

CITY OF OREGON CITY

PLANNING COMMISSION

320 WARNER MILNE ROAD
TEL (503) 657-0891

OREGON CITY, OREGON 97045
FAX (503) 657-7892



AGENDA

City Commission Chambers - City Hall
February 14, 2005 at 7:00 P.M.

The 2005 Planning Commission Agendas, including Staff Reports and Minutes, are available on the Oregon City Web Page (www.orcity.org) under PLANNING.

PLANNING COMMISSION MEETING

1. CALL TO ORDER
2. PUBLIC COMMENT ON ITEMS NOT LISTED ON AGENDA
3. APPROVAL OF MINUTES: *None*
4. COMMISSION BUSINESS:
Commission Chairperson and Vice-Chairperson nominations and elections
5. HEARING:
MC 04-01 (Quasi-Judicial Hearing), Applicant: Jim Row, City of Oregon City. The applicant is seeking approval of a Master Plan for Jon Storm Park (zoned Institutional). The site is located at 1801 Clackamette Drive and identified as Clackamas County Map 2-2E-29CB Tax Lot 300.

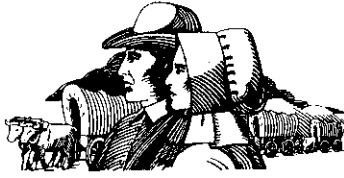
AN 04-01 (Quasi-Judicial Hearing), Applicant: Guy and Lisa Matychuck. The applicant is seeking approval of an annexation of 13 properties located on Beutel Road. The sites are located at the east end of Beutel Road and identified on the Clackamas County Map as 3S-1E-12BD, tax lots 100, 200, 300, 400, 500, 600, 700, 800, 900, 1000 and 1100 and 3S-1E-12B, tax lots 1400 and 1401.
6. ADJOURN PLANNING COMMISSION MEETING

PLANNING COMMISSION WORK SESSION

Work Session Topics:

1. McLoughlin Boulevard Enhancement Plan
2. Holcomb Boulevard Pedestrian Enhancement Concept Plan

NOTE: HEARING TIMES AS NOTED ABOVE ARE TENTATIVE. FOR SPECIAL ASSISTANCE DUE TO DISABILITY, PLEASE CALL CITY HALL, 657-0891, 48 HOURS PRIOR TO MEETING DATE.



CITY OF OREGON CITY

INCORPORATED 1844

Community Development Department
Planning Division

320 Warner Milne Rd. - P.O. Box 3040 - Oregon City, OR 97045
Tel: (503) 657-0891 Fax: (503) 657-7892

TO: Panning Commission
FROM: Tony Konkol, Senior Planner
DATE: February 7, 2005
RE: MC 04-01: Jon Storm Park Master Plan

Dear Commissioner's:

I have included four pictures of the Clackamette Drive roadway in front of the Rivershore Hotel and the accessway across the proposed location of Jon Storm Park as requested. The accessway across the subject site, which provides access to the marina, is approximately 21 feet wide and there are no bike lanes, sidewalks or curbs. Clackamette Drive, from Dunes Drive south to the accessway, has bike lanes on both sides of the road. The bike lane on the east side of Clackamette Drive is approximately 11 feet wide and is not marked to prevent on-street parking. There is no space for parking on the west side of Clackamette Drive.



Accessway to marina – approximately 21 feet of pavement.



Approximately 11-foot wide bike lane/parking strip on the east side of Clackamette Drive.



Approximately 11-foot wide bike lane/parking strip on the east side of Clackamette Drive.



End of southbound bike lane near project site property line. There is no space for parking on the west side of Clackamette Drive.



CITY OF OREGON CITY

Planning Commission

P.O. BOX 3040
320 WARNER MILNE ROAD TEL (503) 657-0891
OREGON CITY, OREGON 97045 FAX (503) 722-3880

FILE NO.:

AN 04-01

Complete: December 21, 2004

APPLICATION TYPE: Annexation

HEARING DATE: February 14, 2005
7:00 p.m., City Hall
320 Warner Milne Road
Oregon City, OR 97045

APPLICANTS: Guy & Lisa Matychuck
11157 S. Beutel Road
Oregon City, OR 97045

REPRESENTATIVE: Paul Sedoruk
Land Tech, Inc.
8835 SW Canyon Lane, Ste 402
Portland, OR 97225

REQUEST: The applicant is requesting approval of an annexation of 13 properties.

LOCATION: The subject properties are located at the east end of South Beutel Road as depicted in Exhibit A and identified as Tax Lots 00100, 00200, 00300, 00400, 00500, 00600, 00700, 00800, 00900, 01000, and 01100 in the SE 1/4 of NW 1/4 of Section 12 (BD); and Tax Lots 01400, and 01401 in the NW 1/4 of Section 12 (B), T3S R1E, W.M., Clackamas County, Oregon.

REVIEWER: Tony Konkol, Senior Planner
Bob Cullison, Engineering Manager

RECOMMENDATION: Forward Recommendations to City Commission for Consideration and Setting Election for May 17, 2005

PROPOSAL NO. AN-04-01 - CITY OF OREGON CITY - Annexation

Property Owners / Voters: Guy & Lisa Matychuck, Frank Keck, Willard Elliott, Frank Halpin, Bernice LeSueur, Steve & Theresa Sipes, Charles & Carol Koenig, Terry & Patricia Tomlin, Byron Verhines, James & Patti Rhodes, Ronald Williams, and Kristina Sorensen

Applicant: Guy & Lisa Matychuck represented by Paul Sedoruk, Land Tech, Inc.

Proposal No AN-04-01 was initiated by consent petitions of a double majority of the property owners and registered voters. The petitions meet the requirement for initiation set forth in ORS 222.170 (2) (double majority annexation law) and Metro Code 3.09.040 (a) (Metro's minimum requirements for a petition).

Under the City's Code the Planning Commission reviews annexation proposals and makes a recommendation to the City Commission. If the City Commission decides the proposed annexations should be approved, the City Commission is required by the Charter to submit the annexation to the electors of the City. If a necessary party raises concerns prior to or at the City Commission's public hearing, the necessary party may appeal the annexation to the Metro Appeals Commission within 10 days of the date of the City Commission's decision.

The territory to be annexed is located generally on the southwest side of the City on the north and south sides of South Beutel Road as depicted in Exhibit A. The territory in Proposal No. AN 04-01 contains approximately 15.5 acres, has 13 single-family residences with a population of 25, and is valued at \$1,546,701.

REASON FOR ANNEXATION

The owner would be able to receive city services, specifically, sanitary sewer connection to correct his failing septic system and preserve water quality. As a result of installing said public sewer in front of the remainder of the petitioners, the rest of the petitioners could also connect to public sewer in the event that they also experience septic failure.

LAND USE PLANNING

SITE CHARACTERISTICS

The properties gently slope toward South Beutel Road and slightly to the east toward South End Road at less than 2 percent. Eleven of the sites, on the south side of South Beutel Road, have

single-family homes on them and are lots in a county subdivision that are not large enough to be further developed with each of these lots having 3-5 mature trees and typical residential landscaping. The remaining two large lots, on the north side of South Beutel Road, each has a single-family home with outbuildings and each has a good number of mature trees with the remaining being grassy fields. The property is in the South End Drainage Basin.

REGIONAL PLANNING

General Information

This territory is inside Metro's jurisdictional boundary and inside the regional Urban Growth Boundary (UGB).

Metro Boundary Change Criteria

The Legislature has directed Metro to establish criteria that must be used by all cities within the Metro boundary. The Metro Code states that a final decision shall be based on substantial evidence in the record of the hearing and that the written decision must include findings of fact and conclusions from those findings. The Code requires these findings and conclusions to address the following minimum criteria:

1. Consistency with directly applicable provisions in ORS 195 agreements or ORS 195 annexation plans.
2. Consistency with directly applicable provisions of urban planning area agreements between the annexing entity and a necessary party.
3. Consistency with directly applicable standards for boundary changes contained in Comprehensive land use plans and public facility plans.
4. Consistency with directly applicable standards for boundary changes contained in the Regional framework or any functional plans.
5. Whether the proposed boundary change will promote or not interfere with the timely, orderly and economic provision of public facilities and services.
6. Consistency with other applicable criteria for the boundary change in question under state and local law.

The Metro Code also contains a second set of 10 factors that are to be considered where: 1) no ORS 195 agreements have been adopted, and 2) a necessary party is contesting the boundary change. Those 10 factors are not applicable at this time to this annexation because no necessary party has contested the proposed annexation.

Regional Framework Plan

The law that requires Metro to adopt criteria for boundary changes specifically states that those criteria shall include "... compliance with adopted regional urban growth goals and objectives, functional plans ... and the regional framework plan of the district [Metro]." The Growth Management Functional Plan was reviewed and found not to contain any criteria directly applicable to boundary changes. The Regional Framework Plan was reviewed and found not to contain specific criteria applicable to boundary changes.

CLACKAMAS COUNTY PLANNING

The Metro Code states that the Commission's decision on this boundary change should be "... consistent with specific directly applicable standards or criteria for boundary changes contained in comprehensive land use plans, public facility plans," ...

The Clackamas County Comprehensive Plan is the currently applicable plan for this area. The plan designation for this site is Low Density Residential (LR) on the County's Oregon City Area Land Use Plan (Map IV-5). Zoning on the property is FU-10, Future Urban, and 10-acre minimum lot size. This is a holding zone to prevent the creation of small parcels in areas within the UGB to preserve the capacity of land to fully develop once a full range of urban services is available. Lands located outside areas having sanitary sewer service available were designated Future Urbanizable.

The *Land Use* section of the Plan, Chapter 4, identifies the territory proposed for annexation as *future urbanizable*, which are defined as:

"Future urbanizable areas are lands within the Urban Growth Boundaries but outside Immediate Urban areas. Future Urbanizable areas are planned to be served with public sewer, but are currently lacking a provider of sewer service. Future Urbanizable areas are substantially underdeveloped and will be retained in their current use to insure future availability for urban needs.

Policy 5.0 provides that land is converted from "*Future Urbanizable to Immediate Urban when land is annexed to either a city or special district capable of providing public sewer.*" Policy 6.0 contains guidelines that apply to annexations, such as this one, that convert Future Urbanizable to Immediate Urban land:

- a. *Capital improvement programs, sewer and water master plans, and regional public facility plans should be reviewed to insure that orderly, economic provision of public facilities and services can be provided.*
- b. *Sufficient vacant Immediate Urban land should be permitted to insure choices in the market place.*

- c. *Sufficient infilling of Immediate Urban areas should be shown to demonstrate the need for conversion of Future Urbanizable areas.*
- d. *Policies adopted in this Plan for Urban Growth Management Areas and provisions in signed Urban Growth Management Agreements should be met (see Planning Process Chapter.)*

The capital improvement programs, sewer and water master plans and regional plan were reviewed. Those are addressed below.

According to the city data base, Oregon City corporate limits has a total of approximately 700 vacant buildable acres designated for Low-Density Residential use that are zoned R-6, R-8, & R-10.

The urban growth management agreement is addressed in the following section.

Urban Growth Management Agreement

The City and the County have an Urban Growth Management Agreement (UGMA), which is a part of their Comprehensive Plans. The territory to be annexed falls within the Urban Growth Management Boundary (UGMB) identified for Oregon City and is subject to the agreement. The County agreed to adopt the City's Comprehensive Plan designations for this area which is Low Density Residential. Consequently, when property is annexed to Oregon City, it already has a City planning designation.

The Agreement presumes that all the urban lands within the UGMB will ultimately annex to the City. It specifies that the city is responsible for the public facilities plan required by Oregon Administrative Rule Chapter 660, division 11. The Agreement goes on to say:

4. City and County Notice and Coordination

* * *

D. *The CITY shall provide notification to the COUNTY, and an opportunity to participate, review and comment, at least 20 days prior to the first public hearing on all proposed annexations . . .*

* * *

5. City Annexations

A. *CITY may undertake annexations in the manner provided for by law within the UGMB. CITY annexation proposals shall include adjacent road right-of-way to properties proposed for annexation. COUNTY shall not oppose such annexations.*

- B. Upon annexation, CITY shall assume jurisdiction of COUNTY roads and local access roads that are within the area annexed. As a condition of jurisdiction transfer for roads not built to CITY street standards on the date of the final decision on the annexation, COUNTY agrees to pay to CITY a sum of money equal to the cost of a two-inch asphaltic concrete overlay over the width of the then-existing pavement; however, if the width of pavement is less than 20 feet, the sum shall be calculated for an overlay 20 feet wide. The cost of asphaltic concrete overlay to be used in the calculation shall be the average of the most current asphaltic concrete overlay projects performed by each of CITY and COUNTY. Arterial roads will be considered for transfer on a case- by-case basis. Terms of transfer for arterial roads will be negotiated and agreed to by both jurisdictions.
- C. *Public sewer and water shall be provided to lands within the UGMB in the manner provided in the public facility plan . . .*

* * *

The required notice was provided to the County at least 20 days before the Planning Commission hearing. The agreement requires that adjacent road rights-of-way be included within annexations. Proposal AN 04-01 needs to contain the adjacent right-of-way of South End Road and South Beutel Road.

Jurisdiction of County Roads does not occur automatically when they are annexed. After annexation, the City may request that annexed roads be transferred. If a road is not built to City street standards the agreement requires the County to pay the City for the cost of a two-inch overlay. It is the staff's understanding that the County has not been transferring annexed roads to the City because it lacks the funds to pay for the overlay costs required by the agreement.

CITY PLANNING

Although this territory is not covered by the Oregon City acknowledged Comprehensive Plan, the City prepared a plan for its surrounding area and the City's plan designations have been adopted by the County in this area. Certain portions of the City Plan have some applicability and these are covered here.

Section 14 of the Plan is entitled *Urbanization*. Several policies in this section are pertinent to proposed annexations. The following excerpts expand on the City's annexation philosophy and requirements.

The City is required to refer all proposed annexations to the voters. Rather than having voter approval of individual property owners' requests to annex, the City should prepare and implement an annexation plan and program. The City could then annex large blocks of properties (with voter approval) at one time, rather

than in a piecemeal fashion. Annexation would be tied more directly to the City's ability to provide services efficiently, maintain regular city boundaries, and help the city meet Metro targets for housing and employment. The zoning of the property should be decided at the time the Planning Commission and City Commission review and approve the annexation request.

Applications for annexation, whether initiated by the City or by individuals, are based on specific criteria contained in the City's municipal code. Metro and state regulations promote the timely and orderly provision of urban services, with which inappropriate annexations can conflict. Therefore, an annexation plan that identifies where and when areas might be considered for annexation can control the expansion of the city limits and services to help avoid those conflicts and provide predictability for residents and developers. Other considerations are consistency with the provisions of this comprehensive plan and the City's public facility plans, with any plans and agreements of urban service providers, and with regional annexation criteria.

The City has not initiated an annexation plan and program. The City is not in a position to annex large blocks of properties (with voter approval) at one time, rather than in a piecemeal fashion. This annexation is still sufficiently tied directly to the City's ability to provide services efficiently with the logical extension of physical utility lines, but this annexation does not maintain regular city boundaries. This annexation could help the city meet Metro targets for housing, but not employment. The zoning of these properties upon annexation is already set for R-10 by the municipal code as stated below in the Land Use section.

The following Plan annexation policies are approval criteria for annexations under Criteria 3 of the Metro Code. They provide that the City's Comprehensive Plan designations will apply upon annexation, how zoning will be changed (either automatically or after annexation) and that annexations are to be processed according to quasi-judicial procedures.

Goal 14.4: Annexation of Lands to the City

Annex lands to the city through a process that considers the effects on public services and the benefits to the city as a whole and ensures that development within the annexed area is consistent with the Oregon City Comprehensive Plan, City ordinances, and the City Charter.

The city annexation process is set out in Chapter 14 of the Municipal Code. By requiring compliance with that code, the Metro code, and the statewide Planning Rules, the city is applying their consideration of the effects this annexation will have on public services and any benefits to the city as a whole.

Policy 14.4.1 *In order to promote compact urban form to support efficient delivery of public services, lands to be annexed must be within the City's Urban Growth Boundary, and must be contiguous to the existing City limits. Long linear extensions, such as cherry stems and flag lots, shall not be considered contiguous to City limits.*

The proposed properties are contiguous to the city limits at the east end of S. Beutel Road. The shape of the properties as a whole is longer than it is wide but with properties along S. Beutel Road, it doesn't appear to meet the "cherry stem" which would be an annexation with just the road being annexed to reach the large lots at the west end of the proposed annexation. There are no flag lots involved in this proposed annexation.

Policy 14.4.2 Concept Plans and Sub-area Master Plans for unincorporated areas within the Urban Growth Boundary shall include an assessment of the fiscal impacts of providing public services to the area upon annexation, including the costs and benefits to the city as a whole.

This is neither a Concept Plan nor a Sub-area Master Plan.

Policy 14.4.3 When an annexation is requested, the Commission may require that parcels adjacent to the proposed annexation be included to:

- a) avoid creating unincorporated islands within the city;*
- b) enable public services to be efficiently and cost-effectively extended to the entire area; or*
- c) implement a Concept Plan or Sub-area Master Plan that has been approved by the Commission.*

This proposed annexation does not create unincorporated islands within the city. The applicant is proposing to install the sanitary sewer main from the nearest sanitary sewer manhole west on S. Beutel Road to the end of the annexation. There is no existing approved Concept Plan or Sub-area Master Plan for this area.

Policy 14.4.4 The City may, as provided by state law, provide sewer service to adjacent unincorporated properties when a public health hazard is created by a failing septic tank sewage system; the Commission may expedite the annexation of the subject property into the city, subject to any voter approvals of annexations.

The applicant has stated that their basic reason for annexation is failing 30-year old septic systems, specifically on Tax Lot 1400. The applicant has provided confirmation from the county certifying the failed septic system. The nearest public sanitary sewer system to the failing system is 830 feet. The county cannot require the applicant to hook up to the public system since the Oregon Administrative Rule only requires a mandatory hookup for properties within 300 feet of an existing public system. However, the applicant desires to extend the public system to their property rather than spend over \$5,000 on a new septic system. The applicant has also provided water quality tests of surface water near their property that indicates quantities of Total Coliform and E. coli/Fecal contaminating the ground water.

The *Public Facilities* Section of the Comprehensive Plan contains the following pertinent Goals and Policies.

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.

Policies

Policy 11.1.1 Ensure adequate public funding for the following urban facilities and services, if feasible:

- a. Streets and other roads and paths*
- b. Wastewater collection*
- c. Storm water management services*
- d. Police protection*
- e. Fire protection*
- f. Parks and recreation*
- g. Water distribution*
- h. Planning, zoning and subdivision regulation*

South Beutel Road will remain a county road until such time as the county and city agree to transfer the operations and maintenance responsibilities. The applicant desires to pay for extending the public system to their property rather than spend over \$5,000 on a new septic system. Other properties within the annexation will be allowed to connect to this public sanitary sewer system upon paying the appropriate connection and System Development Charge fees. This annexation will add 13 homes to the city's police and fire protection coverage. Upon annexation, these 13 homes will start paying the current stormwater utility fee of \$4/month. Most of these 13 homes are on the public Clackamas River Water system and will remain on this system until such time as the City annexes over 75% of the properties in that section of S. Beutel Road. Any future development of these properties will fall under the city planning, zoning, and land division regulations.

Policy 11.1.1 defines what is encompassed within the term "urban facilities and services" as it pertains to annexation. The City's plan is more inclusive in its definition of what services are considered an "urban service" than is the Metro Code. The City's Plan adds fire protection and planning, zoning and subdivision regulation to the list of urban services that are to be considered by the Metro Code. The Metro Code also includes mass transit in addition to streets and roads.

* * *

Policy 11.1.3 Confine urban public facilities and services to the city limits except where allowed for safety and health reasons in accordance with state land use planning goals and regulations. Facilities that serve the general public will be centrally located and accessible, preferably by multiple modes of transportation.

Policy 11.1.4 Support development on underdeveloped or vacant buildable land within the City where urban facilities and services are available or can be

provided and where land use compatibility can be found relative to the environment, zoning, and comprehensive plan goals.

Policy 11.1.5 Design the extension or improvement of any major urban facility and service to an area to complement other urban facilities and services at uniform levels.

Policies 11.1.3 and 11.1.4 encourage development on sites within the City where urban facilities and services are either already available or can be provided. This policy implies that lands that cannot be provided urban services should not be annexed. The proposed lands in this annexation can easily be provided urban services with the possible exception of staff-limited police resources. Future development will definitely require further analysis of this service area. The applicant desires to extend the public system to their property rather than spend over \$5,000 on a new septic system. No properties outside of the city limits will be allowed to connect to this new public sanitary sewer main until they annex into the city, notwithstanding an approved extraterritorial connection.

Policy 11.1.5 requires that the installation of a major urban facility or service should be coordinated with the provision of other urban facilities or services. No major urban facility or service is required here; rather, it simply requires normal extension of water and sanitary sewer.

