

TSP Policies - Document B: Rural Roads and Rural Land Use

INTRODUCTION

This document provides an overview of current policies regarding rural roads in the Clackamas County Comprehensive Plan and staff recommendations for revising those policies and creating new policies. The staff recommendations are based on review of Chapter 5 of the County Comprehensive Plan, State Transportation Planning Rule (TPR), Regional Transportation Plan (RTP), and TSP Vision, Goals and Objectives,).

Key Questions (draft)

1. What should be the County's general policy approach to providing rural roads within the framework of the TPR requirements?
2. Does the County's Functional Class system address all of the rural roads requirements?
3. Are changes needed to the Functional Class maps?
4. Do the policies adequately address the land use / transportation issues in the rural portion of the County?
5. Should the County pursue the formation of an Area Transportation Commission (ATC) to address state transportation system issues outside of the Metro boundary?
6. Is it appropriate to pursue a Transportation Demand Management (TDM) strategy in the rural portions of the County?
7. What is the appropriate approach to Scenic Roads and Agri-Tourism in the rural areas?
8. Are there any specific questions or comments about the rural road and rural land use policies?

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		Working Group Issues Definitions	
		• <i>O= Overarching</i>	
		• <i>R = Regulatory (in County Code)</i>	
		• <i>M = Mandated (OAR, RTFP, etc)</i>	
		• <i>P = Program / agency</i>	

TSP Policy Review: Rural Roads and Rural Land Use

ID #	Current Location in Comp Plan	Current Policy	Staff Recommendations <i>(proposed changes in red)(PWG comments in blue)</i>	Working Group Issues
		<i>Building Rural Roads (new, existing, rebuilding)</i>		
50	<i>Efficiency and Finance</i> 1.0	Consider strategies for using the existing road system and its capacity most efficiently before building new roads or adding new capacity to existing roads. Transportation System Management techniques are a set of strategies that shall be used to make roadways operate more efficiently. Transportation System Management (TSM) strategies include; <ul style="list-style-type: none"> • Access Management • Alternative/Modified Standards (Performance and/or Design Standards) • Intelligent Transportation System (ITS) applications • Operational Improvements • Parking Standards. 	<u>Outside urban growth boundaries, c</u> onsider other strategies for using the existing road system and its capacity most efficiently before building new roads or adding new capacity to existing roads.	O P

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51 A	<p><i>Building Roads</i></p> <p>34.0</p>	<p>County road capital improvement projects outside UGBs may be designed and constructed to improve safety and bring the roads up to County standards. When projects are located within current rights of way, no conflicts with Goals 3 or 4 are anticipated. If the design of a project requires expansion of right of way into lands planned for Forest or Agricultural use, a goal exception may be necessary.</p>	<p>County road capital improvement projects outside urban growth boundaries may be designed and constructed to improve safety and bring roads up to county standards when such road projects are located:</p> <ul style="list-style-type: none"> • <u>Climbing or passing lanes within current rights of way;</u> • <u>Reconstruction or modification of roads within current rights of way, including the addition of travel lanes;</u> • <u>Minor improvement of existing public road and highway related facilities, such as maintenance yards, weigh stations and rest areas, within existing right of way;</u> • <u>Construction of additional passing and travel lanes that require acquisition of right of way, but do not result in the creation of new land parcels;</u> • <u>Road related facilities and facilities provided in ORS 215.283(1) and (2) that have no conflicts with Goals 3 or 4.</u> <p>If the road capital improvement is not otherwise allowed and requires expansion of right of way exceeding the allowed Agriculture or Forest road improvements, a goal exception would be required as provided for in ORS 215.283(3).</p>	<p>⊖</p>

Comment [ad1]: Elizabeth: change to shall

Comment [ad2]: Elizabeth: Suggested this text instead: "Locations without shoulders for vehicles, bicyclists and pedestrians, with heavy accident rates, high rural traffic volumes, high speed roads, freight corridors, and especially dangerous roadway segments will be addressed including in Forest or Agriculture zoned lands."

