OREGON CITY

Community Development – Planning

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STAFF REPORT AND RECOMMENDATION
Updated February 2, 2017

FILE NO.:	LE 17-02: McLoughlin-Canemah Trail Plan
APPLICANT:	City of Oregon City 625 Center Street, Oregon City, Oregon 97045
REQUEST:	Amend the Oregon City Transportation System Plan, Parks Master Plan, and Trails Master Plan to include a plan for the McLoughlin-Canemah Trail.
LOCATION:	Corridor between McLoughlin Promenade, Old Canemah Park, and Canemah Children's Park.
RECOMMENDATION:	Approval
REVIEWER:	Kelly Reid, AICP, Planner

17.50.170 - Legislative hearing process.
A. Purpose. Legislative actions involve the adoption or amendment of the city's land use regulations, comprehensive plan, maps, inventories and other policy documents that affect the entire city or large portions of it. Legislative actions which affect land use must begin with a public hearing before the planning commission.
B. Planning Commission Review.
1. Hearing Required. The planning commission shall hold at least one public hearing before recommending action on a legislative proposal. Any interested person may appear and provide written or oral testimony on the proposal at or prior to the hearing. The community development director shall notify the Oregon Department of Land Conservation and Development (DLCD) as required by the post-acknowledgment procedures of ORS 197.610 to 197.625, as applicable.
2. The community development director's Report. Once the planning commission hearing has been scheduled and noticed in accordance with Section 17.50.090(C) and any other applicable laws, the community development director shall prepare and make available a report on the legislative proposal at least seven days prior to the hearing.
3. Planning Commission Recommendation. At the conclusion of the hearing, the planning commission shall adopt a recommendation on the proposal to the city commission. The planning commission shall make a report and recommendation to the city commission on all legislative proposals. If the planning commission recommends adoption of some form of the proposal, the planning commission shall prepare and forward to the city commission a report and recommendation to that effect.
C. City Commission Review.
1. City Commission Action. Upon a recommendation from the planning commission on a legislative action, the city commission shall hold at least one public hearing on the proposal. Any interested person may provide written or oral testimony on the proposal at or prior to the hearing. At the conclusion of the hearing, the city commission may adopt, modify or reject the legislative proposal, or it may remand the matter to the planning commission for further consideration. If the decision is to adopt at least some form of the proposal, and thereby amend the city's land use regulations, comprehensive plan, official zoning maps or some component of any of these documents, the city commission decision shall be enacted as an ordinance.
2. Notice of Final Decision. Not later than five days following the city commission final decision, the community development director shall mail notice of the decision to DLCD in accordance with ORS 197.615(2).

Proposed Project

The proposal is to update and amend the Oregon City Transportation System Plan (2013), the Parks Master Plan(2008), and Trails Master Plan (2004) by adopting the McLoughlin-Canemah Trail Plan. These plans are Ancillary Documents to the Oregon City Comprehensive Plan. These plans currently include a proposed trail linking the McLoughlin Promenade to Canemah Children's Park, represented by various TSP Project Projects, and Trail Project #L19.

Figure 1: Adopted Transportation System Plan Projects within Project Area (2013)

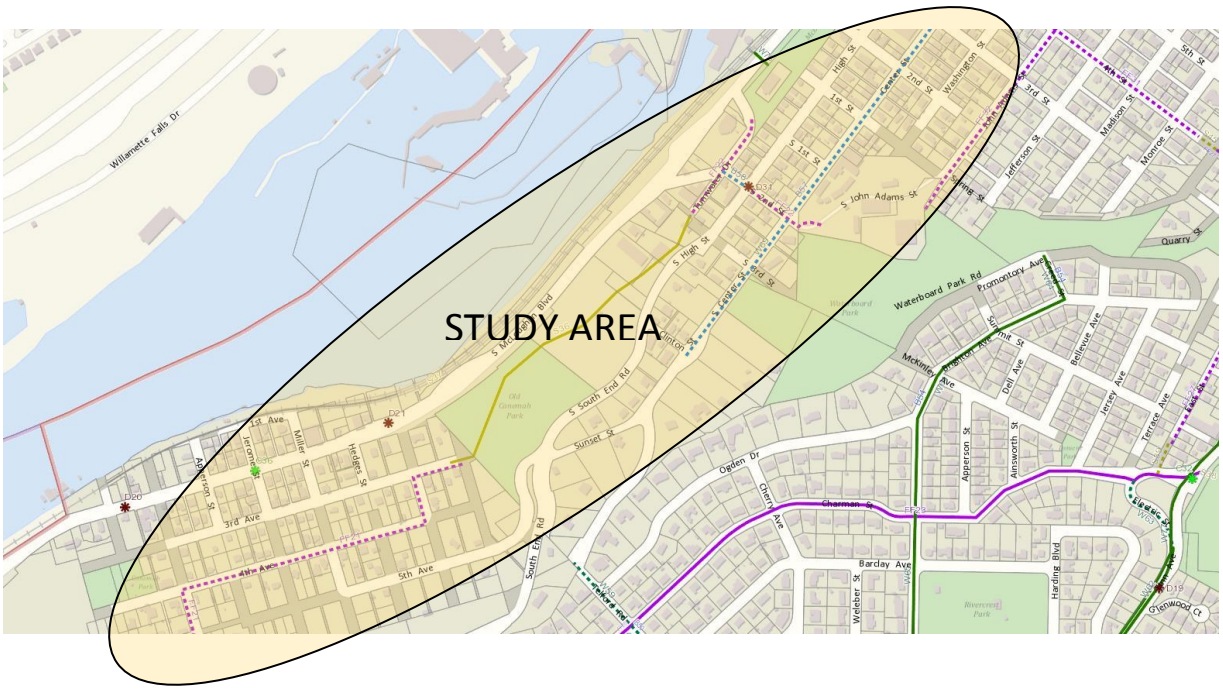
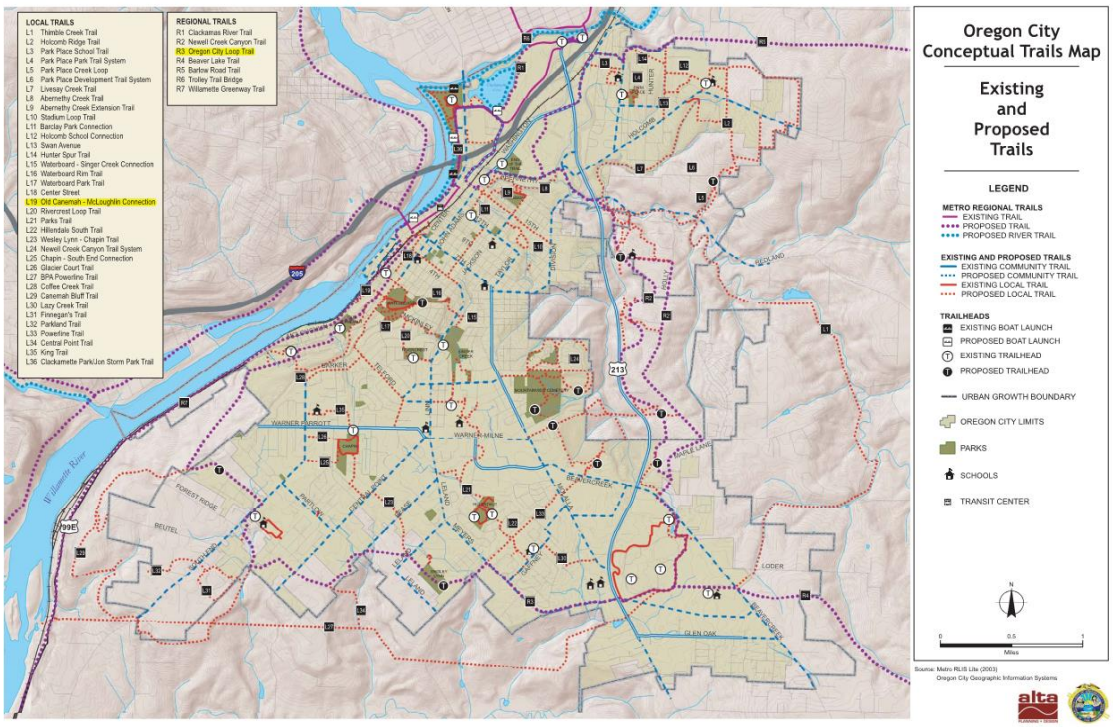


Figure 2: Adopted Trails Master Plan Map



In 2016, the City of Oregon City, in partnership with the Oregon City Trail Alliance, the McLoughlin Neighborhood Association, and the Clackamas County Historical Society, was granted a Nature in Neighborhoods grant of $25,000 to fund a planning effort for the McLoughlin-Canemah Trail (MCT), a segment of the larger Oregon City Loop Trail. The objective of the grant-funded trail plan project was to determine an alignment for a permanent trail, and to identify an interim trail alignment and safety upgrades.