Read together, these policies suggest that when annexing lands, the City should consider whether a full range of urban facilities or services are available or can be made available to serve the territory to be annexed. Oregon City has implemented these policies with its Code provisions on processing annexations, which requires the City to consider adequacy of access and adequacy and availability of public facilities and services. Overall, it appears that the city can provide urban services to these 13 homes. It is quite clear that future development will incur more scrutiny, especially in the area of police protection.

Goal 11.2: Wastewater

Seek the most efficient and economic means available for constructing, operating, and maintaining the City's wastewater collection system while protecting the environment and meeting state and federal standards for sanitary sewer systems.

Policies

* * *

Policy 11.2.2 Plan, operate and maintain the wastewater collection system for all current and anticipated city residents within the existing urban growth boundary. Strategically plan for future expansion areas.

* * *

Since all new development on annexed lands is required to connect to the sanitary sewer system, this policy suggests that a measure of the adequacy of the sanitary system should be whether it could serve the potential level of development provided for by the Comprehensive Plan and Zoning designations. This is in fact the main tenet of the application.

Policy 11.2.3 Work with Tri-City Service District to provide enough capacity in its collection system to meet standards established by the Oregon Department of Environmental Quality (DEQ) to avoid discharging inadequately treated sewage to surface waters.

The Tri-City Service District was provided notice of this annexation. The district did not respond to the notice. No response is interpreted as no opposition. Before sanitary sewers can be extended to lands annexed to the City, those lands will need to annex to the Tri-City Service District. The property owner may initiate that Tri-City Service District annexation after annexation to the City. The City Commission should concur with Tri-City Service District's annexation of the subject property in the enacting ordinance upon voter approval of the annexation.

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.

Policies

Policy 11.3.1 Plan, operate and maintain the water distribution system for all current and anticipated city residents within its existing urban growth boundary and strategically plan for future expansion areas.

Since new development on annexed lands may connect to the city water distribution system, this policy suggests that a measure of the adequacy of the water distribution system should be whether it could serve the potential level of development provided for by the Comprehensive Plan and Zoning designations. The City has an adequate water supply in the general area of this annexation in South End Road. Most of these 13 homes are on the public Clackamas River Water system and will remain on this system until such time as the City annexes over 75% of the properties in that section of S. Beutel Road.

Goal 11.4: Stormwater Management
Seek the most efficient and economical means available for constructing, operating, and maintaining the City's stormwater management system while protecting the environment and meeting regional, state, and federal standards for protection and restoration of water resources and fish and wildlife habitat.

Policies

Policy 11.4.1 Plan, operate, and maintain the stormwater management system for all current and anticipated city residents within Oregon City's existing urban growth boundary and strategically plan for future expansion areas.

Policy 11.4.4 Maintain existing drainageways in a natural state for maximum water quality, water resource preservation, and aesthetic benefits.

Since new development on annexed lands may connect to the city stormwater management system, this policy suggests that a measure of the adequacy of the stormwater management system should be whether the city (or the county stormwater management system in the event that drainage goes to the county) could serve the potential level of development provided for by the Comprehensive Plan and Zoning designations. New development may also have opportunities to provide further protection to preserve water quality. This annexation will not result in any changes to the stormwater drainage. Future development will require conformance with city stormwater design standards.

Goal 11.9: Fire Protection

Maintain a high level of fire suppression and emergency medical services capacity.

Policies

Policy 11.9.1 Ensure that all areas, including newly annexed areas, receive fire protection and emergency medical services.

Because the City is required by this policy to provide the same level of fire protection to newly annexed areas that it provides to other areas within the City, it may consider whether it will be possible to do so when it decides an annexation proposal.

The final section of this staff report addresses each urban service to determine whether the services are currently available or can be made available at an adequate level to serve the potential development of the property under the current planning designation and zoning that implements it.

LAND USE

Section 2, of the City's Comprehensive Plan identifies land use types. Low Density Residential is identified as follows:

1. *Low Density Residential [LR]: Areas in the LR category are primarily for single-family detached homes.*

The City/County urban growth management agreement specifies that the County's acknowledged Comprehensive Plan and implementing regulations shall apply until annexation and the City adopts subsequent plan amendments. The Oregon City Code requires the City

Planning Department to review the final zoning designation within sixty days of annexation, utilizing the chart below and some guidelines laid out in Section 17.06.050.

CITY LAND USE CLASSIFICATION

<u>Residential Type</u>	<u>City Zone</u>
Low-density residential	R-10, R-8, R6
Medium-density residential	R-3.5, RD-4 (MDP)
High-density residential	R-2

That section goes on to say:

“In cases where only a single city zoning designation corresponds to the comprehensive plan designation . . . Section 17.68.025 shall control.”

Section 17.68.025, Zoning changes for land annexed into the city, says:

“Notwithstanding any other section of this chapter, when property is annexed into the city from the city/county dual interest area with any of the following comprehensive plan designations, the property shall be zoned upon annexation to the corresponding city zoning designations as follows:”

<u>Plan Designation</u>	<u>Zone</u>
Low-density residential	R-10
Medium-density residential	R-3.5
High-density residential	R-2

Oregon City has three zones that may be applied to the County’s Low Density Residential land use classification. The R-10 zone is ministerially applied upon annexation approval. The R-10 zone requires a minimum lot size of 10,000 square feet and the minimum density is 4.4 units per acre. The surrounding properties around the site have county zoning of FU-10 on the south, north and west with R-8 to the east across South End Road.

The City’s Code contains provisions on annexation processing. Section 6 of Chapter 14 requires the City Commission “to consider the following factors, as relevant”:

1. Adequacy of access to the site;

The site access is discussed below in the Facilities and Services section. Any future development of the property will need to include half-street/full street improvements to the minor arterial, South End Road, and to South Beutel Road, as appropriate.

2. Conformity of the proposal with the City’s Comprehensive Plan;

As demonstrated in this section of the staff report, the City’s Comprehensive Plan is satisfied.

3. *Adequacy and availability of public facilities and services to service potential development;*

The Facilities and Services discussion of this report demonstrates that public facilities and services are available and are adequate to serve the potential development that could occur under the existing low density plan designation.

4. *Compliance with applicable sections of Oregon Revised Statutes Chapter 222, and Metro Code 3.09;*

The only criterion in ORS 222 is that annexed lands be contiguous to the City. The site is contiguous at its border with city property on the east end of the annexation at South End Road. The Metro Code criteria are set out on page 2 of this report. This report considers each factor and the Conclusions and Reasons in the attached Findings and Reasons demonstrate that these criteria are satisfied.

5. *Natural hazards identified by the City, such as wetlands, floodplains, and steep slopes;*

There are no natural hazards identified by the City Comprehensive Plan located on or adjacent to the subject site.

6. *Any significant adverse effects on specially designated open space, scenic historic or natural resource areas by urbanization of the subject property at the time of annexation;*

The property is in the South End Drainage Basin. Most of the properties are mapped under the Water Quality Resource Area Overlay District on Oregon City's Water Quality and Flood Management Areas Map due to a shallow drainage swale on Tax Lot 1401, the roadside ditch along S. Beutel Road and a more defined drainage corridor flowing northeast across non-annexed properties. Eleven of the properties lie across the street from the ditch with little impact nor any possibility of future development due to their size. The only two properties large enough for development will have the major burden of complying with city Water Quality Resource regulations.

7. *Lack of any significant adverse effects on the economic, social and physical environment of the community by the overall impact of annexation."*

The applicant desires to connect to city sanitary services to correct a failing septic system rather than pay over \$5000 now to correct their septic system.

Annexation alone will have virtually no affect on the economic, social, or physical environment of the community. The Commission interprets the "community" as including the City of Oregon City and the lands within its urban service area. The City will obtain a small increase in property tax revenues from adding additional assessed value to its tax roll as a result of annexing the territory. The City will also obtain land use jurisdiction over the territory. Finally it will have service responsibilities including fire, police and general administration. The City delivers

police service to the unincorporated area in the course of patrolling to deliver service to the incorporated area. The increases in service responsibilities to the area that result from the annexation are insignificant.

If approved by City electors for annexation, the property owner could apply to the City for land use permits, including a subdivision. Any impacts on the community that result from approval of development permits are a direct consequence of the permit approval, not of the annexation. Before any urban development can occur, the territory must also be annexed to the Tri-City Service District. The City Commission must concur with Tri-City Service District's annexation of the subject property in the enacting ordinance upon voter approval of the city annexation.

Section 8 of the Ordinance states that:

"The City Commission shall only set for an election annexations consistent with a positive balance of the factors set forth in Section 6 of this ordinance. The City Commission shall make findings in support of its decision to schedule an annexation for an election."

FACILITIES AND SERVICES

ORS 195 Agreements. ORS 195 requires agreements among providers of urban services. Urban services are defined as: sanitary sewers, water, fire protection, parks, open space, recreation and streets, roads and mass transit. No urban service agreements have yet been adopted in Clackamas County.

Sanitary Sewers. The City of Oregon City provides sanitary sewer collector service. The applicant reports that there is a 12-inch sewer line in Parrish Road approximately 830 feet from the east edge of their property. The applicant is proposing to extend this 12-inch sewer line across South End Road and west on S. Beutel Road to the middle of Tax Lot 1401. According to the City Engineering Manager, this proposed new system has adequate capacity to serve the site, but city sanitary sewer standards will require the line be extended to the west edge of Tax Lot 1401.

The Tri-City Service District provides sewage transmission and treatment services to the cities of Oregon City, West Linn and Gladstone. Each city owns and maintains its own local sewage collection system. The District owns and maintains the sewage treatment plant and interceptor system. The three cities are in the District and as provided in the intergovernmental agreement between the District and the City, the District does not serve territories outside Oregon City, with one exception.

Before January 1, 1999, state statute (ORS 199) provided that when territory was annexed to a city that was wholly within a district, the territory was automatically annexed to the district as well. That statute no longer applies in this area. Therefore, each annexation to Oregon City needs to be followed by a separate annexation of the territory to the Tri-City Service District. The City Commission must concur with Tri-City Service District's annexation of the subject property in the enacting ordinance upon voter approval of the city annexation.

The Tri-City Service District plant is along Interstate 205 in Oregon City just east of the junction of the Willamette and the Clackamas Rivers. The plant has an average flow capacity of 11 million gallons per day (mgd) and a design peak flow capacity of 50 mgd. The Tri-City plant has had measured flows of 50 mgd. At this flow, the collection system was backed up, however the District did not divert any flows to the Willamette River. The available average capacity is 4.4 mgd. The plant was designed to serve a population of 66,500 in the year 2001.

Water. There is an existing 6-inch steel Clackamas River Water (CRW) water line in S. Beutel Road. Oregon City has a 12-inch waterline in South End Road with an 8-inch line tee across South End Road at S. Beutel Road that feeds the 6-inch steel CRW line in S. Beutel Road.

Oregon City, with West Linn, owns the water intake and treatment plant, which the two cities operate through a joint intergovernmental entity known as the South Fork Water Board (SFWB). The ownership of the Board is presently divided with Oregon City having 50 percent and West Linn 50 percent ownership of the facilities.

The water supply for the South Fork Water Board is obtained from the Clackamas River through an intake directly north of the community of Park Place. Raw water is pumped from the intake up to a water treatment plant located within the Park Place neighborhood. The treated water then flows south through a pipeline and is pumped to a reservoir in Oregon City for distribution to both Oregon City and West Linn. The SFWB also supplies surplus water to the Clairmont Water District portion of the Clackamas River Water District.

Both the river intake facility and the treatment plant have a capacity of twenty million gallons per day (MGD). There is an intertie with Lake Oswego's water system that allows up to five MGD to be transferred between Lake Oswego and SFWB (from either system to the other).

Stormwater. On-site stormwater drainage, water quality, and detention facilities will be required upon future development. Any future development would have to convey site stormwater runoff to the stormwater system in S. Beutel Road or South End Road, as appropriate. When development is proposed for the subject site, the owner will be required to design and construct a storm water collection and a detention system to compensate for the increase in impervious area of the property.

Fire Protection. This territory is currently within Clackamas County R.F.P. D. # 1. Oregon Revised Statute 222.120 (5) allows the City to specify that the territory be automatically withdrawn from the District upon approval of the annexation.

Police Protection. The Clackamas County Sheriff's Department currently serves the territory. Subtracting out the sworn officers dedicated to jail and corrections services, the County Sheriff provides approximately 0.5 officers per thousand population for local law enforcement services.

The area to be annexed lies within the Clackamas County Service District for Enhanced Law Enforcement, which provides additional police protection to the area. The combination of the county-wide service and the service provided through the Enhanced Law Enforcement CSD

results in a total level of service of approximately 1 officer per 1000 population. According to ORS 222.120 (5) the City may provide in its approval ordinance for the automatic withdrawal of the territory from the District upon annexation to the City. If the territory were withdrawn from the District, the District's levy would no longer apply to the property.

Upon annexation the Oregon City Police Department will serve the territory. Oregon City fields approximately 1.17 officers per 1000 population. The City is divided into three patrol districts with a four-minute emergency response and a twenty-minute non-emergency response time. There will be minimal impact to police services upon annexation, however, any future development would negatively impact already strained police services.

Parks, Open Space and Recreation. The site's nearest park is Chapin Park on Warner-Parrott Road, about 1.5 miles away.

Transportation. Access is provided from S. Beutel Road via South End Road. South End Road is a city minor arterial. S. Beutel Road is a county road. Any future development of these properties must take this into consideration. The City-County UGMA requires the annexation to include the adjacent portion of S. Beutel Road and South End Road.

The applicant has not completed a traffic impact analysis (TIA) study for any future project. Several intersections will be impacted by future development of this site: South End Road at Warner-Parrott Road (4-way controlled stop) and South End Road at Partlow Road/Lafayette Avenue (2-way controlled stop on Partlow/Lafayette). Staff review of a recent TIA study concerning these intersections leads staff to believe that the potential small increase in traffic from any future development of these properties will not deteriorate any of these intersections to a critical situation.

Other Services. Planning, building inspection, permits, and other municipal services will be available to the territory from the City upon annexation.

MEASURE 37 WAIVER.

The recent approval of Measure 37 concerning governmental rules and regulations and how they affect property rights leads the City to require a waiver to Measure 37 upon annexation into the City. This is based on the following factors from the City's Annexation Code Section 14.04.060:

2. Conformity of the proposal with the city's comprehensive plan;
3. Adequacy and availability of public facilities and services to service potential development;

5. Natural hazards identified by the city, such as wetlands, floodplains and steep slopes;

6. Any significant adverse effects on specially designated open space, scenic, historic or natural resource areas by urbanization of the subject property at time of annexation;

7. Lack of any significant adverse effects on the economic, social and physical environment of the community by the overall impact of the annexation.

Subsection (2) requires conformity with the existing City plan; the condition to waive Measure 37 claims ensures that the City won't see a claim to waive or remove any requirement that was put in place to implement the plan.

Subsection (3) requires adequate public facilities; the City plans for public facilities based on the code and plan in place; if a potential waiver could occur, it would place unexpected demands on public facilities and could result in this factor not being adequate.

Subsection (5) could play a role, if the site has any natural hazards - if there are natural hazards, then annexation into the City could prevent the City from enforcing those provisions without a waiver.

Subsection (6), again could play a role if there are any of the designations (open space, scenic, historic or natural resources) that would be affected by the annexation.

Subsection (7) requires a lack of adverse effects on the various aspects of the City's environment. By requiring the waiver of Measure 37 claims, the City ensures that development not in conformance with the current code and plan will not occur and, because the code and plan were written to protect those aspects of the City's environment, requiring the waiver will ensure that there are not significant adverse effects of the annexation.

RECOMMENDATION

Based on the study and the Proposed Findings and Reasons for Decision attached in Exhibit B for this annexation, the staff recommends that the Planning Commission make a recommendation on Proposal No. AN05-01 to the city commission regarding how the proposal has or has not complied with the factors set forth in Section 14.04.060. Staff has prepared draft Findings and stands ready to adjust them as needed. If the Planning Commission sends forward a positive recommendation, then the staff further recommends that the Planning Commission recommend withdrawing the territory from Clackamas County R.F.P.D. # 1 and the County Service District for Enhanced Law Enforcement as allowed by statute as well as recommending that the City Commission concur with Tri-City Service District's annexation of the subject property in the enacting ordinance upon voter approval of the city annexation. The Planning Commission should also make a recommendation that the applicant be required to sign a waiver not allowing the applicant to apply for a Measure 37 claim.

Exhibits & Figures:

Figure 1: Map

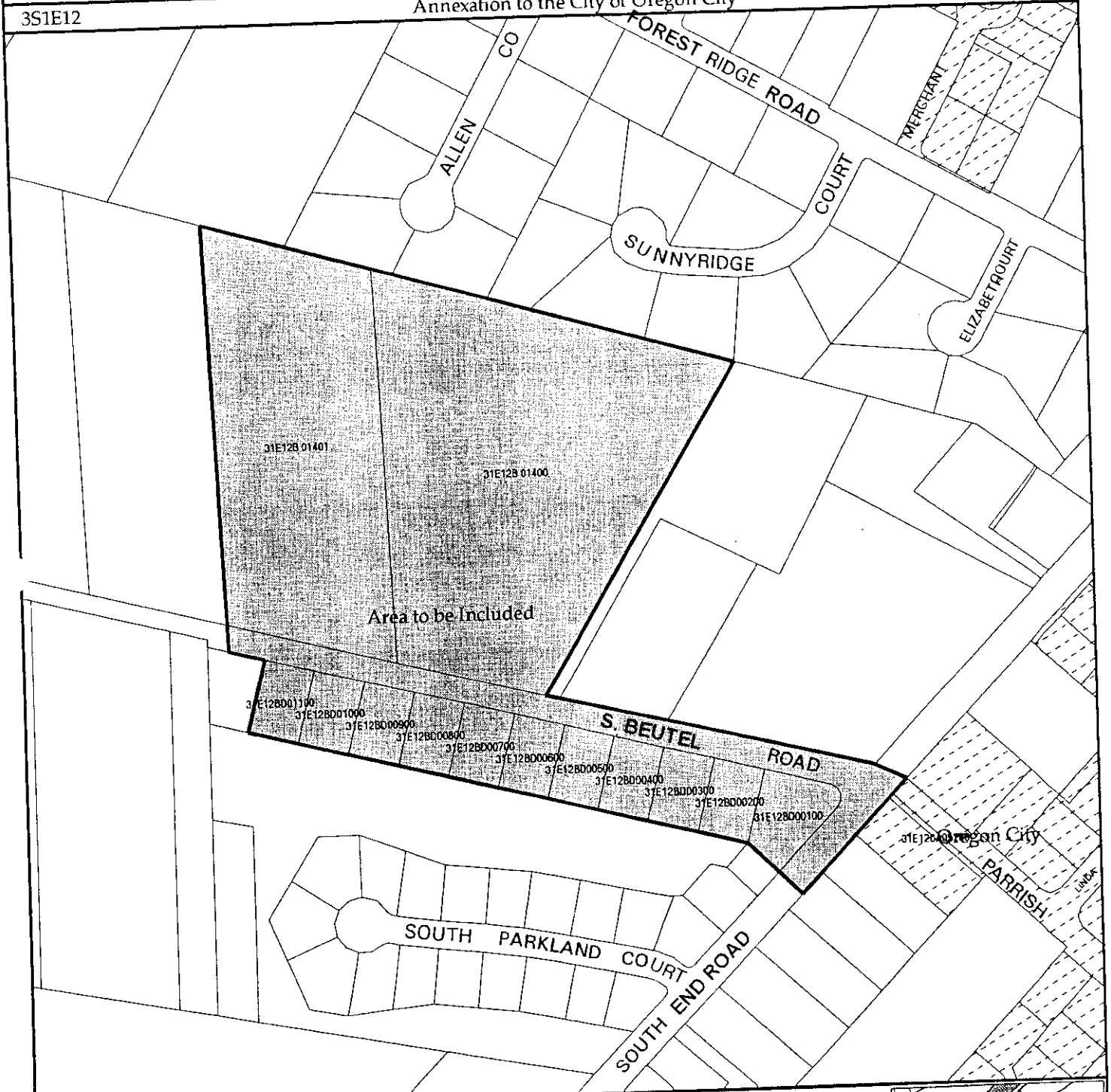
Exhibit A: Proposed Findings

Proposal No. AN04-01

Annexation to the City of Oregon City

Clackamas Co.

