

## TECHNICAL MEMORANDUM

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Date: November 4, 2016 Project #: 19890.2

To: Project Management Team

Cc: Transportation System Plan Advisory Committees

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Project: City of Gladstone Transportation System Plan Update

Subject: Final Tech Memo 1: Policy Framework and Code Review (Subtask 2.3)

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### PURPOSE AND CONTENT OF MEMORANDUM

This memorandum summarizes the plans, policies, targets, and standards that are applicable to the City of Gladstone’s Transportation System Plan (TSP) update. It also includes an evaluation of Gladstone’s land use regulations for compliance with the Transportation Planning Rule (TPR)<sup>1</sup> and Metro’s Regional Transportation Functional Plan (RTFP)<sup>2</sup>.

The City’s current TSP will serve as the foundation for the update process, upon which new information obtained from system analysis and stakeholder input will be applied to address changing transportation needs through the year 2040. As new strategies for addressing transportation needs are proposed, compliance and coordination with the plans, policies, and regulations described in this document will be necessary. As proposed in Tech Memo 2, evaluation criteria that will assist in transportation project selection will be informed by the plans, policies, and regulations summarized here. The City will be adopting the TSP as an element of the Comprehensive Plan through a legislative application, and reviewed by the Planning Commission and City Council. Written findings demonstrating that the updated TSP complies with applicable criteria summarized here will be necessary to support TSP adoption.

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<sup>1</sup>Transportation Planning Rule, Section 660-012:  
[http://arcweb.sos.state.or.us/pages/rules/oars\\_600/oar\\_660/660\\_012.html](http://arcweb.sos.state.or.us/pages/rules/oars_600/oar_660/660_012.html)

<sup>2</sup> Regional Transportation Functional Plan:  
[http://www.oregonmetro.gov/sites/default/files/chap308\\_regional\\_transportation\\_functional\\_plan.pdf](http://www.oregonmetro.gov/sites/default/files/chap308_regional_transportation_functional_plan.pdf)



The following plans and policies were reviewed.

<b>State Planning Documents</b>	<b>3</b>
<i>Oregon Transportation Plan (1992, updated 1999, 2006)</i>	3
<i>1999 Oregon Highway Plan (updated 2011)</i>	6
<i>The Oregon Bicycle and Pedestrian Plan (2016)</i>	8
<i>Oregon Resilience Plan (2013)</i>	9
<i>ODOT Highway Design Manual</i>	10
<i>Access Management Rules (OAR 734-051)</i>	11
<i>Transportation Planning Rule</i>	11
<i>2015-2018 State Transportation Improvement Program (STIP)</i>	12
<b>Regional Planning Documents</b>	<b>13</b>
<i>Metro Regional Framework Plan</i>	13
<i>2040 Growth Concept</i>	14
<i>Urban Growth Management Functional Plan (UGMFP)</i>	15
<i>2014 Regional Transportation Plan and Regional Transportation Functional Plan</i>	16
<i>Metro Climate Smart Strategy</i>	19
<i>Regional High Capacity Transit System Plan, 2035 Summary Report</i>	19
<i>Metro non-single occupancy vehicle (SOV) target actions study</i>	20
<i>Metro 2014 Regional Trails and greenways</i>	22
<i>Trimet SouthEAST service enhancement plan: refined draft vision for future service (2015)</i>	24
<i>Trimet coordinated transportation plan for elderly and people with disabilities (updated 2012)</i>	25
<b>Local Planning Documents</b>	<b>25</b>
<b>TPR and RTFP Compliance</b>	<b>29</b>

For local plans and policies, see Table 4 of this memo. This table provides a list of all local plans and policy documents that were reviewed, along with a brief description of how that document is relevant to the Gladstone TSP update.

The following review will help to guide the update process by highlighting key requirements and standards and locating gaps that need to be resolved to meet the key requirements and standards.



## KEY FINDINGS

The current City of Gladstone TSP was adopted in 1995 to reflect the physical and regulatory environment during that time. This document is out of date and does not serve as an adequate policy document to guide transportation investment over the next 20 years. In addition, updates to local, region, and state policies and regulations have occurred since the TSP was adopted; the updated TSP will need to reflect and be consistent with up-to-date policies and requirements.

- The updated Oregon Highway Plan mobility policy (Policy 1F) embodies more flexibility for meeting mobility “targets” for state highways.
- Significant updates to the Oregon Bicycle and Pedestrian Plan<sup>3</sup> were adopted in 2016 and the Gladstone TSP update can benefit from new state policy.
- The Transportation Planning Rule has been updated since the last Gladstone TSP update.
- The Regional Transportation Plan and the Regional Transportation Functional Plan have been updated since the last Gladstone TSP update.
- The TSP update’s Regulatory Review found in Table 5 and Table 6 in this memorandum assesses Gladstone’s consistency with both State and regional documents and makes recommendations for policy and code language to ensure compliance.
- This TSP update will need to consider local Climate Smart Strategies that were adopted by Metro in 2014.
- There are a number of local plans that have been adopted subsequent to TSP adoption in 1995. For adopted plans that are not currently reflected in the TSP, policies, standards, and recommendations that have an impact on the transportation system will be considered for consistency as part of this TSP update. (See Table 4 in this memorandum.)

The TSP update, adopted as an element of the Comprehensive Plan, will reflect the physical and regulatory changes that have occurred since the document was last updated in 1995. The updated TSP will implement and be consistent with the State’s TPR and Metro’s RTFP, the overarching policy and regulatory documents for Gladstone’s transportation system planning.

## STATE PLANNING DOCUMENTS

### OREGON TRANSPORTATION PLAN (1992, UPDATED 1999, 2006)

The Oregon Transportation Plan (OTP) is the state’s long-range multimodal transportation plan that addresses the future transportation needs of the State of Oregon through the year 2030. The primary

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<sup>3</sup> Oregon Bicycle and Pedestrian Plan <https://www.oregon.gov/ODOT/TD/TP/Pages/bikepedplan.aspx>

function of the OTP is to establish goals, policies, strategies and initiatives that are translated into a series of modal plans, such as the Oregon Highway Plan and Oregon Bike and Pedestrian Plan. The OTP considers all modes of Oregon's transportation system, including Oregon's airports, bicycle and pedestrian facilities, highways and roadways, pipelines, ports and waterway facilities, public transportation, and railroads. It assesses state, regional, and local public and private transportation facilities. In addition, the OTP provides the framework for prioritizing transportation improvements based on varied future revenue conditions, but it does not identify specific projects for development.

The OTP provides broad policy guidance and sets seven overarching goals for the state.<sup>4</sup> Through these goals and associated policies and strategies, the OTP emphasizes:

- Maintaining and maximizing the assets in place
- Optimizing the performance of the existing system through technology
- Integrating transportation, land use, economic development and the environment
- Integrating the transportation system across jurisdictions, ownerships and modes
- Creating sustainable funding
- Investing in strategic capacity enhancements

#### Applicability to Gladstone:

Consistent with OTP policy, the TSP update will seek to enhance integration of the transportation system across modes and maximize the performance of the existing transportation system by, for example, the use of technology and system management before considering larger and costlier additions to the system. The following OTP policies and strategies are considered particularly relevant to Gladstone's TSP update and transportation planning needs.

Policy 1.2 – Equity, Efficiency and Travel Choices –Promote a transportation system with multiple travel choices that are easy to use, reliable, cost-effective and accessible to all potential users, including the transportation disadvantaged.

