



MEMO

TO: Planning Commission
FROM: Abbot Flatt, Senior Transportation Planner
RE: Clackamas Regional Center Connections Project Executive Summary
DATE: May 10, 2016

Introduction

The CRC Connections Project was initiated in response to issues identified in the 2013 Transportation System Plan (TSP) Update. At the time the TSP was updated there were concerns that within the Clackamas Regional Center, congestion at intersections would limit future development and the developer's ability to mitigate impacts to the roadway system. Policy 5.DD.2.B was adopted which directed staff to:

"Develop alternative performance standards for intersections and alternative mobility standards within the Clackamas Regional Center design plan area. Determine if this area should be designated as a multimodal, mixed-use area (MMA) as provided in the Transportation Planning Rule (OAR 660-012-0060). (project #1017)"

The purpose of CRC Connections Project is to address TSP Policy 5.DD.2.B. In May of 2014, the County was awarded funding from the Metro Community Planning and Development Grant program specifically for this project.

Project Study Area and Public Involvement

The project area is Clackamas Regional Center Design Plan Area (CRCDPA), which is the major hub for commercial development, business and jobs in Clackamas County. See Figure 1.

During course of the project, staff worked with a Technical Working Group (TWG) and a Stakeholder Working Group (SWG) to review materials, develop proposals and provide recommendations related to the Multimodal Mixed-use Area designation. Six TWG and SWG meetings were held. In addition, there was an online open house, tabling events and stakeholder interviews. The Project Management Team (PMT) received feedback from 101 people.

The purpose of this outreach was to:

- Confirm the general vision for the CRC area as a mixed-use, multimodal, vibrant regional center.
- Solicit input on the boundary for prioritizing multimodal improvements.
- Solicit input on what is important to measure for each travel mode, to help guide development of alternative performance measures.

Participants generally agreed with the vision of the Clackamas Regional Center Connections Project. They described their vision of the area as a safe and accessible place, with efficient transportation options. Many echoed the desire for increased walkability, bike-ability, and public transportation options.

Where participants supported multimodal improvements throughout the entire boundary, participants most supported improvements around 82nd Ave and Clackamas Town Center. Some also supported improvements around transit centers. Fewer supported improvements around Kaiser Medical Center and I-205.

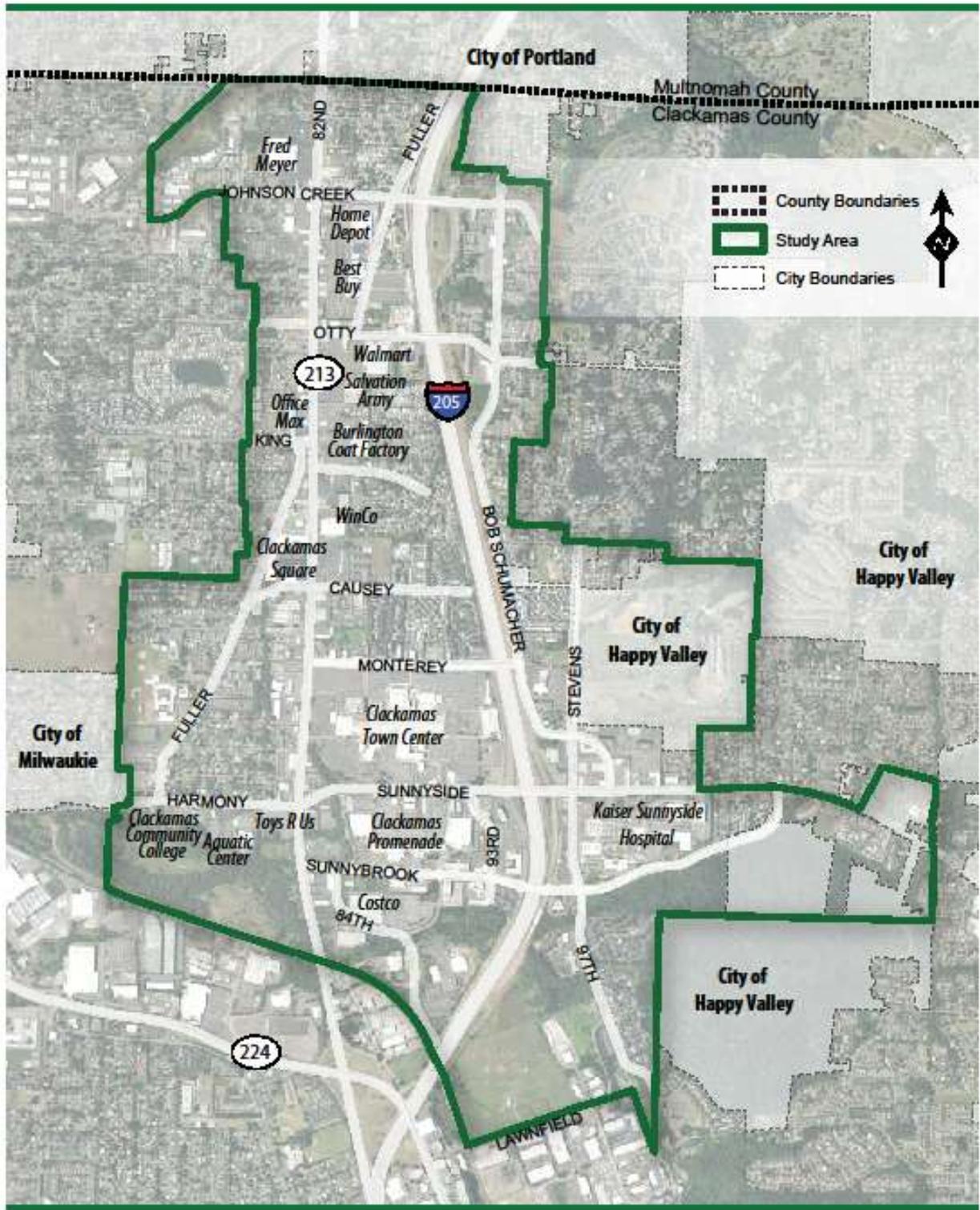
Participants were provided with a list of transportation performance goals (see below) that would be used as a basis for developing transportation performance measures for development review. 78 people (89%) said that it makes sense to use these goals to develop measures, and ten (11%) said that they have changes or additions. Some of those comments suggested prioritizing bike, transit, and walking measures over vehicle-related measures.

