MEMORANDUM

DATE:	October 10, 2019	
TO:	Newport TSP Project Management Team	
FROM:	Andrew Parish, Kyra Haggart and Darci Rudzinski, APG	
SUBJECT:	Newport Transportation System Plan Update	
	Technical Memo 3 – Regulatory Review	

The City of Newport is undertaking an update of the City of Newport Transportation System Plan (TSP) consistent with the requirements of Statewide Planning Goal 12 - Transportation. The Transportation Planning Rule (TPR), Oregon Administrative Rule 660 Division 12, implements Goal 12. The TPR defines the necessary elements of a local Transportation System Plan (TSP) and how Goal 12 should be implemented locally. The overall purpose of the TPR is to provide and encourage a safe, convenient, and economical transportation system. The Rule also implements provisions of other statewide planning goals related to transportation planning in order to plan and develop transportation facilities and services in close coordination with urban and rural development. The TPR directs jurisdictions to integrate comprehensive land use planning with transportation needs and to promote multi-modal systems that make it more convenient for people to walk, bicycle, use transit, and drive less. Newport's TSP must be consistent with the current TPR, which was amended most recently in December 2011.

The TPR requires cities to prepare local TSPs that are consistent with the Oregon Transportation Plan (OTP); Technical Memorandum #2 (Plan Review Summary) addresses the OTP and other background documents that will be referenced in updating the Newport TSP. This memorandum will focus on the extent to which the City's policy and development requirements meet the requirements of TPR.



Newport Comprehensive Plan

Pursuant to the TPR, cities are required to adopt a local TSP as part of their comprehensive plans. The 1999 Newport TSP and its 2008 and 2012 amendments were adopted as part of the Newport Comprehensive Plan's Public Facilities Chapter (Chapter 5).

Comprehensive Plan Goals and Objectives related to transportation are found within the adopted TSP, and are "intended to guide the decision makers and the development community in the administration of the TSP and the development of applicable implementing ordinances consistent with the TSP. This section is not intended to provide review criteria for specific projects or to function as a capital improvement plan."

The City's transportation policies will need to be reviewed and revised to be consistent with the goals and objectives of this TSP update and its ensuing recommendations.

What this means for the Newport TSP Update: The TSP update process will provide an opportunity to review and update the Comprehensive Plan transportation element and other transportation policies, to better represent current state and local practices and objectives. Potential policy changes may reflect issues that have been evolving since the TSP was last updated, such as strategies to optimize transportation management and maximizing the efficiency of the existing transportation system, integrating alternative transportation options, balancing modal capacity of facilities, and the role the transportation system plays in human health. Towards the end of the planning process, when solutions have been identified to satisfy future needs, policy statements will be developed to help implement TSP recommendations. Updated policy statements may augment or replace adopted comprehensive plan transportation policies and will help guide future actions, including land use decisions, after the TSP is adopted. The City will amend the comprehensive plan transportation policies in adherence to Goal 12 in the updated TSP document.



Newport Land Division and Development Regulations

The Newport Municipal Code contains Title XIII Land Division and Title XIV Zoning, which together control the process of land development within the City. The City's Land Division Ordinance and Zoning Ordinance include standards for land uses, dimensions of parcels and roadways, parking and access regulations, application procedures, and other important information relevant to creating and maintaining a functioning transportation system. The TPR requires that the City evaluate development applications for their effect on the transportation system, and that the City requires consistency with its TSP from developments.

What this means for the Newport TSP Update: The TSP update will revisit transportation standards, such as those related to street functional classifications, street cross-sections, and mobility and access management. Where modifications are proposed to these standards, the City development requirements will need to be updated for consistency with the updated TSP. In addition, the Land Division Ordinance contains a number of other transportation-related development requirements (e.g., vehicular and bicycle parking, pedestrian access). Amendments to these development requirements may be needed in order to implement the recommendations of the updated TSP and to better comply with the TPR.

