OREGON CITY

Community Development – Planning

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Application Narrative

Transportation System Master Plan Update and Associated Code Amendments

APPLICANT:	Oregon City Public Works Department Attn: John Lewis, Project Manager 625 Center Street, Oregon City, Oregon 97045
REPRESENTATIVE:	DKS and Associates, Consulting Engineers Attn: Carl D. Springer, PE 720 SW Washington Street, Suite 500, Portland, OR 97205
REQUEST:	Update of the Oregon City Transportation System Plan, an Ancillary Document to the Oregon City Comprehensive Plan (2004).
LOCATION:	City-wide.

Proposed Project

The proposal is to update the Oregon City Transportation System Plan (TSP), which is an adopted Ancillary document to the Oregon City Comprehensive Plan (2004). The plan will guide the development and management of a multi-modal transportation system over a 20-year period, until 2035. The updated document reflects updated population growth forecasting and changes in land use planning resulting from 2004 updates to the Comprehensive Plan and OCMC, including Urban Growth Boundary (UGB) expansions and complies with required regulations.

According to the 2004 Oregon City Comprehensive Plan (Introduction, "Implementing the Plan" Page 4, Exhibit 6): "Ancillary Plans are adopted by the City Commission for such things as parks and recreation, transportation systems, water facilities, and sewer facilities. Usually prepared by City departments through a public process, ancillary plans are approved by the City Planning Commission and adopted by the City Commission to provide operational guidance to city departments in planning for and carrying out city services. These plans are updated more frequently than the Comprehensive Plan."

The Oregon City TSP is a "public facilities plan," as defined in the administrative rules implementing Goal 11, OAR 660-011-0005(1): "A public facility plan is a support document or documents to a comprehensive plan. The facility plan describes the water, sewer and transportation facilities which are to support the land uses designated in the appropriate acknowledged comprehensive plans within a UGB containing a population greater than 2,500. Certain elements of the public facility plan also shall be adopted as part of the comprehensive plan, as specified in OAR 660-11-045.".

In addition, the Oregon City TSP update has been carried out pursuant to the requirements of the State's Transportation Planning Rule (TPR), OAR 660-0122, which requires that local TSP's are consistent with Oregon Transportation Plan (the State's TSP) and the Regional Transportation Plan (RTP). The City's current TSP 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.

Plan Document
The updated TSP consists of the following elements. (See Exhibit 1.)

1. Revised TSP goals and objectives (TSP Volume 1, Section 2)
2. New design criteria for street cross-sections and access spacing (TSP Volume 1, Section 4, Tables 1-4)
3. Revised mobility targets (TSP Volume 1, Section 4)
4. New multimodal connectivity plan (TSP Volume 1, Section 4, Figure 8)
5. Project lists and maps for the Financially Constrained Transportation System (TSP Volume 1, Section 7, Table 5 and Figures 14-19)
6. Project lists for the Planned Transportation System (TSP Volume 2, Section I, Table 2)
7. Performance of the Planned Transportation System (TSP Volume 1, Section 8, Figures 20-25).

Recommended Oregon City Municipal Code (OCMC) Amendments
A set of adoption-ready OCMC amendments that supports implementation of the updated TSP and ensures compliance with the Oregon Transportation Planning Rule (TPR) and the Regional Transportation Functional Plan (RTFP) are attached.

Planning Horizon and Growth Assumptions
The updated TSP has a planning horizon of 2035 and future transportation needs are based on the anticipated rate of household and employment growth in the city. Today, Oregon City and the adjacent area are home to over 13,000 households and accounts for over 14,500 jobs. Between now and 2035, household growth is expected to increase nearly 2.4 percent a year, slightly outpacing the rate of job growth over the same period. Oregon City and the adjacent area are expected to be home to 23,328 jobs by 2035, a 58 percent increase from 2010, or an average of 2.3 percent growth a year. Households are expected to grow to 20,985 by 2035, a 61 percent increase from 2010 (TSP Volume 2, Section F, Exhibit 1). With more people and more jobs in and around Oregon City, the street network will face increased demand through 2035.

FACTS

Public Involvement and Public Comment
The process to update the TSP informed by a Stakeholder Advisory Team (SAT) which included invitations to the TAC, Parks and Recreation Advisory Committee, PC, Clackamas Community College, Main Street Oregon City, Chamber of Commerce, private development interests, Oregon City School District, Citizen Involvement Council and Clackamas County Planning Organizations, freight organizations, businesses residents-at-large, property developers, and environmental justice communities. A Technical Advisory Team (TAT) also reviewed the documentation and included invitations to staff from Clackamas County Development and Transportation, Metro, ODOT, City of Gladstone, Oregon City Planning, Oregon City Development, Oregon City Public Works, Oregon City Community Services, Department of Land Conservation and Development (DLCD), Clackamas County Fire District #1, TriMet, and a business representative involved in some aspect of freight delivery.

The following public information meetings have been held in order to discuss the plan prior to formal consideration by the City Commission:

- Stakeholder Advisory Team (SAT) Meeting #1 – March 6, 2012
- Stakeholder Advisory Team (SAT) Meeting #2 - June 14, 2012
- Stakeholder Advisory Team (SAT) Meeting #3 - August 30, 2012
- Stakeholder Advisory Team (SAT) Meeting #4 - September 20, 2012
- Technical Advisory Team (TAT) Meeting #1 – April 5, 2012
- Technical Advisory Team (TAT) Meeting #2 - June 14, 2012
- Technical Advisory Team (TAT) Meeting #3 - September 20, 2012
- Community Meeting #1 – February 27, 2012

- Community Meeting #2 – June 18, 2012
- Community Meeting #3 – Tuesday, October 2, 2012
- Multiple Historic Review Board Meetings
- Multiple Planning Commission Meetings
- Multiple City Commission Meetings
- Natural Resource Committee Meeting
- Planning Commission / City Commission Work Session
- Multiple Transportation Advisory Meetings
- Multiple notices in water bills
- Multiple Trail News articles
- Posters around the City and at city facilities
- Facebook updates
- Twitter Updates
- Farmers Market
- Meeting with the Park Place Neighborhood Association
- Oregon City engAGE in Community Conversation
- EngAGE in Community Expo 2012 – May 31, 2012
- Community Meetings
    - Landslide Preparedness
    - Earthquake & Emergency Preparedness
- Oregon City Hilltop Farmers Market
- ODOT Project Open House – Main Street Businesses
- ODOT Project Open House – Public

All draft documents have been posted on the project website www.octransportationplan.org. The website has received in excess of 130 comments from the public. The TSP (January, 2013 draft) has been available for review on the project website.

