

**TILLAMOOK COUNTY ROAD DEPARTMENT PARTICIPATION IN
MAJOR PARTITION OR SUBDIVISION TENTATIVE PLAT PROCESS**

Summary/Authority: The Tillamook County Land Division Ordinance (LDO) is implemented by the Department of Community Development (DCD). The LDO tasks the Road Department to verify that all roads in new subdivisions and major partitions are constructed consistent with County standards. In addition to roads, the Road Department also reviews drainage in terms of impacts to, from and within the roadways. Design standards are based on AASHTO (American Association of State Highway and Transportation Officials) coupled with in minimum requirements for emergency services. This document is a Summary of how the Road Department participates in the Land Division Ordinance process and the standards by which applications and plans are reviewed.

Sections in this document:

- Summary/Authority (above)
- Typical Sequence of Events (Paragraphs a. thru l.)
- References
- Road Related LDO Application Checklist
- Review Focus (table)
- Input Letter
- Standard Conditions
- Construction Plan Review
- Improvement Agreement Process

Typical Sequence of Events:

- a. **Concept Meeting**: As a matter of practice DCD tries to encourage prospective applicants to meet with DCD, Road Dept and fire dept representative to review concept proposals prior to development of applications. This meeting serves to identify standards, explain procedures and answer specific questions.
- b. **Pre-Application Meeting**: DCD conducts a pre-application meeting to verify applications are complete for staff review.
- c. **Receipt of Tentative Plat documents thru/from DCD**: After fees and the application documents are received, DCD provides notice to various parties to solicit input for development of a staff report to the Planning Commission.
- d. **Development of Input**: Road Department input to the DCD staff report is the major content of this memorandum. Road Department's input is generally in the following format:
 - Identification of documents reviewed
 - Observations: Comments in this section evaluate application content and if standards of the LDO and other related documents are met or can be met.

- **Open Issues:** This section identifies areas where standards of the LDO are not met, as appropriate.
- **Recommended Conditions of Tentative Plat Approval:** Assuming Open Issues are resolved, this section outlines any specific and standard recommended conditions of approval.

A copy of this memorandum to DCD is usually mailed to the applicant and the applicant's engineer from the Road Department.

- e. **Late Details or Input:** During the staff review of an application, the applicant or the applicant's engineer is often contacted for questions and clarifications. These contacts may result in subsequent documents being submitted to update or correct original application materials. If this occurs, these documents should be submitted to the DCD planner point of contact. From there, respective materials will be appropriately provided to related parties unless otherwise coordinated with DCD staff. Tentative plat related documents submitted to the Road Department without going through or copied to DCD staff may not be considered as part of the DCD staff report and conclusions submitted to the Planning Commission.
- f. **DCD Staff Report:** Armed with input from the Road Department, local fire department and other entities, DCD staff completes evaluation of the application and prepares a final report for Planning Commission consideration. Questions regarding exact process and details should be addressed to the designated DCD planner.
- g. **Planning Commission Consideration:** For a subdivision application and staff report are considered during a Planning Commission meeting that is noticed to the public in advance. For a major partition, notice of staff approval is mailed to affected parties with opportunity to appeal.
- h. **Construction Plans Submission/Review/Approval:** Assuming tentative plat approval, the applicant is required to submit construction plans to the Road Department for review and approval. Once approved, the applicant is authorized to start construction on-site.
- i. **On-site work/staff inspections:** Road Department recommended conditions of approval outline requirements related to inspections, etc.
- j. **Final Inspection/Road Department Notice to DCD:** If the construction is completed as per approved construction plans, Road Department documents this via a letter to DCD.
- k. **Final Plat Processing:** After receipt of the Road Department approval letter, DCD staff continues final plat processing, as appropriate.
- l. **Improvement Agreement:** If utilized, related procedures are discussed at the end of this document.

References (most of these documents are available online at DCD or Road Department web sites):