ID #	Current Location in Comp Plan	Current Policy	Staff Recommendations <i>(proposed changes in red) (PWG comments in blue)</i>	Working Group Issues
51 <i>B</i>	New -	Alternate to Existing Policy - Building Road 34.0	<p><u>The following rural transportation facility improvements do not require an amendment to the TSP unless an exception to state land use laws or a TSP amendment is otherwise required:</u></p> <ul style="list-style-type: none"> a) <u>Channelization;</u> b) <u>Operation, maintenance and repair;</u> c) <u>Preservation;</u> d) <u>Reconstruction;</u> e) <u>Rehabilitation;</u> f) <u>Intersection improvements;</u> g) <u>Realignment;</u> h) <u>Modernization;</u> i) <u>Safety improvements, and</u> j) <u>Transportation facilities, services and improvements serving local travel needs.</u> <p><u>The travel capacity and level of service of facilities and improvements serving local travel needs shall be limited to those necessary to support rural land uses identified in the comprehensive plan or to provide adequate emergency access.</u></p>	

Comment [ad3]: Group preferred 51B with adding reference to ORS but not ORS language.

Comment [ad4]: Elizabeth: what is the limited idea trying to prevent?

Comment [ad5]: Elizabeth: this language is vague and doesn't specifically mention walking, biking, safety or ag. State law even makes equestrians and livestock legal roadway users.

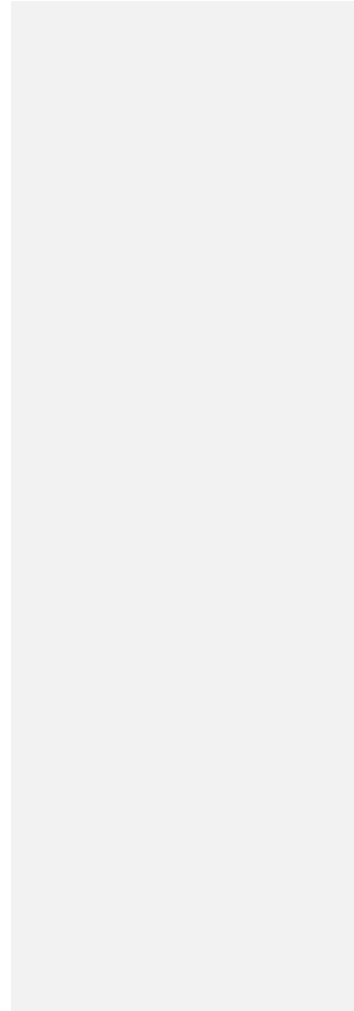
ID #	Current Location in Comp Plan	Current Policy	Staff Recommendations <i>(proposed changes in red) (PWG comments in blue)</i>	Working Group Issues
52	<p><i>Building Roads</i></p> <p>36.0</p>	<p>Streets and roads are an allowed use in all zoning districts. All state and County policies relating to roads shall be considered when widening or constructing new roads.</p>	<p>Streets, and roads <u>and multi-use trails</u> are allowed uses in all <u>rural</u> zoning districts <u>with the exception of Agricultural and Forest Districts in which they are conditionally allowed by ORS 215.213, 215.283 or OAR chapter 660, division 6 (Forest Lands)</u>. See comment. All state and County policies relating to roads shall be considered when widening or constructing new roads</p> <p><i>ZDO Note: Per County definitions in the ZDO, "street", "access drive" and "highway" are synonymous with "road" which means: a public or private way created to provide ingress to, or egress from, one or more lots, parcels, areas or tracts of land, or that provides for travel between places by vehicles. So from a ZDO perspective, we don't need both "street" and "road." If we mean public road, then we need to state "County road".</i></p>	O
53	<p><i>Transportation Demand Management</i></p> <p>2.0</p>	<p>Encourage employers in Clackamas County to implement a range of TDM policies to help their employees reduce VMT. Examples are, subsidized bus passes, company owned vanpools, preferred parking for carpools and vanpools, bicycle racks, and flexible work schedules.</p>	<p>Encourage employers <u>and schools outside urban growth boundaries</u> in Clackamas County to implement a range of <u>Transportation Demand Management (TDM)</u> policies to help their employees <u>and students</u> reduce <u>vehicle miles traveled (VMT)</u>, maximize use of existing facilities, and increase walking, biking and transit <u>use</u>.</p>	O

