

MEMORANDUM

To: City Commission
From: Pete Walter, AICP, Associate Planner
Re: South End Concept Plan Public Hearing – February 19, 2014
Date: February 12, 2014

This memorandum provides an additional explanation and summary of the Planning Commission's February 10, 2014 vote of 5-0 to recommend approval the South End Concept Plan, summarize additional findings from the Planning Commission "Issues Matrix" to supplement the staff report and findings, and enter all exhibits received to date into the record for the adoption of the South End Concept Plan.

Additional Findings

Staff prepared the Planning Commission Issues Matrix (Exhibit 2) in order to summarize and respond accurately to specific concerns raised during the Planning Commission public hearing process. This "issue matrix" contains further recommendations for adoption of the South End Concept Plan and was accepted in its entirety as adequately addressing the outstanding concerns raised during the hearing process.

The following specific findings are provided to tie back the Issues Matrix to the Comprehensive Plan Goals and Policies addressed in the December 9 Staff Report.

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.

Additional Finding: Complies. The public raised specific concerns regarding traffic demand relying on 2011 traffic counts, Regional Travel Demand methodologies and ITE manual classifications as a means of calculating demand rather than DKS Engineering and Replinger and Associates, licensed transportation-engineers, and explained that these are not accepted ways to project demand. These findings were confirmed by Metro and ODOT representatives. DKS explained that demand issues are addressed by the Transportation Element and Appendices in the plan, the fact that the Metro Regional Transportation Plan requires use of Transportation Demand methodology, and the various Transportation Elements and follow-up reports from DKS, Replinger and Associates, County Transportation Department, ODOT and others. Current actions include DKS Consulting's explanation of the methodology at the Planning Commission and City Commission

hearings. The Traffic Advisory Committee voted 9-0 to approve the SECP Transportation element with the addition of any information from consultants DKS (See minutes attached). Based on the following, the Planning Commission recommended approval of the Concept Plan and also included the following recommendations:

- *Update and refine Traffic Count Information as it becomes available*
- *Review and Monitor Traffic Intersections for adequate LOS / V/C ratio*
- *Continue to review Transportation SDC rates*
- *Refine CIP to accurately reflect cost of identified improvements*

Staff believes that all of these items will occur as properties within South End are rezoned and developed over time. Similarly, the City has a process in place for periodically reviewing Transportation SDC rates as well as its CIP.

Goal 12.2 Local and Regional Transit

Promote regional mass transit (South Corridor bus, Bus Rapid Transit, and light rail) that will serve Oregon City.

Additional Finding: Complies or Not Applicable. The Planning Commission received specific concerns about the lack of transit service to South End, limiting senior mobility options, and the need to restore transit service as economic conditions improve after recession, and the need for a “B. Plan” if Tri-Met union negotiations fail. The South End Concept Plan provides recommendations for a range of options for Transit on page 28. The Planning Commission acknowledged the impossibility of providing transit service until there are a sufficient number of residents to support the service. Withdrawing from Tri-Met is a larger issue not within the scope of the City’s consideration of this concept plan. The City Commission and Public Works Director are working on this issue and are seeking to restore transit were possible. Tri-Met is kicking off South East Service Enhancement public involvement process. The Transportation System Plan already provides recommendations for transit service which will continue to guide urbanization decisions in this area over time.

The Planning Commission concluded that this plan policy is directed at encouraging City participation in larger regional discussions about mass transit service, and to further than end, *the Planning Commission recommended that staff continue to work within framework of Tri-Met Service Enhancement Plan process for the Southeast portion of the District* www.trimet.org/sep/ or the city’s website at <http://www.oregoncity.org/community/trimet-launches-outreach-process>

Goal 12.5 Safety

Develop and maintain a transportation system that is safe.



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

Additional Finding: Complies. Specific concerns were raised regarding impacts from 99-E Accident Route Diversion. South End is an incident route for when 99-E is closed. Closure of 99E occurs 2-3 times a year and may impact South End Road. This was not identified as an issue by the public during the hearings and it is outside the scope of this legislative proposal that is limited to land use planning. However, *the Planning Commission recommended that additional signage and early public information alerts be used to notify residents during those events to be aware of the additional traffic and consider alternative routes.*

Policy 12.1.5

Investigate the possibility of a new street connection between South End Road and Highway 99E between Downtown and New Era.