Strategy 1.2.1 – Develop and promote inter and intra-city public transportation by, for example, promoting frequent public transit as a method to increase ridership and decrease travel times, especially during peak travel periods and along heavily traveled highway corridors.

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<sup>4</sup> The seven goals are Goal 1 – Mobility and Accessibility; Goal 2 – Management of the System; Goal 3 – Economic Vitality; Goal 4 – Sustainability; Goal 5 – Safety and Security; Goal 6 – Funding the Transportation System; Goal 7 – Coordination, Communication, and Cooperation, Oregon Transportation Plan pages 43-72.

Policy 2.1 – Capacity and Operational Efficiency – Manage the transportation system to improve its capacity and operational efficiency for the long term benefit of people and goods movement.

Strategy 2.1.1 Promote transportation demand management and other transportation system operations techniques that reduce peak period travel and help shift traffic volumes away from the peak period and improve traffic flow.

Policy 3.2 – Moving People to Support Economic Vitality – Develop an integrated system of transportation facilities, services and information so that intrastate, interstate and international travelers can travel easily for business and recreation.

Strategy 3.2.2 – In regional and local transportation system plans, support options for traveling to employment, services and businesses. These include, but are not limited to, driving, walking, bicycling, ride-sharing, public transportation and rail.

Policy 3.3 – Downtowns and Economic Development – Provide transportation improvements to support downtowns and to coordinate transportation and economic strategies.

Strategy 3.3.1 – Coordinate private and public resources to provide transportation improvements and services to help stimulate active and vital downtowns, economic centers and main streets.

Strategy 3.3.2 – Integrate transportation planning and investments with state and local economic development strategies and plans.

Policy 4.1 – Environmentally Responsible Transportation System – Provide a transportation system that is environmentally responsible and encourages conservation and protection of natural resources.

Strategy 4.1.2 – Encourage the development and use of technologies that reduce greenhouse gases.

Policy 4.3 – Creating Communities – Increase access to goods and services and promote health by encouraging development of compact communities and neighborhoods that integrate residential, commercial and employment land uses to make shorter trips, transit, walking and bicycling feasible. Integrate features that support the use of transportation choices.

Strategy 4.3.2 – Promote safe and convenient bicycling and walking networks in communities.

- Fill in missing gaps in sidewalk and bikeway networks, especially to important community destinations such as schools, shopping areas, parks, medical facilities, and transit facilities.
- Enhance walking, bicycling, and connections to public transit through appropriate community and main street design.
- Promote facility designs that encourage walking and biking.

## 1999 OREGON HIGHWAY PLAN (UPDATED 2011)

The Oregon Highway Plan (OHP) defines policies and investment strategies for Oregon's state highway system over the next 20 years by further refining the goals and policies of the OTP. The plan contains three elements: a vision element that describes the broad goal for how the highway system should look in 20 years; a policy element that contains goals, policies, and actions to be followed by state, regional, and local jurisdictions; and a system element that includes an analysis of needs, revenues, and performance measures. One of the key goals of the OHP is to maintain and improve safe and efficient movement of people and goods, while supporting statewide, regional, and local economic growth and community livability. This goal is implemented through policies and actions that guide management and investment decisions by:

- Defining a classification system for state highways;
- Setting standards for mobility;
- Employing access management techniques;
- Supporting intermodal connections;
- Encouraging public and private partnerships;
- Addressing the relationship between the highway and land development patterns; and,
- Recognizing the responsibility to maintain and enhance environmental and scenic resources.

Significant amendments to Policy 1F (which establishes mobility standards) of the OHP were adopted at the end of 2011. Those amendments were made to address concerns that state transportation policy and requirements have led to unintended consequences and inhibited economic development. Policy 1F now provides a clearer policy framework for considering measures other than volume-to-capacity (v/c) ratios for evaluating mobility performance. Also as part of these amendments, v/c ratios established in Policy 1F were changed from being standards to "targets." These targets are to be used to determine significant effect pursuant to Transportation Planning Rule, Section – 0060.

Policy 1G of the OHP requires maintaining performance and improving safety on the highway system by improving efficiency and management on the existing roadway network before adding capacity. The state's highest priority is to preserve the functionality of the existing highway system. Tools that could be employed to improve the function of the existing highways and interchanges in Gladstone include access management, transportation demand management, traffic operations modifications, and changes to local land use designations or development regulations.

After existing system preservation, the second priority is to make minor improvements to existing highway facilities, such as adding ramp signals, or making improvements to the local street network to minimize local trips in the state facility.

The third priority of Policy 1G is to make major roadway improvements such as adding lanes to increase capacity on existing roadways.

## Applicability to Gladstone:

I-205 and OR 99E (McLoughlin Boulevard) are subject to the framework established in the OHP. I-205 is part of the National Highway System. Interstate Highways provide connections to major cities, regions of the state, and other states; a secondary function in urban areas is to provide connections for regional trips within the metropolitan area. I-205 is a major freight route where mobility is a priority. The States' management objective for I-205 is to provide for safe and efficient high-speed continuous-flow operation in urban and rural areas.

OR 99E is classified as a District Highway through Gladstone. The OHP definition is as follows:

“District Highways are facilities of county-wide significance and function largely as county and city arterials or collectors. They provide connections and links between small urbanized areas, rural centers and urban hubs, and also serve local access and traffic. The management objective is to provide for safe and efficient, moderate to high-speed continuous-flow operation in rural areas reflecting the surrounding environment and moderate to low-speed operation in urban and urbanizing areas for traffic flow and for pedestrian and bicycle movements. Inside STAs, local access is a priority. Inside Urban Business Areas, mobility is balanced with local access.”<sup>5</sup>

Per the updated mobility targets in Policy 1F, the state mobility ratio targets applicable to the state highway system in Gladstone are shown in the Table 1.<sup>6</sup> The targets are based on Metro design type designations established in the 2040 Growth Concept and apply to forecasted condition. If forecasted conditions exceed mobility ratio targets, then Policy 1G prioritizes the tools used for preserving the functionality of the highway system. A description of the 2040 Growth Concept is provided in the Regional Planning Documents section of this memo.

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<sup>5</sup> OHP Goal 1, Policy 1B identifies special highway segment designations for specific types of land use patterns to foster compact development on state highways in which the need for appropriate local access outweighs the considerations of highway mobility. There are currently no special highway segment designations within Gladstone, but the merits of such a designation may be explored during the TSP update process.

<sup>6</sup> Also Table 3.08-2 in the Regional Transportation Functional Plan.

**Table 1: Volume to Capacity Ratio Targets for State Highways within the Portland Metropolitan Region**

VOLUME TO CAPACITY RATIO TARGETS FOR STATE HIGHWAYS INSIDE METRO		
Location	Forecasted Condition Target	
	1 <sup>st</sup> hour	2 <sup>nd</sup> hour
Main Streets	1.1	.99
Corridors		
Employment Areas	.99	.99
Neighborhoods		
OR 99E (from Lincoln Street to OR 224 interchange)	1.1	.99
I-205	.99	.99

### THE OREGON BICYCLE AND PEDESTRIAN PLAN (2016)

The intent of the Oregon Bicycle and Pedestrian Plan (OBPP) is to create a policy foundation that supports decision-making for walking and biking investments, strategies, and programs that help to develop an interconnected, robust, efficient, and safe transportation system. The OBPP establishes the role of walking and biking as essential modes of travel within the context of the entire transportation system, and recognizes the benefit to the people and places in Oregon.

