CITY OF OREGON CITY

PLANNING COMMISSION 320 WARNER MILNE ROAD OREGON OF TEL 657-0891 FAX 657-7

Oregon City, Oregon 97045 Fax 657-7892



AGENDA

City Commission Chambers - City Hall June 11, 2001 at 7:00 P.M.

PLANNING COMMISSION MEETING

- 7:00 p.m. 1. CALL TO ORDER
- 7:05 p.m. 2. PUBLIC COMMENT ON ITEMS NOT LISTED ON AGENDA
- 7:10 p.m. 3. **APPROVAL OF MINUTES**: May 14, 2001

7:15 p.m. 4 **HEARINGS**:

CU 01-01 (*Continued*); Milstead & Associates, Inc.; Conditional Use to develop a high school campus; 19751 Beavercreek Road, Clackamas County Map 3-2E-09D Tax Lots 500, 600, 1000, 1001, 1200, & 1300

7:35 p.m. VR 01-01 (Continued); Milstead & Associates, Inc; Variances to increase the maximum height requirement on the high school campus for a gymnasium building from 35 feet to 56 feet and for a theater/auditorium building from 35 feet to 52 feet; and to reduce the minimum number of required bicycle parking spaces from 190 spaces to 20 spaces; 19751 Beavercreek Road, Clackamas County Map 3-2E-09D Tax Lots 500, 600, 1000, 1001, 1200, & 1300

8:00 p.m. 5. **OLD BUSINESS**

- A. Urban Center Discussion (Continued) (Material Mailed Separately)
- 8:45 p.m. 6. **NEW BUSINESS**
 - A. Staff Communications to the Commission
 - B. Comments by Commissioners
- 9:00 p.m. 7. **ADJOURN**

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.

DRAFT

CITY OF OREGON CITY PLANNING COMMISSION MINUTES May 14, 2001

COMMISSIONERS PRESENT

Chairperson Carter Commissioner Bailey Commissioner Main Commissioner Orzen Commissioner Surratt

STAFF PRESENT

Collin Cooper, Senior Planner Barbara Shields, Senior Planner William Kabeiseman, City Attorney Ken Martin, Metro Bob Cullison, Engineering Manager

1. CALL TO ORDER

Chairperson Carter called the meeting to order.

2. PUBLIC COMMENT ON ITEMS NOT LISTED ON AGENDA

None.

3. APPROVAL OF MINUTES: April 23, 2001

Commissioner Main moved to accept the minutes of the April 23, 2001 Planning Commission meeting with no changes, **Commissioner Orzen** seconded.

Ayes: Bailey, Carter, Main, Orzen, Surratt; Nays: None.

4. PUBLIC HEARINGS

Chairperson Carter reviewed the public hearing process and stated the time limitations for the speakers in the public hearing. **Chairperson Carter** asked if any Commissioner had visited the sites or had a conflict of interest.

OPEN OF PUBLIC HEARING (Legislative and Quasi-Judicial)

PD 00-01/ **WR 00-13;** Lowell Wittke; Approval of a 31-unit dwelling Planned Unit Development including 17 single-family homes and 14 duplex units; 16281 S. Oak Tree Terrace; Clackamas County Map # 2S-2E-28A Tax Lots 1712, 1714, 1717 & 1722 **Commissioner** ______ stated that she had visited the site. **Commissioner Bailey** stated that he had tried unsuccessfully to visit the site.

STAFF REPORT

Colin Cooper explained that he would make a shortened presentation because the applicant has requested a 120-day continuance to a date certain September 10, 2001, and has waived the 120-day rule. **Mr. Cooper** presented a memorandum from the applicant, dated May 14, 2001, and a memorandum from the applicant's representative, W.B. Wells, dated May 11, 2001. He explained that the applicant requests this additional time to address significant concerns identified by Staff with the site. **Mr. Cooper** said that, at this time, the Staff is recommending denial because of Staff's concerns. He said the applicant requests time to work with Staff to explore acceptable designs. He said that Staff recommends the Commissioners approve the continuance, but suggests that the Commissioners take testimony at this time to allow the applicant the benefit of hearing that testimony.

TESTIMONY IN FAVOR

None.

TESTIMONY IN OPPOSITION

Ralph Kiefer, 15119 Lawyer Drive, Barlow Crest, Oregon City, OR.

Mr. Kiefer identified himself as the new chair of the Park Place Neighborhood Association (PPNA) and stated that he is present to represent the Association. He pointed out that the PPNA had submitted a two-page letter expressing their views. **Mr. Kiefer** explained that the PPNA Land Use Committee had met to consider the Oak Tree Estates PUD last November and voted to oppose it because it is inappropriate for the area. He listed the following concerns:

- 1. Lot sizes Mr. Kiefer said the general feeling of the PPNA for this and any other developments at the urban fringe, and zoned R-10, should stay R-10. He said that they do not want to see the lots smaller than the R-10 requirement of 10,000 square feet.
- 2. Traffic **Mr. Kiefer** said that the PPNA is not concerned so much about traffic volume as traffic safety because of limited distance of visibility.
- 3. Slopes Mr. Kiefer stated that the PPNA's main concern is the slope of the ground. He presented, as one example, an overhead drawing showing that, on lot 17, there would be a 26 foot drop from the back of the proposed house to the existing land surface, and asked if the proposed house would be built on stilts. Mr. Kiefer also displayed another overhead drawing that showed the high potential for slides on this particular site, especially given the applicant's plan to add the considerable weight of

fill soil and the houses. He sited several articles and U.S. Geological Survey documents that indicated the site poses a geological hazard.

Chairperson Carter complemented Mr. Kiefer on the letter from the PPNA and thanked him for his presentation.

APPLICANT'S REBUTTAL

Lowell Wittke, 14012 SE Eastridge, Portland, OR

Mr. Wittke stated that he has owned the property for 25 years. He said that he had a geotechnical engineer inspect the property, and this person saw no evidence of slides, such as slanted trees. Mr. Wittke noted that his plan is to build only on the flatter areas of the site and not on the slopes. He said the greatest slope they would build on would be no steeper than 25%.

DELIBERATION BY COMMISSIONERS

Commissioner Bailey recommended that the applicant provide geological analysis of the site that takes into account the damage to peoples' homes and their investment that can occur when development begins. He stated that, in the absence of evidence to the contrary, he is very skeptical that development of the proposed density should occur on this site.

Chairperson Carter pointed out that the purpose of a Planned Unit Development is not just to give density on the part of the property that can be developed in exchange for the property that cannot be developed. A Planned Unit Development, ultimately, is intended to work with the geography of the site to be environmentally friendly. She said she thought the proposal to date is environmentally unfriendly and appreciates the applicant's willingness to re-visit his plan.

Commissioner Bailey asked what the expense of continuances is in terms of postage, mailing. Neither **Mr. Cooper** nor **Barbara Shields** could provide a dollar amount. **Commissioner Bailey** stated that he was in favor of this continuance but wanted the applicant to be on notice that this should be the last continuance. **Mr. Wittke** explained that he has had to work with a staffing change in the Planning Division that has required him to submit additional information.

Commissioner Surratt moved to continue application PD 00-01 and WR 00-13 Oak Tree Terrace to a date certain of September 10, 2001. **Commissioner Orzen** seconded.

Ayes: Bailey, Carter, Main, Orzen, Surratt; Nays: None.

OPEN OF PUBLIC HEARING

CU 01-02; City of Oregon City; Conditional Use for the creation of a new Amtrak station and parking lot; 1799 Washington Street, Clackamas County Map 2-2E-29, Tax Lot 1402

STAFF REPORT

Colin Cooper pointed out his memorandum to the Commission dated April 16, 2001 requesting a continuance because the City and Amtrak require additional time to review the lease document necessary for siting the station. The memorandum asks for a continuance to a date certain August 13, 2001.

Commissioner Bailey moved to continue the public hearing for the Amtrak station CU 01-02 to date certain August 13, 2001. **Commissioner Main** seconded.

Ayes: Bailey, Carter, Main, Orzen, Surratt; Nays: None.

OPEN OF PUBLIC HEARING

CU 01-01; Milstead & Associates, Inc.; Conditional use to develop a high school campus; 19751 Beavercreek Road, Clackamas County Map 3-2E-09D Tax Lots 500, 600, 1000, 1001, 1200 & 1300

VR 01-01; Milstead & Associates, Inc.; Variances to increase the maximum height requirement on the high school campus for a gymnasium building from 35 feet to 56 feet and for a theater/auditorium building from 35 feet to 52 feet; and to reduce the minimum number of required bicycle parking spaces from 190 spaces to 20 spaces; 19751 Beavercreek Road, Clackamas County Map E-2E-09D Tax Lots 500, 600, 1000, 1001, 1200 & 1300

STAFF REPORT

Barbara Shields explained that the Commission has two items to be considered: the request for conditional use to develop a high school campus, and a request for a variance concerning building height restrictions. She said the report before the Commission states that the applicant has not provided the information necessary for Staff to develop a definite set of conditions to approve the application. She said that Staff's recommendation at this point is to deny the request. **Ms. Shields** said that Staff met with the applicant a week ago, and the applicant is working to provide information at a later date.

Ms. Shields said that Staff recommends approval of the request for a conditional use if the applicant meets five criteria (Exhibit 6 of the Staff report), but that to date the applicant has met only the first criteria. She said the applicant has not provided the

information that Staff needs to determine if the second through fifth criteria have been met. She said Staff recommends the Commission continue the public hearing to allow the applicant time to provide the needed information.

Chairperson Carter asked if the continuance would be for both the request for conditional use (CU 01-01) and the request for a variance (VR 01-01). **Ms. Shields** replied that the continuance would be for both.

TESTIMONY IN FAVOR

Barry Rotrock, Superintendent of Oregon City Schools, 22489 S. Penman Road, Oregon City, OR 97045

Mr. Rotrock introduced the District's Traffic Engineer, Todd Mobley, Project Management Lead Person, Jeff Houle, and the architect, David Soderstrom. Mr. Rotrock explained that the site originally was developed as Moss Junior High School in 1976 for 650-700 students. He said that, about ten years ago, the School District and Clackamas Community College began working together on several joint academic programs. To ensure access between the Moss campus and the Community College campus, the District purchased property that made the two campuses adjacent.

Mr. Rotrock described the roads surrounding the site, where the District plans to make improvements, and how the District envisions traffic flow. He said that the District wants to work with City Staff to further plan the best way to plan road improvements and traffic flow.

Commissioner Bailey asked how the District's students travel between the Community College campus and the Moss campus. **Mr. Rotrock** explained that the District buses 350-375 students between Oregon City High School and the Moss campus. He said there is a lot of pedestrian traffic along a gravel trail between the Moss and Community College campuses. **Commissioner Bailey** said he is concerned about the impact of this major facility on not just traffic patterns but transportation flows in the whole surrounding area. He said, unfortunately, the burden of providing a major portion of the transportation solution for this area falls on the School District. He said he hopes that the discussions between the School District and City Staff are aimed at long term solutions for the whole area, and that he believes that means avoiding Glen Oak Road. **Mr. Rotrock** said the District shares the preference to avoid Glen Oak Road.

Commissioner Bailey asked where Clackamas Community College is in the discussions between the School District and the Staff. **Mr. Rotrock** said the College is very supportive of everything but the connection to Meyers Road, which would cross college property. **Chairperson Carter** asked how emergency vehicles will have access through a proposed gated route. **Mr. Rotrock** explained that either the emergency vehicles would have keys (as they do for other District gates) or the gate would be designed so that the emergency vehicle could break through. **Chairperson Carter** asked why the District wants to gate the access way. **Mr. Rotrock** explained that the gates would be in only two locations: one in a route between the College campus and the Moss campus to prevent persons from cutting through one campus to get to the other; the other gate to control access at another point. He pointed out that both gates would allow bicycle and pedestrian traffic. He said that these gates would not be locked all of the time, but only during the school day when the District needs to exercise more control over the routes into the campus.

David Soderstrom, Soderstrom Architects, 1200 NW Naito Parkway #410, Portland, OR 97209

Mr. Soderstrom gave an abbreviated version of his prepared presentation. He pointed out the new, additional trips generated by the new high school campus are not new to Oregon City; rather, they are trips currently located in the core of Oregon City, and will be relocated to this new site. **Mr. Soderstrom** pointed out the location of the existing building, and described how the new construction will wrap around the existing building. He explained that the design can be expanded from the initially planned 2100 students to a maximum of 2400; he said that is why the conditional use request is for 2400 students. He says they have a construction contractor signed on and the drawings are almost ready to be submitted for building permits.

Chairperson Carter asked Mr. Soderstrom to explain how the traffic in the immediate area of the high school will flow, where the students will park, where the buses will load and unload, etc. **Mr. Soderstrom** used a large diagram of the site to indicate various entrances, where parking areas are, and several traffic links between parking lots. He also described how the construction would be accomplished in phases.

Robert Pouriea, with the Caufield Neighborhood Association, 11409 S. Cabriet Terrace, Oregon City, OR

Mr. Pouriea said that, according to the presentation, all student traffic would use Beavercreek Road, not Glen Oak Road. He pointed out that not all of the students will live north of the new high school, and that there is no guarantee that the students will not use routes other than the planned Beavercreek Road. He said his concern is that Glen Oak Road is in such poor condition as to be barely adequate for existing traffic. He said S. Glen Oak Road has to be developed before the new high school is completed.

Jim Hall, 1006 Clearbrook Drive, Oregon City, OR.

Mr. Hall said that he has been a resident and citizen of the City for 34 years, and for those 34 years, the City and the School District have needed a new high school very, very badly. **Mr. Hall** stated that the City Commission denied an annexation of 17 homes on Meyers Road because the estimated maximum number of 48 trips per day, and the anticipated maximum four trips through the intersection of Beavercreek Road and the 'Bypass', was too many for that intersection. He said that the burden of solving the traffic problems in this area is being placed on Oregon City. He suggested that the traffic problems in the area around this site are not as severe as some have made them out to be, and not so severe as to prevent growth and development. **Mr. Hall** reiterated his support for the new high school.

Chairperson Carter said that Mr. Hall is correct in reminding the Commission that much of the traffic in Oregon City is traffic that passes through from north to south, south to north, east to west, etc. She said that often the problems the Commission confronts are difficult, and all the Commission can do make its best effort to solve these problems.

Commissioner Bailey asked both Mr. Rotrock and Ms. Shields if they felt they were making good progress or that they would be back in June asking for more time. Mr. Rotrock said that he believed they were making very good progress, pointing out that the School District and City Staff are scheduled to meet next week. Ms. Shields agreed that they were making good progress. Mr. Rotrock emphasized that the School District views the transportation issues as their issues, and that the School District does not want to be seen as a bad neighbor that has adversely impacted the neighborhood.

Chairperson Carter added that the City plans improvements to the intersection of S. Beavercreek Road and Highway 213 to begin in 2003.

Ms. Shields introduced into the record a memorandum she received only last week that identifies an additional audience to be incorporated into the traffic study.

Mr. Hall referenced the U.S. Supreme Court decision concerning the City of Tigard, and suggested that if the City requires the School District to make improvements above what is required for the new high school campus and that will benefit the general public, then perhaps the City should reimburse the School District. **Mr. Kabeiseman** said that counsel for both the City and the School District are familiar with this ruling and both are addressing the impacts of the proportionality of the expense.

Mr. Pouriea stated the section of road to Highway 213 is unsafe for bicycles. **Chairperson Carter** asked the Staff to make a note of the bicycle safety issues in this area.

Jeff Houle, Milstead & Associates, Inc., 10121 SE Sunnyside Road, on behalf of the School District.

Mr. Houle said he wanted to confirm the date certain of June 11, 2001. He also said he understood that the issue concerning the sewer system relative to the private system was resolved, but the Staff report indicates that it has not been resolved. He said that he hopes this can be discussed and resolved in the meeting with Staff scheduled for next week. He said his group met with the local fire station staff to discuss all of the issues around fire truck access, including the gates.

Commissioner Bailey said that the Commission should take this project as an opportunity to invite Tri-Met to increase service beyond the existing turn-arounds at Clackamas Community College and downtown Oregon City.

TESTIMONY IN OPPOSITION

None.

CLOSE OF PUBLIC HEARING

DELIBERATION BY COMMISSIONERS

Commissioner Main moved to continue the public hearing for both CU 01-01 and VR 01-01 to date certain June 11, 2001, and with acknowledgement that the 120-day rule has been waived. **Commissioner Surratt** seconded.

Ayes: Bailey, Carter, Main, Orzen, Surratt; Nays: None.

OPEN OF PUBLIC HEARING

AN 01-02; City of Oregon City; Annexation of Jessie Court park property into the City Limits; Clackamas County Map # 3-2E-07D Tax Lot 501

STAFF REPORT

Ken Martin introduced himself as the Commission's contract staff for annexations. He stated that this property is owned by the City and designated as a park. He explained the City wishes to annex the property and to bring about a Master Plan for the subject property.

Commissioner Main asked where is the City in the planning process for the park. **Ms. Shields** said that she does not have the details, but she knows that the Parks Department is working on the site.

Commissioner Surratt asked if Haven Road is not connected to Jessie Court Park. She said that, not knowing why the City did not approve the last proposed annexation, she is troubled by combining two separate and unrelated pieces of property and getting these through the City Commission. **Mr. Martin** explained that the reason why the previous annexation was denied, as referred to by Mr. Hall earlier, had to do with the main body of that annexation, a proposed subdivision that was going to generate additional trips. He said that the denial did not have anything to do with the Haven Road piece. **Commissioner Surratt** said that she suspected that the Haven Road property was rejected because it was combined with the other property. She suggested that it might be preferable practice to not combine unrelated properties in annexation proposals so that each annexation can stand or fall on its own merits.

Chairperson Carter asked Mr. Kabeiseman if there were any legal considerations concerning annexing one half of the road and not including the properties whose owners had wanted annexation. **Mr. Kabeiseman** said he was not aware of any legal actions taken by those property owners. He said that there is no legal problem with combining two or more properties into a single annexation proposal.

Commissioner Surratt asked if the property around Haven Road had been annexed and developed. **Mr. Kabeiseman** said that the property had been annexed and developed. He said the proposal is to annex a piece of County road.

TESTIMONY IN FAVOR

None.

TESTIMONY IN OPPOSITION

None.

CLOSE OF PUBLIC HEARING

DELIBERATION BY COMMISSIONERS

None.

Commissioner Main moved to approve AN 01-02 for recommendation to the City Commission for placement on the ballot. **Commissioner Surratt** seconded.

Ayes: Bailey, Carter, Main, Orzen, Surratt; Nays: None.

OPEN OF PUBLIC HEARING

ZC 00-02 (Continued); Mary Johnson /Sunnyside Construction & Development, Inc.; Zone change from R-10 to R-8 Single-Family Dwelling District/ 14958 S. Holcomb Blvd; Clackamas County map # 2-2E-28A Tax Lots 2000 & 2100

STAFF REPORT

Barbara Shields stated that the applicant has submitted a letter withdrawing the application for a zone change. The applicant prior to this meeting filed for a subdivision under the existing zoning, and that subdivision has been approved. **Ms. Shields** said that the Staff has received two letters from the neighborhood association that the neighborhood association requested be submitted to the Commission.

TESTIMONY IN FAVOR

N/A

TESTIMONY IN OPPOSITION

N/A

CLOSE OF PUBLIC HEARING

DELIBERATION BY COMMISSIONERS

N/A

5. OLD BUSINESS

None

6. NEW BUSINESS

A. Staff Communication to the Commission

Ms. Shields reminded the Commissioners that they would be meeting again this week for the Planning Commission Worksession, Wednesday, at 7:00 PM, in the Lunch Room.

B. Comments by the Commissioners

Chairperson Carter announced an all-you-can-eat breakfast sponsored by the Oregon City Chamber of Commerce as part of their Toast and Topics program. She said the breakfast is scheduled for May 25, from 7:45 AM to 9:00 AM, at the Rivershore Hotel. Price is \$10.00 per person. The public is invited but must RSVP to the office of the Chamber of Commerce. The topic will be an update on the Amtrak station. She said the program hosts a breakfast the last Friday of every month. She said the usual format is for a short presentation and then a town-meeting like opportunity to ask questions and hear roundtable discussions.

Commissioner Orzen expressed appreciation to the Staff for the narrative in the Moss Campus conditional use request. She said she found the explanation of the difference between a conditional use permit and a site plan design review very helpful.

Commissioner Orzen also announced the Teddy Bear Parade to be held Saturday, May 19, 2001, in downtown Oregon City. She explained that the parade collects teddy bears for various social services (police and fire departments) to be distributed to children involved in traumatic situations.

7. ADJOURN

All Commissioners agreed to adjourn.

