Transportation Friendly Development.

Increase Transit Service Coordination and Development among Transportation Providers.

Prioritized Strategies

- Priority 1: Maintain existing service levels of viable operations.
- Priority 2: Lead agency coordination.
- Priority 3: Enhance services.
- Priority 4: Transportation service planning.

Constraints and Opportunities

Polk County's population centers outside of West Salem, while growing, are relatively small. Dallas and Monmouth / Independence contain the largest concentrations. These cities are approximately nine miles apart, and travel time is nearly 15 minutes between centers. The remainder of the county's population is spread over a relatively large area, and offers little opportunity for efficient service.

Service to the western portion of the county is minimal. Because there are providers in the eastern one-third of the county, there may be an opportunity to use this as a base for expanding or enhancing regularly scheduled route service and the paratransit operations, and to eventually extend public transportation services to a greater number of county residents.

Opportunities for increasing use of carpools and vanpools also exist. The Regional Rideshare Program serves Polk County, but requires constant reinforcement so that residents are aware of its capabilities. Periodically, efforts to market the program are made but the impact in Polk County is minor. The county will promote and encourage carpooling.

For a number of reasons the public transportation providers and paratransit providers focus on the population centers and travel, primarily, on State highways between the cities of Dallas, Monmouth and Independence. The providers and the cities where the population concentrations exist are the important elements in the public transportation system. Polk County will continue to support their efforts and provide assistance when and where it will be effective. Polk County supports the goals and policies of the Salem-Keizer Transit District Specialized Transportation Plan for Polk and Marion Counties and the Yamhill County Coordinated Human Services Public Transportation Plan.

Transportation Forecast and Deficiencies

This section addresses automobile travel.

Traffic Volumes

With a few exceptions near urban areas, the county's roads are relatively lightly traveled. The rural areas in the county do not generally develop high traffic counts. **Table 8** lists the average daily traffic for the higher volume roads. The traffic counts were developed in 2008.

**Table 8
Average Daily Traffic
Higher Volume County Roads**

Road Name	Road Section	From	ADT	To	ADT
Bethel Road	Perrydale Road - Highway 99W	Perrydale Road	2370	Highway 99W	2370
	Highway 99W - Zena Road	Highway 99W	2400	Zena Road	2400
Brush College	Eagle Crest Road - Salem City Limits	Eagle Crest Road	370	Salem City Limits	880
Buena Vista Rd.	Corvallis Road - Benton County Line	Corvallis Road	1580	Prather Road	600
		Prather Road	600	Benton County Line	660
Clow Corner Rd.	Dallas City Limits - Highway 99W	Dallas City Limits	6750	Highway 99W	5130
Corvallis Road	Independence City Limits - Benton County Line	Independence City	2200	Prather Road	1110
		Prather Road	1110	Benton County Line	1780
Doaks Ferry Rd.	Brush College Road - Highway 22	Brush College Road	*	Orchard Heights Rd	*
		Orchard Heights Rd	*	Glen Creek Rd	*
		Glen Creek Road	2400	Highway 22	2410
Ellendale Road (West)	Robb Mill Road - Dallas City Limits	Robb Mill Road	1300	Dallas City Limits	4620
Eola Drive	36 th Ave NW - Salem City Limits	36 th Ave. NW	440	Doaks Ferry Road	2310
		Doaks Ferry Road	*	Salem City Limits	*
Falls City Road	Falls City City Limits - Highway 223	Falls City City Limits	2170	Highway 223	2310
Fir Villa Road	East Ellendale Road - Orrs Corner Rd.	East Ellendale Road	*	Orrs Corner Road	*
Glen Creek Road	35 th Av. NW - Salem City Limits	35 th Av. NW	2630	Salem City Limits	2050
Grand Ronde Rd.	Yamhill County Line - Highway 18	Yamhill County Line	2650	Highway 18	3970
Hoffman Road	Riddell Rd. - Independence City Limits	Riddell Road	2280	Highway 99W	5230
		Highway 99W	5230	Independence City Limits	6010
Hopewell Road	Yamhill County Line - Highway 221	Yamhill County Line	2950	Highway 221	3140
Oakdale Road	Ellendale Road - Dallas City Limits	Ellendale Road	700	Dallas City Limit	1390
Orchard Heights Road	Orchard Heights Place - Salem City Limits	Orchard Heights Place	1240	Salem City Limits	1240
Orrs Corner Rd.	Fir Villa Road - Highway 99W	Dallas City Limits	2140	Highway 99W	1800
Perrydale Road	Highway 22 - Dallas City Limits	Highway 22	1130	Dallas City Limits	3020
Riekreall Road	Highway 22 - Greenwood Road	Highway 99W	1400	Greenwood Road	1,030
		Greenwood Road	1,030	Highway 22	430
South River Rd.	Corvallis Road - Independence Bridge	Corvallis Road	5160	Independence Bridge	5160
Zena Road	Bethel Road - Highway 22	Bethel Road	2270	Bethel Heights Road	2680
		Bethel Heights Road	2680	Highway 221	2640

Source: Polk County Public Works Department, 2009

* Inside City Limits

Historically, traffic increases on the county's road system have been low. The exceptions are the road systems in and near West Salem, Independence, Monmouth, and Dallas. A "spot" analysis of roads near these areas is adequate to guide overall county needs.

Doaks Ferry Road in West Salem had a 1996 traffic count of 1,300 average daily trips (ADT) at Oregon Highway 22 and in 2008 it had a count of 2,410. The Salem TSP has addressed long term improvements for this road based on modeling projections from the Salem-Keizer Metropolitan Planning Organization. The Expressway Management Plan (EMP) which is incorporated into the 2009 Polk County TSP calls for a new grade-separated interchange of Oregon Highway 22 / Doaks Ferry Road between College Drive and the Bonneville Power Administration facility with a new segment of Doaks Ferry Road connecting the interchange to the area of the current Doaks Ferry Road and Eola Drive intersection at the top of the hill. The EMP also calls for a new grade-separated interchange of Oregon Highway 22 / Oregon Highway 51 with a system of county frontage and backage roads. These two new interchanges and the associated changes to local roads will significantly improve the county road system in the Eola Unincorporated Community area.

Near Independence / Monmouth in 1998, Hoffman Road was problematic. Using the average yearly traffic increase on the state highways through both cities, and applying this to Hoffman Road, traffic was calculated in the 1998 TSP to increase by 3.6 percent per year. This fairly high rate of increase meant the average daily traffic would increase from its 1996 highest count of 2,750 ADT to approximately 6,000 ADT by 2020. The road would continue to operate at LOS A during most of the day, with a potential for LOS B during p.m. peak hours. However, as shown in the 1990s Independence and Monmouth TSPs, the roadway itself was not the limiting factor. Rather, the intersections with Oregon Highway 99W and Gun Club Road were thought to be the factor that would limit the level of service. Those TSPs contained proposals for improvements. In 2008, the traffic count on Hoffman Road was 5,230 ADT at Oregon Highway 99W and 6,010 ADT at the Independence city limits. The trips forecast for 2020 in the 1990s TSPs already existed in 2008, but a new signal at Oregon Highway 99W and improvements to Hoffman Road, including improvements associated with subdivisions on land abutting the road, have provided an efficient connection from Riddell Road in the west to Oregon Highway 51 in the east.

In Dallas, the county road with the highest 1996 traffic count was Clow Corner (3,600 ADT). Using a 3.6 percent per year factor for traffic increases, an ADT of approximately 7,000 vehicles per day was expected by 2020. Assuming the bulk of the traffic occurred over a 12 hour period, the level of service on the road would remain at a borderline LOS A, but during p.m. peak hours could dip to a LOS C. The intersections at Uglow Street in Dallas and at Oregon Highway 99W would provide greater limits on the levels of service. Upgrades planned on the highway would help with the problems. In 2008, the traffic count showed 6,750 trips at the Dallas city limits and 5,130 at Oregon Highway 99W. The trip forecast for 2020 was almost attained in 2008, but very little new development had occurred in the southeast portion of Dallas along the Clow Corner Road corridor and some nearby employment lands did not have as many jobs as 10-years ago. The area is capable of attracting a significant number of new jobs.