DECISION-MAKING CRITERIA:
According to the 2004 Oregon City Comprehensive Plan (Introduction, "Implementing the Plan," Page 4): "Ancillary Plans are adopted by the City Commission for such things as parks and recreation, transportation systems, water facilities, and sewer facilities. Usually prepared by City departments through a public process, ancillary plans are approved by the City Planning Commission and adopted by the City Commission to provide operational guidance to city departments in planning for and carrying out city services. These plans are updated more frequently than the Comprehensive Plan."

As an ancillary plan, the TSP requires findings for consistency with applicable Comprehensive Plan Goals and Policies and also with Statewide Planning Goals. These findings are presented below.

Consistency with Oregon City Comprehensive Plan
Chapter O of the 2004 Oregon City Comprehensive Plan, Comprehensive Plan Maintenance and Update, contains criteria for approving changes to the comprehensive plan and plan map. Review of the comprehensive plan should consider:

1. *Plan implementation process.*
2. *Adequacy of the Plan to guide land use actions, including an examination of trends.*
3. *Whether the Plan still reflects community needs, desires, attitudes and conditions. This shall include changing demographic patterns and economics.*
4. *Addition of updated factual information including that made available to the City of regional, state and federal governmental agencies.*

Chapter O. Comprehensive Plan Maintenance and Update
Regular Review and Update

Another method of Plan maintenance and updating is a continuous technical review of the Plan by the Planning staff. This review and any subsequent recommendations for Plan updating should be presented to the Neighborhood Associations, Planning Commission and City Commission for input and discussion in the same manner as requested Plan changes. The continuous review should consider:

- ***Plan implementation process;***

Finding: The TSP is a special purpose plan that is an adopted Ancillary Document to the Oregon City Comprehensive Plan. It is a technical document that requires regular review in order to maintain and update it. The applicant, Oregon City Public Works Department, will present the update of the TSP for input by the Planning Commission and City Commission in accordance with the recommended method described in the Comprehensive Plan and pursuant to the applicable process described in Oregon City Municipal Code Section 17.50.170. The plan implementation process is consistent with the Comprehensive Plan. Development of the documents included a variety of public input throughout development of the plan.

- ***Adequacy of the Plan to guide land use actions, including an examination of trends.***

Finding: As an ancillary document to the Comprehensive Plan, the updated TSP Update provides an analysis of existing transportation facilities and provides direction for future development, funding and needs. The plan provides a comprehensive review of the existing transportation system and detailed analysis of future system needs based on planned land uses and expected future population. Recommended transportation policy and associated OCMC amendments are meant to ensure that future land use and development actions are consistent with the planned transportation system.
Adoption and implementation of the TSP update accomplishes the following Goals and Policies of the adopted Oregon City Comprehensive Plan (2004).

- ***Whether the Plan still reflects community needs, desires, attitudes and conditions. This shall include changing demographic patterns and economics.***

Pursuant to the TPR, the City is required to develop and periodically update a transportation plan that is coordinated with the planned land use system and that provides safe and convenient vehicular circulation and that enhances, promotes and facilitates safe and convenient pedestrian and bicycle travel. The Oregon City TSP must be consistent with the Regional Transportation Plan. To this end, the consultant conducted technical analysis of the city's existing transportation system and projected future demand within the planning area based on existing land use designations and planned population growth. Future demands on the system through 2035 were projected through a process that involved updating a street network model, making land use assumptions based on adopted plans, and converting land use assumptions into estimated trips. The future demand projections showed the largest growth in travel on facilities including OR 99E, OR 213, Abernethy Road/Redland Road, and Beavercreek Road (TSP Volume 2, Section F, Figure 2, Exhibit 1). As a sub-set of these findings, projections showed congested and over-capacity conditions on segments of OR 99E in Downtown and around the I-205 interchange and on a segment of Redland Road south of Anchor Way.

Investing in the transportation system improvements that are recommended in the TSP (TSP Volume 1, Table 5 and TSP Volume 2, Section I, Table 2, 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 the intersections of OR 99E and the I-205 ramps and OR 213/Beavercreek Road. The recommended solutions move these intersections toward compliance with targets (TSP Volume 1, Section 8, Exhibit 1).

- ***Addition of updated factual information including that made available to the City by regional, state and federal governmental agencies.***

The TSP Update was developed through a series of informative technical memoranda that are included in Volume 2 (Exhibit 1) of the TSP.

- Existing conditions report (Section D)
- Future conditions report (Section F)
- Future needs analysis (Section G)
- Funding assumptions (Section H)
- Planned and Financially Constrained Transportation Systems (Section I)
- Performance analysis of Planned and Financially Constrained Transportation Systems (Section J).

The existing conditions report includes valuable information about traffic destinations in the city; commute mode share and origins of commute trips; inventories of pedestrian, bicycle, transit, roadway, and bridge facilities in the city; safety conditions; and motor vehicle operation conditions. In particular, reporting on safety conditions includes identification of high collision locations, with multiple sites along OR 99E, around Downtown, and along Beavercreek Road and Molalla Avenue (TSP Volume 2, Section D, Figure 7, Exhibit 1). The report also rates intersection operations conditions, with marginal and substandard conditions found along OR 99E near Downtown, at Washington and 12th, at Warner Parrot Road and Central Point Road, and along Molalla Avenue and Beavercreek Road (TSP Volume 2, Section D, Figure 8, Exhibit 1).

As indicated in the previous response, future demand projections showed the largest growth in travel on facilities where marginal and substandard conditions already exist including OR 99E and Beavercreek Road. The recommended projects and programs (TSP Volume 1, Table 7 and TSP Volume 2, Section 1, Table 2, Exhibit 1) in the TSP are designed to accommodate the forecasted travel demand through 2035 and maintain or improve conditions identified in the existing conditions report.

CONSISTENCY WITH STATEWIDE PLANNING GOALS

STATEWIDE PLANNING GOAL 1: To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.
Finding: This goal is implemented through the applicable Goals and Policies in Section 1 of the Oregon City Comprehensive Plan: Citizen Involvement. An overview of the public involvement process is provided in the Public Involvement and Public Comment section earlier in this findings report.
Subsequently, staff finds that the TSP update process is consistent with Statewide Planning Goal 1.

STATEWIDE PLANNING GOAL 2: To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.
Finding: This goal is implemented through the applicable Goals and Policies in Section 2 of the Oregon City Comprehensive Plan: Land Use. Because the TSP is an ancillary document to the City's Comprehensive Plan, the application was processed pursuant to the legislative hearing process outlined in Section 17.50.170 of the Oregon City Municipal Code. The TSP document and its projections, analysis, maps, recommended improvements, and proposed funding plan are based the series of reports that were prepared as part of developing the TSP update, including the existing conditions report, future conditions report, future needs analysis, and planned and financially constrained systems reports (TSP Volume 2, Exhibit 1).
In addition to the City's Comprehensive Plan, a review of other existing state, regional, and local plans, policies, standards, and laws that are relevant to local transportation planning was conducted at the beginning of the TSP update process, and is documented in Section A of the TSP Volume 2 (Exhibit 1). The TSP update and associated amendments were developed in coordination with ODOT, Metro, and TriMet and were developed to be consistent with those applicable regulations, as is provided in this set of findings.
The proposed TSP update and associated amendments are consistent with Statewide Planning Goal 2.

