

LEGISLATIVE APPLICATION

PUBLIC HEARING: Planning Commission: 8/25/2014 (Continued from 7/11/2014)
City Commission: 8/20/2014 (Continuance requested to 9/17/2014)

FILE NO.: LE 14-04: Linn Avenue/Leland Road/Meyers Road Corridor Concept Plan

APPLICANT: Oregon City Public Works Department
John Lewis, P.E., Public Works Director
625 Center Street, Oregon City, Oregon 97045

REPRESENTATIVE: Wallis Engineering

REQUEST: Adopt the Linn Avenue/Leland Road/Meyers Road Corridor Plan as an amendment to the Oregon City Transportation System Plan (2014), an Ancillary Document to the Oregon City Comprehensive Plan.

LOCATION: Linn Avenue/Leland Road/Meyers Road Corridor from 5th Street at Jackson Street to Meyers Road at Moccasin Way.

RECOMMENDATION: Approval

REVIEWER: Tony Konkol, Community Development Director
Pete Walter, AICP, Associate 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).

(Ord. No. 08-1014, §§ 1—3(Exhs. 1—3), 7-1-2009; Ord. No. 10-1003, § 1(Exh. 1), 7-7-2010)

IF YOU HAVE ANY QUESTIONS ABOUT THIS APPLICATION, PLEASE CONTACT THE PLANNING DIVISION OFFICE AT 503-722-3789.

Proposed Project

The proposal is to update the Oregon City Transportation System Plan (2013), by adopting the Linn Avenue, Leland Road, Meyers Road Corridor Concept Plan. The Oregon City Transportation System Plan is an Ancillary Document to the 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 Oregon City Water Distribution System Master Plan is a "public facilities plan", which is defined in the administrative rules implementing Goal 11, OAR 660-0110005(1), and provides: "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 an urban growth boundary 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."

The Linn Avenue, Leland Road, Meyers Road Corridor Concept Plan is being developed to address deficiency's in the pedestrian and bicycle facilities along the corridor. The area of the plan is from 5th Street at Jackson Street to Meyers Road at Moccasin Way. Along this route there are very few existing sidewalks and designated bicycle lanes. The plan will develop the City's preferred street sections to address these deficiencies when future development occurs. The plan will also look at connecting important features along the corridor (i.e. parks and schools) by means of paths, sidewalks and bicycle

lanes. In addition the plan will address the needs of the Linn Avenue, Warner Milne, Warner Parrot, Central Point Road intersection by proposing an intersection improvement plan.

Plan Document

The Linn Avenue, Leland Road, Meyers Road Corridor Concept Plan is a necessary part of the city's public facilities program relating to transportation infrastructure. The plan is attached as Exhibit 1.

Public Involvement and Public Comment

The Linn Avenue, Leland Road, Meyers Road Corridor Concept Plan update process provides opportunities for public involvement in the legislative decision making process through the public hearing process, newspaper noticing, meetings with the Transportation Advisory Committee, Historic Review Board and Citizen Involvement Committee, affected agencies such as the School District, and work sessions with the Planning Commission and City Commission.

The public involvement and public comment process included placing a questionnaire on the City's web site, meeting with the (5) neighborhood associations along the corridor, meeting with the (3) private property owners that would be affected by the construction of a roundabout, meeting with Oregon City School District representative, (3) meetings with the Transportation Advisory Committee, meeting with the Historic Review Board, meeting with the Citizen Involvement Committee, public open house, (3) meetings with the Planning Commission, (3) meetings with the City Commission.

The Linn Avenue, Leland Road, Meyers Road Corridor Concept Plan has been available for review on the Oregon City website at the following address: <http://www.orcity.org/publicworks/linn-avenue-leland-road-meyers-road-corridor-plan>.

Planning Commission Public Hearings

The Planning Commission held public hearings on July 14 and July 25, 2014, continuing the Public Hearing to August 25.

City Commission Public Hearings

The first evidentiary public hearing before the City Commission for this file has been publicly noticed for August 20, 2014. Staff will request a continuance to September 17, 2014 so that the Planning Commission's recommendation may be made part of the legislative file.

