

THE BOARD OF COMMISSIONERS OF UMATILLA COUNTY

STATE OF OREGON

In the Matter of Amending)
Umatilla County Transportation) ORDINANCE NO. 2026-06
System Plan and Umatilla County)
Comprehensive Plan)

WHEREAS pursuant to Chapter 660, Division 12, of the Oregon Administrative Rules, and specifically OAR 660-12-0045, Umatilla County, as part of its Comprehensive Plan, adopted by Ordinance No. 2002-03, a Transportation System Plan for Umatilla County; and

WHEREAS the Umatilla County Transportation System Plan ("TSP") is to guide the management of existing transportation facilities and the design and the implementation of future facilities for the next 20 years; and

WHEREAS Umatilla County through the Planning Department, as an applicant, has drafted a number of updates to the Transportation System Plan and is requesting adoption of those updates; and

WHEREAS the Umatilla County Planning Commission held a public hearing on July 23, 2026 to review the application and the proposed amendments; and

WHEREAS the Umatilla County Planning Commission recommended that the Board of Commissioners update the Comprehensive Plan and the Transportation System Plan with three updates outlined in the attached Staff Memo, hereby incorporated by this reference; and

WHEREAS the Board of Commissioners held a public hearing on August 19, 2026, to consider the proposed amendments, and voted for the approval of the application and the proposed amendments.

NOW, THEREFORE the Board of Commissioners of Umatilla County ordains as follows:

1. The updated Transportation System Plan is adopted to replace the current Transportation System Plan with the changes recommended by the Umatilla County Planning Commission as detailed in the attached Staff Memo and the Draft TSP, Volume 1, this hereby incorporated by reference.

2. Chapter 15 of the Umatilla County Comprehensive Plan, adopted

May 9, 1983, is repealed and replaced as follows (Strikethrough text is deleted; Underlined/Italicized text is added):

Chapter 15. Transportation

The multimodal transportation system in Umatilla County is intended to move people, goods, and services to, within, and through the County. All segments of Umatilla County's economy depend on the County's transportation network for movement inside County borders and to markets outside of the area. Fortunately, The County particularly the developing West County has access to five several critical modes of transportation that contribute to the development and prioritization of a reliable and efficient transportation network:

1. Interstate and state highways flow east-west and north-south in the County.
2. The Port of Umatilla provides commercial freight use of the Columbia River.
3. Railroad lines including Union Pacific's major switch-yard at Hinkle, bring ~~passenger and~~ freight service to Umatilla County.
4. Two municipal airports make a wide variety of services available to county and regional residents; i.e., agriculture, freight, passenger, business.
5. Natural gas and oil pipelines transport fuel to the county and to other areas.
6. Local traffic between urban areas and highways travels on ~~a fairly extensive~~ an extensive county and state roads network.
7. Mass transit is presently limited to long distance commercial bus lines and small fleet bus systems that serves some transportation needs of seniorscitizens.

The ability of existing services and facilities to serve future long-term regional needs, and ~~the specific requirements necessary~~ to provide balanced forms of transportation for all segments of the County's future population, hinge upon cooperative city/county development of a Transportation System Plan. ~~A major mechanism insuring this cooperative effort is found within the "Transportation"~~

~~section of the Joint Management Agreements entered into with all cities of Umatilla County. A The County's Transportation System Plan will also serve as the roadmap to inform planning decisions, facility investments, and strategic actions for the next 20-years. to assist state/federal transportation agencies in setting priorities and planning improvements in their areas of responsibilities. Overarching goals that will guide both the County's Transportation Chapter and Transportation System Plan include:~~

1. Goal #1: Provide a transportation system that is safe and secure for all transportation modes.
 - a. **Objective #1a:** Prioritize projects, programs, and policies that seek to reduce crash frequency and severity.
 - b. **Objective #1b:** Reduce fatal and serious injury crashes in the county.
2. Goal #2: Provide an efficient multimodal transportation system.
 - a. **Objective #2a:** Identify and address capacity constraints, ensure efficient flow on key corridors, and maintain the transportation system in a state of good repair.
 - b. **Objective #2b:** Support existing local and regional transit services and expand the connectivity of services between key regional growth centers across the County.
 - c. **Objective #2c:** Enhance the freight-related transportation network.
 - d. **Objective #2d:** Identify opportunities to connect communities through regional multi-use trails and bicycle routes.
3. Goal #3: Improve connectivity to economic centers and encourage recreation tourism through an interconnected, multimodal transportation network.
 - a. **Objective #3a:** Improve freight connectivity to/from economic centers and employment areas.