ID #	Current Location in Comp Plan	Current Policy	Staff Recommendations <i>(proposed changes in red) (PWG comments in blue)</i>	Working Group Issues
<i>Improvements to Serve Development</i>				
54	<i>Improvements to Serve Development</i> 17.0	Require right-of-way dedication, on-site improvements to the applicable roadway standard as shown on Tables V-2 and V-3, and off-site improvements for new developments and land divisions necessary to handle expected traffic loads and travel by <u>alternative modes</u> . Where roadway standards are adopted by the County in Special Transportation Plans, those standards shall apply.	No change - (See Functional Class Maps and County Road Cross Sections for Rural Roads for details)	R
55	<i>Improvements to Serve Development</i> 18.0	Require development to be served by adequate roadway facilities.	<u>New rural area development shall be served by adequate roadway facilities and access points that are designed and constructed to adequately and safely accommodate all modes of travel.</u>	O
56	New		<u>New rural area development shall accommodate on-site traffic circulation within the boundaries of the site, not by circulating on and off the site through multiple access points using the public road system. Internal circulation plans should avoid relying on "backing out" maneuvers for new driveways onto all rural arterials and collectors.</u>	
57	New		<u>The dedication of adequate right-of-way and construction of road improvements <u>may shall</u> be required to serve traffic that will be generated by rural area development.</u>	

Comment [ad6]: Suggestion to use "all users" instead.

Comment [ad7]: Rick Nye commented that this seems to be specific for the TSP and that it is already in the ZDO.

Comment [ad8]: Elizabeth suggestion.



ID #	Current Location in Comp Plan	Current Policy	Staff Recommendations <i>(proposed changes in red) (PWG comments in blue)</i>	Working Group Issues
		Scenic Roads		
58	<i>Scenic Roads</i> 39.0	Implement a County Scenic Road System.	Implement a County Scenic Road System <u>that is safe and attractive for bicyclists.</u>	O
59	<i>Scenic Roads</i> 39.1	<p>The Scenic Road designation is intended to protect recreation values, scenic features, and an open, uncluttered character along the roadway. Developments adjacent to scenic roads shall be designed with sensitivity to natural conditions.</p> <p>The following policies are intended to accomplish these ends:</p> <ul style="list-style-type: none"> a) Scenic roads shall have strict access control on new developments. b) Scenic roads should have shoulders wide enough for pedestrians or bicycles. c) Turnouts should be provided where appropriate for viewpoints or recreational needs. d) Design review of developments adjacent to scenic roads shall require visual characteristics and signing appropriate to the setting. e) Buildings should be set back a sufficient distance from the right-of-way to permit a landscaped or 	<p>The Scenic Road designation is intended to protect recreation values, scenic features and an open, uncluttered character along the <u>designated scenic roads.</u> Developments adjacent to scenic roads shall be designed with sensitivity to natural conditions <u>and:</u></p> <p>The following policies are intended to accomplish these ends:</p> <ul style="list-style-type: none"> a) Scenic roads shall have strict access control on new developments. b) Scenic roads shall should have shoulders wide enough for pedestrians or bicycles, <u>or a separated path where feasible and when funding is available</u> c) Turnouts shall should be provided where appropriate for viewpoints or recreational needs. d) Design review of developments adjacent to scenic roads shall require visual characteristics and signing appropriate to the setting. e) Buildings shall should be set back a sufficient distance from the right-of-way to permit a landscaped or natural buffer zone. 	R

Comment [ad9]: Elizabeth: 59-62, with big focus on "scenic" would like to see some focus on regular transportation being in good condition.