Transportation Performance Goals:

- Less **traffic congestion**
- Faster **travel times**
- Improved safety for **drivers**
- Improved safety and comfort for **pedestrians**
- Improved safety and comfort for **bicycles**
- More interconnected **bike lanes and bike boulevards**
- More **sidewalks that are connected to each other**
- More **crosswalks and safer street crossing options**
- More **bus stops**, so that more people live within walking distance of a stop or station
- Fewer **vehicle related crashes**
- Slower **traffic speeds** in neighborhoods

The feedback helped guide the PMT, TWG and SWG towards the final recommendations on the MMA within the study area.

FIGURE 1: CLACKAMAS REGIONAL CENTER CONNECTIONS PROJECT AREA



What is a Multi-Modal Mixed Use area (MMA)?

The primary questions addressed during the project were:

- Is the area suitable for the implementation of the Multimodal Mixed-use Area designation?
- Should “alternative transportation system performance measures” be adopted within the MMA boundary since the volume-to-capacity standard would no longer be applicable during zone and comprehensive plan changes?
- What changes to the Clackamas County Comprehensive Plan and Zoning Development Ordinance are needed to support an MMA?

An MMA in the context of this project is a specific designation outlined in the Oregon Administrative Rule 666-012-0060 – also known as the Transportation Planning Rule (TPR). The TPR provides guidelines used during transportation system planning process and when zone changes or comprehensive plan changes are requested. The TPR’s purpose is to implement the Statewide Planning Goal #12: Transportation, which is to encourage a safe, convenient and economic transportation system.

The intent of the TPR designation of an MMA is to have defined areas where applicants who are requesting comprehensive plan and zone changes would not be required to meet the performance standards related to motor vehicle traffic congestion.

The MMA designation is appropriate for areas with the following characteristics:

- High-quality connectivity to and within the area by modes of transportation other than the automobile;
- A denser level of development of a variety of commercial and residential uses than in surrounding areas;
- A desire to encourage these characteristics through development standards; and
- An understanding that there will be automobile congestion within and around the MMA.

While, within an MMA the vehicular performance standards would no longer apply during to the review of zone and plan amendments, there is a potential trade-off in accepting more traffic congestion. In addition, low intensity and automobile-related types of development are limited or no longer permitted within the MMA in favor of pedestrian and transit oriented development.