3S1E12



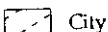
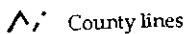
R L I S
REGIONAL LAND INFORMATION SYSTEM



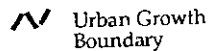
600 NE Grand Ave.
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METRO

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N Annexation boundary



Proposal No. AN04-01
CITY OF OREGON CITY
Figure 1

Scale: $1'' = 250'$

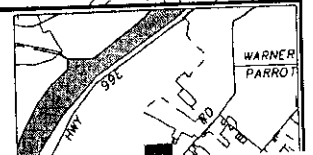
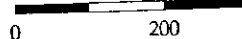


Figure 1

FINDINGS

Based on the study and the public hearing the Commission found:

1. The territory in Proposal No. AN 04-01 contains approximately 15.5 acres, has 13 single-family residences with a population of 25, and is valued at \$1,546,701.
2. The applicant is annexing to the City for acquiring sewer service from the City to replace a failing septic system.
3. The properties gently slope toward South Beutel Road and slightly to the east toward South End Road at less than 2 percent. Eleven of the sites, on the south side of South Beutel Road, have single-family homes on them and are lots in a county subdivision that are not large enough to be further developed with each of these lots having 3-5 mature trees and typical residential landscaping. The remaining two large lots, on the north side of South Beutel Road, each has a single-family home with outbuildings and each has a good number of mature trees with the remaining being grassy fields. The property is in the South End Drainage Basin.
4. This territory is inside Metro's jurisdictional boundary and inside the regional Urban Growth Boundary (UGB).

The Legislature directed Metro to establish criteria that must be used by all cities within the Metro boundary. The Metro Code states that a final decision shall be based on substantial evidence in the record of the hearing and that the written decision must include findings of fact and conclusions from those findings. The Code requires these findings and conclusions to address the following minimum criteria:

- A. Consistency with directly applicable provisions in ORS 195 agreements or ORS 195 annexation plans.
- B. Consistency with directly applicable provisions of urban planning area agreements between the annexing entity and a necessary party.
- C. Consistency with directly applicable standards for boundary changes contained in Comprehensive land use plans and public facility plans.
- D. Consistency with directly applicable standards for boundary changes contained in the Regional framework or any functional plans.
- E. Whether the proposed boundary change will promote or not interfere with the timely, orderly and economic provision of public facilities and services.
- F. If the boundary change is to Metro, determination by the Metro Council that the territory should be inside the UGB shall be the primary criteria.

- G. Consistency with other applicable criteria for the boundary change in question under state and local law.

The Metro Code also contains a second set of 10 factors that are to be considered where: 1) no ORS 195 agreements have been adopted, and 2) a necessary party is contesting the boundary change. Those 10 factors are not applicable at this time to this annexation because no necessary party has contested the proposed annexation.

5. The law that requires Metro to adopt criteria for boundary changes specifically states that those criteria shall include " . . . compliance with adopted regional urban growth goals and objectives, functional plans . . . and the regional framework plan of the district [Metro]." The Regional Framework Plan, which includes the regional urban growth goals and objectives, the Growth Management Functional Plan and the Regional Transportation Plan were examined and found not to contain specific criteria applicable to boundary changes.
6. The Metro Code states that the Commission's decision on this boundary change should be ". . . consistent with specific directly applicable standards or criteria for boundary changes contained in comprehensive land use plans, public facility plans, . . ."

The Clackamas County Comprehensive Plan is the currently applicable plan for this area. The plan designation for this site is Low Density Residential (LDR) on the County's Oregon City Area Land Use Plan (Map IV-5). Zoning on the property is FU-10, Future Urban, 10-acre minimum lot size.

Policy 5.0 of the Land Use Chapter provides that land is converted from "*Future Urbanizable to Immediate Urban when land is annexed to either a city or special district capable of providing public sewer.*" Policy 6.0 contains guidelines that apply to annexations, such as this one, that convert Future Urbanizable to Immediate Urban land:

- a. *Capital improvement programs, sewer and water master plans, and regional public facility plans should be reviewed to insure that orderly, economic provision of public facilities and services can be provided.*
- b. *Sufficient vacant Immediate Urban land should be permitted to insure choices in the market place.*
- c. *Sufficient infilling of Immediate Urban areas should be shown to demonstrate the need for conversion of Future Urbanizable areas.*
- d. *Policies adopted in this Plan for Urban Growth Management Areas and provisions in signed Urban Growth Management Agreements should be met (see Planning Process Chapter.)*

The capital improvement programs, sewer and water master plans and regional plan were reviewed and are addressed elsewhere in these Findings.

7. The City and the County have an Urban Growth Management Agreement (UGMA), which is a part of their Comprehensive Plans. The territory to be annexed falls within the Urban Growth Management Boundary (UGMB) identified for Oregon City and is subject to the agreement. The County agreed to adopt the City's Comprehensive Plan designations for this area which is Low Density Residential. Consequently, when property is annexed to Oregon City, it already has a City planning designation.

The Agreement presumes that all the urban lands within the UGMB will ultimately annex to the City. It specifies that the City is responsible for the public facilities plan required by Oregon Administrative Rule Chapter 660, division 11. The Agreement goes on to say:

4. City and County Notice and Coordination

* * *

- D. *The CITY shall provide notification to the COUNTY, and an opportunity to participate, review and comment, at least 20 days prior to the first public hearing on all proposed annexations . . .*

* * *

5. City Annexations

- A. *CITY may undertake annexations in the manner provided for by law within the UGMB. CITY annexation proposals shall include adjacent road right-of-way to properties proposed for annexation. COUNTY shall not oppose such annexations.*

* * *

- C. *Public sewer and water shall be provided to lands within the UGMB in the manner provided in the public facility plan . . .*

* * *

The required notice was provided to the County at least 20 days before the Planning Commission hearing.

8. Although the Oregon City acknowledged Comprehensive Plan does not cover this territory, the City prepared a plan for its surrounding area and the County has adopted its plan designations in this area. Certain portions of the City Plan have some applicability and these are covered here.

Section 14 of the Plan is entitled *Urbanization*. Several policies in this section are pertinent to proposed annexations. The following excerpts expand on the City's annexation philosophy and requirements.

The City is required to refer all proposed annexations to the voters. Rather than having voter approval of individual property owners' requests to annex, the City should prepare and implement an annexation plan and program. The City could then annex large blocks of properties (with voter approval) at one time, rather than in a piecemeal fashion. Annexation would be tied more directly to the City's ability to provide services efficiently, maintain regular city boundaries, and help the city meet Metro targets for housing and employment. The zoning of the property should be decided at the time the Planning Commission and City Commission review and approve the annexation request.

Applications for annexation, whether initiated by the City or by individuals, are based on specific criteria contained in the City's municipal code. Metro and state regulations promote the timely and orderly provision of urban services, with which inappropriate annexations can conflict. Therefore, an annexation plan that identifies where and when areas might be considered for annexation can control the expansion of the city limits and services to help avoid those conflicts and provide predictability for residents and developers. Other considerations are consistency with the provisions of this comprehensive plan and the City's public facility plans, with any plans and agreements of urban service providers, and with regional annexation criteria.

The City has not initiated an annexation plan and program. The City is not in a position to annex large blocks of properties (with voter approval) at one time, rather than in a piecemeal fashion. This annexation is still sufficiently tied directly to the City's ability to provide services efficiently with the logical extension of physical utility lines, but this annexation does not maintain regular city boundaries. This annexation could help the city meet Metro targets for housing, but not employment. The zoning of these properties upon annexation is already set for R-10 by the municipal code as stated below in the Land Use section.

The following Plan annexation policies are approval criteria for annexations under Criteria 3 of Metro Code. They provide that the City's Comprehensive Plan designations will apply upon annexation, how zoning will be changed (either automatically or after annexation) and that annexations are to be processed according to quasi-judicial procedures.

Goal 14.4: Annexation of Lands to the City

Annex lands to the city through a process that considers the effects on public services and the benefits to the city as a whole and ensures that development

within the annexed area is consistent with the Oregon City Comprehensive Plan, City ordinances, and the City Charter.

The city annexation process is set out in Chapter 14 of the Municipal Code. By requiring compliance with that code, the Metro code, and the statewide Planning Rules, the city is applying their consideration of the effects this annexation will have on public services and any benefits to the city as a whole.

Policy 14.4.1 In order to promote compact urban form to support efficient delivery of public services, lands to be annexed must be within the City's Urban Growth Boundary, and must be contiguous to the existing City limits. Long linear extensions, such as cherry stems and flag lots, shall not be considered contiguous to City limits.

The proposed properties are contiguous to the city limits at the east end of S. Beutel Road. The shape of the properties as a whole is longer than it is wide but with properties along S. Beutel Road, it doesn't appear to meet the "cherry stem" which would be an annexation with just the road being annexed to reach the large lots at the west end of the proposed annexation. There are no flag lots involved in this proposed annexation.

Policy 14.4.2 Concept Plans and Sub-area Master Plans for unincorporated areas within the Urban Growth Boundary shall include an assessment of the fiscal impacts of providing public services to the area upon annexation, including the costs and benefits to the city as a whole.

This is neither a Concept Plan nor a Sub-area Master Plan.

Policy 14.4.3 When an annexation is requested, the Commission may require that parcels adjacent to the proposed annexation be included to:

- a) avoid creating unincorporated islands within the city;*
- b) enable public services to be efficiently and cost-effectively extended to the entire area; or*
- c) implement a Concept Plan or Sub-area Master Plan that has been approved by the Commission.*

This proposed annexation does not create unincorporated islands within the city. The applicant is proposing to install the sanitary sewer main from the nearest sanitary sewer manhole west on S. Beutel Road to the end of the annexation. There is no existing approved Concept Plan or Sub-area Master Plan for this area.

Policy 14.4.4 The City may, as provided by state law, provide sewer service to adjacent unincorporated properties when a public health hazard is created by a failing septic tank sewage system; the Commission may expedite the annexation of the subject property into the city, subject to any voter approvals of annexations.

The applicant has stated that their basic reason for annexation is failing 30-year old septic systems, specifically on Tax Lot 1400. The applicant has provided confirmation from the county certifying the failed septic system. The nearest public sanitary sewer system to the failing system is 830 feet. The county cannot require the applicant to hook up to the public system since the Oregon Administrative Rule only requires a mandatory hookup for properties within 300 feet of an existing public system. However, the applicant desires to extend the public system to their property rather than spend over \$5,000 on a new septic system. The applicant has also provided water quality tests of surface water near their property that indicates quantities of Total Coliform and E. coli/Fecal contaminating the ground water.

The *Public Facilities* Section of the Comprehensive Plan contains the following pertinent Goals and Policies.

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.

Policies

Policy 11.1.1 Ensure adequate public funding for the following urban facilities and services, if feasible:

- a. *Streets and other roads and paths*
- b. *Wastewater collection*
- c. *Storm water management services*
- d. *Police protection*
- e. *Fire protection*
- f. *Parks and recreation*
- g. *Water distribution*
- h. *Planning, zoning and subdivision regulation*

South Beutel Road will remain a county road until such time as the county and city agree to transfer the operations and maintenance responsibilities. The applicant desires to pay for extending the public system to their property rather than spend over \$5,000 on a new septic system. Other properties within the annexation will be allowed to connect to this public sanitary sewer system upon paying the appropriate connection and System Development Charge fees. This annexation will add 13 homes to the city's police and fire protection coverage. Upon annexation, these 13 homes will start paying the current stormwater utility fee of \$4/month. Most of these 13 homes are on the public Clackamas River Water system and will remain on this system until such time as the City annexes over 75% of the properties in that section of S. Beutel Road. Any future development of these properties will fall under the city planning, zoning, and land division regulations.

* * *

Policy 11.1.3 Confine urban public facilities and services to the city limits except where allowed for safety and health reasons in accordance with state land use planning goals and regulations. Facilities that serve the general public will be centrally located and accessible, preferably by multiple modes of transportation.

Policy 11.1.4 Support development on underdeveloped or vacant buildable land within the City where urban facilities and services are available or can be provided and where land use compatibility can be found relative to the environment, zoning, and comprehensive plan goals.

Policies 11.1.3 and 11.1.4 encourage development on sites within the City where urban facilities and services are either already available or can be provided. This policy implies that lands that cannot be provided urban services should not be annexed. The proposed lands in this annexation can easily be provided urban services with the possible exception of staff-limited police resources. Future development will definitely require further analysis of this service area. The applicant desires to extend the public system to their property rather than spend over \$5,000 on a new septic system. No properties outside of the city limits will be allowed to connect to this new public sanitary sewer main until they annex into the city, notwithstanding an approved extraterritorial connection.

Policy 11.1.5 Design the extension or improvement of any major urban facility and service to an area to complement other urban facilities and services at uniform levels.

Policy 11.1.3 prevents the City from extending services outside the City limits. Consequently, lands outside the City are required to annex to use urban public facilities

Policy 11.1.5 requires that the installation of a major urban facility or service should be coordinated with the provision of other urban facilities or services. No major urban facility or service is required here; rather, it simply requires normal extension of water and sanitary sewer.

Read together these policies suggest that, when deciding to annex lands, the City should consider whether a full range of urban facilities or services are available or can be made available to serve the territory to be annexed. Oregon City has implemented these policies with its Code provisions on processing annexations, which require the City to consider adequacy of access and adequacy and availability of public facilities and services. Overall, it appears that the city can provide urban services to these 13 homes. It is quite clear that future development will incur more scrutiny, especially in the area of police protection.

Goal 11.2: Wastewater

Seek the most efficient and economic means available for constructing, operating, and maintaining the City's wastewater collection system while protecting the environment and meeting state and federal standards for sanitary sewer systems.

Policies

* * *

Policy 11.2.2 Plan, operate and maintain the wastewater collection system for all current and anticipated city residents within the existing urban growth boundary. Strategically plan for future expansion areas.

Since all new development on annexed lands is required to connect to the sanitary sewer system, this policy suggests that a measure of the adequacy of the sanitary system should be whether it could serve the potential level of development provided for by the Comprehensive Plan and Zoning designations. This is in fact the main tenet of the application.

Policy 11.2.3 Work with Tri-City Service District to provide enough capacity in its collection system to meet standards established by the Oregon Department of Environmental Quality (DEQ) to avoid discharging inadequately treated sewage to surface waters.

The Tri-City Service District was provided notice of this annexation. The district did not respond to the notice. No response is interpreted as no opposition. Before sanitary sewers can be extended to lands annexed to the City, those lands will need to annex to the District. The property owner must initiate that annexation. The City Commission must concur with Tri-City Service District's annexation of the subject property in the enacting ordinance upon voter approval of the city annexation.

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.

Policies

Policy 11.3.1 Plan, operate and maintain the water distribution system for all current and anticipated city residents within its existing urban growth boundary and strategically plan for future expansion areas.

Since new development on annexed lands may connect to the city water distribution system, this policy suggests that a measure of the adequacy of the water distribution system should be

whether it could serve the potential level of development provided for by the Comprehensive Plan and Zoning designations. The City has an adequate water supply in the general area of this annexation in South End Road. Most of these 13 homes are on the public Clackamas River Water system and will remain on this system until such time as the City annexes over 75% of the properties in that section of S. Beutel Road. The City already laid plans for the future growth of the South End area by co-funding, along with Clackamas River Water, the 12-inch ductile iron waterline in South End Road out to the Urban Growth Boundary.

Goal 11.4: Stormwater Management

Seek the most efficient and economical means available for constructing, operating, and maintaining the City's stormwater management system while protecting the environment and meeting regional, state, and federal standards for protection and restoration of water resources and fish and wildlife habitat.

Policies

Policy 11.4.1 Plan, operate, and maintain the stormwater management system for all current and anticipated city residents within Oregon City's existing urban growth boundary and strategically plan for future expansion areas.

Policy 11.4.4 Maintain existing drainageways in a natural state for maximum water quality, water resource preservation, and aesthetic benefits.

Since new development on annexed lands may connect to the city stormwater management system, this policy suggests that a measure of the adequacy of the stormwater management system should be whether the city (or the county stormwater management system in the event that drainage goes to the county) could serve the potential level of development provided for by the Comprehensive Plan and Zoning designations. New development may also have opportunities to provide further protection to preserve water quality. This annexation will not result in any changes to the stormwater drainage. Future development will require conformance with city stormwater design standards.

Goal 11.9: Fire Protection

Maintain a high level of fire suppression and emergency medical services capacity.

Policies

Policy 11.9.1 Ensure that all areas, including newly annexed areas, receive fire protection and emergency medical services.

Because the City is required to provide the same level of fire protection to newly annexed areas that it provides to other areas within the City, it may consider whether it will be possible to do so when it decides an annexation proposal.

Section 2, of the City's Comprehensive Plan identifies land use types. Low Density Residential is identified as follows:

1. Low Density Residential [LR]: Areas in the LR category are primarily for single-family detached homes.

The City/County urban growth management agreement specifies that the County's acknowledged Comprehensive Plan and implementing regulations shall apply until annexation and the City adopts subsequent plan amendments. The Oregon City Code requires the City Planning Division to review the final zoning designation within sixty days of annexation, utilizing a chart and guidelines in OCMC Section 17.06.050. Those provisions specify that territory with a plan designation of Low Density Residential will be zoned R-10.

The City's Code contains provisions on annexation processing. Section 6 of the ordinance requires the City Commission "to consider the following factors, as relevant":

1. *Adequacy of access to the site;*

The site access is discussed below in Finding 15. Any future development of the property will need to include half-street/full street improvements to the minor arterial, South End Road, and to S. Beutel Road, as appropriate.

2. *Conformity of the proposal with the City's Comprehensive Plan;*

The City's Plan encourages development of areas with a full range of urban services available (see pp G-1 and I-1 of the Comprehensive Plan). Availability and economic viability of urban services were addressed in the application from the property owner.

3. *Adequacy and availability of public facilities and services to service potential development;*

Findings 10-16 and the property owner's application indicate that necessary services can be made available to this area at adequate levels.

4. *Compliance with applicable sections of Oregon Revised Statutes Chapter 222, and Metro Code 3.09;*

The only criterion in ORS 222 is that annexed lands be contiguous to the City. The proposed properties are contiguous to the city limits at the east end of S. Beutel Road.

The Metro Code criteria are set out in Finding # 4. As discussed in other findings it does appear that these criteria can be met by the proposal.

5. *Natural hazards identified by the City, such as wetlands, floodplains, and steep slopes;*

There are no known natural hazards on the proposed site.

6. *Any significant adverse effects on specially designated open space, scenic historic or natural resource areas by urbanization of the subject property at the time of annexation;*

The property is in the South End Drainage Basin. Most of the properties are mapped under the Water Quality Resource Area Overlay District on Oregon City's Water Quality and Flood Management Areas Map due to a shallow drainage swale on Tax Lot 1401, the roadside ditch along S. Beutel Road and a more defined drainage corridor flowing northeast across non-annexed properties. Eleven of the properties lie across the street from the ditch with little impact nor any possibility of future development due to their size. The only two properties large enough for development will have the major burden of complying with city Water Quality Resource regulations.

7. *Lack of any significant adverse effects on the economic, social and physical environment of the community by the overall impact of annexation."*

The applicant desires to connect to city sanitary services to correct a failing septic system rather than pay over \$5000 now to correct their septic system.

Annexation should have no negative effect on the economic, social or physical environment of the community. The Commission interprets the "community" as including the City of Oregon City and the lands within its urban service area. The City will obtain land use jurisdiction over the territory. The City will have service responsibilities including fire, police, etc.

Section 8 of the Ordinance states that:

"The City Commission shall only set for an election annexations consistent with a positive balance of the factors set forth in Section 6 of this ordinance. The City Commission shall make findings in support of its decision to schedule an annexation for an election."

9. ORS 195 requires agreements among providers of urban services. Urban services are defined as: sanitary sewers, water, fire protection, parks, open space, recreation and streets, roads and mass transit. There are no adopted urban service agreements in this part of Clackamas County.

10. The area to be annexed falls generally within the South End drainage basin.

The applicant reports that there is an 12-inch sewer line in Parrish Road approximately 830 feet from the east edge of Tax Lot 1400.

The Tri-City County Service District provides sewage transmission and treatment services to the cities of Oregon City, West Linn and Gladstone. Each city owns and maintains its own local sewage collection system. The District owns and maintains the sewage treatment plant and interceptor system. The three cities are in the District and as provided in the intergovernmental agreement between the District and the City, the District does not serve territories outside Oregon City, with one exception.

Before January 1, 1999, state statute (ORS 199) provided that when territory was annexed to a city that was wholly within a district, the territory was automatically annexed to the district as well. That statute no longer applies in this area. Therefore, each annexation to Oregon City needs to be followed by a separate annexation of the territory to the Tri-City Service District. The City Commission must concur with Tri-City Service District's annexation of the subject property in the enacting ordinance upon voter approval of the city annexation.

11. Staff notes that there is an existing 12-inch Oregon City waterline in South End Road and a 6-inch steel Clackamas River Water (CRW) water line in S. Beutel Road fed by the 12-inch line. CRW currently serves most of the residents in this annexation.

Oregon City, with West Linn, owns the water intake and treatment plant, which the two cities operate through a joint intergovernmental entity known as the South Fork Water Board (SFWB). The ownership of the Board is presently divided with Oregon City having 50 percent and West Linn 50 percent ownership of the facilities.

The water supply for the South Fork Water Board is obtained from the Clackamas River through an intake directly north of the community of Park Place. Raw water is pumped from the intake up to a water treatment plant located within the Park Place neighborhood. The treated water then flows south through a pipeline and is pumped to a reservoir in Oregon City for distribution to both Oregon City and West Linn. The SFWB also supplies surplus water to Clackamas River Water District South Section.