Based on the 2008 ODOT Average Annual Daily Trip (AADT) counts of these three roads, in the growth areas, the existing road system is adequate for the 20-year period of this 2009 plan.

The state's road system handles considerably higher traffic volumes. On Oregon Highway 22, approximately 88,400 (2007) vehicles per day (up from about 80,000 in 1998) were recorded

using the bridges into and out of Salem. From that location the traffic volumes steadily decrease to approximately 36,600 (2007) vehicles per day near Doaks Ferry Road (up from about 31,000 in 1998) and to 10,600 about 1-mile west of Oregon Highway 99W. Prior to the at-grade Oregon Highway 22 / Oregon Highway 99W intersection project that created the current Oregon Highway 22 / Oregon Highway 99W grade-separated interchange, there was a turn-off at Oregon Highway 99W and another just to the west at Oregon Highway 223 to Dallas. In 1998, just past the Dallas turnoff at Oregon Highway 223, traffic was significantly less at approximately 5,000 vehicles per day and in 2007 it was 10,600 1 mile west of the Oregon Highway 22 / Oregon Highway 99W interchange.

The Polk County portion of Oregon Highway 18 in the western area of the county had 19,300 (2007) vehicles per day at Valley Junction (up from 18,000 in 1998), and 7,100 (2007) vehicles per day at the Tillamook-Polk County Line (up from 6,600 in 1998). Compared to the 7,100 AADT at the Tillamook-Polk County Line, a relatively large increase in the traffic occurs to the east. The count increases to the east. The count is 7,800 at about Fire Hall Road, 11,100 just east of Grand Ronde Road, and 17,100 just east of Spirit Mountain Casino and Hotel (and just west of Three Rivers Highway / Highway 22). The count peaks at 19,300 just east of the intersection of Three Rivers Highway / Oregon Highway 22.

Modernization of portions of Oregon Highway 221 (Wallace Road out to the Salem UGB), traffic signal installation at the intersection of Oregon Highway 99W / Hoffman Road, constructing the Oregon Highway 22 / Oregon Highway 99W interchange, and the Fort Hill interchange in the past 10-years have improved safety and traffic flow.

Crashes

Records from 2003 to 2007 were reviewed for crash statistics. A total of 3,366 crashes occurred in Polk County during the 5-year period for an average of 673 per year. A total of 1,718 rural area crashes occurred during the 5-year period for an average of 344 per year. A total of 2,643 injuries occurred during the 5-year period for an average of 529 per year. A total of 56 deaths occurred during the 5-year period for an average of 11 per year.

Generally from 2003 to 2007, the number of crashes in rural areas in Polk County has remained stable and the deaths have declined significantly from 17 in 2003 to 9 in 2006 and 9 in 2007.

For generalized road segments the crash and fatality locations are shown in **Figure 5**. It should be noted, the crash data includes numerous crash causes, such as driver error, wet or icy road conditions, and does not necessarily indicate that road or intersection improvements are needed to improve traffic safety. The Polk County Public Works Department developed a database of crash information as part of the 2009 TSP update process, and will continue to update and monitor future crash data to identify future safety improvements to County roads and intersections.

The following summary of crash data for 2003 to 2007 (for crashes on all state, county and city roads) is based on ODOT data from the Transportation Development Division, Transportation Data Section, Crash Analysis and Reporting Unit.

Table 9
Traffic Crashes All Roads in Polk County
2003 TO 2007

Year	Crashes - Total	Deaths	Injuries	Rural Area Crashes
2003	747	17	505	359
2004	567	11	500	295
2005	690	10	561	371
2006	695	9	590	331
2007	667	9	487	362

Source: Summary of Motor Vehicle Traffic Crashes, 2003, 2004, 2005, 2006 and 2007.

The following additional material shows crash data for county roads and provides information to consider when selecting projects for safety improvements. The data does not include state or city highways and roads.

The Oregon Department of Transportation, Polk County Sheriff's Office and Polk County Public Works Department maintain crash data. The three sets of data are not the same due to several factors, however they are useable to determine the roads with the highest number of crashes and then to identify future projects that may improve safety on the county road system. The following projects were selected wholly or partially to improve safety; Clow Corner Road / Riddell Road intersection, straightening-out the 90 degree corners on Red Prairie, Corvallis, Buena Vista, Suver, James Howe, and Pioneer Roads, and re-aligning Oakdale and Black Rock Roads.

The following lists crashes from 2003 through 2008 for county roads, with the highest number of crashes listed first (data from Polk County Public Works Department).

Clow Corner Road and Zena Road stand out as the roads with the greatest number of crashes. In 2007 and 2008, the intersection of Clow Corner Road and Riddell Road had 6 and 5 crashes, respectively. Many factors contribute to accidents such as driver impairment, driver error, nighttime versus daytime, wet / dry road conditions, road or intersection design, and whether safety elements such as signs, lights, and rumble strips are in place. Before starting a project, further review will occur of the data and the probable contributing causes of the crashes.

1. Clow Corner Rd 67 crashes
2. Zena Rd 54
3. Falls City Rd 33
4. Perrydale Rd 29 - 1 Fatal
5. Airlie Rd 24
6. Corvallis Rd 24
7. Hoffman Rd 22
8. Red Prairie Rd 22 - 3 Fatal
9. Stapleton Rd. 21 - 1 Fatal
10. Oakdale Rd. 19

11. Riddell Rd.	19
12. Brush College Rd.	16
13. Orrs Comer Rd.	16
14. Gooseneck Rd.	14 - 1 Fatal.
15. Hopewell Rd.	14
16. Oak Grove Rd.	14
17. Grand Ronde Rd. N	13
18. Bethel Rd.	12
19. Buena Vista Rd.	12
20. Ellendale Rd.	11
21. Mistletoe Rd.	11
22. Rickreall Rd.	11
23. Bridgeport Rd.	10
24. Hehmick Rd.	10
25. Rogers Rd.	10 - 2 Fatal
26. Bowersville Rd.	9
27. Doaks Ferry Rd.	9
28. Orchard Heights Rd.	9 - 1 Fatal
29. Parker Rd.	9
30. Strong Rd.	9
31. Elkins Rd.	8 - 1 Fatal
32. Liberty Rd.	8
33. Oak Villa Rd.	8
34. Yamhill River Rd.	8
35. Ballston Rd.	7
36. Cooper Hollow Rd.	7
37. Enterprise Rd	7
38. Harmony Rd	7
39. James Howe Rd	7
40. A R Ford Rd	6
41. Fir Villa Rd	6
42. Fort Hill Rd	6
43. Hawthorne Ave	6
44. Maple Grove Rd	6 - 1 Fatal
45. Smithfield Rd	6
46. Mill Creek Rd	5
47. West Perrydale Rd	5
48. Wigrich Rd	5
49. Talmadge Rd	3 - 1 Fatal
Total Crashes: 674.	Fatals: 12.

The following is the same list as above, but in alphabetical order.

A R Ford Rd.	6
Airlie Rd.	24
Ballston Rd.	7
Bethel Rd.	12
Bowersville Rd.	9
Bridgeport Rd.	10
Brush College Rd.	16
Buena Vista Rd.	12
Clow Corner Rd.	67
Cooper Hollow Rd.	7
Corvallis Rd.	24
Doaks Ferry Rd.	9
Elkins Rd.	8 - 1 Fatal
Ellendale Rd.	11
Enterprise Rd.	7
Falls City Rd.	33
Fir Villa Rd.	6
Fort Hill Rd.	6
Gooseneck Rd.	14 - 1 Fatal
Grand Ronde Rd. N	13
Harmony Rd.	7
Hawthorne Ave.	6
Helmick Rd.	10
Hoffman Rd.	22
Hopewell Rd.	14
James Howe Rd.	7
Liberty Rd.	8
Maple Grove Rd.	6 - 1 Fatal
Mill Creek Rd.	5
Mistletoe Rd.	11
Oak Grove Rd.	14
Oak Villa Rd.	8
Oakdale Rd.	19
Orchard Heights Rd.	9 - 1 Fatal
Orrs Corner Rd.	16
Parker Rd.	9
Perrydale Rd.	29 - 1 Fatal
Red Prairie Rd.	22 - 3 Fatal
Rickreall Rd.	11
Riddell Rd.	19
Rogers Rd.	10 - 2 Fatal
Smithfield Rd.	6

Stapleton Rd.	21 - 1 Fatal
Strong Rd.	9
Talmadge Rd.	3 - 1 Fatal.
West Perrydale Rd.	5
Wigrich Rd.	5
Yamhill River Rd.	8
Zena Rd.	54
Crashes: 674	Fatals: 12

Figure 5
High Crash Areas

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Pavement Type / Conditions

Of the approximately 497 miles (784.4 kilometers) of roads maintained by Polk County, slightly under half of the county road system is paved (242 miles, 48.6 percent), while the remainder is primarily gravel (250 miles, 50.3 percent). A small amount (5 miles 0.1 percent) is unimproved.