Table 1 describes how City land division, zoning, and development requirements meet specific TPR requirements and identifies recommended improvements where local requirements could be strengthened or modified to be more consistent with the TPR. Suggested draft code language will be prepared at the implementation phase of the TSP update that supports the policies and recommendations of the draft TSP and ensures consistency with the TPR.



Table I. TPR Requirements and Recommendations for the Newport Development Code

TPR Requirement	Municipal Code References and Recommendations	
OAR 660-012-0045 – Implementation of the Transportation System Plan		
(1) Each local government shall amend its land use regula	ations to implement the TSP.	
 (a) The following transportation facilities, services and improvements need not be subject to land use regulations except as necessary to implement the TSP and, under ordinary circumstances do not have a significant impact on land use: (A) Operation, maintenance, and repair of existing transportation facilities identified in the TSP, such as road, bicycle, pedestrian, port, airport and rail facilities, and major regional pipelines and terminals; (B) Dedication of right-of-way, authorization of construction and the construction of facilities and improvements, where the improvements are consistent with clear and objective dimensional standards; (C) Uses permitted outright under ORS 215.213(1)(m) through (p) and 215.283(1)(k) through (n), consistent with the provisions of 660-012-0065; and (D) Changes in the frequency of transit, rail and airport services. (b) To the extent, if any, that a transportation facility, service, or improvement concerns the application of a comprehensive plan provision or land use regulation, it may be allowed without further land use review if it is permitted outright or if it is subject to standards that do not require interpretation or the exercise of factual, policy or legal judgment. 	The Newport Zoning Ordinance includes transportation facilities as "Institutional and Civic Uses" – either "Basic Utilities or Roads" or "Utility, Road, and Transit Corridors." (14.03.060.E Commercial and Industrial Districts – Institutional and Civic Use Categories). Basic Utilities and Roads are permitted in all commercial and industrial districts, and Utility, Road, and Transit Corridors are conditional uses. Port facilities are permitted in the W-1 and W-2 zones. Trails, paths, bike paths, walkways, etc. are permitted in Public (P-1, P2, and P-3) land use classifications. Recommendation: Consider consolidating transportation facilities from these various definitions and locations. This could be accomplished by adding "Transportation Facilities (operation, maintenance, preservation, and construction in accordance with the City's Transportation System Plan)" as a permitted use in all land use districts. Alternatively, add "Basic Utilities or Roads" as an allowed use in other zoning districts.	
(c) In the event that a transportation facility, service or improvement is determined to have a significant impact on land use or requires interpretation or the exercise of factual, policy or legal judgment, the local government shall provide a review and approval process that is consistent with 660-012- 0050. To facilitate implementation of the TSP, each local government shall amend regulations to provide for consolidated review of land use decisions required to permit a transportation project.	TPR Section -0050 addresses project development and implementation - how a transportation facility or improvement authorized in a TSP is designed and constructed. Project development may or may not require land use decision-making. The TPR directs that during project development, projects authorized in an acknowledged TSP will not be subject to further justification with regard to their need,	



TPR Requirement	Municipal Code References and Recommendations
	mode, function, or general location. To this end, the TPR calls for consolidated review of land use decisions and proper noticing requirements for affected transportation facilities and service providers.
	The City allows for consolidated review of multiple land use or development permits under Development Code Section 14.52.130 – Consolidated Procedure, stating that "Any applicant for a land use action may apply at one time for all related land use actions."
	Chapter 14.45 – Traffic Impact Analysis states that a TIA shall be submitted "To determine whether a significant effect on the transportation system would result from a proposed amendment to the Newport Comprehensive Plan or to a land use regulation, as specified in OAR 660-012- 0060," among other situations.
	This TPR provision is met
(2) Local governments shall adopt land use or subdivise applicable federal and state requirements, to protect tra their identified functions. Such regulations shall include	insportation facilities corridors and sites for
(a) Access control measures, for example, driveway and public road spacing, median control and signal spacing standards, which are consistent with the functional classification of roads and consistent with limiting development on rural lands to rural uses and densities;	Chapter 14.14 addresses Parking, Loading, and Access Requirements, and requires spacing of driveway access onto Arterial streets of 500 feet, "where practical" (14.14.120.E). Access spacing standards for roadways and intersections are not provided.
	The Land Division Ordinance contains block regulations (13.05.020) limiting block size to 1,000 feet in length but does not describe

access control measures.