- b. Objective #3b: Improve inter-city and regional connectivity to/from economic centers and employment areas.
 - c. Objective #3c: Connect and upgrade existing trails to the regional trail system to promote active living and recreation tourism in the county.
4. Goal #4: Improve access to affordable transportation options and minimize potential negative impacts of transportation projects on underserved areas.
 - a. Objective #4a: Strengthen economic opportunities through the development of new transportation infrastructure in underserved areas.
 - b. Objective #4b: Improve multimodal access in underserved areas to schools, parks, employment centers, commercial centers, health and social services, and other essential destinations.
5. Goal #5: Provide a resilient transportation system.
 - a. Objective #5a: Improve transportation system resilience to extreme weather events (flooding, wildfires), natural hazards, and man-made disasters.
 - b. Objective #5b: Avoid or minimize transportation impacts on natural and cultural resources in the county.
6. Goal #6: Establish transportation improvement and maintenance projects that are feasible, adequately funded, and provide positive returns on investment.
 - a. Objective #6a: Ensure that transportation recommendations are consistent with other adopted local and state plans.
 - b. Objective #6b: Partner with ODOT and other agencies to develop a long-range financial strategy for transportation improvements, operational needs, and other asset management needs in the County.

c. Objective #6c: Prioritize transportation maintenance and improvement projects that will provide the greatest safety and resiliency benefits per dollar spent.

7. Goal #7: Update the regional transportation system plan as needed.

a. Objective #7a: Regularly review and update goals and policies related to smart technology services, such as automated and connected vehicles.

b. Objective #7b: Ensure that the data used to inform decision making at all levels within the County and to its partners is relevant and applicable to current conditions.

c. Objective #7c: Update elements of the Transportation System Plan as conditions change and new policies/standards are required.

Additional guidance, regulatory standards, and contextual frameworks can be found in the County's Transportation System Plan.

3. The Umatilla County Comprehensive Plan, adopted May 9, 1983, be further amended as follows (Strikethrough text is deleted; Underlined/Italicized text is added):

Chapter 12. Economy

FINDINGS

#7. Comparative advantages over neighboring jurisdictions exist in availability of labor, reasonably priced lands, access to energy sources, and excellent transportation systems.

POLICIES

~~#7. Cooperate with development oriented entities in promoting advantageous aspects of the area. Improve inter-city and regional connectivity to/from economic centers and employment areas.~~

Chapter 14. Public Facilities and Services

FINDINGS

#1. Rural residents, ~~as opposed to urban residents,~~ expect and receive fewer services than do urban residents; so as rural development occurs, these services need to be maintained and upgraded.

#6. Public facilities and services providers must be kept abreast of development in the County so that they may allocate existing resources and plan accordingly for efficient expansion.

POLICIES

#1. The county will control land development in a timely, orderly, and efficient manner by requiring that public facilities and services be consistent with established levels of rural needs consistent with the level of service requirements listed on pages J-27 and J-28 of the Technical Report. Those needs are identified as follows: (d) Roads shall be maintained or improved to standards adopted ~~by the County Road Department and outlined in the County's~~ Transportation System Plan, which are consistent with nationally accepted standards that correlate traffic to desired road conditions.

#6. The County will seek comments from affected public facilities and services providers for all discretionary land use actions including all types of land divisions, conditional uses, variances, zoning map amendments, and comprehensive plan map amendments to ensure that transportation recommendations are consistent with other adopted local and state land use development plans.

Chapter 17. Urbanization

FINDINGS

#2. While the County jurisdiction prevails in unincorporated urban growth boundary areas, cities' future development patterns are acknowledged.

POLICIES

#2. Enter into joint management agreements assuring city/county coordination, particularly as they pertain to transportation improvements, operational needs, and other asset management needs in the County.