Inspection results show approximately 80 percent of the paved mileage to be in excellent condition. Another 17 percent is rated as good. Approximately 3 percent is rated fair to poor.

The county's ongoing chip seal program has contributed significantly to maintaining such good pavement conditions. The bulk of the roads received major work in the late 1980s. In 2006 the voters of Polk County approved, by an approximately 70:30 margin, a \$20-million bond measure to fund paving of county roads. As of 2009, about 98 percent of the funds were spent on paving about 180 miles of county roads.

Intersections

When the 1998 TSP was prepared, a steady theme in the county's list of projects was improvements to intersections. The improvements were primarily to "square off" intersections to improve a driver's ability to see oncoming traffic. The 2009 TSP's list of projects is more diversified and includes bridges, road re-alignments, intersections, road extensions, joint county-state efforts on state highways, frontage / backage roads related to the planned grade-separated interchange at Oregon Highway 22 / Oregon Highway 51, and a re-alignment of Doaks Ferry Road related to the planned grade-separated interchange at Oregon Highway 22 / Doaks Ferry Road between College Drive and the Bonneville Power Administration facility.

In Section 10, *Proposed System Improvements*, **Table 12** provides a list of non-prioritized proposed projects and **Figure 12** indicates the locations of intersection projects.

Bridges

Every other year, ODOT conducts an inspection of the county's bridges to determine their structural and functional condition. The inspection gives each bridge a "sufficiency rating" from 0 to 100, with 100 being the best possible condition. The rating is based on ten evaluation categories including; deck, superstructure, substructure, retaining wall, channel protection, deck and approach geometry, clearances, and safe load capacity. A rating of 4 (on a scale from 0 to 10) on the deck, superstructure, substructure, or culvert and retaining walls will make the bridge "structurally deficient." A rating of 3 or less on deck geometry, underclearances, or approach roadway alignment will make the bridge "functionally deficient." Of the county's 120 bridges, two are weight limited (seven were weight limited in 1998), and another 13 are considered either structurally or functionally deficient. **Table 10** contains the weight limited bridges and **Table 11** contains the deficient bridges. **Figure 12** shows the bridges scheduled for improvements during the present work program.

Ten county bridges are shown on the project list for replacement and one for removal. It will take several years to complete the work. This, combined with work to improve other deficient

bridges, is sufficient for the next 20 years.

Table 10
Weight Limited Bridges

Bridge Number	Bridge Name (Road)	Road Mile	Water Body	HS Truck		Actual Limit or Posting (tons)		
				Inv. (tons)	OP. (tons)	Type 3	Type 3s2	Type 3-3
53C063	Military Road	0.1	Mill Creek	19	30	17	25	28
53C132	Ronco	1.22	N. Fork Pedee Creek	20	27	25	33	41

Source: Polk County Public Works Department, 2009

Table 11
Deficient Bridges

Bridge Number	Road Name	Milepost	Sufficiency Rating	Road Classification	Deficiency
53C009	Clow Corner Road	2.25	62.4	Rural Major Collector	Structural
53C014	Falls City Road	3.72	52.2	Rural Major Collector	Structural
53C031	Buena Vista Road	0.1	49.9	Rural Major Collector	Structural
53C050	Oak Knoll Road	0.91	50.9	Rural Local	Structural
53C053	Kroeing Road	0.46	72.2	Rural Local	Functional
53C063	Old Military Road*	0.1	3	Rural Local	Structural
53C064	Gooseneck Road	1.82	12	Rural Local	Structural
53C076	Grand Ronde Road	0.16	11	Rural Local	Structural
53C078	Riverbend Road*	0.16	27	Urban Local	Structural
53C105	Guthrie Road*	0.12	49.6	Rural Local	Structural
53C107	Riddell Road	2.22	12.6	Rural Minor Collector	Structural
53C120	Helmick Road	0.54	40.8	Urban Collector	Structural
53C132	Ronco Road	1.22	27.5	Rural Local	Structural

Source: Polk County Public Works Department, 2009 *Replacement scheduled in the state's 2008-2011 STIP.

Figure 6
Polk County Bridges

Impacts from Future Development

The estimated traffic figures used below are based on the addition of traffic from developable lands to existing and / or future traffic estimates. Since development capability in the unincorporated areas is limited by various land use statutes and rules, this method yields reasonable working figures. Generally, traffic increases on most county roads are not expected to be high, especially in comparison to more populated areas.

In Polk County, the highest Average Daily Trip (ADT) increases on county roads are expected to be in the West Salem area. The ADT's are expected to increase from a present population of 22,477 within the city limits as of July 1, 2008 (14,735 in 1998) to approximately 38,496 in 2030. Eola Drive is now connected to 55th Avenue and 55th Avenue is planned to be the north "leg" of the new Oregon Highway 22 / Oregon Highway 51 grade-separated interchange. Eola Drive will gain additional trips over the 20-year period to 2030. Doaks Ferry Road is the primary north-south road in West Salem extending from Oregon Highway 22 in the south to Oregon Highway 221 (Salem-Dayton Highway) in the north. The planned grade-separated interchange at Oregon Highway 22 between College Drive and the Bonneville Power Administration facility may draw additional trips from streets to the east whose intersections with Oregon Highway 22 will be closed. The segment of Doaks Ferry Road from the new grade-separated interchange up the hill to the north is in the county. Additional data and information on forecasts for that area can be found in the Regional Transportation System Plan (RTSP) and the Salem TSP.

In the remainder of the county, full development of two areas north and south of Dallas zoned for rural residential use (**Figures 7 and 8**) consisting of over 3,000 acres has the potential to generate nearly 3,000 additional vehicle trips per day.

The preferred alternative for each area was developed with significant citizen involvement for the 1998 Polk County TSP and the proposed location of new local and collector roads is described below. The various other alternatives considered for each area are described in the 1998 TSP's Appendix F. The area located west and north of the City of Dallas is bounded by Pioneer and Reuben Boise Roads joining and completing a loop from and onto West Ellendale Road. The Pioneer / Reuben Boise area could have as many as 139 additional homesites at full buildout. At buildout, this area is capable of generating approximately 1,400 trips per day. This would total 2,350 trips generated from the area. Presently the only outlet for these vehicles is through the Pioneer and Reuben Boise connections to West Ellendale Road.

The preferred alternative for this area (**Figure 7**) shows a connection between Reuben Boise Road and Pioneer Road which could serve the several hundred acres of vacant AR-5 property in this area. Acquisition of right-of-way and construction of this road would occur over time based on the level and intensity of rural residential development in this area.

The preferred alternative also shows an extension of Webb Lane to connect with Oregon Highway 223 (Kings Valley Highway) on the east. As shown in **Figure 7**, the county will identify the future location of a connection between West Ellendale Road and the west end of Webb Lane, which is undeveloped. Such a connection coupled with the extension of Webb Lane

to connect to Oregon Highway 223 would function as a limited access collector serving local traffic needs and rural land uses. This connection could serve the James Howe Road, Pioneer Road, and Orchard Knob Road area and could be used as a truck route alleviating some traffic problems on Ellendale Road. **Table 16**, Outstanding Actions, Steps or Refinements, notes that the county will coordinate with the City of Dallas to identify the approximate location of the Ellendale Road-Webb Lane connection in the year 2015.