Proposed Trail Alignment

During a robust community process that involved dozens of stakeholders, three trail alignments were considered. The recommendation includes an interim and long term permanent trail alignment. It is recommended that the interim trail improvements be constructed in a timely manner, because permanent trail improvements are dependent upon redevelopment and may be far into the future. When permanent alignment improvements are constructed, the trail signage would then direct users to the permanent route rather than the interim route. See Exhibit 2 for complete trail maps and alignments.

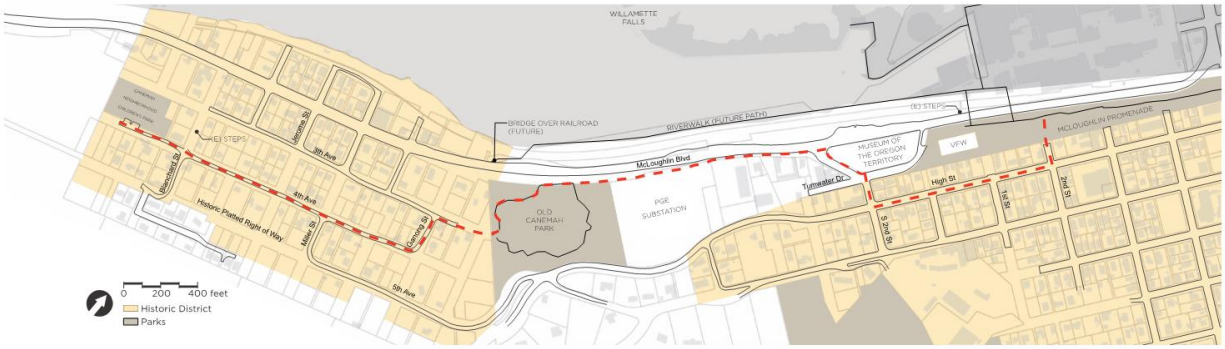
INTERIM ALIGNMENT RECOMMENDATION

The Interim trail alignment recommendation begins at the McLoughlin Promenade and connects via 2nd Street to High Street. From there, the trail turns onto S. 2nd Street and continues west to McLoughlin Blvd/Hwy 99E, or users may cross at High Street and walk along the south side of S. 2nd Street. Using the existing traffic signal crossing, the trail continues on the east side of McLoughlin Blvd/Hwy 99E until reaching the Portland General Electric (PGE) substation entrance.

From the PGE entrance, the Interim and Permanent trail recommended alignments are identical. The trail connects between the PGE substation and McLoughlin Blvd/Hwy 99E, enters Old Canemah Park, and connects to the Canemah National Register District neighborhood.

The route through the neighborhood follows 3rd Avenue west/southwest, turns onto Ganong Street, and follows 4th Avenue until reaching the Canemah Neighborhood Children's Park.

INTERIM TRAIL RECOMMENDATION



DESIGN ASSUMPTIONS – INTERIM TRAIL

Design assumptions include the following recommended physical improvements to create a safe route for people walking and biking:

- Wayfinding and shared use signage and pavement markings between the Promenade, 2nd Street and McLoughlin Blvd
- Safety improvements along McLoughlin Blvd that create a buffer between trail users and vehicles
- An improved pathway in front of the PGE substation
- Traffic calming, signs, and pavement markings for shared Family Friendly Street on 3rd Ave, Ganong St, and 4th Ave.
- Reinforcement at the top of basalt cliff along McLoughlin Blvd

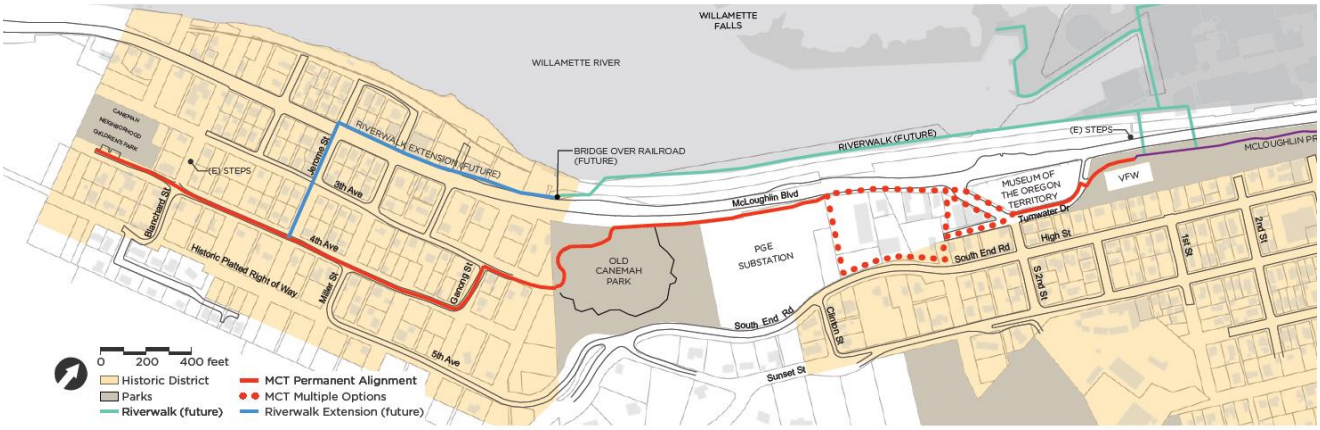
PERMANENT TRAIL ALIGNMENT RECOMMENDATION

The Permanent trail alignment recommendation begins at the McLoughlin Promenade and connects to Tumwater Drive via the Three Rivers VFW Post 1324 parking lot and a dedicated non-motorized path adjacent to the existing driveway. From there, the trail alignment is dependent on the results of future studies and private development patterns. There are several options that the trail could take to cross S 2nd St. and lead to the Portland General Electric (PGE) substation property, shown in the graphic below.

From the PGE entrance, the Interim and Permanent trail recommended alignments are identical. The trail connects between the PGE substation and McLoughlin Blvd/Hwy 99E, enters Old Canemah Park, and connects to the Canemah National Register District neighborhood.

The route through the neighborhood follows 3rd Avenue west/southwest, turns onto Ganong Street, and follows 4th Avenue until reaching the Canemah Neighborhood Children's Park.

Permanent Trail Alignment Recommendation



DESIGN ASSUMPTIONS – PERMANENT TRAIL

Design assumptions include the recommended physical improvements to create a safe route for people walking and biking.

• Dedicated ped-bike connection from VFW parking lot to Tumwater Dr. Left turn from McLoughlin Blvd/Hwy 99E onto Tumwater is permanently closed.
• Widen sidewalk to shared use path width along Tumwater Dr
• Intersection crossing of S 2nd re-designed for safety, location TBD

• Re-development of parcels between McLoughlin Blvd and Tumwater Dr south/southwest of S. 2nd Avenue, with trail alignment either along McLoughlin Blvd or tucked behind properties at bottom of bluff.
• Widen trail through Old Canemah Park
• Traffic calming, signs, and pavement markings for shared Family Friendly Street on 3rd Ave, Ganong St, and 4th Ave. Speed limit in Canemah neighborhood reduced to 20MPH.
• Cost estimate includes reinforcement at top of basalt cliff over McLoughlin Blvd.