The OBPP provides direction for what needs to be achieved, including 20 policies and associated strategies designed to help develop, sustain, and improve walking and biking networks. It identifies nine goals based upon the broader goals of the OTP that reflect statewide values and desired accomplishments relating to walking and biking:

- Goal 1: Safety
- Goal 2: Accessibility and Connectivity
- Goal 3: Mobility and Efficiency
- Goal 4: Community and Economic Vitality
- Goal 5: Equity
- Goal 6: Health
- Goal 7: Sustainability
- Goal 8: Strategic Investment
- Goal 9: Coordination, Cooperation, and Collaboration

The OBPP also provides background information, including relevant state and federal laws, funding opportunities, and implementation strategies proposed by ODOT to improve bicycle and pedestrian transportation. It outlines the role that local jurisdictions in the implementation of the Plan, including the development of local pedestrian and bicycle plans as stand-alone documents or within TSPs.



### Applicability to Gladstone:

The policies and design guidance provided in the OBPP apply to state highway facilities in Gladstone, which include:

- I-205 (including multi-use path)
- OR 99E (McLoughlin Boulevard)

Policy and design guidance should also be considered in the TSP's local street standards and the bicycle and pedestrian system components. In addition, the bicycle and pedestrian system components of the local TSP should reflect the goals, policies, and strategies for implementation identified in the OBPP. Gladstone should work with adjacent local jurisdictions as well as regional and state agencies to help identify gaps in the regional walking and biking network and prioritize projects.

### OREGON RESILIENCE PLAN (2013)

The Oregon Resilience Plan provides policy guidance and recommendations to protect lives and keep commerce flowing during and after a Cascadia earthquake and tsunami. The current seismic integrity of Oregon's multi-modal transportation – including bridges and highways, rail, airports, water ports, and public transit systems – is assessed in the plan. For transportation facilities, the study recommends prioritization of seismic lifeline routes according to tiers with associated resilience targets. The report also identifies seismic vulnerabilities of critical facilities and resources and recommends options to improve transportation facility resiliency.

### Applicability to Gladstone:

I-205 in Gladstone is identified as part of the "Tier 1" transportation backbone system that allows access to all vulnerable regions, major population centers, and areas considered vital for rescue and recovery operations.<sup>7</sup> Resiliency targets for Tier 1 Routes are to restore minimum level of service within 1-3 days, a functional level of service within 3-7 days, and restore the facilities to 90% capacity within 1-4 weeks (see Table 2). Tier 1 Routes are considered high priority for resiliency and should be made resilient within 10 years in preparation for a catastrophic event.<sup>8</sup>

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<sup>7</sup> See Figure 5.23 –Map of Seismic Options Program: Tier 1 Routes

[http://www.oregon.gov/OMD/OEM/osspace/docs/Oregon\\_Resilience\\_Plan\\_Final.pdf](http://www.oregon.gov/OMD/OEM/osspace/docs/Oregon_Resilience_Plan_Final.pdf). This system was developed through an "interdependency effort" to select a multimodal transportation system that would provide the highest level of mobility to the largest area or to the highest population centers for the least cost.

<sup>8</sup> Oregon Resilience Plan: [http://www.oregon.gov/OMD/OEM/osspace/docs/Oregon\\_Resilience\\_Plan\\_Final.pdf](http://www.oregon.gov/OMD/OEM/osspace/docs/Oregon_Resilience_Plan_Final.pdf)

**Table 2: Regional Transportation Performance Targets**

Infrastructure Facilities	Event Occurs	0-24 Hours	1-3 Days	3-7 Days	1-4 Weeks	1-3 Months	3-6 Months	6-12 Months	1-3 Years	3+ Years
Oregon State Highway System										
State Highway Systems – Tier 1 SLR (I-205)			R	Y	G			S	X	
Roadways			R	Y	G		X			
Bridges			R	Y	G		S	X		
Landslides			R	Y	G			S	X	
State Highway Systems – Other Routes					R		Y	G	S	X
Roadways					R		Y	G	X	
Bridges					R		Y	G	S	X
Landslides					R		Y	G	S	X
Minimal: (A minimum level of service is restored, primarily for the use of emergency responders, repair crews, and vehicles transporting food and other critical supplies.)										R
Functional: (Although service is not yet restored to full capacity, it is sufficient to get the economy moving again— e.g. some truck/freight traffic can be accommodated. There may be fewer lanes in use, some weight restrictions, and lower speed limits.)										Y
Operational: (Restoration is up to 90% of capacity: A full level of service has been restored and is sufficient to allow people to commute to school and to work.)										G
ESTIMATED TIME FOR RECOVERY TO 60% OPERATIONAL GIVEN CURRENT CONDITIONS:										S
ESTIMATED TIME FOR RECOVERY TO 90% OPERATIONAL GIVEN CURRENT CONDITIONS:										X

### ODOT HIGHWAY DESIGN MANUAL

The Highway Design Manual<sup>9</sup> (HDM) provides uniform standards and procedures for ODOT and is used for all projects that are located on state highways. The HDM is in general agreement with the 2001 American Association of State Highway and Transportation Officials (AASHTO) *A Policy on Geometric Design of Highways and Streets*. Some key areas where guidance is provided are the location and design of new construction, major reconstruction, and resurfacing, restoration or rehabilitation (3R) projects. The HDM also includes standards for bike and ped facilities as well as street trees based on factors such as posted speed. Design standards for state highways are dependent on the highway’s functional classification and the project type. Chapter 6 addresses urban highway design (non-freeway), applicable to the state highways in the City of Gladstone.

<sup>9</sup> ODOT Highway Design Manual: [http://www.oregon.gov/odot/hwy/engservices/pages/hwy\\_manuals.aspx](http://www.oregon.gov/odot/hwy/engservices/pages/hwy_manuals.aspx)



### Applicability to Gladstone:

The HDM will be consulted for all projects on state highways in Gladstone to determine design requirements, including the maximum allowable v/c ratios for use in the design of highway projects. The Gladstone TSP may include design standards that vary from the HDM. A design exception process will be necessary to gain ODOT approval of standards that vary from the HDM.

## ACCESS MANAGEMENT RULES (OAR 734-051)

OAR 734-051 governs the permitting, management, and standards of approaches to state highways to ensure safe and efficient operation of the state highways. ODOT has adopted the rules to establish procedures and criteria to govern highway approaches, access control, spacing standards, medians, and restriction of turning movements in compliance with statewide planning goals, in a manner compatible with acknowledged comprehensive plans and consistent with state law and the OTP. Any new street or driveway connections, as well as any changes to existing street or driveway connections, to state roads within the TSP study boundary must be in compliance with these rules by ODOT.

### Applicability to Gladstone:

State highways in Gladstone are subject to the rules in OAR 734-051; those facilities are I-205 and OR 99E. Access management spacing standards for state highways vary depending on the classification of the highway, posted speed, average annual daily traffic (AADT) volumes, and a number of other variables. Appendix C of the OHP contains access management standards; Tables 12-20 in Appendix C establish the applicable access spacing standards for the various categories of highway facilities. Gladstone's updated TSP will articulate policy support for requiring future development to adhere to access management spacing standards for private and public approaches on statewide highways, as required by the Oregon Highway Plan and OAR 734-051.

## TRANSPORTATION PLANNING RULE

Transportation System Planning in Oregon is required by state law as one of the 19 statewide planning goals (Goal 12 - Transportation). The Transportation Planning Rule (TPR), OAR Division 12, defines how to implement Goal 12. The TPR applies at the state, regional, and local level. The TPR requires:

- The state to prepare a TSP, referred to as the Oregon Transportation Plan (OTP);
- Metropolitan planning organizations to prepare a Regional Transportation Plan (RTP) consistent with the OTP; and,
- Counties and cities to prepare local TSPs that are consistent with the OTP and RTP.