West Ellendale Road leads to the busiest intersection in the City of Dallas at Oregon Highway 223. The intersection is the connection point for all traffic using Oregon Highway 22 for commuting to points north, west, or east. In 1992, ODOT followed up on a 1973 Oregon State Highway Division study and analyzed future alternative traffic routes to serve the city of Dallas, specifically in regard to the intersection of West Ellendale. The analysis only addressed existing traffic plus traffic generated by known planned developments in the Dallas UGB through 2016. It did not consider total buildout or additional traffic generated from the Pioneer Road - Reuben Boise Road area. The study concluded that the Ellendale intersection would exceed its design capacity by 2002 (no-build LOS F) during morning and / or afternoon commuter peak hours. The addition of a limited access collector road from the Pioneer Road / James Howe Road area would help improve the level of service to a mid-level LOS D. The intersection of Ellendale and Oregon Highway 223 has been improved with upgraded signals, additional lanes and turning lanes and now operates at higher than LOS F.

A second area zoned for rural residential development is near West Salem. Traffic from this area presently exits onto Oregon Highway 22 through direct connections off 55th Avenue or off Doaks Ferry south of Eola Drive. This area has a potential to generate an additional 1,000 trips per day for a total of 2600 trips. The 55th Avenue exit onto Oregon Highway 22 was identified in the 1998 TSP as a dangerous and high crash location and the Doaks Ferry Road intersection was identified as an undesirable intersection point. The intersections of Oregon Highway 22 / Oregon Highway 51 at 55th Avenue and Oregon Highway 22 / Doaks Ferry Road were analyzed in the Expressway Management Plan and grade-separated interchanges with frontage / backage roads are called for to resolve the problems. The Expressway Management Plan is incorporated into the 2009 Polk County TSP.

In comparison to other areas zoned AR-5 which were reviewed in the 1998 Polk County TSP, the West Salem area has greater physical and topographic constraints, as well as significant public safety issues. With the exception of the area around the undeveloped portion of Eola Drive, this area does not have the large tracts of vacant, developable rural residential land found in the other study area northwest of Dallas. The preferred alternative for this area (**Figure 9**) shows the two grade-separated interchanges and options for the frontage and backage roads which will be determined in a future ODOT planning process for an Interchange Area Management Plan (IAMP).

Polk County will work with ODOT as part of the Interchange Area Management Plan process. The process may begin in 2010.

The third area, located south of Dallas, is bordered by Cooper Hollow Road and Oregon Highway 223 and is less critical for safety or capacity concerns. Traffic originating from this area will exit onto Oregon Highway 223 or Oregon Highway 51. Both highways are well below

capacity. At full buildout, this area would have as many as 148 new dwellings. Many of the large properties have been partitioned since the 1998 Polk County TSP was adopted, but housing has not been placed on all of the new parcels. Road planning in this area is intended to improve the local road arterial system.

The preferred alternative for this area (**Figure 8**) shows several proposed connections between Ferns Corner Road, Oregon Highway 223, and Oregon Highway 51. These connections would serve the largest vacant developable tract in the study area and would provide adequate circulation and access to this area. Acquisition of right-of-way and construction of these roads would occur over time based on the level and intensity of rural residential development in this area.

In the northwest portion of the county, the county roads connecting onto Oregon Highway 18 and Oregon Highway 22 are experiencing problems due to increased traffic on the state highways. There is development potential in the Grand Ronde / Fort Hill / Valley Junction area which will exacerbate the problems. At the time of the 1998 TSP a major state sponsored refinement plan of the corridor was underway. The process resulted in the Fort Hill Interchange project which was completed in 2009. In the past 10-years, the Spirit Mountain Casino and Hotel facility has expanded and the site has area for additional development. In addition, the Chinook Winds Casino in Lincoln City, the City of Lincoln City and the central Oregon coast are additional attractors that increase traffic on Oregon Highway 18 in the Grand Ronde / Fort Hill / Valley Junction area. Solutions to the traffic issues in this segment of Oregon Highway 18 are, primarily, the responsibility of ODOT. Polk County is committed to work with ODOT, the Confederated Tribes of the Grand Ronde and the other parties in the area to identify and resolve traffic issues.

The county has other developable lands, but they are not expected to generate significant traffic increases. Despite the lack of significant traffic increases there is still accident risk from private driveways and private road connections to the county road system constructed before the county enacted access standards.

The preferred alternatives for the rural residential zoned areas north of Dallas (**Figure 7**) and south of Dallas (**Figure 8**) identify the approximate locations of one or more new local roads that would need to be constructed as future development occurs. The figures represent the best effort in 1998 to provide adequate access to potentially developable properties and connectivity to the existing road system. The planned roads are carried forward into the 2009 Polk County TSP.

Polk County will purchase or require the dedication of right-of-way or obtain easements for these future local roads as the properties are partitioned or subdivided. Because the road locations are approximate, the actual platted and constructed locations of these roads may vary from the locations depicted in Figures 7 and 8 based on factors such as engineering, topography, drainage, and future property ownership and parcel configurations. Any significant variation from these approximate locations, as proposed by property developers, should be based on a justifiable demonstration that the proposed road location will adequately serve both existing and potential development and provide safe and adequate connections to the existing road system.

Figure 7
Existing and Proposed Road System North of Dallas Preferred Alternative

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Figure 8
Existing and Proposed Road System South of Dallas Preferred Alternative

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Figure 9
Oregon Highway 22 / Oregon Highway 51 Interchange

Figure 10
Frontage and Backage Road Options 50th Avenue to Doaks Ferry Road

Proposed System Improvements

This section contains a list of intersection, bridge, and bikeway improvements planned for county facilities during the next twenty years. The overall cost of the work is approximately \$46.4 to \$56.4 million. Portions of some costs may be covered by state or federal programs, or may be joint ventures with cities.

Also in this section are outstanding issues and further steps to be addressed during the twenty year period.

Facility Improvement Projects

Table 12 contains a list of road and intersection improvements, locations, action required, and estimated costs. Projects involving state highways are identified in the Final Statewide Transportation Improvement Program 2008-2011 which is updated every two years by ODOT. With the exception of a portion of the Oregon Highway 99W and Clow Corner Road improvement project, the projects in **Table 12** are funded using state and federal funds only. Additional road improvement projects involving county roads are also listed in the county's Five-Year Capital Improvements Plan. The Capital Improvement Plan is reviewed in March and April of each year during the county's budget development process and is then approved each year with the adoption of the county's operating budget.

Except for the frontage / backage roads related to the Oregon Highway 22 / Oregon Highway 51 grade separated interchange, the estimated cost in 2009 dollars for the projects in **Table 12** is \$23.5 million. The configuration and estimated costs for the frontage / backage roads will not be determined until the Interchange Area Management Plan is prepared. An estimated figure of \$10.0 million is included in Table 12 to provide an approximation of the cost.

The total estimated cost of the projects in **Table 12** is \$33.5 million.

Figure 12 shows the proposed projects during the period 2009 to 2030. Additional projects serving areas zoned for rural residential development will be designed and constructed as shown in **Figures 7 and 8** as further development occurs.

Table 12
Polk County Road and Intersection Improvement Projects

Road Name:	Clow Corner Road / Riddell Road
Action:	Improve intersection. Improve sight distance and construct left turn refuge.
Estimated Cost:	\$1.2mil
Remarks:	Fig. 12, #18
Road Name:	Black Rock Road
Action:	Realignment.
Estimated Cost:	\$3.5mil
Remarks:	Fig. 12, #15
Road Name:	Oakdale Road
Action:	Realignment
Estimated Cost:	\$0.4mil
Remarks:	Fig 12, #16
Road Name:	Eola Drive
Action:	Extend Eola Drive to Oak Grove Road.
Estimated Cost:	\$2.2mil
Remarks:	Fig 12, #17
Road Name:	Doaks Ferry Road
Intersecting Road:	Oregon Highway 22 to Eola Drive
Action:	Realign Doaks Ferry Road from Eola Drive down the hill to the new Oregon Highway 22 / Doaks Ferry Road grade-separated interchange.
Estimated Cost:	\$7.8mil
Remarks:	Identified in the Expressway Management Plan. Fig 12, #20
Road Name:	Red Prairie Road; Corvallis Road; Buena Vista Road; Suver Road; James Howe Road; Pioneer Road
Action:	Smooth out (flatten) the 90 degree corners on roads with high average daily trip counts.
Estimated Cost:	\$8.4mil (RPR: \$1.2mil; CR: \$1.2mil; BVR: \$1mil; SR: \$.5mil; JHR: \$.4mil; PR: \$.5mil).
Remarks:	Fig 12, #19
Road Name:	Frontage and Backage Roads Related to the Oregon Highway 22 / Oregon Highway 51 Interchange
Intersecting Road:	Several
Action:	Prior to construction of the Oregon Highway 22 / Oregon Highway 51 interchange, construct frontage and backage roads to ensure residences and businesses have access during construction of the interchange.
Estimated Cost:	A generalized estimate of \$10mil is provided, but a revised estimate will be prepared at the completion of the Interchange Area Master Plan.
Remarks:	The number and location of frontage and backage roads will be determined when the Interchange Area Master Plan is prepared. Cost estimates will be developed at that time. Fig 12, 6-1 and Alternatives DFR-2

Table 13 lists the bridge improvement projects in Polk County for the period 2009 to 2030. Funding for these projects comes from the Highway Bridge Rehabilitation and Replacement program (HBRR). The HBRR is a federal program which provides up to 80 percent of the funding for bridge improvement projects. The total cost to Polk County for the projects listed below is approximately \$500,000.