Public Involvement and Public Comment
The creation of the McLoughlin-Canemah Trail Plan provided opportunities for public involvement in the Legislative decision making process through the community advisory group, Greenway for a Day event, online surveys, public hearing process, multiple project mailings, newspaper noticing, meetings with the Transportation Advisory Committee, Parks and Recreation Advisory Committee, Historic Review Board and Citizen Involvement Committee. A full description of the public engagement process is included in the application narrative and the full Trail Plan Report (Exhibits 2 and 3).

The City brought together a Community Advisory Group for the trail planning process that included many of the stakeholders and partners listed above. The 16 member Community Advisory Group's purpose was to guide the process to establish project goals, evaluate alternatives, and provide a recommendation to the City Commission for the final trail alignment. The recommended trail alignments reflect the near-consensus of the Advisory Group, with one member unable to support the recommendation.

The McLoughlin-Canemah Trail Plan has been available for review on the Oregon City website at the following address: https://www.orcity.org/planning/mcloughlin-canemah-trail-plan.

At the November 13, 2017 public hearing, the Planning Commission requested specific motions or votes from the Transportation Advisory Committee and the Parks and Recreation Advisory Committee. In addition to this, the project staff also held additional meetings which resulting in slight changes to the proposed plan. The additional meetings included:

- Meeting with VFW: November 27, 2017
- Advisory Group Meeting #4: December 14, 2017
- Natural Resources Committee: January 10, 2017
- Transportation Advisory Committee: January 16, 2017
- Clackamas County Historical Society: January 22, 2017
- Parks and Recreation Advisory Committee: January 25, 2017

Public Comments

Public Comments were received prior to and at the first hearing on November 13, and after the November 13th hearing. A summary table of comments and how they have been addressed is below:

Date	Commenter	Comment Topic	How Comment is Addressed
11/1/17	Matthew Carlson, Tiffany Carlson, Dr. Carl Michael Secor,	In general support of the idea of a McLoughlin-Canemah Trail, but strongly opposed to the City of Oregon	The permanent trail alignment has been modified to show multiple options, some of which do not call for

	and Tamara Secor, owners of the property at 324 Tumwater Drive	City engaging in any taking, transfer, or development of our property without our involvement and explicit consent.	use of this property. Property acquisition is not proposed at this time. The permanent trail alignment would only be implemented in the event of redevelopment of private properties in the area.
11/2/17	Paul Edgar, Canemah resident and Advisory Group member	Objection to recommendation to cross at 99E or Tuwmater Drive, concerns about the effect of a Tumwater crossing on traffic in the area. Also supports of use of High Street, South End Rd, and 5th Avenue for the trail alignment.	Permanent trail alignment has been revised to call for further study of S 2nd crossing location. Proposed TSP project C37 has been revised to reflect this as well.
11/3/17	ODOT	General support of proposed alignment	N/A
11/3/17	PGE	Appreciate opportunity to participate, propose a license agreement to manage access	N/A
11/13/17	Paul Edgar, Canemah resident and Advisory Group member	The trail should cross South 2nd at High Street where a future signal is planned	Permanent trail alignment has been revised to call for further study of S 2nd crossing location. Proposed TSP project C37 has been revised to reflect this as well.
11/13/17	Will Rasmussen on behalf of Bud's Towing	Objection to bisecting of the Bud's Towing property at 126 S McLoughlin Blvd.	The permanent trail alignment has been modified to show multiple options, based on a decision by the Advisory Group on December 14, 2017. A representative from Bud's Towing attended that meeting and participated in the group discussion of the permanent trail alignment. The options show using the very front or rear of the property, rather than bisecting the property.
Testimony at 11/13/17 hearing	Multiple Commenters	Multiple topics; see attached issues matrix that addresses each of the comments in detail	See attached issues matrix that addresses each of the comments in detail
1/16/18	Metro	General support of proposed alignment	N/A
1/16/18	James Nicita	Submitted materials regarding the City acquisition of the Budwin property in Canemah.	No changes are recommended. The Advisory Group discussed this property and recommends that the Parks and Rec Advisory Committee conduct a review of the trails master plan to determine how this property could be best utilized.

Public Notice

Notice of the first Planning Commission and City Commission public hearing dates was published in the newspaper on October 25, 2017. Notice of the public hearings was mailed to affected property owners and residents within 300 feet of the corridor plan area on October 21, 2017.

In accordance with ORS 197.610 and OAR 660-018-0020, a Notice of Proposed Amendment to the Oregon City Comprehensive Plan was provided to the Oregon Department of Land Conservation and Development 35 days prior to the first noticed Evidentiary Hearing).

Notice of the proposed amendment was provided to a variety of affected agencies including: South Fork Water Board (SFWB), Clackamas River Water (CRW), Clackamas County, Clackamas Fire District #1, Oregon City School District, Tri-City Services District, Metro, TriMet, and Oregon Department of Transportation (ODOT).

DECISION-MAKING CRITERIA:

Transportation System Plan

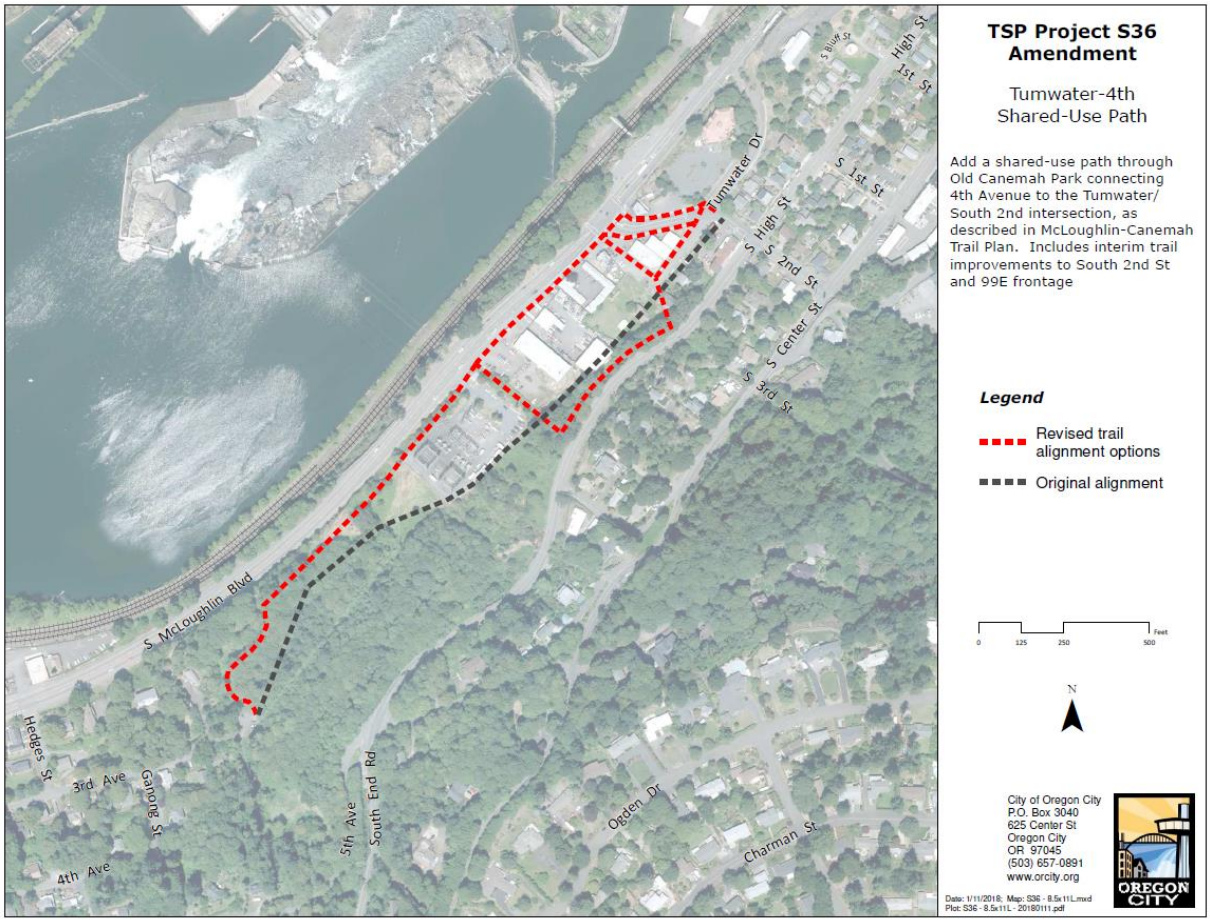
Finding: Complies as Proposed. The Transportation System Plan was used as the source to identify the improvement projects recommended in the plan. The McLoughlin-Canemah Trail Plan was previously identified as a group of three TSP projects linked together. These were S36, FF21, and FF22.
The McLoughlin-Canemah Trail Plan proposes the following TSP Project changes shown as redlines:

Project Number	Project Name	Project Extent	Description	Priority	Cost Estimate	Likely to be Funded
S36	Tumwater-4th Shared-Use Path	Tumwater Drive to 4th Avenue	Add a shared-use path through Old Canemah Park connecting 4th Avenue to the Tumwater/South 2nd intersection, as described in McLoughlin-Canemah Trail Plan. Includes interim trail improvements to South 2nd St. and 99E frontage.	~~Long-term~~Short Term	~~$590,000~~ $1,702,000	Yes
B57	Center/High Street Shared Roadway	Clinton Street to 5th Street	Add wayfinding and shared lane markings on Center Street and on a segment of High Street between 2nd St and S 2nd St.	~~Long Term Phase 3~~Short Term	~~$18,500~~ $22,200	~~No~~Yes
D96	Tumwater Drive turn closure	99E/Tumwater Drive	Close the left turn from 99E onto Tumwater Drive.	Short Term	$10,000	Yes
C37	Pedestrian/Bike Crossing of South 2nd St	South 2nd St between High Street and 99E	Improve safety of crossing; may include refuge island and pedestrian activated flasher. Traffic study to determine best location for crossing.	Long Term	$231,000	No
FF21	Canemah Family Friendly Route	~~Old Canemah Park to Cemetery Road~~Throughout Canemah Historic District	~~This site is located within the Canemah National Register District.~~ Add wayfinding, traffic calming, and shared lane	~~Long-term Phase 4~~ Short Term	~~$595,000~~ $50,000	Yes

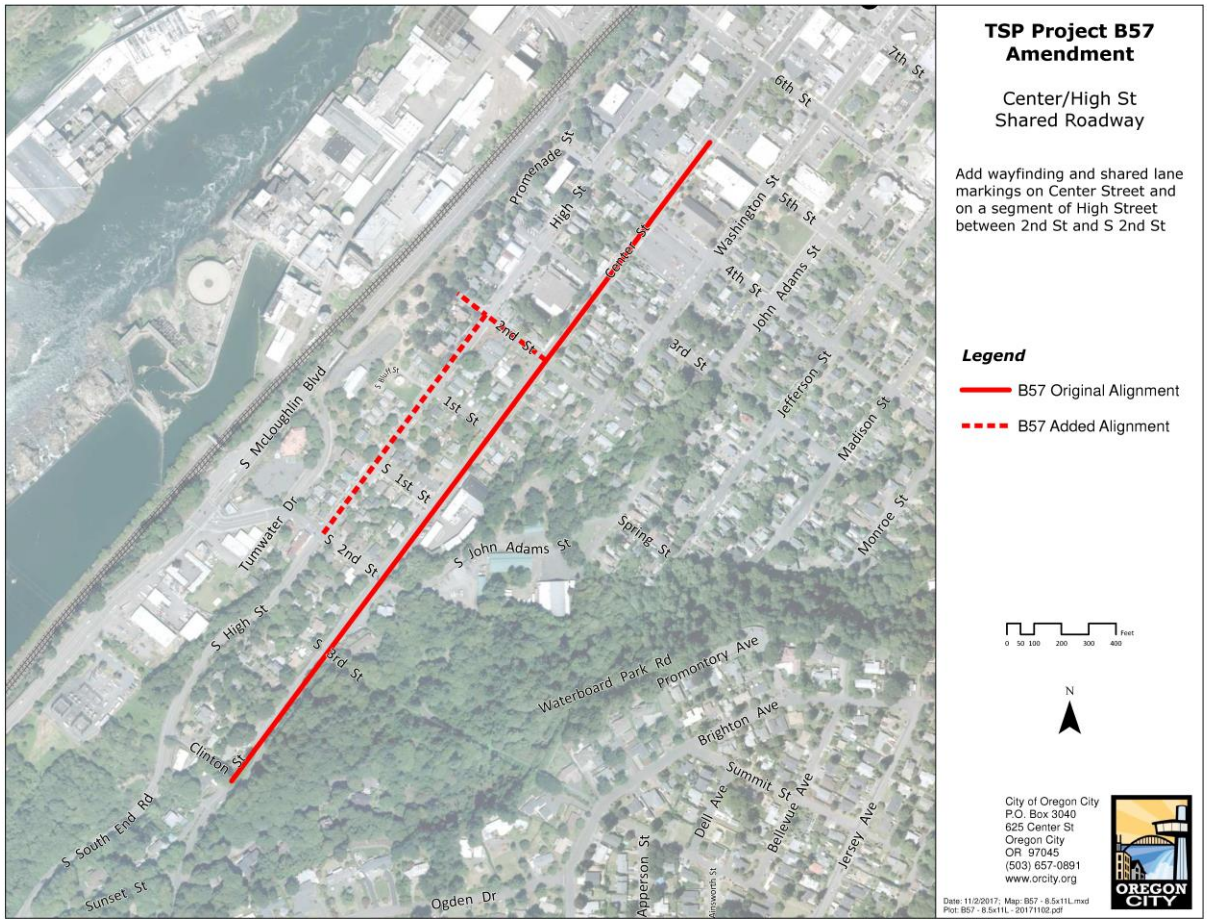
			markings~~. Add a walking path on one side of the street, if approved by the Historic Review Board.~~ on ~~Route via~~ 5th Avenue, ~~Blanchard~~ Miller Street, 4th Avenue, Ganong Street and 3rd Avenue			
FF22	Tumwater~~-South 2nd~~ Family Friendly Route	~~Waterboard Park to~~ Tumwater-4th Shared-Use Path to McLoughlin Promenade	Add sidewalks on both sides of the street. Add wayfinding and shared lane markings. Route via VFW parking lot and Tumwater Drive~~, South 2nd Street and Waterboard Park Road~~	Long-term Phase 4	~~$117,000~~ $110,000	No
FF34	Waterboard Park Family Friendly Route	Tumwater Dr to Waterboard Park	Add sidewalks, wayfinding, and shared lane markings. Route via South 2nd Street and Waterboard Park Road	Long Term Phase 4	$20,000	No

Description and Analysis of Proposed Project Amendments:

Project S36 is shown in the existing TSP as cutting through private property including the PGE substation. This proposal is to modify the alignment to show the various alignment options selected by the Advisory Group, including a change to route in front of the PGE substation. Discussions with PGE and the community advisory group identified options of going behind the fenced substation or in front of it, but for security reasons it is not recommended to go behind the substation, where the trail would be hidden and could be a potential security risk.



Project B57 is proposed to be expanded to include a segment of High Street from 2nd to South 2nd, to allow for safer bicycle use of the interim trail alignment. The High Street segment of Project B57 is planned to be completed in conjunction with planned resurfacing of the street in 2018.