TPR Requirement	Municipal Code References and Recommendations
	Transportation System Plan, Subdivision plan, or street plan, as applicable"
	Recommendation: Update Title 13 and/or Title 14 to include access control measures that are consistent with the functional classification system recommended by the TSP update. Whether spacing standards are ultimately located within the development code or are referenced in the TSP will be discussed in the implementation phase of this process.
(b) Standards to protect the future operations of roads, transitways and major transit corridors	Chapter 14.45 addresses Transportation Impact Analysis (TIA) regulations. A TIA is required in cases of amendments to the comprehensive plan or land use regulation, as specified in OAR 660-012-0060; as required by ODOT in conjunction with an approach road permit; when a proposal may generate 100 or greater PM peak-hour trips; when a proposal may increase adjacent street use by heavy vehicles by 10 trips a day or more; or when the proposal utilizes Trip Reserve Funds to meet the requirements of the South Beach Transportation Overlay Zone (Chapter 14.43).
	This TIA is intended to ensure that operations of transportation facilities is maintained through individual land use decisions.
	14.45.070 provides a fee in lieu requirement for certain situations.
	Recommendation: This TPR provision is met. However, the TSP update provides an ideal opportunity to revisit the thresholds that trigger a TIA, as well as the process and requirements. Any recommended changes resulting from this



TPR Requirement	Municipal Code References and Recommendations
	review may necessitate updates to Chapter 14.45.
(c) Measures to protect public use airports by controlling land uses within airport noise corridors and imaginary surfaces, and by limiting physical hazards to air navigation;	Chapter 14.22 – Airport Restricted Area establishes zones that regulate allowed height, electrical interference, noise, and other issues through standard airport-related imaginary surfaces.
	This TPR provision is met.
(d) A process for coordinated review of future land use decisions affecting transportation facilities, corridors or sites;	See response to -0045(1)(c).
	This TPR provision is met.
(e) A process to apply conditions to development proposals in order to minimize impacts and protect transportation facilities, corridors or sites;	This section is implemented by section 14.45 (Traffic Impact Analysis), 14.34 (Conditional Uses), and 14.44 (Transportation Standards).
	Section 14.45 establishes the standards for when a proposal must be reviewed for potential traffic impacts, when a TIA must be submitted with a development application, the study area, and who is qualified to prepare the analysis.
	14.45.060 states that "The city may deny, approve, or approve a development proposal with conditions needed to meet operations, structural, and safety standards and provide the necessary right-of-way and improvements to ensure consistency with the city's Transportation System Plan."
	This TPR provision is met. The provisions of these sections will be revisited to ensure compliance with the updated TSP.
 (f) Regulations to provide notice to public agencies providing transportation facilities and services, MPOs, and ODOT of: (A) Land use applications that require public hearings; (B) Subdivision and partition applications; 	Notice requirements are detailed in Section 14.52.060 and include "any affected public agency or public/private utility" in the list of those who shall receive notice.