Table 13
Polk County Bridge Improvement Projects

Crossing	Road	Bridge #	Action	Cost	Estimated Remarks
1. Ash Creek	Riddell Rd	53C107	Replace	\$1.2 mil	Not on STIP
2. Small Creek	Buena Vista Rd	53C031	Replace	\$1.1 mil	Not on STIP
3. Gooseneck Cr.	Gooseneck Cr. Rd.	53C064	Replace	\$1.1 mil	Not on STIP
4. Spring Valley Cr.	Oak Knoll Rd	53C050	Replace	\$1.3 mil	Not on STIP
5. N Fork Ash Cr.	Clow Corner Rd	53C009	Replace	\$1.6 mil	Not on STIP
6. Fern Creek	Falls City Rd.	53C014	Replace	\$1.3 mil	Not on STIP
7. N Pedee Cr.	Ronco Rd.	53C132	Replace	\$1.0 mil	Not on STIP
8. S Fork Ash Cr.	Helmick Rd.	53C120	Replace	\$1.0 mil	Not on STIP
9. Luckiamute River	Helmick Rd	53C122	Replace	\$2.2 mil	Not on STIP
10. Little Luckiamute	Black Rock Rd.	53C003	Replace	\$1.4 mil	Not on STIP
11. Rickreall Cr.	State Fann Rd.	53C080	Remove	\$0.1 mil	Not on STIP
				\$13.3mil	

See **Figure 12**, Numbers 1 – 11 for the location of the above bridge projects.

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Figure 11
Polk County Road and Bridge Improvements

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Figure 12
Polk County Transportation Projects

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Table 14 lists the bikeway system improvement projects in Polk County for the period 2008 to 2030. In addition to the following listed projects, additional bike paths will be constructed as new roads are constructed or as existing roads are improved. For example, when Eola Drive and 55th Avenue are improved, they will include a bike facility.

The total estimated cost of the projects in **Table 14** is \$180,000.

Table 14
Polk County Bikeway System Improvements

Road Name:	Hoffman Road
Section:	Highway 99W easterly to Gun Club Road
Length:	0.97 mi.
Estimated Cost:	\$80,000
Action:	Construct 6-foot-wide paved shoulder contiguous to each traffic lane
Remarks:	Joint venture with city of Monmouth Fig 12, #13
Road Name:	Ellendale Road
Section:	James Howe Road westerly to Rueben Boise Road
Length:	0.5 mi.
Estimated Cost:	\$60,000
Action:	Construct 6-foot-wide paved shoulder contiguous to each traffic lane
Remarks:	Fig 12, #12
Road Name:	Talmadge Road
Section:	The portion in the county between Madrona and 16 th Avenue
Length:	350 feet
Estimated Cost:	\$40,000
Action:	Construct sidewalk on west side of Talmadge Road
Remarks:	Fig 12, #14

Table 15 is a list of jointly funded projects with ODOT on state highways. The projects are overpasses or interchanges that involve county roads. It is not clear at this time that any of these would be jointly funded because the interchange project may include realigning the nearby county roads making the project entirely ODOT funded. It is anticipated, however, that some amount of county funding will be required for these projects. Polk County will work with ODOT to place these projects in the 2010-2013 State Transportation Improvement Program (STIP) and in future revised STIPs. These projects are intended to improve safety and increase capacity on Oregon Highway 99W and Oregon Highway 22 which serve as the county's principal arterials. Polk County will work with ODOT on any necessary studies related to these projects. It is anticipated that additional projects will be identified as part of the Oregon Highway 18 Corridor Refinement Plan process which is currently underway.

Table 15
Potential Joint Funded Interchange Projects

Road Name:	Oregon Highway 22 / Oregon Highway 223-Smithfield Road
Action:	Construct interchange, close Perrydale Road at Oregon Highway 22 and reroute to Smithfield Road.
Remarks:	Fig 12, #21
Road Name:	Oregon Highway 22 / Greenwood Road
Action:	Construct overpass (Greenwood over Oregon Highway 22).
Remarks:	Fig 12, #22
Road Name:	Oregon Highway 22 / Oregon Highway 51-55th Avenue
Action:	Construct interchange.
Remarks:	Fig 12, #23
Road Name:	Oregon Highway 22 / Doaks Ferry Road
Action:	Construct interchange.
Remarks:	Fig 12, #24

Summary of Facility Funding Costs

Road and Intersection Improvements:	\$23,500,000
Frontage / Backage Roads:	10,000,000
Bridge Improvements:	13,300,000
Bikeway Improvements:	180,000
Joint Funding, ODOT Projects:	<u>No estimate</u>
TOTAL:	\$46,980,000

Outstanding Actions, Next Steps, and Future Plan Refinements

The items contained in **Table 16** are issues which require further evaluation or actions, follow-up steps, or further refinements to the “living” document. The 2009 Polk County TSP updated the 1998 Polk County TSP and in so doing has carried many of the concepts of the 1998 TSP forward, including the goals and policies for Polk County’s transportation system, and the methods of funding projects. However, there are still items which must be completed to implement, simplify, or further improve the plan. The expectation is that the TPR will be updated again in 10-years. However, additional amendments may be added to the TPR as needed. Items identified during the public involvement process which require further study (see Appendix G) should be reviewed on an ongoing basis and grant funding to conduct the studies should be sought from sources such as the Transportation and Growth Management (TGM) Program as funds become available.

Table 16
Polk County Transportation Systems Plan
Outstanding Actions, Steps, or Refinements

Number	Actions, Steps, and Refinements	Year Completed
1.	Participate in the ODOT Interchange Area Management Plan at OR 22 / OR 51	2010
2.	Participate in the ODOT planning process for the 3 rd bridge across the Willamette	2010-2030
3.	Participate in the ODOT Interchange Area Management Plan at OR 18 / OR 22	2010
4.	Coordinate with the City of Dallas for the new collector north of the city.	2011
5.	Evaluate needs for bike / pedestrian crossing improvements near schools in rural community centers	2012
6.	Coordinate with CARTS and Cherriots for transit service in Polk County	Ongoing
7.	Coordinate with ODOT and other participants in the Oregon Highway 99W Corridor Plan	Until Completed
8.	Complete GPS rights-of-way project	2012
9.	Conduct sidewalk inventory	2013
10.	Review need for hazardous materials routes and truck routes	2014
11.	Review county access permit requirements and procedures	2015
12.	Review TSP; revise as necessary	2019

Finance Plan

This portion of the TSP describes methods available for funding proposed projects. Some projects, such as county roads in urban growth boundaries, will require funding from more than one jurisdiction, even when only one jurisdiction has responsibility for and authority over the improvement being made. Multi-jurisdictional funding can also occur when the county wishes a project to be constructed by the state and joint funding can enhance the probability of the work being done. Multi-jurisdictional funding supports the concept that those who generate the need for improvements should either pay or share in the costs. Developers are usually expected to share the expenses of new construction through right-of-way dedication or roadway construction, or both. It is to the county's advantage to participate in funding projects which directly or indirectly benefit its residents. This portion of the plan addresses these possibilities.