Linda Carter, Planning Commission Chairperson Maggie Collins, Planning Manager

Vol2H/Wd/maggie/PC Minutes/OC PC Minutes 5-14-01

CITY OF OREGON CITY PLANNING COMMISSION 320 WARNER MILNE ROAD OREGON CITY, OREGON 97045 TEL 503- 657-0891 FAX 503657-7892



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TO: PLANNING COMMISSION

FROM: BARBARA SHIELDS

RE: CONDITIONAL USE 01-01 Clackamas County Map 3S-2E-09D, Tax Lots 500, 600, 1000, 1001, 1200 and 1300

ADDENDUM TO STAFF REPORT OF MAY 14, 2001

DATE: JUNE 4, 2001

At the Planning Commission hearing on May 14, the Oregon City School District, the applicant in the above mentioned case, requested a continuance of the hearing to June 11, 2001, to submit a supplemental Traffic Impact Analysis that would address the City Traffic Engineer issues detailed in the letter of April 27 (Attachment B, Exhibit 5b).

The City Traffic Engineer indicated in this letter that the information provided by the applicant was not sufficient to determine the traffic impacts related to the proposed high school project. The two principal concerns were:

- The lack of information on all modes of transportation; and
- The lack of sufficient information of vehicle traffic impacts for a use that will ultimately house 2400 students.

As a result, City staff was unable to analyze the project to assure its compatibility with the surrounding land uses and the transportation network as required by the Oregon City Municipal Code (OCMC 17.56).

On Friday, June 1, 2001, the applicant submitted a Supplemental Traffic Impact Analysis (Attachment C), which addressed the issues raised by the City Traffic Engineer.

The Supplemental Traffic Impact Analysis was reviewed by the City Traffic Engineer (Attachment D).

The information provided by the applicant in the Supplemental Traffic Impact Analysis indicates that in order to satisfy the criteria of approval (17.56.010.A) for conditional uses, several traffic and transportation improvements are needed to mitigate the impacts of the proposed school campus on the transportation system network. The recommended conditions of approval are contained in Attachment A.

It should be noted that the City and School District are currently engaged in discussions related to the funding mechanisms, such as reimbursement districts or local improvement districts. This is necessary for completion of mitigation measures prior to the opening of the new campus.

CONCLUSION AND RECOMMENDATION:

Based on the Staff Report of May 14 (Attachment B), Supplemental Traffic Report (Attachment C) and the analysis presented in the City Traffic Engineer (Attachment D), staff concludes that the applicant has provided sufficient information to satisfy criteria 1, 2, 3, 4, and 5 as required in OCMC 17.56.010(A) to develop a high school campus on the property identified as Clackamas County Map 3S-2E-9D, Tax Lots 500, 600, 1000, 1001, 1200, and 1300.

Therefore, staff recommends that the Planning Commission approve the requested Conditional Use 01-01 subject to conditions contained in Attachment A.

Attachments:

- A. Recommended Conditions of Approval for CU 01-01
- B. Staff Report of May 14, 2001
- C. Supplemental Traffic Impact Analysis
- D. City Traffic Engineer
- E. Engineering Policy 00-01

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OC HIGH SCHOOL CU01-01 PROPOSED CONDITIONS OF APPROVAL

- 1. The applicant is responsible for this project's compliance to Engineering Policy 00-01 (attached).
- 2. The applicant shall sign a Non-Remonstrance Agreement (NRA) for the purpose of making sanitary sewer, storm sewer, water or street improvements in the future that benefit the property and assessing the cost to benefited properties pursuant to the City's capital improvement regulations in effect at the time of such improvement.
- 3. The applicant shall provide a signalized intersection at Beavercreek Road and the proposed Collector Road (Meyers Road Extension). The intersection shall also include the construction of travel and turn lanes, bike lanes, curb, gutter, sidewalks, crossings, streetlights, pavement with base and striping.
- 4. The applicant shall provide half-street improvements for the entire frontage of the subject property along glen Oak Road. A half-street improvement is defined as improvements to the centerline of the street plus an additional 10-feet of pavement.
- 5. The applicant shall provide half-street improvements for the entire frontage along Beavercreek Road. A half-street improvement is defined as improvements to the centerline of the street plus an additional 10-feet of pavement.
- 6. The applicant shall provide for permanent emergency and maintenance vehicle, bike and pedestrian connection between the Moss Campus and Clackamas Community College to the north.
- 7. The proposed northern access to the site from Beavercreek Road shall be right-in access only.
- 8. The applicant shall provide the improvements addressed in the March 21, 2001 Letter of Understanding between the School Board and the City. The following refinements are made to those requirements:
 - a) Dedication of the right of way for the Central portion of the Meyers Road Extension described in that agreement shall be made within 60 days of the approval of this conditional use.
 - b) Construction of this central portion shall be completed no later than the fifth anniversary of the approval of this conditional use.
 - c) In the event that a change of circumstances occurs (i.e., by approval of a use that, in the judgment of the City Engineer, would create a need for significant trips to this portion of Meyers Road if it were open) and which results in the need to complete this central portion earlier than the said fifth anniversary, School District shall complete such construction upon notification by the City Engineer.
- 9. With the respect to the Highway 213 and other Glen Oak Road improvements:
 - a) The intersection of Glen Oak Road and Oregon Highway 213 shall be improved as follows: signalization, realignment of Glen Oak and Caufield Roads, and lane configurations required to meet ODOT capacity requirements and City level of service requirements for the intersection.
 - b) The applicant shall improve Glen Oak Road from the west property boundary of the school to Highway 213 in order to minimize runoff accidents and provide safe pedestrian and bicycle travel.



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- c) In the event there is insufficient right-of-way width for the improvements in (b), the City shall obtain the right-of-way and the School District shall pay its proportional share of the acquisition cost.
- d) The improvements in (a) and (b) shall be complete before the final occupancy permit is obtained by the School District, unless an extension is granted by the City due to unforeseeable delays in completion of construction. If not complete by final occupancy, the School District shall provide for temporary traffic management measures for traffic control approved by city, provided further that such measures may be discontinued when the improvements set forth in (a) and (b) above have been completed. In no event, however, shall such temporary measures extend beyond the end of the school year in June.

City of Oregon City Planning Commission 320 Warner Milne Road Oreg-	OREGON CITY, ON 97045					
Tel 657-0891	Fax 657-7892					
	STAFF REPORT Date: May 14, 2001					
FILE NO.:	Conditional Use CU 01-01 Variance VR 01-01	Complete: March 7, 2001 120-Day: July 5, 2001				
HEARING DATE:	April 23, 2001 7:00 p.m., City Hall 320 Warner Milne Road Oregon City, OR 97045					
APPLICANT:	Oregon City School District 1417 12 th Street Oregon City, OR 97045					
REQUEST:	 Conditional use to develop a high school campus on the subject property; Variance request to increase maximum height requirement for a gymnasium building from 35 feet to 56 feet and for a theater/auditorium building from 35 to 52 feet; and to reduce the minimum number of required bicycle parking spaces from 190 spaces to 20 spaces 					
LOCATION:	Clackamas County Map 3S-2E-09D, Tax Lots 500, 600, 1000, 1001, 1200 and 1300					
REVIEWER :	Barbara Shields, Senior Planner Dean Norlin, Senior Engineer					
RECOMMENDATION:	 Staff recommends Conditional Use CU 01 -01: approval, with preliminary conditions (Ex. Variance VR01-01 to site plan: denial to reduce the minimum number of b parking spaces; 					

approval to increase the minimum height of a gymnasium and a performing arts center.

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Orege ATTACHMENT **B**

CRITERIA:

Municipal Code:

Section 17.08 R-10 Single-Family Dwelling

Section 17.10 R-8 Single-Family Dwelling

Section 17.50 Administration and Procedures

Section 17.56 Conditional Uses

Section 17.37 Campus Industrial District

Section 17.60 Variances

Section 17.52 Off-Street Parking and Loading

Oregon City Comprehensive Plan:

Section B Citizen Participation Section I Community Facilities Section L Transportation Goals and Policies

SUMMARY OF ISSUES:

Scope of the Request:

The Oregon City School District is requesting a conditional use to develop a high school campus on the subject property (Exhibits 1, 2).

As part of the application package the school district is also requesting concurrent variances to the maximum height requirements for a gymnasium and an auditorium building and reduction of the number of required bicycle spaces to the high school campus development (Exhibits 3a and 3b).

The project involves conversion of the current Moss Campus on Beavercreek Road and the Oregon City High School on 12th Street.

The proposed high school project will include the following major phases (Exhibit 3a):

- Upgrade and remodel of the existing Moss campus. This phase will involve demolishing some portions of current buildings and remodeling the reminder of the Moss campus. The remodeled portion of the Moss campus will be used for library, offices, and supplemental athletics and teaching areas.
- Construction of new buildings. New building additions include: performing arts theater, student commons, teaching stations, science laboratories, and a new gym.

The new consolidated high school is expected to have a population of approximately 2,100 students by the year 2003 and 2,400 students by the year 2010. The total size of the facility would be approximately 332,770 square feet by the year 2003 (Exhibit 3a).

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Surrounding Land Use and Transportation Pattern

The vicinity of the school site may be defined as the area west of Beavercreek Road, east of Hwy 213 and on both sides of Glen Oak Road. This area is predominantly designated "Low Density Residential", "Public/Quasi-Public", and "Industrial" on the Comprehensive Plan Map.

The currently existing land use pattern is affected by the Clackamas Community College, and a number of newly developed low density residential subdivisions, with a partially developed residential street system. Given the fact that an approximately 68 acres in this area would be converted to another institutional use to accommodate a new Oregon City High School campus, coupled with the identified Water Resource Overlay District limitations, one of the major development challenges is to balance the residential development pressure with the adequate level of transportation facilities to serve this area.

Conditional Use versus Site Plan and Design Review

In general, a scope of a conditional use review is to assure that the proposed use may be allowed in a specific location upon showing that (1) such use will not adversely impact the site conditions or the areas surrounding the subject property, i.e. is compatible with the surrounding areas; or (2) appropriate conditions of approval may be considered to mitigate the identified negative impacts of the proposed use to achieve its compatibility with the surrounding areas.

While a focus of a conditional use permit review is primarily on the use and its compatibility with the surrounding properties, the objective of the City's site plan and design review process is to assure that the actual development complies with the applicable development standards and implements the identified mitigation measures (conditions) of the proposed use.

In order to analyze the compatibility of a proposed use, an applicant must provide pertinent characteristics of the specific *operations* related to this use, to allow the City to evaluate the impacts of the utility systems (water, sewer, transportation) and the existing and planned land use pattern. Without such information, the City is not able to assess the impacts of the proposed use on these systems.

The scope of the site plan and design review is to ensure that the *structural characteristics* of the proposed use are appropriate to carry out the operations. Therefore, the failure to address the principal operations and their impacts of the proposed use on the land use and transportation systems, cannot be "corrected" through the site plan and design review process.

Summary of Analysis and Conclusion:

While the applicant indicated that the new high school campus would ultimately reach the size of approximately 332,770 square feet with 2,400 students, no information was provided with regards to the school operations.

It appears that the School District is proposing a major sports complex, including a gym seating area for 2,400 seats, and a 550-seat theater as part of the proposed high school campus. The information provided by the applicant does not address adequately the impact of these facilities on the surrounding transportation system (Exhibits 3a, 3b, 4a, 4b, and 5b).

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Based on the analysis contained below, in this report, the information provided by the applicant is not sufficient to determine the traffic impacts related to the proposed high school project.

The two principal concerns are:

- the lack of information on all modes of transportation;
- the lack of sufficient information of the vehicular traffic impacts.

As a result, City staff was unable to analyze the project to assure its compatibility with the surrounding land uses and the transportation network as required by the Oregon City Municipal Code (OCMC 17.56).

Exhibit 6 contains preliminary conditions of approval. Additional information and technical analysis provided by the applicant would help the City to craft more precise conditions of approval that are fair to all parties. Based on the information provided to date, Exhibit 6 contains only the minimum physical improvements necessary for the street system.

BASIC FACTS:

- 1. The subject property consists of approximately of 68 acres. It is located west of Beavercreek Road and north of Glen Oak Road (Exhibit 1).
- 2. The proposed development of the high school project will ultimately consist of approximately 332,770 square feet school facilities and provide accommodations for approximately 2,400 students (Exhibit 3a). The high school campus would also include a 2,400-seat gym facility and a 550-seat theater.
- 3. The northwesterly portion of the site is within a Water Resource Overlay District. The school district filed a Water Resource application to determine the impact of the proposed addition on the identified Water Resource Overlay District (WR01-01).
- The consolidated school site includes three zoning designations: R-8 Single Family Residential Dwelling, R-10 Single-Family Dwelling, and CI (Campus Industrial').
 Schools are allowed as conditional uses in the R-8, R-10, and CI zones (OCMC 17.56) and subject to Chapter OCMC 17.56 requirements.
- The northwesterly portion of the subject property borders the Clackams Community College campus area. The easterly boundary of the subject property has frontage on Beavercreek Road. The southerly boundary of the subject property has frontage on Glen Oak Road.

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¹ A portion of the school site (Tax Lot 1200, Tax Map 3-2E-09D Clackamas County Map) was recently annexed to the City and is subject of the zone change request from Clackamas County FU-10 Urban Transition 10 Acre Minimum to City of Oregon City CI Campus Industrial.

- 6. The vicinity of the school site may be defined as the area west of Beavercreek Road, east of Hwy 213 and on both sides of Glen Oak Road. This area is predominantly designated "Low Density Residential", "Public/Quasi-Public", and "Industrial" on the Comprehensive Plan Map. The currently existing land use pattern is affected by the Clackamas Community College, and a number of newly developed low density residential subdivisions, with a partially developed local street system. Given the fact that an approximately 68 acres in this area would be converted to another institutional use to accommodate a new Oregon City High School campus, coupled with the identified Water Resource Overlay District limitations, one of the major challenges is to balance the development pressure with the adequate level of transportation facilities to serve this area.
- 7. Transmittals on the proposal were sent to various City departments, affected agencies, and property owners within 300 feet.

Staff received comments from City Engineering (Exhibit 5a), City Traffic Engineer (Exhibit 5b), Oregon Department of Transportation (Exhibit 5c), and Clackamas County (Exhibit 5d).

ANALYSIS AND FINDINGS:

Analysis of Conditional Use 01-01

I. 17.56 Conditional Uses

Criterion (1): The use is listed as a conditional use in the underlying district.

The consolidated school site includes portions of properties zoned R-8, Single-Family Dwelling, R-10 Single-Family Dwelling, and Campus Industrial. Schools are allowed as conditional uses in these three districts and subject to OCMC 17.56 requirements.

Therefore, staff finds that this criterion is satisfied.

Criterion (2): The characteristics of the site are suitable for the proposed use considering size, shape, location, topography, existence of improvements and natural features.

As previously discussed in this report, the site is approximately 68 acres in size and is part of the Glen Oak Road subarea, which is defined as the area west of Beavercreek Road, east of Hwy 213 and on both sides of Glen Oak Road.

This area is predominantly designated "Low Density Residential", "Public/Quasi-Public", and "Industrial" on the Comprehensive Plan Map. The currently existing land use pattern is affected by the Clackamas Community College, and a number of newly developed low density residential subdivisions, with a partially developed residential street system.

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The northwesterly portion of the site is within a Water Resource Overlay District. The School District filed a Water Resource application to determine the impact of the proposed addition on the identified Water Resource Overlay District (WR01-01).

Given the fact that an approximately 68 acres in this area would be converted to another institutional use to accommodate a new Oregon City High School campus, coupled with the identified Water Resource Overlay District limitations, one of the major challenges is to balance the development pressure with the adequate level of transportation facilities to serve this area.

Based on the information provided by the applicant, is unclear what location factors were considered in selecting the subject property for the future Oregon City High School campus. The applicant indicates that *"the size is adequate for the proposal and the shape has allowed the architects to develop an exemplary site plan."*

As previously discussed in this report, the scope of the conditional use is to assure the operations associated with the proposed use are compatible with the City's surrounding land use and transportation systems. Since the applicant's response to this criterion is conclusive rather than factual, there is not sufficient information to prove that the characteristics of the site are suitable for the proposed high school project.

Based on the above analysis, staff concludes that the applicant has not provided sufficient information to prove that the proposed high school project would comply with this criterion. Therefore, in order to satisfy this criterion, the applicant must comply with conditions of approval contained in Exhibit 6.

Criterion (3): The site and proposed development are timely, considering the adequacy of transportation systems, public facilities and services existing or planned for the area affected by the use.

City Engineering Division indicated (Exhibit 5a) that the existing water and sewer services are adequate to accommodate the proposed high school use

However, as indicated by the City Traffic Engineer, the Traffic Impact Analysis submitted by the applicant is not sufficient to allow the City to fully analyze the impacts associated with the operations of the proposed high school campus (Exhibit 5b).

The two principal concerns are:

- lack of information on all modes of transportation; and
- lack of sufficient information of the vehicular traffic impacts.

Multi-modal transportation approach. The applicant has not provided adequate information about pedestrian activity, bicycling, or public transit to promote alternative modes of travel. One of the major challenges in the Glen Oak area is to balance the development pressure with an adequate level of transportation facilities to serve this area. The applicant must address pedestrian and bicycle activity between the school and the community college, nearby residential subdivisions and transit stops on nearby roadways (Exhibit 5b).

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Assessment of vehicular traffic impacts. The lack of adequate traffic information does not allow staff to assess the impacts of the school operations on the transportation network. A detailed discussion of the needed information is contained in Exhibit 5a, City Traffic Engineer comments contained in Exhibit 5b, ODOT comments contained in Exhibit 5c, and Clackamas County comments contained in Exhibit 5d.

Based on the above analysis, staff concludes that the applicant has not provided sufficient information to prove that the proposed high school project would comply with this criterion. Therefore, in order to satisfy this criterion, the applicant must comply with conditions of approval contained in Exhibit 6.

Criterion (4): The proposed use will not alter the character of the surrounding area in a **manner** which substantially limits, impairs or precludes the use of surrounding properties for the primary uses listed in the underlying district.

The proposed development of the high school project will ultimately consist of approximately 332,770 square feet school facilities and provide accommodations for approximately 2,400 students (Exhibits 3a and 3b). The high school campus would also include a 2,400-seat gym facility and a 550-seat theater.

One of the major challenges is to balance the development pressure with the adequate level of transportation facilities to serve this area. The scale of the proposed high school project would have a significant impact on the land use pattern and street network in the surrounding areas and limit the use of the surrounding properties listed in the underlying residential and industrial districts.

The intersections of Highway 213 and Glen Oak Road and Beavercreek Road are currently failing. With the school in operation, there is an immediate need to install a signal at the intersection of Glen Oak and Highway 213, realign Glen Oak and Caufield Roads, extend the existing left-turn lane on Highway 213 and add a right-turn lane on Glen Oak. While a Traffic Impact Analysis submitted by the applicant identifies these needs, it is not clear how the needed traffic improvements would be implemented to mitigate the school related impacts.

An additional analysis related to the traffic impacts needs to be provided by the applicant, as identified by the City Traffic Impact Analysis, for the City to assess the transportation impacts related to the high school project.

Based on the above analysis, staff concludes that the applicant has not provided sufficient information to prove that the proposed high school project would comply with the Transportation Goal of the Comprehensive Plan. Therefore, in order to satisfy this criterion, the applicant must comply with conditions of approval contained in Exhibit 6.

Criterion (5): The proposal satisfies the goals and policies of the city comprehensive plan, which apply to the proposed use.

The Oregon City Comprehensive Plan contains the following applicable goals and policies:

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"Encourage citizen participation in all functions of government and land-use planning." (Citizen Involvement Goals and Policies, Policy 4).

The public hearing was advertised and noticed as prescribed by law to be heard by the Planning Commission on May 14, 2001. The public hearing will provide an opportunity for comment and testimony from interested parties.

"Oregon City will coordinate with the Oregon City School District to encourage that school sites are located within the Urban Boundary and subdivision proposals are reviewed for impact on the school system..." (Community Facilities Goals and Policies, Health and Education, Policy 2).

The proposed extension involves an existing school that is already located within the Urban Growth Boundary.

"Improve the system for movement of people and products in accordance with land use planning, energy conservation, neighborhood groups and appropriate public and private agencies..." (Transportation Goal)

As previously discussed in this report, the applicant needs to provide additional information to assure that the appropriate transportation improvements are in accordance with the planned land use pattern in the surrounding areas.

Based on the above analysis, staff concludes that the applicant has not provided sufficient information to prove that the proposed high school project would comply with this criterion. Therefore, in order to satisfy this criterion, the applicant must comply with conditions of approval contained in Exhibit 6.

In addition to the standards listed in Section 17.56.010, which are to be considered in the approval of all conditional uses and the standards of the zone in which the conditional use is located, the following additional standards for schools shall be applicable (17.56.040.F.):

The site must be located to best serve the intended area, must be in conformance with the City plan, must have adequate access, must be in accordance with appropriate State standards, and must meet the following dimensional standards:

- 1. Minimum lot area, twenty thousand square feet;
- 2. Front yard setback, twenty-five feet;
- 3. Rear yard setback, twenty feet;
- 4. Side yard setback, twenty feet.

