



Supplemental Staff Report for City Commission Meeting May 15, 2013

FILE NO.: Legislative File: L 13-01 - Transportation System Plan
Legislative File L 13-02 – Associated Oregon City Municipal Code Amendments

APPLICANT: Oregon City Public Works Department
John Lewis
625 Center Street, Oregon City, Oregon 97045

REPRESENTATIVE: DKS Associates, Consulting Engineers
Carl D. Springer, PE
720 SW Washington Street, Suite 500, Portland, OR 97205

REQUEST: Update the Oregon City Transportation System Plan, an Ancillary Document to the Oregon City Comprehensive Plan and adopt associated amendments to the Oregon City Municipal Code.

LOCATION: City-wide.

REVIEWER: Laura Terway, AICP
Christina Robertson-Gardiner, AICP

RECOMMENDATION: Staff recommends that the City Commission approve the Oregon City Transportation System Plan as an ancillary document to the Oregon City Comprehensive Plan (file L 13-01), associated amendments to the Oregon City Municipal Code that implement the Transportation System Plan (file L 13-02) and the regional center boundary (file L 13-01). The Planning Commission reviewed the proposal on March 11th, March 18th, March 25th, April 8th and April 22, 2013 and forwarded a recommended of approval with conditions to the City Commission for their consideration.

Proposed Project

The proposed Oregon City Transportation System Plan (TSP) will articulate policy and identify facilities that will guide the development and management of a multi-modal transportation system through 2035. The updated document reflects the changes that have occurred since the current Transportation System Plan was adopted in 2001. Since then new requirements have been integrated into the Oregon Transportation Plan, the Oregon Highway Plan, and the Metro RTP, many key transportation projects have been completed, the local UGB and Urban Reserve areas have changed, and the City's Comprehensive Plan and Municipal Code were updated. These regulatory, land use and transportation system changes informed the resulting TSP update.

This staff report supplements the previous staff report for L 13-01 and L 13-02 to include local adoption of the Regional Center boundary and deferment of mobility standards for four intersections on the state highway system: OR 99E/ I-205 ramps, I-205/OR 213 ramps, OR 99E (McLoughlin Blvd.) at Main Street and OR 213/Beavercreek Road. With no reasonable solution resulting in compliance with mobility standards for these locations, the City will continue to work with regional partners to create and adopt alternate mobility standards for the aforementioned locations.

Documents proposed for adoption include:

- A Transportation System Plan as an ancillary document to the Comprehensive Plan
- Amendments to the Oregon City Municipal Code to implement the Transportation System Plan
- A map showing the Regional Center boundary

APPLICATION OF THE DECISION-MAKING CRITERIA AS THEY RELATE TO ADOPTION OF A REGIONAL CENTER BOUNDARY AND NEW MOBILITY STANDARDS:

Oregon City Comprehensive Plan

Policy 2.2.2

Support multi-modal transportation options throughout the Regional Center and to other Regional and Town Centers.

Finding: Complies. Recognition of the Regional Center boundary will provide a clear boundary in which to pursue this policy.

Policy 2.2.4

Target public infrastructure investments and create public/private partnerships to leverage maximum benefits from public investment and to help ensure that the Regional Center develops to its maximum capacity and realizes its full potential.

Finding: Complies. Recognition of the Regional Center boundary will provide a clear boundary in which to pursue this policy.

Policy 2.2.8

Implement the Oregon City Downtown Community Plan and Oregon City Waterfront Master Plan with regulations and programs that support compatible and complementary mixed uses, including housing, hospitality services, restaurants, civic and institutional, offices, some types of industrial and retail uses in the Regional Center, all at a relatively concentrated density.

Finding: Complies. Recognition of the Regional Center boundary will provide a clear boundary in which to pursue this policy.

Policy 2.3.2

Work with Clackamas County, Gladstone, Milwaukie, and Metro to develop a plan for the redevelopment of the 99E corridor that connects the Oregon City Regional Center with the Milwaukie Town Center.

Finding: Complies. Recognition of the Regional Center boundary will provide a clear boundary in which to pursue this policy.

Policy 2.7.3

Recognize the design types of Metro’s 2040 Growth Concept. Establish boundaries for the Regional Center in Downtown Oregon City; Corridors along 7th Street, Molalla Avenue, Beaver Creek Road, and Highway 99; Industrial areas; and for Inner and Outer Neighborhoods.

Finding: Complies. Recognition of the Regional Center boundary will provide a clear boundary in which to pursue this policy.

CONSISTENCY WITH STATEWIDE PLANNING GOALS

Policy 11.6.1

Make investments to accommodate multi-modal traffic as much as possible to include bike lanes, bus turnouts and shelters, sidewalks, etc., especially on major and minor arterial roads, and in regional and employment centers.