4. The adoption of the following amendments to the County Land Development Ordinance, codified in Chapter 152 of the Umatilla County Code of Ordinances, to be amended as follows (Strikethrough text is deleted; Underlined/Italicized text is added) :

§ 152.018 ACCESS MANAGEMENT AND STREET CONNECTIVITY

(A) The intent of this code is to manage access to land development while preserving the flow of traffic in terms of safety, capacity, functional classification, and level of service. Major roadways, including highways, arterials, and collectors serve as the primary network for moving people and goods. These transportation corridors also provide access to businesses and homes and have served as the focus for commercial and residential development. If access points are not properly designed, these roadways will be unable to accommodate the needs of development and retain their primary transportation function. This code balances the right of reasonable access to private property with the right of the citizens of Umatilla County and the State of Oregon to safe and efficient travel. To achieve this policy intent, state and

local roadways have been categorized in the Transportation System Plan by function and classified for access purposes based upon their level of importance and function. Regulations have been applied to these roadways for the purpose of reducing traffic accidents, personal injury, and property damage attributable to poorly designed access systems, and to thereby improve the safety and operation of the roadway network. This will protect the substantial public investment in the existing transportation system and reduce the need for expensive remedial measures. These regulations also further the orderly layout and use of land, consider future land use densities that support transit-oriented development, protect community character, and conserve natural resources by promoting well-designed road and access systems and discouraging the unplanned subdivision of land.

(B) This section shall apply to all arterials and

collectors within the County and to all properties that abut these roadways.

(C) This section is adopted to implement the access management recommendations, policies, roadway design standards, intersection spacing standards, and cross-sectional standards for the County as set forth in the Transportation System Plan.

§ 152.648 CREATION OF ROADS, EASEMENTS, AND RIGHTS-OF-WAY; MINIMUM STANDARDS

(A) *Creation of roads.* The creation of a road shall be in conformance with the requirements of this chapter and the Transportation System Plan adopted by the county or other policy implementing the County's Comprehensive Plan. No street or road shall be established without the Planning Commission first reviewing the proposal and the Board of Commissioners accepting the road for public use. All streets and roads shall be dedicated. ~~Any dedication of a Streets and roads cannot be dedicated by deed is not effective and cannot be recorded without the consent and the acceptance of the Board of Commissioners. Streets cannot be dedicated by deed.~~

(b) Transit Improvements along Roadways. Development that is proposed adjacent to an existing or planned transit stop, as designated in an adopted transportation or transit plan, shall provide easements and/or transit stop improvements (e.g., seating, shelters, and/or lighting) in coordination with the transit service provider and consistent with the Umatilla County Transit Development Plan or the County's Transportation System Plan (TSP).

§ 152.560 OFF-STREET PARKING AND LOADING

[...]

(C) Bicycle parking requirements.

(1) Applicability. Bicycle parking spaces are required for new development, or changes of use, under the following conditions:

(a) A site with 10 or more off-street vehicle parking spaces,

(b) All properties zoned RSC or LI that have frontage on Highway 395, or

(c) That are part of new multi-family developments that contain four units or more

(2) Exemptions. This section does not apply to single-family and duplex housing, home occupations, and agricultural uses.

(3) Standards. A minimum of two bicycle spaces for the first 10 motorized vehicle parking areas is required, plus one additional bicycle space for each additional 10 motorized vehicle parking spaces thereafter.

(a) Exemptions. For development or redevelopment of transit transfer stations or transit stops with frequent service (headways of 30 minutes or less) a minimum of two bicycle parking spaces shall be provided.

§ 152.021 PEDESTRIAN ACCESS AND CIRCULATION

(A) Purpose. This section implements the pedestrian access and connectivity policies of the Umatilla County Transportation System Plan. It is intended to provide for safe, reasonably direct, and convenient pedestrian access and circulation.

(B) Applicability. The provisions of this Section apply to:

(1) Properties in the RSC zone.

(2) Properties in the LI zone that have frontage on Hwy 395 south of Bensel

Road and north of E Punkin Center Road.

(C) Standards. Developments shall conform to all of the following standards for pedestrian access and circulation:

(1) Continuous Walkway System. A pedestrian walkway system shall extend throughout the development site and connect to adjacent existing or planned sidewalks, if any, and to all future phases of the development, as applicable.

(2) Safe, Direct, and Convenient. Walkways within developments shall provide safe, reasonably direct, and convenient connections that are free from hazards that would interfere with or discourage travel for short trips; provide a direct route of travel between destinations; and meet the travel needs of pedestrians and bicyclists considering destination and length of trip and considering that the optimum trip length of pedestrians is ¼ to ½ mile. Walkways between primary building entrances and all adjacent parking areas, transit stops, and public rights-of-way conforming to the following standards:

(a) The walkway is reasonably direct. ~~A walkway is reasonably direct when it follows a route that does not deviate unnecessarily from a straight line or it does not involve a significant amount of out-of-direction travel.~~ A walkway is direct when it follows a route for which the length is not more than 20 feet longer or 120 percent of the straight-line distance, whichever is less,

unless otherwise approved through the land use review process.