The submitted site plan indicated indicates (Exhibit 2) that the required setbacks are met.

Based on the above analysis, staff finds that the applicant can satisfy this standard (OCMC 17.56.040.F).

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Analysis of Variance VR 01-01

As part of this application package, the applicant is asking for the following variances to the high school campus project:

- Variance to increase the maximum height requirement for a gymnasium building from 35 feet to 56 feet;
- Variance to increase the maximum height requirement and for a theater/auditorium building
- from 35 to 52 feet; and
- Variance to reduce the minimum number of required bicycle parking spaces from 190 spaces to 20 spaces.

The requested variances to the gym and performing theatre heights and bicycle parking standards are parameters of the site plan and design application review and need to be analyzed within the context of the specific site plan for the high school campus area. Under the Code, while the site plan and design review process is typically reviewed as an administrative, Type II decision, a variance, with the exception of "small variances" as defined in Section 17.60.030(E), from the design standards must be reviewed by the Planning Commission. The applicant chose to file a variance request concurrently with the conditional use application to prior to the site plan and design review in order to streamline the review process.

Variance to Increase the Maximum Height of the Performing Arts Theater and Gymnasium:

Section 17.60.020 *Variances—Grounds* states that a variance may be granted if the applicant meets six approval criteria:

A. That the literal application of the provisions of this title would deprive the applicant of rights commonly enjoyed by other properties in the surrounding area under the provisions of this title; or extraordinary circumstances apply to the property which do not apply to other properties in the surrounding area, but are unique to the applicant's site;

The applicant indicates (Exhibit 3b) that the additional height for the performing arts center is needed to construct a structure that would be suitable for use as a theatre building. Specifically, the higher ceiling height is necessary to accommodate theatrical lighting, traditional proscenium opening, acoustic baffles and appropriate sight lines.

For the gymnasium area, the increased height is necessary to assure the proper climate control and air circulation.

In summary, the literal application of the height requirements would impact the intended functions of the two proposed buildings. The specific requirements related to the functions of the both buildings are sufficient to justify this criterion.

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B. That the variance from the requirements is not likely to cause substantial damage to adjacent properties, by reducing light, air, safe access or other desirable or necessary qualities otherwise protected by this title;

The location of the gym and the performing arts center (more than 160 feet from the southerly property line and over 130 feet from Beavercreek Road) is not likely to cause any negative impacts to the surrounding areas.

Based on the submitted site plan (Exhibits 2 and 3b), the requested variance is not likely to cause any substantial damage to the surrounding properties. Therefore, the requested variance satisfies this criterion.

C. The applicant's circumstances are not self-imposed or merely constitute a monetary hardship or inconvenience. A self-imposed difficulty will be found if the applicant knew or should have known of the restriction at the time the site was purchased;

The applicant indicates that the requested variances to the height requirements are necessary to accommodate the features that relate to the unique design characteristics of the high school campus.

Based on the information provided by the applicant, it appears that the requested variances would allow the applicant to incorporate the design features to the high school campus project and do not constitute a monetary hardship or inconvenience. Therefore, the requested variance satisfies this criterion.

D. No practical alternatives have been identified which would accomplish the same purposes and not require a variance;

The requested variances are necessary to protect the integrity of the design concept for the high school campus project. Both performing arts building and the gym are typically distinctive elements of high school campus areas.

Based on the information provided by the applicant, no practical design alternatives were found by the applicant that would accommodate the school operations. Therefore, the applicant satisfies this criterion.

E. That the variance requested is the minimum variance which would alleviate the hardship;

The objective of the requested variances is to accommodate the unique design of the high school campus features. The requested height variances are the minimum variances, which would allow the applicant to complete the design.

Based on the information provided by the applicant, the minimum variance to the height limitations was requested to develop the high school project.

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F. That the variance conforms to the comprehensive plan and the intent of the ordinance being varied.

Schools are allowed as conditional uses in all three zoning districts (R-8, R-10, and CI), which are identified within the consolidated high school site. The site is located within the Urban Growth Boundary area. The requested variances would allow the applicant to develop the high school campus, as intended by the City Code and the Comprehensive Plan.

Based on the information provided by the applicant, the requested variance is necessary to assure an integrated high school design project, as provided in the City Code and the Comprehensive Plan. Therefore, the applicant satisfies this criterion.

Variance to reduce the minimum number of required bicycle parking spaces:

Under the City Code, OCMC 17.52.060, 190 bicycle parking spaces (1 parking space per classroom) must be provided on the high school campus. The applicant is requesting a variance to reduce the required minimum of 190 bicycle parking spaces to 20 spaces.

As discussed above, the requested variance must meet the following criteria contained in Section 17.60.020 Variances—Grounds of the City Code:

A. That the literal application of the provisions of this title would deprive the applicant of rights commonly enjoyed by other properties in the surrounding area under the provisions of this title; or extraordinary circumstances apply to the property which do not apply to other properties in the surrounding area, but are unique to the applicant's site;

The applicant indicates (Exhibit 3b) "the proposal is a unique use in the zone so is not comparable except to other such uses."

The response provided by the applicant is conclusive rather than factual.

As discussed previously in this report, the major deficiency of the applicant's applications is the applicant's failure to incorporate an analysis of all modes of transportation, including pedestrian and bicycle improvements. It is inadequate to state that such uses are minimal. Definitive plans are needed to show how such would be encouraged. The request to reduce the minimum number of required bicycle parking spaces in contrary to the Transportation Goal, which requires the City to *"improve the system for movement of people and products in accordance with land use planning and energy conservation..."* The requested variance would substantially reduce the City's efforts to promote and implement a multi-modal transportation system.

Given the inadequate level of the existing transportation system in the vicinity of the school site, in order to help reduce the vehicle transportation impacts of the school, a transportation demand management plan may be needed. This might have the effect of reducing mitigation measures such as the construction of turn lanes or lengthening of queue storage at

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intersections. As a result, any reduction in the bicycle parking areas would directly impact the effectiveness of a transportation demand management plan.

Based on the above analysis, the applicant failed to satisfy this criterion.

B. That the variance from the requirements is not likely to cause substantial damage to adjacent properties, by reducing light, air, safe access or other desirable or necessary qualities otherwise protected by this title;

The subject property is part of the Glen Oak subarea. One of the major development challenges in this area is to balance the development pressure with an adequate level of transportation facilities to serve this area. The requested variance would reduce the City's efforts to promote and implement a multi-modal transportation system, which also serves the surrounding properties.

No factual information was provided by the applicant in response to this criterion. Based on the above analysis, granting the variance would negatively impact the effectiveness of the City's efforts to implement a multi-modal transportation system to the demand and transportation capacity of the transportation system.

The requested variance would substantially reduce the City's efforts to promote and implement a multi-modal transportation system.

Based on the above analysis, the applicant failed to satisfy this criterion.

C. The applicant's circumstances are not self-imposed or merely constitute a monetary hardship or inconvenience. A self-imposed difficulty will be found if the applicant knew or should have known of the restriction at the time the site was purchased;

The applicant did not indicate what special circumstances related to the proposed high school project would apply to this variance and would justify the requested reduction in the minimum bicycle parking spaces.

The requested variance would substantially reduce the City's efforts to promote and implement multi-modal transportation system.

Based on the above analysis, the applicant failed to satisfy this criterion.

D. No practical alternatives have been identified which would accomplish the same purposes and not require a variance;

The objective of the bicycle parking requirement standards is to assure the City's transportation system would accommodate a variety of modes of transportation. The applicant did not explain how the requested variance would fulfill the City's obligation to implement a multi-modal transportation system.

Based on the above analysis, the applicant failed to satisfy this criterion.

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E. That the variance requested is the minimum variance which would alleviate the hardship;

The applicant did not specify (1) what hardship the required minimum bicycle parking standard constitutes in developing the high school site; and (2) how the requested variance would alleviate this hardship.

Based on the above analysis, the applicant failed to satisfy this criterion.

F. That the variance conforms to the comprehensive plan and the intent of the ordinance being varied.

Schools are allowed as conditional uses in all three zoning districts (R-8, R-10, and CI), which are identified within the consolidated high school site and are subject to the multimodal transportation requirements of the City's transportation system. The applicant did not explain how the requested variance satisfies the multi-modality requirement.

Based on the above analysis, the applicant failed to satisfy this criterion.

CONCLUSION AND RECOMMENDATION:

Based on the analysis and findings presented in the report, staff concludes the following:

A. Conditional Use 01-01

The applicant did not provide sufficient information to satisfy criteria 2, 3, 4, and 5 of the requested Conditional Use 01-01 to develop a high school campus on the property identified as Clackamas County Map 3S-2E-9D, Tax Lots 500, 600, 1000, 1001, 1200, and 1300.

Based on the analysis contained below, in this report, the information provided by the applicant is not sufficient to determine the traffic impacts related to the proposed high school project.

The two principal concerns are:

- the lack of information on all modes of transportation;
- the lack of sufficient information of the vehicular traffic impacts.

As a result, City staff was unable to analyze the project to assure its compatibility with the surrounding land uses and the transportation network as required by the Oregon City Municipal Code (OCMC 17.56).

Exhibit 6 contains preliminary conditions of approval. Additional information and technical analysis provided by the applicant would help the City to craft more precise conditions of

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approval that are fair to all parties. Based on the information provided to date, Exhibit 6 contains only the minimum physical improvements necessary for the street system.

B. Variance 01-01

Based on the analysis contained in this report, staff recommends that the Planning Commission

- Approve the requested variances to increase maximum height requirement for a gymnasium building from 35 feet to 56 feet and for a theater/auditorium building from 35 to 52 feet; and to
- Deny the requested variance to reduce the minimum number of bicycle parking spaces from 190 to 20 for the subject property.

Exhibits:

- 1. Vicinity Map
- 2. Site Plan
- 3a. Applicant's Narrative
- 3b. Applicant's Supplemental Narrative
- 4a. Applicant's Traffic Impact Analysis
- 4b. Applicant's Supplemental Traffic Impact Information
- 5. Agency Comments
 - a. City Engineering
 - b. City Traffic Engineer
 - c. Oregon Department of Transportation
 - d. Clackamas County
- 6. Preliminary Conditions of Approval

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January 11, 2001

CITY OF OREGON CITY PO Box 3040 320 Warner Milne Road Oregon City, OR 97045-0304

RE: Oregon City High School

Application for Conditional Use

Oregon City File No. PA00-66

Clackamas County Tax Assessor Map 3 2E 09D Including Tax Lots 500, 600, and 1300 as well as Tax Lot 1200 (being acquired) and the newly created Lot (being partitioned and acquired) including northerly portions of Tax Lots No. 1000 and 1001.

Dear Maggie:

Attached are following documents necessary for Conditional Use Application:

Filing Fee, Application and Forms for Conditional Use, Narrative, Vicinity Map, Aerial Photo Tax Lot Map, Zoning Map, Site Development Plan, Site Landscaping/Circulation Plan, Topographic Site Map (Existing conditions), Geo-Technical Report, Traffic Study, Water Resource Report

Narrative:

General:

This is application for the Conditional Land Use within the City of Oregon City (the City), the County of Clackamas (the County) within the state of Oregon (the State). The owner for this application is the Oregon City School District No. 62 (the School District). The Owner's Project Manager, Milstead and Associates, Inc., will be the Applicant handling the Conditional Use Process.

This Application requests conversion of the current Moss Ninth Grade Campus on South Beavercreek Road into a single site High School replacing the current Moss Ninth Grade Center at Moss and the Oregon City Senior High School on at 12th and Jackson Street. This project will consolidate Oregon City High School from its present split campus to the Beavercreek Road site.

The project includes demolition of a small portion of the existing building and remodeling the rest. There will be several extensive new building additions and new standalone buildings. New support parking and extensive outdoor athletic facilities are also proposed.

The project consists of the five properties on Clackamas County Tax Lots No. 500, 600, and 1300, which are owned by the School District. Tax Lots 500 and 600 are currently in the process of



Conditional Use Application Narrative-Oregon City High School City of Oregon City 01/11/01 Page 2

Annexation into the City. The reason for Annexation is to create a single unified campus for development within City boundaries as required by City policy.

A fourth parcel Tax Lot No. 1200, currently referred to as the "Hess" Parcel" is currently in the process of being acquired and will be used for athletic fields.

A small Fifth lot, currently referred to as the "Hunt Triangle" is in the process of both being created and acquired. The new lot is formed from the northerly portions of Tax Lots No. 1000 and 1001 in a Lot line adjustment. Both of the "Hunt" parcels have the same owner and are in the City of Oregon City.

Tax Lots 500 and 600:

The two Lots No. 500 and 600 are located along the West Side of South Beavercreek Road (County Market Road No. 11). They gently slope down to the west (away from South Beavercreek Road.) at a rate of approximately six- percent.

<u>Tax Lot No. 500 is 1.08 acres</u> and has a house and out-building. <u>Tax Lot No. 600 is 0.38 acres</u> and similarly has a house and two outbuildings. <u>Together they are 1.46 acres</u>. The School District is currently using the house on Tax Lot No. 500 for a support Moss Campus print shop and the residence on Tax Lot No. 600 is surplus. All of these buildings will eventually be demolished.

Several significant Oak trees on both of the two Tax Lots will be saved. Many of them are being incorporated into the proposed High School project as support elements the new school Main Entry. Some trees will be removed on these parcels to allow for proposed parking lot and drop-off lane.

The design of the new campus includes the layout of buildings and athletic fields proposed on the attached drawings. New and remodeled buildings are all located on Tax Lot No. 1300 <u>with a small portion on Tax Lot No. 500</u>.

Tax Lot 1300 (the Current Moss Campus):

The current Moss Ninth Grade Campus located on adjacent <u>Tax Lot No. 1300 that consists of 48.20</u> <u>acres</u>. It is situated north, west and south surrounding Tax Lots No. 500 and 600 on three sides with South Beavercreek Road on the fourth.

The parcel slopes gently downhill to the west from at an overall rate of two percent. Drainage for these three parcels migrates west and ends up on the Clackamas Community College Campus to the northwest. The college currently accounts for this runoff and has it controlled with its own runoff in a shallow man made pond near the center of the college campus. Our Civil Engineer's discussion with the College and City has found that the current pond will need to be replaced eventually. The College is amenable to working with the School District to solve mutual drainage issues and possibly on the College's property. However, to proceed with overall improvements as quickly as possible the School District plans to mitigate run-off and water quality issues on its own property. The district is open to future discussions with valid stakeholders including neighbors and governmental jurisdictions for creative solutions and agreements.

New improvements will require removal of some trees to accomplish new campus improvements. "Sage" House (former residence) at northerly portion of Tax Lot No. 1300 will eventually be removed. It is currently used for Special Education. Conditional Use Application Narrative-Oregon City High School City of Oregon City 01/11/01 Page 3

The westerly portion of this parcel is designated on "Metro" Maps as Community Park. This consists of the current athletic fields. The School District intends to add more community use athletic facilities to enhance this designation.

Tax Lot No. 1200 Acquisition:

The fourth Parcel is Tax Lot No. 1200 (Hess Parcel), which has recently been annexed into the City. <u>Tax Lot No. 1200 consists of 18.01 acres</u> and is currently a non-producing orchard with a residence and two outbuildings consisting of a garage and shop. <u>Combined the four parcels together will consist of 67.67 acres.</u>

The School District is in the Process of purchasing this parcel which will be used as athletic fields. Current efforts are being made by the School District to acquire Tax Lot No 1200 at a mutually agreeable fair market price. Should negotiations stall and a longer condemnation process transpire, the School District will proceed with the work on land it owns (Parcels 500, 600, and 1300). The School District Board has approved the Condemnation Option should it become necessary for acquisition. Development of Parcel No. 1200 will occur in phases over a period of time.

The residence is located at the southeast corner of the parcel that fronts Glen Oak Road. The District may create a separate additional Tax Lot for house, outbuildings and immediate grounds. For the immediate future the residence and out building will be maintained for School District use.

The School District's intent is to remove the orchard, which currently covers most of the property for new-lighted athletic play fields.

Triangle Acquisition formed by Portions of Tax Lots No.1000 and 1001:

The Fifth Parcel (Hunt Triangle) is in the process of both being created and then acquired. Through Lot Line Adjustment proceedings a new Tax Lot will be formed. Alternatively this triangle could be included into Moss Tax Lot No. 1300. Triangle is formed with the northerly portions of Tax Lots No. 1000 and 1001. Tax Lot 1001 was a portion of the abandoned W.V.S. Railroad rightof –way which deeded to owner of Tax Lot No. 1000. Both parcels have the same owner (Hunt) and are located in the City of Oregon City.

The reason for adding this triangle is to complete the missing corner between Tax Lots 1300 (Moss) and Tax Lots 1200 (Hess). Unofficial area of newly created Hunt Triangle is approximately 14,552 SF or 0.334 Acres. Combined the five parcels consist of 68.00 Acres.

Land Use/ Zoning:

The following is a summary of Parcel Land areas:

<u>Site A</u>	<u>reas</u> : Tax Lot	Area	Acres	[]] Zone	Proposed Zone	
		Alca	Acies	LUZUNE	FTOPOSEd Zone	
•	500	47,045 SF	1.08	FU-10	R-10	
٠	600	16,552 SF	0.38	FU-10	R-10	
•	1300 (northerly)	(973,566 SF)	(22.35)	CI		
•	1300 (southerly)	(1,126,026 SF)	(25.85)	R-8		
•	Total 1300	2,099,593 SF	48.20	See Abov	e	

•	Total Three Parcels 2,163,190 SF		49.66 AC			
	• 1200 (Acquisition)	784,516 SF	18.01	Pending	CI or R-10	
•	Total Four Parcels	2,947,706 SF	67.67 AC		······	
	• Part. 1000+1001	14,552 SF	0.33	Pending	CI or R-10	
٠	Total Five Parcels	2,962,258 SF	68.00 AC			

Land Use Discussion:

According to City Officials it is our understanding that in order to receive Conditional Use Approval the entire Moss Campus must be consolidated into the City. This is a City policy requiring a single governmental jurisdiction over a single project. Currently Tax Lots No. 500 and 600 are zoned in Clackamas County, Low Density Residential- <u>FU-10</u>. Proposed Annexation zoning of these two parcels is the City comparable Single-Family Dwelling designation <u>R-10</u>.

The current Moss Campus Tax Lot No. 1300 is divided into two City Land Use Zones: <u>CI</u> (approximately 22.35 acres), Campus Commercial to the north and <u>R-8 (approximately 25.85 acres)</u>, Single Family Dwelling to the south. The proposed acquisition parcel, Tax Lot No. 1200 has recently been annexed into the City and tentatively zoned <u>CI</u>. Parcel 1200 will be used for athletic play fields. On the northerly portion of the site in conjunction with Parcel No. 1300, a complex of baseball/ softball diamonds is being developed. Two are on Parcel No.1300 and two on Parcel No. 1200 in a circular configuration around a future concession/ restroom building (on Parcel No. 1300). The southeasterly field of this quartet grouping is existing with lighting. It will be modified slightly to fit this new grouping. These four fields are proposed to be night lighted. The current southwesterly field is currently night lighted as is the practice football field.

All City Land Use Zones require Conditional Use Processing for High School Use. It is our understanding that the Moss Campus Improvements are allowed under with the three different Land Use zones without a zone change to consolidate them into one.

Existing Moss Buildings:

The Moss complex was originally designed as a Junior High School and converted to Ninth grade use with minimal physical change. Currently the students are generally bused into the campus from the Jackson Campus. The Moss facility opened in 1976 and is 24 years old. Existing building systems and infrastructure are aging. This project will replace most of the obsolete mechanical and electrical systems with new energy efficient ones. Current Structural systems will be supplemented to comply with current earthquake code.

The upgraded Moss Campus will include demolishing some portions of current buildings and remodeling the remainder. It will provide a more efficient organization of the new and remodeled portions of the proposed school. The current multi-level Commons will be demolished. Current Commons lacks flexibility and handicapped accessibility required for a new High School. The remainder will be remodeled into library, offices and supplemental athletic and teaching areas.

Remodeled Moss campus buildings will be used for library, teaching and athletics. New Athletic addition will be made at south portion of Moss complex replacing smaller middle school gym.
Smaller gym will remain as a secondary athletic space and downstairs locker rooms. <u>Currently this</u> gym is 39.9 feet high and violates R-8 maximum of 35 feet. New gym will be a double level pair of gyms for an overall building height of <u>56 feet</u>. This exceeds R-8 height limit of 35 feet.

The School District requests a Height Variance as part of this application.

Building Additions:

Several large new additions are planned. Additions include: new academic (classroom) teaching stations, science laboratories, Performing Arts Theater, athletic facilities, Student Commons. New stand-alone Buildings include: Maintenance Shed, Baseball Bleachers/ Concession/ Restroom building and another Concession/ Restroom Building for Baseball Softball. These changes are required to successfully convert Moss Ninth Grade Campus into a single consolidated four year Oregon City High School (grades 9-12) and to support a growing community.