The “How” and “Why” of Performance Measures

The vehicular performance standards that are used during comprehensive plan and zone changes are found in the Clackamas County Comprehensive Plan Chapter 5: Transportation System Plan, Section 5.S. Performance Evaluation Measure Policies, and are implemented through Section 1202 of the Zoning Development Ordinance.

The TPR sets forth the requirement that transportation system performance must be measured during the comprehensive plan and zone change process to identify if the proposed changes will “degrade the performance” of an existing transportation facility. The applicant is required to look out to the 20-year planning horizon of the local TSP and determine if the additional trips made by the “worst case scenario” of the zone or comprehensive plan change will cause the nearby intersections to not achieve

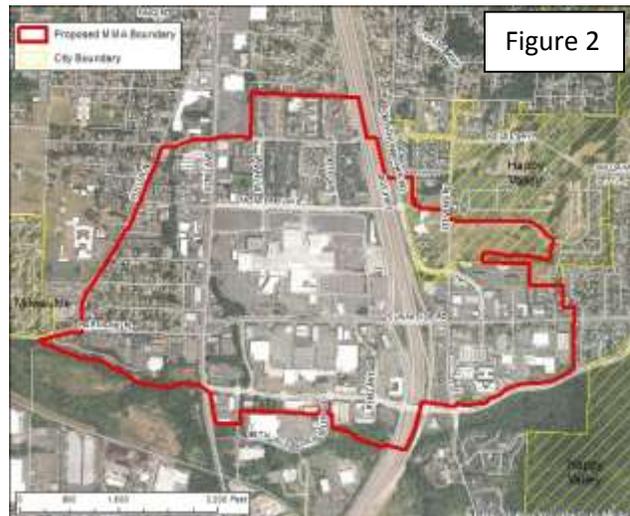
the set standard for performance. If performance standards are not met, then conditions are placed upon the proposal that would mitigate the impact. Examples of types of mitigation include adding turn lanes, installing signals and other roadway improvements.

The goal of transportation system performance measures is to make sure there isn't degradation to the performance of the transportation system. Problems began to arise throughout the state, however, where the required system improvements were so burdensome at the time of zone change that a development would not occur. In addition, the only aspect of the transportation system with an established performance measure was the vehicular system, and there isn't a way to acknowledge the benefits of a multi-modal environment. This has the potential to create a cycle of constructing wider roadways, which accommodate more automobiles while degrading the environment for pedestrians and bicyclists.

Is an MMA appropriate in the Clackamas Regional Center area?

After staff review of the zoning and existing characteristics of the entire project area (the Clackamas Regional Center Design Plan Area) it was recommended that the smaller Clackamas Regional Center boundary is appropriate for the MMA designation. The Stakeholder Working Group supported the designation of an MMA area in the CRC area. The specific boundary can be found on Figure 2. During the final SWG, members recommended having more discussion with Happy Valley regarding the portion of the boundary that would be within the City. Below are the primary reasons for the boundary recommendation:

1. The MMA designation will support the unique characteristics of the regional center.
2. The CRC boundary area is planned for high density mixed-use development with a multimodal transportation network. Much of the current zoning within the CRC boundary area is already supportive of an MMA, whereas the area outside of the CRC boundary but within the broader Study Area is not. Previous outreach in the areas outside of the CRC, showed lack of support in changing the zoning to be more restrictive for auto oriented development.
3. The MMA designation and proposed performance measures will help the CRC continue to develop according to the goals and vision as a dominant commercial and business center with a mix of cultural and residential uses.



Should “Alternative Performance Measures” be adopted to replace the vehicular performance standard?

During the project, many types of performance measures were reviewed. These included measures that looked at pedestrian, bicycle, transit and safety measures. For zone and comprehensive plan changes, it is proposed that the County uses safety measures instead of the existing vehicle mobility measure. Using the safety measure in the zone and Comprehensive Plan change process will inform the developer of safety issues that may prohibit development at the development review stage. It will also inform the developer of their requirements to mitigate safety issues. Switching from a mobility to safety measures prioritizes safety.

After extensive discussion with technical staff, it was recommended that the pedestrian, bicycle and vehicular measures are more appropriate to apply during the development review process and not during zone and Comprehensive Plan change process. The development review process requires the developer to analyze their impacts to the transportation system of their particular development instead of the impacts of a change to the zone or Comprehensive Plan.