TPR Requirement	Municipal Code References and Recommendations
(C)Other applications which affect private access to roads; and (D)Other applications within airport noise corridor and imaginary surfaces which affect airport operations.	Subdivision Ordinance notice requirements are in Section 13.05.075 Preliminary Review and Notice of Hearing and require that the Community Development Director provide notice to "other agencies known to be affected or to have an interest."
	Recommendation:
	Add specific language for Type III and Type IV applications requiring transportation providers, including ODOT, Lincoln County Transit, and the Newport Municipal Airport, be notified of proposals that may impact their facilities or services.
(g) Regulations assuring amendments to land use designations, densities, and design standards are consistent with the functions, capacities and performance standards of facilities identified in the TSP.	Section 14.45.050.C requires "where a proposed amendment to the Newport Comprehensive Plan or land use regulation would significantly affect an existing or planned transportation facility, the TIA must demonstrate that solutions have been developed that are consistent with the provisions of OAR 660- 012-0060." This TPR provision is met.
(3) Local governments shall adopt land use or subdivisi communities as set forth below.	on regulations for urban areas and rural
(a) Bicycle parking facilities as part of new multi-family residential developments of four units or more, new retail, office and institutional developments, and all transit transfer stations and park-and-ride lots.	Bicycle parking is addressed in Section 14.14.070. Bicycle parking facilities are required as part of new multifamily residential developments of 4 units or more, as well as new retail, office, and institutional developments. The amount of bicycle parking required depends on the number of required vehicle parking spaces. Recommendation:
	As appropriate, consider adding transit transfer stations and park-and-ride lots to the facilities which require bicycle parking. Also consider referencing the Lincoln County



TPR Requirement	Municipal Code References and Recommendations
	Transit Development Plan within the development code.
 (b) On-site facilities shall be provided which accommodate safe and convenient pedestrian and bicycle access from within new subdivisions, multi-family developments, planned developments, shopping centers, and commercial districts to adjacent residential areas and transit stops, and to neighborhood activity centers within one-half mile of the development. Single-family residential developments shall generally include streets and accessways. Pedestrian circulation through parking lots should generally be provided in the form of accessways. (A) "Neighborhood activity centers" includes, but is not limited to, existing or planned schools, parks, shopping areas, transit stops or employment centers; (B) Bikeways shall be required along arterials and major collectors. sidewalks shall be required along arterials, collectors and most local streets in urban areas except that sidewalks are not required along controlled access roadways, such as freeways; 	 On-site circulation and connections: Circulation diagrams are a required part of a Planned Development application (14.35.60.9.b), showing the movement of vehicles, goods, bicycles, and pedestrians within the planned development. However, requirements related to on-site circulation and connections to nearby activity centers for non-motorized modes of transportation are not addressed in the either the Zoning or the Land Division Ordinance. Parking Lots: Chapter 14.14 addresses parking, loading, and access requirements. Pedestrian and/or bicycle circulation through parking lots are not addressed. Bikeways and sidewalks: Street standards in
 (C) Cul-de-sacs and other dead-end streets may be used as part of a development plan, consistent with the purposes set forth in this section; (D) Local governments shall establish their own standards or criteria for providing streets and 	the Land Division Ordinance (13.05.015) state that sidewalks are required. Cross-sections and other standards for roadways are not included or referenced in either Title 13 or Title 14.
accessways consistent with the purposes of this section. Such measures may include but are not limited to: standards for spacing of streets or accessways; and standards for excessive out-of-direction travel; (E) Streets and accessways need not be required where one or more of the following conditions exist: (i) Physical or topographic conditions make a	Street and accessway layout : Section 13.05.020 establishes block sizes for subdivisions. Block length is restricted to 1,000', and a pedestrian or bicycle way may be required if block length exceeds that figure.
street or accessway connection impracticable. Such conditions include but are not limited to freeways, railroads, steep slopes, wetlands or other bodies of water where a connection could not reasonably be provided;	Cul-de-sacs: Cul-de-sacs may be required to include pedestrian accessways. They are also limited to a length of 400 feet (13.05.015.I).
(ii) Buildings or other existing development on adjacent lands physically preclude a connection now or in the future considering the potential for redevelopment; or	 <u>Recommendations:</u> Amend Title 13 and Title 14 to include language related to on-site circulation and connections, and