In fiscal year 2008-2009, the Oregon Highway Fund accounted for approximately 75 percent of the annual revenue of the Polk County Public Works Department. The fund is comprised of state-imposed transportation user fees in the form of fuel taxes, weight mile taxes on trucks, and vehicle registration fees. Approximately 24 percent of the fund is shared with counties while 16 percent is shared with cities. These shared funds are distributed to individual counties based on their share of vehicle registrations, and to individual cities based on their population. The remainder of the Public Works Department funds comes from charges for services, such as work on vehicles, intergovernmental revenues, and others. These latter sources are variable and unpredictable over the long term.

The funds the county receives are typically exhausted accomplishing ongoing maintenance, repair, and minor construction projects. The fiscal year 2008-2009 budget shows the normal operations of the Public Works Department would use the entire highway fund allotment, and any construction work, including major pavement overlays, will require another funding source.

Federal and State Funding

Federal Surface Transportation Program / State Highway Funding

As the recipient of Federal Highway Administration funding, ODOT is the primary distributor of federal and state transportation funding. ODOT allocates funding through updates to the Statewide Transportation Improvement Program (STIP). Polk County is in Region 2 of the ODOT STIP. Projects selected for inclusion in the STIP must be consistent with the goals and objectives of the Oregon Transportation Plan, and its modal plans for highways, public transportation, freight and passenger rail, and bicycle and pedestrian facilities. Eligible projects are usually selected from a list of prioritized improvements, such as those included in the Polk County TSP and other related refinement plans or studies. Input and testimony from the general public, the local Area Commission on Transportation, and local government representatives play an important role in getting specific projects on the STIP.

STIP project costs will likely be subject to escalation to reflect rising land costs and material costs such as oil and steel. The combined result of fixed federal / state funding allocations and

annual project cost escalation means fewer improvements can be constructed over time. It should be noted that the state has begun to require contributions from local jurisdictions for some projects when development has significant traffic impacts. Cost sharing may become more common if federal funds decrease in the future. It is expected that local contribution to, or cost sharing for, projects such as interchanges and bridges will continue.

The financing methods are those typically used by local, city, and county jurisdictions. The state has fewer options and relies almost exclusively on gas tax, vehicle registration fees, and federal transportation programs for funding projects. However, the state has enhanced its funding by requiring contributions from local jurisdictions or cost sharing when developments have significant traffic impacts. The latter method was used for improvements on U.S. Highway 101 near Lincoln City and for Oregon Highway 18 near Valley Junction in the 1990s. These cost sharing techniques have become more prevalent since the 1998 TSP was adopted.

Polk County would like to see ODOT take a nationwide leadership role to revise the federal project requirements for roads and bridges. The county believes many of the standards are excessive for local rural road systems. This role would begin with ODOT's review and revision of its interpretation of the federal requirements by determining how other states interpret the same requirements.

The sections below summarize some of the federal / state programs that could be useful in Polk County.

State Motor Vehicle Fund

The state collects gas taxes, vehicle registration fees, overweight / overheight fines and weight / mile taxes and distributes a portion of these revenues to counties and cities using an allocation formula. Revenues vary from year to year because the allocation formula can vary. Funds can be used for capital improvements or maintenance. While the state gas tax provides needed transportation system revenue, it is unlikely to keep pace with future maintenance and project needs. Over time fuel efficiency and the appearance of hybrid or mixed-fuel vehicles will offset the future purchasing power of the gas tax. The projected gas tax revenue, see below, assumes an annual increase of 1.5% out to 2030 which is lower than the past 10-year average annual increase of 2.37%. Increased vehicle mileage, use of alternative fuels, use of electric vehicles, and increased gas prices which can result in reduced vehicle miles traveled are reasons for the 1.5% per year increase.

Special Public Works Fund and Immediate Opportunity Fund

The Special Public Works Fund (loans and grants) and Immediate Opportunity Fund (grants) provide funding for public works that encourage economic and community development such as supporting private projects resulting in creation or retention of permanent jobs. Loans that are provided through the Special Public Works Fund are typically available at below market rates.

Oregon Transportation Infrastructure Bank

The OTIB is a statewide revolving fund available to local governments to provide long-term (up to 30-years) low interest loans designed to promote innovative transportation funding solutions.

Project must be Federal-Aid eligible. OTIB funds can be spent on engineering, environmental permitting, right-of-way acquisition, construction, and project management. Applications are accepted on an ongoing basis.

Oregon Immediate Opportunity Fund

The Immediate Opportunity Fund program, managed by ODOT and the Oregon Department of Economic and Community Development (OECDD), provides a maximum of \$500,000 for public road work associated with an economic development related project of regional significance, provided the project creates primary employment. Additionally, although lesser shares will be considered, the grantee should provide an equal local match.

Bicycle and Pedestrian Grant Program

The State Bicycle and Pedestrian Grant Program provides funds for highways, county roads and local streets where improvements are needed for pedestrians and / or bicyclists. Eligible project types include: Americans with Disabilities Act upgrades; completing short sections of missing sidewalks or bike lanes; street crossing improvements; intersection improvements; and minor widening for bike lanes or shoulders. ODOT's Safe Routes to Schools Program makes funds available to local governments who partner with schools to identify an appropriate route used by students that needs improvement.

Federal Community Development Block Grants

The Federal Department of Housing and Urban Development administers the Community Development Block Grant Program. Funds are allocated based on county size and demographics, such as income levels and housing standards. In some communities, street reconstruction projects in older neighborhoods have been funded by this program. Many cities use these funds to provide or improve the sidewalk system in older neighborhoods, particularly in the vicinity of schools. It is not clear that CDBG funding would be approved due to the specific criteria of the CDBG program. Showing area wide benefit (entire county) could be problematic. Depending on the specific project further investigation of funding through the CDBG program would be needed.

Local Funding

The sections below summarize local options for funding projects in Polk County.

County Gas Tax

The county could levy a per gallon tax on fuel sold in Polk County. Typical taxes range from \$0.01 to 0.03 per gallon and Washington County, Woodburn, Tillamook, and The Dalles are examples of jurisdictions that have used such a tax. The county could contract with the State Fuel Tax Branch to collect and administer the tax.

Local Vehicle Registration Fee

This would operate similarly to the existing statewide system. Although the method has been discussed, no county or city governments have implemented such a program.

Local Property Tax Levies / Street Bonds

This method is typically used to fund road improvements that will benefit an entire community. General obligation bonds are supported by a property tax levy on the assessed value of property. This method requires voter approval of bond issues and, because of the high costs of bond underwriting, is not usually viable for funding single projects that cost less than \$2,000,000. In 1986, the voters of Polk County approved a bond for road improvements, and another was approved in 2006 for \$20,000,000 by an approximately 70:30 margin. Another bond in the future is a possibility, and the 2009 TSP Financing Plan assumes a \$30,000,000 bond in 2029.

Local Improvement Districts (LIDs)

LIDs levy special assessment charges on property owners within a defined area such as a neighborhood, street frontage or industrial / commercial district, with each property assessed a portion of total project cost. They can be initiated by the property owners or by the county, subject to remonstrance (protests).

LIDs are commonly used for street paving, drainage, parking facilities and sewer lines. The justification for such levies is that many of these public works improvements provide a direct benefit or enhancement to the value of nearby land, thereby providing direct financial benefits to the owners. LIDs are typically used for local street projects that cannot be funded through other means. State law and county code govern the formation of LIDs, the assessment methodology, and other factors.

LIDs are usually funded by the participants, but may also be combined with other funding sources to leverage all available resources. LIDs can be initiated by property owners or the County, and the collected funds are commonly used to repay debt on bonds incurred to undertake the infrastructure improvements. The bonds are guaranteed by payments from the affected properties through a property lien that sunsets when the LID share is paid off. LIDs typically require at least 51 percent of the affected properties to approve the LID. Costs can be determined based on road frontage or square footage.

LIDs appear to be used more commonly by cities, but depending on the transportation project an LID could be used by Polk County.

Reimbursement District or Zone of Benefit District

Public or private entities that build road systems can be compensated by future property owners at a proportional rate as development occurs. Usually limited to private construction of roads, this mechanism can be useful for public / private developments. Implementation of these districts requires local legislative action.

Road User, or Street Utility, Fees

This method would charge county residents and nonresidential users a monthly or yearly fee for use of the county road system, similar to water and sewer utility fees. User fees go to maintenance activities and have been instituted in a number of communities. Typically, such fees are adopted by cities rather than counties. A fee of this type would free up other local transportation dollars (such as gas tax receipts) to be used for constructing transportation projects.