Source	Comments
Land Division Ordinance (LDO)	This ordinance documents includes application submission requirements and standards.
Land Use Ordinance (LUO)	This ordinance deals with zoning and other land use topics. Sections of this Ordinance may apply to subdivisions or major partitions. Contact DCD for further information.
AASHTO Manual	This book is the common reference resource for civil professional engineers. The Road Department developed a summary document for the layman explaining basic standards. However, there is no substitute for professionally developed engineered plans and construction details.
Fire Department Access Guidelines	This document is sometimes also known as the Uniform Fire Code (UFC). This document outlines minimum emergency services access standards.
Public Road Improvement Policy	DCD and Road Department staff generally do not distinguish between private or public roads until after final plat. As such, standards for public and private roads are effectively the same. Various sections of this policy relate specifically to construction plans and other LDO processes: "Appendix B" (Construction Plans Standards) Appendix C (Improvement Agreement procedures to implement Section 40 of the LDO, if requested by the applicant).
Access Verification Memo	This is a Road Department policy. Some LDO applications involve access by the applicant through property not owned by the applicant. Where there is possible questions or concerns regarding this access, the Road Department may require permission to access over the property to be clarified.
Road Approach Ordinance	This is a Road Department ordinance outlining procedures and standards for access from property to public road right of ways. Depending on the application or timing of access to respective properties from the public road, this ordinance (and possibly fees) may be applicable.
Utilities Ordinance	Tillamook County does not own nor run any utilities. All utility lines are located in public road right of ways by permit. Any a subdivision or major partition that involves connecting to or installing utilities in a public right of way, the respective utility company and the contractor are required to complete and submit an application to the Road Department for approval.
Road Vacation Policy	There are sometimes situations where the vacation of a portion of public road is appropriate. This policy outlines related Road Department policies, procedures, fees and applicable State Law.

Road Related LDO Application Checklist:

✓	Item	Comment
<input type="checkbox"/>	Existing Conditions	Contour map, existing roads/easements, utilities
<input type="checkbox"/>	Road Cross Section	
<input type="checkbox"/>	Roads Plan View	
<input type="checkbox"/>	Easement Details	
<input type="checkbox"/>	Road Profile (grade)	Standard road profile is recommended. This will allow at least a preliminary check of vertical curves.
<input type="checkbox"/>	Drainage Plan (tentative)	There should be enough detail provide to track a drainage course to a natural drainage destination.
<input type="checkbox"/>	Curve radii and other plan view data	
<input type="checkbox"/>	Proposed Public or Private Roads	

Review Focus (Item/Source, Reference or Standard): Tentative Plat plans are **NOT** expected to be the same as construction plans. Staff understands that more complicated applications may evolve between application submission and tentative plat approval. Road Department review of tentative plat drawings and documents are focused on verifying that LDO, fire department and basic engineering standards are met. Some tentative plat details are only checked to the point of verifying consistency with basic standards and that possible or anticipated modification during construction plans review will not result in a "fatal flaw" or change to lot configurations, sizes, setbacks or other application elements. Further review of these areas will be handled during construction plan review. A tentative plat input letter from the Road Department to DCD would ideally be minimal in length stating that all road and drainage elements meet required standards or can be reasonable adjusted or corrected during construction plans review. Hopefully the below table will assist prospective applicants in develop tentative plat documents that can be submitted for approval with minimal problems.

TOPIC	SOURCE, REFERENCE OR STANDARD	COMMENTS
Road Grades	LDO Section 42 (A)(2)(c) UFC Section 3.11	Applicable standard and minimum exception grades are found in the UFC by LDO reference. Standard: 10% with exceptions possibly allowed to 15% as approved by local fire department. Horizontal & Vertical Curves are checked to verify if not detrimental to tentative plat approval.
Easement Widths	LDO Section 42(A)(3)	
Road Cross Section	Appendix B LDO Section 42(A)(2)(b) UFC Section 3.5	Tillamook County generally uses a rural road standard (i.e. Local Roads section of the AASHTO Manual). This is not a requirement but is generally applicable for the proposals seen in the County. Appendix B (Construction Plans Standards) provides the typical road cross section standards. Increased material depths and other features (such as pavement, geotextile fabric, etc.) may be required. Generally roads are constructed on centerline in existing or proposed easements or right of ways. Minimum road cross section is 2/16/2 (shoulder/travel way/shoulder) for a total of a 20 ft width which is consistent with fire department minimum clearance width of 20 ft.
Turnarounds/Cul-de-sacs	UFC Supplement #1	# of lots, lengths, size, turnaround legs
Fire Access Guidelines minimums	UFC	Other UFC standards will be checked as appropriate
Secondary emergency access	UFC Section 3.3	
Intersection angles	Design Principle UFC Section 3.8	Intersections should be designed as close as practical to 90 degrees angles. Topography and other issues may drive variation from this standard.
Road names		Unique road names is important for emergency services. Community Development, as the County Road Naming Authority, maintains a list of road names.
Drainage	Design principle	Drainage runoff going toward, through and from roads will be reviewed for impacts, capacity, sized culverts, etc. Drainage detention facilities on private property will be designed and sized by a professional engineer. The applicant should be prepared to verify existing or proposed culverts are correctly sized.