Both the river intake facility and the treatment plant have a capacity of twenty million gallons per day (MGD). There is an intertie with Lake Oswego's water system that allows up to five MGD to be transferred between Lake Oswego and SFWB (from either system to the other).

Oregon City has four functional reservoirs with a capacity of 16.0 million gallons, which is adequate to serve the City through the Water Master Plan planning period to year 2015 if other systems are not supplied.

12. On-site stormwater drainage, water quality, and detention facilities will be required upon future development. Any future development would have to convey site stormwater runoff to the stormwater system in S. Beutel Road or South End Road, as appropriate.
13. This territory is currently within Clackamas County RFPD. # 1. Oregon City provides fire service within the City under a contract with the Clackamas County Fire District #1. A portion of the City's property tax levy goes toward payment of this service. Oregon Revised Statute 222.120 (5) allows the City to specify that the territory be automatically withdrawn from Clackamas County FD #1 upon approval of the annexation.
14. The Clackamas County Sheriff's Department currently serves the territory. Subtracting out the sworn officers dedicated to jail and corrections services, the County Sheriff provides approximately 0.5 officers per thousand population for local law enforcement services.

The area to be annexed lies within the Clackamas County Service District for Enhanced Law Enforcement, which provides additional police protection to the area. The combination of the county-wide service and the service provided through the Enhanced Law Enforcement CSD results in a total level of service of approximately 1 officer per 1000 population. According to ORS 222.120 (5) the City may provide in its approval ordinance for the automatic withdrawal of the territory from the District upon annexation to the City. If the territory were withdrawn from the District, the District's levy would no longer apply to the property.

Upon annexation, the Oregon City Police Department will serve the territory. Oregon City fields approximately 1.17 officers per 1000 population. The City is divided into three patrol districts with a four-minute emergency response and a twenty-minute non-emergency response time. There will be minimal impact to police services upon annexation, however, any future development would negatively impact already strained police services.

15. Access is provided from S. Beutel Road via South End Road. South End Road is a city minor arterial and S. Beutel Road is a county road. The City-County UGMA requires the annexation to include the adjacent portion of both roads.

The applicant has not completed a traffic impact analysis (TIA) study for any future project. Several intersections will be impacted by future development of this site: South End Road at Warner-Parrott Road (4-way controlled stop) and South End Road at Partlow Road/Lafayette Avenue (2-way controlled stop on Partlow/Lafayette). Staff review of a recent TIA study concerning these intersections leads staff to believe that the potential small increase in traffic from any future development of these properties will not deteriorate any of these intersections to a critical situation.

16. Planning, building inspection, permits, and other municipal services will be available to the territory from the City upon annexation.

17. The recent approval of Measure 37 concerning governmental rules and regulations and how they affect property rights leads the City to require a waiver to Measure 37 upon annexation into the City. This is based on the following factors from the City's Annexation Code Section 14.04.060:

2. Conformity of the proposal with the city's comprehensive plan;

3. Adequacy and availability of public facilities and services to service potential development;

5. Natural hazards identified by the city, such as wetlands, floodplains and steep slopes;

6. Any significant adverse effects on specially designated open space, scenic, historic or natural resource areas by urbanization of the subject property at time of annexation;

7. Lack of any significant adverse effects on the economic, social and physical environment of the community by the overall impact of the annexation.

Subsection (2) requires conformity with the existing City plan; the condition to waive Measure 37 claims ensures that the City won't see a claim to waive or remove any requirement that was put in place to implement the plan.

Subsection (3) requires adequate public facilities; the City plans for public facilities based on the code and plan in place; if a potential waiver could occur, it would place unexpected demands on public facilities and could result in this factor not being adequate.

Subsection (5) could play a role, if the site has any natural hazards - if there are natural hazards, then annexation into the City could prevent the City from enforcing those provisions without a waiver.

Subsection (6), again could play a role if there are any of the designations (open space, scenic, historic or natural resources) that would be affected by the annexation.

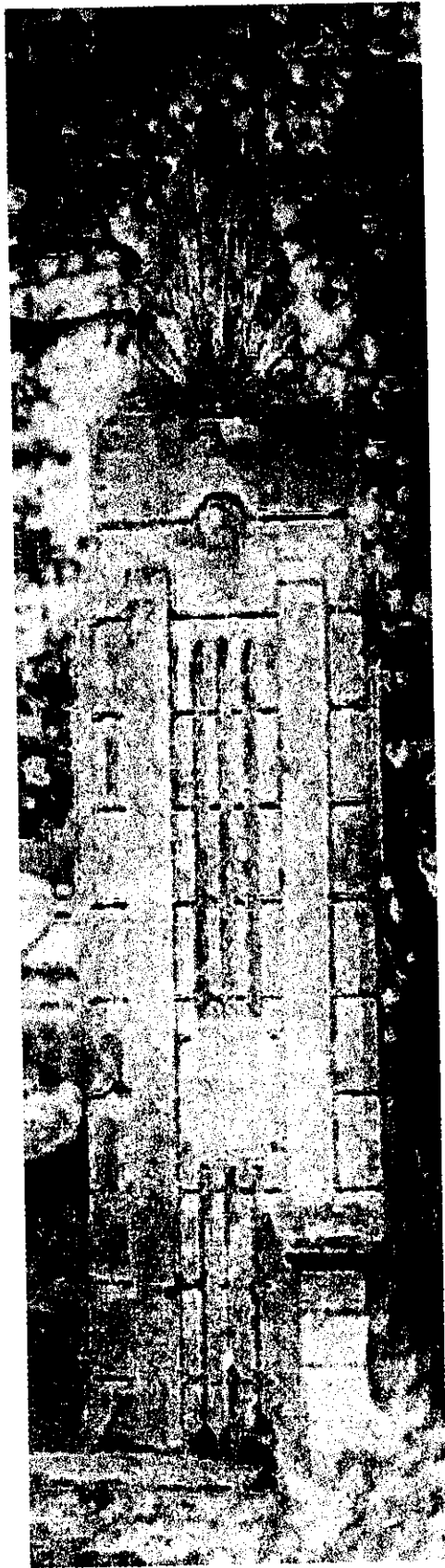
Subsection (7) requires a lack of adverse effects on the various aspects of the City's environment. By requiring the waiver of Measure 37 claims, the City ensures that development not in conformance with the current code and plan will not occur and, because the code and plan were written to protect those aspects of the City's environment, requiring the waiver will ensure that there are not significant adverse effects of the annexation.

CONCLUSIONS AND REASONS FOR DECISION

Based on the Findings, the Commission determined:

1. The Metro Code calls for consistency of the annexation with the Regional Framework Plan or any functional plan. Because there were no directly applicable criteria for boundary changes found in the Regional Framework Plan, the Urban Growth Management Function Plan or the Regional Transportation Plan (see Finding No. 5) the Commission concludes the annexation is not inconsistent with this criterion.
2. Metro Code 3.09.050(d)(1) requires the Commission's findings to address consistency with applicable provisions of urban service agreements or annexation plans adopted pursuant to ORS 195. As noted in Finding No. 9 there are no such plans or agreements in place. Therefore the Commission finds that there are no inconsistencies between these plans/agreements and this annexation.
3. The Metro Code, at 3.09.050(d)(3), requires the City's decision to be consistent with any "directly applicable standards or criteria for boundary changes contained in comprehensive land use plans and public facilities plans." The County Plan also says annexation which converts *Future Urbanizable* lands to *Immediate Urban* lands should ensure the "orderly, economic provision of public facilities and services." The property owner has demonstrated that the City can provide all necessary urban services. Nothing in the County Plan speaks directly to criteria for annexation. Therefore the Commission finds this proposal is consistent with the applicable plan as required Metro Code 3.09.050 (d)(3).
4. The Commission concludes that the annexation is consistent with the City Comprehensive Plan that calls for a full range of urban services to be available to accommodate new development as noted in the Findings above. The City operates and provides a full range of urban services. Specifically with regard to water and sewer service, the City has both of these services available from existing improvements due to Parrish Grove subdivision and the City's co-funded waterline project in South End Road. Water service will continue to be furnished by Clackamas River Water (CRW) until such time as the City annexes over 75% of the properties in that section of CRW waterline. The question of which specific method/route is chosen will be made as a part of the development review process. With regard to storm drainage to the South End Basin, the City has the service available in the form of regulations to protect and control. The specifics of applying these will be a part of the development review process.
5. The Commission notes that the Metro Code also calls for consistency of the annexation with urban planning area agreements. As stated in Finding No. 7, the Oregon City-Clackamas County Urban Growth Management Agreement specifically provides for annexations by the City.

6. Metro Code 3.09.050(d)(5) states that another criterion to be addressed is "Whether the proposed change will promote or not interfere with the timely, orderly and economic provision of public facilities and services." Based on the evidence in Findings 10-16 above the Commission concludes that the annexation will not interfere with the timely, orderly and economic provision of services.
7. The Oregon City Code contains provisions on annexation processing. Section 6 of the ordinance requires that the City Commission consider seven factors if they are relevant. These factors are covered in Finding # 8 and on balance the Commission believes they are adequately addressed to justify approval of this annexation.
8. The City Commission must concur with Tri-City Service District's annexation of the subject property in the enacting ordinance upon voter approval of the city annexation.
9. The Commission determines that the property should be withdrawn from Clackamas County R.F.P.D. # 1 and the Clackamas County Service District for enhanced law enforcement as allowed by statute.
10. Finally the Commission requires that the property owners provide a waiver of Measure 37 rights for all annexed properties.



McLoughlin Boulevard Enhancement Plan

Preferred Plan FINAL REPORT

October 19, 2004
City of Oregon City

McLoughlin Boulevard Enhancement Plan

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This project is funded by a grant from the Transportation and Growth Management Program, a joint program of the Oregon Departments of Transportation and Land Conservation & Development, and by the City of Oregon City

McLoughlin Boulevard Enhancement Plan

Final Report

October 19, 2004

Preferred Plan

The Preferred Plan for McLoughlin Boulevard is comprised of the design elements described below and illustrated in Preferred Plan drawings dated July 31, 2003. It applies to the right-of-way of McLoughlin Boulevard from the railroad underpass north to the Clackamas River Bridge, a distance of approximately one mile.

Segment 1/Segment 2, Railroad Underpass to Tenth Street

- Provide two northbound and two southbound travel lanes with a typical width of 11 feet.
- Tighten intersection of 99E with Railroad Avenue to reduce speed of northbound 99E-

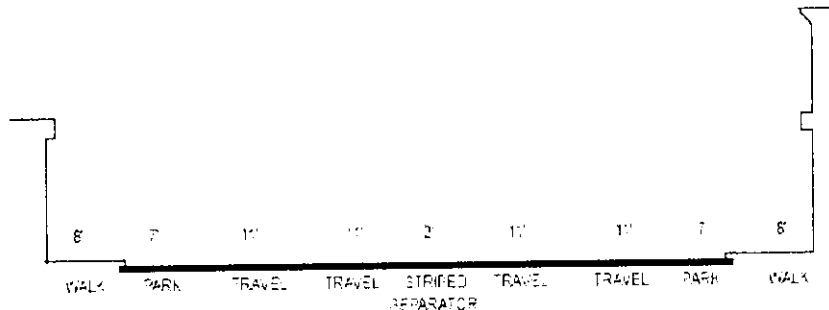


Figure 1 – Cross-Section 50 Feet West of Main Street, Looking West

to-northbound-Railroad Avenue traffic, reduce pedestrian crossing distance and provide space for landscaped area with gateway element.

- Permit left turns from inside northbound and southbound travel lanes at Railroad Avenue
- At Railroad Avenue provide signage for bike route on Railroad Avenue / Main Street alignment. Continue signage along this alignment to Tenth Street Provide directional signage to Municipal Elevator at McLoughlin / Seventh and Main / Seventh.
- Provide a parking court with parallel parking on the east side of McLoughlin south of Sixth Street.
- Retain existing pedestrian-activated traffic signal at Seventh. Provide raised, textured concrete cross-walk with special scoring pattern to match sidewalks. Provide curb extensions on east and west sides of McLoughlin through Seventh Street intersection. Accommodate future construction of concrete deck that extends to west of existing railing and is supported by structure of Oregon City-West Linn Bridge.
- Install raised, landscaped median from Eighth to Tenth. At south legs of Eighth, Ninth and Tenth street intersections provide median pedestrian refuges and marked cross-walks.

At north legs of Eighth and Ninth street intersections provide southbound left-turn lanes; retain existing southbound left-turn lane at Tenth.

- Provide wide sidewalks *and/or* on-street parking along east side. Preferred sidewalk width is ten feet or greater; minimum sidewalk width is eight feet. Provide on-street parking as necessary to maintain existing parking count. Delete on-street parking if necessary to provide adequate travel lane width.
- Widen sidewalk to a typical width of 18 feet along west-side waterfront promenade. Provide parallel parking along west side as shown on Preferred Plan. Integrate art and architectural features in landscaping, sidewalks and railings to create attractive public spaces with a plaza atmosphere. Create strong separation – either continuous or at key locations – between highway and pedestrian space using architectural features and vegetation (for example, pergola or trellis with vines or tall, compact evergreen shrubs).
- Note that viaduct/bridge must be widened from Eighth to Tenth to accommodate wider sidewalks and a landscaped median with left turn lanes.

Segment 3, Tenth Street to 15th Street

- Provide two northbound and two southbound travel lanes with a typical width of 11 feet south of 14th and 12 feet north of 14th.
- Provide typical sidewalk width of ten feet or greater on east side. Provide 15-foot multi-use pathway on west side. Integrate art and architectural features in landscaping, sidewalks and railings to create attractive public spaces with a plaza atmosphere. Create strong separation – either continuous or at key locations – between highway and pedestrian space using architectural features and vegetation (for example, pergola or trellis with vines or tall, compact evergreen shrubs).

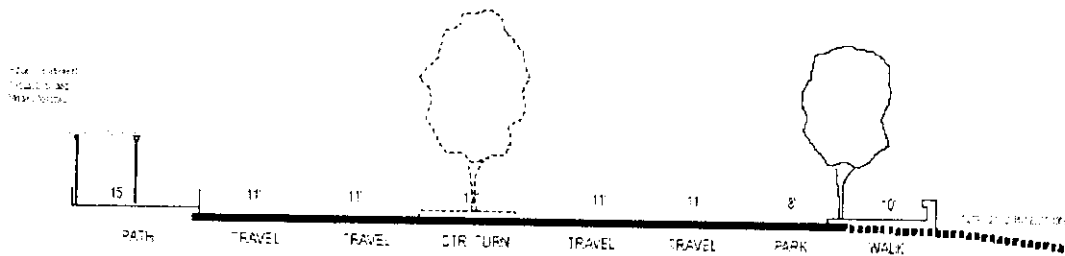


Figure 2 – Cross-Section 100 Feet South of 12th Street, Looking North

- Construct overlook plazas along the west side of McLoughlin at Eighth, Ninth, Tenth, 11th, 12th, 13th and 14th.
- Provide unsignalized pedestrian crossing with median refuge at south leg of 11th Street and southbound left turn pocket at north leg. Eliminate westbound left at 11th.
- Extend 12th Street west to provide a connection between Main Street and McLoughlin. Install traffic signal with protected southbound McLoughlin left-turn to 12th and pedestrian crossing at north leg and pedestrian crossing with median refuge at south leg.
- Construct raised, planted median from Tenth to 15th, with openings for street intersections and left-turn lanes. Construct median through 13th Street intersection north to 14th to eliminate southbound McLoughlin left turn in / out at 13th. Provide openings and marked pedestrian crossings at north and south legs of 13th Street intersection.

- Add pedestrian crossings at existing 14th Street traffic signal at north and south legs of intersection. Provide median pedestrian refuge at south leg. Retain protected southbound McLoughlin left turn to 14th.
- Provide on-street parking on the east side of McLoughlin from Tenth to 14th.
- Remove concrete barrier between southbound travel lane and bicycle-pedestrian pathway.
- Control traffic in southbound express lane at 14th Street signal. Begin taper to eliminate express lane at this intersection.
- At Tenth / McLoughlin provide directional signage to parallel bike route on Main Street. Provide bike route signage along Main Street from Tenth north to Main Street Extension and on to Clackamette Drive.

Segment 4 – Segment 6, 15th Street to Clackamas River Bridge

- Provide typical travel lane width of 12 feet.
- Provide three northbound travel lanes south of Dunes. Transition to two northbound lanes north of Dunes.
- Provide two southbound travel lanes and southbound express lane south of Dunes.
- On east side provide typical sidewalk width of ten feet south of 15th. North of 15th provide seven-foot walk with five-foot planter strip.
- On west side provide 15-foot multi-use pathway south of Dunes. North of Dunes provide seven-foot walk with five-foot planter strip.
- Tighten up 15th Street intersection to reduce vehicle speeds and shorten pedestrian crossing.
- Remove southern northbound direct right-turn channelization to I-205 on-ramp and combine with northbound on- and off-ramp further to the north. Note that this will result in a northbound ramp configuration that is similar to the southbound ramp configuration. It will eliminate the dangerous pedestrian crossing of the southern northbound on-ramp. Landscape the resulting open space. Organize a task force to develop a plan for special features that fit the scale of this open space, such as a fountain, sculpture or landmark tree planting.

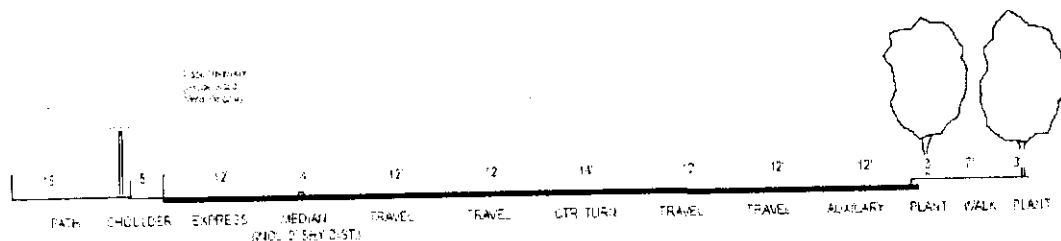


Figure 3 – Cross-Section North of I-205 Northbound Off-Ramp, Looking North

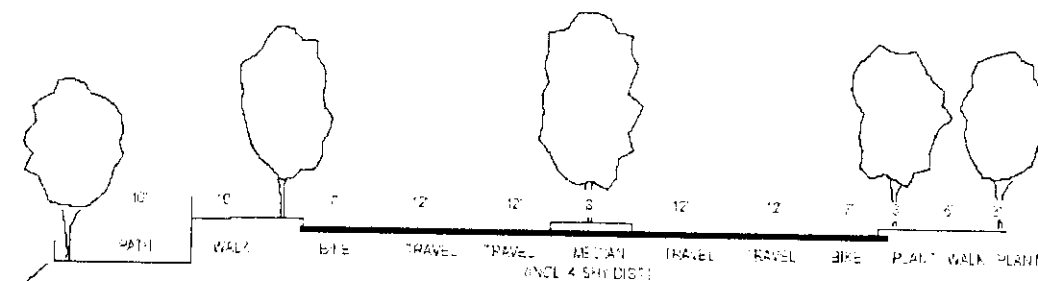


Figure 4 – Cross-Section 100 Feet North of Clackamette Drive Overpass, Looking North

- At south leg of Dunes Drive, begin southbound left-turn lane for I-205 southbound on-ramp. Create width for this by dropping outside northbound travel lane north of southbound I-205 ramp.
- Extend Dunes Drive east through the shopping center and concrete plant to intersect Main Street Extension.
- Install raised landscaped median starting north of Dunes Drive and extending north through Main Street Extension. Eliminate unsignalized southbound McLoughlin left turn into northern shopping center driveway.

Cross-Section Width Criteria

As shown in the Preferred Plan drawings, travel lanes are narrower south of 14th Street and wider to the north. In addition to specific lane widths shown on the plans, the following width criteria apply to McLoughlin:

- For left-turn lanes provide a striped median width of 14 feet, including a 12-foot left-turn lane and a two-foot separator.
- South of 14th, raised islands should have one foot of shy-distance on either side, resulting in a raised island that is two feet narrower than the surrounding striped median.
- North of 14th, raised islands should have two feet of shy distance on either side, resulting in a raised island that is four feet narrower than the surrounding striped median. This criterion will be reviewed if a Special Transportation Area (STA) is implemented north of Dunes Drive.
- South of 14th, provide one-foot shy-distance where travel lanes are adjacent to a raised curb.
- North of 14th, provide two-foot shy-distance where travel lanes are adjacent to a raised curb. This criterion will be reviewed if a Special Transportation Area (STA) is implemented north of Dunes Drive.

Implementation of the Preferred Plan

The first phase of construction under the McLoughlin Boulevard Enhancement Plan extends from Tenth Street north to 15th Street and includes the entire improved width of the street. The Phase One boundary extends further north up the east side to include the closure of the northbound McLoughlin approach to the northbound I-205 on-ramp and construction of new curb and sidewalk from 15th Street north to the remaining northbound on-ramp. Phase One also includes the Railroad Avenue intersection improvements described in Segment 1.