A new 550 Seat Theater with full theatrical fly loft and main Entry will be built on the southerly half of Parcel No. 1300 zoned R-8. The proposed Theater will be <u>52 ft high</u> (in excess of the 35-ft, height limit).

The School District requests a Height Variance as part of this application.

At the time of this application approximately 3100 SF on two levels is to be placed on the Lot 500.

Current Jackson Campus (High School) Phase-Out:

The aging Twelfth Street, "Jackson Campus" (currently grades 10-12) will be phased out over the next three years upon the completion of the Moss improvements. District Offices on 12th Street and outdoor lighted Stadium activities (Football, Track and Field) on Van Buren Street will be maintained for the foreseeable future.

Building Construction Types:

The Existing Moss Building is:

• <u>Type V-N Construction, (Combustible), with no automatic fire sprinkler system.</u> The design intention is to separate existing non-rated buildings from new with rated Area Separation walls and to provide automatic fires sprinkler protection throughout the existing buildings.

The <u>New</u> academic and science additions are proposed to be:

 <u>Type II-1Hr Construction (Non-combustible), Fully sprinkled.</u> Westerly athletic field support buildings (maintenance shed, concessions, etc) will likely be Type V-N, Nonsprinklered.

Efficiency and Sustainability Goals:

The School District is actively seeking involvement in several State of Oregon Energy (efficiency) programs. They are working through similar programs with the local Utility (PGE). The District's goal is to make the new facilities energy efficient beyond code requirements. The District also wants to make the facilities reasonably "sustainable" in the selection of building materials, furniture equipment and landscape materials. Examples include the use of native landscape materials, the use of natural lighting, indirect and task oriented energy efficient lighting systems, natural ventilation, energy efficient mechanical systems, and "health-conscience" interior finishes.

Proposed Campus Population:

The new consolidated High School will have the following student population supported by School District projects based on current enrollment:

High School Population:

2000-1 Enrollment at Jackson Campus (grades 10-12)	1,314
2000-1 Enroliment at Moss Campus (grade 9)	555
Total Current High School Enrollment	1,869
Proposed Students (2003)	2,100
2010 Ultimate Student Enrollment	2,400

Proposed Building Area:

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The proposed building area are based on the Education Program and the plan that are currently being developed in schematic design:

Proposed High School Program Areas:

Existing Moss 9th Grade School to be remodeled: (96,076 SF Currently)

	<u>Area:</u>	Footprint:
Demolition (not incl. in total) <24,982 SF>		
Main Floor Remodel	49,637 SF	49,637 SF
Upper Gym Remodel	15,260 SF	0
Lower Gym Remodel	6,197 SF	6,197
Total Remodel	71,094 SF	55,834 SF

New Academic Wing (North), Athletic/Theater Wing (South)	revised numbers	
Main Floor	146,369 SF 146369 SF	
Upper Academic	66,875 SF 0	
Upper Gym	10,232 SF 0	
Subtotal (New Construction)	223,476 SF 146,369 SF	
New Maintenance Shed	1,800 SF 1,800 SF	
Total Facility (2003)	296,370 SF* 204,003 SF*]

Future Baseball/Softball Support:			
615 Seat Bleachers/Concession/Rest Rms./	1		
Storage (interior only)	2,100 SF	2,420 SF	
Future West Concession/ Rest Rms./Str.	1,600 SF	1,600 SF	
Academic Addition by 2010			
New Wing	32,700 SF	16,350 SF	
Total Facility (2010)	332,770 SF	224,373 SF	

Notes:

*Includes Phase 2a southeasterly Academic wing that overlaps Tax Lot 500. Overlapping wing will not be constructed until Tax Lots 500 and 600 are Annexed into the City of Oregon City. This wing includes a total of 25,800 SF over two stories (12,900 SF footprint).

Planning Standards and Requested Variance:

The following are Oregon City Planning Standards for applicable Zoning:

OREGON CITY STANDARDS

Pa	rcel LU Zor	<u>ne Front Yar</u>	d Side	Yard Con	ner Side 🛛 R	ear Ma	ax. Height
٠	TL 500	R-10	25 ft	10/8 ft.	20 ft. (NA)	20 ft.	35 ft
٠	TL 600	R-10	25 ft	10/8 ft.	20 ft. (NA)	20 ft.	35 ft
٠	TL 1300 No	rth CI	10 ft	0 ft.	10 ft. (NA)	10 ft	40 ft
•	TL 1300 So	uth <i>R-8</i>	20 ft	9/7 ft.	20 ft.	20 ft	35 ft*
٠	TL 1200	CI	20 ft	O ft.	20 ft. (NA)	10 ft	40 ft
	OR	R-10	25 ft	10/8 ft	20 ft (NA)	20 ft	35 ft

~ •

• Part 1000+1001 (Same as TL 1200)

*Existing Moss gym building is currently 39.9' high.

PROPOSED BUILDING HEIGHT VARIANCE:

Within OC planning requirements stated above except:

• TL1300 South *R*-8 Height Variance Request

50 ft² and 54 ft³

The School District requests a Height Variance as part of this application.

The School District proposes Variances for the following exceptions:

- 52 ft high for new Theater. This height is required for a 550-seat performing arts theater. Theater room and stage requires this height for proper lighting, acoustics, and scenery drops. <u>This theater does not have a traditional fly loft</u> that is usually 65 feet or more. This additional requested height is acceptable per planning code because it is only volumetric functional support space and not occupied by people. The proposed volume allows the theater to have appropriate ceiling height for sight lines, patron comfort, acoustic baffles, theatrical lighting, structure for long span, mechanical system and traditional stage proscenium opening.
- 2. <u>56 ft high for proposed double level gymnasium</u>. Existing gym on site that will remain is currently 39.9 ft. high. New double level gym(s) will be added for various sports. This multi-gym complex includes a competition court with seating for 2400 spectators. This large room requires ceiling height to comfortably accommodate spectators. A second upper level or balcony level gym also allows for some spectators but not at the same times as the main competition gym.

Parking and Circulation:

The Consolidated Campus is being designed as a <u>"Closed Campus"</u> with on site parking. Students will not be allowed to go off campus during the day without special permission. Existing lots will be remodeled and additional lots are planned to meet the following load:

Required Parking: (Oregon City Planning Code Sec. 17.5.010)

1 space/ Classroom=95 teaching stations =	95
1 space/ Admin. Employe=32 =	32
1 space/ ea. 4 seats of gym =	600
Total Spaces Required	727 Spaces Required
Maximum Parking allowed = 2x req'd. = 2 x 727=	1,452 Spaces Allowed

Provided Parking:

(128 Current Moss Parking Spaces to I	<u>pe reconfigured)</u>
Driving Students	700
Faculty/ Administration	152
Visitor spaces	248
Total provided Parking Spaces	rerify 1,100 Spaces provided OK
(Handicapped and Carpool spaces incl	luded in total).

Required Handicapped Parking: (OSSC- (UBC) Chapter 11 447.233) For Lots over 1000 vehicles = 20 for the first 1000+

(1) for ea. additional 100=

21 total spaces required

Provided Handicapped Parking:

18 Std. HC spaces provided

(Dispersed among entries and facilities w/ 6' aisle)

Required Handicapped Van Spaces: (OSSC- (UBC) Chapter 11 447.233)

21÷8=2.6≆

Provided Van Spaces:

3 spaces Required 3 Van HC spaces provided OK

(Dispersed w/ 8' aisle)

Required Carpool Spaces: (Oregon City Planning Code 17.52.040)

Min. 5% of sum of Employee+Student+Commuter Spaces

Located nearest all entries exclusive of HC spaces.

Provided Carpool Spaces:

152 Faculty+700 Students=825 X .05=42.6 <u></u>43 Carpool Spaces provided OK

(Dispersed between faculty and student areas)

Roadway Improvements:

Roadway and circulation improvements to the three parcels 500, 600 and 1300 will include a new signalized intersection (entry driveway) on Parcel No. 1300 south property line and South Beavercreek Road (County Market Road No. 11). This proposed entry drive is perpendicular to South Beavercreek Road. The School District also proposes a second driveway about four hundred feet northwest of the newly proposed signalized main entry driveway. The City has asked that we consider our proposed entry driveway as the beginning of a new Collector /Minor Arterial Street from Beavercreek Road through the High School property west towards Highway 213. We find this unsafe, unwise and unnecessary for a number of reasons and will address this issue in a separate report

Our Traffic Study (attached) demonstrates the intersection of South Beavercreek Road and the proposed main entry driveway warrants signalization. The School District may participate in creating a shared common entry driveway with a proposed development that directly abuts school property on Parcel No.1300. The School District's intent is to dedicate approximately 35' of land to the shared common driveway parallel with this line. (Approximately 400' long at maximum) This dedication with a potential dedication from southerly neighboring properties will form the 60' Right of Way needed for a new shared common driveway <u>if</u> it is necessary for the proper development of the school property and the residential property to the south. There is a row of Maple trees along this property line. If it is acceptable to the City and southerly landowner these trees will be maintained in an island and will be the centerline of the new shared common driveway.

Existing driveways for residences on Tax Lots No. 500 and 600 will be discontinued. Current driveway for "Sage" house near northerly property line on Tax Lot 1300 will be reconfigured when the proposed development of the new northerly access point is constructed as part of the construction phasing.

This northern entry is proposed as a <u>right-turn only</u> (both in and out), with no crossing traffic to the northbound lanes on South Beavercreek Road permitted. This proposed access point will alleviate congestion at the southerly-proposed entry driveway, especially in the AM peak commute hours shown in the Traffic Study. This will be the prime access point for school buses and passenger car drop-off activities. Most school bus and vehicle traffic will be coming from the north. A meandering internal roadway drive roughly parallel to South Beavercreek Road will allow for both vehicle and school bus pick-up and drop-off queuing activity. The drive will have over seven hundred lineal feet of curbside sidewalk for pedestrian movement.

An interior east-west roadway is proposed parallel to the north property line of Parcel No. 1300. It begins near the proposed access point at South Beavercreek Road and terminates at west property line shared with Clackamas Community College. Several Parking areas are to located along this roadway to support the athletic fields. The west property line is at the panhandle portion of Parcel No. 1300. This access point will be a gated and limited to traffic between the two schools with no through traffic allowed. Access between the two schools will be allowed for joint use of facilities and shared programs. Emergency vehicles both to and from the High School from Clackamas Community College will be allowed to have access for both emergencies and security.

Development of acquisition Parcel No.1200 will include a limited access, north/south, internal road connecting Parcel No. 1300 perimeter road to Glen Oak Road. This access point will be adjacent to Parcel No. 1200 west property line. This road will have several parking areas along it. It is anticipated that a half street improvement will be required along Glen Oak Road. The current driveway to Glen Oak from the existing residence and out-building will be maintained as will the existing house and shop for the school district's use.

Bicycle Parking:

City Planning Code requires bicycle parking and the school intends to provide it. Based on Code provision the following applies:

Required Bicycle Parking: (Oregon City Planning Code Sec. 17.52.060)

2 space/ Classroom=95 x 2 =	190
Total Spaces Required	190 Spaces Required

Provided Bicycle Parking: (to be dispersed among principal entries and/or athletic field parking areas)

The School District feels that far fewer students will ride bicycles to school than is prescribed by Land Use regulation. The regulation appears to be written for smaller projects in general. The District reserves the right to provide fewer during Site Plan Review. This position will be justified by current data provided from the Jackson and Moss Campus.

The School District proposes a Variance for the following exception:

 <u>Reduction of Required bicycle Parking.</u> A recent survey of bicycle use at the Moss and Jackson campuses indicates a <u>maximum of 8 bicycles</u> were parked at the two schools. Current bicycle use by students in grades 9 thru 12 is very low. The location of the Moss campus and high speed traffic along on Beavercreek Road is a further deterrent to bike use. As an alternate we would propose providing dispersed bike racks at 4 or 5 locations for a total of about 20 bikes and a commitment to provide additional bike racks if there is a demonstrated need.

Landscaping and Fencing:

Existing significant trees are being incorporated into the design of a new central entry. All existing residential structures on Parcels 500, 600 and 1300 will eventually be demolished including current fences, paving and other miscellaneous site elements to implement new school plan.

The school site will be fenced with a 6-foot high woven wire fence on interior lot lines. Project will be landscaped. Appropriate trees and plantings will be provided to make the campus pleasant and positive learning environment. Parking areas abutting neighboring residentially zoned parcels will be properly screened with plant materials or opaque fencing. A majority of the site is dedicated to athletic fields, which will be developed in appropriate field grasses. The Site will exceed City's 15% minimum landscape requirement.

Trees and plantings will be selected with security in mind so as to maintain good sight lines throughout. Plant materials will primarily be local indigenous low-maintenance species. Particular species will be selected from the City's list of acceptable landscaping materials.

Two exterior courts formed by the new building configuration have two courts between wings open from the west. This opening will be fenced to maintain security. These fences will be fitted with gates to allow egress for emergencies.

Geotechnical:

Attached geotechnical report finds that the site is acceptable for the proposed High School use and construction of new structures.

Wet Lands:

A small wet land has been located at the small drainage swale flowing south north on the panhandle portion of Parcel No. 1300. The owner's environmental consultant is studying the wet land. Their Water Resource Report is attached as part of this application.

Mitigation procedures are being developed to properly handle both during construction and permanently. The School District intends to file for and receive required permits from the Army Corp. of Engineers and Oregon Division of State Lands (DSL).

Security:

The School District has addressed security concerns in several ways. They maintain a current working relationship with the City of Oregon City Police Department currently with an assigned on site Campus Police Officer who will move to the new Campus. The District is currently working to improve on site communication systems for both day to day activities and large-scale emergencies.

The primary security feature of the new High School will be card lock keying of all secure doors in lieu of traditional keying. Camera surveillance of entries and critical locations will be provided.

The School District also wishes that no Tri-Met Bus Stop be placed in front of School Property. Few students will come that way and the Administration sees a Bus Stop as security problem in that loitering in front of school property could be legally allowed. The District does not object to a stop either north or south of the Site on South Beavercreek Road.

Schedule:

Currently Soderstrom Architects is in the Design Development Phase of the new consolidated High School. We intend to submit for conditional Use as soon as possible following our Pre-App meeting. The following schedule indicates key dates to implement the Moss Campus consolidation.

Major Schedule Dates

٠	Start Annexation Process of Lots 500 and 600	Septembe	er 25,2000	
٠	Start Conditional Use Process	October	30, 2000	
٠	Submit for Early Site Package Grading/ Utilities Permit	February	12, 2001	
٠	Submit for Building Permit	Septembe	er 1, 2001	
٠	Start Site Construction	April	1, 2001	
٠	Start Building Construction	Novembe	r 1, 2001	
٠	Substantially Complete Building Construction	July	31, 2003	
•	Move-in	Aug	1,2003	
Op	en Full High School September 5. 2003			

Phasing:

In order to accomplish the task of consolidating two campuses within the time frame described, the School District intends to phase the improvements. Simply the owner wants to procure land use approvals and site/utility work building permits for Early Site Construction Work next summer. This includes work on Parcels No. 500, 600, and 1300 (Phase I). It is the goal of the School District to have legally acquired Parcel 1200 by this time and site improvements take place there during Phase 1A, if sufficient funding is available. Ideally these improvements would start with Phase 1. Should this not happen as quickly as anticipated, the Hess Parcel site will be developed over a longer period of time as funding becomes available.

Similarly Annexation of Parcels 500 and 600 may still be in process at the time of early site work next summer. Therefore work in those parcels will be considered Phase 1B and commence when annexation is complete next spring.

Note that the existing Moss Ninth Grade School will remain open during all construction activities.

Phase 1:

Construct Site Work (Early Site Package):

The mass grading for the new academic/ science addition and athletic field improvements will be completed along with site utility work this upcoming summer of 2001. All interior site roadway and utility work will be accomplished on the northerly portion of Parcel 1300 and No.500 and 600 if annexed in time. The "Sage" house near the northerly boundary of Parcel No. 1300 will be retained as a job shack or may be demolished in the summer of 2001. The Special Education Classrooms will be relocated elsewhere in the district until space is available in the new building.

Site utilities installed during this phase will include sanitary sewer, storm water management system including detention and water quality features required. Main water line including fire protection loop and new fire hydrants will be installed and made operational for next phase when building construction begins. The phasing outlined is our current best guess and is subject to revision as required to achieve our goals of cost and time.

Phase 1A:

Tax Lot 1200: Remove Orchard; Construct Athletic Fields, Parking and Roadway to Glen Oak Road:

This phase is contingent with the acquisition of the Tax Lot 1200. Acquisition is currently in process. In order not to delay Land Use processing the School District wishes to proceed now for conditional Use with the portions of the project in direct control. Parcel 1200 will supplement proposed High School Project but is not necessary functionally or legally for land use or site engineering. Ideally therefore, for the sake of this application, work on this property will likely take place next summer along with Phase 1: Early Site Work. The Athletic fields will likely be placed in service for the summer use 2002.

This phase will include the work necessary to implement athletic field and vehicle circulation show as well as necessary utility work. This Lot slopes to the southeast towards Glen Oak Road. Storm water management will be implemented. Also a half-street improvement along Parcel No. 1200 will be implemented at this time including a new driveway access off Glen Oak Road.

Phase 1 B:

This phase is contingent with the Annexation of Lots 500 and 600 into the City of City. This is a minimum six-month process that has been started and will eventually need voter approval. Should this process find a snag as it moves from City Planning Commission, To City Council, the State Attorney General and then City Voter Approval, the School District plans to build the portions of project on Parcel 1300 regardless of the timing of Annexation. The District plans to remove the need for Building Permit on Lots 500 and 600 (similar to approach for Lot 1200). Therefore as previously mentioned by the time of application for Conditional Use the small portion of Academic Addition will be removed from Lot 500. Parking and on-site drop-off will not be constructed until Annexation takes place. Similarly Parcel 500 and 600 will supplement proposed High School Project but not required.

The residences and three accessory buildings on Parcels 500 and 600 will be removed. The exception is the two houses on parcels 500 and 600 respectively, <u>may</u> be used as a job shacks until project nears completion in 2003. At that time they will be raised to finalize driveway and parking improvements

Phase 2:

Construct Academic Buildings:

Building construction will begin fall of 2001. New construction will take place during this phase while Ninth Grade is in session in the current Moss facilities. Access will be separated from new construction with temporary construction fencing and barriers. The new two-story Academic and Science building addition will begin. It is possible portions of the new Theater/ Athletics areas will be started as well.

This Phase will include construction of the new northerly access entry roadwork at South Beavercreek Road. Current vehicle and pedestrian circulation patterns will be modified to allow for building construction and support activities. Care will be taken to establish safe access to the operating ninth Grade facilities.

Proposed and upgraded athletic field projects including Concession/Rest Room building will be completed during this phase. This phase includes finishing the soccer and baseball/softball fields on Parcel No. 1300 provided acquisition has been secured.

Phase 3:

Demolish/Remodel Selected Moss Buildings; Construct Theater, Commons and Gym:

This Phase will begin upon the completion of the new Academic/Science addition the summer of 2002. New Buildings will be readied to accept Ninth Grade teaching activities while remainder of project is constructed in the current Moss configuration. This phase will include the offsite roadwork at the described common entry driveway. Similar safety fencing and barriers will be provided to separate operating new ninth grade facilities from construction activities. This phase will be completed and students from Jackson Campus will report to new consolidated High School for the beginning of Classes Fall of 2003.

Phase 4:

Construct Additional Academic wing to north end of school and remodel adjacent parking lot. -TBD

This phase is has no determined time of construction between School Opening in 2003 and 2010 when demographics suggest school will need to be larger. New wing will be located in north parking lot as shown dashed in on site phasing plan. At this time it will be hard to foresee final design however an assumption is made that another two-story wing module will be added for approximately 32,700 SF. Displaced parking will be replaced elsewhere on site.

Please see a separate narrative report concerning the issue of a "Collector Street" on or through the High School site and a description of proposed alternatives.

Please begin the processing of this application and set Pre-Application Conference as soon as possible to maintain this challenging project's schedule. Your help will be greatly appreciated.

Sincerely,

MILSTEAD & ASSOCIATES, INC.

Peter F. Daniels Project Manager

RJ/rj

Enclosure

cc: Barry Rotrock/OCSD

. Ken Rezac/ OCSD Ron Ron Stewart/ OCSD Bob Janik/ SAPC



CONSTRUCTION PROGRAM MANAGERS 10121 S. E. Sunnyside Road, Suite 335 Clackamas, Oregon 97015 503/654-2336 503/654-2698 Fax email: admin@milstead.com

Ms. Barbara Shields Oregon City Planning Department Oregon City Oregon

Dear Ms. Shields

Thank you for responding so promptly to our Conditional Use request 01-01 Our responses are italicized and indented

Your Completeness issues were:

A. Site Consolidation Issues Versus City Jurisdiction

- 1. Tax Lots 500 and 600 are not in City. It is our understanding that the attorneys for the City and School District have resolved this issue
- Zoning for recently annexed Tax Lots 1200, 1000 and 1001. The Zoning applications were forwarded to the City from this office on Feb 19th and the attorneys are in the process of procuring the record owners signature.
- B. Authorization of All Record Property Owners

Signatures for Tax Lots 1200 (Hess) and 1001 (Hunt) Clackamas County Map 3S-2E-09D.