Public Comments

The following public comments were received prior to issuance of this staff report:

Betty Savage – Owner of Tax Lot 3-2E-06DB-02303

Mrs. Savage spoke at the hearing on July 14 and is primarily concerned about city taking her property, and business impacts associated with roundabout. She stated that the traffic counts for 2009 - 2012 indicated 9 accidents which was low and does not justify safety improvements. Mrs. Savage also submitted more detailed written comments on August 4, 2014 (Exhibit 3), with a range of questions and a set of prioritized recommendations.

Norma Belding – Ethel Street Resident

Ms. Belding is a Resident on Ethel Street and is concerned about costs to adjacent property owners and how the improvements will be paid for.

Laura Sadowski - Plaid Pantry Owner

Ms. Sadowski testified on July 14 and had questions about how the roundabout improvements at the five-legged intersection will affect large trucks loading and making deliveries into the Plaid Pantry site.

Arnold Wagner

Landlord with residential property on Linn. Mr. Wagner is interested in seeing more detailed designs and how this will affect his property.

Pam Harris

Ms. Harris sent email comments on July 14. She was wondering if the city had any estimates for cost to property owners for the addition of sidewalks in Phase II (on Linn Avenue between Park and Holmes). Also, she asked whether the project would bring any other fees levied on property owners other than sidewalks.

Many of the above comments relate to future site specific construction impacts and costs to adjacent property owners that might result as a consequence of implementation of the corridor plan.

The plan documents contains planning level cost estimates and a generalized overview of additional right-of-way needs. Engineering level construction documents and costs would be determined following adoption of the plan as funding to implement the project comes available.

Public Notice

Notice of the first Planning Commission and City Commission public hearings for the proposal was published in the Clackamas Review on June 18, 2014. Notice of the public hearings was mailed to affected property owners and residents within 300 feet of the corridor plan area on July 3, 2014.

Notice of the August 25 Planning Commission continuance for the public hearing for the plan was emailed to the affected agencies, the CIC and all Neighborhood Associations on July 24, 2014.

In accordance with ORS 197.610 and OAR 660-018-000, 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 on June 9, 2014 (Exhibit 4).

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

DECISION-MAKING CRITERIA:

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."

As an ancillary plan, the Water Distribution System Master Plan 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 Linn Avenue, Leland Road, Meyers Road Corridor Concept 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, Oregon City Public Works Department, has or presented the update for input by the residents, affected agencies, Citizen Involvement 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: The Linn Avenue, Leland Road, Meyers Road Corridor Concept Plan provides an analysis of existing conditions and provides direction for future development, funding and needs. The plan provides a comprehensive review of the corridor system for all modes of transportation and provides an adequate guide for future land use actions and the development of criteria to be utilized in land use actions. The update includes phased construction cost estimates and contingencies for the planning and design of recommended system facilities for the corridor (See Chapter VI, Implementation).

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

Finding: The 2013 Transportation System Plan identified the corridor plan as a necessary planning document to be developed to respond to increased use of the corridor and safety concerns for all modes of transportation system users (vehicles, pedestrian, bicycles, freight, and motorcycles). As part of this planning effort, the consultant conducted existing conditions analysis (Chapter II) of the existing transportation system, a future needs assessment (Chapter III), and an analysis of alternatives (Chapter IV), within the planning area. The City completed an update in 2013 to the Transportation System Plan (TSP). The TSP projected motor vehicle travel growth for year 2035 and the corridor plan identifies roadway geometry and safety needs, vehicle capacity needs, pavement needs, multi-modal capacity needs, and project needs initially identified in the TSP and also the City's Trails Master Plan. The TSP includes an analysis of changing demographic patterns and economics (using TAZ methodology or Transportation Area Zone modeling) to account for changing community conditions within and outside of the city's Urban Growth Boundary which affect the city's transportation system.