TPR Requirement	Municipal Code References and Recommendations
(iii) Where streets or accessways would violate provisions of leases, easements, covenants, restrictions or other agreements existing as of May 1, 1995, which preclude a required street or accessway connection.	 pedestrian access through parking lots. Include references in Title 13 and Title 14 to adopted street standards in the updated TSP. Street standards will need to comply with the bikeway requirements within the TPR. Evaluate the 1,000' block length and accessway requirements as part of the TSP update.
(c) Off-site road improvements are otherwise required as a condition of development approval, they shall include facilities accommodating convenient pedestrian and bicycle and pedestrian travel, including bicycle ways on arterials and major collectors	Section 14.45.060 states that the City may condition development to "provide the necessary right-of-way and improvements to ensure consistency with the City's Transportation System Plan." Recommendation: Add specific language stating that the City may require off-site improvements proportionate to the impacts of proposed development and that conditioned improvements may include facilities accommodating convenient pedestrian and bicycle travel, consistent with the TSP. Proposed code modifications would suggest what type of findings are necessary to require such off-site improvements.
 (d) For purposes of subsection (b) "safe and convenient" means bicycle and pedestrian routes, facilities and improvements which: (A) Are reasonably free from hazards, particularly types or levels of automobile traffic which would interfere with or discourage pedestrian or cycle travel for short trips; (B) Provide a reasonably direct route of travel between destinations such as between a transit stop and a store; and 	Adopted City development requirements do not contain language requiring "safe and convenient" bicycle and pedestrian routes. <u>Recommendation:</u> Address TPR requirements related to bicycle and pedestrian access and mobility through the addition of a new Pedestrian Access and Circulation section in the Land Division Ordinance. Review the applicability of proposed new requirements for all future subdivisions.



TPR Requirement	Municipal Code References and Recommendations
(C) Meet travel needs of cyclists and pedestrians considering destination and length of trip; and considering that the optimum trip length of pedestrians is generally 1/4 to 1/2 mile.	
(e) Internal pedestrian circulation within new office parks and commercial developments shall be provided through clustering of buildings, construction of accessways, walkways and similar techniques.	The City currently does not have requirements related to non-motorized circulation internal to office park and commercial development.
	<u>Recommendation</u> : See recommendation above.
(4) To support transit in urban areas containing a populaready served by a public transit system or where determinist system is feasible, local governments shall adopt (a)-(g) below.	ermination has been made that a public
(a) Transit routes and transit facilities shall be designed to support transit use through provision of bus stops, pullouts and shelters, optimum road geometrics, on-road parking restrictions and similar facilities, as appropriate	The City of Newport does not have a population greater than 25,000. However, the community is currently served by Lincoln County Transit and the updated TSP will address existing and future transit facilities and services.
	Recommendation: The TSP update planning process will identify transit routes and ensure that roadway design requirements will accommodate service on existing and planned routes. Depending on the draft TSP recommendations, update development requirements as necessary to address the provision of transit amenities. Additionally, add standards to subdivision regulations and infill development requirements (NMC 14.44) to require transit-supporting amenities consistent with the adopted Lincoln County Transit Development Plan.
(b) New retail, office and institutional buildings at or near major transit stops shall provide for convenient pedestrian access to transit through the measures listed in (A) and (B) below.	Access to transit is not currently addressed by the TSP.



TPR Requirement	Municipal Code References and Recommendations
 (A) Walkways shall be provided connecting building entrances and streets adjoining the site; (B) Pedestrian connections to adjoining properties shall be provided except where such a connection is impracticable. Pedestrian connections shall connect the on site circulation system to existing or proposed streets, walkways, and driveways about the property. Where adjacent properties are undeveloped or have potential for redevelopment, streets, accessways and walkways on site shall be laid out or stubbed to allow for extension to the adjoining property; (C) In addition to (A) and (B) above, on sites at major transit stops provide the following: (i) Either locate buildings within 20 feet of the transit stop, a transit street or an intersecting street or provide a pedestrian plaza at the transit stop or street intersection; (ii) A reasonably direct pedestrian connection between the transit stop and building entrances on the site (iii) A transit passenger landing pad accessible to disabled persons (iv) An easement or dedication for a passenger shelter if requested by the transit stop. 	Recommendation: See response to - 0045(4)(a).
(c) Local governments may implement 4(b)A) and (B) above through the designation of pedestrian districts and adoption of appropriate implementing measures regulating development within pedestrian districts. Pedestrian districts must comply with the requirement of (4)(b)(C) above.	The City can also meet the requirements of the TPR related to pedestrian connections to transit (TPR -0045(4)(b)(A) and (B)) by adopting appropriate implementing measures within a designated pedestrian district. The City of Newport currently does not have pedestrian district designations. Recommendation: For the approach offered by TPR -0045(4)(c), the City would need to consider designating pedestrian districts and developing specific code language to address, among other things, "major transit stops," as defined through the TSP update.
(d) Designated employee parking areas in new developments shall provide preferential parking for carpools and vanpools	Chapter 14.14 addresses parking and loading generally. Employee parking areas and preferential parking for carpools and vanpools are not addressed.