If the signatures are not in the Planning Office they too are in the process and soon will be.

C. Discussion of Approval Criteria.

Narrative does not contain a discussion of approval criteria. Following are discussions of Approval Criteria and Miscellaneous Information.



CU 01-01 Approval Criteria

Following is a discussion of approval criteria for a Conditional Use. Ordinance quotations are in vertical type face and *applicant's discussions are Italicized*.

<u>Title 17 ZONING</u> <u>Chapter 17.56 CONDITIONAL USES</u> 17.56.010 Permit--Authorization--Standards--Conditions.

A conditional use listed in this title may be permitted, enlarged or altered upon authorization of the planning commission in accordance with the standards and procedures of this title. A conditional use permit listed in this section may be permitted, enlarged or altered upon authorization of the planning commission in accordance with the standards and procedures of this section. Any expansion to, alteration of, or accessory use to a conditional use shall require planning commission approval of a modification to the original conditional use permit.

A. The following conditional uses, because of their public convenience and necessity and their effect upon the neighborhood shall be permitted only upon the approval of the planning commission after due notice and public hearing, according to procedure as provided in Chapter 17.50.

The planning commission may allow a conditional use, provided that the applicant provides evidence substantiating that all the requirements of this title relative to the proposed use are satisfied, and demonstrates that the proposed use also satisfies the following criteria:

1. The use is listed as a conditional use in the underlying district;

The underlying zones are: **R8** Single Family Residential **CI** Campus Industrial.

Chapter 17.10.00, <u>R-8 Single Family Residential Zone</u>

Section17.10.030 Conditional uses.

The following conditional uses are permitted in this district when authorized by and in accordance with the standards contained in Chapter 17.56:

B. Uses listed in Section 17.56.030. (Prior code §11-3-3(B))

Section 17.56.030 Uses requiring conditional use permit. R. Private and <u>public schools</u>;

Chapter 17.37.00 Cl Campus Industrial Zone

Section 17.37.020 Permitted Uses

The campus industrial district allows a mix of <u>clean, employee-intensive</u> industries, and <u>offices</u> with associated services. The district is applied to those areas designated campus industrial on the comprehensive plan map. (Ord. 93-1022 §3(part), 1993) Section **17.37.030** Conditional uses.

The following conditional uses may be established in a campus industrial district subject to review and action on the specific proposal, pursuant to the criteria and review

procedures in Chapters 17.50 and 17.56:

E. Any other use which, in the opinion of the planning commission, is of <u>similar character</u> of those specified in Sections 17.37.020 and 17.37.030. In addition, the proposed conditional uses:

The Commission will have to judge whether the proposed expansion of the Moss Campus Is of similar character. It bears noting that there is a school campus adjoining the CI zone on the South (the existing Moss 9th Grade) and one on the North (Clackamas Community College).

2. The characteristics of the site are suitable for the proposed use considering size, shape, location, topography, existence of improvements and natural features;

The property has been the site of a school since 1974 and an addition to the school is being proposed. The size is adequate for the proposal and the shape has allowed the architects to develop an exemplary site plan. The Oregon City School District has concluded that it is the best location in the Urban Growth Boundary, and in the School District boundaries for the High School. Topography has not been a barrier in the past and will not hamper this building project. The architect's plan has assured that improvements will not hinder the proposal and natural features are an enhancement to it.

3. The site and proposed development are timely, considering the adequacy of transportation systems, public facilities and services existing or planned for the area affected by the use;

The proposal is timely for the school district in that the space could be used at present. The proposal is timely considering the adequacy of the transportation systems, public facilities and services now in place and being used by the school. The engineering consultants are confident that this expansion is compatible with the existing systems. This concern will be treated more thoroughly in the design review process.

4. The proposed use will not alter the character of the surrounding area in a manner which substantially limits, impairs or precludes the use of surrounding properties for the primary uses listed in the underlying district;

The use is already established and adequate buffer areas exist, so the proposed expansion will not compromise the surrounding uses.

5. The proposal satisfies the goals and policies of the city comprehensive plan, which apply to the proposed use.

The Comprehensive Plan in the Education section of the Community Facilities Goals and Policies says:

"Oregon City will coordinate with the Oregon City School District to encourage that school sites are located within the Urban Growth Boundary and subdivision proposals are reviewed for impact on the school system."

The proposed additions and the conversion to a high school are within the UGB and central to the areas of most active residential growth. It is recognized that the City and District have worked in concert to locate of the present school campuses and this cooperation has ensured that the size and placement of existing school sites provide adequate urban services and space for future growth.

<u>17.56.040</u> Criteria and standards for conditional uses.

In addition to the standards listed herein in Section 17.56.010, which are to be considered in the approval of all conditional uses and the standards of the zone in which the conditional use is located, the following additional standards shall be applicable:

E. Schools.

The site must be located to best serve the intended area,

The location was selected because it is well situated in the area served by the District. In addition the UGB shows the residential growth will be on the south side of the city. This is in large part because of the natural constraints on the other sides. This location also takes advantage of the Clackamas Community College proximity with whom they have cooperative programs.

must be in conformance with the city plan,

The Oregon City Comprehensive Plan says:

"Oregon City will coordinate with the Oregon City School District to encourage that school sites are located within the Urban Growth Boundary and subdivision proposals are reviewed for impact on the school system."

The Moss Campus is within the UGB.

must have adequate access,

The Moss Campus has two access points on Beavercreek Road a major arterial and one on Glen Oak. When the new connector is constructed the whole south boundary of the site will front on it.

must be in accordance with appropriate State standards, Of course.

and must meet the following dimensional standards

Regardless of zoning, the conditional use guidelines establish that schools must have:

1. Minimum lot area, twenty thousand square feet;

The Moss Campus will have 2,099,593 square feet.

2. Front yard setback, twenty-five feet;

The minimum front yard setback will be more than 130 feet.

.3. Rear yard setback, twenty feet;

The minimum rear yard setback will be over 1,300 feet

4. Side yard setback, twenty feet.

The minimum side yard setback will be about 160 feet.

Var 01-01 Approval Criteria

Following re discussions of Approval criteria for variances. The Ordinance quotes are in vertical type face and *the applicant's responses in indented italics*

Title 17 ZONING

17.60.020 Variances--Grounds. Maximum Height

The School District is requesting a variance to the **maximum height** requirement in two instances,

 For the performing arts theater from 35' to 52' a difference of 17'. The additional height is needed for "appropriate ceiling height for sight lines, patron comfort, acoustic baffles, theatrical lighting, structure for long spans, mechanical system and traditional proscenium opening." (from application narrative) The additional height is required to provide a state of the art theater with the complete curriculum for which residents voted.
For the gymnasium area where a new double level gym is planned, the planned height is 56', which is 21' higher than the ordinance allows. Circulation, supervision, the ability to separate after hour functions and climate control indicate double level gyms work best. The setback distances, as well as the scale of the project as a whole will tend to absorb the height of the over height parts.

A variance may be granted only in the event that all of the following conditions exist:

A. That the literal application of the provisions of this title would deprive the applicant of rights commonly enjoyed by other properties in the surrounding area under the provisions of this title; or extraordinary circumstances apply to the property which do not apply to other properties in the surrounding area, but are unique to the applicant's site

The extraordinary circumstances that apply to this application are not extraordinary to school requirements but do not fall within the literal requirements of the ordinance. The normal functioning of a performing arts theater and the circulation, climate control and separability needs of the sports area necessitates the height variances requested.

B. That the variance from the requirements is not likely to cause substantial damage to adjacent properties by reducing light, air, safe access or other desirable or necessary qualities otherwise protected by this title;

The extensive setbacks of the gyms, 160 feet to the side yard plus the collector right of way and the 130-foot setback from Beavercreek Road to the performing art theater will preclude any concerns with light, air and safe access for adjacent properties.

C. The applicant's circumstances are not **self-imposed** or merely constitute a **monetary hardship** or inconvenience. A self-imposed difficulty will be found if the applicant knew or should have known of the restriction at the time the site was purchased.

This requirement does not specifically apply. The applicant has

used the site successfully as a school location for many years and is converting the location to a high school. A high school has different needs than a junior high or a middle school. This request is imposed by the need for a full and complete curriculum for our students.

D. No practical alternatives have been identified which would accomplish the same purposes and not require a variance.

No practical alternatives have been identified.

E. That the variance requested is the minimum variance which would alleviate the hardship

The variances requested are the minimum needed to alleviate the hardship.

F. That the variance conforms to the **comprehensive plan** and the **intent of the ordinance** being varied. (Prior code §11-8-2)

Schools are conditional uses in the underlying zones and the heights requested are common to high school uses. The variances will not impact the comprehensive plan or ordinance.

17.60.020 Variances--Grounds. Bicycle Parking

The School District is also requesting a variance to the **bicycle parking** requirement. Experience has shown that 8 or fewer bicycles were parked on the Moss and Jackson campuses combined. The requirement is for 2 spaces for each classroom. There are 95 classrooms; therefore 190 bicycle parking spaces would be required under the ordinance. The District proposes twenty spaces grouped through out the campus and will provide more if these are used.

A variance may be granted only in the event that **all** of the following conditions exist:

A. That the literal application of the provisions of this title would deprive the applicant of rights commonly enjoyed by other properties in the surrounding area under the provisions of this title; or extraordinary circumstances apply to the property which do not apply to other properties in the surrounding area, but are unique to the applicant's site

The proposal is a unique use in the zone so is not comparable except to other such uses.

B. That the variance from the requirements is not likely to cause substantial damage to adjacent properties by reducing **light**, **air**, **safe access** or **other desirable or necessary gualities** otherwise protected by this title

This proposal can not affect the light, air, safe access or other desirable or necessary qualities protected by this title.

C. The applicant's circumstances are not **self-imposed** or merely constitute a **monetary hardship** or inconvenience. A self-imposed difficulty will be found if the applicant knew or should have known of restriction at the time the site was purchased.

This section does not apply to this request.

D. No practical alternatives have been identified which would accomplish the same purposes and not require a variance. That the variance requested is the minimum variance which would alleviate the hardship

The district has proposed the alternative of more parking than is used but less than is required and to provide more if needed.

F. That the variance conforms to the **comprehensive plan** and the **intent of the ordinance** being varied. (Prior code §11-8-2)

The proposal conforms to the practical intent of both the plan and the ordinance. The applicant's long experience has demonstrated that, for this particular use, the literal requirement is not practical and if a change in bicycle use should occur additional parking can easily be provided.

Again, we thank the Planning Department for the prompt response to the application and welcome this opportunity to respond to your concerns.

MISCELLANEOUS INFORMATION

Your Determination Of Application Completeness letter of 02/07/01 recommended that we address the following additional issues.

- 1. Lot Line Adjustment.
 - a. The lot line adjustment for the northerly portions of Tax Lots 1000 and 1001 are in process. It is anticipated that the completion of that process will occur prior to the normal time for the Conditional Use process.
- 2. Transportation Impact analysis

A Letter Of Understanding between the City Of Oregon City and The School District is in the third draft and should be consummated soon. The Letter Of Understanding will address items a, b, c, e, and f of your letter. We are providing additional information for items b, d, and g to assist your understanding of the activities and use of the proposed high school campus.

b. The existing site has been used for a number of years as the Oregon City High School 9th grade campus. Existing football, baseball soccer and tennis fields have been in use for both physical education, community recreation and limited competition during that time. The football field is primarily used for practice and occasionally for JV games. No change in the use of the football field is anticipated in the proposed new project. The varsity football games will continue to be held at the OCHS stadium adjacent to the Jackson campus. The existing baseball field has been used as the varsity competition field for the last few years and will continue to be used in the same fashion. The existing tennis and soccer facilities are to continue their use as PE and practice facilities for the new high school and will have continue to have occasional use by the community.

The new athletic fields (baseball, softball, soccer and tennis courts) are planned for use in the school's physical education program and will be used as practice fields for the athletic teams. Some community use of these facilities is also anticipated.

No simultaneous use of all these fields is anticipated in a school competition or public competition. Any simultaneous use of multiple fields will be during normal school use by the students for physical education. The public aspect of the theatre/performing arts functions are to be primarily in the evening hours as opposed to the primary daytime use of the athletic fields.

- d. We are currently addressing the half street improvements on Beavercreek Road with Clackamas County. The details of sight distance, deceleration lanes etc. are being worked out with the county transportation staff. We intend to have complete engineering drawings ready for final approval of the County and for the City's Design and Site Plan review permits about the first of May.
 - The internal circulation has been designed to provide separation of various f. functions to insure safety and movement of the students. The primary activity is the arrival and departure of school busses in the morning and afternoon time periods. This activity will occur at the front of the building at the new main entrance on the East side. This area is designed to handle the maximum queue of busses without any conflict from individual parent, student or staff vehicles. Individual parent, student or staff vehicles will have different assigned parking areas or zones and routing that will not conflict with bus use. Accommodation for emergency vehicles was addressed in detail last week with the building department and TVF&R. We are in the process of adjusting the hydrant and access road locations on the Norh and West sides of the building for emergency access as well as accommodating the new street and right-of-way requirements along the South property line which are also subject to the Letter Of Understanding noted above. These design adjustments will be submitted with the Design and Site Plan Review documents.

ANALYSIS AND FINDINGS1

The Oregon City School District No. 62 proposes to convert their existing Moss Campus, currently being used for ninth grade only, to a full four-year high school and athletic fields. The Moss Campus is located at 19751 Beavercreek Road. The applicant proposes to demolish a small portion of the existing building and remodel the rest. The applicant proposes to build approximately 146,369 square foot (footprint) of additions with additional athletic facilities. The various properties are currently zoned R-8 and R-10, CI, and two future annexations will be zoned R-10. The properties are surrounded by CI, R-10, and R-8 zoning.

The proposed site layout will use the existing Moss Campus ingress/egress on Beavercreek Road and add an additional northerly ingress/egress on Beavercreek Road. In addition, there will be an additional ingress/egress to the west from the new Meyers Road extension and a local street from this Meyers Road extension south to Glen Oak Road. Overall, the applicant reports a total of 68.00 acres available for the new facilities and athletic fields, parking and circulation, and landscaping space.

The proposed site is large enough to adequately accommodate the proposed infrastructure.

The shape is conducive to the placement and functioning of the proposed use.

Given the existing Moss Campus, the existing use of this site for this type of use blends with other residential uses in the area.

There is a 15-inch (lined 16-inch) City water line in Beavercreek Road and a 16-inch waterline in Glen Oak Road.

An 8-inch City sanitary sewer line can serve the site from Glen Oak Road. The current campus buildings are served by a private 8-inch sanitary sewer line going north to a manhole near the Clackamas Community College entrance on Beavercreek Road. If the applicant ;chooses to continue using that private line, it will need to be upgraded to meet city standards.

Beavercreek Road is classified as a Minor Arterial in the Oregon City Transportation Master Plan, which requires a minimum right-of-way (ROW) width of 60 to 80 feet. Beavercreek Road appears to have a 60-foot wide ROW. Beavercreek Road is a County Road and under Clackamas County's jurisdiction. Glen Oak Road is classified as a Collector in the Oregon City Transportation Master Plan, which requires a minimum right-of-way (ROW) width of 60 to 70 feet. Glen Oak Road has a 50-foot wide ROW.

The applicant shall be required at the Site Plan and Design Review stage to improve their site's frontage along Beavercreek Road and Glen Oak Road to the City's Minor Arterial and Collector standards, respectively, which will include and not be limited to sidewalks and street trees.

The site is relatively flat with a gentle slope toward the west/southwest and will require minimal grading. The existing improvements will not restrict the proposed use.

A traffic study has been provided to the City for review. The city sent several letters to the applicant requesting additional information and corrections that still not been adequately addressed by the applicant (see city traffic consultant's letter from John Replinger, DEA). This large-scale increase in

EXHIRIT

site usage will greatly impact the surrounding City and County roads and streets. Several major items still have not been adequately addressed to determine the full extent of the impact. The city and Oregon City School District have signed a Letter of Understanding (LOU) concerning the Meyers Road extension that will serve the school site while meeting the city's 1989 Transportation Master Plan for the additional collector road serving the properties between Glen Oak Road and the college and between Beavercreek Road and Highway 213. The LOU describes the parameters of the agreement whereby the school district will dedicate certain property, construct certain portions of the Meyers Road extension and construct the local street between Glen Oak Road and the Meyers Road extension.

The transportation impacts of this application are far reaching and must be accurately determined before a conditional use is issued, although, the actual conditions of approval for the Site Plan and Design Review can be used to require the applicant to construct certain requirements. The applicant's analysis of Beavercreek Road for acceleration/deceleration lanes, queuing/stacking distances for turn lanes, and right-in/right-out designs must be completed before Site Plan and Design Review. On-site circulation plans must be reviewed to ensure adequate stacking and clear out lanes are provided to alleviate off-site stacking beyond the design length.

Conditions:

- 1. The Applicant is responsible for this project's compliance to Engineering Policy 00-01 (attached). The policies pertain to any land use decision requiring the applicant to provide any public improvements.
- 2. The Applicant shall sign a Non-Remonstrance Agreement for the purpose of making sanitary sewer, storm sewer, water or street improvements in the future that benefit the Property and assessing the cost to benefited properties pursuant to the City's capital improvement regulations in effect at the time of such improvement.

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April 27, 2001 - Preliminary

Ms. Barbara Shields Planning Department City of Oregon City PO Box 3040 Oregon City, OR 97045

SUBJECT:REVIEW OF TRAFFIC IMPACT STUDY
OREGON CITY HIGH SCHOOL - CU 01-01 & VR 01-01

Dear Ms. Shields:

In response to your request, David Evans and Associates, Inc. has reviewed the traffic impact study (TIS) submitted for the Oregon City High School in the City of Oregon City. The TIS was prepared by Todd Mobley and Tom R. Lancaster, PE of Lancaster Engineering. The TIS addresses the proposed construction of a high school that abuts Beavercreek Road and lies to the north of Glen Oak Road. The TIS is supplemented by a November 2, 2000 letter to Marc Bevens; an April 16, 2001 letter to Jeff Houle; and an April 25, 2001 letter to Jeff Houle.

The applicant has not adequately addressed transportation impacts of the proposed high school. The two principal concerns are the lack of attention to all modes transportation and the applicant's failure to provide sufficient information on the vehicular traffic impacts. The lack of adequate traffic information may lead to the possibility that the city staff could craft conditions of approval that may prove more burdensome than would conditions based on more complete information.

The following information should be provided by the applicant in a new or supplemental TIS:

- 1. Site specific trip generation information should be provided by the applicant to validate the figures cited from ITE *Trip Generation*. I recommend that the applicant provide actual driveway traffic count information to verify that the ITE trip generation rates are appropriate.
- 2. The applicant's analysis of future year conditions is inadequate. The traffic volumes assumed on Glen Oak Road are far lower than are likely to occur with buildout of the residential areas to the south of Glen Oak Road. The applicant should provide further analysis and justification for the peak hour numbers cited for the year 2018 base condition.
- 3. Address the traffic impacts during the afternoon peak hour of the school operation. This is in addition to the AM and PM peak hours that have already been addressed. This information is



Ms. Barbara Shields April 27, 2001 – Preliminary Page 2 of 4

necessary to help judge whether or not the 4-hour and 8-hour signal warrants will be met at one or more intersections.

- 4. Address the traffic impact of "events." With the completion of items above, the applicant will have addressed the traffic impacts of the school operations. What is missing is the impact of events. It appears the district is proposing a major sports complex with lighting for several fields. The facility is also proposed to house a 550-seat theater. The applicant should address the impact of the largest event regularly conducted at the facility. I suggest the district and its consultants should define the design event. I think it need not address the impact of an extraordinary once per year event, but rather a regularly occurring event. That may be five simultaneous baseball games, the regular Friday night football games, regular basketball games that fill the 2400-seat gymnasium, or a full house at the theater. If the district and its consultants are unable to justify a single design event, I suggest they individually address each of the following: a) simultaneous use of all athletic fields including attendance by spectators; an event that fills the theater; b) an event that fills the gymnasium; and c) an event that fills the stands at a football game. The event analyses should address traffic entering and exiting the facility including a traffic control plan if such is necessary to meet city standards for intersection level of service standards. The general information on activities described as "Daily School Traffic Profile" in the April 25, 2001 letter does not provide enough information on off-peak school activities. A quantitative analysis is needed.
- 5. The applicant should provide enough information on its traffic operations plan that the city can evaluate the impact on the city streets and on the neighbors. Specifically, the operations plan should address the concept proposed by the district for school day operation of the gates shown in the site plan. Also, address the use of the gated access for the athletic fields and events. Without such information, the city needs to assume a worst case traffic impact on nearby intersections that may require mitigation measures such as the addition of turn lanes to provide an adequate level of service as defined by the Transportation System Plan.
- 6. The applicant should address sight distance at access points, queue storage requirements, and the possibility of deceleration lanes on Beavercreek Road and any other access point on the city's or county's street network. The April 25, 2001 letter does provide some information and a recommendation for the right-turn/deceleration lane at the north access. Similar analyses and documentation are needed at other locations.
- 7. The applicant needs to address all modes of transportation and the manner in which the district's plan is helping the city to comply with Oregon's Transportation Planning Rule (OAR 660-012). The applicant has not provided adequate information about pedestrian activity, bicycling, or public transit. The Transportation Planning Rule (TPR) is designed to promote alternative modes of travel. It is inadequate to state that such uses are minimal.