If ODOT's proposed replacement of the viaduct and bridge from Eighth Street to Tenth Street occurs as planned, concurrently with Phase One of the McLoughlin Boulevard Enhancement Plan, then the Phase One boundary can be extended south to Eighth Street. This will allow construction of southbound left-turn lanes; median refuges and pedestrian crossings at Eighth and Ninth streets; and wider sidewalks. However, the new viaduct and bridge must be approximately 20 feet wider than existing to accommodate these improvements. ODOT has stated its expectation that Oregon City will help pay for the additional width. Viewing the need for left-turn lanes as a capacity and safety issue, Oregon City considers the extra width for left-turn lanes as an ODOT cost. ODOT and Oregon City will need to reach an agreement on these and other issues related to the bridge / viaduct replacement.

Oregon City's Comprehensive Plan

Recommendations regarding McLoughlin Boulevard are contained in three documents that are elements of Oregon City's Comprehensive Plan: the *City of Oregon City Transportation System Plan*, adopted by Ordinance No. 01-1009, April 2001; *Oregon City Waterfront Master Plan*, adopted by Ordinance No. 01-1033, January 4, 2002; and the *Downtown Community Plan*. The McLoughlin Boulevard Enhancement Plan supports and refines these recommendations and in the case of the Transportation System Plan, makes several changes as described below.

Pages 5-8, 5-9, Preferred Land Use Plan

On page 5-8, add the following italicized text to the first paragraph under *Preferred Land Use Plan*:

The Oregon City Transportation System Plan has been developed to support and integrate with implementation of the other key elements of the Comprehensive Plan. Three recent transportation and land use planning efforts undertaken by the City were included in the TSP planning process, as described below. *A fourth planning effort, the McLoughlin Boulevard Enhancement Plan, supports and refines recommendations about McLoughlin Boulevard that were made in the Oregon City Transportation System Plan, Oregon City Waterfront Master Plan and Downtown Community Plan. The McLoughlin Boulevard Enhancement Plan also modifies several recommendations in Table 5-5 and Table 5-11 of the Transportation System Plan.*

On page 5-9, at the end of *Preferred Land Use Plan*, add the following paragraph:

Implementation of the McLoughlin Boulevard Enhancement Plan will support the development of the Oregon City Regional Center as envisioned in Metro's 2040 Framework Plan as well as the Regional Boulevard envisioned in Metro's 2000 Regional Transportation Plan.

Table 5-5, Roadway System Improvements

Change the description of Project R-103 by deleting “strike-through” text and adding italicized text:

Project R-103, McLoughlin Boulevard / 99E, ~~Clackamas River Bridge to railroad tunnel~~
~~Eighth Street to I-205 Northbound Ramp~~: Boulevard improvements from ~~Downtown~~
~~Community Plan~~ *McLoughlin Boulevard Enhancement Plan, \$3,700,000 \$5,531,600, Priority A.*

Project R-103A, McLoughlin Boulevard / 99E, Clackamas River Bridge to I 205 Northbound Ramp
and Eighth Street to railroad tunnel: Boulevard Improvements from McLoughlin Boulevard
Enhancement Plan, \$5,746,000, Priority B.

Delete the following projects from Table 5-5; refer to related discussions under *Related Issues* in the following section of this report.

- Project R-49, Highway 99E / I-205 Northbound Ramps: Provision of dual southbound left-turn lanes, dual westbound left-turn lanes and an exclusive northbound right-turn lane.
- Project R-50, Highway 99E / Main Street: Provision of exclusive left-turn lanes on all intersection approaches.

Change the description of Project R-48 by deleting “strike-through” text and adding italicized text:

- Project R-48, Highway 99E / I-205 Southbound Ramps: ~~Provision of dual southbound left-turn lanes~~ *Monitor traffic operations, update analysis and review need for dual southbound left-turn lanes.*

Table 5-11, Bicycle System Improvements

Change the description of Project B-8 by deleting “strike-through” text and adding italicized text:

Project B-8, Highway 99E: ~~I-205 to South UGB~~ *14th Street to Dunes Drive*: Restripe outside northbound lanes to accommodate bicyclists.

Related Issues

Left-Turn Access at McLoughlin and Main

Although the preferred plan does not include dedicated left-turn lanes at the intersection of McLoughlin and Main, left turns will be allowed through gaps in traffic. ODOT and the City may need to re-evaluate left-turn configurations at this intersection if safety or level-of-service issues arise in the future.

If demand increases for the northbound McLoughlin left turn to southbound Main into the Blue Heron site, it may be possible to accommodate a left-turn lane by acquiring a narrow strip of

right-of-way along the north side of McLoughlin between Railroad Avenue and Main Street. This parcel currently is occupied by a small one-story commercial building.

I-205 On-Ramps and Future Left-Turn Capacity at Dunes Drive

In the Preferred Plan McLoughlin Boulevard is designed so the southbound McLoughlin left-turn lane to I-205 southbound could be extended north through the Dunes Drive intersection if additional left-turn storage capacity were needed in the future. Alternatively, this additional width could be used to add a second southbound left-turn lane at Dunes Drive.

Oregon City would not be in favor of extending the southbound left to southbound I-205 north through Dunes Drive, preferring instead to add a second southbound left-turn lane if additional capacity were needed in the future. While widening McLoughlin for this purpose would be feasible, the ability to widen the southbound on-ramp to add a second lane would be influenced by several factors, which were reviewed in concept during the preparation of this plan

- Ramp alignment: Preliminary geometric review indicated that the tight ramp radius would preclude widening the inner side of the curve. Widening the outside of the curve might necessitate realigning the southbound ramps and acquiring additional right-of-way from the adjacent shopping center.
- Freeway alignment: ODOT concluded that the existing cross-section of I-205 would not accommodate a second southbound acceleration lane without widening the fill embankment as well as the nearby Willamette River bridge. Such improvements currently are not planned by ODOT.

Widening McLoughlin would also be necessary in order to add a second southbound left-turn to the northbound I-205 on-ramp. The ability to widen the northbound on-ramp is constrained by the alignment of Main Street Extension to the south and east. Oregon City and ODOT have discussed the following points with respect to future dual left-turns at the I-205 northbound and southbound on-ramps and the corresponding need to widen the ramps themselves:

- Oregon City would like ODOT to keep the dual left-turn lanes in mind when any improvements to adjacent segments of either McLoughlin Boulevard or I-205 are considered.
- Oregon City would like to ensure that the ability to implement these improvements not be foreclosed by other projects without a specific decision by Oregon City and ODOT.
- ODOT cannot commit now to a feasibility analysis for dual left-turn lanes because a need for them has not yet been documented.

Lane Widths

The Preferred Plan dated July 31, 2003, shows 11-foot travel lanes south of 14th Street and 12-foot travel lanes to the north. 11-foot travel lanes are narrower than typically required on a facility, such as McLoughlin Boulevard, that is classified as a District Highway in the Oregon Highway Plan (OHP). However, in a Special Transportation Area (STA), ODOT sometimes allows narrower lane widths. On January 14, 2004, the Oregon Transportation Commission adopted a Special Transportation Area (STA) designation for McLoughlin Boulevard from the railroad underpass north to 14th Street. Based on this designation, ODOT has indicated that 11-

foot travel lanes and seven-foot parking lanes will be acceptable south of 14th Street. As part of implementing the STA, Oregon City will need to prepare a management plan; requirements are listed in the Oregon Highway Plan.

ODOT and Oregon City have agreed not to pursue STA designation for the I-205 interchange influence area because of high traffic volumes and because the development of adjacent pedestrian-oriented land uses is not feasible in this segment. Therefore, the requirement for a minimum 12-foot lane width will remain in this segment.

ODOT may consider an STA designation for a segment of McLoughlin that begins north of the interchange influence area, near Dunes Drive, and extends north to the Clackamas River Bridge. ODOT support for an STA designation in this segment would be contingent on Oregon City's compliance with local street connectivity requirements per the Regional Transportation Plan. The City would verify that lane widths and other design criteria in the Preferred Plan and Final Report for the McLoughlin Boulevard Enhancement Plan were consistent with STA criteria.

Regional Center Development and Parisian Boulevard Design Concept North of I-205

Oregon City's Downtown Community Plan envisions the area north of I-205 redeveloping according to Metro's 2030 land use concepts for a Regional Center. While the McLoughlin Boulevard Enhancement Plan provides streetscape design information for this segment it is not as detailed as southern segments because the Downtown Community Plan does not provide specific information on how properties adjacent to McLoughlin would redevelop or how local access would be provided.

The proximity of the I-205 interchange and very high traffic volumes limit the ability of this segment of McLoughlin to accommodate local access, on-street parking, pedestrian-oriented streetscape or other amenities associated with the mixed-use redevelopment envisioned in the Downtown Community Plan. A Parisian boulevard design could accommodate these conflicting operational requirements by adding local access streets parallel to the existing through-lanes. Currently ODOT is reviewing a Parisian boulevard concept the consultants sketched for McLoughlin north of I-205. However, development of this concept is not within the scope of the McLoughlin Boulevard Enhancement Plan.

At a minimum Oregon City would like to define the Parisian boulevard concept enough to guide the redevelopment of adjacent properties in a manner that supports the objectives of the Downtown Community Plan and Waterfront Master Plan. As envisioned by the consultants the Parisian boulevard design concept would include the following elements:

- A parallel access street similar to a frontage road on the east side of McLoughlin, west of the commercial buildings that house Shari's Restaurant, Starbucks and other businesses that comprise the existing and future frontage of the Oregon City Shopping Center property. The parallel access street would include sidewalks, streetscape improvements and on-street parking on the east side and would connect to the existing parallel access street that connects to Main Street Extension northwest of the Firestone store. This street would intersect with the future eastern extension of

- Dunes Drive (which will connect to Main Street Extension) as well as future east-west streets that will be part of an urban grid.
- Improvement of Clackamette Drive so it will serve as a parallel access street west of McLoughlin, with sidewalks, streetscape amenities and on-street parking.
- Design elements that would support the development of street-level pedestrian oriented uses along the west side of McLoughlin. An example of this would be street-level commercial development with below-grade parking accessed from Clackamette Drive.

Bicycle Access in the McLoughlin Corridor

Oregon City and Metro have expressed interest in a dedicated bike lane along the east side of McLoughlin from downtown north to Dunes Drive, a feature that was not included in the Preferred Plan. At Dunes a new east-side bike lane would connect to the existing bike lane that extends to the Clackamas River Bridge. A new east-side bike lane would supplement the west-side multi-use pathway called for in the Preferred Plan that extends from Dunes Drive south to Tenth Street. A new east-side facility would provide a more direct between downtown and Oregon City Shopping Center, both of which are located on the east side of McLoughlin.

In response, the consultants presented a memorandum on December 2, 2003. It concluded that either an on-street bike lane or a multi-use pathway immediately east of McLoughlin would be feasible, suggesting additional consultation with the Technical Advisory Committee and ODOT's bicycle program before making a final decision. The memo noted that from Tenth to 14th an east-side bike lane would conflict with on-street parking proposed in the Preferred Plan for that segment and suggested that an east-side bike lane be considered only from 14th Street north, where on-street parking is not proposed. Additionally the memo noted potential turning conflicts in the freeway interchange area between northbound bicyclists and motor vehicles entering and exiting the northbound and southbound freeway ramps.

Subsequently ODOT concluded that an east-side multi-use pathway would be problematic because available width would be barely adequate for two-way bike/ped traffic and could generate two two-way bike traffic where drivers do not expect it, increasing the potential for bike/car crashes at interchange ramp intersections with McLoughlin Boulevard.

After a final round of comments from the TAC, including Oregon City, ODOT and Metro, this report recommends the following actions:

1. During preliminary engineering, add an east-side bicycle lane to the Preferred Plan, extending from 14th Street north to Dunes Drive.
2. During preliminary engineering consider an alternative design for an east-side bike connection that starts at 15th Street with a 15-foot-wide off-street multi-use pathway. The multi-use pathway would extend north through the intersection of the southbound off-ramp with McLoughlin, with an on-street bike lane extending north to Dunes Drive.

Factors to consider in preliminary engineering include:

- Turning conflicts at the northbound and southbound freeway ramps that are inherent with either an on-street bike lane or an off-street multi-use pathway.
- Constraints associated with right-of-way and existing improved width for a six-foot on-street bike lane or a 15-foot-wide multi-use pathway.
- Consistency with the southbound bicycle connection on the west side of this segment of McLoughlin, which is a 15-foot-wide off-street multi-use pathway extending south from Dunes to Tenth Street, with signalized crossings at 14th, 12th and Tenth and an unsignalized crossing at 13th.



MEMORANDUM

TO: Nancy Kraushaar

FROM: Jerry Mitchell

RE: **Bicycle Access in the McLoughlin Corridor**

DATE: December 2, 2003
Revised October 19, 2004

COPY: Ross Kevlin, Oregon Department of Transportation

This memo supplements the July 31, 2003, final report for the McLoughlin Boulevard Enhancement Plan by providing an overview of bicycle access along, across and parallel to McLoughlin, from the Clackamas River south to the Southern Pacific Railroad underpass.

Existing Conditions

Parallel Bicycle Route

Railroad Avenue, Main Street and Main Street Extension form a designated bike route parallel to and east of McLoughlin through downtown Oregon City. This route is designated in Oregon City's Transportation System Plan but is not signed or marked. It extends from the south end to the north end of the McLoughlin Boulevard Enhancement Plan area.

The existing designated bike route on Railroad and Main provides a direct north-south connection through downtown parallel to and one or two blocks east of McLoughlin. North of downtown, the bike route follows Main Street Extension to the east of Oregon City Shopping Center and the Glacier Northwest concrete plant and then runs along the north side of the concrete plant and shopping center sites before reaching McLoughlin. At this point Main Street Extension continues under McLoughlin as Clackamette Drive.

From the Clackamette Drive underpass, cyclists wishing to reach the shopping center can head south on a ramp that parallels McLoughlin, referred to informally as "Firestone Drive" after the adjacent tire shop. Cyclists wishing to continue north on McLoughlin may also use Firestone Drive or they can continue west and then south on Clackamette to Dunes and then east on Dunes to McLoughlin.

This route provides a useful bypass around the I-205 interchange for cyclists with regional destinations who are passing through rather than traveling within the Oregon City regional center.

However, it does not provide a direct connection between downtown and the south side of the shopping center, which is the nearest to downtown.

Multi-use Pathway

A multi-use bicycle / pedestrian path, separated from the travel lanes by a concrete barrier, extends along the west side of McLoughlin from Tenth Street north to a point opposite the northbound freeway ramps. From that point, cyclists and pedestrians wishing to reach the shopping center or continue north on McLoughlin must find their way to Clackamette Drive and head north to Dunes Drive and then east on Dunes to McLoughlin. Bicycles also can continue north on Clackamette to reach the bike route that runs east of McLoughlin on Main Street Extension.

The multi-use path follows a more direct north-south alignment than the Main Street bike route and avoids conflicts at the I-205 on-ramps. However, it provides no intermediate connections between Tenth Street and Clackamette Drive. Its location on the west side of McLoughlin compromises its ability to provide regional center access, since downtown and the shopping center are located on the east side of McLoughlin. This means that bicycles traveling between downtown and the shopping center via the multi-use pathway must cross McLoughlin two times.

Dedicated Bicycle Lanes

Dedicated bike lanes are located along both sides of McLoughlin between Dunes Drive and the Clackamas River Bridge, connecting circuitously to Clackamette Drive and the Main Street bike route. Currently there are no dedicated bike lanes along McLoughlin Boulevard in Oregon City south of Dunes Drive.

Planning and Design Context

Metro's Regional Boulevard design classification has been applied to McLoughlin Boulevard in Oregon City. Typically a Regional Boulevard includes dedicated bike lanes, along with on-street parking and ten-foot sidewalks.

Oregon City's Transportation System Plan (TSP) calls for geometric improvements to "enhance bicycle activity" on McLoughlin from the southbound freeway ramps south through the study area to the city limit near Cemetery Road – *where is this – not likely public?*. The TSP designates Railroad Avenue, Main Street, Main Street Extension, Clackamette Drive and Dunes Drive as an on-street bicycle route that parallels McLoughlin. This route runs east of McLoughlin through downtown, crosses under McLoughlin at Clackamette Park and runs west of McLoughlin a short distance before following Dunes east to intersect McLoughlin.

TSP Table 5-11 identifies the following bicycle access projects related to the McLoughlin corridor:

- B-8, I-205 to ?? UGB: Restripe outside lanes to accommodate bicyclists. Build ramps to provide access to the sidewalk facilities on the Clackamas River Bridge. High priority.
- B-17, Main Street Extension: Resurface and widen to accommodate 4-foot to 6-foot bike lanes in both directions. Medium priority.
- B-20, 12th Street: 99E to Taylor Street: Striped bike lanes. Low Priority.

Bicycle Access in the McLoughlin Corridor

December 2, 2003

- B-25, Clackamette Drive, Main Street Extension to Highway 99E: Striped bike lanes. Low priority.
- B-32, Main Street: Main Street Extension to Singer Hill: Sign as bike route. Low priority.
- B-34, Railroad Avenue, Main Street to Highway 99E: Sign as a bike route. Low priority.

Available Width

South of Tenth, both the right-of-way and the improved width of McLoughlin are tightly constrained, especially from Eighth to Tenth, where McLoughlin is located on a viaduct. Adding bike lanes to this segment of McLoughlin would require some combination of removing on-street parking, expanding the improved width or reducing the width of travel lanes or sidewalks. Since none of these alternatives was viewed as appropriate, given the cost of viaduct construction and the community's desire to maximize on-street parking opportunities, bike lanes were not proposed for McLoughlin south of Tenth Street.

Even if the viaduct were widened, the right-of-way south of it is too narrow to accommodate bike lanes as well as on-street parking. Acquiring additional right-of-way south of the viaduct was not deemed practical by the project team.

North of Tenth Street the existing improved width of McLoughlin could accommodate bike lanes. Originally, the project team concluded that if bike lanes were not provided south of Tenth there would not be sufficient demand to justify them north of Tenth. Several additional factors were noted in support of this position, including:

- The high volume and speed of traffic north of 15th.
- Turning conflicts at the intersections of the I-205 on- and off-ramps along the east side of McLoughlin.
- Operational conflicts with the express lane located along the west side from Tenth to Dunes.

Regional Bicycle Connections

Bicycle access south of downtown Oregon City along Highway 99E is effectively blocked at the railroad underpass. Metro's 2000 Regional Transportation Plan shows a southbound on-street bike route that parallels McLoughlin. Designated as a "regional corridor" this route intersects McLoughlin at Tenth and follows Singer Hill Road and Center Street south. This route is constrained by the steep, narrow alignment of Singer Hill Road, which is designated on the TSP map as needing "geometric improvements." This constraint could be mitigated by incorporating the Municipal Elevator into southbound and eastbound bicycle connections from downtown Oregon City. However, the Municipal Elevator currently is not designated as part of the bicycle system and it does not operate 24 hours a day.

A regional bicycle connection is available at the north end of the McLoughlin corridor via the existing bike lanes connecting Dunes Drive to the Clackamas River Bridge. A future northbound regional bicycle connection is planned along the Clackamas riverfront from McLoughlin to the old 82nd Avenue bridge. From the bridge a bicycle route will lead north to the Springwater Trail. A specific connection between that system and McLoughlin has not been identified in other plans.

Bicycle Access in the Preferred Plan

The July 31, 2003, preferred plan includes the following bicycle access facilities:

- A proposed multi-use bicycle / pedestrian path west of McLoughlin from Tenth Street to Dunes Drive. East-west connections will be provided at Tenth, 11th, 12, 13th, 14th and Dunes. The proposed path will provide a more direct connection between downtown and the shopping center than the existing path, which does not extend all the way to Dunes Drive and allows no crossings of McLoughlin north of Tenth.
- Existing dedicated bike lanes along the east and west sides of McLoughlin from Dunes Drive north to the Clackamas River Bridge.
- A proposed connection down into Clackamette Park on the west side of McLoughlin at the south end of the Clackamas River Bridge. This will provide a more direct southbound bicycle connection to the Clackamas riverfront and to the parallel bike route on Clackamette Drive and Main Street Extension. This parallel route will supplement the bicycle facilities proposed for McLoughlin.

Opportunities for Improving Bicycle Access in the Preferred Plan

There are several opportunities for improving bicycle access along the McLoughlin corridor beyond what is proposed in the preferred plan.

- The City has noted that signage at key connections between McLoughlin and the parallel bike route on Main Street (e.g., Tenth Street) would ensure that cyclists on McLoughlin were aware of this alternative route.
- Metro suggested that a bike lane be added to the east side of McLoughlin from Tenth north to Dunes Drive, connecting to the existing bike lane that extends from Dunes north to the Clackamas River Bridge.
- As an alternative to the east-side bike lane, Herrera has noted that a multi-use bicycle / pedestrian pathway could be provided east of McLoughlin from 15th north to Dunes, similar to that proposed west of McLoughlin.
- A bicycle / pedestrian connection could be provided from the east side of McLoughlin at the south end of the Clackamas River Bridge down to Main Street Extension. This would provide a more direct northbound route from the Clackamas riverfront and the Clackamette Drive / Main Street Extension bike route.