Additional Finding: Complies. Specific concerns were raised by the public for an additional access road to serve the area. Neither TSP nor SECP includes vehicle access roads through Canemah Bluffs due to jurisdiction, cost and environmental impacts, however a regional multi-modal walking and biking trail is part of the city's TSP and the Metro RTP. This is addressed through the TSP and SECP with a second collector loop Road connection to South Central Point Rd. *Although the Planning Commission found that adequate access and capacity was available to support the planned uses, the Planning Commission recommended the coordination of future studies with Clackamas County, Metro and ODOT via the Public Works Director and Transportation Advisory Committee for further work in this area, if resources become available.*

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.

Additional Finding: Complies. The Planning Commission heard concerns over impacts to water quality areas, detention facilities locations and designs, off-site impacts to a drainages outside of plan areas. This issue is addressed by the Natural Resource sections of the SECP, its Appendix, Chapter 5 -Natural Resources, through the application of OCMC 17.49 – NROD, OCMC 13.12 – Stormwater, and through the City's NPDES-MS4 permit compliance process. Additionally, drainage plans for development applications must document soil conditions on site and map Water Quality Resource Areas (WQRAs). These standards include mandatory standards within Natural Resource Overlay District (NROD) areas, and voluntary best management practices outside of NROD.

Additionally, Public Works has a multi-year work program for NPDES (National Pollutant Elimination Discharge System) Permit Implementation and is in the process of updating the Stormwater Mgmt. and LID standards.

Regarding habitat and tree protection, specific concerns were raised about protection of upland habitat, trees and stands outside of mapped NROD areas. This is addressed by the identification of specific habitat and tree areas in the plan, and through OCMC 17.41 Tree Protection. No additional action is proposed at this time.

Although the Planning Commission found the existing regulatory protections adequate, the Planning Commission also recommended that staff review OCMC 17.41 to determine whether additional protection or mitigation is needed via legislative process in 2014.

The Planning Commission recommended implementation of Best Management Practices (BMPs) for Low Impact Development to maximize public involvement and input on the NPDES permit compliance and LID standards when the process begins.

Goal 10.1 Diverse Housing Opportunities

Provide for the planning, development and preservation of a variety of housing types and lot sizes.

Additional Finding: Complies. The Planning Commission received testimony emphasizing the need for senior dwelling single-story floor plans, and housing that supports aging in place with mobility. This concern is addressed in detail in the Title 11 Compliance Report regarding housing variety and affordability. City code and policies already provide for transitional living, senior living, group homes and cottage housing in Single Family Residential zones as well as other zones. The code does not prohibit single story dwellings. The market will provide if there is sufficient demand. *Although the Planning Commission concluded that the proposed concept plan does permit the construction of a variety of housing options, it also directed staff to draft possible incentives for single-story plans or ground floor master bedrooms in the Residential Design Standards in OCMC 17.20 in late 2014 as part of city-wide code updates.*

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.

Additional Finding: Complies. The public voiced their concern over the need for accurate estimates for costs of infrastructure and SDCs, and the need to update concept plan estimates for public infrastructure as new information is made available. This is addressed in the Title 11

Analysis for public infrastructures as reviewed by the Technical Advisory Team and approved by Metro. See also the applicable updates to the various “Ancillary Documents” (Water, Sewer, Transportation, Storm water Master Plans). Currently, Public Works Department is starting to update the storm water and sewer master plans 2014-2015 which will inform these determinations as well.

Although the Planning Commission concluded that adequate public facilities can be made available to support uses identified in the Concept Plan, the Planning Commission recommends that staff provide regular updates regarding public infrastructure plan updates to the Planning Commission.

Goal 11.3 Water Distribution

Seek the most efficient and economic means available for constructing, operating, and maintaining the City’s water distribution system while protecting the environment and meeting state and federal standards for potable water systems.

Policy 11.3.2

Collaborate with the South Fork Water Board to ensure that an adequate water supply system is maintained for residents. Coordinate with the South Fork Water Board, the City of West Linn, and Clackamas River Water to ensure that there is adequate regional storage capacity.