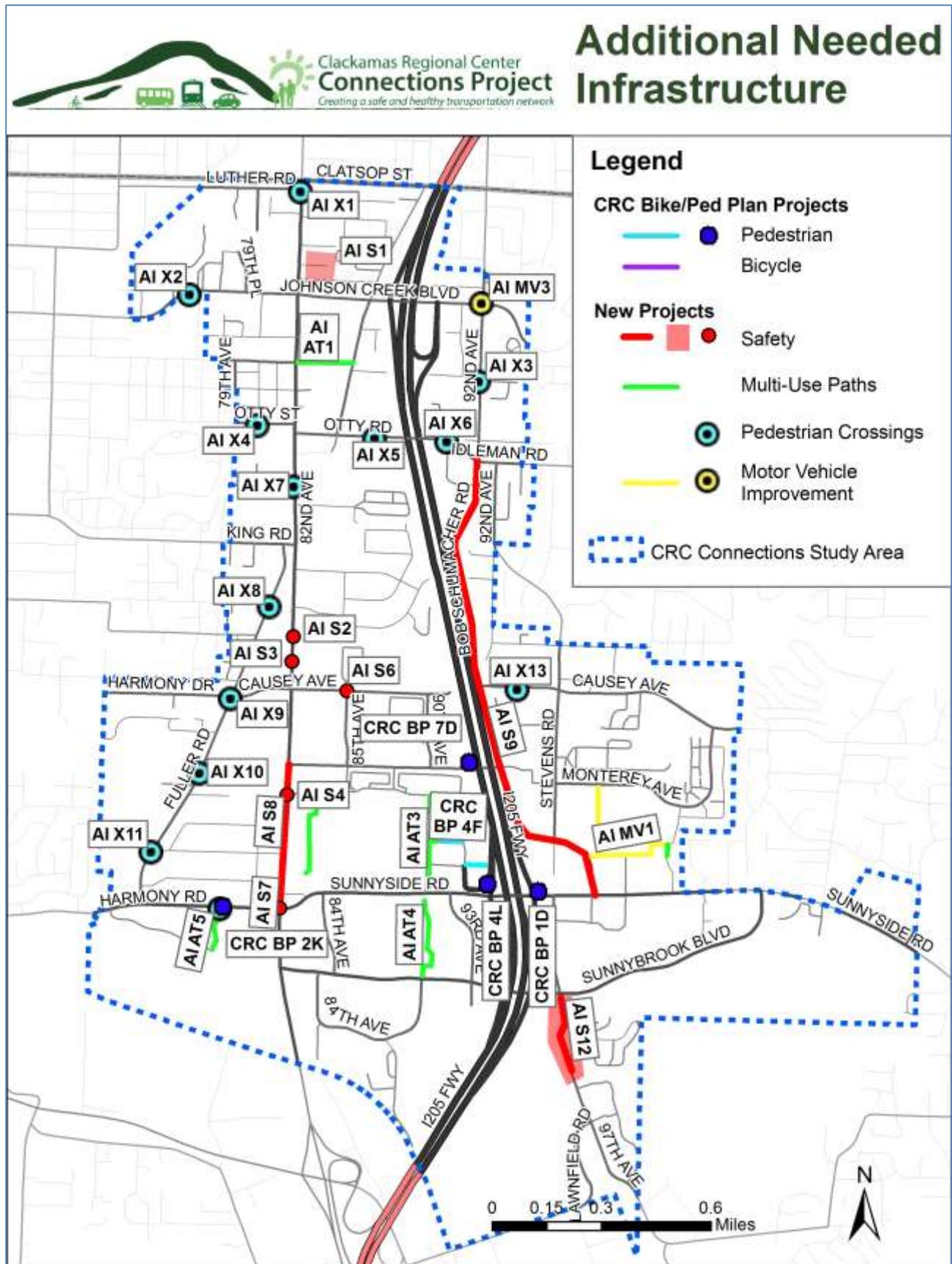
To insure that projects were included in the 20-year plan that support the pedestrian, bicycle and transit system, the PMT, TWG and SWG created a list of additional needed infrastructure. Table 1 and Figure 3 show the details. The projects were created to directly address the connectivity requirement from the TPR and the comments provided by the TWG, SWG and public.