(b) The walkway is designed primarily for pedestrian safety and convenience, meaning it is reasonably free from hazards and provides a reasonably smooth and consistent surface and direct route of travel between destinations. The county road master may require landscape buffering between walkways and adjacent parking lots or driveways to mitigate safety concerns.

(c) The walkway network connects to all primary building entrances consistent with Americans with Disabilities Act (ADA) requirements.

(3) Vehicle/Walkway Separation. Except as required for crosswalks, per subsection (d4), below, where a walkway abuts a driveway or street it shall be raised six inches and curbed along the edge of the driveway or street. Alternatively, the County road master may approve a walkway abutting a driveway at the same grade as the driveway if the walkway is physically separated from all vehicle-maneuvering areas. An example of such separation is a row of bollards (designed for use in parking areas) with adequate minimum spacing between them to prevent vehicles from entering the walkway.

(4) Crosswalks. Where a walkway crosses a parking area or driveway ("crosswalk"), it shall be clearly marked with contrasting paving materials (e.g.,

pavers, light-color concrete inlay between asphalt, or similar contrasting material) or painted crosswalk striping. The crosswalk may be part of a speed table to improve driver-visibility of pedestrians.

(5) Walkway Width and Surface. Walkways shall be constructed of concrete, asphalt, brick or masonry pavers, or other durable surface, as approved by the county road master, and not less than six feet wide. Multi-use paths (i.e., designed for shared use by bicyclists and pedestrians) shall be concrete or asphalt and shall conform to County transportation standards. (Ord. 2019-09, passed 11-6-19;)

(6) Continuous pedestrian walkways shall be provided to any existing or planned public transit bus stop that is within 300 feet of the primary entrance of the site's primary structure(s).

§ 152.562 ADDITIONAL OFF-STREET PARKING AND LOADING REQUIREMENTS

[...]

(I) Design requirements for parking lots:

(1) Areas used for standing and maneuvering of vehicles shall have paved surfaces maintained adequately for all weather use and so drained as to avoid flow of water across public sidewalks;

(2) Except for parking to serve residential use, parking and loading areas adjacent to residential use shall be designed to minimize disturbance of residents by the erection between the uses of a sight obscuring fence of not less than five feet in height except where vision clearance is required;

(3) Parking spaces along the outer boundaries of

a parking lot shall be contained by a curb at least four inches high and set back a minimum of four and one-half feet from the property line, or by a bumper rail;

(4) Off-street parking areas that are over half an acre in size shall include pedestrian access and circulation facilities (or improvements), in accordance with Section 152.021.

§ 152.560 OFF-STREET PARKING REQUIREMENTS

(A) Each use shall provide the following minimum off-street parking spaces. Each parking space shall be a minimum of nine feet wide and 20 feet in length.

(B) Off-street parking requirements.

[...]

(C) Parking Redevelopment

Parking spaces and parking areas may be put in place of previous or existing parking areas and can be repurposed for transit-related uses such as transit stops, transit shelters, bicycle parking, and park-and-ride/rideshare areas.

(D) (E) Bicycle parking requirements.

§ 152.562 ADDITIONAL OFF-STREET PARKING AND LOADING REQUIREMENTS

(A) Should the owner or occupant of a lot or building change the use to which the lot or building is put, thereby increasing off-street parking or loading requirements, it shall be a violation of this chapter to begin such altered use until the required increase in off-street parking or loading is provided;

(B) Requirements for types of buildings and uses not specifically listed herein shall be determined by the Planning Commission or

Hearings Officer, based upon the requirements of comparable uses listed;

(C) In the event several uses occupy a single structure or parcel of land, the total requirements for off-street parking shall be the sum of the requirements of the several uses computed separately;

(D) Owner of two or more uses, structures or parcels of land may agree to utilize jointly the same parking and loading spaces when the hours of operation do not overlap, provided that satisfactory legal evidence is presented to the Planning Director in the form of deeds, leases, or contracts to establish the joint use;

(E) Carpool and vanpool parking. Commercial, industrial, or other employment areas with employee parking shall include provisions for carpool/vanpool parking under the following conditions:

1. Uses with at least 25 or more required parking spaces shall include designated carpool or vanpool parking.
2. At least 10% of the employee, student, or commuter parking spaces shall be carpool or vanpool parking.
3. Carpool and vanpool designated spaces must be the closest non-ADA parking spaces to the primary employee, student, or commuter entrance.
4. Carpool and vanpool parking may count toward the minimum parking requirements by use in Section 152.560 (B).
5. Carpool and vanpool parking shall be marked "Reserved – Carpool/Vanpool Only."