Related bicycle access improvements beyond the scope of the McLoughlin Boulevard Enhancement Plan could include:

- Marking and signing bike lanes along the existing Main Street Extension / Clackamette Drive bike route and signing the Railroad Avenue segment of this route, as proposed in Oregon City's Transportation System Plan.
- Identification and development of an eastbound bike route from McLoughlin via Tenth Street and Singer Hill Road or via Seventh Street and the Municipal Elevator.

- Development of a bike path along the south shore of the Clackamas River from McLoughlin east to the old 82nd Avenue bridge.
- Multi-use bicycle / pedestrian facilities along the Willamette riverfront, especially north of I-205.

Analysis and Recommendations

Parallel Bicycle Route

Providing signs along the parallel bike route on Railroad, Main and Clackamette Drive and at connections between it and McLoughlin would be easy and would ensure that potential bike riders as well as motorists were aware of this route. Oregon City's Transportation System Plan indicates that, while Clackamette Drive would accommodate dedicated northbound and southbound bike lanes, Main Street Extension would have to be widened. Herrera's cursory observation is that in some segments, the existing gravel shoulder could simply be paved. Main Street and Railroad Avenue appear too narrow to accommodate dedicated bike lanes without major changes such as removal of on-street parking.

Bike Lane on East Side of McLoughlin

Metro has suggested that additional consideration be given to a bike lane along the east side of McLoughlin from Tenth to Dunes Drive to complement the multi-use path proposed for the west side of the same segment. By eliminating multiple crossings of McLoughlin between downtown and the shopping center, this would provide a more direct connection than either the multi-use path or the parallel route on Main Street Extension. An east-side bike lane also would result in continuous bike facilities along both sides of McLoughlin from the Clackamas River south to Tenth. Regional connections could then be established to the east and south from Tenth as discussed elsewhere in this memo.

The existing right-of-way and improved width of McLoughlin appear adequate to accommodate the east-side bike lane. Minor widening might be necessary to accommodate both a bike lane and on-street parking from Tenth to 14th.

As noted earlier, the project team has identified high traffic speeds and volumes north of Tenth and turning conflicts at the I-205 ramps as constraints to an east-side bike lane. The preferred plan lessens the constraint of high vehicle speeds by proposing narrower travel lanes north of Tenth; it lessens turning conflicts at I-205 by closing the south leg of the northbound on-ramp and by tightening up the intersection of McLoughlin and 15th. However, the preferred plan does not eliminate these constraints and bicycles in the east-side bike lane still would be moving in close proximity to fast vehicle traffic.

Multi-Use Bicycle / Pedestrian Pathway on East Side of McLoughlin

As an alternative to an east-side bike lane, a multi-use path could be provided along the east side of McLoughlin from Tenth or 15th north to Dunes, separating bicycles from motor vehicles. Although the west-side multi-use path in the preferred plan is 15-foot wide it is intended as a two-way facility. While the right-of-way appears wide enough to accommodate a 15-foot width on the east side, a narrower one-way facility might be adequate. Bicycles on a separated east-side path would cross

the I-205 ramps during the pedestrian phase of the signal cycle, rather than with motor vehicles. This would lessen turning-conflicts between motor vehicles and bicycles.

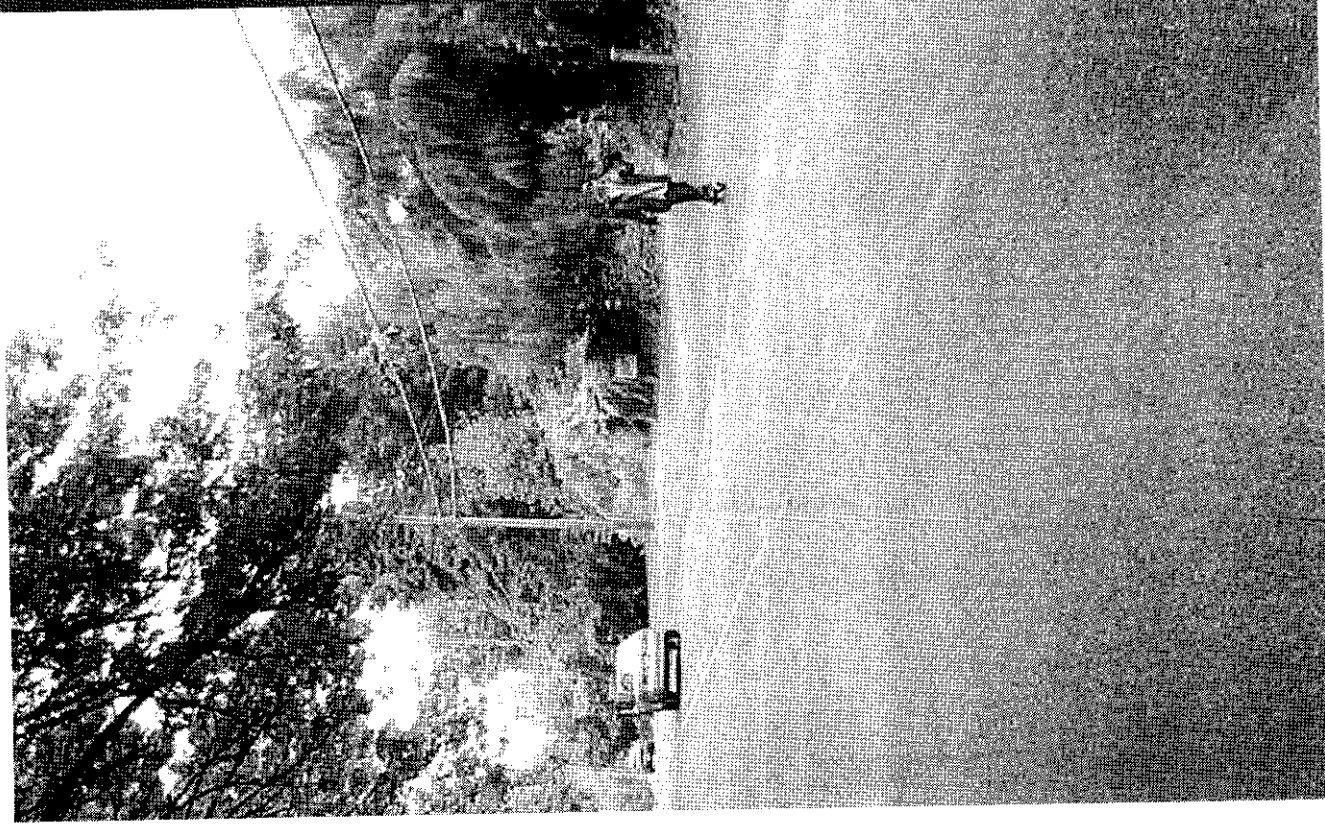
This alternative would be significantly more expensive than adding an on-street bike lane. However, part of the cost of an east-side multi-use pathway would be offset by deleting the new east-side sidewalk that currently is included in the preferred plan for this segment of McLoughlin.

Recommendations

Based on these considerations, Herrera recommends that the following elements be included in the preferred plan for McLoughlin Boulevard:

- Signage designating the bicycle route along Railroad Avenue, Main Street, Main Street Extension and Clackamette Drive.
- Marked bicycle lanes along both sides of Clackamette Drive and Main Street Extension. Oregon City's Transportation System Plan indicates that the existing improved width of Clackamette will accommodate bike lanes but Main Street Extension will have to be widened.
- Directional signage identifying key connections between McLoughlin and the parallel route, including the intersections of McLoughlin with Railroad Avenue, Tenth Street and Dunes Drive, as well as the connection immediately south of the Clackamas River Bridge.
- Signage designating the bike / pedestrian route along the west side of McLoughlin from Tenth to Dunes.
- Marked bicycle lane along the east side of McLoughlin from 14th to Dunes.

Holcomb Boulevard Pedestrian Enhancement Concept Plan



Holcomb Boulevard Pedestrian Enhancement Concept Plan

Prepared for:

City of Oregon City
Clackamas County
Park Place Neighborhood Association

Prepared by:

Alta Planning + Design
George Hudson, ASLA, Principal
Allison Wildman, Senior Planner

In association with:

KPFF
Matt Keenan, P.E.

Adolfson Associates
Sarah Hartung, Project Ecologist

Acknowledgements

Nancy Kraushaar, P.E., City Engineer, Oregon City
Dan Drentlaw, Community Development Director, Oregon City

Ron Weinman, P.E., Clackamas County

Residents of the Park Place neighborhood

November 2004



Introduction

In early summer 2004, the Alta Planning + Design team was retained by the City of Oregon City and Clackamas County to study the existing roadway conditions on Holcomb Boulevard and develop a streetscape concept that would achieve the goals and objectives set by the neighborhood residents, City, and County.

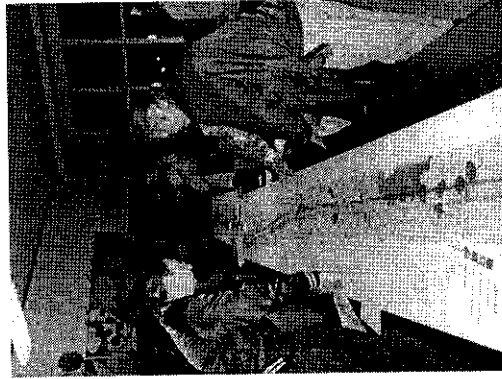
Goals and objectives were derived from comments at the first public workshop on June 30, 2004 at the Oregon City Baptist Church and further refined after the second public workshop in early September, 2004, at Holcomb Elementary School.

GOAL 1: SAFETY

Provide pedestrian facilities that will enable all neighborhood residents to safely walk along and across Holcomb Boulevard.

Objectives:

- Provide a firm walking surface for pedestrians on at least one side of the roadway.
- Keep pathway consistent to minimize the number of forced crossings of Holcomb.
- Provide separation between roadway and pedestrian pathway.
- Slow motor vehicle speeds on Holcomb by utilizing traffic calming or stopping devices.
- Designate and improve pedestrian crossings on Holcomb Blvd.



Neighborhood residents reviewing the Holcomb Boulevard pedestrian enhancement concept

GOAL 2: PRESERVE NEIGHBORHOOD CHARACTER

Design pedestrian facilities to preserve and enhance the character of the neighborhood as the area continues to develop and grow.

Objectives:

- Preserve "rural" character of the roadway.
- Make a concerted effort to preserve mature vegetation in the public right-of-way, particularly older trees and shrubs.
- Keep right-of-way width to a minimum to lessen impact on houses facing Holcomb, particularly from Swan to Apperson.
- Consider the use of "green" street treatments that reduce impact on the environment.

GOAL 3: CONSISTENCY WITHOUT UNIFORMITY

Provide pedestrian facilities that are consistent but not redundant and pre-manufactured.

Objectives:

- Use a variety of trees and shrubs in the right-of-way.
- Design treatments so they respond to specific site conditions.
- Install street lighting that has historic character and does not contribute to light pollution.
- Limit the use of center medians.

Design Concepts

The design concepts used along Holcomb Boulevard are very site specific, changing from one treatment to another depending on the conditions of the immediate location. Design concepts respond to specific conditions like topographical constraints (steep slopes), a desire for on-street parking, better street tree/vegetation treatments, and future land uses.

The roadway itself never changes. Instead, the sides of the roadway, or "edge conditions" will vary. Edge conditions can include a combination of 6' sidewalks, 5' - 10' planter strips, 10' - 12' bioswales, 9' on-street parking bays, pedestrian-scale lighting, and traffic calming treatments. We have developed seven typical "edge conditions" that will apply to areas along Holcomb Boulevard. They are shown in the applicable sections on the following pages.

Safety

The addition of sidewalks and buffers (plantings, bicycle lanes, etc.) will greatly improve the basic safety of all pedestrians. Stopping or slowing treatments at key intersections will improve safety for all roadway users, including pedestrians, bicyclists, and motorists. We recommend that the speed limit be transitionally lowered to 35 mph from the city limits to Swan and to 30 mph from Swan to Highway 213. It is also recommended that the section of Holcomb adjacent to Holcomb Elementary be designated as a "school zone" and posted 20 mph when children are present or during designated times. Enforcement of these speed zones will be critical to making the corridor safer.

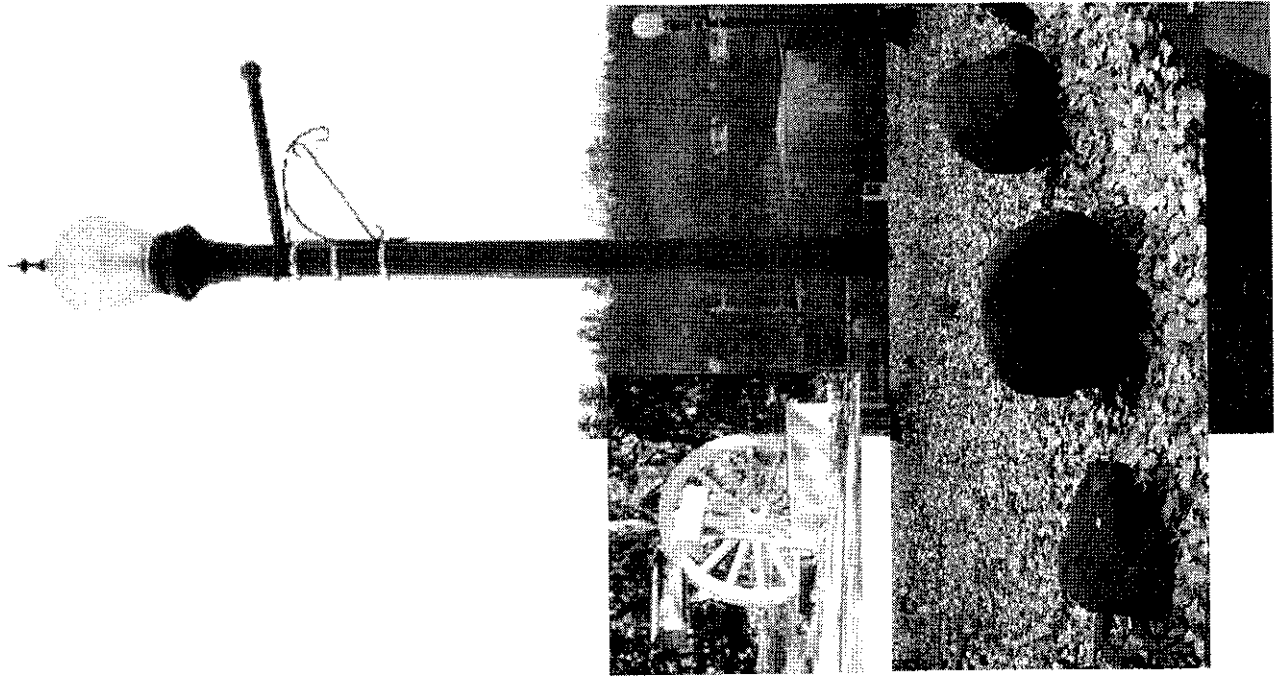
History

Though not explicitly shown in the corridor drawings, Holcomb will have features to make it a distinct part of Oregon City. Pedestrian-scale lighting should be located throughout the corridor to improve safety and visibility. The lighting should reflect a style similar to the one used in the historic downtown and other parts of Park Place Neighborhood. Benches should be provided along the corridor, particularly where transit stops exist and are planned.

As part of the historic Barlow Trail, Holcomb Boulevard has a number of opportunities to integrate history, education, and artistry into the corridor. Local rock forms can be used as bases for placards to provide historical and environmental information about the area and the trail. A spring located just west of the Oregon City Baptist Church was thought to be a wayside watering hole for pioneers and their stock on the final push into Oregon City. Areas like these can be called out with art, information, or special plantings to accentuate the unique history of the area and contribute to an interesting and educational pedestrian environment. One idea is to use writings from pioneer journals and inscribe them on the sidewalk or on boulders.

Native Plantings

The introduction of bioswales provides an excellent opportunity to integrate native plants and grasses into the landscape. These plants typically need less water and maintenance than plant species that are not native to the area. They also provide interesting landscaping and can have a speed calming effect along the corridor. A list of recommended native trees, shrubs, and grasses by bio-region is located on the following page.



Plant List

The following native plants are recommended for landscaping the bioswales and planter strips along Holcomb Boulevard. Additional grasses, groundcovers, shrubs and trees can be found in Appendix F of the Stormwater Management Manual (2004) from the Portland Bureau of Environmental Services.

Woodland / Upland Areas

Small Trees and Shrubs

Vine maple (*Acer circinatum*)
 Cascara (*Rhamnus purshiana*)
 Serviceberry (*Amelanchier alnifolia*)
 Pacific yew (*Taxus brevifolia*)
 Chinkapin (*Castanopsis chrysophylla*)
 California hazel (*Corylus cornuta*)
 Pacific dogwood (*Cornus nuttallii*)
 Oceanspray (*Holodiscus discolor*)
 Indian plum (*Osmaronia cerasiformis*)
 Red elderberry (*Sambucus racemosa*)
 Blue elderberry (*Sambucus cerulea*)
 Western mock-orange (*Philadelphus lewisii*)
 Common chokeberry (*Purpurea virginiana*)
 Blitzy cherry (*Prunus emarginata*)
 Tall Oregon grape (*Mahonia aquifolium*)
 Dull Oregon grape (*Mahonia nervosa*)
 Red huckleberry (*Vaccinium parvifolium*)
 Evergreen huckleberry (*Vaccinium ovatum*)
 Salal (*Gaultheria shallon*)
 Red flowering currant (*Ribes sanguineum*)
 Thimbleberry (*Rubus parviflorus*)
 Snowberry (*Symphoricarpos albus*)
 Woods rose (*Rosa woodsii*)
 Nootka rose (*Rosa nutkana*)
 Oval-leaf viburnum (*Viburnum ellipticum*)

Herbaceous plants and wildflowers

Vanilla leaf (*Achillea triphylla*)
 Wild ginger (*Asarum caudatum*)
 Ladyfern (*Athyrium filix-femina*)
 Deerfern (*Blechnum spicant*)
 Swordfern (*Polystichum munitum*)
 Bunchberry dogwood (*Cornus stolonifera*)
 Twinflower (*Linnaea borealis*)
 Miners lettuce (*Montia sibirica*)
 Oxalis (*Oxalis oregana*)
 False Solomon's seal (*Smilacena racemosa*)
 Stern Solomon's seal (*Smilacena stellata*)
 Foamflower (*Tiarella trifoliata*)
 Starflower (*Tiarella latifolia*)
 Piggyback plant (*Tomilea menziesii*)
 Inside-out flower (*Valeriana hexandra*)
 Trillium (*Trillium ovatum*)
 Wood violet (*Viola glabella*)
 Snow queen (*Syrnthesis reniformis*)
 Red columbine (*Aquilegia formosa*)
 Western buttercup (*Ranunculus occidentalis*)
 Pacific bleedingheart (*Dicentra formosa*)
 Camas (*Camassia quamash*)

Riparian / Wetland Areas

Trees

Oregon ash (*Fraxinus oregana*)
 Western red cedar (*Thuja plicata*)
 Cascara (*Rhamnus purshiana*)
 Columbia willow (*Salix fluviatilis*)
 Pacific willow (*Salix lasiandra*)
 Piper's willow (*Salix pipet*)
 Rigid willow (*Salix rigida*)
 Scouter willow (*Salix scouleriana*)
 Soft-leaved willow (*Salix sessiliflora*)
 Sitka willow (*Salix sitchensis*)
 Red alder (*Alnus rubra*)

Shrubs

Red-osier dogwood (*Cornus stolonifera*)
 Black hawberry (*Lonicera involucrata*)
 Indian plum (*Oemleria cerasiformis*)
 Pacific ninebark (*Physocarpis capitatus*)
 Swamp rose (*Rosa pisocarpa*)
 Salmonberry (*Rubus spectabilis*)
 Blue elderberry (*Sambucus cerulea*)
 Red elderberry (*Sambucus racemosa*)
 Douglas spirea (*Spiraea douglasii*)
 Nootka rose (*Rosa nutkana*)

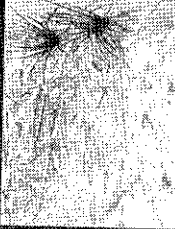
Herbaceous plants and wildflowers

Maidenhair fern (*Adiantum pedatum*)
 Douglas aster (*Aster Douglasii*)
 Lady fern (*Athyrium filix-femina*)
 Big-leaf sedge (*Carex amplifolia*)
 Columbia sedge (*Carex aperta*)
 Slough sedge (*Carex obnupta*)
 Henderson's wood sedge (*Carex hendersonii*)
 Western corydalis (*Corydalis scouleri*)
 Elegant rein-orchid (*Habenaria elegans*)
 Soft rush (*Juncus effusus*)
 Skunk cabbage (*Lysichiton americanum*)
 Yellow monkey-flower (*Mimulus guttatus*)
 Streambank springbeauty (*Montia parviflora*)
 Candy-flower (*Montia sibirica*)
 Forget-me-not (*Myosotis laxa*)
 Water parsley (*Oenanthe sarmentosa*)
 Sweet coltsfoot (*Petasites frigidus*)
 False Solomon's seal (*Smilacena racemosa*)
 Laceflower (*Tarella trifoliata*)
 Piggyback (*Tomilea menziesii*)
 Stream violet (*Viola glabella*)
 Tufted Hairgrass (*Deschampsia caespitosa*)
 Pointed Rush (*Juncus oxymeris*)
 Slender Rush (*Juncus tenuis*)
 Grooved Rush (*Juncus patens*)
 Manna Grass (*Glyceria occidentalis*)

How does a bioswale work?