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

Finding: The Linn Avenue/Leland Road/Meyers Road Corridor Plan provides updated factual information including but not limited to recent ODOT crash data, traffic counts, Tri-Met ridership data and cost estimates for the various projects within the plan. These items are included in the technical appendix (Exhibit 1a).

Consistency with Oregon City Comprehensive Plan Goals and Policies

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: Development of the plan included an extensive public involvement effort. Oregon City Public Works Department has presented the project to the public at a series of meetings including the Traffic Advisory Committee, Citizen Involvement Council, 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. Existing city maintained community e-mail lists have been used to share links to the website and on-line survey. The product will be reviewed through the Legislative approval process.

Section 2: Land Use

Goal 2.2 Downtown Oregon City

Develop the Downtown area, which includes the Historic Downtown Area, the “north end” of the Downtown, Clackamette Cove, and the End of the Oregon Trail area, as a quality place for shopping, living, working, cultural and recreational activities, and social interaction. Provide walkways for pedestrian and bicycle traffic, preserve views of Willamette Falls and the Willamette River, and preserve the natural amenities of the area.

Policy 2.2.2 - Support multi-modal transportation options throughout the Regional Center and to other Regional and Town Centers.

Policy 2.2.8 - Implement the Oregon City Downtown Community Plan and Oregon City Waterfront Master Plan with regulations and programs that support compatible and complementary mixed uses, including housing, hospitality services, restaurants, civic and institutional, offices, some types of industrial and retail uses in the Regional Center, all at a relatively concentrated density.

Policy 2.2.9 -Improve connectivity for vehicles, bicycles, and pedestrians within the Oregon City Downtown community and waterfront master plan areas and improve links between residential areas and the community beyond.

Policy 2.4.3 -Promote connectivity between neighborhoods and neighborhood commercial centers through a variety of transportation modes.

Policy 2.6.7 -Establish priorities to ensure that adequate public facilities are available to support the desired industrial development.

Finding: The Linn Avenue/Leland Road/Meyers Road Corridor Plan provides opportunities to facilitate increased travel opportunities for vehicles, 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.

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: Portions of the Linn Avenue/Leland Road/Meyers Road Corridor Plan area fall within the Geologic Hazard and Natural Resource Overlay Districts. In particular, Linn Avenue follows the Singer Creek drainage within the NROD for approximately 2800 feet between Glenwood Court and JQ Adams

Street. If any extensions / expansions or the right-of-way are proposed within a an adopted City overlay district such as a Floodplain Overlay District, Natural Resource Overlay District or Geologic Hazard Overlay District, then applicable overlay review processes will apply when the construction of those facilities is proposed. Within each of these overlay districts, the review process for public roads currently codified in the Oregon City Municipal Code is as follows:

Code Title	OCMC	Subsection
Natural Resource Overlay District	17.49	-.080 (Exempt Uses), I. Routine repair and maintenance of existing structures, roadways, driveways and utilities. J. Replacement, additions, alterations and rehabilitation of existing structures, roadways, utilities, etc., where the ground level impervious surface area is not increased. 17.49.150 Standards for vehicular or pedestrian paths and roads.
Geologic Hazard Overlay District	17.44	-.035 (Exemption for existing ROW) -.080 (new utilities require permit)
Flood Management Protection District	17.42	Water lines may be reviewed administratively by city engineer (subject to applicable site and construction standards / i.e. no net fill) 9. New culverts, stream crossings and transportation projects shall be designed as balanced cut and fill projects or designed not to significantly raise the design flood elevation. Such projects shall be designed to minimize the area of fill in flood management areas and to minimize erosive velocities. Stream crossings shall be as close to perpendicular to the stream as practicable. Bridges shall be used instead of culverts wherever practicable.
Willamette River Overlay District	17.48	-.100 (compatibility review and public access to Willamette River).
Historic Overlay District	17.40	May apply to new facilities not in existing ROW and where proposed development affects native soils, designated landmarks and structures.
Tree Protection	17.41	Applies to removal of trees on private property, if applicable – permit may be required
Public and Street Trees	12.04	Applies to the proposed removal of existing trees in public ROW and replacement if required.