STATEWIDE PLANNING GOAL 5: To protect natural resources and conserve scenic and historic areas and open spaces.
Finding: This goal is implemented through the applicable Goals and Policies in Section 5 of the Oregon City Comprehensive Plan: Open Spaces, Scenic and Historic Areas, and Natural Resources. The city code contains

specific review criteria for uses within overlay districts to assure that designated Goal 5 resources are appropriately considered when development is proposed. In particular, the Natural Resource Overlay District designation: "provides a framework for protection of Metro Titles 3 and 13 lands, and Statewide Planning Goal 5 resources within Oregon City. The Natural Resource Overlay District (NROD) implements the Oregon City Comprehensive Plan Natural Resource Goals and Policies, as well as Federal Clean Water Act requirements for shading of streams and reduction of water temperatures, and the recommendations of the Metro ESEE Analysis."

Trails, paths, and roads are permitted either outright or with restrictions in the Natural Resource Overlay District. The restrictions are established in OCMC 17.49.150 (Standards for vehicular or pedestrian paths and roads).

Within the Historic Overlay District, which includes the Canemah historic district, McLoughlin Conservation district, designated Landmarks and Historic corridors, proposed public utility projects may be reviewed by the Historic Review Board if they are potential impact historic resources. The Historic Review Board has adopted character guidelines that pertain to improvements in the public right of way, utilities and related equipment to assure compatibility with historic resources.

Goal 5 resources outside the city limit within the UGB are reviewed as part of the required Concept Planning for those areas prior to and subsequent with annexation. Concept plans must be implemented through zoning designations and overlay protections zones to assure that Goal 5 resources are protected to the extent required by State law and Metro.

Based on the existing review processes defined in the Oregon City Municipal Code, the proposed TSP update is consistent with Statewide Planning Goal 5.

STATEWIDE PLANNING GOAL 6: To maintain and improve the quality of the air, water and land resources of the state.

Finding: This goal is implemented through the applicable Goals and Policies in Section 6 of the Oregon City Comprehensive Plan: Quality of Air, Water and Land Resources. By planning system improvements based on projected demand and land use patterns, the plan will ensure that land suited for development will be served efficiently.

In terms of air quality in particular, the share of improvements recommended in the TSP update that are less polluting has dramatically increased since the 2001 TSP. As shown in Figure 24 of the TSP (Volume 1, Exhibit 1), projects related to walking, biking, and taking transit have increased from approximately 51% of the projects in the 2001 TSP to approximately 74% of the projects in the 2013 TSP, represented by over 260 projects. This set of projects combined with projected employment growth within the city over the next 20 years results in an approximately 13% reduction in vehicle miles traveled (VMT) in the evening peak period through 2035, more than the 10% reduction set as a climate change target (TSP Volume 1, Table 25, Exhibit 1).

Code amendments that are proposed to implement the TSP update and comply with the Regional Transportation Function Plan (RTFP) include provisions to establish unobstructed paths on sidewalks, require more closely spaced pedestrian and bicycle accessways, support crossings in the vicinity of transit stops, and establish requirements for long-term bicycle parking (TSP Volume 2, Section K, Exhibit 1). These amendments reinforce the pedestrian, bicycle, and transit improvements that are recommended in the 2013 TSP.

Based on the existing review processes defined in the Oregon City Municipal Code, the proposed TSP update and code amendments are consistent with Statewide Planning Goal 6.

STATEWIDE PLANNING GOAL 7: To protect people and property from natural hazards.

Finding: This goal is implemented through the applicable Goals and Policies in Section 7 of the Oregon City Comprehensive Plan: Natural Hazards. This goal primarily addresses how the city should plan development to avoid hazard posed by floods, steep slopes, geologically unstable areas and other natural hazards.

The projects recommended in the TSP update were established through a "solutions identification process" with evaluation criteria that accounted for environmental hazards and impacts. In particular, when striving to develop a more connected transportation system, a common challenge in the city is topography and steep slopes. The solutions analysis for the TSP update identified where topography was a constraint or barrier to creating connections.

Even when transportation projects are permitted outright in underlying zones, the Flood Management Overlay District (OCMC Chapter 17.42) and US-Geologic Hazards Overlay District (OCMC Chapter 17.44) provide development standards for transportation projects in these overlay districts.
Based on development standards and review processes defined in the Oregon City Municipal Code, the TSP update is consistent with Statewide Planning Goal 7.

STATEWIDE PLANNING GOAL 9: To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.
Finding: This goal is implemented through the applicable Goals and Policies in Section 9 of the Oregon City Comprehensive Plan: Economic Development. Policy and projects in the 2013 TSP are proposed to serve existing and planned commercial and employment uses in the interchange study area. Employment trips were a part of future traffic conditions analyzed in the city. Over 23,000 jobs are expected in 2035, which represents almost 60% growth since 2010 (TSP Volume 1, Section 3, Exhibit 1).
There are areas of commercial, industrial, mixed use commercial, and mixed use employment land designated along arterials and collectors in the city. The future demand projections showed congested and over-capacity conditions on segments of OR 99E in Downtown and around the I-205 interchange and on a segment of Redland Road south of Anchor Way (TSP Volume 1, Figure 5, Exhibit 1). Investing in the transportation system improvements that are recommended in the 2013 TSP (TSP Volume 1, Table 5 and TSP Volume 2, Section I, Table 2, Exhibit 1), including transportation demand management programs, is 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 the intersections of OR 99E and the I-205 ramps and OR 213/Beavercreek Road. The recommended solutions move these intersections toward compliance with targets (TSP Volume 1, Section 8, Exhibit 1).
Based on the existing review processes defined in the Oregon City Municipal Code, the proposed TSP update is consistent with Statewide Planning Goal 9.