Finding: Complies. A portion of Oregon City is designated as a Regional Center in the Metro 2040 Plan. By officially acknowledging the Regional Center boundary, multi-modal transportation options may be pursued.

Policy 11.6.2

Advocate for local, state, and regional cooperation in achieving an integrated connected system such as for the Amtrak station, light rail, and bus transit.

Finding: Complies. A portion of Oregon City is designated as a Regional Center in the Metro 2040 Plan. Acknowledgment of the Regional Center boundary supports an intercity (high-speed) rail through Oregon City’s Regional Center is indicated in Metro’s 2035 RTP and 2040 Growth Concept.

Oregon Highway Plan

Policy 1C *(State Highway Freight System) states the need to balance the movement of goods and services with other uses.*

Finding: Complies. Investing in the transportation system improvements that are recommended in the TSP Financially Constrained and Planned Transportation System Plans (Table 5 in the TSP Volume 1 and Table 2 in TSP Volume 2, Section I, Exhibit 1) and implementing transportation demand management programs in the employment growth areas in the city are expected to accommodate the forecasted travel demand through 2035. Operations under implementation of the recommended solutions are projected to meet performance targets throughout the city, with the exception of four intersections on the state highway system: OR 99E and the I-205 ramps, OR 99E (McLoughlin Blvd.) at Main Street and at OR 213/Beaver Creek Road. The City is deferring the decision regarding function per TPR Section -0025 for the aforementioned intersections. With no reasonable solution resulting in compliance with mobility standards for these locations, the City will continue to work with regional partners to create and adopt alternate mobility standards for the aforementioned locations. The alternate mobility standards are

likely to be created within one year after adoption of the Transportation System Plan. Minor improvements for two of the four intersections may be implemented until the alternate mobility standards are adopted.

Policy 1F (*Highway Mobility Standards*) sets mobility standards for ensuring a reliable and acceptable level of mobility on the highway system by identifying necessary improvements that would allow the interchange to function in a manner consistent with OHP mobility standards.

Finding: Complies. The TSP update is designed to meet performance standards for existing and future development within the UGB. Investing in the transportation system improvements that are recommended in the TSP Financially Constrained and Planned Transportation System Plans (Table 5 in the TSP Volume 1 and Table 2 in TSP Volume 2, Section I, Exhibit 1) and implementing transportation demand management programs in the employment growth areas in the city are expected to accommodate the forecasted travel demand through 2035. Oregon Highway Plan, Policy 1F3 sets forth the applicable mobility targets for the state roads. Operations under implementation of the recommended solutions are projected to meet performance targets throughout the city, with the exception of four intersections on the state highway system: OR 99E/ I-205 ramps, I-205/OR 213 ramps, OR 99E (McLoughlin Blvd.) at Main Street and OR 213/Beavercreek Road. The City is deferring the decision regarding function per TPR Section -0025 for the aforementioned intersections. With no reasonable solution resulting in compliance with mobility standards for these locations, the City will continue to work with regional partners to create and adopt alternate mobility standards for the aforementioned locations.

Subsection Policy 1F3 allows the development of alternative mobility standards “where it is infeasible or impractical to meet the mobility targets...in Table 7....ODOT and local jurisdictions may explore different target levels, methodologies and measures for assessing system performance...” Policy 1F further allows “If alternative targets are needed but cannot be established through the system planning process prior to adoption of a new or updated transportation system plan, they should be identified as necessary and committed to as a future refinement plan work items with an associated timeframe for completion and adoption”. The mobility targets of OHP Table 7 remain in effect for the state facilities until alternative measures are adopted both locally and by the Oregon Transportation Commission.

As described above, Oregon City will pursue alternative mobility targets as a future refinement plan effort. This work is likely to be accomplished within one-year following the TSP adoption. Minor improvements for two of the four intersections may be implemented until the alternate mobility standards are adopted. Within the state and the region there is a growing understanding that vehicle mobility objectives must be balanced with local and regional land use and economic objectives. Lower cost investments such as investing in the local street system or pedestrian or bicycle facilities, managing vehicle trip demand, and improving operations can yield higher net benefits than improvements that add vehicle capacity.

Policy 4B (Alternative Passenger Modes) *It is the policy of the State of Oregon to advance and support alternative passenger transportation systems where travel demand, land use, and other factors indicate the potential for successful and effective development of alternative passenger modes.*

Finding: Complies. Operations under implementation of the recommended solutions are projected to meet performance targets throughout the city, with the exception of four intersections on the state highway system: OR 99E and the I-205 ramps, OR 99E (McLoughlin Blvd.) at Main Street and at OR 213/Beavercreek Road. The City is deferring the decision regarding function per TPR Section -0025 for the aforementioned intersections. With no reasonable solution resulting in compliance with mobility

standards for these locations, the City will continue to work with regional partners to create and adopt alternate mobility standards for the aforementioned locations. The alternate mobility standards are likely to be created within one year after adoption of the Transportation System Plan and will likely include additional facilities for pedestrians and bicyclists.