Ms. Barbara Shields April 27, 2001 – Preliminary Page 3 of 4

Definitive plans are needed to show how such would be encouraged. Note that the TPR specifically mentions the need for on-site facilities "which accommodate safe and convenient pedestrian access from within new subdivisions, multi-family developments,...and two neighborhood activity centers within one-half mile of the development." The TPR further defines neighborhood activity centers to include existing or planned schools and transit. The applicant should address pedestrian activity between the school and the community college, nearby subdivisions (on both sides of Glen Oak Road) and transit stops on nearby roadways, including Bevercreek Road. The provision of sidewalks along Glen Oak Road and Beavercreek Road to provide adequate pedestrian safety could also be a condition of approval.

- 8. The applicant should make clear what mitigation measures it is proposing to undertake to ensure that the transportation facilities are adequate for the proposed development. For example, the TIS indicates the need for traffic signals at two intersections (the intersection of Beavercreek Road and the school driveway/collector road, and the intersection of G1en Oak Road and Highway 213). The TIS also indicates a need for more queue storage on Highway 213 at Glen Oak Road. Lacking further information, the conditions of approval for the school will likely include construction of turn lanes and installation of signals at the intersections of G1en Oak Road with Highway 213 and with Beavercreek Road.
- 9. The applicant needs to provide more information on the planning that the district has conducted to ensure the adequacy of its internal circulation. This is important to the city to ensure that on-site problems do not adversely impact the city's streets. If inadequate capacity is provided for traffic movements entering and exiting the site, dangerous stacking on city streets could result. Unless the applicant can show that such issues have been dealt with on-site, additional deceleration lanes or turn lanes might be required as conditions of approval.
- 10. To help reduce the transportation impacts of the school, a transportation demand management plan may be needed. This might have the effect of reducing the mitigation measures such as the construction of turn lanes or the lengthening of queue storage at intersections.
- 11. The district may also need to update its Employee Commute Options program required under the rules of the Department of Environmental Quality. Such measures may also help to mitigate the transportation impact of the school expansion.

In conclusion, I find that the applicant's traffic impact study fails to meet the City's requirements. The school will have a significant impact on the transportation system. At least two intersections will need to be signalized and some roads will need to be improved and

Ms. Barbara Shields April 27, 2001 – Preliminary Page 4 of 4

widened to safely accommodate the major increase in transportation activity caused by the school. The applicant needs to provide more information so that the city can judge the adequacy of the mitigation measures that will be needed. Lacking such information, the city will have to estimate the impacts based on what information has been provided and assume a worst case scenario that could lead to street and intersection construction projects as conditions of approval.

If you have any questions or need any further information concerning this review, please call me at 223-6663.

Sincerely,

DAVID EVANS AND ASSOCIATES, INC.

John Replinger, PE Senior Transportation Engineer

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Department of Transportation

Region 1 123 NW Flanders Portland, OR 97209-4037 (503) 731-8200 FAX (503) 731-8259

FILE CODE:

April 27, 2001

PLA9-1-2B-ORE-160 Proposal Number:

City of Oregon City PO Box 3040 Oregon City, OR 97045-0304

Attn: Barbara Shields, Sr. Planner

Subject: CU 01-01, VR 01-01: Oregon City High School - Moss Campus

Dear Ms. Shields,

We have reviewed the applicant's proposal for the consolidation of the Oregon City High School at an expanded Moss Campus site. There remain outstanding issues regarding the timing and funding of transportation improvements to support the proposed conditional use. We hope to meet with Oregon City staff, Clackamas County staff and the applicant soon to explore solutions that will ensure that public facilities can be made adequate to support the development. The applicant will need to provide additional information before we can make a final recommendation to the Planning Commission regarding this proposal.

We do not support the requested reduction in bicycle parking because of the vehicular trip reduction that bicycle commuting provides. We recommend that a condition of approval be included that requires the applicant to implement a transportation demand management program. Strategies to reduce single occupancy car commuting include: prohibiting sophomores and juniors from driving; the District providing school buses or vans; preferential carpool parking spaces; an on-line carpool matching service; recognition-award program for students who take transit, bike or carpool; scheduling class and event start/end times outside of the peak hours, and free or discount transit passes, etc.

A review of the Lancaster traffic impact analysis by Kate Freitage, Traffic Analyst, ODOT, Region 1 is attached. Ms. Freitag identifies additional study requirements necessary to determine mitigation and project timing. We recommend that the consultant contact Ms. Freitag at (503) 731-8220 to discuss the methodology and scope of the analysis required by ODOT.

Sincerely,

Sonva Kažen.

Development Review

cc: Loretta Kieffer, Kate Freitag, ODOT

EXHIBIT 5C

Form 734-1850 (1/98)

Date: April 26, 2001

To: Sonya Kazen, Development Region, ODOT Region 1

From: Kathleen Freitag, Traffic, ODOT Region 1

Subject: Oregon City High School, Moss Campus CU 01-01 and VR 01-01

Upon reviewing the Traffic Impact Study (TIS) for the Oregon City High School Moss Campus remodeling and expansion (completed by Lancaster Engineering, October 2000), I have the following comments.

As noted in the TIS, the Oregon Department of Transportation has classified OR 213 as a District Urban highway through the study area. At the intersection of Beavercreek Road, the highway is a seven-lane facility. Just south of Meyers Road, the highway narrows to three lanes. Therefore, at Glen Oak-Caufield Road, the highway is only a three-lane facility. This differs from the following statement, which is quoted from page 5 of the TIS: "In the project study area the highway is a five-lane facility." The speed limit on the highway within the study area is 55 mph. The intersection of the highway with Beavercreek Road is signal-controlled. The intersection of Glen Oak Road-Caufield Road and OR 213 is two-way stop-controlled, with the highway free flowing. Glen Oak and Caufield are offset from one another. ODOT's mobility standard for OR 213 is 0.99 volume to capacity (v/c) in this Metro Corridor. The analysis results in the Lancaster study were not presented in v/c ratios, as required for state facilities by the Oregon Highway Plan.

The proposed development is a conditional use under the existing zoning. According to the TIS, expansion of the school would generate fewer PM peak and weekday trips than if it were to be developed with a shopping center and houses, as allowed by the existing zoning. Morning peak hour trips would be greater. However, the TIS does not compare trip generation rates for the additional 18.34 acres currently being annexed which will be included in the campus development which makes the comparison rates questionable.

We concur that the calculated volumes given in the TIS appear to be appropriate for the anticipated enrollment of 2,400 students,

The proposal in question would generate an increase in volume at the intersection of OR 213-Beavercreek Road as well as the intersection of OR 213-Glen Oak Road. The intersection of OR 213-Beavercreek is currently failing during the PM peak hour. Improvements for this intersection are identified in the 2000-2003 STIP and programmed for 2003. Once the improvements have been completed, it is anticipated that the intersection will operate at Level of Service (LOS) D during both peak hours. This project will also add bicycle lanes on Beavercreek Road, improving safety and accessibility for bicyclists.

As identified in both the TIS and the Oregon City Transportation System Plan (TSP), the intersection of Glen Oak Road-Caufield Road and OR 213 is currently operating at LOS F during both peak hours. With the installation of a traffic signal, in 2003 the intersection would operate at LOS C during both peak periods without the addition of the

school. With the school in operation, the intersection would operate at LOS D during the AM peak hour and LOS C during the PM peak hour. The TIS identifies the need for a signal, realignment of Glen Oak and Caufield Roads, extension of the existing left-turn lane on the highway, and widening of the highway to five lanes. The TIS does not indicate who would be responsible for these improvements. The Oregon City TSP identifies these improvements as being needed in the 6-20 year horizon; the Regional Transportation System Plan does not include these improvements, and they are not programmed in the STIP or in the City's CIP. There needs to be additional discussion regarding the timing/funding of the OR 213-Glen Oak-Caulfield Road improvements.

The Oregon City TSP as well as recent correspondence from Lancaster Engineering identifies the extension of Meyers Road as a potential improvement. It is my understanding that the City of Oregon City and the Oregon City School District have entered into an agreement for the funding of that extension. According to the April 16, 2001 correspondence from Todd Mobley of Lancaster Engineering to Jeff Houle of Milstead and Associates, the Meyers Road extension is anticipated to redistribute the majority of the site traffic that the TIS assigned for Glen Oak Road. The TIS originally planned for 1,676 vehicles to use Glen Oak Road as their route to and from the high school. The April 16 correspondence and amendment to the TIS anticipates that 1,332 of those vehicles will use the Meyers Road extension, with the remaining 344 vehicles still using Glen Oak Road. Without the extension completed, however, the 1,676 vehicles originally anticipated to use Glen Oak Road would have to use that intersection. Therefore, it should be a condition of approval that the Meyers Road extension be completed by the time the new school opens.

In conclusion, one of following two roadway projects need to be completed prior to the opening of the expanded Moss Campus: 1) improvements to the intersection of Glen Oak Road at OR 213 (signalization, re-alignment of Glen-Oak-Caulfield Roads and extension of the left-turn lanes) or the completion of Meyers Road extension.

In order for ODOT to provide a more in-depth review of this application, Lancaster Engineering will need to provide volume to capacity data. Additional analysis may be required based on our discussions regarding the timing of planned improvements.



DEPARTMENT OF TRANSPORTATION AND DEVELOPMENT

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Memorandum

Involution (State Merch & State) (

- TO: Barbara Shields City of Oregon City Planning
- FROM: Joseph Marek, PE, PTOE Traffic Engineer & Development Review Manager Robert Hixson, Traffic Engineering Robert Histor
- **DATE:** April 27, 2001
 - RE: CU01-01 & VAR 01-01, Conditional Use, Oregon City High School, Moss Campus Located on Beavercreek Road, County Road Maintenance No. 52033 T3S., R2E., Section 9 D, Tax Lots 500, 600, 1300, 1200

The Traffic Engineering section has reviewed this application submittal including new information submitted on April 26, 2001 and have the following comments and recommendations:

Facts and Findings:

- The subject properties are located adjacent to the westerly side of Beavercreek Road north of Glen Oak Road within the Urban Growth Boundary and within the city limits of Oregon City. Beavercreek Road is classified as a minor arterial roadway and is under the jurisdiction of Clackamas County. Clackamas County has adopted roadway standards that pertain to the structural section, construction characteristics and access standards for minor arterial roads.
- 2. This portion of Beavercreek Road is listed as a planned bicycle facility in the Bicycle Master Plan 1996. Currently, Beavercreek Road has minimum six (6) foot wide shoulders on both sides of the road. Minimum six (6) foot wide shoulder/bike lanes shall be maintained. In addition, this portion of Beavercreek Road is within the Urban Growth Boundary and will require sidewalks and possible landscaped strips based on City of Oregon City requirements.
- 3. Clackamas County's Roadway Standards indicate that five (5) lane minor arterial roads shall have a minimum right-of-way width of 100 feet with five (5) foot wide sign, slope, utility, and sidewalk easements on each side of the roadway. The applicant has proposed construction of curbs at a location to facilitate a future five-lane section. Details of the actual road configuration will be settled as part of Design Review. In order to facilitate a five-lane section, a minimum ½ street right-of-way width of 45 feet is necessary based on a seven (7) foot wide sidewalk and no landscape strip. Thus, this right-of-way width may increase based on City of Oregon City standards. Generally, the five lane sections consist of 12-foot wide travel lanes, 14-foot turn lanes and six (6) foot wide bike lanes.

9101 SE Sunnybrook Blvd. Clackamas, OR 97015 Phone (503) 353-4

EVHIRIT 5d

CU01-01 & VAR 01-01, Oregon City High School, Moss Campus April 27, 2001 Page 2

- 4. The applicant has proposed the construction of a High School with frontage on Beavercreek Road and access to Beavercreek Road. Under City of Oregon City requirements, frontage improvements are a requirement. Designs on Roadways under County jurisdiction shall comply with *Clackamas County Roadway Standards*, in cooperation with City of Oregon City.
- 5. The applicant has proposed a right-in/right-out driveway at the north end of the site. Designs submitted to date are preliminary and will need changes. Based on the operations and conflicts on-site and the low demand for a right-out driveway, the County will permit a right-in access only at this location. Design details shall be addressed as part of the City Design Review process.
- 6. Adequate sight distance of 350 feet shall be provided at all access points to Beavercreek Road.
- 7. The applicant has proposed a traffic signal at the south end of the site which will be part of a new roadway, Meyers Road, which will be constructed to ultimately connect to the intersection of Highway 213 at Meyers Road. Signal warrants and project traffic volumes have been reviewed by the County. Based on this analysis, the County recommends installation of a traffic signal at this location. The design shall be per County standards and be constructed to an ultimate design on the west side of the roadway. Details of the design will be determined as part of the City Design Review process. The traffic signal shall be energized prior to opening the new campus with the increased enrollment.
- 8. Meyers Road at its intersection with Beavercreek Road shall consist of a minimum of 50 feet curb to curb width, to allow for a three-lane section with bike lanes. Minimum curb radii at the intersection shall be 25 feet if there are bike lanes on the new collector roadway.
- 9. There have been discussions with the applicant related to a potential connection to Clackamas Community College. In order to benefit overall traffic flow and circulation, it is desirable to provide a connection to the College.
- 10. Prior to commencement of work within the County road right-of-way, a Street Construction and Encroachment Permit and a Utility Placement Permit are required and shall be obtained from this office.
- 11. Prior to construction of the traffic signal, a set of plans for all signal and roadway related work shall be provided to Clackamas County for review and approval.
- 12. Streetlights are a requirement of this development and shall be installed to comply with the requirements of the City of Oregon City.

Recommendation: Approval with conditions.

Recommended Conditions of Approval:

- 1) All frontage improvements in, or adjacent to Clackamas County right-of-way, shall be in compliance with *Clackamas County Roadway Standards* in cooperation with City of Oregon City.
- 2) The applicant shall dedicate right-of-way, along the entire site frontage of Beavercreek Road, to provide for a 45-foot wide, ½ street right-of-way width on the westerly side of Beavercreek Road.
- 3) Frontage improvements to Beavercreek Road shall include curb placement for a fivelane roadway. Design details shall be worked out as part of the City of Oregon City Design review process. Travel lane widths shall be 12 feet and turn lane widths shall be 14-feet with six (6) foot wide bike lanes.
- 4) The applicant shall dedicate a five-foot wide sign, slope, utility and sidewalk easement along the entire site frontage of tax lots 500, 600 and 1300 on the westerly side of Beavercreek Road.
- 5) The applicant shall design and construct a traffic signal at the intersection of Beavercreek Road/Meyers Road (new roadway on south side of the school). The traffic signal shall be designed to County standards. Details of the signal design shall be determined as part of the City Design Review process.
- 6) Prior to any construction work associated with the traffic signal, an Intergovernmental agreement shall be drafted and signed by the City and County related to maintenance and power costs of the traffic signal. Prior to construction of the traffic signal, a set of signal plans shall be provided to Clackamas County for review and approval.
- 7) In order to benefit overall traffic flow and safety, it is desirable that permanent full time vehicle/pedestrian connection be provided between the Moss Campus and Clackamas Community College to the north.
- 8) The applicant shall design and construct improvements along the entire site frontage of Beavercreek Road. Improvement shall result in a curb set along the frontage to ultimately allow two southbound 12-foot wide travel lanes, a center 14-foot wide turn lane, a northbound 12-foot wide travel lane and six (6) foot wide bike lanes on both sides of the road. Sidewalk, seven (7) feet in width, shall be provided per City of Oregon City requirements. In addition, necessary drainage facilities shall be provided. If mailboxes, fire hydrants, utility poles, etc, are located within the limits of the sidewalk, an eyebrow shall be constructed so that the full width of the sidewalk is provided around the obstruction. Additional right-of-way, as necessary, shall be dedicated to provide for any sidewalk eyebrows. Sidewalks at transit stops shall be a minimum of 8 feet in width. The structural section for Beavercreek Road improvements shall consist of four (4) inches of Class "B" or Class "C" asphalt concrete placed in two (2) lifts, consisting of two (2) inches per lift, over four (4)-

inches of 3/4"-0 aggregate leveling course, over ten (10)-inches of 1-1/2"-0 aggregate base course, over geotextile fabric.

- 9) The proposed northern access to the site shall be a right-in access only. Design details shall be addressed as part of the City Design Review process.
- 10) At the proposed signal location, the new collector roadway shall be a minimum of 50 feet in width, curb to curb, to allow for a three (3) lane section with bike lanes. Minimum curb radii at the intersection shall be 25 feet if there are bike lanes on the new collector roadway.
- 11) Surface water runoff shall be detained on site in accordance with Oregon City requirements. The applicant shall provide a copy of the drainage study and Engineer's detention calculations to DTD Engineering, Deana Mulder.
- 12) The applicant shall provide adequate intersection sight distance at the driveway intersection with Beavercreek Road and the new collector street intersection with Beavercreek Road. In addition, no plantings at maturity, retaining walls, embankments, fences or any other object shall be allowed to obstruct vehicular sight distance.
- 13) The applicant shall submit an Engineer's cost estimate to be approved by Clackamas County Engineering for the asphalt concrete, aggregates, storm drainage improvements, driveway, curb, sidewalk, signal, and any other required public improvement.
- 14) The applicant shall provide a performance guarantee in the form of a performance bond for the Street Construction and Encroachment permit in the amount of 125% of the Engineer's approved cost estimate.
- 15) All traffic control devices on private property, located where private driveways intersect County facilities shall be installed and maintained by the applicant, and shall meet standards set forth in the *Manual on Uniform Traffic Control Devices* and relevant Oregon supplements.
- 16) Streetlights are a requirement of this development and shall be installed to comply with the requirements of the City of Oregon City.
- 17) The applicant shall provide ADA accesses to the sidewalks and driveway approach. All ADA construction shall comply with the *Uniform Building Code* and ODOT Standards.
- 18) Prior to the issuance of a building permit from the City, the applicant shall submit to Clackamas County Engineering Office a set of construction plans for review to Deana Mulder in Clackamas County's Engineering Office and obtain written approval, in the form of a Street Construction and Encroachment Permit. The permit will be for road, driveway, curb, sidewalk, drainage and signal improvements. The permit fee is a minimum of \$400.00. In addition, an inspection fee equal to 4% of the cost of the public improvements will be required. The applicant shall have an

Engineer, registered in the state of Oregon, design and stamp the construction plans for all required improvements.

- 19) The applicant shall submit, at time of initial paving and before occupancy, reproducible As-Built plans for all improvements showing all construction changes, added and deleted items, location of utilities, etc. A professional engineer, registered in the state of Oregon, shall stamp and sign As-Built plans. In addition, the applicant shall provide one set of AutoCAD As-Built files on a floppy disk or in DXF format to be translated into AutoCAD format.
- 20) Prior to final acceptance of the project and release of performance surety, the right-of-way dedication, and the sign, slope, utility and sidewalk easement shall be recorded.
- 21) Prior to commencement of any work within the road right-of-way and prior to issuance of Building and Street Construction permits, the contractor shall:
 - a) Provide a traffic control plan for review and approval from Clackamas County's Engineering Office.
 - b) Provide a certificate of liability insurance, naming the County as additionally insured.
 - c) Obtain separate "Street Opening Permits" for utility installations within the County right-of-way. The applicant shall obtain these permits from the Engineering office prior to the issuance of a Building Permit or the Street Construction and Encroachment Permit.