		<p>natural buffer zone.</p> <p>f) Parking areas adjacent to scenic roads should be separated from the right-of-way by a landscaped buffer.</p> <p>g) Frontage roads, if any, adjacent to scenic roads should be separated by a vegetative buffer.</p> <p>h) Encourage underground placement of utilities.</p>	<p>f) Parking areas adjacent to scenic roads shall should be separated from the right-of-way by a landscaped buffer.</p> <p>g) Any frontage roads, if any, adjacent to scenic roads shall should be separated by a vegetative buffer.</p> <p>h) Encourage underground placement of utilities.</p>	
60	<p><i>Scenic Roads</i></p> <p>39.2</p>	<p>The following shall be designated scenic roads: (see Map V-5).</p> <ul style="list-style-type: none"> • I-205 west of the Willamette River • Stafford Road from Lake Oswego to Mountain Road • Mountain Road, Canby Ferry, Locust, 37th, and Holly Street • Schaeffer Road • Pete's Mountain Road from Schaeffer Road to Tualatin River • Oregon City Bypass-Newell Creek Canyon segment • Highway 99E from Oregon City to New Era Road • Canby-Marquam Highway from Canby to Highway 211 • Highway 211 from Canby-Marquam Highway to Estacada • Highway 224 from Carver to Barton and from Estacada south • Redland Road • Clackamas River Drive • Fischers Mill Road 	No change	R

		<ul style="list-style-type: none"> • Springwater Road from Clackamas River Drive to Hayden Road • Hayden Road • Highway 26 east of Sandy • Highway 35 • Old Highway 35/FS 386 • Timberline Road and West Leg Road • Marmot/Barlow Trail Road • Lolo Pass Road • Salmon River Road • Still Creek Road • Wilsonville Road 		
		Rural tourism		
61	Scenic Roads 39.3	Designate that portion of the Mt. Hood Loop in Clackamas County (Dodge Park Road, Lusted Road, Ten Eyck Road, US 26, and OR 35) as an official Oregon Scenic Byway.	<u>Support implementation of the Oregon Scenic Byway System including the Mt. Hood Scenic Byway and the West Cascades Scenic Byway.</u> Designate that portion of the Mt. Hood Loop in Clackamas County (Dodge Park Road, Lusted Road, Ten Eyck Road, US 26, and OR 35) as an official Oregon Scenic Byway.	R M
62	New		<u>In rural areas, encourage agri-tourism and other commercial events and activities that are related to and supportive of agriculture in accordance with the provisions of ORS 215. Mitigation of traffic impacts and other event impacts shall be required to reduce the effects of these limited land uses on the County road system.</u>	

ID #	Current Location in Comp Plan	Current Policy	Staff Recommendations <i>(proposed changes in red) (PWG comments in blue)</i>	Working Group Issues
		<i>Recreational / off road development</i>		
			<i>See – Improvements to Serve Development # 54 thru 57</i>	
		<i>Rural Functional Classifications and State Highway Functional Classes</i>		
63	Functional Class & Roadway Standards 9.0	Designate and develop roadways according to the functional classifications and guidelines listed in Tables V-2 and V-3 while allowing flexibility to accommodate characteristics of terrain, scenic qualities, existing development, and adopted Special Transportation Plans.	No change <i>Review the maps.</i>	R
64	Functional Class & Roadway Standards 10.0	Designate freeways, arterials, collectors and connectors as shown on Maps V-2a and V-2b. Roadways that do not presently exist but are shown on these maps are shown in approximate locations.	No change- <i>Review the maps.</i>	R
65 A	New	A Alternative	<u>The State Highway System is an important component of the rural road system in the County. The County will support the effort of the Oregon Department of Transportation to maintain and enhance this system.</u>	
65 B	New	B Alternative	<u>The County recognizes the role of State highways and County arterials as the backbone of the transportation network. These roads are critical for everyday transportation and as lifelines in emergency situations. The County</u>	

Comment [ad10]: "work with" or "coordinate with"

Comment [ad11]: Straw poll 4 to 1 in favor of 65B.