STATEWIDE PLANNING GOAL 10: To provide for the housing needs of citizens of the state.
Finding: This goal is implemented through the applicable Goals and Policies in Section 10 of the Oregon City Comprehensive Plan: Housing. Adoption of the TSP update will addresses improvements needed to ensure the orderly extension of transportation facilities to accommodate the projected growth envisioned in the City's Comprehensive Plan, which includes a variety of housing types. Policy and projects in the 2013 TSP are proposed to serve existing and planned residential and mixed-use areas in the city. Residential trips were a part of future traffic conditions analyzed in the city. Almost 21,000 households are expected in the city in 2035, which represents over 60% growth since 2010 (TSP Volume 1, Section 3, Exhibit 1).
In particular, projections show congested and over-capacity conditions on segments of OR 99E in Downtown and around the I-205 interchange and on a segment of Redland Road south of Anchor Way, which both serve residential and mixed-use areas. Investing in the transportation system improvements that are recommended in the TSP (TSP Volume 1, Table 5 and TSP Volume 2, Section I, Table 2, Exhibit 1) is 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 the intersections of OR 99E and the I-205 ramps and OR 213/Beavercreek Road. The recommended solutions move these intersections toward compliance with targets (TSP Volume 1, Section 8, Exhibit 1).
The proposed Water Distribution System Master Plan update is consistent with Statewide Planning Goal 10.

STATEWIDE PLANNING GOAL 11: To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.
Finding: This goal is implemented through the applicable Goals and Policies in Section 11 of the Oregon City Comprehensive Plan: Public Facilities. As stated in Section 11, the transportation infrastructure in Oregon City is governed by the Oregon City Transportation System Plan (Oregon City TSP), adopted in 2001 and proposed for update in 2013.
The relevant Public Facilities goals and policies and findings are provided below.

Goal 11.1 Provision of Public Facilities
Serve the health, safety, education, welfare, and recreational needs of all Oregon City residents through the planning and provision of adequate public facilities.

Finding: The TSP is necessary to maintain compliance with Statewide Planning Goal 11, Public Facilities. Goal 11 requires that public facilities and services be provided in a timely, orderly and efficient manner. The goal's central concept is that local governments should plan public services in accordance with the community's needs as a whole rather than be forced to respond to individual developments as they occur. As shown in the findings below, the proposed update of the TSP is consistent with Goal 11.1.

Policy 11.1.1
Ensure adequate public funding for the following public facilities and services, if feasible:
• *Transportation infrastructure*
Finding: The TSP update includes a detailed discussion of funding for proposed transportation improvements, including expenditures expected from the Street Fund, Systems Development Charge (SDC) Fund, and Transportation Utility Fee Fund. In addition, the General Fund, a local fuel tax, an Urban Renewal District, local improvement districts, and debt financing are potential funding and financing resources (TSP Volume 1, Section 6 and TSP Volume 2, Section H, Exhibit 1). The 2013 TSP establishes both a financially constrained set of proposed transportation improvements that can be funded by expected revenues, as well a planned set of transportation improvements that are not reasonably expected to be funded by 2035, but many of which are important to making progress on the goals and performance targets for the transportation system.
The proposed TSP update is consistent with this policy.

Policy 11.1.2
Provide public facilities and services consistent with the goals, policies and implementing measures of the Comprehensive Plan, if feasible.
Finding: As discussed in this staff report, the 2013 TSP provides guidance for the timely, efficient and economic provision of transportation facilities within the existing city and to new development areas within the UGB consistent with the relevant goals, policies and implementing measures of the Comprehensive Plan.
The proposed TSP update is consistent with this policy.

Policy 11.1.4
Support development on underdeveloped or vacant buildable land within the city where public facilities and services are available or can be provided and where land-use compatibility can be found relative to the environment, zoning, and Comprehensive Plan goals.
Finding: The proposed improvements in the 2013 TSP respond to the transportation demand that is estimated to be generated by development and growth in city households and employment that is projected through 2035. The projected development and growth in households and employment are based on land use inventories and plans from Metro and the City.
Proposed street extensions and expansions of streets and intersections account for existing right-of-way, existing development, and environmental conditions including steep slopes (TSP Volume 2, Section I, Figures 2 and 3, Exhibit 1).
The proposed TSP update is consistent with this policy.

Policy 11.1.5
Design the extension or improvement of any major public facility and service to an area to complement other public facilities and services at uniform levels.
Finding: The 2013 TSP 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 (TSP Volume 1, Table 5 and TSP Volume 2, Section I, Table 2, 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 the intersections of OR 99E and the I-205 ramps and OR 213/Beavercreek Road. The recommended solutions move these intersections toward compliance with targets (TSP Volume 1, Section 8, Exhibit 1).
The City has adopted development code and engineering standards to ensure concurrent provision of public facilities and services at uniform levels. Pursuant to these requirements, street improvements are typically

required to be extended to a new development area at the same time as other public facilities such as sewer, storm drainage, water, and emergency services.
The proposed TSP update is consistent with this policy.

Policy 11.1.7
Develop and maintain a coordinated Capital Improvements Plan that provides a framework, schedule, prioritization, and cost estimate for the provision of public facilities and services within the City of Oregon City and its Urban Growth Boundary.
Finding: The 2013 TSP capital improvement program (CIP) is included in Table 5 of the TSP (Exhibit 1). The CIP is organized into short-term, medium-term, and long-term projects to be implemented in increments of five years. Funding the proposed transportation solutions is discussed in Section 6 of the TSP and in the findings for Policy 11.1.1 above.
The proposed Water Distribution System Master Plan is consistent with this policy.

Goal 11.6 Transportation Infrastructure
Optimize the City's investment in transportation infrastructure.
Finding: As described in Section 2 of the TSP, the approach to developing solutions was to focus on smaller cost-effective solutions rather than larger, more costly ones according to a five-tiered process that starts with system management measures and ends with those to extend and build new roadways. As a result, as described in Section 5 of the TSP, the recommended solutions in the plan related to walking, biking, shared-use paths, family friendly facilities, transit, and crossings account for about 74% of the recommended solutions and those to driving, about 26% (Figure 10). Further, in Section 7 of the TSP, a financially constrained plan is presented. The projects and programs in this plan are expected to be funded by 2035 and, as such, are prioritized for implementation. The driving-related solutions in the financially constrained plan are classified as management, extension, and expansion projects. Of the almost $74 million worth of investments in the financially constrained plan, about 80% are eligible for SDC funding.
The proposed TSP update is consistent with Goal 11.6.

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: As cited above, the recommended solutions in the plan related to walking, biking, shared-use paths, family friendly facilities, transit, and crossings account for about 74% of the recommended solutions, as shown in Section 5 of the TSP. The projects are included in both the Financially Constrained Transportation System and Planned Transportation System plans in the updated TSP. The financially constrained plan (Table 5) features pedestrian projects that fill sidewalk gaps throughout the city, including in the Downtown and Regional Center. Biking projects focus on wayfinding signage, shared lane marking, and bike lanes, and transit projects on signal prioritization and bus stop amenity improvements. All of the pedestrian, biking, and transit solutions in the financially constrained plan are reinforced and expanded upon by the family friendly route, shared-use path, and crossing solutions proposed in the plan as well.
The proposed TSP update is consistent with this policy.