Transportation System Development Charges (SDCs)

SDCs are fees paid by land developers to cover a portion of the increased system capacity needed to accommodate new development. Development charges are calculated to include the costs of impacts on services, such as increased parks and recreation use, or traffic congestion. Polk County does not currently have a transportation SDC. Typically, transportation SDCs are adopted by cities. Except for counties such as; Multnomah, Washington and Clackamas which have a significant portion of development in unincorporated areas, most Oregon counties have not adopted transportation SDCs.

Conditions of Approval (exactions)

System improvements can be required as a condition of development. The process requires the county to demonstrate how the improvements required are necessary to accommodate the impact generated by the new development.

Miscellaneous

The State's Special Transportation Fund for Elderly and Disabled and the federal Title XIX, Section 5310, Section 5311, and grants under ODOT's Community Transportation grant program are available for public transportation. The Community Transportation Program (CTP) will provide funds for operations as well as capital purchases. The award cycle for the CTP is aligned with the STIP schedule. Some of these funds are administered by, or need to be coordinated with, the Salem Area Mass Transit District.

Statewide, most bicycle and pedestrian improvements are made using State Highway Funds as required by ORS 366.514. This statute requires that in any given fiscal year, the amount expended to provide walkways and bikeways must be a minimum of one percent of the state highway funds received by the county. However, this amount may be credited to a reserve fund provided they are expended within a period not to exceed ten years.

Beyond the one percent funding requirement is the section of the statute which requires walkways and bikeways to be provided whenever a road is constructed, reconstructed, or relocated. Projects where the entire depth of the road bed is replaced are usually considered reconstruction projects. Footpaths and trails are not required to be established under this statute: (1) where the establishment of such paths and trails would be contrary to public safety; (2) if the cost of establishing such paths and trails would be excessively disproportionate to the need or

probable use; or (3) where sparse population, other available ways or other factors indicate an absence of any need for such paths and trails.

In 1980, a constitutional amendment prohibited using highway funds in parks and recreational areas. A subsequent Oregon Supreme Court opinion allowed the use of the funds as long as the construction occurs within the road right-of-way.

Budget Information

From fiscal year (FY) 1990 through FY 1996, the total annual expenses for Polk County Public Works Department averaged approximately \$2.65 million. The adopted budget for FY '08-'09 shows a maintenance budget of about \$2.75 million. Although the fund was partially supported by general fund revenues in the 1990's, for the last several years the Department relied, primarily, on state highway funds dedicated to roads. It is anticipated that funds for the Department and the projects in the 2009 TSP will need to come from sources other than state highway funds.

House Bill 2001 – Transportation Funding

House Bill 2001 was passed by the 2009 Legislature and signed by the Governor. House Bill 2001 provides an estimated \$1,485,000 of gas tax revenue and \$76,119 of vehicle registration revenue to Polk County per year. The total could be about \$1.56 million per year. The additional gas tax cannot take effect until there have been two consecutive fiscal quarters of positive state employment or January 1, 2011, whichever is sooner. Upon signing by the Governor, opponents of the Bill began collecting signatures to place the Bill on the ballot. Sufficient signatures were not collected to place the matter before the state's voters. The Transportation Financing Program for Polk County includes the House Bill 2001 funds over the next 20-years.

Revenues

From 1998 to 2008, Polk County had a strong commitment to pavement preservation for its roads and to maintaining its bridges. About \$65.3 million was expended in the county to ensure all roads and bridges were well maintained and that safety improvements were constructed.

Revenues for the county's road, bike and pedestrian transportation systems are shown in **Table 17**, page 11-10, 10-Year TSP Revenue History. Overall, the funding increased from \$2.6 million in FY 98-99 to \$3.2 million in FY '07-'08, an increase of \$620,000 or 23.7 percent over a 10-year period. The 23.7 percent increase was less than 3 percent per year. The funding ranged from a low of \$2.5 million in FY '01-'02 and \$2.6 million in FY '02-'03 to a high of \$3.2 million in FY '07-'08. The range from low to high was a 28 percent change which is significant over one fiscal year.

Funding to support future road, bike and pedestrian projects is expected, generally, to come from the same sources. The amount of funding can vary significantly from year to year depending on

the source. The federal and state gas tax is the most stable source, but it is not clear if the same 2.37 percent per year average increase that occurred over from 1998 to 2008 will continue over the next 21-years to the year 2030.

Changing conditions such as higher mileage vehicles, alternate fuels, hybrid vehicles, electric vehicles, and reduced driving, due to higher fuel prices and a poor economy, may mean the gas tax receipts may not increase at the same rate as in the past.

For the purposes of updating the Polk County TSP, an assumption of a 1.5 percent increase per year in gas tax revenue is used.

Over the past 10-years land costs for right-of-way and construction costs have risen significantly. Costs increased much faster than the 2.37 percent average increase per year for revenues with the net effect that year-by-year the county's buying power was less and less.

Gas Tax Revenues

For gas tax revenues, the funding increased from \$2.4 million in FY 98-99 to \$2.9 million in FY 07-08, an increase of \$485,000 or 20.1 percent over a 10-year period which is less 2 percent per year. The funding ranged from a low of \$2.4 million in FY 98-99 to a high of \$3.0 million in FY '05-'06 and '06-'07.

For the purposes of updating the Polk County TSP, a 1.5 percent increase per year is proposed out to 2030.

Bike Revenues

For bike revenues, the average annual revenue to the county for the first three fiscal years 98-99, 99-00 and 00-01 was \$25,167 (\$75,500/3). The average annual revenue to the county for the last three fiscal years '05-'06, '06-'07 and '07-'08 was \$29,894 (\$89,681/3). The increase from the average of the first three years to the average of the last three years was \$4,727 (\$25,167 - \$29,894) which is an 18.8 percent increase over 10-years or 1.8 percent per year.

Again, changing conditions with travel costs and travel behavior could negatively affect the bike revenues received by the county to the year 2030. For the purposes of updating the Polk County TSP, a 1.5 percent increase per year in bike revenue is proposed.

Federal Revenues

For federal revenues the last 10-years have varied from zero dollars in three of the fiscal years to a high of \$305,716 in FY '07-'08. The average annual revenue to the county for the past 10-years was \$140,312 (\$1,403,120/10).

The variability of this category may or may not continue and the average amount may change. The variability is so great and the timing of zero receipts is so inconsistent that it is not prudent to develop an annual average increase such as was done above for gas tax and bike funding. For example, the federal annual average of the first three years is about \$48,000 more than the annual

average of the last three years. For the purposes of updating the Polk County TSP, a fixed \$150,000 per year in federal revenue out to 2030 is proposed.

Oregon Transportation Investment Act III of 2003

For Oregon Transportation Investment Act III of 2003 (OTIA III) revenues the last 10-years have also varied significantly. The 2003 legislation provided a \$2.46 billion bond funding package for Oregon's roads and bridges for a 10-year period. Projects along freight routes of statewide significance have priority. The projects are incorporated into the Statewide Transportation Improvement Program (STIP). Calculating the annual average revenue to the county for the past 10-years would not be meaningful because there were projects in the county only in two years. OTIA III funded projects are listed in the STIP state funded project lists that are updated every two years. A portion of the \$2.46 billion funding (\$300 million) goes to replace and repair local bridges and 141 projects were approved by the Oregon Transportation Commission in 2004. A portion of the funding (\$361 million) goes for county and city maintenance and preservation over 10 years. Of the \$361mil, 60 percent, or \$217 million, goes to Oregon's 36 counties based on a formula and the counties select their individual projects.

For the purposes of updating the Polk County TSP, no specific dollar assumption in revenue is included because the county received its share of the funds early in the funding period and it is not expected that additional funds will be received.

County-wide Road Bond

For the Road Bond category a property tax funded bond was approved by the voters of Polk County in 2006 for over \$20.7 million by an approximately 70:30 margin. Almost all the funds were expended during the period 2007 to 2009 on pavement overlays for about 180 road miles. A small amount of about 1 percent was unspent as of late 2009. Given the high voter support the county may choose to present to the voters another road bond, but it is not known when or what specific projects would be included or how much the bond would be. Many factors must be considered before a decision is made to ask the voters to approve another property tax funded bond measure. About 180 road miles were repaired and maintained and the work will not begin to fail for about 10-years.