Comment [ad12]: County view and interest should be promoted. Likes the more inclusive language among the two choices. Suggest a merging of the two. (Elizabeth)

			shall support efforts to enhance and maintain the function of these roads through land use policies, access management strategies and roadway improvements.	
66	New		The County shall maintain and improve roads consistent with their functional classification, and reclassify roads as appropriate to reflect function and use.	
		Rural Roadway Standards (ditches)		
67	Functional Class & Roadway Standards 13.0	Design arterials and collectors to allow safe and convenient passage of buses in urban areas and, where necessary, rural areas.	The County shall design, construct and reconstruct rural arterials and collectors to allow safe and convenient passage of agricultural equipment, trucks, buses, pedestrians and bicyclists, in urban areas and, where necessary, rural areas.	O R
		Rural to urban connectivity		
68	Building Roads 35.0	Road projects located outside UGBs shall be planned to support the existing development pattern and through traffic needs, and are not planned to support or promote urbanization. Such projects will comply with Goal 11 (Transportation) to provide a safe and efficient transportation system meeting the needs of the rural area.	No change TPR Rural Road - 660-012-0065 Transportation Improvements on Rural Lands	R M
69	New		The 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 to harvest and market agricultural and forest products and deliver them to market.	O

Comment [ad13]: Elizabeth: Suggestions this language: The county shall protect local roads from heavy volumes and heavy weight through traffic such as by posting "no through traffic signs" (this solution allows for detours).

Comment [ad14]: Elizabeth – Remove ditches? Include county roadway standards.

Comment [ad15]: Elizabeth comment: Also include internal ag connection needs. Some of these uses holds up roads for through traffic. The high volumes hurt ag functions. High volumes have caused legal road way users to be increasingly excluded from roadway use over the decades – pedestrians, cyclists, equestrians (in top 10 US counties for # of horses) – by congestion and loss of safety. Decades ago our 4-H leader could walk tens of miles to the fairground with her fellow 4-Hers, so they spent the night there. Most didn't have trailers. It may seem that development can increase without improvements being made, but this forces out and has already forced out other legitimate roadway users. Note: these ideas may belong other places than 69 also. They should be general comp plan principles that legitimate roadway users not be forced out.

ID #	Current Location in Comp Plan	Current Policy	Staff Recommendations (proposed changes in red) (PWG comments in blue)	Working Group Issues
		Needed Roadway Improvement		
70	Needed Roadway Improvement 7.0	Fund and build the roadway improvement projects needed to accommodate and appropriately manage future traffic demands for the next 20 years. The list of these projects follows as Table V-1. Maps illustrating their locations are included as Maps V-1a and V-1b.	No change at this time <i>The new project list will be developed as part of the TSP Update.</i>	R
71	Needed Roadway Improvement 7.1	Designate the Sunrise Corridor along a new alignment of Highway 212 in rural Clackamas County as a future planned highway corridor.	No change	R
		Rural Road Goal Exceptions		
72	Needed Roadway Improvement 7.2	Pursuant to OAR 660, Division 12 that requires an exception to Statewide Planning Goal 3 (Agricultural Lands), Goal 11 (Public Facilities and Services) and Goal 14 (Urbanization) for constructing new arterial roads on EFU lands, an exception has been taken to allow for the Arndt Road improvement listed as project numbers 265 and 266 on Table V-1. For findings of fact and statement of reasons, see File ZDO 194.	No change <i>This may not need to be included in Chapter 5.</i>	R M