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: Goal 6 in Section 2 of the updated TSP establishes that the City will work to "(i)ncrease the convenience and availability of pedestrian, bicycle, and transit modes," which – in terms of transit facilities and service – entails collaborating with agencies like Metro, TriMet, and the South Clackamas Transportation District (SCTD). As outlined in the plan and policy review (TSP Volume 2, Appendix A), intercity (high-speed) rail through Oregon City's Regional Center is indicated in Metro's 2035 RTP and 2040 Growth Concept, and TriMet's 2011 Transit Investment Plan (TIP) includes the following projects related to Oregon City.

- Walkability assessment at Molalla Avenue / County Red Soils Campus for pedestrian obstacles and recommendations for any needed projects.

- Portland to Milwaukie Light Rail Project, which will connect downtown Portland to Milwaukie and connect to Frequent Service buses from the Oregon City Regional Center.
- A proposed Bus Rapid Transit (BRT) corridor following I-205 between Clackamas Town Center possibly stretching as far as Beaverton, with service to Oregon City, Tualatin, and Tigard.
- Frequent bus service line expansion to and from Oregon City, primarily around the Oregon City Transit Center.

Transit related projects in the Financially Constrained Transportation System (TSP Volume 1, Table 5) and Planned Transportation System (TSP Volume 2, Section I, Table 2, Exhibit 1) include signal prioritization, bus amenity improvements, and formation of an Oregon City transportation management association (TMA), which will – at a minimum – involve coordination between the City and TriMet.
The proposed TSP update is consistent with this policy.

STATEWIDE PLANNING GOAL 12: To provide and encourage a safe, convenient and economic transportation system.
Finding: This goal is implemented at the local level through the applicable Goals and Policies in the updated TSP, Section 2 (The Vision). This goal is also implemented at the state level through the Transportation Planning Rule (TPR), OAR 660-012, which is addressed later in this report.
The TSP goals were developed and ranked by TSP update project stakeholders, and were the basis for evaluation criteria used in selecting and assessing the projected performance of the projects and solutions recommended in the TSP update. The goals, in order of importance to the community and project stakeholders, are:

- Enhance the health and safety of residents
- Emphasize effective and efficient management of the transportation system
- Foster a sustainable transportation system
- Provide an equitable, balanced and connected multi-modal transportation system
- Identify solutions and funding to meet system needs
- Increase the convenience and availability of pedestrian, bicycle, and transit modes
- Ensure the transportation system supports a prosperous and competitive economy
- Comply with state and regional transportation plans.

Section I of Volume 2 (Planned and Financially Constrained Transportation Systems) of the updated TSP explains how 360 solutions for the Oregon City transportation system were reduced to a Financially Constrained Transportation System Plan and Planned Transportation System Plan. The process relied on the goals, evaluation criteria, and five-tiered solutions hierarchy.
The proposed TSP update is consistent with Statewide Planning Goal 12.

STATEWIDE PLANNING GOAL 13: To conserve energy. Land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles.
Finding: This goal is implemented through the applicable Goals and Policies in Section 13 of the Oregon City Comprehensive Plan: Energy Conservation.
The multimodal transportation system and improvements proposed in the updated TSP and associated code amendments will support efficient use of land within the city limits and UGB based on existing adopted Comprehensive Plan and zoning designations. With this plan, the City can provide timely, orderly and efficient transportation improvements where it is efficient to promote higher intensity land uses and avoiding leap-frog development.
The City promotes the efficient use of land and conservation of energy through its Comprehensive Plan and zoning and development regulations within the Oregon City Municipal Code. Higher density and mixed use zoning, land division, and site plan design standards promote more compact development patterns, and promote bicycling and walking instead of relying on the automobile for routine errands. New annexations are required to show that public utilities can be efficiently extended to new urban areas. Metro-approved Concept Plans are required prior to annexation to the city to assure that urban services and amenities will be developed in logical places as the community develops.
The proposed TSP and associated amendments are consistent with Statewide Planning Goal 13.

Oregon Transportation Plan (2006)

The Oregon Transportation Plan (OTP) is the state's long-range multimodal transportation plan. The OTP is the overarching policy document among a series of plans that together form the state transportation system plan (TSP). A TSP must be consistent with applicable OTP goals and policies. Findings of compatibility will be part of the basis for TSP approval. The most pertinent OTP goals and policies for city transportation system planning are provided below.

POLICY 1.2 – Equity, Efficiency and Travel Choices
It is the policy of the State of Oregon to promote a transportation system with multiple travel choices that are easy to use, reliable, cost-effective and accessible to all potential users, including the transportation disadvantaged.
Finding: The TSP update establishes design criteria for streets based on their functional classification and the existing or planned surrounding land use (including mixed use, residential, commercial, and industrial) in Tables 1-4 of Section 4 of the TSP (Standards). The design criteria organize street cross-sections into the context zone at the interface of the building lines and walking zone, the biking/on-street parking zone, and the driving zone. (Section C in Volume 2 of the updated TSP provides detail on how to determine the optimum cross-section for a street.) Corresponding tables are proposed for incorporation into the City's code as Tables 12.04.180-183 and Table 12.04.200 (TSP Volume 2, Section K, Exhibit 1).
In particular, the context zone, walking zone, and biking/on-street parking zone are important to establishing a reliable, accessible, and inviting environment for those walking, biking, and taking transit. The design criteria in Tables 1-4 all establish a minimum of six to eight feet for sidewalk width and four to eight feet for buffer strip width. Bike lanes that are at least six-feet-wide are required for most of the street design types except for a minimum of 10-foot-wide shared access lane for residential land uses on major and minor arterials and shared roadway on local streets. Maximum block sizes range from 1,320 feet on major arterials to 530 feet on local streets. This is mitigated by the requirement in the updated TSP and proposed code amendments (TSP Volume 2, Section K, Exhibit 1) to provide pedestrian access.
The recommended solutions in the plan related to walking, biking, shared-use paths, family friendly facilities, transit, and crossings account for about 74% of the recommended solutions (Figure 10). In the financially constrained plan, walking improvements consist largely of filling in sidewalk gaps as well as widening existing sidewalks and making ADA accessibility improvements. Biking improvements consist largely of providing bike lanes. The addition of shared-use paths add both walking and biking facilities. Transit improvements are focused on signal priority and enhancing transit stop amenities. (See Table 5 in Section 7 (The Plan).)
Recommended code amendments reinforce many of these elements of the updated TSP in establishing clear zones for unobstructed travel on sidewalks, requiring pedestrian accessways every 330 feet on long blocks, strengthening access to and amenities at transit facilities, and expanding bicycle parking requirements to address long-term parking (TSP Volume 2, Section K, Exhibit 1, Exhibit 1).
The proposed TSP and associated amendments are consistent with Policy 1.2.