For the purposes of updating the Polk County TSP, a \$30 million road bond is assumed in 2029.

Economic Development Loan

For the Economic Development Loan category there was a \$1 million loan in FY '02-'03. Many factors must be considered before another application for an Economic Development loan is submitted. At this time it is not known when or what specific project would be included or how much the requested loan would be.

For the purposes of updating the Polk County TSP, no specific dollar assumption for an Economic Development loan is proposed, but it is recognized that during the next 20-year period a loan application may be submitted. Economic Development loans are tied to a specific transportation need related to attracting or retaining jobs. If a loan application is to be added, it would have to be for a known specific facility at a specific location.

Federal Stimulus

Another category of funding was available in 2009 due to the national economic situation. Federal stimulus funds of about \$400,000 were received by Polk County in fiscal year 2009-2010 beginning July 1, 2009. The specific project was repaving the Falls City Highway from Oregon Highway 223 (Kings Valley Highway) to the City of Falls City.

For the purposes of updating the Polk County TSP, \$400,000 was anticipated in FY '09-'10 and it was expended in FY '09-'10.

Table 17
10-Year TSP Revenue History
POLK COUNTY

Fiscal Year	98-99	99-00	00-01	01-02	02-03	03-04	04-05	05-06	06-07	07-08
Gas Tax	2,416,481	2,546,155	2,522,104	2,511,840	2,496,612	2,837,864	2,867,920	3,024,232	3,013,161	2,901,360
Bike Path	24,409	25,719	25,476	25,372	25,218	28,665	28,969	30,242	30,132	29,307
Fed \$	175,021	263,964	163,629	0	57,593	0	282,791	154,406	0	305,716
TOTAL	\$2,615,911	\$2,835,838	\$2,711,209	\$2,537,212	\$2,579,423	\$2,866,529	\$3,179,680	\$3,208,880	\$3,043,293	\$3,236,383
OTIA III						\$13,116,000	\$1,803,000			
Road Bond									\$20,722,826	
Econ Dev Loan					\$1,000,000					

Source: Polk County.

Summary and Projection

For the 10-year period 1998 to 2008 the total funding increased from \$2.6 million in FY 98-99 to \$3.2 million in FY '07-08, an increase of \$620,000 or 23.7 percent. The following projection shows the gas tax funding to increase 1.5 percent per year, the bike funding to increase 1.5% per year, a constant amount of \$150,000 per year for federal funding, no further funding from OTIA III, no Economic Development loan, \$1.56 million from House Bill 2001 and a \$30 million local road bond in 2029.

For the period 2009 to 2030 the revenue projection is:

Gas tax:	\$78,989,943	
Bike:	789,899	
Federal:	3,450,000	
2009 stimulus:	400,000	
TOTAL:	\$83,629,842	\$83,629,842
House Bill 2001	31,200,000	
Bond in 2029	30,000,000	
	<u>61,200,000</u>	<u>61,200,000</u>
TOTAL REVENUE:		\$144,829,842

**Table 18
Revenue Projection 2009 to 2030**

FY	Gas Tax	Bike	Federal	Stimulus	Total	HB 2001	Bond
2008	\$2,901,360	\$29,014	\$150,000		\$3,080,374		
2009	\$2,944,880	\$29,449	\$150,000	\$400,000	\$3,524,329		
2010	\$2,989,054	\$29,891	\$150,000		\$3,168,944		
2011	\$3,033,889	\$30,339	\$150,000		\$3,214,228	1,560,000	
2012	\$3,079,398	\$30,794	\$150,000		\$3,260,192	1,560,000	
2013	\$3,125,589	\$31,256	\$150,000		\$3,306,845	1,560,000	
2014	\$3,172,473	\$31,725	\$150,000		\$3,354,197	1,560,000	
2015	\$3,220,060	\$32,201	\$150,000		\$3,402,260	1,560,000	
2016	\$3,268,361	\$32,684	\$150,000		\$3,451,044	1,560,000	
2017	\$3,317,386	\$33,174	\$150,000		\$3,500,560	1,560,000	
2018	\$3,367,147	\$33,671	\$150,000		\$3,550,818	1,560,000	
2019	\$3,417,654	\$34,177	\$150,000		\$3,601,830	1,560,000	
2020	\$3,468,919	\$34,689	\$150,000		\$3,653,608	1,560,000	
2021	\$3,520,953	\$35,210	\$150,000		\$3,706,162	1,560,000	
2022	\$3,573,767	\$35,738	\$150,000		\$3,759,504	1,560,000	
2023	\$3,627,373	\$36,274	\$150,000		\$3,813,647	1,560,000	
2024	\$3,681,784	\$36,818	\$150,000		\$3,868,602	1,560,000	
2025	\$3,737,011	\$37,370	\$150,000		\$3,924,381	1,560,000	
2026	\$3,793,066	\$37,931	\$150,000		\$3,980,996	1,560,000	
2027	\$3,849,962	\$38,500	\$150,000		\$4,038,461	1,560,000	
2028	\$3,907,711	\$39,077	\$150,000		\$4,096,788	1,560,000	
2029	\$3,966,327	\$39,663	\$150,000		\$4,155,990	1,560,000	\$30mil
2030	\$4,025,822	\$40,258	\$150,000		\$4,216,080	1,560,000	
TOTAL	\$78,989,943	\$789,899	\$3,450,000	\$400,000	\$83,629,842	\$31,200,000	\$30mil
							144.8mil

Project and Maintenance Costs Compared to Revenues

Total estimated project costs (not including annual maintenance) are \$46.9 million for all county road, bike, pedestrian and bridge projects out to 2030. ODOT projects are not included in the costs because ODOT projects are funded by state and federal funds, although for ODOT projects that involve county roads it is anticipated there may be a requirement for a local contribution.

The annual maintenance expense budgeted in FY '08-'09 was \$2,765,000. This amount, not counting any inflation factor, over a 20-year period is \$55,300,000.

When combined, the 20-year project costs of \$46.9 million and the 20-year maintenance costs of \$55.3 million are \$102.2 million. The project costs and maintenance costs significantly exceed the 20-year \$83.6 million in revenues without House Bill 2001 and without a \$30 million bond. The shortfall is \$18.6 million over the 20-year period.

Project and Maintenance Costs:	\$102.2 million
Revenues (without HB 2001 & Bond):	<u>83.6 million</u>
	\$ 8.6 million shortfall

Including an estimated \$31,200,000 from House Bill 2001 and an estimated \$30,000,000 bond as revenues, the total revenue figure is \$144,800,000. The project costs and maintenance costs do not exceed the 20-year \$144.8 million in revenues with the House Bill 2001 and bond funds. The excess is \$42.6 million over the 20-year period.

Project and Maintenance Costs:	\$102.2 million
Revenues (with HB 2001 & Bond):	<u>144.8 million</u>
	\$ 42.6 million excess

Polk County will carefully prioritize its projects each year and ensure the project and maintenance costs are supported by revenues.

The 2009 TSP does not prioritize the projects. The county prioritizes its projects on an annual basis in the spring when the Five-Year Capital Improvement Plan is reviewed during the county's budget development process and is then approved each year with the adoption of the county's operating budget.

The frontage / backage roads associated with the Oregon Highway 22 / Oregon Highway 51 interchange should be a high priority. The county intends to construct them prior to ODOT constructing the interchange to ensure the residents and businesses have access. The Expressway Management Plan (EMP) calls for county frontage roads that will be constructed with County funds. The EMP projects are not eminent because an Interchange Area Management Plan must be completed for the area around the interchange before the construction phase with land acquisition, engineering and associated steps occur. The county has time to calculate an estimated amount to start setting aside each year to ensure funds are available for the frontage / backage road system.

DEPT OF

DEC 04 2009

**LAND CONSERVATION
AND DEVELOPMENT**

Polk County Community Development
Polk County Courthouse
850 Main Street
Dallas, Oregon 97338



TO:

Atten: Plan Amendment Specialist
Department of Land Conservation
and Development
635 Capitol Street NE, Suite 150
Salem, OR 97301-2540

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