Table 1: Additional Needed Infrastructure

ID	Location	Project Description
Projects previously identified in the Clackamas Regional Center Bicycle and Pedestrian Plan		
CRC BP 4L	Sunnyside Road	Travelling south on the I-205 multi-use path, install a pedestrian signal to cross the I-205 southbound/Sunnyside intersection across the right turn lane. Perform traffic analysis as needed to evaluate potential vehicle queuing impacts. Modifications subject to ODOT approval. (Needs Report 1.k.)
CRC BP 1D	Sunnyside Road	Construct sidewalk extension/bulb to accommodate pedestrians and cyclists around signal pole at the Sunnyside Road/I-205 northbound interchange. (Needs Report 1.j.) To be refined in Sunnyside/Stevens design.
CRC BP 7D	I-205 Multi-Use Path	Install parabolic mirror and/or signage to resolve limited sight distance issue at the intersection of the I-205 multi-use path and the path extension at Monterey Avenue. (Needs Report 3.m.)
CRC BP 2K	Harmony Road	Provide safer left turn movement for cyclists from Harmony Road to the CCC Harmony Campus. (Needs Report 6.j.)
CRC BP 1C	Clackamas Town Center	Construct walkway from Max Green Line platform directly south through existing fence along eastern edge of Clackamas Town Center property to the I-205 multi-use path via stairway and/or to Sunnyside Road. (Needs Report 1.a.)
CRC BP 4F	Clackamas Town Center	Install pedestrian safety devices (e.g. pedestrian signal, signage) for the crosswalk at the Max Green Line Park & Ride to JC Penney. (Needs Report 3.p.)
Additional Safety (S) Projects		
AI S1	82 nd Avenue	Install traffic separator on 82 nd Avenue to convert accesses at SE Hinkley at Columbia Bank/Union 76 on east side of 82 nd Avenue to right-in/right-out. Create new circulation to route traffic to signal at SE Lindy.
AI S2	82 nd Avenue	In the vicinity of MP 8.50 put in enhanced pedestrian crossing to connect east side pedestrian ramp with walkway to neighborhood to west.
AI S3	82 nd Avenue	Work with TriMet and ODOT to evaluate the Business Access Transit lane and identify projects / approaches to improve safety and enhance transit operation.

AI S4	82 nd Avenue	North entrance to Clackamas Town Center on 82 nd make right in, right out only and remove signal. Perform traffic analysis as needed to evaluate traffic diversion to adjacent roadways and intersections.
AI S5	82 nd Avenue	Install double left, westbound Sunnyside to southbound 82 nd Ave (east to south). Add median island for pedestrian crossing. Standardize NB right-turn lane 82 nd to Sunnyside, including bike lane.
AI S6	Causey Avenue	Pedestrian Safety Audit - verify lighting, crosswalk striping, signing, at Causey Ave/85 th Ave
AI S7	82 nd Avenue	Install traffic separator from Sunnyside Rd to Sunnyside Dr (MP 9.15), advance street names.
AI S8	82 nd Avenue	Traffic separator Monterey to Harmony/Sunnyside.
AI S9	Bob Schumacher Road	Investigate improved striping, including centerline rumble stripe.
AI S12	97 th Avenue	Investigate improved striping including outside fog lines, and rumble striping. Verify lighting, drainage, surface friction. From Sunnybrook Blvd to Mather Rd
Additional Pedestrian Crossing (X) Projects (LOCATIONS SHOWN ARE APPROXIMATE)		
AI X1	82 nd Avenue	Pedestrian crossing treatment on 82 nd Avenue in the vicinity of SE Luther. Crossing treatment will require ODOT approval.
AI X2	Johnson Creek Boulevard	Pedestrian crossing treatment on Johnson Creek Boulevard in the vicinity of SE 77 th Ct
AI X3	92 nd Avenue	Pedestrian crossing treatment on 92 nd Avenue in the vicinity of SE Phillips
AI X4	Otty Street	Pedestrian crossing treatment on Otty Street in the vicinity of SE 80 th
AI X5	Otty Road	Pedestrian crossing treatment on Otty Road in the vicinity of retail access point
AI X6	Otty Road	Pedestrian crossing treatment on Otty Road in the vicinity of SE Old Town Ct
AI X7	82 nd Avenue	Pedestrian crossing treatment on 82 nd Avenue in the vicinity of SE Glencoe. Crossing treatment will require ODOT approval.
AI X8	Fuller Road	Pedestrian crossing treatment on Fuller Road in the vicinity of SE Boyer
AI X9	Fuller Road	Pedestrian crossing treatment on Fuller Road in the vicinity of SE Causey
AI X10	Fuller Road	Pedestrian crossing treatment on Fuller Road in the vicinity of SE Monterey
AI X11	Fuller Road	Pedestrian crossing treatment on Fuller Road in the vicinity of SE Southgate
AI X12	Harmony Road	Pedestrian crossing treatment on Fuller Road in the vicinity of the Community College access
AI X13	Causey Avenue	Pedestrian crossing treatment on Causey Avenue in the vicinity of Mt. Scott Elementary path and open access to development on south side of Causey
Additional Active Transportation (AT) Projects		
AI AT1	Overland Street	Bike/ped connection between 82 nd and Fuller on Overland alignment
AI AT2	Clackamas Town Center	North-south bike-ped connection through Town Center connecting SE 85 th and Promenade
AI AT3	Clackamas Town Center	North-south bike-ped connection through Town Center connecting SE 90 th with Promenade
AI AT4	Clackamas Town Center	North-south bike-ped connection through Promenade connecting to Oak Bluff Road on the south
AI AT5	Harmony Road	North-south bike-ped connection connecting Sunnybrook path with Harmony Road, west of Aquatic Center, between Clackamas Community College and Chamber of Commerce building
AI AT6	High Creek Road	North-south bike-ped connection from High Creek Road to 104 th Court
Additional Motor Vehicle (MV) Projects		
AI MV1	Stevens Road	East-west roadway connecting Stevens Road to High Creek Road. Include sidewalk and bike lanes
AI MV2	Monterey Ave	North-south roadway between project AI MV1 and Monterey Ave
AI MV3	Johnson Creek Boulevard	Turn lane improvements at 92 nd /Johnson Creek Boulevard