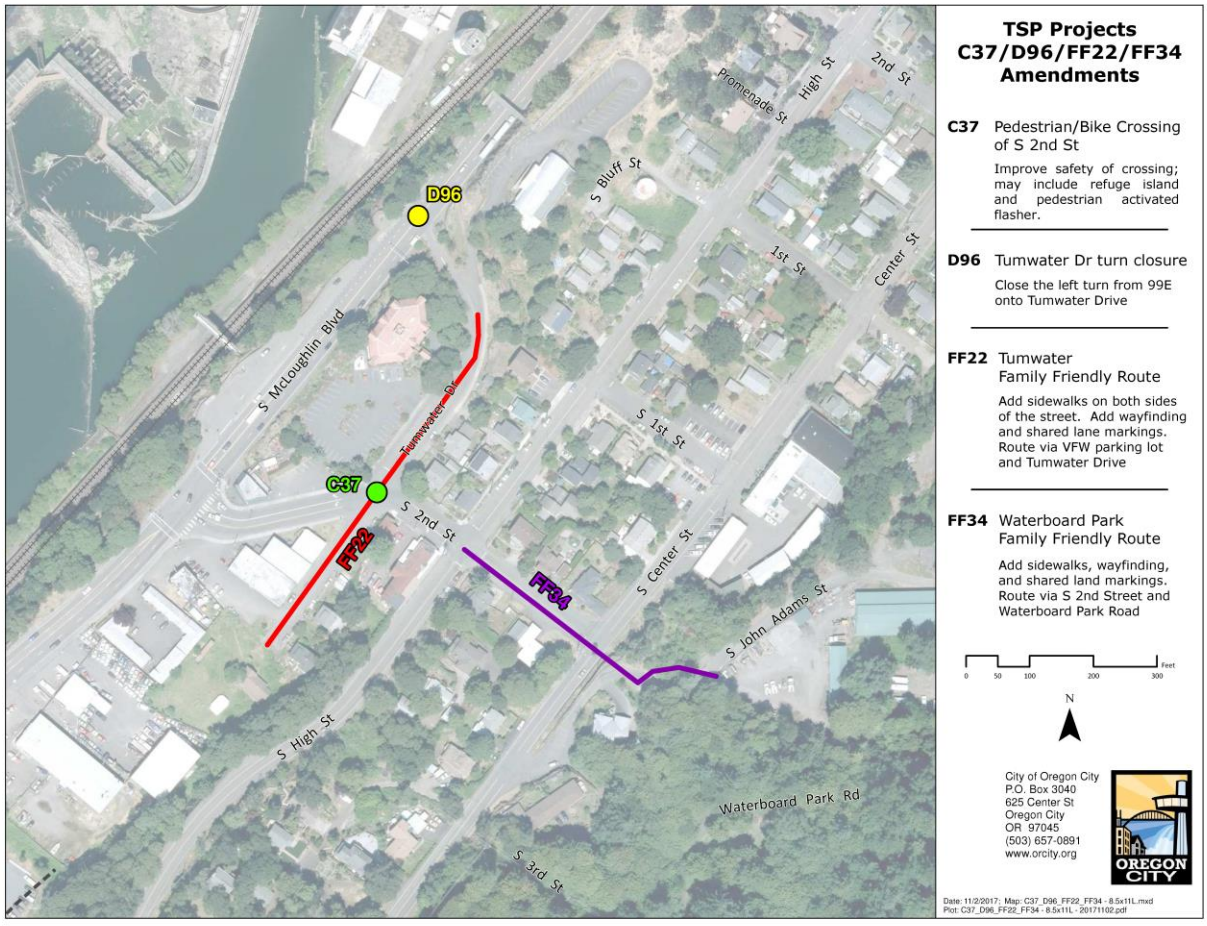


Project D96 and C37 are new projects that reflect the refined trail plan.

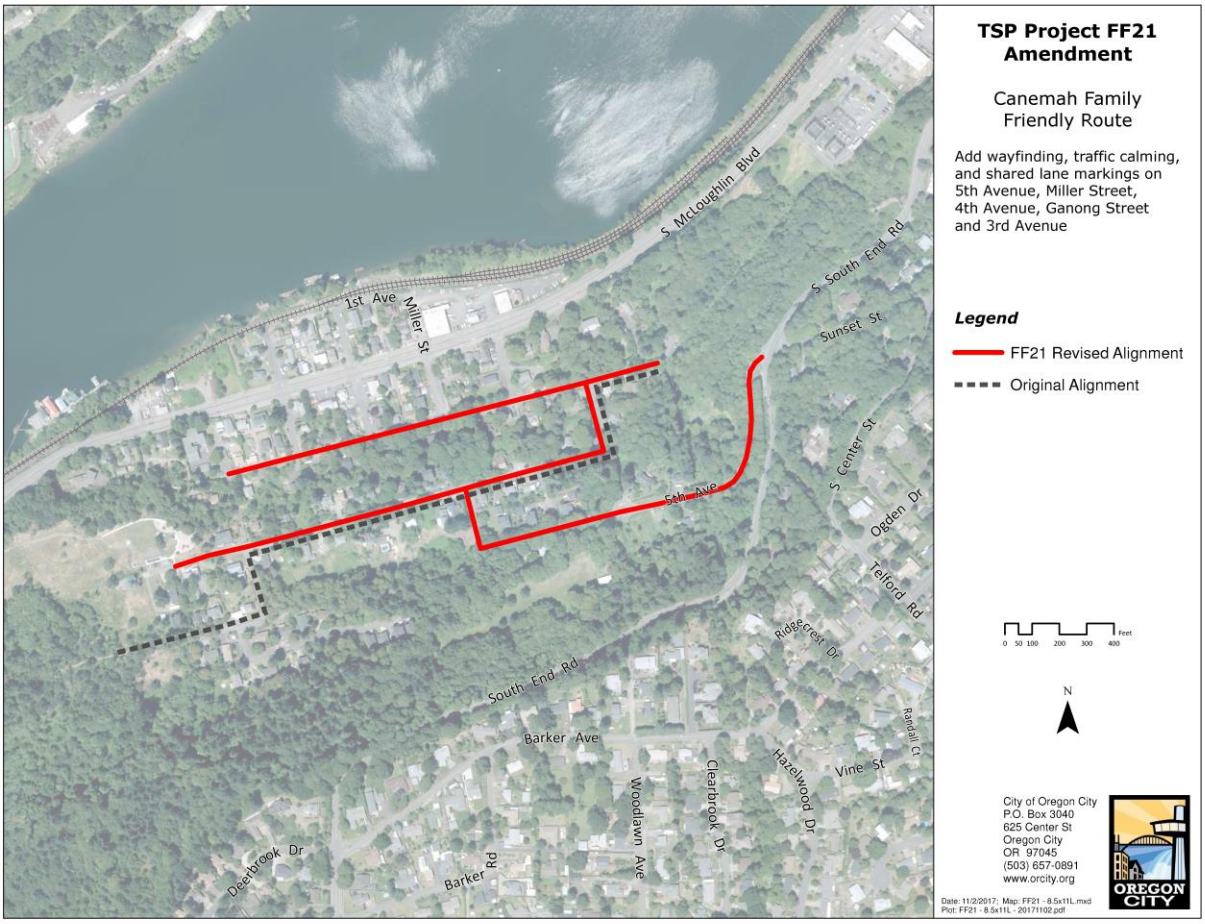
Project D96 will be a joint effort with ODOT. ODOT has completed an evaluation on Tumwater Drive left turn and recommends closure.

Project C37 would allow the permanent trail to cross South 2nd St at High Street, Tumwater Drive, or 99E with a safer crossing design. Further study is needed to determine the best location for the crossing. A conceptual sketch of what the crossing could look like at Tumwater Drive is included in the Trail Plan report (Exhibit 2).

Project FF34 is a new project resulting from the separation of the Waterboard Park segment of Project FF22. FF34 is not part of the scope of the McLoughlin-Canemah Trail, so it has been separated out from the Tumwater portion. Now, project FF22 only includes Tuwmater and is fully part of the trail plan.



Project FF21 is proposed to be expanded to include additional streets within Canemah. Because Canemah lacks sidewalks and the historic status and existing development pattern make sidewalk installation extremely unlikely, it is recommended to include the typical vehicle route through Canemah as a family friendly route to make it safer for people who are walking and biking in the neighborhood. Currently, residents are deterred from walking and biking within their own neighborhood due to the lack of facilities and speeding traffic. Project FF21 includes the installation of traffic calming, shared street markings and wayfinding signage on 3rd Avenue, 4th Avenue, and 5th Avenue in Canemah, including the connecting streets. Paired with a reduced speed limit of 20MPH, it is expected that these measures will create a safer environment for residents who want to walk and bike, for school children walking to their bus stops, and for people using the McLoughlin-Canemah Trail.