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PRELIMINARY CONDITIONS OF APPROVAL CU 01-01

- 1. The applicant shall reconstruct the Highway 213/Glen Oak Road/Caufield Road intersection to include realignment to a standard four-leg intersection with a traffic signal and appropriate lanes and queue storage.
- 2. The applicant shall reconstruct the main school access (or shared access or collector/arterial road) with Beavercreek Road, including installation of a traffic signal and provision of sufficient lanes and queue storage. Improvements along the subject property frontage on Beavercreek shall conform to Clackamas County requirements contained in Exhibit 5d of the staff report dated May 14, 2001.
- 3. The applicant shall reconstruct a substantial portion of Glen Oak Road from Highway 213 to Beavercreek Road to include adequate lane width for substantially increased traffic and provisions for pedestrians and bicyclists.
- 4. The construction of the new Meyers Road Extension shall be accepted as an alternative to the Glen Oak Road improvements and the redesign and reconstruction of the Highway 213/Glen Oak Road/Caufield Road intersection.
- 5. The applicant shall be responsible for this project's compliance to Engineering Policy 00-01. The policies pertain to any land use decision requiring the applicant to provide any public improvements.
- 6. The applicant shall sign a Non-Remonstrance Agreement for the purpose of making sanitary sewer, storm sewer, water or street improvements in the future that benefit the property and assessing the cost to benefited properties pursuant to the City's capital improvement regulations in effect at the time of such improvement.





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May 29, 2001

John Replinger, PE David Evans and Associates 2828 SW Corbett Avenue Portland, OR 97201

RE: Oregon City High School, Revised Traffic Impact Study

Dear John:

We have completed our revision to the traffic impact study for the subject development. The findings of the revised analysis are reported in this letter, and supporting data is included in the attached technical appendix.

At the request of yourself, the City of Oregon City, and ODOT, several substantial additions have been made to our analysis. These additions are summarized below:

- The intersection of Highway 213 and Meyers Road was added to the project study area given the possibility of the near-term completion of the Meyers Road extension from Highway 213 to Beavercreek Road.
- The study was expanded to include an analysis at all intersections for the afternoon peak hour of the school. School is dismissed at approximately 2:30, and all intersections were counted from 2:00 to 4:00 PM to obtain traffic volumes at the time of school release.
- A Transportation Demand Management Plan (TDM) was developed in cooperation with the School District. This document is attached to this report in a separate section.
- Traffic counts were conducted at the existing Moss Campus driveway during the morning peak hour, afternoon school peak hour, and evening peak hour to verify the trip rates from the ITE *Trip Generation* manual.

The analysis was also revised to address comments raised in your May 1, 2001 letter to Barbara Shields at the City of Oregon City, as well as the April 27, 2001 letter from Sonya

Union Station, Suite 206 • 800 NW 6th Avenue • Portland, OR 97209 • Phone 503.24
John Replinger, PE June 1, 2001 Page 2 of 17

DRAFT

Kazen at ODOT, and the April 26, 2001 memorandum from Kathleen Freitag at ODOT. These revisions, as well as the additions noted above, are described in detail in this report. *Transportation Demand Management Plan*

In cooperation with the Oregon City School District and Milstead and Associates, we have prepared a Transportation Demand Management Plan (TDM). This plan is attached to this report under separate cover. As a brief summary, the TDM plan identifies a variety of measures that will be employed to encourage use of alternative modes of transportation and/or the reduction of site trips during the critical peak hours. Two sets of TDM measures are identified, one designed for students and a second for school staff. An implementation plan is also described.

Given the amount of time and energy spent on developing the TDM plan, I will not attempt to replicate the plan in this letter. Please refer to the attached document for a detailed analysis of the School District's plan for Transportation Demand Management.

Pedestrian, Bicycle, & Transit Facilities & the Transportation Planning Rule

Pedestrian and bicycle facilities are planned for construction throughout the campus, as well as along virtually all public roadways that border the site. Sidewalks and bike lanes will be constructed on at least one side of the road in the following locations surrounding the site:

- The entire site frontage to Beavercreek Road
- The site frontage to the Meyers Road extension, or whatever portion of Meyers Road is built in conjunction with the school
- The site frontage along Glen Oak Road and at the future intersection of the north/south collector road.
- The north/south collector road between Glen Oak Road and the Meyers Road extension.

In addition to these locations surrounding the campus, a network of pedestrian pathways will be constructed throughout the campus. Please refer to the latest site plan for specific locations of these facilities. Also, pedestrian and bicycle facilities will be provided along the emergency access between Clackamas Community College and the new campus. As described in detail in the TDM plan, this will serve as a critical link between campuses and also as con-

John Replinger, PE June 1, 2001 Page 3 of 17



venient access to the variety of Tri-Met bus routes available at the college. The TDM plan provides more details on transit availability for both students and staff.

To quote your May 1, 2001 letter to Barbara Shields, the Transportation Planning Rule (TPR) "specifically mentions the need for on-site facilities 'which accommodate safe and convenient pedestrian access from within new subdivisions, multi-family developments, ...and two (*sic*) neighborhood activity centers within one-half mile of the development.'" The majority of residential areas within one-half mile of the site are located along Glen Oak Road to the south. By purchasing and developing the parcel in the southwest corner of the site (previously known as the "Hess Property"), the School District is providing a critical link for pedestrians and bicycle traffic to and from the residential areas to the south. Without access through this parcel, students would have been forced to use Beavercreek Road to reach Glen Oak Road, which would be a much more circuitous and potentially more dangerous route.

On-Site Traffic Operations Plan

There have been questions raised regarding the intended operation of two gates shown on a previously submitted site plan. The first gate is located on the private roadway immediately north of the future intersection of the Meyers Road extension and the north/south collector road. For security reasons, this gate will remain closed the majority of the time. The gate will be open however, during peak traffic periods such as during the morning peak hour before school begins, and for several hours in the afternoon from school release until after the evening peak hour for adjacent street traffic (approximately 6:00 PM). The gate will be open during these periods to ensure the critical access to Glen Oak Road when school traffic is highest. Also, the gate will be opened during special school events that are expected to generate a significant amount of traffic.

The second gate location is at the emergency vehicle access between the college and the high school campuses. This access will be gated in such a manner that general vehicular traffic will not be allowed, but pedestrians and bicycles will be free to pass at all times. Emergency vehicles, and possibly maintenance vehicles, will use the access only when necessary.

Concern has also been raised regarding on-site circulation and its potential impacts to adjacent streets, should a significant amount of congestion occur on-site. The site will have direct access to Beavercreek Road in one location, direct access to the Meyers Road extension in two locations, and direct access to the north/south collector road in two locations. The

John Replinger, PE June 1, 2001 Page 4 of 17



Meyers Road extension and the north/south collector road will be public roadways and will be constructed to applicable Oregon City and Clackamas County design standards.

The access that has the largest potential for on-site congestion is the northern driveway, which accesses Beavercreek Road. This access is planned to be limited to right-turn in and right-turn out movements only by means of a "porkchop" in the driveway. This method of restricting movements was requested by Joe Marek at Clackamas County. The driveway is being designed so that a southbound right-turn lane can be constructed on Beavercreek Road without extending off the public right-of-way north of the site. The specific design of the driveway is currently being developed by Compass Engineering in conjunction with Clackamas County. It is the intention of the School District to provide an access that will be safe and free of congestion which could impact Beavercreek Road. It is my understanding that Compass Engineering is working with Joe Marek to achieve a design that is satisfactory to both parties.

All other site accesses are standard designs with sufficient driveway throat depths. Onsite congestion is not expected at any of the other site access locations.

School Access During Construction

The existing Moss Campus will remain operational as a freshman campus during the construction of the new facilities. For the first phase of construction, the current access will remain. During the second phase of construction it will be necessary to close the existing driveway. When this takes place, a temporary full-movement access to Beavercreek Road will be constructed in the approximate location of the future permanent north driveway location. This will be a simple relocation of the current access while the second phase of construction takes place. The temporary access will have the same traffic loading as the current access since the site will not serve the entire high school population in the School District until construction is completed and both permanent accesses to Beavercreek Road (the north driveway and the Meyers Road intersection) are in place.

When the temporary access to Beavercreek Road is constructed, it should be ensured that adequate sight distance is available. With the posted speed of 50 mph on Beavercreek Road, sight distance of at least 500 feet should be available in both directions at the access location.

John Replinger, PE June 1, 2001 Page 5 of 17

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Trip Generation

As requested, driveway counts were made at the existing Moss Campus access during all three peak hours examined (morning, afternoon school release, and evening). This was done to verify the applicability of the trip rates in the ITE *Trip Generation* manual. When the counts were done at the school driveway, approximately 620 students were enrolled. The counts show a total combined hourly volume of 307, 187, and 78 vehicles during the morning peak hour, afternoon school peak hour, and evening peak hour, respectively. This results in trip rates of 0.50, .030, and 0.13 trips per student.

The average trip rates given in the manual, and used in the original report, are 0.46, 0.30, and 0.15 during the morning peak hour, afternoon peak of the generator, and evening peak hour, respectively. These trip rates are surprisingly close to the rates measured at the Moss Campus driveway.

It may seem that the Moss Campus should have trip generation rates lower than the manual since it is a freshman campus, and the majority of students do not drive. The rates are actually affected by students that attend the Jackson Campus. Classes are held at the Moss Campus for older students at the Jackson Campus, some of which provide their own transportation to Moss. Therefore the rates calculated based on 620 students (the number of *freshman* students enrolled) actually include a significant amount of traffic from students that are not enrolled at that campus. Given the location and access at the Jackson Campus, measuring the trip generation at that school would be exceedingly difficult, if not impossible due to the large amount of surrounding on-street parking. In any event, based on the data gathered at the Moss driveway, it can reasonably be assumed that the rates in the *Trip Generation* manual are a sufficient estimation of school traffic upon completion of the new campus.

Since the completion of the original traffic impact study, the School District has taken a more aggressive stance on encouraging alternative modes of transportation or off-peak trips to and from the school. This view is reflected in the attached TDM plan. To reflect the expected reduction in peak-hour travel resulting from the implementation of the TDM, the trip generation of the school was conservatively reduced by 10 percent during each of the three analysis periods. It is also important to note that the original study, as well as this update, examined the impacts of the school not on opening day, but at full capacity of 2,400 students. When the campus opens, the actual enrollment is expected to be somewhat less.

John Replinger, PE June 1, 2001 Page 6 of 17

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As explained in the original report, the site trips were calculated and assigned to the off-site study area intersections based on an enrollment of 1,845 students. This is the difference between the 555 students enrolled at the Moss Campus in the fall of 2000, when the majority of the traffic counts were made and the full capacity of 2,400 students. To ensure a worst-case analysis, the 1,845 enrollment was also applied to the intersections that were recently counted, despite the current 620-student enrollment at the Moss Campus.

According to the latest trip generation calculations with the ten-percent TDM reduction applied, the school at full capacity is expected to generate 994 trips during the morning peak hour. The afternoon peak hour of the school is expected to result in 648 trips, and 324 trips are expected during the evening peak hour. A summary of the trip generation calculations is shown on the following page. Detailed trip generation calculations are included in the appendix to this report.

John Replinger, PE June 1, 2001 Page 7 of 17

Oregon City High School - May 2001 Revision									
	Entering <u>Trips</u>	Exiting Trips	Total Trips						
2,400 Students*									
AM Peak Hour	696	298	994						
PM School Peak Hour	201	447	648						
PM Peak Hour	130	194	324						
Weekday	1,933	1,933	3,866						
1,845 Students*									
AM Peak Hour	535	229	764						
PM School Peak Hour	155	344	499						
PM Peak Hour	100	149	249						
Weekday	1,486	1,486	2,973						

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Trip Distribution & Assignment

The trip distribution pattern used in the original report was maintained in the revised analysis, however the potential completion of the Meyers Road extension was accounted for. The School District would prefer to participate in the completion of the Meyers Road extension since this project will directly serve school traffic and will also provide an additional roadway that has been identified as a need in the recently adopted Transportation System Plan (TSP). However, there has been some doubt as to whether or not that project could be completed in a timely manner. In order to quantify the school's impact in either case, all analyses in this revision have been done both with and without the Meyers Road extension in place.

John Replinger, PE June 1, 2001 Page 8 of 17

The intersections along Beavercreek Road are not expected to be influenced significantly by the completion of the extension, but the impacts to the intersections of Meyers Road and Glen Oak Road with Highway 213 will vary greatly. These impacts are addressed later in the *Revised Operational Analysis* section of this report. If the Meyers Road extension is completed, it is expected that a portion of the background traffic volumes at the intersection of Glen Oak Road and Highway 213 will use the Meyers Road extension and the north/south collector roadway to reach Glen Oak Road. It was assumed that 25 percent of the traffic to and from the north at the intersection of Glen Oak Road and Highway 213 would use the Meyers Road extension.

A complete set of traffic flow diagrams are included in the technical appendix. These diagrams include a revised vicinity map, existing volumes for all three analysis periods, 2003 background traffic volumes, site trip distributions and assignments, redistributed trips from the Jackson Campus (as explained in the original report), and the total traffic volumes with the school in place, both with and without the Meyers Road extension.

Revised Operational Analysis

The majority of the capacity analysis was revised to reflect the additional analysis period and site trip generation. Also, all intersections under ODOT jurisdiction were analyzed with respect to both level of service and volume-to-capacity (v/c) ratios. The level of service and delay are reported strictly for informational purposes for the City and Clackamas County. ODOT bases intersection performance solely on v/c ratios for both signalized and unsignalized intersections. The v/c ratios reported are two-hour ratios, calculated as prescribed by the 1999 *Oregon Highway Plan* (OHP). As stated by Kathleen Freitag in her April 26, 2001 memorandum, ODOT's v/c standard for Highway 213 in the study area is 0.99. Detailed calculations are shown in the appendix for the capacity analyses as well as the two-hour v/c calculations.

The revised operational analysis includes, where applicable, queuing calculations, leftturn lane warrants, right-turn or deceleration lane considerations, traffic signal warrants, and a capacity analysis. The study area intersections will be examined individually, then a comprehensive summary of the capacity analysis will be provided at the end of the section.

John Replinger, PE June 1, 2001 Page 9 of 17

-- Highway 213 at Beavercreek Road --

The intersection of Highway 213 at Beavercreek Road is currently operating acceptably according to ODOT standards during the morning and afternoon school peak periods, but is operating in excess of ODOT's v/c standard during the evening peak period. As explained in the previous report, an improvement project is planned for this intersection in 2003 that will add a considerable amount of capacity. With the improvements in place in 2003 the intersection will operate acceptably during all peak hours. The addition of school traffic will increase the v/c ratios slightly, but the intersection will still continue to operate well within ODOT standards with the new campus in place. Other than the planned improvements, no mitigations are recommended at this intersection.

-- Beavercreek Road at Glen Oak Road --

The intersection of Beavercreek Road at Glen Oak Road is currently operating at level of service C during the morning and afternoon school peak hours. The intersection is operating at level of service D during the evening peak hour. These levels of service refer to traffic turning left from Glen Oak Road, since this movement experiences the longest delays. By 2003 the intersection will operate at level of service D during the morning and evening peak hours and at level of service C during the afternoon school peak hour. The addition of traffic from the new school will not alter these levels of service. Since the school is not expected to add traffic to Glen Oak Road at the intersection, the impacts are insignificant. No mitigations are recommended at this intersection.

-- Highway 213 at Glen Oak Road --

The intersection of Highway 213 and Glen Oak Road is currently operating at level of service F during all three peak hours examined. This intersection is under the jurisdiction of ODOT however, and is not subject to examination using delay and level of service. The v/c ratios range from 0.46 to 0.52, which are well within ODOT's acceptable limits. The level of service and v/c ratios refer to traffic exiting the minor streets, since these movements must yield right-of-way to traffic on Highway 213. The intersection will still operate acceptably by ODOT standards for 2003 background traffic conditions, with a maximum v/c of 0.87. It is also important to note that these v/c ratios are peak-hour quantities. If a two-hour v/c was calculated in accordance with the OHP, they values would be even lower.

John Replinger, PE June 1, 2001 Page 10 of 17

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If the Meyers Road extension is completed, the operation of the intersection of Highway 213 and Glen Oak Road would actually *improve*, even with the addition of traffic from the new school operating at full capacity. This is because the vast majority of school traffic to and from the west would use Meyers Road, and a portion of the Glen Oak background traffic is expected to divert to the new extension and north/south collector road. With the school and the Meyers Road extension in place, the maximum v/c ratio at the intersection of Highway 213 and Glen Oak Road would be 0.72.

If the Meyers Road extension is not completed, the school's impact to the intersection will be significant. Without the extension, a substantial amount of school traffic will be added to the intersection and the v/c ratios would exceed ODOT's standards during all three peak hours. As shown in the previous report, traffic signal warrants would be satisfied under these conditions. If the intersection were signalized and Glen Oak Road was widened in the vicinity of the highway to allow for two westbound approach lanes, the intersection would operate at favorable levels of service and a maximum two-hour v/c ratio of 0.89.

As discussed in the original traffic impact study, the southbound left-turn lane on Highway 213 at Glen Oak Road currently has approximately 150 feet of vehicle storage space. If the Meyers Road extension is not constructed, the school will add a significant volume of southbound left-turning traffic. With the school in place and without the Meyers extension, approximately 250 feet of queue storage will be needed. This storage length is expected to be sufficient as either a signalized or unsignalized intersection.

-- Highway 213 at Meyers Road --

The intersection of Highway 213 at Meyers Road is under the jurisdiction of ODOT and is currently operating at a maximum two-hour v/c ratio of 0.80. For background traffic this will increase to 0.85. If Meyers Road is extended and a fourth leg is created at the intersection, it will operate at a two-hour v/c of 1.01 during the morning peak hour. This is due primarily to the heavy northbound through traffic volume in the morning that is limited to one lane. North of the Meyers Road intersection the highway widens to accommodate two northbound lanes. Under the current "T" shaped intersection configuration, northbound through traffic only gets a red indication during the signal phase for exiting Meyers Road traffic. With a fourth leg added to the intersection, the signal was assumed to have an eight-phase configuration, which does not allow sufficient green time for northbound traffic with a single lane. For this reason, the Highway must be widened to accommodate a second northbound through



John Replinger, PE June 1, 2001 Page 11 of 17

DRAFT

lane when the fourth leg of the intersection is constructed. With two northbound lanes, the 95^{th} percentile queue length for northbound traffic during the morning peak hour when the flow is heaviest would be approximately 350 feet. With the highway widened for two northbound through lanes, the extension constructed to form a fourth leg to the intersection, and the new high school in place, the intersection would operate at a maximum two-hour v/c ratio of 0.83.

If the Meyers Road extension is not completed, the intersection would operate at a maximum two-hour v/c ratio of 0.85 with its current configuration. No mitigations are recommended at this intersection if the extension is not constructed.

-- Beavercreek Road at the North School Driveway --

As explained previously, this access to Beavercreek Road is planned to be restricted to right-turn in and right-turn out movements only. Previous analyses have shown that a southbound right-turn/deceleration lane will be needed on Beavercreek Road at this intersection with the school in place. With the previously identified right-turn lane in place, the access will operate at levels of service A, B, and C during the morning peak hour, afternoon school peak hour, and evening peak hour, respectively. These levels of service refer to right-turning traffic exiting the school.

Beavercreek Road is tangent and relatively level in the vicinity of the driveway, but a sight distance of at least 500 feet (ten times the posted speed on Beavercreek Road) should be made available looking north from the driveway.

-- Beavercreek Road at Meyers Road extension --

Whether or not Meyers Road is extended the entire length from Beavercreek Road to Highway 213, the portion of the roadway between the main school entrance and Beavercreek Road will be constructed. Therefore, for the purposes of this report, the new roadway at this intersection is referred to as the "Meyers Road extension" even if it is not connected to Highway 213 in the near future.

The previous traffic impact study has indicated that a traffic signal will be warranted at this location. The School District has indicated that the signal is an import feature to ensure safe ingress and egress to the site, as well as offer protection for pedestrian traffic. Clackamas County staff had shown concern that the traffic signal would only be warranted a few hours of

John Replinger, PE June 1, 2001 Page 12 of 17

DRAFT

the day, before and after school. Additional information from the School District was supplied and the County has indicated that a signal at this location will be acceptable. Since Beavercreek Road is under Clackamas County jurisdiction, the ultimate decision on allowing a traffic signal rests solely with the County.

However, this revised analysis includes the afternoon peak hour of the school, which was not originally addressed. Traffic volumes on the Meyers extension are higher during the afternoon peak than during the evening peak hour, and volumes on Beavercreek Road are only slightly lower during the afternoon peak. A revised traffic signal warrant analysis shows that the *Peak Hour Warrant* will be satisfied during all three peak hours examined and the *Interruption of Continuous Traffic* warrant will also be satisfied.

Previous analysis has shown the need for a northbound left-turn lane on Beavercreek Road at this intersection. With a traffic signal in place, a left-turn lane with approximately 150 feet of vehicle storage will be required. The School District is also dedicating a significant width of right-of-way along its Beavercreek Road frontage. The County is planning for an ultimate five-lane section on Beavercreek Road. Until the road is widened to the east, the new curb lane in front of the school site will serve as a southbound right-turn lane at the Meyers Road intersection.

With the traffic signal, the northbound left-turn lane, and the southbound right-turn lane in place, the intersection will operate at level of service B during all three peak hours examined.

The following two pages show a comprehensive summary of the revised capacity analysis at all intersections. Detailed calculations are given in the technical appendix to this report.