The overall purpose of the TPR is to provide and encourage a safe, convenient, and economical transportation system. The rule also implements provisions of other statewide planning goals related to transportation planning in order to plan and develop transportation facilities and services in close

coordination with urban and rural development.<sup>10</sup> The TPR directs TSPs to integrate comprehensive land use planning with transportation needs and to promote multi-modal systems that make it more convenient for people to walk, bicycle, use transit and drive less.

The TPR also requires local governments to adopt land use regulations consistent with state and federal requirements "to protect transportation facilities, corridors and sites for their identified functions (OAR 660-012-0045(2))." This policy is achieved through a variety of measures, including:

- Standards to protect future operations of roads;
- A process for coordinated review of future land use decisions affecting transportation facilities, corridors or sites;
- A process to apply conditions to development proposals to minimize impacts and protect transportation facilities, corridors or sites;
- Regulations to provide notice to ODOT of land use applications that require public hearings, involve land divisions, or affect private access to roads; and,
- Regulations assuring that amendments to land use designations, densities and design standards are consistent with the functions, capacities and performance standards of facilities identified in the TSP. (See OAR 660-012-0060.)

#### Applicability to Gladstone:

Gladstone's TSP and land use regulations must be consistent with the current TPR, which was amended most recently in January 2012. Table 6 **Error! Reference source not found.** includes summary comments from a detailed assessment of Gladstone's Municipal Code Title 17, Zoning and Development, for compliance with the TPR. These recommendations will help to ensure that the updated Gladstone TSP and Zoning and Development Code are consistent with applicable requirements established by the TPR. The updated TSP will be adopted as part of the Gladstone Comprehensive Plan.

## 2015-2018 STATE TRANSPORTATION IMPROVEMENT PROGRAM (STIP)

The Statewide Transportation Improvement Program (STIP) is Oregon's four-year transportation capital improvement program that identifies funding for, and scheduling of, transportation projects and programs. It includes projects on the federal, state, city, and county transportation systems; multimodal projects (highway, passenger rail, freight, public transit, bicycle, and pedestrian); and, projects in the National Parks, National Forests and Native American tribal lands. Oregon's STIP covers a four-year

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<sup>10</sup> Transportation Planning Rule, Section 660-012-0000

construction period, but is updated every two years in accordance with federal requirements. The program currently approved is the 2015-2018 STIP.<sup>11</sup>

#### Applicability to Gladstone:

Within the City of Gladstone, the following projects are listed in the 2015-2018 STIP:

- Trolley Trail Bridge: Gladstone to Oregon City: Feasibility study of rehabilitating the Portland Avenue Historic Trolley Bridge as an extension of the Trolley Trail a shared-use path for bicyclists and pedestrians, Key 19278, \$224,999

## REGIONAL PLANNING DOCUMENTS

### METRO REGIONAL FRAMEWORK PLAN

The Regional Framework Plan unites all of Metro's adopted land use planning policies and requirements. The plan addresses the following subjects:

- Management and amendment of the Urban Growth Boundary (UGB)
- Protection of lands outside the UGB for natural resource use and conservation, future urban expansion or other uses
- Urban design and settlement patterns
- Housing densities
- Transportation and mass transit systems
- Parks, open spaces and recreational facilities
- Water sources and storage
- Jurisdictional coordination
- Planning responsibilities mandated by state law
- Other issues of metropolitan concern

This document brings together these elements with previous regional policies, including the Regional Urban Growth Goals and Objectives, 2040 Growth Concept, Metropolitan Greenspaces Master Plan and Regional Transportation Plan to create a coordinated, integrated Regional Framework Plan.

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<sup>11</sup> [ftp://ftp.odot.state.or.us/outgoing/STIP/OnlineSTIP\\_Public.pdf](ftp://ftp.odot.state.or.us/outgoing/STIP/OnlineSTIP_Public.pdf)

### Applicability to Gladstone:

The Regional Framework Plan applies to areas within the Metro regional boundary and is implemented locally through the other Metro documents discussed below, which have more specific applicability to Gladstone.

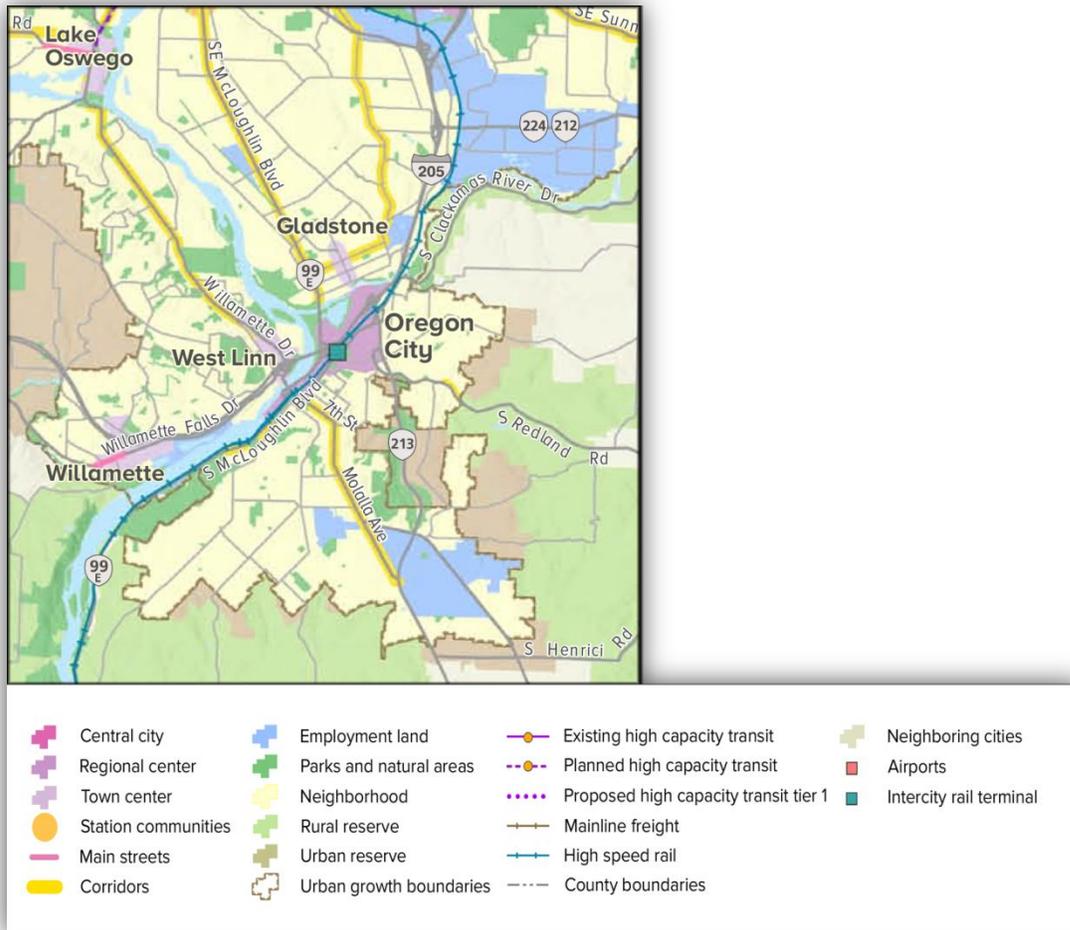
## 2040 GROWTH CONCEPT

In 1995, the Portland region adopted the 2040 Growth Concept, a long-range plan for managing growth. It is the unifying concept around which the Metro Regional Framework Plan is based. The 2040 Growth Concept contains a series of land-use building blocks for the region, called 2040 Design Types, arranged in a hierarchy that serves as a framework for prioritizing Regional Transportation Plan (RTP) investments and supports the UGB assumptions. From a transportation perspective, the 2040 Growth Concept aims to provide the best overall performance at the lowest cost of all alternative concepts evaluated. Metro's RTP incorporates the goals of the 2040 Growth Concept.