TOPIC	SOURCE, REFERENCE OR STANDARD	COMMENTS
Geotechnical issues	LDO / LUO Director of Public Works	The LDO and LUO establish standards for when a geotechnical or geohazard report may be required. Plans will be reviewed to verify consistency with Report requirements. The Director of Public Works may require a geotechnical report as his discretion.
City Urban Growth Boundary	City/Co Intergovernmental Agreement (IGA)	Each incorporated city has an IGA with the County. These agreements provide that roads and developments within their UGB's will be constructed to their standards. For an application within an UGB, generally the respective city is provided an opportunity to comment.
Road approaches to public roads	Road Approach Ordinance	Generally shared use road approaches that intersect with existing public roads created as part of a major partition or subdivision are included as part of the development's construction plans. In those situations, Road Approach Ordinance fees are waived. Individual use road approaches that access public roads generally must be applied for with fees to the Road Department. If a developer chooses to access a proposed property prior to submission and approval of a tentative plat application, provisions and fees requirements of the Road Approach Ordinance will apply.
Minimize # of direct accesses to external or public roads	Design principle	Generally most road jurisdictions try to minimize or reduce the number of access of public roads to increase safety to the motoring public. Unless an application has unique considerations, that is the standard the Road Department strives for. When individual accesses to the public road can not be avoided, shared access points are encouraged and are appropriate for inclusion in the LDO application.
Access Verification	Access Verification Memo	See above References comments
Off-site Improvements	LDO Section 41(1)(c)	
RR/ODOT or other jurisdictions		Any more restrictive input received from other adjacent or related jurisdictions will likely be recommended as a condition of approval.
Existing utilities	Utilities Ordinance	For any utilities work (existing or future lines) in an existing public right of way, the Utilities Ordinance shall be adhered to. Utility Permits are signed by the utility company involved. Not the property owner.
Existing roads	Road Vacation Policy	physical or platted
Construction done prior to tentative plat		Standard language similar to the following has been used in past input letters: "The applicant needs to be aware that pre-built roadways is not a reason for considering less than standard construction plan approval of same."

TOPIC	SOURCE, REFERENCE OR STANDARD	COMMENTS
Private or public roads	Design principle LDO Section 42(A)(1) UFC (no language in this document distinguishes between private or public roads)	Generally staff does not distinguish between proposed private easements or public right of ways until after final plat. They are designed/constructed to same applicable standards. If a road is proposed for acceptance as a public road, a 50 ft right of way width is required. If a proposed road has less than a 50 ft easement width, it will be ineligible for consideration in the future public road dedication. Current Board of Commissioners working policy is they are not accepting any new roads into the County Maintenance System until such time that Road Department funding improves. This has been in affect since 2001.
Previous contacts or concept meeting	DCD policy	Details collected during a prior concept meeting between the applicant and staff may be incorporated as appropriate for clarification.
Fire department advance or written input		Any specific comments received from the local fire department differing from UFC will be interpreted as the applicable standard/requirement.
Conditions, Covenants and Restrictions (CC&R's)		There are sometimes circumstances where a unique private road design or feature may necessitate more than typical maintenance requirements. In those situations, incorporation of respective maintenance details into the developments CC&R's may be appropriate. Generally the Road Department does not deal with review of CC&R's. That is done by DCD staff.
Road Variances and Design Exceptions	LDO Section 51 LDO Section 42 (A)(1)(d)	When reviewing a road Variance request, Road Department staff generally looks for justification and mitigation in developing input to DCD staff. As part of their staff report development, DCD staff has very defined criteria for consideration of Variances. Design Exceptions as minor deviations from standards are also evaluated reviewing justification and mitigation. Fire Department input weighs heavily in considering proposed design exceptions related to fire access minimum standards.
Traffic Impact Study (TIS)		Road Department does not publish requirements for TIS as related to land use actions. If a TIS is determined to be warranted by the Director of Public Works, staff tries to link it to a specific question being answered or threshold being met for possible road improvements. Often determination of need of a TIS comes after staff sees what is specifically proposed. Typically it is ODOT who will require a TIS as developments relate to their roads (directly or indirectly).
Non-Reviewed Areas		The following topics are generally not reviewed nor recommended for tentative plat applications (either private or public roads): <ul style="list-style-type: none"> • One-way roads • Entry Islands at intersections with public roads • Gates If an applicant is heart set of incorporating these features, it is recommended they be added after final plat independent from the tentative plat review and construction process.