POLICY 2.1 - Capacity and Operational Efficiency
It is the policy of the State of Oregon to manage the transportation system to improve its capacity and operational efficiency for the long term benefit of people and goods movement.

POLICY 2.2 – Management of Assets
It is the policy of the State of Oregon to manage transportation assets to extend their life and reduce maintenance costs.

Finding: The Financially Constrained and Planned Transportation System Plans were developed based on the five-tiered solutions hierarchy that starts with system management measures and ends with those to extend and build new roadways. As a result, the number of cost-effective management recommendations and those related to walking, biking, shared-use paths, family friendly facilities, transit, and crossings account for the majority of projects and solutions in the updated. TSP (Table 5 in the TSP Volume 1 and Table 2 in the TSP Volume 2, Section I, Exhibit 1).

The 2013 TSP 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. Operations under implementation of the recommended solutions are projected to meet performance targets throughout the city, with the exception of the intersections of OR 99E and the I-205 ramps and OR 213/Beavercreek Road. The recommended solutions move these intersections toward compliance with targets (TSP Volume 1, Section 8, Exhibit 1).
The proposed TSP is consistent with Policies 2.1 and 2.2.

POLICY 3.1 – An Integrated and Efficient Freight System
It is the policy of the State of Oregon to promote an integrated, efficient and reliable freight system involving air, barges, pipelines, rail, ships and trucks to provide Oregon a competitive advantage by moving goods faster and more reliably to regional, national and international markets.

POLICY 3.2 – Moving People to Support Economic Vitality
It is the policy of the State of Oregon to develop an integrated system of transportation facilities, services and information so that intrastate, interstate and international travelers can travel easily for business and recreation.

Finding: The freight system in Oregon City is focused on truck freight. The TSP objective envisions decreasing truck delay by approximately 10% through 2035, to just over three minutes per truck trip during the evening peak period, based on freight mobility targets developed from the RTP. High general traffic demand on regional transportation routes including I-205, OR 213, OR 99E, and OR 43 pose a challenge to meeting this performance measure. Truck delay in the city during the evening peak period (after assuming the planned system investments) is expected to increase slightly through 2035, from about three and a half minutes to four minutes per person. However, the City is moving in the direction of this performance measure by decreasing truck delay 15% from what would be expected without the implementation of recommended planned transportation system investments. (See Section 8 (Outcomes) of TSP Volume 1, Exhibit 1.)
The proposed TSP is consistent with Policies 3.1 and 3.2.

POLICY 4.1 - Environmentally Responsible Transportation System
It is the policy of the State of Oregon to provide a transportation system that is environmentally responsible and encourages conservation and protection of natural resources.

Finding: Implementation of the Financially Constrained and Planned Transportation System recommendations serves area within the city's UGB that is planned for efficient urban development, as guided by state planning goals and regulations. Development of this land was assumed for projecting future transportation conditions and the transportation needs and solutions that were then determined based on those conditions.
The city code contains specific review criteria for uses within natural resource zoning districts to assure that identified natural resources are appropriately considered when development is proposed. The Natural Resource Overlay District (NROD) "implements the Oregon City Comprehensive Plan Natural Resource Goals and Policies, as well as Federal Clean Water Act requirements for shading of streams and reduction of water temperatures, and the recommendations of the Metro ESEE Analysis." Trails, paths, and roads are permitted either outright or with restrictions in the Natural Resource Overlay District. The restrictions are established in OCMC 17.49.150 (Standards for vehicular or pedestrian paths and roads). Even when transportation projects are permitted outright in underlying zones, the Flood Management Overlay District (OCMC Chapter 17.42) and US-Geologic Hazards Overlay District (OCMC Chapter 17.44) provide development standards for transportation projects in these overlay districts.
The share of improvements recommended in the TSP update that are less polluting has dramatically increased since the 2001 TSP. As shown in Figure 10 (TSP Volume 1, Exhibit 1), projects related to walking, biking, and taking transit have increased from approximately 51% of the projects in the 2001 TSP to

approximately 74% of the projects in the 2013 TSP, representing over 260 projects in the Planned Transportation System.
Code amendments that are proposed to implement the TSP update and comply with the Regional Transportation Function Plan (RTFP) include provisions to establish unobstructed paths on sidewalks, require more closely spaced pedestrian and bicycle accessways, support crossings in the vicinity of transit stops, and establish requirements for long-term bicycle parking (TSP Volume 2, Section K, Exhibit 1). These amendments reinforce the pedestrian, bicycle, and transit improvements that are recommended in the 2013 TSP.
The proposed TSP and associated amendments are consistent with Policy 4.1.

POLICY 5.1 – Safety
It is the policy of the State of Oregon to continually improve the safety and security of all modes and transportation facilities for system users including operators, passengers, pedestrians, recipients of goods and services, and property owners.

Finding: The top-ranked goal of the 2013 TSP is to "(e)nhance the health and safety of residents." Existing safety concerns include high collision locations, with multiple sites along OR 99E, around Downtown, and along Beavercreek Road and Molalla Avenue (Figure 7, TSP Volume 2, Section D, Exhibit 1). Based on RTP requirements to establish a range of performance measures in local TSP, the objective of the 2013 TSP is to reduce fatalities and serious injuries by 50% between 2010 and 2035.
Although there is not a reliable tool for forecasting future collisions, safety is expected to improve given implementation of the recommended investments in the 2013 TSP. These investments include street crossings, walking and biking facilities, and improvements to high collision locations and congested intersections. Even if the target is not achieved, rates of collisions, serious injuries, and fatalities are expected to decrease and move in the direction of the TSP safety objective with the implementation of these recommended TSP projects.
The proposed TSP is consistent with Policy 5.1.

POLICY 7.1 – A Coordinated Transportation System
It is the policy of the State of Oregon to work collaboratively with other jurisdictions and agencies with the objective of removing barriers so the transportation system can function as one system.
Finding: Staff from Clackamas County, TriMet, and ODOT were involved in the Technical Advisory Team (TAT) for the TSP update.
Implementing the transit project recommendations included in the Planned Transportation System (TSP Volume 2, Section I, Table 2, Exhibit 1) will require coordination with TriMet.]. Coordination provisions with those jurisdictions – particularly the State as required by OAR 660-012-0045 –are established in the code for legislative applications (Exhibit 6).
The proposed TSP is consistent with Policy 7.1.

POLICY 7.3 – Public Involvement and Consultation
It is the policy of the State of Oregon to involve Oregonians to the fullest practical extent in transportation planning and implementation in order to deliver a transportation system that meets the diverse needs of the state.

POLICY 7.4 - Environmental Justice
It is the policy of the State of Oregon to provide all Oregonians, regardless of race, culture or income, equal access to transportation decision-making so all Oregonians may fairly share in benefits and burdens and enjoy the same degree of protection from disproportionate adverse impacts.