Cost estimates that have been revised in the table above are based on planning-level cost estimates from 2017 from ALTA Planning + Design. This amendment does not amend the System Development Charge (SDC) rates; but does include updated cost estimates. SDC rates may be updated through a separate ordinance in the future.

Trails Master Plan and Parks Master Plan:

Finding: Complies as Proposed. The Trails Master Plan, adopted in 2004, includes the McLoughlin-Canemah Trail as project L19, and the Oregon City Loop Trail as project R3. The Parks Master Plan was last updated in 2008.

Amendments to these plans are proposed as follows:

1. Adopt McLoughlin- Canemah Trail Plan Report as Ancillary document to the Trails Master Plan
2. Add project to Parks Master Plan to modify or expand the existing driveway to Promenade parking lot (next to VFW) for pedestrian and bike use
3. Add project to parks Master Plan to connect Promenade to 2nd Street with paved walking path
4. Amend Trails Master Plan Project List (complete table with redlines shown in Exhibit 3):

ID	Trail	From - To	Type	Description	Acquisition/Easement	Length (miles)	Lead Responsibility	Trail Costs
L19	McLoughlin-Canemah Trail	Promenade to Canemah Children's Park	Paved Trail, sidewalk, on-street	An on-street trail would extend through the Canemah neighborhood to a paved trail through Old Canemah Park to the PGE substation. The shared used path would continue across S 2nd to the VFW and Promenade.	Easements needed to cross PGE property to McLoughlin Blvd. Acquisition or dedication of private property between PGE and S 2nd St.	0.95	Oregon City Parks and Recreation, Oregon City Public Works	$2,100,124
R3	Oregon City Loop Trail	Beavercreek Rd. - Hwy. 213 (excludes Newell Creek Canyon Trail section) to Willamette Greenway Trail	Shared Use path, on-street, boardwalk	Regional trail would generally follow the Oregon City UGB on a collection of local roads, through new development, along powerline right-of-way, and down the bluff to link up with the Promenade and riverwalk in downtown Oregon City. Includes multiple TSP projects and the McLoughlin-Canemah Trail.	New development, easements on Canemah Bluff	11.2	Oregon City, Clackamas County, Metro	$2,469,331

Project L19 is proposed to be revised to include the full trail alignment, including streets within Canemah. The project overlaps with the Transportation System Plan projects and is consistent with them.

Project R3 is proposed to be revised to include the McLoughlin-Canemah trail in order to ensure full connectivity to the Willamette Greenway Trail and the Willamette Falls riverwalk. This change results in Project L19 officially becoming a segment of the Oregon City Loop Trail and corrects inconsistencies between Oregon City's local plans and the Regional Trails Plan.

Chapter 17.68: Zone Changes and Amendments
17.68.020 Criteria.
The criteria for a zone change are set forth as follows:

A. The proposal shall be consistent with the goals and policies of the Comprehensive Plan.

Oregon City Comprehensive Plan

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."

The McLoughlin-Canemah Trail Plan is a special purpose plan which will be adopted as an ancillary document to the Oregon City Trails Master Plan and Transportation System Plan (TSP). The TSP is an adopted ancillary document to the Oregon City Comprehensive Plan. The TSP is both a technical document and a conceptual guide that requires regular review.

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: Complies as Proposed. The McLoughlin-Canemah Trail Plan is a special purpose plan that is part of the City's Transportation System Plan, an adopted Ancillary Document to the Oregon City Comprehensive Plan. The TSP is both a technical document and a conceptual guide that requires regular review in order to maintain and update it. The applicant, City of Oregon City, has presented the update for input by the residents, affected agencies, property owners, the Parks and Recreation Advisory Committee, the Historic Review Board, Transportation Advisory Committee, Natural Resources Committee, Neighborhood Associations, 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.

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

Finding: Complies as Proposed. The McLoughlin-Canemah Trail Plan provides an analysis of existing conditions and provides direction for future development, funding and needs. A review of the Natural Resources Overlay District and reconnaissance level wetlands review has shown that the trail may impact regulated natural resources and will be required to follow permitting requirements.

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

Finding: **Complies as Proposed.** The McLoughlin-Canemah Trail Plan was created through a robust public engagement process in order to reflect community needs, desires, attitudes, and conditions.

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

Finding: **Complies as Proposed.** The McLoughlin-Canemah Trail Plan includes an analysis of existing conditions including reconnaissance of natural resources and slopes, ODOT plans and conditions, Willamette Falls riverwalk plans, and all updated master plans adopted by the City.

Section 1 Citizen Involvement

Goal 1.2 Community and Comprehensive Planning
Ensure that citizens, neighborhood groups, and affected property owners are involved in all phases of the comprehensive planning program.
Policy 1.2.1 - Encourage citizens to participate in appropriate government functions and land-use planning.
Goal 1.3 Community Education - Provide education for individuals, groups, and communities to ensure effective participation in decision-making processes that affect the livability of neighborhoods.
Goal 1.4 Community Involvement - Provide complete information for individuals, groups, and communities to participate in public policy planning and implementation of policies.
Policy 1.4.1 - Notify citizens about community involvement opportunities when they occur.
Goal 1.5 Government/Community Relations -Provide a framework for facilitating open, two-way communication between City representatives and individuals, groups, and communities.

Finding: Complies as Proposed. The City brought together a Community Advisory Group for the trail planning process that included many of the stakeholders and partners listed above. The 16-member Community Advisory Group's purpose was to guide the process to establish project goals, evaluate alternatives, and provide a recommendation to the City Commission for the final trail alignment. The City also hosted Greenway for a Day to engage the larger community, and held an online survey available to all. The event was advertised to all residents and property owners in the vicinity of the trail, and was covered in the local media.

Letters were mailed to property owners along the potential trail routes three times during the process: at the beginning of the process, for the Greenway event, and as part of the land use notice requirements.

This application was noticed by mailings to all properties within 300 feet of the three alternative trail alignments and notice in the newspaper.

Section 2: Land Use

Goal 2.1 Efficient Use of Land
Ensure that property planned for residential, commercial, office, and industrial uses is used efficiently and that land is developed following principals of sustainable development
Policy 2.1.3 Encourage sub-area master planning for larger developments or parcels, including re-development, where it may be feasible to develop more mixed uses, or campus-style industrial parks, with shared parking and landscaping areas. Allow development to vary from prescriptive standards if planned and approved under this provision.
Policy 2.1.4 Use redevelopment programs such as urban renewal to help redevelop underutilized commercial and industrial land.
Goal 2.6 Industrial Land Development
Ensure an adequate supply of land for major industrial employers with family-wage jobs.
Policy 2.6.7 Establish priorities to ensure that adequate public facilities are available to support the desired industrial development.

Finding: Complies as Proposed. No change to land uses are proposed. The trail aims to connect residents to commercial areas.

Goal 2.4: *Neighborhood Livability - Provide a sense of place and identity for residents and visitors by protecting and maintaining neighborhoods as the basic unit of community life in Oregon City while implementing the goals and policies of the other sections of the Comprehensive Plan.*

Policy 2.4.2 Strive to establish facilities and land uses in every neighborhood that help give vibrancy, a sense of place, and a feeling of uniqueness; such as activity centers and points of interest.

Finding: Complies as Proposed. The trail aims to connect residents to commercial areas, and to provide connections between unique neighborhood amenities such as Old Canemah Park, the McLoughlin Promenade, and the Museum of the Oregon Territory. The trail will add to the vibrancy of the area by creating a safer environment for people to travel within their neighborhoods on foot and by bicycle.

Section 5: Natural Resources

Goal 5.4 Natural Resources

Identify and seek strategies to conserve and restore Oregon City's natural resources, including air, surface and subsurface water, geologic features, soils, vegetation, and fish and wildlife, in order to sustain quality of life for current and future citizens and visitors, and the long-term viability of the ecological systems.

Policy 5.4.1 - Conserve and restore ecological structure, processes and functions within the city to closely approximate natural ecosystem structure, processes, and functions.