Additionally, the City's stormwater standards in Chapter 13.12 and erosion control standards in Chapter 17.47 apply to construction activities in the public ROW to the extent applicable. The above review processes mandated within the Oregon City Municipal Code provide means for assessing impacts to and mitigating for the impacts of city projects on identified natural resources, when the specific design for these projects is developed.

The Historic Review Board reviewed the project on June 24, 2014 (See comment in Exhibit 5). The HRB determined that 1. No additional review will be required for work being done in the small area of the project located within the McLoughlin Conservation District. 2. As part of the 2011 citywide survey

project, the Rivercrest neighborhood was identified for potential creation of an historic district and the Board looked at this plan to see how the Rivercrest area may be affected by the proposed plan. In this case, the Board found that Linn Avenue has existed as a city/county road long before the platting of the Rivercrest subdivision and holds distinct characteristics different from the neighborhood. The Board saw the existence of sidewalks in many portions of Linn Avenue and found that the project will not adversely affect the historic significance of the Rivercrest Neighborhood which has a historic landscape little to no sidewalks.

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.

Finding: See also findings above for Section 5. The installation of sidewalks and bike lanes and a complete segment of the facilities will encourage travel via walking and bicycle and thus reduce automobile trips. The construction of the intersection improvements at the Linn/Warner Milne/Warner Parrot/Central Point intersection will increase capacity and reduce idling vehicles thus improving air quality. The plan includes provisions to establish unobstructed paths as well as pedestrian and bicycle crossings.

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.

Finding: 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. The Linn Avenue/Leland Road/Meyers Road Corridor Plan will provide a design for public facilities as well as a means to obtain future funding.

Policy 11.1.1

Ensure adequate public funding for the following public facilities and services, if feasible:

- *Transportation infrastructure*

Finding: The Linn Avenue/Leland Road/Meyers Road Corridor Plan will provide a design for public facilities as well as a means to obtain future funding.

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 demonstrated within this report the Linn Avenue/Leland Road/Meyers Road Corridor Plan provides guidance for transportation facilities within the existing city consistent with the relevant goals, policies and implementing measures of the Comprehensive Plan. The proposed TSP update is consistent with this policy.

Policy 11.1.5

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 Linn Avenue/Leland Road/Meyers Road Corridor Plan provides opportunities to facilitate increased travel opportunities for vehicles, 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.

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 Linn Avenue/Leland Road/Meyers Road concept plan breaks the corridor into 4 segments. Each segment has the preferred street section identified. These street sections will be used to direct new development along the corridor as well as allow the City to pursue grants to construction the improvements. The plan includes cost estimates to complete the construction of the corridor plan.

Goal 11.6 Transportation Infrastructure

Optimize the City's investment in transportation infrastructure.

Finding: The Linn Avenue/Leland Road/Meyers Road Corridor Plan provides opportunities to facilitate increased travel opportunities for vehicles, 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.

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: The Linn Avenue/Leland Road/Meyers Road Corridor Plan includes solutions related to walking, biking, shared-use paths, family friendly facilities, transit, and crossings along a Minor Arterial.

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: TriMet, as the city's only public transportation provider, was consulted and their comments were incorporated into the plan.

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: The Linn Avenue/Leland Road/Meyers Road Corridor Plan provides opportunities to facilitate increased travel opportunities for vehicles, 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.

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.

Finding: The proposed plan supports mass transit by providing a complete transportation facility which will allow safe access for mass transit users and building and automotive and bicycle parking designs.

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: The Linn Avenue/Leland Road/Meyers Road Corridor Plan provides opportunities to facilitate increased travel opportunities for vehicles, 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 plan was created in conjunction with other affected agencies.

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: 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 Minor Arterial.

Goal 12.6 Capacity

Develop and maintain a transportation system that has enough capacity to meet users' needs.

Policy 12.6.1 - Provide a transportation system that serves existing and projected travel demand.

Policy 12.6.2 - Identify transportation system improvements that mitigate existing and projected areas of congestion.