TPR Requirement	Municipal Code References and Recommendations
	Recommendation: The City should consider requiring that new developments with planned designated employee parking areas provide preferential parking for employee carpools and vanpools. A typical local code requirement is requiring employers with more than a specific number of employees, or developments where required parking spaces exceed a specific number, to dedicate a percentage of the required parking spaces for car/vanpools.
(6) In developing a bicycle and pedestrian circulation plan as required by 660-012-0020(2)(d), local governments shall identify improvements to facilitate bicycle and pedestrian trips to meet local travel needs in developed areas. Appropriate improvements should provide for more direct, convenient and safer bicycle or pedestrian travel within and between residential areas and neighborhood activity centers (i.e., schools, shopping, transit stops). Specific measures include, for example, constructing walkways between cul-de- sacs and adjacent roads, providing walkways between buildings, and providing direct access between adjacent uses.	 The TSP update is expected to include a considerable update to the City's bicycle and pedestrian circulation plan, consistent with TPR -0020. This TPR requirement is currently implemented in City requirements as follows. Walkways between cul-de-sacs and adjacent roads – See response and recommendations related to cul-de-sacs, Section -0045(3)(b). Walkways between buildings – See response and recommendations related to accessways, Section -0045(3)(b). Access between adjacent uses – See response and recommendations related to accessways, Section -0045(3)(b).
	<u>Recommendation</u> : This requirement will be addressed by the TSP update planning process and can be implemented locally by requiring improvements in developing areas consistent with adopted code provisions.
(7) Local governments shall establish standards for local streets and accessways that minimize pavement width and total ROW consistent with the operational needs of the facility. The intent of this requirement is that local governments consider and reduce excessive standards for local streets and accessways in order to reduce the cost of construction, provide for more efficient use of urban land,	The Land Division Ordinance defers to the adopted TSP for roadway and right-of-way widths but sets the minimum standards in Section 13.05.015.B. Public improvement requirements for streets are listed in Section 13.05.040.A.1, where street widths are set at 36' (improved).



TPR Requirement	Municipal Code References and Recommendations
provide for emergency vehicle access while discouraging inappropriate traffic volumes and speeds, and which accommodate convenient pedestrian and bicycle circulation. Notwithstanding section (1) or (3) of this rule, local street standards adopted to meet this requirement need not be adopted as land use regulations.	This standard for a local street is wider than recommended widths illustrated in the Transportation Growth Management Neighborhood Street Design Guidelines (listed below).
	Recommendation: The TSP update process provides the City with the opportunity to evaluate local streets standards to determine if modifications need to be made to both meet the current and future needs of the community and implement this TPR requirement.
OAR 660-12-0060	
Amendments to functional plans, acknowledged comprehensive plans, and land use regulations that significantly affect an existing or planned transportation facility shall assure that allowed land uses are consistent with the identified function, capacity, and performance standards of the facility.	TPR compliance is addressed in Section 14.45 Traffic Impact Analysis, which requires a "significant effect" determination for proposed amendments to the Newport Comprehensive Plan or land use regulations and, consistent with TPR -0060, that the proposed changes are consistent with the "identified function, capacity, and performance standards" of the impacted facility.
	This TPR provision is met.