Policy 5.4.2 - Cooperate with Clackamas County, Metro and other agencies to identify and protect wildlife habitat, distinctive natural areas, corridors and linkages and other ecological resources within the Urban Growth Boundary and incorporate the information into the Urban Growth Management Agreement with Clackamas County.

Policy 5.4.4- Consider natural resources and their contribution to quality of life as a key community value when planning, evaluating and assessing costs of City actions.

Policy 5.4.8 - Conserve natural resources that have significant functions and values related to flood protection, sediment and erosion control, water quality, groundwater recharge and discharge, education, vegetation and fish, and wildlife habitat.

Policy 5.4.9 - Protect and enhance riparian corridors along streams in Oregon City to increase shade, reduce streambank erosion and intrusion of sediments, and provide habitat for a variety of plants, animals, and fish.

Policy 5.4.12 - Use a watershed-scale assessment when reviewing and planning for the potential effects from development, whether private or public, on water quality and quantity entering streams.

Finding: Complies as Proposed. The trail plan included an analysis and on-the-ground reconnaissance of natural resources. Areas with wetlands and streams were considered in the alternatives, but ultimately ruled out. Creating safe travel corridors for pedestrian and bikes will allow more people to avoid driving, which will better preserve and protect natural resources. When permits are sought for trail construction, any applicable land use review for Natural Resource Overlay District and Geologic Hazard Overlay District will be required.

Section 6: Quality of Air, Water and Land Resources

Goal 6.1 Air Quality -Promote the conservation, protection and improvement of the quality of the air in Oregon City.

Policy 6.1.2 -Ensure that development practices comply with or exceed regional, state, and federal standards for air quality.

Policy 6.3.3 Employ practices in City operations and facilities, including street lighting, which increases safety and reduces unnecessary glare, light trespass, and light pollution.

Finding: Complies as Proposed. The trail plan included an analysis and on-the-ground reconnaissance of natural resources. Areas with wetlands and streams were considered in the alternatives, but ultimately ruled out. Creating safe travel corridors for pedestrian and bikes will allow more people to avoid driving, which will better preserve and protect natural resources. When permits are sought for trail construction, any applicable land use review for Natural Resource Overlay District and Geologic Hazard Overlay District will be required.

Goal 7.1: Natural Hazards

Protect life and reduce property loss from the destruction associated with natural hazards.

Finding: Complies as Proposed. The trail plan included an analysis and on-the-ground reconnaissance of geologic hazards, including landslide areas within Canemah. The basalt cliff near PGE and Old Canemah

Park will need to be reinforced to ensure safety. Trail alignment options that included significant new disturbance in landslide areas, such as Alignment option C, were not recommended.

Goal 5.2: Scenic Views & Scenic Sites
Protect the scenic qualities of Oregon City and scenic views of the surrounding landscape.
Policy 5.2.1 -Identify and protect significant views of local and distant features such as Mt. Hood, the Cascade Mountains, the Clackamas River Valley, the Willamette River, Willamette Falls, the Tualatin Mountains, Newell Creek Canyon, and the skyline of the city of Portland, as viewed from within the city.
Finding: Complies as Proposed. One of the goals for the trail plan established by the Community Advisory group was to include views of Willamette Falls. The recommended trail alignment through Old Canemah Park provides stellar views above the Falls.

Goal 5.3: Historic Resources
Encourage the preservation and rehabilitation of homes and other buildings of historic or architectural significance in Oregon City.
Finding: Complies as Proposed. The trail involves both the McLoughlin-Promenade, a National Register landmark, and the Canemah National Register Historic District. Before any physical changes are made to these resources, plans will be reviewed by the Historic Review Board. Major infrastructure changes in Canemah are not recommended; instead, painted street markings and wayfinding signage are preferred.

Goal 5.4: ***Natural Resources***
Identify and seek strategies to conserve and restore Oregon City's natural resources, including air, surface and subsurface water, geologic features, soils, vegetation, and fish and wildlife, in order to sustain quality of life for current and future citizens and visitors, and the long-term viability of the ecological systems.
Policy 5.4.4 - Consider natural resources and their contribution to quality of life as a key community value when planning, evaluating or assessing costs of city actions.
Policy 5.4.7 - The city shall encourage preservation over mitigation when making decisions that affect wetlands and a "no net loss" approach to wetland protection.
Policy 5.4.17 - Protect and maintain groundwater recharge through conservation and enhancement of wetlands and open space.
Finding: Complies as Proposed. The trail plan included an analysis and on-the-ground reconnaissance of natural resources. Areas with wetlands and streams were considered in the alternatives, but ultimately ruled out. When permits are sought for trail construction, any applicable land use review for Natural Resource Overlay District and Geologic Hazard Overlay District will be required.

Goal 8.1: Developing Oregon City's Park and Recreation System
Maintain and enhance the existing park and recreation system while planning for future expansion to meet residential growth.
Policy 8.1.5 - Identify and construct a network of off-street trails throughout the city for walking and jogging.
Policy 8.1.7 - Seek out opportunities to coordinate and partner with other departments, agencies, and jurisdictions to fulfill the aims of the Parks and Recreation Master Plan.
Finding: Complies as Proposed. The trail plan directly implements these goals and policies by refining plans for new trails and coordinating with the other departments and agencies. The trail will connect the City's existing park assets, including the Promenade, Old Canemah Park, and Canemah Children's Park.

Section 11: Public Facilities
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.
Policy 11.1.1
Ensure adequate public funding for the following public facilities and services, if feasible:
• Transportation infrastructure

Policy 11.1.2
Provide public facilities and services consistent with the goals, policies and implementing measures of the Comprehensive Plan, if feasible.
Policy 11.17
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: Complies as Proposed. The trail plan is a refinement of several projects found in the City's adopted Transportation System Plan. The plan includes prioritization and cost estimates for trail elements.

Goal 11.6 Transportation Infrastructure
Optimize the City's investment in transportation infrastructure.
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 as Proposed. The McLoughlin-Canemah Trail Plan includes solutions to create a safer and more connected environment for walking and biking. It includes a shared use path on 99E, which currently lacks bicycle and pedestrian facilities within the corridor. It will better connect residential areas to the regional center by connecting with the McLoughlin Promenade, which allows direct access to downtown via the elevator.

Section 12: Transportation
Goal 12.1 Land Use-Transportation Connection
Ensure that the mutually supportive nature of land use and transportation is recognized in planning for the future of Oregon City.
Policy 12.1.1 - Maintain and enhance citywide transportation functionality by emphasizing multi-modal travel options for all types of land uses.
Policy 12.1.4 - Provide walkable neighborhoods. They are desirable places to live, work, learn and play, and therefore a key component of smart growth.
Finding: Complies as Proposed. Implementation of the plan will result in a more complete transportation system with a variety of multi-modal travel options. The plan will create a more walkable environment within the Canemah and McLoughlin Neighborhoods through the use of traffic calming, addition of shared use paths, and signage.

Goal 12.3 Multi-Modal Travel Options
Develop and maintain a transportation system that provides and encourages a variety of multi-modal travel options to meet the mobility needs of all Oregon
City residents.
Policy 12.3.1 -Provide an interconnected and accessible street system that minimizes vehicle miles traveled and inappropriate neighborhood cut through traffic.
Policy 12.3.2 -Provide an interconnected and accessible pedestrian system that links residential areas with major pedestrian generators such as employment centers, public facilities, and recreational areas.
Policy 12.3.3 - Provide a well-defined and accessible bicycle network that links residential areas, major bicycle generators, employment centers, recreational areas, and the arterial and collector roadway network.
Policy 12.3.4 -Ensure the adequacy of pedestrian and bicycle connections to local, county, and regional trails.
Policy 12.3.5 -Promote and encourage a public transit system that ensures efficient accessibility, mobility, and interconnectivity between travel modes for all residents of Oregon City.
Policy 12.3.6 -Establish a truck route network that ensures efficient access and mobility to commercial and industrial areas while minimizing adverse residential impacts.
Policy 12.3.8 -Ensure that the multi-modal transportation system preserves, protects, and supports the environmental integrity of the Oregon City community.