### Applicability to Gladstone:

Specific Design Type designations from the 2040 Growth Concept that apply in Gladstone include: Town Centers, Main Streets, Corridors, Employment Lands, Neighborhoods, and Parks and Natural Areas. Figure 1 shows the location of these Design Types. The specific actions required by cities to implement these design types are established in Title 6 of the Urban Growth Management Functional Plan, which is described below.

**Figure 1 Gladstone 2040 Growth Concept Design Types**



## URBAN GROWTH MANAGEMENT FUNCTIONAL PLAN (UGMFP)

Metro’s Urban Growth Management Functional Plan (UGMFP) contains the regional policies recommended and/or required for city and county comprehensive plans and implementing ordinances. The purpose of the functional plan is to implement regional goals and objectives adopted by the Metro Council as the Regional Urban Growth Goals and Objectives (RUGGO), including the Metro 2040 Growth Concept and the Regional Framework Plan.

### Applicability to Gladstone:

The UGMFP includes a wide variety of requirements that are being addressed in the City’s Comprehensive Plan update. The TSP must be coordinated with all elements of the UGMFP, which are too numerous to be listed here. Key provisions include:

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- |         |  |
|---------|--|
| Title 1 | Requirements for Housing and Employment Accommodation – coordination of the population and employment assumption used for the TSP.   |
| Title 4 | Industrial and Other Employment Areas – Protects the capacity and efficiency of the transportation system for movement of goods and services.  |
| Title 6 | Centers, Corridors, Station Communities and Main Streets – Relevant to the Gladstone TSP, Title 6 requires: adoption of a boundary for the Town Centers; analysis of regulatory barriers to mixed use, transit-supportive and pedestrian-friendly development; examination of incentives for mixed use, transit-supportive and pedestrian-friendly development; a plan to achieve the non-Single Occupancy Vehicle mode share targets; and a parking management program for Town Centers and Main Streets. Note: several of the above-listed Title 6 requirements are factors for making the City “eligible for the automatic 30 percent trip reduction credit” during the TSP’s transportation analysis in the Town Centers. The details of this provision should be explored more fully as the TSP progresses. <sup>12</sup> |

## 2014 REGIONAL TRANSPORTATION PLAN AND REGIONAL TRANSPORTATION FUNCTIONAL PLAN

The Regional Transportation Plan (RTP) provides the long-range blueprint for transportation in the Portland metro region and presents the overarching policies and goals, system concepts for all modes of travel, and strategies for funding and local implementation. The RTP has been shaped by the following desired outcomes for the region:

- Promote jobs and create wealth in the economy
- Reduce greenhouse gas emissions
- Improve safety throughout the transportation system
- Promote healthy, active living by making walking and bicycling safe and convenient
- Move freight reliably and make transportation accessible, affordable, and reliable for commuting and everyday life
- Promote vibrant communities while preserving farm and forest land

The RTP was updated in 2014; this was a limited update<sup>13</sup> and included the following:

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<sup>12</sup> Transportation and Land Use Implementation Guidance for the Portland Metropolitan Region, A handbook for local implementation of the Regional Transportation Plan and the Urban Growth Management Functional Plan, Metro, October 2011, see pages 14-18 for full description of Title 6 requirements.

<sup>13</sup> A major focus of the 2014 update was on meeting Federal Clean Air requirements and incorporating select regional initiatives, including the Regional Active Transportation Plan and Regional Safety Plan. The next RTP update, which is

- Updated Arterial and Throughway policies and design concepts, primarily intended to incorporate more active transportation (walking and biking) elements
- Added an integrated active transportation concept with ten guiding principles
- Updated Pedestrian and Bicycle policies and concepts
- Updated and added Regional Bicycle and Pedestrian Functional Classifications
- Added new design guidelines for pedestrian and bicycle facilities
- Updated project list

The RTP establishes performance targets for safety, congestion, freight reliability, climate change, active transportation, sidewalk/trail/transit infrastructure, clean air, travel, affordability, and access to daily needs (see Table 3). RTP performance targets will be used to inform project goals and objectives as well as project evaluation criteria as part of this TSP update process (see Tech Memo 2).

**Table 3: Regional Transportation Performance Targets**

Objective	Target by 2040
Safety	Reduce the number of fatal and severe injury crashes for pedestrians, bicyclists, and motor vehicle occupants each by 50% compared to 2007 - 2011 average.
Congestion	Reduce vehicle hours of delay (VHD) per person by 10 percent compared to 2010.
Freight reliability	Reduce vehicle hours of delay per truck trip by 10 percent compared to 2010.
Climate change	Reduce transportation-related greenhouse gas emissions per capita below 2010 levels.
Active transportation	Triple walking, biking and transit mode shares compared to 2010 modeled mode shares.
Basic infrastructure	Increase by 50% the miles of sidewalk, bikeways, and trails compared to the regional networks in 2010.
Clean air	Ensure zero percent population exposure to at-risk levels of air pollution.
Travel	Reduce vehicle miles traveled per person by 10 percent compared to 2010.
Affordability	Reduce the average household combined cost of housing and transportation by 25 percent compared to 2010.
Access to daily needs	Increase by 50 percent the number of essential destinations accessible within 30 minutes by bicycling and public transit for low-income, minority, senior and disabled populations compared to 2005.

The Regional Transportation Functional Plan (RTFP) directs how jurisdictions should implement the RTP through their TSP and other land use regulations. The RTFP establishes requirements for local plans in

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required to be adopted by 2018, is expected to be a more expansive effort that involves broader public discussion of plan policies and projects.



order to be consistent with the RTP.<sup>14</sup> The RTFP provides guidance on several areas including transportation design for various modal facilities, contents of system plans, regional parking management plans and amendments to comprehensive plans. The following directives specifically pertain to updating local TSPs:

- Include regional and state transportation needs identified in the RTP along with local needs.
- Ensure local needs are consistent with the RTP in terms of land use, system maps, and non-SOV modal targets.
- When developing solutions, consider a variety of strategies in the following order:
  - TSMO (Transportation System Management Operations)
  - Transit, bicycle, and pedestrian projects
  - Traffic calming
  - Land use strategies in OAR 660-012-0035(2)<sup>15</sup>
  - Connectivity, including pedestrian and bicycle facilities
  - Motor vehicle capacity projects
- Ensure parking regulations are consistent with the RTFP.

In addition, the RTFP clarifies that local jurisdictions can propose alternate performance and mobility standards if these changes are consistent with regional and statewide planning goals and can propose regional projects as part of the RTP update process.

The requirements of the RTFP have not been updated to reflect the 2014 RTP. However, Metro is expecting local TSPs that will be updated and adopted prior to 2018 (and the completion of the next RTP update) to reflect the 2014 RTP.