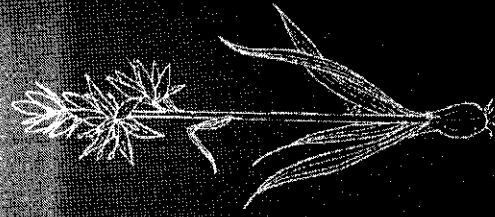
A bioswale is a shallow depression created in the earth to accept and convey stormwater runoff. A bioswale uses natural means, including vegetation and soil, to treat stormwater by filtering out contaminants being conveyed in the water.

When it begins to rain, the first "flush" of water that runs off a street or parking lot carries most of the contaminants (oil, dirt, etc.) that have collected on the pavement. Stormwater normally moves from a paved surface into a storm drain, where it is piped directly to the nearest stream and, eventually, to the Willamette River. The bioswale intercepts the stormwater runoff and starts the treatment process.



The bioswale channel, about 200 feet long and 10 feet wide, is where most of the contaminant removal takes place. The channel bed is covered with a thick mat of native sedges, rushes, and grasses, which slows the stormwater flow to about a nine minute trip through the swale.

This slow flow allows stormwater to have plenty of contact time with channel vegetation. During the journey through the bioswale, the plants and soil filter the stormwater, trap sediments, and absorb contaminants.



Courtesy of the City of Salem, Oregon

Phasing

The primary purpose for a pedestrian improvement phasing plan is to ensure a logical sequence of implementation that provides a high degree of success as each phase is built, thereby building momentum for each subsequent phase of the project. Success is directly correlated with meeting the priorities established by the City, County, and neighborhood residents. When phasing projects for Holcomb Boulevard, safety, connections to pedestrian-oriented land uses (i.e., schools and commercial areas), and "fundable" projects were given the highest priority. Cost and ease of implementation were considered moderate priorities; development synergy was a low priority.

Phase 1: 5+ years

Phase 1 consists of projects and petitions that would vastly and immediately improve the safety of the corridor. This phase provides safe connections to Holcomb Elementary School from nearby residential areas and provides a connection from the public housing complex to the small commercial node just west of Front Street. This phase also recommends two petitions to reduce traffic speeds on Holcomb.

Phase 1-A. Holcomb Elementary School Connections

i. Design and construct the Holcomb Elementary intersection. Possible treatments include stop signs, a pedestrian-activated signal, signage, crosswalks, warning flashing lights, illumination, and curb cuts.

ii. Design and construct a sidewalk on the north side of the roadway from Holcomb Elementary to the existing sidewalk at Winston. This project would require widening the roadway to stripe and mark two bicycle lanes at the time of construction.

iii. Design and construct a small section of sidewalk from the existing sidewalk west of Trailview Estates to Oak Tree Terrace.

iv. Design and construct a short section of sidewalk connecting the existing sidewalk from Holcomb Ridge to the improved Holcomb Elementary intersection.

v. Illuminate the intersection and mark crosswalks across Holcomb at Oak Tree Terrace.

vi. Petition Clackamas County to designate the area in front of the school as a school zone (signed 20 mph during school hours).

Phase 1-B. Corridor Connections

i. Design and construct a sidewalk on the north side of the roadway from approximately Swan Avenue to Front Street. This project would require widening the roadway to stripe and mark two bicycle lanes at the time of construction.

ii. Mark crosswalks and traffic control devices at Swan Avenue.

iii. Add landscaping and trail treatments (boulders, etchings, etc.) at strategic locations along the corridor.

Phase 1-C. Traffic Calming

i. Petition Clackamas County to lower the speed limit to 35 mph from the city limit to Swan and 30 mph from Swan to the Highway 213 bridge.

Planning-Level Cost Estimate: Phase 1

ITEM	GENERAL REQUIREMENTS	QUANTITY	UNIT	COST	ITEM	SUBTOTAL
GENERAL REQUIREMENTS						
	Mobilization	1	LS	\$95,000		\$95,000
	Construction Traffic Control	1	LS	\$70,000		\$70,000
	Erosion Control	1	LS	\$24,000		\$24,000
DEMOLITION						
	Sewer AC	9,000	LF	\$1		\$9,000
	Clearing and Grubbing	1	LS	\$11,500		\$11,500
	Tree Removal	1	EA	\$250		\$250
	Rebuilding Power Poles	14	EA	\$400		\$5,600
	Protect Existing Utilities	1	LS	\$5,000		\$5,000
	Adjust manholes, valves, meters, vault lids	1	LS	\$1,000		\$1,000
						\$32,350
SUBGRADE						
	General Excavation	4,660	CY	\$15		\$69,900
						\$69,900
STREET						
	AC Pavement	992	TON	\$30.00		\$29,760
	Aggregate Base (8" thickness)	2,497	TON	\$10		\$24,970
	Street Light-Ornamental	34	EA	\$5,000		\$170,000
	Street Light-Corona	2	EA	\$4,000		\$8,000
	Lighting	1	LS	\$45,000		\$45,000
	Pedestrian Signal	1	LS	\$100,000		\$100,000
	Crosswalk Marking	130	LF	\$0.30		\$45.00
	Warning Flashing Lights	1	LS	\$50,000		\$50,000
	Signage	12	EA	\$250		\$3,000
						\$430,775
CURB AND SIDEWALKS						
	Standard Curb	4,544	LF	\$10		\$45,440
	Concrete Sidewalk	27,354	SF	\$3.00		\$82,062
						\$127,802
STORM DRAIN						
	12" RCP	2.402	LF	\$35		\$82,670
	Relocating Catch Basin	4	EA	\$300		\$1,200
						\$83,870
SITE FURNISHINGS						
	Stone corner bollards	15	EACH	\$50		\$750
						\$750
STRUCTURES						
	Retaining Wall	6,598	SF	\$30		\$197,940
						\$197,940
MISCELLANEOUS						
	Roundabout	1	LS	\$225,000		\$225,000
	Engineering, Surveying and Designing	1	LS	\$203,428		\$203,428
					TOTAL	\$1,559,615
					CONTINGENCY 40%	\$623,846
					GRAND TOTAL	\$2,183,461

Right of Way Acquisition Not Included

Phasing

Phase 2: 5-10 years

Phase 2 continues to make safe connections throughout the corridor by connecting the small commercial node to the existing sidewalks on the bridge over Highway 213 and along the frontage of the Clackamas County Housing property. These connections complete the north side sidewalk through the study area. The Holcomb curve to Redland Road is included in Phase 2 but has not been through an estimate of probable cost. The costs reflect everything but the improvements from the Highway 213 bridge to Redland Road.

Planning-Level Cost Estimate: Phase 2

ITEM	QUANTITY	UNIT	UNIT COST	ITEM COST	SUBTOTAL
GENERAL REQUIREMENTS					
Mobilization	1	LS	\$27,000	\$27,000	
Construction Traffic Control	1	LS	\$20,000	\$20,000	
Erosion Control	1	LS	\$7,000	\$7,000	
DEMOLITION					
Sawcut AC	8,000	LF	\$1	\$8,000	
Clearing and Grubbing	1	LS	\$10,000	\$10,000	
Relocating Power Poles	7	FA	\$400	\$2,800	
Protect Existing Utilities	1	LS	\$4,000	\$4,000	
Adjust manholes, valves, meters, vault lids	1	LS	\$1,000	\$1,000	
SUBGRADE					
General Excavation	4,000	CY	\$15	\$60,000	
STREET					
AC Pavement	917	TON	\$30.00	\$27,510	
Aggregate Base (8" thickness)	2,310	TON	\$10	\$23,100	
Street Light-Ornamental	15	EA	\$5,000	\$75,000	
Lighting	1	LS	\$20,000	\$20,000	
CURB AND SIDEWALKS					
Standard Curb	3,496	LF	\$10	\$34,960	
Concrete Sidewalk	20,976	SF	\$3.00	\$62,928	
Engineering, Surveying and Designing	1	LS	\$57,495	\$57,495	
TOTAL					
				TOTAL	\$440,793
				CONTINGENCY 40%	\$176,318
				GRAND TOTAL	\$617,110

Phasing

Phase 3: 5-15 years

Phase 3 consists of projects that greatly enhance the aesthetic condition of the roadway but are not critical for immediate pedestrian safety. Phase 3 projects will provide on-street parking in front of many properties that face the road, stormwater treatment with bioswales, vertical traffic calming, planter strips, and continuous sidewalks on the south side of Holcomb.

Phase 3-A: Lower Holcomb

Holcomb Ridge Trail to Highway 213 Bridge

i. Design and construct on-street parking bays, bioswales, planter strips, and sidewalks.

ii. Design and mark crosswalks at Front Street. Illuminate intersection. Due to the width of the road, consider a pedestrian refuge. The refuge will also help slow traffic through this area.

iii. Stripe bicycle lanes that haven't been implemented in Phases 1 and 2.

Phase 3-B: Upper Holcomb - Trailview Estates

i. Grind out 5' of existing sidewalk/planter and 6' of existing pavement to create bioswales on the south side of Holcomb.

ii. Illuminate intersections and replace existing lighting with pedestrian-scale light fixtures.

iii. Stripe and mark bicycle lanes.

Planning-Level Cost Estimate: Phase 3

ITEM	QUANTITY	UNIT	UNIT COST	SUBTOTAL
GENERAL REQUIREMENTS				
Mobilization	1	LS	\$95,000	\$95,000
Construction Traffic Control	1	LS	\$70,000	\$70,000
Erosion Control	1	LS	\$24,000	\$24,000
DEMOLITION				\$189,000
Remove AC	9,000	LF	\$1	\$9,000
Clearing and Grubbing	1	LS	\$11,500	\$11,500
Tree Removal	1	EA	\$250	\$250
Relocating Power Poles	14	EA	\$400	\$5,600
Protect Existing Utilities	1	LS	\$5,000	\$5,000
Adjust manholes, valves, meters, vault lids	1	LS	\$1,000	\$1,000
SUBGRADE				\$32,350
General Excavation	4,600	CY	\$7	\$32,200
STREET				\$69,000
AC Pavement	992	TON	\$30.00	\$29,760
Aggregate Base (8" thickness)	2,497	TON	\$10	\$24,970
Street Light-Ornamental	34	EA	\$5,000	\$170,000
Street Light-Cobra	2	EA	\$4,000	\$8,000
Lighting	1	LS	\$45,000	\$45,000
Pedestrian Signal	1	LS	\$100,000	\$100,000
Crosswalk Marking	159	LF	\$0.30	\$47.70
Warning Flashing Lights	1	LS	\$50,000	\$50,000
Signage	12	EA	\$250	\$3,000
CURB AND SIDEWALKS				\$430,775
Standard Curb	4,244	LF	\$10	\$42,440
Concrete Sidewalk	27,354	SF	\$5.00	\$1,367,770
STORM DRAIN				\$127,502
12" RCP	2,362	LF	\$35	\$82,670
Releasing Catch Basin	4	EA	\$300	\$1,200
SITE FURNISHINGS				\$83,870
Stone corner bollards	15	EACH	\$50	\$750
STRUCTURES				\$750
Retaining Wall	6.598	SF	\$30	\$197,940
MISCELLANEOUS				\$197,940
Roundabout	1	LS	\$225,000	\$225,000
Engineering, Surveying and Designing	1	LS	\$203,428	\$203,428
TOTAL				\$1,559,615
CONTINGENCY: 40%				\$623,846
GRAND TOTAL				\$2,183,461

Right of Way Acquisition Not Included

Holcomb Curve



SECTION SUMMARY

The focus of the Holcomb Boulevard Pedestrian Enhancement Concept Plan is to concentrate more on making walkable, short-trip connections (one mile round trip) along Holcomb Boulevard (schools to homes, homes to neighborhood commercial, etc.) and less on long-trip connections to the rest of the city. However, the curve section of Holcomb is an integral link for many neighborhood residents to places outside of the neighborhood should be addressed on a cursory level in this Plan.

This section of Holcomb Boulevard is extremely physically constrained and the site of numerous motor vehicles crashes caused by excessive speed. A study of the curve by the neighborhood association revealed that a sidewalk is needed on the south side of the roadway. This Plan concurs with this recommendation as well as the addition of a low guardrail along the length of the sidewalk to deflect errant vehicles. The sidewalk should be at least 6' wide but additional width is very desirable to assist bicyclists climbing the hill. A sign should be placed at the intersection of Leroy Lane to guide bicyclists to the bicycle lane on the bridge. Without major reconstruction at extraordinary cost, bicycle lanes are not feasible in this section. Further analysis is needed to determine how substantial the retaining walls need to be in order to determine an opinion of probable cost.

This section should be included in Phase 2 to provide the link across the bridge and the Phase 2 facilities in Section 1.

PHASING

Phase 1 Improvements

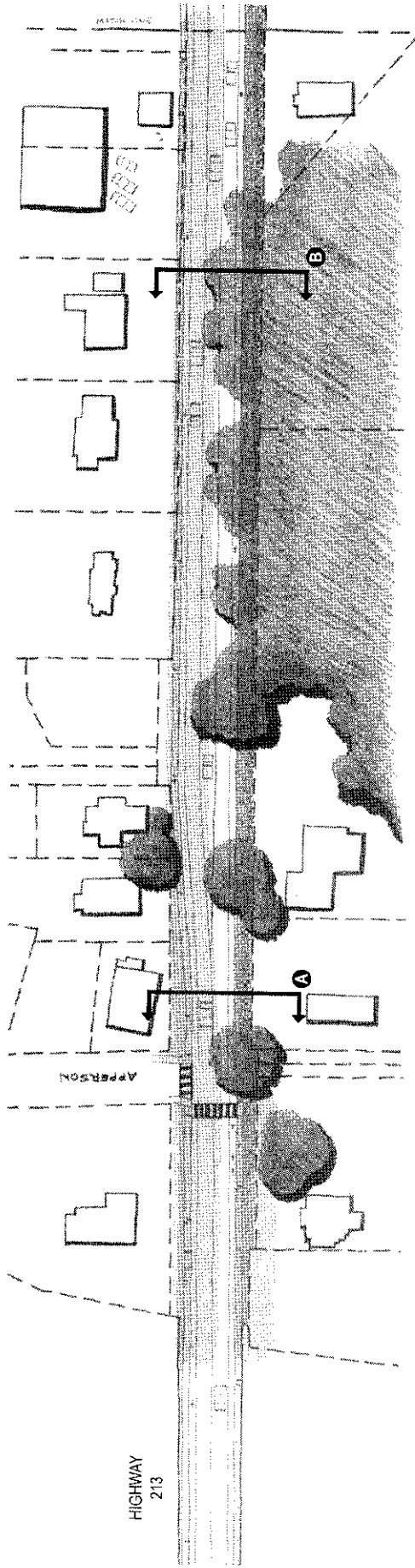
Phase 2 Improvements

Phase 3 Improvements



not to scale

Section 1: Highway 213 to Steve's Marketplace



SECTION SUMMARY

South side

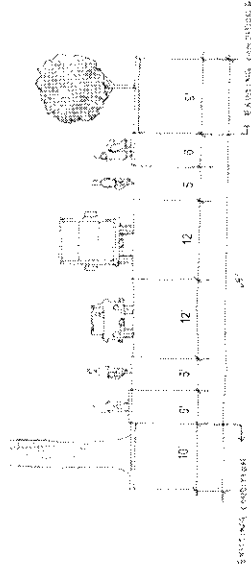
A sidewalk will connect from Apperson to the existing sidewalks on the bridge over Highway 213. The sidewalk will transition to a gravel path at Apperson in order to save mature vegetation in the public right-of-way and constitute minimal impact to the riparian area across from Steve's Marketplace.

North side

A sidewalk will connect to existing sidewalks on the bridge over Highway 213 and travel the length of the section. A center turn lane will be installed in front of the parcels that are zoned "neighborhood commercial" to accommodate future turning movements from Holcomb into the commercial area. Treatments require relocating the existing power poles and acquiring a small amount of right-of-way, which could be implemented when or if the site redevelops.

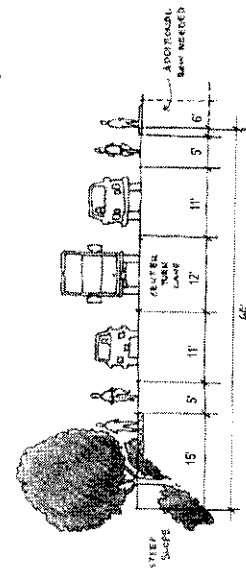
CROSS-SECTIONS

A



Curb-light sidewalks and existing vegetation in the public right-of-way

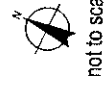
B



Curb-light sidewalk on one side of the roadway; gravel path on opposite side

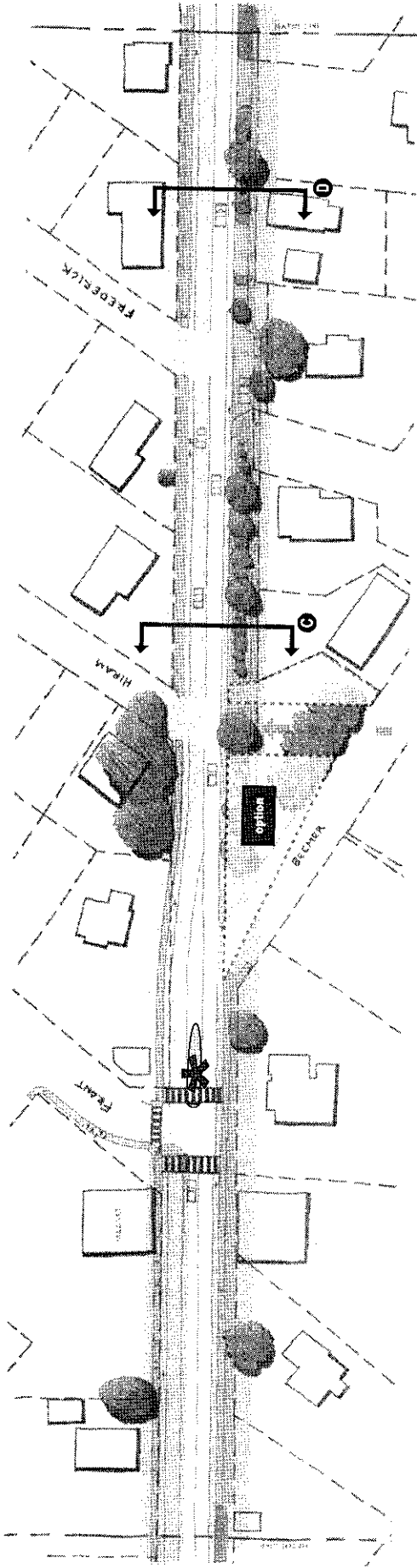
PHASING

- Phase 1 Improvements
- Phase 2 Improvements
- Phase 3 Improvements



not to scale

Section 2: Steve's Marketplace to east of Frederick



SECTION SUMMARY

South side

A sidewalk will pick up in front of the last house before the riparian area and connect to Beemer. A swale and sidewalk will continue to approximately Frederick and then transition to on-street parking with intermittent planters. Marked crosswalks and illumination will improve the crossing at Front Street.

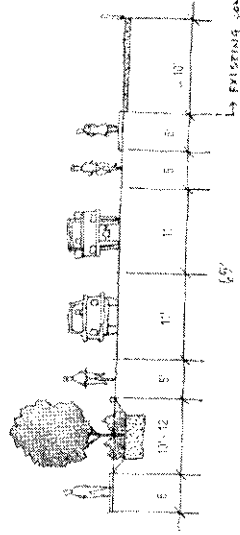
North side

A curb-tight sidewalk will travel the length of the section. Any public right-of-way not impacted will keep existing encroached vegetation. Treatments require relocating the existing power poles and acquiring a small amount of right-of-way at the Front Street intersection due to the taper for the center turn lane. The corner property will be impacted by this improvement.

There is an opportunity to add a pedestrian island on the east side of the Front Street crossing in the median. This will greatly improve pedestrian safety as the roadway is wide in this location.