Policy 12.3.9 -Ensure that the city's transportation system is coordinated with regional transportation facility plans and policies of partnering and affected agencies.

Finding: Complies as Proposed. The McLoughlin-Canemah Trail Plan provides opportunities to facilitate increased travel opportunities for pedestrians and bicyclists by providing a complete travel facility. Implementation of the plan will result in a more complete transportation system with a variety of multi-modal travel options. The trail connects important destinations (parks, schools, residences, and employment) with multiple modal options.

Goal 12.5 Safety

Develop and maintain a transportation system that is safe.

Policy 12.5.1 -Identify improvements that are needed to increase the safety of the transportation system for all users.

Policy 12.5.2 -Identify and implement ways to minimize conflict points between different modes of travel.

Policy 12.5.3 -Improve the safety of vehicular, rail, bicycle, and pedestrian crossings.

Finding: Complies as Proposed. The plan will increase safety along the corridor by providing a safe place for bicyclists and pedestrians to travel along the corridor. The plan includes the following improvements that will reduce conflicts:

- Closure of Left Turn from 99E to Tuwmater Drive
- Addition of a path to the existing VFW driveway from the trail alignment.
- Improved safety for crossing of South 2nd
- Reduced speed limits, traffic calming designs, and street markings within the Canemah Historic District to create a safer shared street. Due to the historic designation, it is not appropriate to add sidewalks, curbs, and gutters within Canemah.

Goal 12.7 Sustainable Approach

Promote a transportation system that supports sustainable practices.

Policy 12.7.4 - Promote multi-modal transportation links and facilities as a means of limiting traffic congestion.

Finding: Complies as Proposed. The plan will increase safety along the corridor by providing a safe place for bicyclists and pedestrians to travel along the corridor. The plan also includes crossings to assist pedestrians and bicyclists in crossing. The trail will give local residents more choices about how they travel, which can alleviate traffic by reducing vehicle trips.

Goal 12.8 Implementation/Funding

Identify and implement needed transportation system improvements using available funding.

Policy 12.8.1 - Maximize the efficiency of the Oregon City transportation system, thus minimizing the required financial investment in transportation improvements, without adversely impacting neighboring jurisdictions and facilities.

Finding: Complies as Proposed. The proposed projects in the plan will maximize the efficiency of the transportation system by providing multi-modal connectivity throughout the corridor and the surrounding areas. The preferred alignment is the least costly of the three alternative alignments that were evaluated. The project can be funded with multiple sources, including grants and private contributions. By placing some of the trail alignment within private property that has redevelopment potential, the City will be able to partner with future developers to build a segment of the trail, reducing the need for costly right of way acquisition.

17.68.020.B. That public facilities and services (water, sewer, storm drainage, transportation, schools, police and fire protection) are presently capable of supporting the uses allowed by the zone, or can be made available prior to issuing a certificate of occupancy. Service shall be sufficient to support the range of uses and development allowed by the zone.

Finding: Not Applicable. No zone change is proposed.

17.68.020.C. The 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.

Finding: Not Applicable. No zone change is proposed.

17.68.020.D. Statewide planning goals shall be addressed if the comprehensive plan does not contain specific policies or provisions which control the amendment.

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: Complies as Proposed. This goal is implemented through the applicable Goals and Policies in Section 1 of the Oregon City Comprehensive Plan: Citizen Involvement. Development of the plan included an extensive public involvement effort. Oregon City has presented the project to the public at a series of meetings including the Parks and Rec advisory Committee, Transportation Advisory Committee, Neighborhood Associations, Historic Review Board, Planning Commission and City Commission. Documentation produced with the corridor plan has been posted on the project website throughout the duration of the project and comments have been integrated into the final product. The product will be reviewed through the Legislative approval process.

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: Complies as Proposed. This goal is implemented through the applicable Goals and Policies in Section 2 of the Oregon City Comprehensive Plan: Land Use. Because the plan is an ancillary document to the City's Transportation System Plan and Comprehensive Plan, the application was processed pursuant to the legislative hearing process outlined in Section 17.50.170 of the Oregon City Municipal Code.

STATEWIDE PLANNING GOAL 5:

To protect natural resources and conserve scenic and historic areas and open spaces.

Finding: Complies as Proposed. 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 Oregon City Municipal Code contains 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 as identified in OCMC 17.49.150 as part of a Type II or Type III review process.

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

The improvements recommended in the plan will result in less pollution by providing a safe opportunity for pedestrian and bicycle travel.

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: Complies as Proposed. 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). The relevant Public Facilities goals and policies and findings are discussed in greater detail above.

STATEWIDE PLANNING GOAL 12:
To provide and encourage a safe, convenient and economic transportation system.
Finding: Complies as Proposed. 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. The plan will increase safety along the corridor by providing a safe place for bicyclists and pedestrians to travel along the corridor. The plan also includes crossings to assist pedestrians and bicyclists in crossing streets.

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: Complies as Proposed. 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 will support efficient use of land and encourage walking and biking by providing a cohesive transportation system for a variety of modes.

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: Complies as Proposed. The plan will increase safety along the corridor by providing a safe place for bicyclists and pedestrians to travel along the corridor. The plan also includes crossings to assist pedestrians and bicyclists in crossing intersections. It is designed to be as flat as possible to be accessible to people in wheelchairs and pushing strollers.

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: Complies as Proposed. The plan will increase safety along the corridor by providing a safe place for bicyclists and pedestrians to travel along the corridor. The plan also includes crossings to assist pedestrians and bicyclists in crossing. The trail will give local residents more choices about how they travel, which can alleviate traffic by reducing vehicle trips.

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: Complies as Proposed. The plan will increase safety along the corridor by providing a safe place for bicyclists and pedestrians to travel along the corridor. The plan also includes crossings to assist pedestrians and bicyclists in crossing intersections. It is designed to be as flat as possible to be accessible to people in wheelchairs and pushing strollers.

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: Complies as Proposed. The City worked with ODOT throughout the process. ODOT was represented on the community advisory group. Clackamas County was consulted during the process as well, and provided comments to the City.

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.

Finding: Complies as Proposed. Development of the plan included an extensive public involvement effort. Oregon City has presented the project to the public at a series of meetings including the Parks and Rec advisory Committee, Transportation Advisory Committee, Neighborhood Associations, Historic Review Board, Planning Commission and City Commission. Documentation produced with the corridor plan has been posted on the project website throughout the duration of the project and comments have been integrated into the final product. The product will be reviewed through the Legislative approval process.

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: Complies as Proposed. The planning process was advertised to all neighbors equally and meetings were held in accessible locations at convenient times. The plan will be reviewed through the Legislative approval process.

<u>Oregon Highway Plan</u>

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 Oregon City TSP are addressed below.

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: Complies as Proposed. The McLoughlin-Canemah Trail Plan will improve both safety and efficiency of the corridor by addressing the needs of alternative transportation users with paths, sidewalks and bicycle lanes and construction of intersection improvements.

Policy 2F *(Traffic Safety) improves the safety of the highway system.*
Finding: Complies as Proposed. The McLoughlin-Canemah Trail Plan is aligned along state highway 99E. It includes improvements for bicycles and pedestrian along that segment of 99E which currently lacks facilities.

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.
Finding: Complies as Proposed. The McLoughlin-Canemah Trail Plan is in compliance with the TPR through its improvement of non-vehicular travel options and compliance with the Goals and Policies of the Comprehensive Plan. No traffic studies are required for adoption of the plan.

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: Complies as Proposed. The McLoughlin-Canemah Trail Plan includes identified projects listed in the TSP. The TSP is consistent with and implements the policies within the RTFP.

RECOMMENDATION
Based on the findings identified above, the McLoughlin-Canemah Trail Plan complies with the review criteria. Staff recommends approval of Planning file L 17-02.

EXHIBITS
1) Planning Commission Issues Matrix in response to November 13, 2017 hearing
2) McLoughlin-Canemah Trail Plan Alignment Feasibility and Evaluation Report - Revised
3) Legislative Application
4) Public Comments