#### Applicability to Gladstone:

The updated Gladstone TSP's outcomes and recommendations will need to be consistent with goals, policies, and performance targets in the RTP. The plan update will be guided by the more specific implementation measures outlined in the RTFP. In addition, because the 2014 RTP updates are not reflected in the current RTFP, the planning process will need to consider the updated RTP elements and ensure they are reflected by the TSP. Metro has provided guidance on how TSPs can ensure consistency with the 2014 RTP, generally through new and revised local policy language and code amendments. Table

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<sup>14</sup> The RTFP was not updated to reflect recent changes in the 2014 RTP. This does not impact local requirements specified in the RTFP, but has resulted in some discrepancies between the RTFP checklist – included as Table 5 in this memo and which references the previous 2035 RTP - and the 2014 RTP.

<sup>15</sup> This section of the Transportation Planning Rule requires Metro area jurisdictions to evaluate land use designations, densities, and design standards to meet local and regional transportation needs.

5 includes a detailed assessment of Gladstone’s consistency with the RTFP. This assessment will include specific recommendations regarding plan and code amendments needed to align the Gladstone TSP and code with the RTFP.

## METRO CLIMATE SMART STRATEGY

The Metro Council adopted the Climate Smart Strategy in December 2014 to respond to a state mandate<sup>16</sup> to reduce per capita greenhouse gas emissions from cars and small trucks by 2035. The strategy affirms and reflects the region’s shared commitment to provide more transportation choices, keep air clean, build healthy and equitable communities and grow the economy, while at the same time reducing greenhouse gas emissions. The Climate Smart Strategy is built around ten policy areas. Policy area focus includes making transit convenient, frequent, accessible and affordable; making biking and walking safe and convenient; and, making streets and highways safe, reliable and connected. The strategy also includes a “toolbox” that lists supporting actions that can be taken by the state, Metro, cities, counties, and public agencies in the next five years to begin implementation and performance targets for progress monitoring.<sup>17</sup>

### Applicability to Gladstone:

The TSP process provides the City an opportunity to review the strategy’s Toolbox of Possible Actions, to confirm actions that continue to be supported by the City’s TSP and consider potential new actions that can be adopted locally to support regional goals.

## REGIONAL HIGH CAPACITY TRANSIT SYSTEM PLAN, 2035 SUMMARY REPORT

The Regional High Capacity Transit (HCT) System Plan is a component of the Regional Transportation Plan. The Regional HCT System Plan is designed to focus on the frequent, fast, and high capacity element of the public transit system (other transit system functions, including local bus, paratransit, streetcar, and frequent bus are included in the RTP). High capacity transit is characterized by exclusive right of way and routes with fewer stops.

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<sup>16</sup> House Bill 2001, adopted by the 2009 Legislature, directed the Land Conservation and Development Commission (LCDC) to adopt administrative rules to guide Metro and local governments in the Portland metropolitan area in the selection and implementation of a land use and transportation scenario that meets the greenhouse gas (GHG) reduction target adopted by LCDC in May 2011. Metro and Central Lane MPO are the only two Oregon MPOs required by the State to undertake scenario planning work; other MPOs in the State may voluntarily undertake a “Strategic Assessment” to evaluate what the metropolitan area may look like in the future given the area’s adopted plans. See [http://www.oregon.gov/ODOT/TD/OSTI/Pages/scenario\\_planning.aspx](http://www.oregon.gov/ODOT/TD/OSTI/Pages/scenario_planning.aspx).

<sup>17</sup> [http://www.oregonmetro.gov/sites/default/files/CSC\\_toolbox-actions2014\\_12\\_09.pdf](http://www.oregonmetro.gov/sites/default/files/CSC_toolbox-actions2014_12_09.pdf) Note that these are short-term actions; medium and longer-term actions will be identified during the next update to the Regional Transportation Plan, scheduled for 2016-18.

The Regional HCT System Plan is not intended as a review of the regional transit structure or its management, or a complete service analysis of the existing HCT system. Rather, the plan aligns HCT project advancement in a way that supports and enhances the goals of the RTP and regional 2040 Growth Concept.

### Applicability to Gladstone:

The following high capacity transit corridors that go through Gladstone are identified in the HCT System Plan:<sup>18</sup>

- Corridor 8: Clackamas Town Center to Oregon City Transit Center in the vicinity of the I-205 corridor.
- Corridor 9: Milwaukie to Oregon City Transit Center in the vicinity of McLoughlin corridor (extension)
- Corridor 28: Washington Square Transit Center to Clackamas Town Center in the vicinity of the railroad right-of-way.

The corridors are identified as a “Next phase” regional priority corridor, defined as “corridors where future HCT investment may be viable if recommended planning and policy actions are implemented.”<sup>19</sup> The corridors are mapped and described at a generalized level. The location of the alignment is to be decided through a corridor refinement plan and/or alternatives analysis, and through a series of local and regional actions.<sup>20</sup> Potential local actions described in the plan include: developing a corridor problem statement; defining the corridor extent; assessing the corridor against system expansion targets; and creating land use/TOD plans for centers and stations.

## METRO NON-SINGLE OCCUPANCY VEHICLE (SOV) TARGET ACTIONS STUDY

The RTP established regional mode share targets that are intended to be goals for cities and counties to work toward during implementation of the 2040 Growth Concept at the local level. Increases in walking, bicycling, ridesharing and transit mode shares will be used to demonstrate compliance with per capita travel reductions required by the state Transportation Planning Rule. The following modal targets apply to RTP land uses in Gladstone:<sup>21</sup>

- Town Centers and Corridors: Non-drive alone modal target of 45 to 55 percent
- Neighborhoods and employment areas: Non-drive alone modal target of 40 to 45 percent

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<sup>18</sup> Figure 2.12, 2014 Regional Transportation Plan

<sup>19</sup> Regional High Capacity Transit System Plan, 2035, Summary Report, Metro, June 2010, page 23.

<sup>20</sup> Regional HCT Plan, see 22-30.

<sup>21</sup> Also RTFP Table 3.08-1 Regional Non-SOV Modal Targets.

As required by the RTP and the TPR, jurisdictions within the Metro region must adopt policies and actions that encourage a shift towards non-SOV modes. The following summarizes the non-SOV strategy requirements for local jurisdictions to implement:<sup>22</sup>

- Adopt 2040 modal targets in TSP policies
- Adopt street connectivity plans and implementing ordinances
- Adopt maximum parking ratios to implement the parking requirements of Title 2 of the Urban Growth Management Functional Plan
- Adopt transit strategies, including planning for adequate transit facilities and service; pedestrian facility planning and infrastructure that support transit use; location and design of buildings in transit zones that encourages transit use; and adoption of a transit system map, consistent with Metro requirements.

#### Applicability to Gladstone:

In addition to the requirements listed above, the Gladstone TSP must also consider the following regional strategies:<sup>23</sup>

- Continue to require transportation-efficient development through efforts to meet density and other land use targets in centers and corridors as part of compliance with Metro Framework Plan<sup>24</sup> and related requirements.
- Construct bicycle and pedestrian projects, consistent with state, federal and local government requirements. Local governments and Metro should prioritize projects that enhance connectivity of the bicycle and pedestrian system and access to transit.
- Continue to support TriMet and other transit agencies in providing frequent, reliable and comprehensive transit service, and local implementation of pedestrian and bicycle infrastructure to improve access to transit. Credit local jurisdictions with efforts to support transit agencies in these efforts.
- Support and encourage efforts to implement employer-based TDM strategies. Coordinate with employers even in areas where the formation of TMAs is not required.
- Encourage and assist in implementing parking cash-out programs or other techniques to eliminate employer subsidies for parking. Consider requiring local governments to eliminate

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<sup>22</sup> From Metro's 2005 non-SOV Target Actions Study, Evaluation of Potential Measures for Achieving Modal Targets.