TOPIC	SOURCE, REFERENCE OR STANDARD	COMMENTS
Non-standard proposals	AASHTO APWA Standard Specifications Professional Engineered design proposal	Elements not typically reviewed for public roads in rural or incorporated areas include: <ul style="list-style-type: none"> • Curbs-catch basins: Fire departments generally prefer rollover curbs that are effectively treated the same as the road shoulders in the rural road cross section. Curbs are generally part of an engineer designed urban-type closed storm drain system. • Sidewalks: Reviewed in accordance with APWA standards and/or appropriate city standards • Parking lane(s) in roadways: These are reviewed in accordance with AASHTO standards with a specific interest in maintaining minimum emergency service access widths. • Cul-de-sac islands: May be approved, but must be rollover capable for fire services to utilize the entire cul-de-sac diameter. Any vegetation in the island must be low-height for both visibility and traversing, as needed. Maintenance of the low height vegetation may be required to specifically be stated in CC&R's. • Alleys: Alleys are generally an urban design feature. If proposed, the road cross section must meet fire department access minimum standards (20 ft clearance width). • Drywells: These are not acceptable in existing or proposed public right of ways. If proposed for private roads due to unique circumstances, they must be designed and sized accordingly. CC&R's should address maintenance to the drywell. • Retaining walls: If proposed, they will be engineer designed. Retaining walls over a certain height may require a building permit through the Department of Community Development.
Other unique considerations		Hopefully other unique design features will be brought prior to an application submission for appropriate preliminary review

Input Letter: The Public Works input letter drafted and provided to Community Development as a result of a land use notice for a subdivision or major partition tentative plat is formatted generally as follows:

- Identification of documents as part of the land use notice that were reviewed or referenced in development of the input letter.
- Observations. This section is essentially a narrative discussing details and interpretation of those details. Where possible the source document standards are referenced when determining if proposed plan details satisfy Land Division Ordinance standards. In this section, possible recommendations to the Community Development staff report are outlined in "should" format.
- Outstanding issues. If there are significant shortcomings in the proposed application that should be addressed PRIOR to tentative plat approval rather than a condition of tentative plat approval, they identified here. Typical topics outlined in this section would create substantial problems if the tentative plat were approved and staff or the applicant is left challenged trying to sort out a condition that can not be solved by final plat or could be the subject of an appeal.
- Recommended conditions of approval: assuming resolution of the above "Outstanding issues" or presence of no outstanding issues, this section outlines topic in "shall" format and typically track with the format of the Observations section above. The last part of the recommended conditions of approval include Standard Conditions (see next section).

Standard Conditions: As part of the Road Department recommended conditions of approval, most requirements are typically standard statements as follows:

- X. Acceptable road names shall be proposed and approved prior to final subdivision approval.
- X. All land use required on-site parking for dwellings shall be located off of the road right-of-ways.
- X. Street name signs shall be installed at all intersections.
- X. Two sets of construction plans for the drainage and road improvements, including profiles and typical cross sections shall be submitted for review to Tillamook County Public Works for approval PRIOR TO CONSTRUCTION. These construction plans shall show locations of the existing and proposed utilities, all drainage structures, drainage easements, and natural drainage courses. The street improvement plans shall show cuts, fills, catch points on existing ground, and profile of existing and proposed finish grade. The construction plans shall include details to allow adequate review of the proposed utility placement (horizontal/ vertical) within the right of ways and to allow a complete review of impacts on the right of ways.
- X. During construction all roads shall be located by a survey crew to ensure the road is constructed at the location shown in the improvement plans. The construction of the road improvements shall be within 0.5 feet of the horizontal and vertical location shown in the improvement plans.

- X. Improvements will be inspected and reviewed for conformance to standards by Tillamook County Public Works. The County Road Department shall be notified for inspections of subgrade, base rock, and finish grade prior to paving.
- X. If street improvements have not been completed and approved by Tillamook County Public Works BEFORE submission of the FINAL PLAT, a complete work description, including all quantities and proposed improvements, two sets of the improvement plans, and a performance bond covering the estimated construction costs plus 10% to guarantee improvements, shall be submitted with the Final Plat. The improvements shall be completed within one year of posting the bond.

Construction Plans Review: Construction plans should be essentially what is handed to a contractor to complete the project work. After approval, these documents are what Road Department staff will use to verify construction is proceeding as expected and for phase inspections. These documents are the basis for development of Improvement Agreement cost estimate details, as appropriate. As indicated above, tentative plat review of more detailed engineered design elements such road vertical curves and retaining walls is done to a level to verify that if they are adjusted during construction plans review, they will not cause detrimental impacts to other parts of the tentative plat application. From past experience, the applicant making major land use modifications to a tentative plat due to a major conflict or design flaw in found in the construction plans is very disrupting. Appendix B (Construction Plans Standards) is the primary document used to review the plans. Additional topics reviewed during construction plans review not mentioned in the above table include (but are not limited to) signing and traffic speed.

Improvement Agreement Process: [Appendix C](#) (of the Public Road Improvement Policy) outlines procedures for development of Improvement Agreement to implement Section 40 of the LDO if requested by the applicant. The [Appendix C](#) (and [Appendix D](#)) document are meant to be generic enough to apply to LDO tentative plat developments or public road improvements handled directly by the Road Department.