Additional Finding: Complies. The public raised concerns over the adequacy of water supply to serve the planned growth. This is addressed by the South Fork Water Board Master Plan (updated 2010). Also, see attached letter from SFWB General Manager John Collins attesting to the specific capacity of the water supply.

Planning Commission directed staff to publicize SFWB conservation plan tools on City website

<http://www.sfwb.org/index.php/conservation> and it will do so.

Goal 7.1 Natural Hazards

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

Geologic Hazards

Policy 7.1.8

Provide standards in City Codes for planning, reviewing, and approving development in areas of potential landslides that will prevent or minimize potential landslides while allowing appropriate development.

Additional Finding: Complies. The Planning Commission heard testimony that the City should adopt slope susceptibility mapping now available from the Oregon Department of Geology and Minerals (DOGAMI), that the city should look closely at the existing code OCMC 17.44 to determine if additional standards are needed. OCMC 17.44 Code and Maps were updated following the Park Place Concept Plan and again in 2010. These standards require that steep slope regulation is imposed pursuant to all current DOGAMI mapping. Further, the majority of plan area planned for development is flat. There are no unknown deep or shallow slide hazards that were not previously mapped on the slope susceptibility maps. There is some shallow slide potential indicated where water features and streams cross the planning area, where high ground water is indicated, and near engineered cut banks and fill piles. These areas are shown on city's LIDAR data layer. Public Works and GIS Department is already incorporating the new DOGAMI mapping data into the City's GIS. City-owned LIDAR data is the basis for the mapping that DOGAMI has done to date. City is a DOGAMI partner.

*Although the Planning Commission finds the current regulations will adequately protect existing and proposed development within the South End area from landslide, the Planning Commission also directed Staff to review the Factors of Safety, Landslide Deposits and Headscarp Mapping from DOGAMI in the latest report, to amend code section 17.44 to include references to on-line DOGAMI Slope Susceptibility mapping resources as an additional resource, <http://www.oregongeology.org/sub/slido/index.htm>, and to link the City website to the DOGAMI hazard viewer on-line mapping tool **Oregon HazVu: Statewide Geohazards Viewer**.*

Goal 5.1 Open Space

Establish an open space system that conserves fish and wildlife habitat and provides recreational opportunities, scenic vistas, access to nature and other community benefits.

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.

Additional Finding: Complies. The Planning Commission received specific concerns regarding acquisition or dedication of trails and open space identified on the concept plan. This is addressed through the specific code amendment recommendations, through the plan recommendations for capital funding of parks and trails, and with the upcoming city-wide code amendments in 2014.

Although the existing and planned park and recreation amenities contained in the plan will be adequate to serve future residential growth, the Planning Commission recommended that trail and

open space acquisition and dedication requirements be reviewed as part of city-wide code amendments in 2014.

Miscellaneous Corrections, Formatting and Maps

Staff is requesting that the City Commission review and suggest any revisions to the map and plan as soon as possible in order that the consultant can efficiently make final revisions to the plan and map by March 5, 2014. No further changes to the following list were recommended by the Planning Commission:

- Improve map resolution, existing street labeling and overall graphic quality.
- Add sidebar captions where missing.
- Pages: i, ii (road near Metro property), 1, 2 (process), 5, 8-9 (parks and trails), 23 (local v. family friendly clarification), 25, 26, 37 (schools), 46 (in relation to 22-23)
- Update Stormwater Figure and adjust following figure numbers accordingly
- Add fire protection discussion
- Add concept plan diagram legend, city limits and UGB
- Correct page 12 of Appendix C (the multi-modal street system map is mirrored, i.e. the text and map are backwards).
- Revised regional detention facility locations to be more general / conceptualized with dashed polygon rather than blue dot.

CONCLUSION AND RECOMMENDATION

The Planning Commission recommends that the City Commission approve Planning Files L 13-03 and L 13-04 with these additional findings and recommendations.

Final steps for Adoption

March 5, 2014	- Review Final Completed Plan and Concept Map
March 5, 2014	- First Reading of Ordinances No. 13-1016 and Ordinance No. 13-1017
March 19, 2014	- Second Reading of Ordinances No. 13-1016 and Ordinance No. 13-1017

EXHIBITS

See separate list of Exhibits.