§ 152.647 IMPROVEMENT AGREEMENTS

[...]

(G) Access improvements requirements.

[...]

(3) In all cases, the developer shall be responsible for the dedication of rights-of-way on any abutting county or public road, if necessary, to bring that road to county standards pursuant to 152.021 and the cross-sectional street design standards included in the Transportation System Plan. Any agreement to improve the affected roads to the required standard and to dedicate the required rights-of-way shall be a condition of granting a Type I or Type II Land Division, shall be binding on the developer, his/her heirs and assigns, and shall be filed by the developer with the County Recorder upon execution. Improvements shall be guaranteed through the provision set forth in division (C) of this section.

§ 152.648 (E) Bikeways

Bikeways shall be required along ~~urban arterials and collector~~ all roads with ADTs greater than 3,000 ~~and along cul-de-sac or dead end roads~~ (with a maximum length of 600 feet). Alternatively, there can be deference to local governments for urban streets and roadways where County regulations/ownership do not apply.

§ 152.751 COMPLIANCE WITH COMPREHENSIVE PLAN.

An amendment to the text of this chapter or to a zoning map shall comply with the provisions of the County Comprehensive Plan Text and Comprehensive Land Use Map. Proposed amendments shall also comply with the applicable provisions of the Oregon Transportation Planning Rule, Oregon Administrative Rule (OAR) 660, Division 12, and the the Umatilla County Transportation

System Plan (TSP), and are subject to the requirements of § 152.019, Traffic Impact Analysis. Any deviation from this section shall be preceded by an amendment to the Comprehensive Plan Text or to the Comprehensive Land Use Map. However, if the existing use of the property is allowed outright in the requested zone, compliance with the Comprehensive Plan is not necessary.

§ 152.767 FORM OF PETITIONS, APPLICATIONS AND APPEALS

[...]

(D) When an applicant applies for more than one type of land use or development permit for the same one or more parcels of land, the proceedings shall be consolidated for review and decision. If more than one approval authority would be required to decide on the applications if submitted separately, then consolidated applications shall be processed according to the highest level of review required for any one of the applications.

(1) Consolidated review shall be allowed for land use decisions that involve permitting transportation projects identified in the Umatilla County Transportation System Plan, when permitting is required.

§ 152.770 PUBLIC NOTICES

[...]

(C) The County will shall also send the notice to, and request comments from, all local, state, and federal agencies which staff can determine might or would be affected by the request, including, but not limited to, any public agencies providing transportation services or facilities, irrigation districts, rural fire districts or fire service providers, nearby municipalities, utility companies with known easements or facilities on the property, the County Road Department, the Watermaster, and the County

Assessor. When the application is within an Interchange Management Area Plan (IAMP) Management Area or within a ¼ mile of an ODOT facility, the County shall provide written notification to ODOT when the application is deemed complete.

§ 152.003 DEFINITIONS

CARPOOL. See also VANPOOL. Two or more people traveling within the same vehicle.

[...]

PEDESTRIAN CONNECTION. A route between two points intended and suitable for pedestrian use. Pedestrian connections include, but are not limited to, accessways, sidewalks, walkways, stairways and pedestrian bridges.

[...]

SAFE AND CONVENIENT. Bicycle and pedestrian routes that are: (1) Reasonably free from hazards, particularly types or levels of automobile traffic that would interfere with or discourage pedestrian or cycle travel for short trips and (2) Provides an accessible and reasonably direct route of travel between destinations, considering that the optimum travel distance and length of a trip, and considering the most common trip length is typically under one-half mile for pedestrians and three miles for bicyclists.

[...]

MULTI-USE PATH or SHARED/SEPARATED PATHS. An off-street transportation and recreation facility shared by multiple transportation modes, including bicycles, pedestrians, and other non-motorized modes. Multi-use paths typically feature the following: accommodate two-way travel; are constructed at grade; and are paved using asphalt or another hard-surface material.