Policy 12.6.3 - Ensure the adequacy of travel mode options and travel routes (parallel systems) in areas of congestion.

Policy 12.6.4 - Identify and prioritize improved connectivity throughout the city street system.

Finding: The suggested improvements will serve existing and projected travel demands projected by the TSP. The Linn Avenue/Leland Road/Meyers Road Concept Plan includes a compilation of projects identified in the TSP. This plan will identify capacity improvements that meet the needs of pedestrians and bicyclists by completing sidewalks and bicycle lanes throughout the corridor. The plan will also include recommendations for connectivity of existing sidewalks, paths and bicycle lanes in the surrounding areas of the corridor, linking parks, schools, churches and other destination locations. In addition, the plan will improve the intersection of Linn Avenue, Warner Milne, Warner Parrot and Central Point Road by identifying capacity improvements for the intersection. The intersection improvements will ease delays and increase the capacity of the intersection for vehicles as well as pedestrians and bicyclists.

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: The proposed plan will allow for a complete transportation network for all modes of transportation. The improved intersection will also improve air quality by greatly reducing the number of vehicles that sit at the intersection idling while waiting for the traffic signal to change.

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.

Policy 12.8.2 - Provide transportation system improvements that facilitate the timely implementation of the Oregon City Downtown Community Plan and protect regional and local access to the End of the Oregon Trail Interpretive Center.

Finding: The proposed projects in the concept plan will maximize the efficiency of the transportation system by providing multi-modal connectivity throughout the corridor and the surrounding areas. By combining several projects into a more detailed analysis and study, the plan, when adopted, leverages developer requirements, grant funds and local funds for more comprehensive and planned projects.

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. Development of the plan included an extensive public involvement effort. Oregon City Public Works Department has presented the project to the public at a series of meetings including the Traffic Advisory Committee, Citizen Involvement Council, 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: 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: 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.

Within the Historic Overlay District, which includes the McLoughlin Conservation District, designated Landmarks and Historic corridors, proposed public utility projects may be reviewed by the Historic Review Board to determine 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.

Individual construction projects to implement the Linn Avenue/Leland Road/Meyers Road Corridor Plan will be reviewed through the land use process pursuant to the above resource protection guidelines.

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.

The improvements recommended in the plan will result in less pollution by providing a safe opportunity for pedestrian and bicycle travel. The new sidewalk construction will incorporate the use of curb cuts and landscaped swales to treat stormwater runoff. The intersection improvements will also improve air quality by greatly reducing the number of vehicles that sit at the intersection idling while waiting for the traffic signal to change.

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. Prior to implementation of the plan, the projects will be reviewed by the Planning Division for review with the Natural Resources Overlay District in chapter 17.49 and the Geologic Hazards Overlay District in chapter 17.44 of the Oregon City Municipal Code.

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). 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: 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 the Minor Arterial.

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 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: 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 Minor Arterial and improvements associated with transit stops.

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.

Finding: The plan will improve capacity by providing safe routes for pedestrians and bicyclists along the corridor as well as interconnectivity of sidewalks, paths and bicycle lanes to features surrounding the corridor. Capacity and operational efficiency of the Linn Avenue, Warner Milne, Warner Parrot, Central Point Road intersection will also be increased by the construction of intersection improvements.

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 construction of sidewalks and bicycle lanes along the corridor and surrounding facilities will encourage usage of these facilities thus reducing traffic which can increase the life of the roadway which will decrease operation and maintenance costs. All plans for new infrastructure will include the city's latest design standards.

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: The construction of sidewalks and bicycle lanes along the corridor and surrounding facilities will encourage usage of these facilities thus reducing traffic which will improve air quality by reducing vehicle exhaust. The construction of the new sidewalk sections in segments 2,3 & 4 will allow for curb side stormwater treatment by usage of landscaped swales which will improve water quality in the area's streams. Due to topographic constraints, segment 1 will address stormwater quality through basin planning improvements. In addition, the construction of an intersection improvement at the Linn Avenue, Warner Milne, Warner Parrot, Central Point Road intersection will allow vehicles to move through the intersection quicker, thus reducing the amount of vehicle idling.