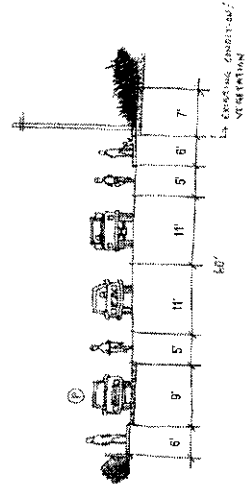
CROSS-SECTIONS

C



Bioswale with sidewalk

D



On-street parking pockets with planting strips

PHASING

Phase 1 Improvements

Phase 2 Improvements

Phase 3 Improvements

option

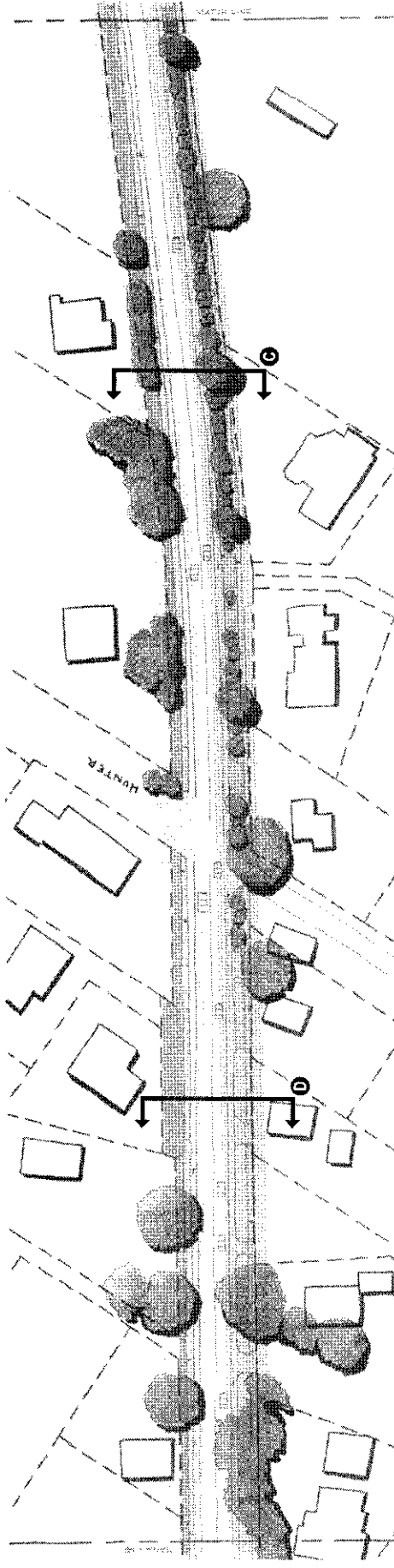
RE-ALIGN BEEMER WAY

To improve the safety of all roadway users, the City should consider purchasing the vacant property at the corner of Beemer and Holcomb and re-align Beemer to meet Hiram at a 90 degree angle. The original entrance of Beemer would be closed and a bioswale and sidewalk should be established in this segment. A pedestrian accessway should be provided at the original entrance of Beemer Way.



not to scale

Section 3: Frederick to Oregon City Baptist Church



SECTION SUMMARY

South side

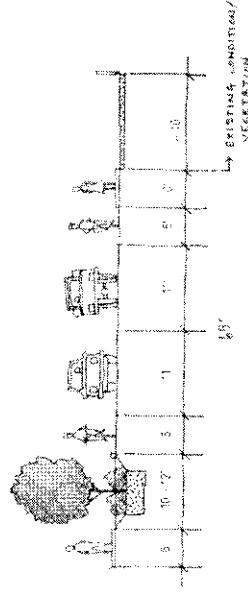
A sidewalk continues from Section 2 with a combination of planter strips, on-street parking bays, and a bioswale. Access will be available to bus stops.

North side

A curb-tight sidewalk will travel the length of the section. Any public right-of-way not impacted will keep existing encroached vegetation.

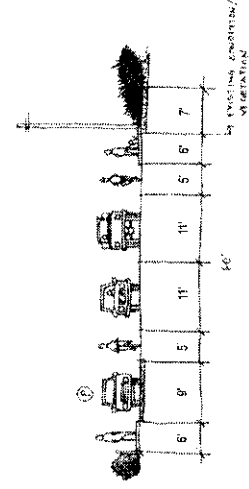
CROSS-SECTIONS

C



Bioswale with sidewalk

D



On-street parking pockets with planting strips

PHASING

Phase 1 Improvements

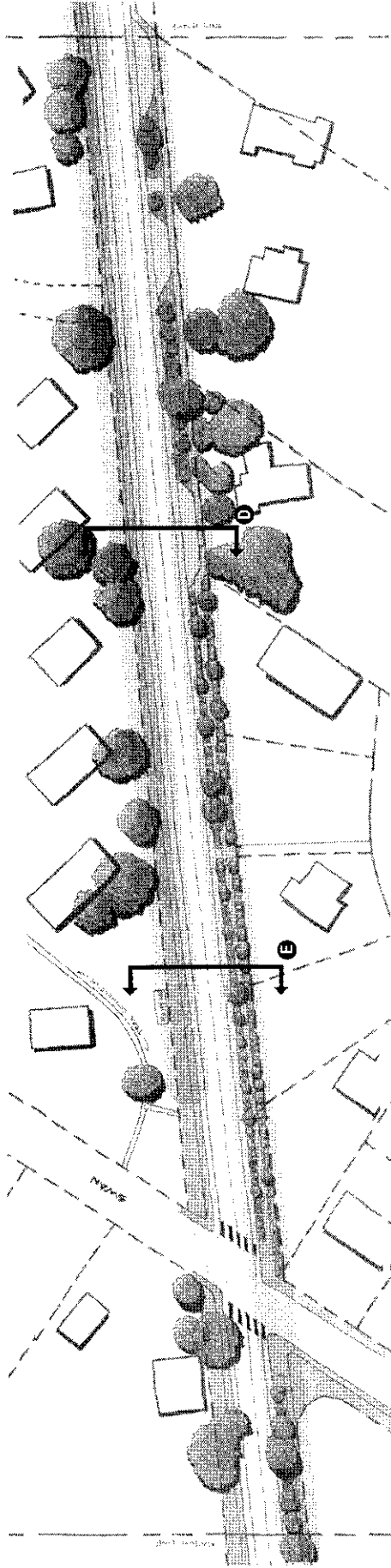
Phase 2 Improvements

Phase 3 Improvements



not to scale

Section 4: Oregon City Baptist Church to Holcomb Ridge Trail



SECTION SUMMARY

South side

A sidewalk continues from Section 3 with a combination of planter strips and on-street parking bays.

North side

A curb-light sidewalk will travel the length of the section. Any public right-of-way not impacted will keep existing encroached vegetation. Marked crosswalk, lighting, and traffic calming/stopping device at Swan. Small retaining walls may be necessary at the end of the section.

Swan Intersection

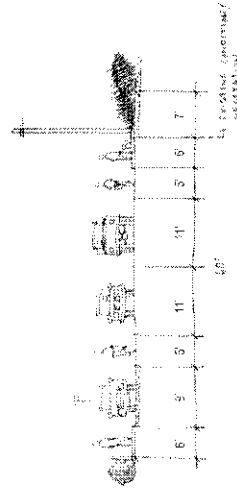
There are several slowing/stopping treatments available for Swan. Some of the combinations include:

- Traffic circle with crosswalks
- Stop signs with crosswalks
- Roundabout with crosswalks on approach legs
- Pedestrian refuge with crosswalks

The recommended treatment for this intersection is a roundabout with crosswalks on the approach legs.

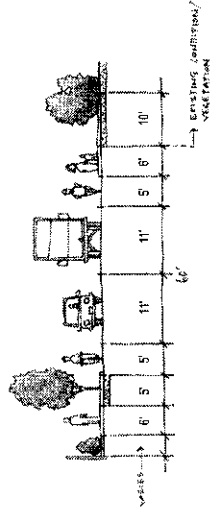
CROSS-SECTIONS

D



On-street parking pockets with planter strips

E



Sidewalk and planter strip

PHASING

Phase 1 Improvements

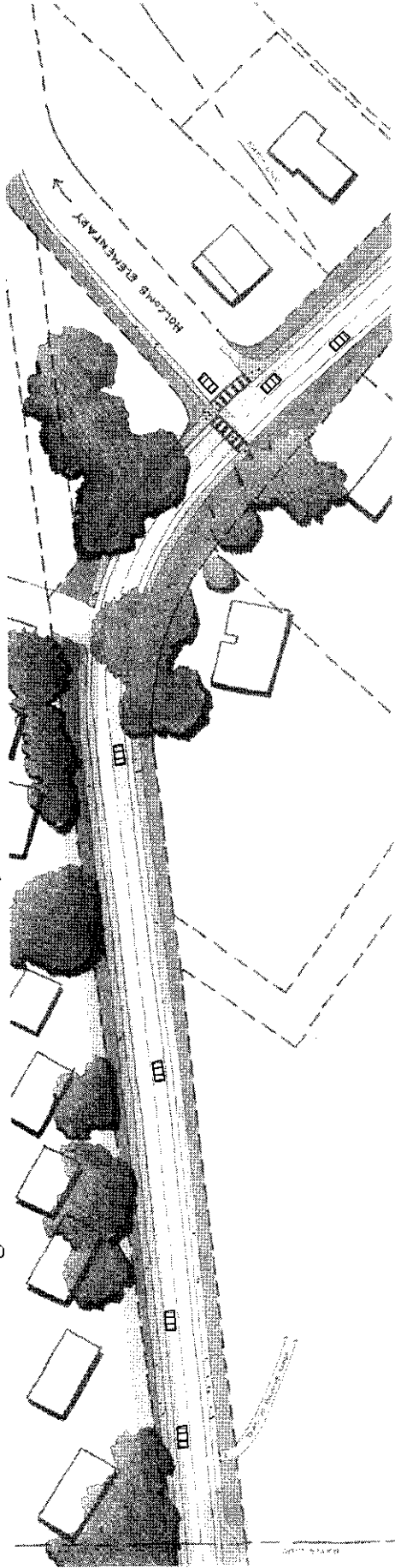
Phase 2 Improvements

Phase 3 Improvements



not to scale

Section 5: Holcomb Ridge trail to Holcomb Elementary



SECTION SUMMARY

South side

A curb-tight sidewalk continues from the existing sidewalk from Holcomb Ridge to Holcomb Elementary intersection due to topographical constraints. The sidewalk can be routed around existing vegetation in the public right-of-way but a large Douglas fir should be removed to improve sight distance at the corner. The sidewalk will terminate at the crosswalk due to severe topographic constraints.

Pedestrian safety is paramount at the Holcomb Elementary intersection. A collection of treatments should be considered to slow or stop traffic and improve pedestrian visibility. Treatments may include:

- Marked crosswalks at the intersection
- Full signalization
- Pedestrian-activated traffic signal
- Stop signs
- Crossing guard

All treatments should consider a petition to make the area a school zone, signed 20 mph when children are present, and implement a period of stringent enforcement.

North side

A curb-tight sidewalk will travel the length of the section until the Holcomb Elementary intersection where it will skirt a large existing oak tree and tie into existing sidewalks. Small retaining walls may be necessary at the edge of the Clackamas County Housing Authority property and along the properties past the intersection.

PHASING

Phase 1 Improvements

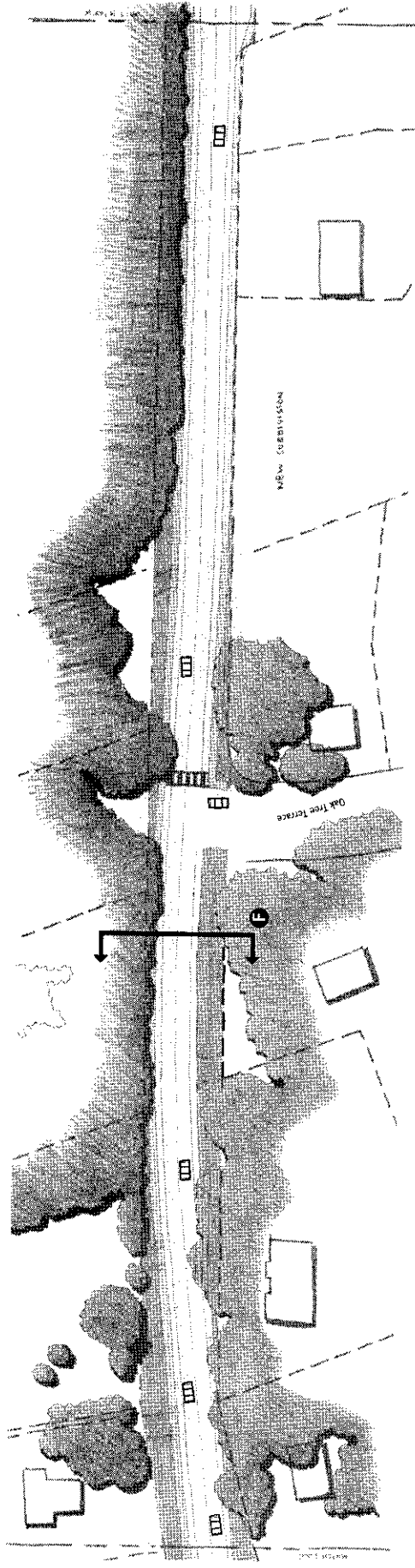
Phase 2 Improvements

Phase 3 Improvements



not to scale

Section 6: Holcomb Elementary to Trailview Estates



SECTION SUMMARY

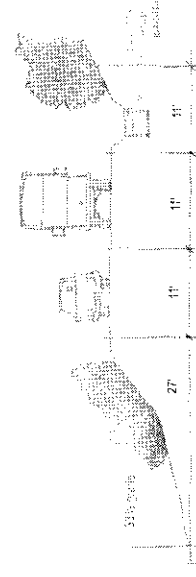
South side

Due to topographic constraints, a curb-tight sidewalk starts at Oak Tree Terrace and continues east to the existing sidewalk at the new subdivision adjacent to Trailview Estates. A marked crosswalk and intersection lighting should be provided across Holcomb at Oak Tree Terrace to accommodate pedestrians, particularly children walking to school. A full engineering analysis of this intersection should take place before installation of this crosswalk to ensure its safety. Retaining walls may be necessary to support widening the road in this area.

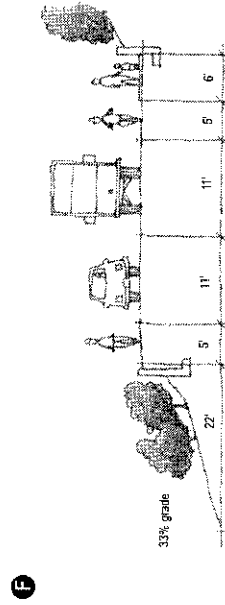
North side

A curb-tight sidewalk will travel the length of the section. Small to moderate retaining walls may be necessary throughout the section. If physically possible, sidewalks should be enhanced on the north side from Holcomb Elementary east to make up for no sidewalks on the south side of the roadway.

CROSS-SECTIONS



Existing constrained conditions west of Oak Tree Terrace



Curb-tight sidewalk on the north side of the roadway

PHASING

Phase 1 Improvements

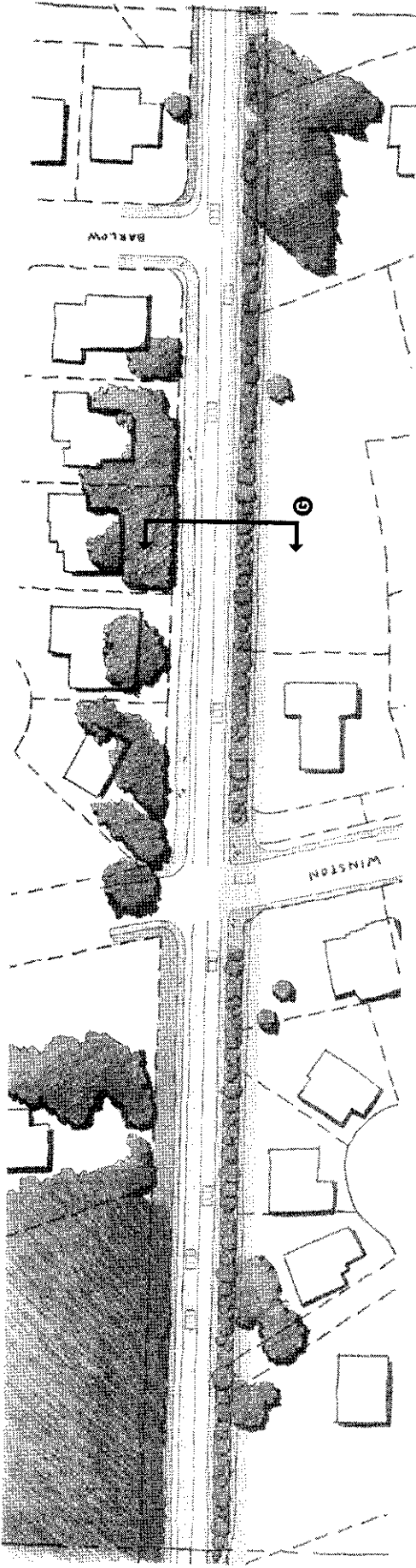
Phase 2 Improvements

Phase 3 Improvements



not to scale

Section 7: Trailview Estates to Barlow



SECTION SUMMARY

South side

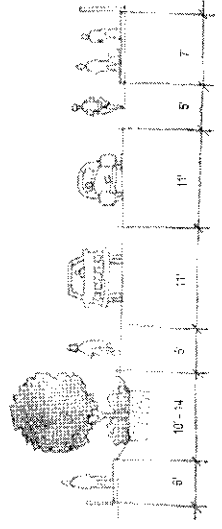
A bioswale and sidewalk replaces the existing planter strip along Trailview Estates. This process involves grinding out the concrete between the planter, removing 5' of roadway asphalt, and adding a 10' - 12' bioswale. Existing sidewalks will be retained.

North side

Existing sidewalks are retained.

CROSS-SECTIONS

G



Bioswale with existing sidewalk

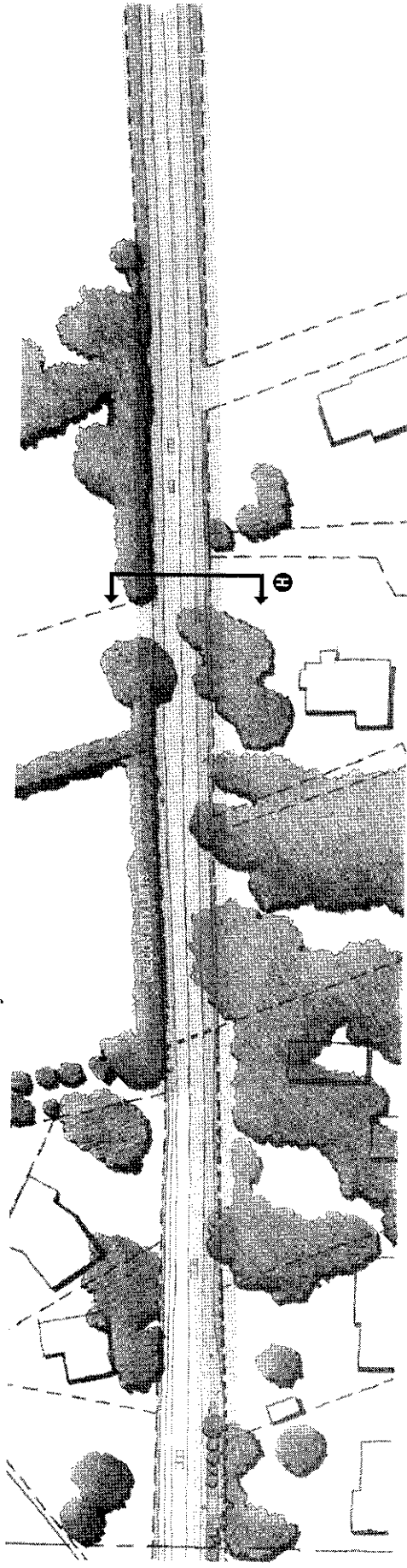
PHASING

- Phase 1 Improvements
- Phase 2 Improvements
- Phase 3 Improvements



not to scale

Section 8: Barlow to Urban Growth Boundary



SECTION SUMMARY

South side

Bioswale and sidewalk transitions to an 8' shared bikeway/pathway as the area transitions to the rural area.

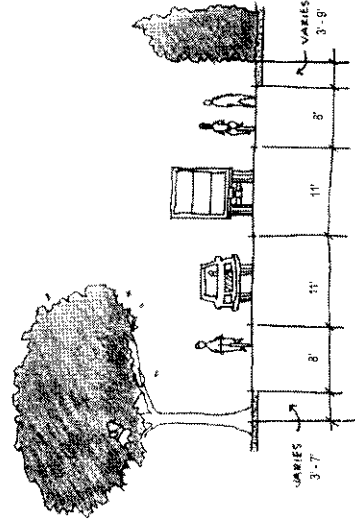
North side

The existing sidewalk transitions to an 8' shared bikeway/pathway as the area transitions to the rural area.

Note: A future road connecting Holcomb and Redland will emerge in this location to serve new residential and commercial areas to the south. As development continues, it is recommended that the City acquire additional right-of-way to accommodate modernization in this area.

CROSS-SECTIONS

H



Shoulder bikeway shared with pedestrians

PHASING

Phase 1 Improvements

Phase 2 Improvements

Phase 3 Improvements



not to scale