[...]

TRANSIT STOPS (MAJOR). Transportation stations that are most important to the functioning of the system or that provide a high level, volume, or with frequent service.

[...]

VANPOOL. See also CARPOOL. Five or more people traveling in the same vehicle.

§ 152.648 CREATION OF ROADS,EASEMENTS AND RIGHTS-OF-WAY; MINIMUM STANDARDS

[...]

TABLE 1. RURAL ROAD STANDARDS

Functional Classification	Right-of-way	Paved Surface Width	Paved Shoulder Width
Rural Major Collector	60-ft	36-40 ft	6-8 ft1
Rural Minor Collector	60-ft	32-40 ft	4-8 ft1
Rural Local (Residential)	60-ft	28-36 ft	2-6 ft2
Rural Local (Industrial)	60-ft	30-42 ft	4-8 ft1
Private Roads and Public Rights-of-Way (Option 14)	30-ft	16-ft crushed gravel surface	-
Private Roads and Public Rights-of-Way (Option 25)	60-ft	22-ft crushed gravel surface	-

TABLE 2. INTERSECTION AND ACCESS SPACING STANDARDS

Functional Class	Intersections			
	Public Road		Private Drive	
	Type	Spacing	Type	Spacing
Rural Major Collectors	At- Grade	0.25 mi	L/R Turns	500 ft
Rural Minor Collectors	At- Grade	500 ft	L/R Turns	250 ft
Local Road - Industrial	At- Grade	250 ft	L/R Turns	Access to each lot
Local Road	At- Grade	100 ft	L/R Turns	Access to each lot

Notes:

For most roadways, at-grade crossings are appropriate.

Allowed moves and spacing requirements at intersections may be more restrictive than those shown to optimize capacity and safety. Also, see section below on "Access Control Rights" along state highways.

§ 152.250 DIMENSIONAL AND DESIGN STANDARDS

[...]

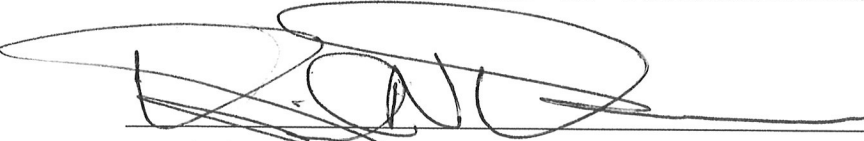
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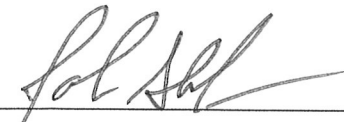
Site Design Features				SUBTOTAL Use this column to tally points
Parking location. Parking areas that are located to the side or rear of buildings allow for a more appealing view from the street and a more comfortable pedestrian experience.	Some parking located between the street-facing facade and a public street. +0 points	All parking located to the side, or side and rear of the building + 3 point	All parking located behind the building + 5 points	
Shared parking with adjacent uses. Sharing parking spaces with adjacent uses is a more efficient means of providing off-street parking and can reduce impervious surface area. Must	No shared parking + 0 points	More than one (1) space but less than half of required parking spaces shared with adjacent uses + 4 points	More than half of required parking spaces shared with adjacent uses + 5 points	

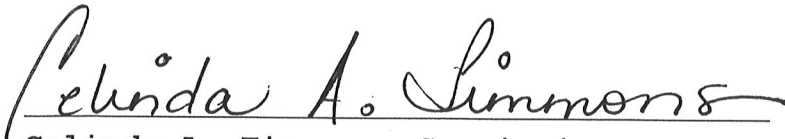
meet requirements of § 152.562(D).				
<u>Space Dedicated to Transit Uses.</u> Space within or adjacent to the site made available for transit uses, including bus stops and pullouts, bus shelters, and park and ride stations.	No parking available for transit-oriented uses + 0 points		Space made available for transit uses, as documented by service provider letter from a transit provider. +5 points	

DATED this 19th day of August, 2026.

UMATILLA COUNTY BOARD OF COMMISSIONERS

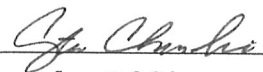

Daniel N. Dorran, Chair


John M. Shafer, Commissioner


Celinda A. Timmons, Commissioner



ATTEST:
OFFICE OF COUNTY RECORDS


Records Officer