John Replinger, PE June 1, 2001 Page 13 of 17

CAPACITY ANALYSIS SUMMARY Oregon City High School - May 2001 Revision Table 1 of 2 AM Peak Hour Afternoon Peak Hour PM Peak Hour LOS Delav LOS v/c Delay v/c LOS Delay v/c Hwy 213 at Beavercreek Rd **Existing Conditions** Е 56 0.92 F 89 0.97 F 91 1.12 2003 Background* D 40 0.75 D 42 0.75 D 43 0.82 D 43 0.78 BG + Project, w/ Meyers Rd* 41 0.75 D D 44 0.84 BG + Project, w/o Meyers Rd* - No Change -- No Change -- No Change -Beavercreek Rd at Glen Oak Rd С С 24 17 D 29 **Existing Conditions** _ С 2003 Background D 28 18 D 34 _ _ С 27 19 D BG + Project, w/ Meyers Rd D -_ 31 BG + Project, w/o Meyers Rd - No Change -- No Change -- No Change -Highway 213 at Glen Oak Rd F F F 274 0.52 **Existing Conditions** 137 0.46 168 0.46 F 288 0.76 F 249 F 522 0.87 0.62 2003 Background F 196 0.59 F 205 F 0.72 BG + Project, w/ Meyers Rd 0.55 405 BG + Project, w/o Meyers Rd F 800 +5.50 F 718 1.29 F 792 1.18 35 0.84 19 0.76 0.89 BG + Project, w/o Meyers Rd** D B С 26 * With planned improvements in place ****** Signalized intersection LOS = Level of serviceDelay = Average delay per vehicle in secondsv/c = volume-to-capacity ratio

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John Replinger, PE June 1, 2001 Page 14 of 17

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CAP	ACIT	Y ANA	LYSIS	S SUM	MARY	7	<u></u>	<u></u> -				
Oregon City High School - May 2001 Revision												
Table 2 of 2												
	AM Peak Hour			Afternoon Peak Hour			PM Peak Hour					
	LOS	Delay	v/c	LOS	Delay	v/c	LOS	Delay	v/c			
Hwy 213 at Meyers Road		<u>-</u>	—			<u> </u>	<u></u>					
Existing Conditions	С	27	0.80	в	18	0.48	С	25	0.73			
2003 Background	C	33	0.85	В	19	0.51	С	27	0.76			
BG + Project, w/ Meyers Rd	F	85	1.01	-	-	_	-	-	-			
BG + Project, w/ Meyers Rd*	С	33	0.66	С	28	0.60	D	42	0.83			
BG + Project, w/o Meyers Rd	D	37	0.85	С	22	0.57	С	30	0.81			
Beavercreek Rd at North Driveway												
BG + Project, w/ Meyers Rd	Ă	9	-	В	13	-	С	16	-			
BG + Project, w/o Meyers Rd	- No Change -		- No Change -		- No Change -							
Beavercreek Rd at Meyers Rd Extension**												
BG + Project, w/ Meyers Rd	В	14	0.56	В	18	0.58	в	16	0.63			
BG + Project, w/o Meyers Rd	- No Change -			- No Change -			- No Change -					
 * With 2 northbound through lanes on Hwy 213 ** Signalized intersection LOS = Level of service Delay = Average delay per vehicle in seconds v/c = volume-to-capacity ratio 												



John Replinger, PE June 1, 2001 Page 15 of 17

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Other School Activities

Concerns have been raised that events held at the school could cause a significant impact to traffic operations in the project study area. Specifically, it was requested that the School District define a "design event" which addresses the school's impacts during the largest regularly conducted event. The School District has indicated that this would most likely be a basketball game, which could attract as many as 2,400 attendees. Football games, another large attraction, will continue to be held at the Jackson campus. It was suggested that an event at the new theater may need to be addressed, but due to its size in comparison with the gymnasium, it will not generate the attendance, and therefore the traffic volume, of typical basketball games.

Basketball games are typically conducted with the JV game beginning at approximately 6:00 PM. The varsity game begins after JV, normally at about 7:30 PM. Attendance at the varsity games is much higher than JV. Because of this scheduling, traffic arriving for the games is spread between approximately 5:45 and 7:30 PM. The largest volume of arriving vehicles would be between 7:00 and 7:30. The end of the varsity game varies, but usually occurs by 9:30 PM. At this time there is expected to be a significant volume of traffic exiting the school.

The evening peak hour of adjacent street traffic, which is typically the critical peak hour, ends at approximately 5:45 PM. Since the JV basketball games will not begin until 6:00 and are not as well attended as the later varsity games, traffic arriving for these games will not have a significant impact. Between 7:00 and 7:30 PM when the bulk of traffic is arriving at the school, traffic on the adjacent roadways is much lighter, and no capacity problems are expected. The largest volume of site traffic will occur after the varsity game at approximately 9:30 PM. It is reasonable to expect some on-site congestion when these events let out, but it is important to note that all congestion will be on-site and will not impact the operation of adjacent public streets since entering traffic will be minimal. Traffic volumes on nearby roadways such as Highway 213 and Beavercreek Road are very light at 9:30 PM, so the large volume of traffic leaving the school will easily be accommodated. Also, the actuated traffic signal at the Meyers Road extension will help serve exiting vehicles by allowing large platoons of vehicles to exit the site when conflicting through volumes on Beavercreek Road are light.

John Replinger, PE June 1, 2001 Page 16 of 17

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Year 2018 Conditions

The 2018 traffic volumes on Glen Oak Road shown in the original report were questioned for accuracy. To verify these volumes, additional information was obtained from Kittelson and Associates, who prepared the recently adopted TSP for the City of Oregon City. The transportation system model development for the TSP is most likely the most accurate source of forecast traffic volumes for this area. The new information received shows 2018 volumes at the east end of Glen Oak Road that are nearly identical to those shown in our original report. The volumes at the west end of Glen Oak were indeed under-reported. The difference in volume was not significant enough to change for findings of the analysis however, since our original report agreed with the findings of the TSP. The TSP shows that two through traffic lanes will be needed in each direction on Highway 213 at Glen Oak Road.

The TSP identifies the need for the Meyers Road extension, and the 2018 analysis done for that plan should reflect conditions with this link in place. As shown in the original report, the trip generation of the proposed school is not significantly different than other developments that could be constructed on this large property. The 2018 analysis in the TSP provides a suitable long term analysis at other study area intersections.

Summary

The extension of Meyers Road from Highway 213 to Beavercreek Road is the School District's preferred option. If this project is completed in the near-term, the following improvements will be needed:

- Construct a fourth leg to the existing intersection of Highway 213 and Meyers Road and modify the existing traffic signal to accommodate the fourth leg.
- Widen Highway 213 to accommodate a second northbound through lane. The lane should extend approximately 350 feet south of Meyers Road.

If Meyers Road is not extended, the school's impact to the intersection of Highway 213 and Glen Oak Road will be significant. The following improvements will be needed:

• Install a traffic signal at Highway 213 and Glen Oak Road.



John Replinger, PE June 1, 2001 Page 17 of 17

• Widen Glen Oak Road at its approach to the highway to accommodate two approach lanes, most likely configured as a shared through and left-turn lane and an exclusive right-turn lane.

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• Extend the existing southbound left-turn lane on Highway 213 to allow approximately 250 feet of vehicle storage.

The following improvements should be provided prior to the opening of the school and are not dependent on the completion of the Meyers Road extension between Beavercreek Road and Highway 213.

- A southbound right-turn lane should be provided at the north school driveway to Beavercreek Road.
- At the intersection of the Meyers Road extension and Beavercreek Road a traffic signal should be installed prior to the new school opening. A northbound left-turn lane with approximately 150 feet of vehicle storage should be provided. The new curb lane along the site frontage to Beavercreek Road should serve as a southbound right-turn lane at Meyers Road until Beavercreek Road is widened to its ultimate five-lane section.

Together with previous analyses submit for this project, this revised analysis should address all concerns raised by yourself, the City of Oregon City, ODOT, and Clackamas County. If there are any questions regarding this new information, please do not hesitate to call.

Yours truly,

Todd E. Mobley, EIT Senior Transportation Analyst

- attachments: Transportation Demand Management Plan Technical Appendix
- cc: Barry Rotrock, Oregon City School District (with attachments) Jeff Houle, Milstead and Associates (with attachments)



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OREGON CITY HIGH SCHOOL

Transportation Demand Management Plan

Introduction

The need for an expanded and centralized high school campus was identified by the School District. The existing Moss Campus was selected as the new school site after a considerable amount of analysis and public involvement. The Moss Campus is an attractive location because the District will be able to make use of an existing building rather than shoulder the burden and expense of acquiring land for a new site and constructing a new facility. The most important reason the site was chosen is the close proximity to Clackamas Community College. Some high school students currently attend classes at the college, and the potential for sharing of facilities would be significant with the schools located near each other.

Currently high school students in Oregon City are split, with the Freshman class at the Moss Campus and the remaining students at the Jackson Campus near downtown Oregon City. Many classes for Jackson students are held at the Moss Campus and students either provide their own transportation between the two schools, or they are bused. Also, as previously stated, some classes are also held at the college, which necessitates additional vehicle trips between campuses.

With the new campus completed, all students will be at one location and the current student traffic between the campuses will be eliminated. In addition, convenient pedestrian and bicycle facilities will be in place between the college campus and the new high school. This will reduce current vehicular trips between the high school and the college as well as offer the potential for even more sharing of academic facilities between the schools. Also, the favorable Tri-Met service to the college will offer increased transportation options for both students and staff at the new high school.

The Transportation Demand Management Plan is focused on the two most significant groups that will contribute to the school's traffic impacts: the students and the staff. The needs of each group are not the same, and accordingly, each has been targeted with a group of measured aimed at reducing the number of vehicular trips to the school, or the timing of the trips to reduce impacts during the critical morning and evening peak hours.



Demand Management Measures for Students

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The Oregon City School District presently offers outstanding alternative means of transportation to and from the school. Bus service is available to all students in the District, except those residing within an approximate one-mile radius of the site. Also, over 50 percent of the student population is under the age of 16 and therefore must seek alternative means of transportation to and from school. Students driving separate vehicles to school are possibly the largest contribution to peak-hour traffic impacts. A successful Transportation Demand Management (TDM) Plan will identify and implement measures that encourage driving-age students to use the alternative transportation resources that will be available to them. TDM measures that the School District is planning to implement for students are described below.

- 1. Classes that begin both before and after the regular start of the school day are currently available to high school students and will continue to be available at the new campus. Currently 65 students at the Moss Campus and 255 students at the Jackson Campus attend an early class. Thirty students attend a late class at the Moss Campus, and 35 students attend a late class at the Jackson Campus. This serves to reduce the school's peak hour trip generation by allowing some trips to occur either before or after the typical school peaks.
- 2. Events planned at the school such as theater performances and sporting events will be scheduled during off-peak times so that school impacts during critical adjacent street peak hours are minimized.
- 3. Carpooling will be encouraged by reserving preferred parking spaces for carpools of two or more students. Also, reserved parking will be available for honor students and for drivers of electric or natural gas hybrid vehicles.
- 4. The District currently charges students for reserved parking stalls. Additional incentive to use other modes of transportation would be provided by offering a reduced, or possibly complementary parking for carpools. Also, higher rates could be charged to students that will drive to school as a single occupancy vehicle.
- 5. Bicycle and pedestrian facilities will be available throughout the new campus. The pedestrian and bicycle route between Clackamas Community College and the high school will be a very important link. This connection will enable high school students taking classes at the college to walk between campuses, rather than adding vehicle trips to the nearby roadways. Also, Tri-Met offers favorable transit service to the college. High school students will be able to take advantage of this service if public transportation is faster or more convenient than riding the school bus.
- 6. Tri-Met transit passes will be made available to students at a reduced rate, so that students that would be well served by transit will be encourage to ride the bus.





- 7. Bicycle racks will be located at strategic and convenient locations throughout the campus to make bicycling an attractive option. If possible, students who ride to school could receive a "student discount" at participating bike shops.
- 8. The benefits of utilizing alternative modes of transportation will be part of required curriculum in health and science classes. As part of this curriculum, students would be asked to provide input on what type of programs or services would best serve their needs for using alternative modes.

Demand Management Measures for Staff

While the student populations contributes the most to traffic impacts, school staff is also an important factor. Several TDM measures planned for staff are described below:

- 1. The District currently uses a centralized courier service to minimize trips made by individuals delivering materials between schools or to the Post Office. This service will continue with the new campus completed. Current employees of the District have indicated that the courier service makes a significant reduction in trips by staff.
- 2. Similar to the plan for students, preferred parking spaces will be made available for staff. To qualify for the preferred parking, carpools must have two or more members.
- 3. Teleconferencing facilities are planned for the library of the new campus. These facilities will allow interactive video conferencing that can be used by staff in lieu of traveling outside the area. These facilities could also be available to students for instructional purposes.
- 4. Tri-Met passes will also be offered to staff at a reduced rate. Since school bus service is not available to staff, the convenience of the transit center at Clackamas Community College and the pedestrian connection to the new campus could be an attractive option for employees.



OREGON CITY HIGH SCHOOL Transportation Demand Management Plan

Implementation

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The TDM measures explained above that are currently offered will continue to be offered at the new campus. Implementation of new programs will be the responsibility of the School District when the new campus opens. The TDM program will be the part-time responsibility of a faculty member, who will oversee the coordination of the TDM plan. The School District currently assess the need for additional bus service on a yearly basis. As part of that assessment, the TDM measures in use will be revisited and examined for effectiveness. The TDM measures should be changed or altered to best suit the needs of the students and staff.



DAVID EVANS AND ASSOCIATES, INC

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June 4, 2001

2828 SW Corbest Avenue Portland, Oregon, 97201 Tel: 503.223.6663 Fax: 503.223.2701

Ms. Barbara Shields Planning Department City of Oregon City PO Box 3040 Oregon City, OR 97045

SUBJECT: REVIEW OF SUPPLEMENTAL TRAFFIC IMPACT STUDY OREGON CITY HIGH SCHOOL – CU 01-01 & VR 01-01

Dear Ms. Shields:

In response to your request, David Evans and Associates, Inc. has reviewed the supplemental materials relating to the traffic impact study (TIS) submitted for the Oregon City High School in the City of Oregon City. The supplemental materials for the TIS were included in a May 29, 2001 letter addressed to me and prepared by Todd Mobley of Lancaster Engineering. These supplemental materials address most of the issues raised by me in my letter of May 1, 2001, in Sonya Kazen's April 27, 2001 letter, and in the April 26, 2001 memorandum from Kathleen Freitag.

Mr. Mobley's May 29 letter supplements the original TIS and the following letters: a November 2, 2000 letter to Marc Bevens; an April 16, 2001 letter to Jeff Houle; and an April 25, 2001 letter to Jeff Houle. Please note that the "Technical Appendices" referred to by Mr. Mobley have not been provided as of this date. My acceptance of Mr. Mobley's conclusions and summary are dependent on my review of the information contained in the technical appendices.

With the addition of the new information, the applicant has adequately addressed transportation impacts necessary for the City to prepare conditions of approval for the conditional use for the proposed high school. There appear to be some issues that may need further clarification in relation to the site plan approvals by the City at a later date.

With the submittal of the District's Draft Transportation Demand Management (TDM) Plan, many of the concerns about addressing all modes transportation have been satisfied. The City would like to continue to work with the District to see that the TDM Plan is implemented and that the results forecast by the TDM Plan can be achieved to the benefit of the City, the District, and the students and staff.

The applicant has provided additional information on trip generation at the site and validated the trip rates used in the previous analysis. I find the trip rates and trip distribution patterns are reasonable.

The applicant adequately explained the origin of the future year (2018) traffic assumptions. I remain concerned that traffic volumes in both the TSP and in this study may not reflect the volumes that are likely to occur with buildout of the residential areas to the south of Glen Oak Road. This particular traffic volume issue will need to be addressed further by the City in relation to the Meyers Road Extension. For the purposes of the conditional use for the high school, the applicant has provided sufficient justification for the year 2018 base condition.

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DAVID EVANS AND ASSOCIATES, INC.

Ms. Barbara Shields June 4, 2001 Page 2 of 3

As requested, the applicant has addressed the traffic impacts for the afternoon peak hour of the school operation.

The applicant has adequately addressed the traffic impact of "events." The discussion of the size of the design event (2400 seat capacity in the gymnasium) and the timing (evening, after the PM peak hour) provides sufficient assurance that the PM peak traffic conditions will not be significantly impacted.

The information provided by the applicant about provisions for bicycle parking, the connection with the community college, and the discussion about transit use helps to show that the District is interested in helping the City to comply with Oregon's Transportation Planning Rule.

I generally concur with the applicant's conclusion that the following are needed to resolve issues relating to the capacity of the transportation system for the new high school:

- Reconstruction of the Highway 213/Glen Oak Road/Caufield Road intersection to include realignment to a standard four-leg intersection with a traffic signal and appropriate lanes and queue storage (including extending the queue storage for southbound left turns).
- Reconstruction of the intersection of the Meyers Road Extension (a new collector/arterial road bordering the school property to the south) with Beavercreek Road, including installation of a traffic signal and provision of sufficient lanes and queue storage.
- Construction of frontage improvements on Beavercreek Road, including a southbound, right-turn lane at the north entrance.
- The construction of the Meyers Road Extension westerly from the District's property to Highway 213 (the District's preferred option) could substitute for improvements to Highway 213/Glen Oak/Caufield.

I concur with the City staff's assessment that other transportation improvements not specifically addressed by the applicant's TIS are also necessary:

- Reconstruction of a substantial portion of Glen Oak Road from Highway 213 to Beavercreek Road to include adequate lane width for substantially increased traffic and provisions for pedestrians and bicyclists.
- The construction of various frontage improvements where (1) the District's property abuts the new Meyers Road Extension alignment, (2) a north-south road along the westerly boundary of the District's property between Gien Oak Road and the Meyers Road Extension alignment, and (3) the District's property abuts Gien Oak Road.

Some other issues that may need to have additional attention for the site plan review are noted below.



DAVID EVANS AND ASSOCIATES, INC.

Ms. Barbara Shields June 4, 2001 Page 3 of 3

- 1. The applicant should address sight distance at access points, particularly at the principal site access to the Meyer Road Extension.
- 2. The applicant may need to provide additional information on siting of bicycle facilities, walkways, and access to transit stops during site plan review. Further clarification may be needed to address the need to maintain unrestricted access for bicyclists and pedestrians between the high school and the college and at other points.
- 3. The applicant needs to provide more information on the planning that the district has conducted to ensure the adequacy of its internal circulation. This is important to the city to ensure that on-site problems do not adversely impact the city's streets. If inadequate capacity is provided for traffic movements entering and exiting the site, dangerous stacking on city streets could result. These issues can be dealt with during site plan review.

In conclusion, I find that the applicant's traffic impact study meet the City's requirements and allows the City to establish appropriate conditions of approval for the conditional use part of the approval process. Some further issues can be dealt with in the site plan review. Mitigation measures including participation in major road construction will be necessary because the school will have a significant impact on the transportation system. At least two intersections will need to be signalized and some roads will need to be improved and widened to safely accommodate the major increase in transportation activity caused by the school.

If you have any questions or need any further information concerning this review, please call me at 503-223-6663.

Sincerely,

DAVID EVANS AND ASSOCIATES, INC.

Jøhn Replinger, FE Senior Transportation Engineer

JGRE:jr o:\project\o\oret0009\carrespo\CU01-01a.doc CITY OF OREGON CITY PLANNING COMMISSION 320 WARNER MILNE ROAD OREGON CITY, OREGON 97045 TEL 503- 657-0891 FAX 503657-7892

MEMO

TO: PLANNING COMMISSION

FROM: BARBARA SHIELDS

RE:

Variance 01-01 Clackamas County Map 3S-2E-09D, Tax Lots 500, 600, 1000, 1001, 1200 and 1300

ADDENDUM TO STAFF REPORT OF MAY 14, 2001

DATE: JUNE 4, 2001

At the Planning Commission hearing on May 14, 20001, the Oregon City School District, the applicant in the above mentioned case, requested a continuance of the hearing to June 11, 2001, to allow the Planning Commission to review Variance 01-01 concurrently with Conditional Use CU 01-01.

The applicant requested the following variances to the Oregon City High School Campus site plan:

- Variance request to increase the maximum height requirement for a gymnasium building from 35 feet to 56 feet;
- Variance to increase the maximum height requirement for a theater/auditorium building from 35 to 52 feet; and
- Variance to reduce the minimum number of required bicycle parking spaces from 190 spaces to 20 spaces.

CONCLUSION AND RECOMMENDATION:

Based on the analysis contained in the Staff Report of May 14, 2001, staff recommends that the Planning Commission

- Approve the requested variances to increase maximum height requirement for a gymnasium building from 35 feet to 56 feet and for a theater/auditorium building from 35 to 52 feet; and
- Deny the requested variance to reduce the minimum number of bicycle parking spaces from 190 to 20 for the subject property.

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