<sup>23</sup> From Metro's 2005 non-SOV Target Actions Study, Evaluation of Potential Measures for Achieving Modal Targets.

<sup>24</sup> See summary of the Urban Growth Management Functional Plan (UGMFP) in this memorandum.

free employee parking and provide informational materials and technical assistance to employers interested in implementing such programs.

- Support and coordinate Safe Routes to School programs and projects. Local jurisdictions and Metro should support and help coordinate these efforts through project funding and technical assistance.

## METRO 2014 REGIONAL TRAILS AND GREENWAYS

The Regional Trails and Greenways plan is Metro's long range vision for a system of interconnected trails and greenways spanning the 25-city, three-county region and beyond. The plan is updated regularly and describes trails/greenways that are existing, planned or proposed. Planned trails are those that have already gone through significant planning processes; they have exact alignments and are ready to be designed, permitted and built. Proposed trails are more conceptual and still need a master planning process in order to determine alignments and design. Overall, the plan calls for a 1,000-mile network of regional trails. As of 2014, about 35% percent of those trails are complete.

Metro's Regional Trails and Greenways Plan is contained in two documents: the Regional Trails and Greenways publication (2014)<sup>25</sup> and the Regional Trails and Greenways Map (2014)<sup>26</sup>

The Regional Trail System map is shown in Figure 2.

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<sup>25</sup> [www.oregonmetro.gov/sites/default/files/2014%20Regional%20Trails%20and%20Greenways%20publication.pdf](http://www.oregonmetro.gov/sites/default/files/2014%20Regional%20Trails%20and%20Greenways%20publication.pdf)

<sup>26</sup> [http://www.oregonmetro.gov/sites/default/files/2014\\_regional\\_trails\\_and\\_greenways\\_map.pdf](http://www.oregonmetro.gov/sites/default/files/2014_regional_trails_and_greenways_map.pdf)

**Figure 2 Metro Regional Trails and Greenways**



**Applicability to Gladstone:**

The following proposed trails in the Metro Regional Trails and Greenways plan are relevant to the Gladstone TSP update and will be reflected in the updated plan document:

- Trail 10, Clackamas River Greenway: Accessed via a number of parks including Barton Park and Milo McIver State Park, the greenway also features a paved trail along the banks of the lower Clackamas River, with a bridge connecting Gladstone to Oregon City (15 miles)
- Trail 27, I-205 Trail (NEAR COMPLETION): Runs parallel to the I-205 freeway, connecting the Columbia River at Vancouver to the Clackamas River at Gladstone. Owned and maintained by ODOT, the trail is proposed to continue south to West Linn and Tualatin (26 miles).
- Trail 58, Trolley Trail: Connects Milwaukie to Gladstone along a former streetcar line (7 miles).

## TRIMET SOUTHEAST SERVICE ENHANCEMENT PLAN: REFINED DRAFT VISION FOR FUTURE SERVICE (2015)

The Draft Southeast Service Enhancement Plan outlines a future vision for improving bus service, bus stops, and street crossings in the communities of Southeast Portland (generally south of Division Street), Estacada, Gladstone, Happy Valley, Milwaukie, Oregon City, and unincorporated urban Clackamas County. The plan proposes future changes to bus service that would improve access to jobs, education, healthcare, affordable housing, and essential services, help fill gaps in transit coverage, and help serve future population growth.

The Refined Draft Vision reflects the feedback received from riders and community members, including a desire for more hours of service on existing lines and opportunities for partnering with local cities, counties, and ODOT to identify and implement investments to improve service and reduce delay.

### Applicability to Gladstone:

The draft vision identifies several opportunities for enhancement that are relevant to Gladstone:

- Increased coverage of Line 99 between Milwaukie and Downtown Portland
- New east-west service on SE Jennings Avenue between Oregon City and Happy Valley
- New service on Webster Road, Oatfield Road, E Dartmouth Street, E Arlington Street, and McLoughlin Boulevard between the Clackamas Transit Center and Oregon City
- Increased weekday frequency and hours of operation for Line 32 between Clackamas Community College and Milwaukie
- Increased frequency and route changes for Line 79 to serve SE 82<sup>nd</sup> Drive and SE Washington Street between the Clackamas Transit Center and Oregon City Transit Center

The proposed enhancement opportunities listed above will be considered in updating the Gladstone TSP's Public Transportation Plan Element.<sup>27</sup> The TSP update process will also evaluate projects that support transit service enhancements, including identifying connections and projects that improve pedestrian access to transit.

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<sup>27</sup> Note that these projects are not part of a plan that has been adopted, nor are they programmed into the current Transit Investment Priorities (TIP) document for fiscal year 2017 (July 2016 - June 2017). The TIP lays out TriMet's strategies and programs to meet regional transportation and livability goals through focused investments in service, capital projects, and customer information. The TIP is a rolling five-year plan that is updated annually.

## TRIMET COORDINATED TRANSPORTATION PLAN FOR ELDERLY AND PEOPLE WITH DISABILITIES (UPDATED 2012)

This plan, first drafted by TriMet in 2006, describes TriMet’s vision for a transit system that will “provide a full range of options for elders and people with disabilities, foster independent and productive lives, strengthen community connections, and strive for continual improvement of services through coordination, innovation, and community involvement.”<sup>28</sup> The plan describes existing services, establishes guidelines for service, identifies gaps in service, and outlines strategies that will be used to fill those gaps and increase service where it is needed. Those strategies include:

- Maintain existing services and programs
- Expand or establish new services and programs
- Encourage use of fixed route transit service
- Enhance pedestrian access and implement land use improvements
- Promote coordination among service providers
- Improved information and outreach

### Applicability to Gladstone:

The plan identifies Gladstone as a high-frequency and local TriMet service area and notes that there are gaps where service in Gladstone does not meet the guidelines (plan Figure 3-2). Specifically, weekday and weekend services for two categories of users fall short of meeting the guidelines: users who are not ADA (Americans with Disabilities Act) eligible but have some difficulty accessing transit and users who need significant assistance to use transit. The strategies identified in this plan will be considered in identifying transit-related projects and policies for the updated TSP.

## LOCAL PLANNING DOCUMENTS

There are a number of local planning documents that contain policies and regulations that are relevant to the Gladstone TSP update. Generally, the TSP update will need to ensure that the policies, projects and design elements contained within these local documents are considered in the development of the new TSP and, where appropriate, reflected or included in the TSP so that there are not any inconsistencies between adopted plans. This is particularly true for local documents that were adopted subsequent to the last TSP update.

Table 4 below provides a list of local planning documents that were reviewed and indicates how each is relevant to the TSP update, using five general categories with the following column headings:

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<sup>28</sup> <https://trimet.org/pdfs/publications/elderly-and-disabled-plan.pdf>

- **Policies:** Indicates that the document contains policies that will need to be reflected in the TSP update.
- **Design standards:** Indicates that the document includes design standards for transportation facilities (street cross sections, for example).
- **Active transportation & connectivity:** Indicates that the document contains policies and/or standards relating to active transportation and connectivity (biking, walking and transit policies primarily).
- **Project list:** Indicates that the document includes a list of specific planned projects that will need to be incorporated into the updated TSP project list.
- **Zoning and Development:** Indicates that amendments/updates to the Title 17, Zoning and Development, of the Gladstone Municipal Code may be necessary as part of the TSP update to ensure consistency with the document.