OAR 660 Division 12 Transportation Planning Rule (TPR)

660-012-0025(3)(a) *Identify the transportation need for which decisions regarding function, general location or mode are being deferred;*

Finding: Complies. It is anticipated that 4 intersections will not comply with the automotive mobility standards identified within the Oregon Highway Plan (OHP) through 2035 and it is infeasible or impractical to meet the mobility targets in Table 7 of the OHP. A preliminary analysis of the intersections has been completed and it has been determined that there are no feasible solutions to alter the intersections resulting in compliance with the mobility standards.

- I-205 / OR 99E interchange – The solution requires adding additional lanes to the interchange and Interstate 205 which are not financially feasible. The existing single lane on and off-ramps would have to be expanded to multiple lanes, which may create the need for a new interchange design and / or expansion of the freeway mainline on either side of the interchange. This would be a major new capital project for ODOT, and it would require further study to select the best design given the physical and environmental constraints at this location.
- I-205 / OR 213 interchange – The solution requires adding additional lanes to the interchange and Interstate 205 which are not financially feasible. The existing single lane on and off-ramps would have to be expanded to multiple lanes, which may create the need for a new interchange design and / or expansion of the freeway mainline on either side of the interchange. This would be a major new capital project for ODOT, and it would require further study to select the best design given the physical and environmental constraints at this location.
- OR 99E (McLoughlin Blvd.) at Main Street – The location is severely constrained by existing land development, and it is adjacent to a tunnel, which goes under an elevated Union Pacific Rail line. The solution requires adding additional lanes on approaches to the intersection, which are not financially feasible largely due to the area’s steep, topographic conditions.
- OR 213 at Beaver Creek Road – The solution entails constructing a full or partial grade separated intersection. A full interchange project is identified in our current TSP (adopted in 2001) as a \$20 million project and in a 2009 SDC report, the project is listed at \$20 million and is not eligible for SDC fees. The project was taken out of the proposed TSP because the solution is not feasible due to cost, the land needed for the improvement has been primarily developed, and the solution would create significant difficulties for pedestrians and bicycles.

ODOT has indicated that they do not have the funding to build an infrastructure solution while Oregon City does not have the funding to create a solution for the ODOT facilities.

660-012-0025(3)(b) *Demonstrate why information required to make final determinations regarding function, general location, or mode cannot reasonably be made available within the time allowed for preparation of the TSP;*

Finding: Complies. Alternative targets were not developed during the TSP update because the amended Policy 1F was not in effect when the TGM grant contract was scoped. Now that the creation of alternate mobility standards is feasible, Oregon City will create an alternate mobility standard for the four intersections identified and receive approval from all necessary bodies. Additional time is needed to

allow the creation and adoption of alternate mobility standards as identified by appropriate agencies. The City believes it is possible to have alternate mobility standards and all necessary designations in place within one year from adoption of the TSP update.

660-012-0025(3)(c) *Explain how deferral does not invalidate the assumptions upon which the TSP is based or preclude implementation of the remainder of the TSP;*

Finding: Complies. The recommended policies and projects in the remainder of the TSP will not preclude future decisions about how to address each of the four deficient locations. Capital improvements projects and design standards have been identified for the City's street system, which will allow for development to progress. On the State system, interim improvements are recommended for the I-205 / OR 99E ramps and at OR 213/Beavercreek Road to partially address the identified problems, but will mainly address safety issues with extensive vehicle queues during peak hours and not limit future design or operational options at the interchange.

660-012-0025(3)(d) *Describe the nature of the findings which will be needed to resolve issues deferred to a refinement plan; and*

Finding: Complies. The alternate mobility standards are likely to include a combination of adopting alternative mobility targets and an agreed upon set of improvements and/or programs (for safety, connectivity, other modes, TSMO, and TDM). The solutions will likely not result in meeting OHP Table 7 mobility targets, but will provide reasonable trade-offs between multiple local and state policy objectives including safety, cost/financial feasibility, local land use objectives, and environmental impacts.

660-012-0025(3)(e) *Set a deadline for adoption of a refinement plan prior to initiation of the periodic review following adoption of the TSP.*

Finding: Complies. The City will pursue further study of the intersections and adoption of the alternate mobility standards over the year following adoption of the Transportation System Plan.

RECOMMENDATION

Staff recommends that the City Commission recommend approval of Planning files L 13-01 and L 13-02 for the 2013 Oregon City Transportation System Plan and associated amendments to the Oregon City Municipal Code, included as Exhibit 1, as an ancillary document to the Oregon City Comprehensive Plan. In addition, staff recommends the City Commission adopt the regional center boundary.

EXHIBITS

- 1) Map of Regional Center