Finding: Development of the 2013 TSP update relied on the participation of the Technical Advisory Team (TAT) and Stakeholder Advisory Team (SAT) and the activities of these teams as well as other public involvement efforts are described in the "Public Involvement and Public Comment" section at the beginning of this report.
Section D in TSP Volume 2 (Exhibit 1) discusses environmental justice. The Environmental Protection Agency states that: "Environmental Justice is the fair treatment and meaningful involvement of all people regardless

of race, color, national origin, or income with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies." The environmental justice effort within the TSP was to identify concentrations of underserved and vulnerable populations so that transportation services can be improved in this areas while avoiding or at least distributing impacts of planned projects more equitably across the city.
Goal 4 of the TSP commits the City to: "(p)rovide an equitable, balanced and connected multimodal transportation system" (Section 2, TSP Volume 1, Exhibit 1). Objectives and evaluation criteria for TSP projects under the goal include ensuring that the transportation system provides equitable access to underserved and vulnerable populations and reduces total housing and transportation costs for residents. As found through the Census, Figure A5 in Section D identifies concentrations of low-income residents in the Park Place neighborhood, minority populations around Molalla Avenue between Beavercreek Road and Division Street, and the elderly around the 15th Street/Division Street intersection. Significant populations of non-English speakers and people with disabilities were not found in the city. Proposed Financially Constrained and Planned Transportation System improvements (TSP Volume 1, Table 5 and TSP Volume 2, Section I, Table 2, Exhibit 1) identify walking, biking, shared-use path, family friendly route, transit, and crossing improvements in these areas of underserved and vulnerable populations as well as throughout the city (Figures 17-19, TSP Volume 1, Exhibit 1). Roadway extension and expansion projects, and their potential associated impacts, are also distributed throughout the city (Figures 14-16, TSP Volume 1, Exhibit 1).
The proposed TSP is consistent with Policies 7.3 and 7.4.

Oregon Highway Plan

The 1999 Oregon Highway Plan (OHP) establishes policies and investment strategies for Oregon's state highway system over a 20-year period and refines the goals and policies found in the OTP. Policies in the OHP emphasize the efficient management of the highway system to increase safety and to extend highway capacity, partnerships with other agencies and local governments, and the use of new techniques to improve road safety and capacity. These policies also link land use and transportation, set standards for highway performance and access management, and emphasize the relationship between state highways and local road, bicycle, pedestrian, transit, rail, and air systems. The policies applicable to the St. Helens TSP are addressed below.

Policy 1A (Highway Classification) defines the function of state highways to serve different types of traffic that should be incorporated into and specified through IAMPs.

Policy 1C (State Highway Freight System) states the need to balance the movement of goods and services with other uses.
Finding: As identified in Section A (Plans and Policies Framework) of TSP Volume 2 (Exhibit 1), there are four sets of State roadways in Oregon City, including I-205 (an Interstate highway) and OR 99E, OR 213, and OR 43 (all District highways). The TSP defers to access management regulations of the State. The proposed improvements in the Financially Constrained and Planned Transportation System plans (TSP Volume 1, Table 5 and TSP Volume 2, Section I, Table 2, Exhibit 1) serve safety and mobility on state roadways in the city. In terms of safety, as described earlier in the OTP findings, safety concerns exist at sites along state facilities OR 99E and OR 213 (TSP Volume 2, Section D, Figure 7, Exhibit 1). Although there is not a reliable tool for forecasting future collisions, safety is expected to improve given implementation of the recommended investments in street crossings, walking and biking facilities, and improvements to high collision locations and congested intersections in the 2013 TSP.
In terms of mobility, investing in the Planned Transportation System improvements is 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 the intersections of OR 99E and the I-205 ramps and OR 213/Beavercreek Road. The recommended solutions move these intersections toward compliance with targets (Section 8 (Outcomes), TSP Volume 1, Exhibit 1). Also as described earlier in OTP findings, high general traffic demand on regional transportation and freight routes including I-205, OR 213, OR 99E, and OR 43 pose a challenge to meeting performance measures related to freight. Truck delay in the city during the evening peak period (after assuming the planned system investments) is expected to increase slightly through 2035. However, the City is moving in the direction of

this performance measure by decreasing truck delay 15% from what would be expected without the implementation of recommended planned transportation system investments. (See TSP Volume 1, Section 8, Exhibit 1.) Updated and more liberal mobility standards – ranging from 0.99 to 1.10 volume-to-capacity for peak 1st hour and 2nd hour – are proposed for City roadways in Section 4 (Standards) in order to balance motor vehicle mobility with improved conditions for walking and biking.
The proposed TSP is consistent with Policies 1A and 1C.

Policy 1B (Land Use and Transportation) recognizes the need for coordination between state and local jurisdictions.
Finding: Coordination between City and ODOT staff in developing the TSP update occurred through the project administration and Technical Advisory Team (TAT) process. ODOT input was received on the technical memoranda that became the basis of the TSP and at various TAT meetings and public forums. Code provision like traffic impact study requirements are also a way of connecting land use actions and the transportation system. Traffic impact studies are required for subdivisions pursuant to OCMC 16.08.025(B), and are enabled for Site Plan and Design Review in OCMC 17.62.040(I) (Exhibit 6).
The proposed TSP is consistent with Policy 1B.

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: Operations under implementation of the recommended solutions in the Financially Constrained and Planned Transportation Systems are projected to meet performance targets throughout the city, with the exception of the intersections of state facilities at OR 99E/I-205 ramps and OR 213/Beavercreek Road. As discussed in Section 8 (Outcomes) of TSP Volume 1 (Exhibit 1), the recommended solutions improve the performance of these intersections and move them toward compliance with mobility targets.
The proposed TSP is consistent with Policy 1F.

Policy 1G (Major Improvements) requires maintaining performance and improving safety by improving efficiency and management before adding capacity. ODOT works with regional and local governments to address highway performance and safety.
Finding: Policy 1G is aligned with the five-tiered solutions structure established by the RTP/RTFP and followed by this TSP process. Solutions in the Financially Constrained and Planned Transportation Systems focused on management and multimodal measures before considering roadway extension and expansion projects. As a result, approximately 74% of the projects and programs recommended in the TSP are related to walking, biking, transit, and crossings. Of the 26% of projects that are roadway-related, 19 projects address management and intersection improvements, 17 projects are roadway extensions, and four projects are roadway expansions (Table 5, TSP Volume 1, Exhibit 1).
The proposed TSP is consistent with Policy 1G.