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 goal of the Linn Avenue/Leland Road/Meyers Road Concept Plan is to improve the safety of pedestrians and bicyclists by providing safe routes through the corridor. This will be accomplished by filling in the missing sections of sidewalk and assigning dedicated bicycle lanes. The construction of the intersection improvements at the Linn Avenue/Warner Milne/Leland Road/Central Point Road/Warner Parrot Road intersection will improve the safety of pedestrians, bicyclists and vehicles.

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 the Oregon City Public Works Department meet with representatives from OC School District and consulted with TriMet to present the project and gather feedback.

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: Development of the plan included an extensive public involvement effort. Oregon City Public Works Department has presented the project to the public at a series of meetings including the Traffic

Advisory Committee, Citizen Involvement Council, 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: Development of the plan included an extensive public involvement effort. Oregon City Public Works Department has presented the project to the public at a series of meetings including the Traffic Advisory Committee, Citizen Involvement Council, 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 improvements to the pedestrian and bicycle facilities as well as the roundabout construction will aid all citizens of Oregon City and any other individual(s) that travel through the corridor regardless of their race, sex, color, national origin or income level.

The product will be reviewed through the Legislative approval process.

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 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: The Linn Avenue/Leland Road/Meyers Road Concept Plan will improve both safety and efficiency of the corridor by addressing the needs of sidewalks and bicycle lanes and construction of intersection improvements at the Linn Avenue/Warner Milne/Leland Road/Central Point Road/Warner Parrot Road intersection.

Policy 2B (Off-System Improvements) helps local jurisdictions adopt land use and access management policies.

Finding: Complies. Improvements recommended in the Linn Avenue/Leland Road/Meyers Road Concept Plan include installation of turn lanes and intersection improvements, sidewalk construction, bike lane striping, reconstruction of roadways to City standards, installation of crossings and curb ramps, and citywide programmatic measures such as wayfinding tools, transit stop improvements, expanded bicycle parking design guidance and requirements, and Safe Routes to Schools. These local system improvements will help to reduce traffic and improve conditions on State roadways in the city.

Policy 2F (Traffic Safety) improves the safety of the highway system.

Finding: This section is Not Applicable as there are no State Highways in the corridor study area.

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: The Linn Avenue/Leland Road/Meyers Road Concept Plan support alternative passenger transportation systems by recommending solutions related to walking, biking, shared-use paths, family friendly facilities, safe routes to schools, transit and crossings.

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. The Linn Avenue/Leland Road/Meyers Road Concept Plan is in compliance with the TPR.

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: The Linn Avenue/Leland Road/Meyers Road Concept Plan has identified projects listed in the TSP. The TSP is consistent with the RTFP.

Transportation System Plan

Finding: The Transportation System Plan was used as the source to identify the improvement projects recommended in the Linn Avenue/Leland Road/Meyers Road Concept Plan.

RECOMMENDATION

The Planning Commission may recommend that the City Commission adopt the draft Linn Avenue/Leland Road/Meyers Road Concept Plan finding that it is consistent with the City's Comprehensive Plan and the Statewide Land Use Goals. With respect to financing, rather than take a position on the most appropriate financing solution, the Planning Commission could acknowledge that under any of the financing scenarios identified in the plan, the plan provides an adequate basis to guide land use decisions affected by the plan within the vicinity of the corridor, and provide a safe and multi-modal transportation system to serve planned development.

Staff recommends that the Planning Commission recommend approval of the Linn Avenue/Leland Road/Meyers Road Concept Plan, included as Exhibit 1, as an ancillary document to the Oregon City Comprehensive Plan to the City Commission for their consideration at their September 17, 2014 public hearing.

EXHIBITS

- 1) Draft Linn Avenue/Leland Road/Meyers Road Concept Plan 2014 – 8/12/2014
 - a) Appendices 8/12/2014
- 2) Legislative Application Narrative
- 3) Public Comments
- 4) Public Notices
- 5) Historic Review Board comments