Figure 3: Additional Needed Infrastructure Map



What Comprehensive Plan and ZDO changes are required to implement the MMA?

There are two sections of the Comprehensive Plan and one section of the ZDO that will need to be amended to implement the MMA boundary. These sections are:

- Comprehensive Plan - Chapter 5, Section 5. S Performance Evaluation Measure Policies
- Comprehensive Plan - Chapter 10, Clackamas regional Center Design Plan Area
- ZDO Section 1202.2

In creating implementation language to these documents, staff reviewed related sections to ensure consistency. A summary of all the changes is below.

CHAPTER 5 TRANSPORTATION DRAFT CHANGES

- Policy 5.S.1 – Performance measure language updates to integrate all modes of travel and analysis for the entire transportation system.
- 5.DD.2 B is the policy that gave direction for the CRC Connections project. It needs to be updated to reflect partial project completion.
- Map 5-11a – Update map to add project for the Additional Needed Infrastructure Project list.
- Table 5-3a – Update table to add project for the Additional Needed Infrastructure Project list.
- Policy 5.S.2 - minor language changes for consistency
- Table 5-2a - minor language changes for consistency
- Policy 5.S.8 gives direction to evaluate safety performance measures. It belongs in section 5.DD which provides guidance on future studies and analysis.
- Policy 5.S.9 provides direction on analyzing specific problematic intersections. It belongs in section 5.DD which provides guidance on future studies and analysis.
- Policy 5.O.4 describes the County’s requirement to comply with the Oregon Department of Transportation, Transportation Planning Rule (OAR 660-12). This policy belongs in section 5.A which provides guidance on compliance and coordination.
- Policy 5.R.12 describes requirements to meet mobility standards within Interchange Management Areas. This policy belongs in section 5.S, which describes policies related to performance measures

CHAPTER 10 COMMUNITY PLANS AND DESIGN PLANS DRAFT CHANGES

- Section XII Roads and Streets System Policies, Policy 5 – Update language to implement the MMA. Remove unnecessary language
- New Table – add Additional Needed Infrastructure Project list
- Section XII Roads and Streets System Policies, Policy 6 – Remove unnecessary language
- Section XII Roads and Streets System Policies, Policy 7 – Remove unnecessary language
- Section XII Roads and Streets System Policies, Policy 8 – Remove unnecessary language

ZDO 1202 ZONE CHANGES DRAFT CHANGES

- Policy 1202.03 C – Add language implementing MMA

- Policy 1202.03 D – Add MMA language giving direction for evaluating ODOT roadways
- Policy 1202.03 E – Update language giving more direction on safety analysis

Next Steps

The Planning Commission will review the CRC Connections project during their May 23, 2016 study session. Staff will present the project to the Board of County Commissioners (BCC) in June. Staff hopes to have a public hearing with the Planning Commission and BCC in the late summer / early fall.