Policy 2B (Off-System Improvements) helps local jurisdictions adopt land use and access management policies.
Finding: Improvements recommended on the local system in the Financially Constrained Transportation System include signalization, signal optimization, installation of turn lanes and roundabouts, sidewalk construction, bike lane striping, extension of roadways, reconstruction of roadways to City standards, installation of crossings and curb ramps, and citywide programmatic measures such as wayfinding tools, transit signal priority and transit stop improvements, expanded bicycle parking design guidance and requirements, and Safe Routes to School (Table 5 and Figures 14-19 in TSP Volume 1, Exhibit 1).
These local system improvements will help to reduce traffic and improve conditions on State roadways in the city.
The proposed TSP is consistent with Policy 2B.

Policy 2F (Traffic Safety) improves the safety of the highway system.
Finding: As reported in earlier OHP and OTP findings, there are a number of high collision sites and safety concerns along state facilities OR 99E and OR 213 in the city (Figure 7, TSP Volume 2, Section D, Exhibit 1). Although there is not a reliable tool for forecasting future collisions, safety is expected to improve given

implementation of the recommended investments in street crossings, walking and biking facilities, and improvements to high collision locations and congested intersections in the 2013 TSP.
The proposed TSP is consistent with Policy 2F.

Policy 3A (Classification and Spacing Standards) sets access spacing standards for driveways and approaches to the state highway system.
Finding: The 2013 TSP proposes access spacing standards (minimum and maximum public street intersection and minimum private access spacing standards) for streets in Oregon City. The standards are presented in Tables 1-4 in Section 4 (Standards) of the TSP (Volume 1, Exhibit 1) and Tables 12.04.180-183 of the proposed code amendments (TSP Volume 2, Section K, Exhibit 1). The standards are differentiated by functional classification and surrounding land use designations. New and redevelopment construction must comply with these standards. Existing access points that do not comply with these standards may be required to consolidate access points or have access points restricted or closed in the future pursuant to the TSP. Existing code, specifically OCMC 12.04.195 (Minimum street intersection spacing standards), will be amended to refer to the updated standards in the TSP.
The proposed TSP and associated amendments are consistent with Policy 3A.

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: As cited in the OTP findings, the recommended solutions related to walking, biking, shared-use paths, family friendly facilities, transit, and crossings account for about 74% of the recommended solutions, as shown in Section 5 (Investments) of the TSP (Exhibit 1). The projects are included in both the Financially Constrained Transportation System and Planned Transportation System plans in the 2013 updated TSP. The financially constrained plan (Table 5, Section 6, Volume 1, Exhibit 1) features pedestrian projects that fill sidewalk gaps throughout the city, including in the Downtown and Regional Center. Biking projects focus on wayfinding signage, shared lane marking, and bike lanes, and transit projects on signal prioritization and bus stop amenity improvements. All of the pedestrian, biking, and transit solutions in the financially constrained plan are reinforced and expanded upon by the family friendly route, shared-use path, and crossing solutions proposed in the plan as well.
The proposed TSP is consistent with Policy 4B.

OAR 660 Division 12 Transportation Planning Rule (TPR)

The purpose of the TPR is "to implement Statewide Planning Goal 12 (Transportation) and promote the development of safe, convenient and economic transportation systems that are designed to reduce reliance on the automobile so that the air pollution, traffic and other livability problems faced by urban areas in other parts of the country might be avoided." A major purpose of the Transportation Planning Rule (TPR) is to promote more careful coordination of land use and transportation planning, to ensure that planned land uses are supported by and consistent with planned transportation facilities and improvements.

Section 660-012-0005 through 660-012-0055
These sections of the TPR contain policies for preparing and implementing a transportation system plan.

Finding:
The TSP update includes elements required by the TPR Section -0020 such as modal inventories, modal plans, and financial plans. Exhibit 6 shows how the proposed TSP, existing code, and proposed code amendments comply with TPR Section -0045. In terms of the timing of required TSP updates,
Section -0050 establishes that local governments in a Metropolitan Planning Organization must update their TSPs by dates specified in the adopted updated regional transportation system plan. Table 3.08-4 in the RTFP shows 2012 as the compliance deadline for Oregon City. This is qualified by the statement that the deadline assumes that the City is awarded Transportation Growth Management funding in the 2010-2011 biennium. The City is scheduled to adopt the updated TSP in mid 2013, substantially in compliance with this deadline.
The proposed TSP and associated amendments are consistent with TPR Sections -0005 to -0055.

Section 660-012-0060 – Plan and Land Use Regulation Amendments

Finding: As presented in Exhibit 6, OCMC 17.68.020(C) requires proposed amendments to demonstrate that "(t)he land uses authorized by the proposal are consistent with the existing or planned function, capacity and level of service of the transportation system serving the proposed zoning district." This requirement is reinforced by the ways in which existing code, proposed code, and the proposed TSP comply with requirements in Section -0045 such as access control measures, traffic impact study requirements, and authority to establish conditions of development approval.

The proposed TSP and associated amendments are consistent with TPR Section -0060.

OAR 734, Division 51. Highway Approaches, Access Control, Spacing Standards and Medians

OAR 734-051 governs the permitting, management, and standards of approaches to state highways to ensure safe and efficient operation of the state highways. OAR 734-051 policies address the following:

- How to bring existing and future approaches into compliance with access spacing standards, and ensure the safe and efficient operation of the highway;
- The purpose and components of an access management plan; and
- Requirements regarding mitigation, modification and closure of existing approaches as part of project development.

Finding: The updated TSP proposes minimum and maximum public street intersection spacing standards and minimum private access spacing standards for streets in Oregon City. The standards are presented in Tables 1-4 in Section 4 (Standards) of the TSP (Volume 1, Exhibit 1) and proposed OCMC Tables 12.04.180-183 (TSP Volume 2, Section K, Exhibit 1). The standards are differentiated by functional classification and surrounding land use designations. New and redevelopment construction must comply with these standards. Existing access points that do not comply with these standards may be required to consolidate access points or have access points restricted or closed in the future pursuant to the TSP.

Regional Transportation Plan

The Regional Transportation Functional Plan (RTFP) directs how Oregon City should implement the RTP through the TSP and other land use regulations. The RTFP codifies existing and new requirements which local plans must comply with to be consistent with the RTP. If a TSP is consistent with the RTFP, Metro will find it to be consistent with the RTP.

Finding: A checklist of RTFP requirements and findings of compliance with these requirements is provided in Exhibit 6. The checklist addresses the ways that both the TSP document and existing or proposed OCMC provisions comply with RTFP requirements. (See Section K, TSP Volume 2 in Exhibit 1 for proposed amendments to the OCMC.)

EXHIBITS

1) 2013 Oregon City Transportation System Plan
   a) Executive Summary
   b) Volume 1
   c) Volume 2
2) 2004 Oregon City Comprehensive Plan
3) 2001 Oregon City Transportation System Plan
4) Regional Transportation Functional Plan (RTFP) and Transportation Planning Rule (TPR) Compliance