ID #	Current Location in Comp Plan	Current Policy	Staff Recommendations <i>(proposed changes in red) (PWG comments in blue)</i>	Working Group Issues
73	<i>Needed Roadway Improvement</i> 7.3	Pursuant to OAR 660, Division 12 that requires an exception to Statewide Planning Goal 3 (Agricultural Lands), Goal 11 (Public Facilities and Services) and Goal 14 (Urbanization) for constructing new arterial roads on EFU lands, an exception has been taken to allow for the Arndt Road improvement listed as project numbers 266 and 267 on Table V-1. For findings of fact and statement of reasons, see File ZDO 195.	No change -- <i>This may not need to be included in Chapter 5.</i>	R M
<i>Other Rural Road Topics?</i>				
74	<i>Needed Roadway Improvement</i> 8.0	Maintain a current and complete 5-year Capital Improvement Program. It shall contain needed future transportation projects in priority order, with estimated costs and assigned responsibility for funding. It should be updated and adopted periodically by the Board of County Commissioners.	No change at this time – <i>The new project list will be developed as part of the TSP Update.</i>	R M
75	<i>Efficiency and Finance</i> 6.0	Coordinate with the Oregon Department of Transportation (ODOT) in implementing the Oregon Transportation Plan (OTP), Oregon Highway Plan (OHP), Statewide Transportation Improvement Program (STIP), and with other state, local and regional jurisdictions in their roadway planning efforts.	No change	O M

ID #	Current Location in Comp Plan	Current Policy	Staff Recommendations <i>(proposed changes in red) (PWG comments in blue)</i>	Working Group Issues
76	New		<p>The County shall pursue the formation of an <u>Area Transportation Commission (ACTAC) for the portions of Clackamas County outside of the Metro Urban Growth Boundary to facilitate a coordinated approach to addressing issues on the state transportation system.</u></p>	
		<i>Other Land Use Topics?</i>		
77	<i>Functional Class & Roadway Standards</i> 11.0	Limit zone change approvals to those that will not require a roadway as planned in the Capital Improvement Plan to be redesigned or increased to a higher functional classification in order to maintain the minimum acceptable performance evaluation level. State transportation facilities shall be evaluated according to the Oregon Highway Plan.	No change	R M
78	<i>Improvements to Serve Development</i> 29.0	Require that changes to the Comprehensive Plan land use designations within the Interchange Management Areas identified on Map V-12 must be consistent with Oregon Administrative Rules 660-012-0060. If the land uses allowed by the new Comprehensive Plan land use designation would cause the interchange mobility standards to be exceeded, the change either shall be denied, or improvements shall be made	No change <i>Interchange Area Management Plan implementation.</i>	R M

such that the mobility standards are met.				
ID #	Current Location in Comp Plan	Current Policy	Staff Recommendations <i>(proposed changes in red) (PWG comments in blue)</i>	Working Group Issues
79	Parking 1.0	Set minimum and maximum limits on allowed off-street parking relative to building size, location and use, and adjacent land uses.	<u>Set rural standards for</u> allowed off-street parking <u>of motor vehicles and bicycles</u> relative to building size, location and use, and adjacent land uses.	R
80	Parking 8.0	On-street parking may be prohibited in front of schools as needed to assure student safety and school security, and shall be reviewed on a school by school basis.	<u>Do not include in rural policies.</u>	R
81	Improvements to Serve Development 24.0	Encourage a relationship between land use and roadways which decreases average trip length.	Encourage a relationship between land use and rural roadways to decrease average trip length <u>and increase accessibility for all modes.</u> <u>Land use and transportation policies shall be integrated consistent with state law regarding preservation of farm and forest lands.</u>	O
82	Improvements to Serve Development 25.0	Discourage through trips on local, connector and collector roadways.	Discourage <u>rural</u> through trips on <u>rural</u> local, connector and collector roadways.	O

Comment [ad16]: Elizabeth comment: IMPORTANT More action and thought are needed to implement. Services, jobs and needs need to be near residences. People need to locate well or relocate wisely.

Comment [ad17]: Elizabeth comment: Not being implemented. See 66. This is a problem for non-motorists and for county funding adequacy. Other issues brought up – weight, landslide, safety, destruction of roads.