Note that all documents included in the table have some relevancy to the TSP update and should be considered in this process, but not all documents listed have been legislatively adopted. The “Comments” column provides a brief explanation of relevancy to the TSP planning process.

**Table 4: Local Planning Documents**

Local Plans and Regulations	Policy	Design Standards	Active Transp./ Connectivity	Project List	Land Use Requirements	Comments
Public Works Design & Construction Standards (available 2017)		x				The TSP update planning process will ensure that the transportation-related design standards will be consistent between the policy document (TSP) and the public works construction standards document.
Clackamas County TSP	x	x	x	x	x	Review all policy, standards, and projects.
Clackamas County Active Transportation Plan (2015)	x		x	x		Gladstone is part of the Milwaukie to Oregon City north-south active transportation corridor, the 6-mile Trolley Trail connecting Milwaukie to Gladstone is an identified Active Transportation Plan (ATP) Route (Route C-23), and the plan identifies improvements to the Clackamas Town Center to Gladstone (I-205) Multi-use Path (Table 7).
Clackamas County Capital Improvement Plan (CIP)				x		Check latest list for projects and costs.
Oregon City Transportation System Plan (2013)	x		x	x		Ensure consistency with this neighboring jurisdiction's plan, including descriptions, policies and projects pertaining to the I-205 Multi-use Path and the two bridges highway bridges (Clackamas River Bridge and the John McLoughlin/OR 99 Bridge).
Gladstone Comprehensive Plan (1979), including Goal 5 amendments (2011)	x	x	x	x		Consider adopted Goals and Policies, specifically those under the Transportation element. The identified Goal 5 resources will be considered in the evaluation of alternatives phase of the TSP update.
Gladstone TSP 1995	x	x	x	x	x	Review and revise as necessary.

Local Plans and Regulations	Policy	Design Standards	Active Transp./ Connectivity	Project List	Land Use Requirements	Comments
Gladstone Municipal Code Title 17 (Zoning and Development Code)		x	x		x	To be revised for consistency with the recommendations in the updated TSP, the Transportation Planning Rule, and the Regional Transportation Plan/Transportation Functional Plan.
Traffic Control Devices Review (2016)				x		
Gladstone Downtown Revitalization Plan (ongoing)	x	x	x	x	x	The recommendations of the Downtown Revitalization Plan, scheduled to be completed in Spring 2016, will be incorporated into the draft TSP. This planning project is informed by the Portland Avenue Streetscape Design (2008), the Gladstone Downtown Retail Market Analysis (2007) and the Gladstone Downtown Parking Plan (2006).

## TPR AND RTFP COMPLIANCE

The evaluation of Gladstone’s land use regulations will help guide the Gladstone TSP process by highlighting potential gaps in adopted local transportation policy, standards, and development requirements that may need to be addressed to ensure compliance with state and regional requirements.

### OVERVIEW

Transportation system planning in Oregon is required by state law as one of the statewide planning goals (Goal 12 – Transportation). As mentioned above, the TPR, OAR 660 Division 12, defines how to implement Goal 12 as it applies to planning at the state, regional, and local level. The TPR requires counties and cities to prepare local TSPs that are consistent with the Oregon Transportation Plan and Regional Transportation Plan (RTP).

#### Summary of Recommendations:

The outcome of this planning project will be a full update and replacement of the existing Gladstone TSP. While being undertaken to meet local goals and objectives, the resulting TSP document will also need to be consistent with the RTP and meet the requirements of, or suggest modification to, the RTFP. To provide assistance to local governments, Metro has provided an RTFP checklist; Table 5 includes the checklist items and indicates the location of required RTFP elements within the current Gladstone Municipal Code (GMC) Title 17 Zoning and Development. In limited instances checklist items are identified in other policy document, such as access management in the Comprehensive Plan and RTP. Table 6 identifies a few recommendations that are related to TPR compliance; TPR compliance recommendations are limited to addressing state requirements that are not explicitly captured in the RTFP.

The evaluation shows the Title 17 does not fully reflect the requirements of the TPR and RTFP. This is expected since TPR and RTFP requirements have been updated more recently than Gladstone’s last TSP update. Similarly, and discussed elsewhere, recommendations from recent planning efforts such as the Portland Avenue Streetscape Design or the Downtown Parking Plan have not been incorporated into the GMC. Recommendations identified in Table 5 and Table 6 would bring the GMC in compliance with the RTFP and incorporate some of the recommendations from recent planning efforts.

**Table 5: Compliance of the Gladstone Municipal Code (Title 17 Zoning and Development) with the RTFP**

Regional Transportation Functional Plan Requirement	Gladstone Municipal Code Title 17 Zoning and Development Reference
<p>Allow complete street designs consistent with regional street design policies <b>(Title 1, Street System Design Sec 3.08.110A(1))</b></p>	<p>In Metro’s Creating Livable Streets: Street Design Guidelines for 2040, regional streets are defined as major and minor arterial streets and some collectors of regional significance. Regional street design concepts are intended to serve all modes of travel in a manner that supports the needs of the 2040 design types.</p> <p>Chapter 17.50 Vehicular and Pedestrian Circulation, Section <a href="#">17.50.040</a> Street and road standards. Subsection (1) provides a table with ROW and Roadway width standards according to street classification. Sidewalks are required on all public streets per subsection (15), however sidewalk design standards are not currently provided.</p> <p><b>Recommendation:</b> Existing street design standards do not provide specific standards for sidewalk or bicycle facilities (i.e. cross-sections). Consider modifying 17.50.040 to include or refer to street design standards in the updated TSP.</p> <p><i>Note that the City expects updated street standards to include both “default” standards for new development as well as constrained street sections associated with redevelopment and existing street improvements.</i></p>
<p>Allow green street designs consistent with federal regulations for stream protection <b>(Title 1, Street System Design Sec 3.08.110A(2))</b></p>	<p>A key component of green street design is the integration of storm water management and treatment within the right of way. Characteristics of green street system design include maximizing tree canopy coverage and bio filtration (swales). With regards to stream crossings or other sensitive area, “green” streets are located and designed to ensure the least impact on its surroundings.</p> <p>Chapter 17.46 Landscaping, Section <a href="#">17.46.020</a> Standards includes street tree and landscaping standards for parking and loading areas.</p> <p>Chapter 17.50 Vehicular and Pedestrian Circulation, Section <a href="#">17.50.020</a> Vehicular and pedestrian circulation generally. Pedestrian circulation standards in subsection (6) require a form of separation between a path and auto travel lane. Landscaping features is one of the features mentioned that meets the requirement, but is not</p>

Regional Transportation Functional Plan Requirement	Gladstone Municipal Code Title 17 Zoning and Development Reference
	<p>required.</p> <p>Section <a href="#">17.50.040</a> Street and road standards. Subsection (1) provides a table with ROW and Roadway width standards according to street classification. “Green street” features are not addressed.</p> <p>Section <a href="#">17.56</a> Drainage. This chapter includes development standards applicable to new development or redevelopment that meet specific impervious surface criteria. Standards ensure the proper drainage of surface water on-site. The chapter does not currently include provisions or standards allowing for storm water management within the right-of-way.</p> <p><b>Recommendation:</b> Existing standards do not address green street designs such as in-street storm water facilities. Consider modifying 17.50.40 or 17.56 to include or refer to street design standards that include green street design standards. <i>Note that the City is currently working on modifying the City’s Design and Construction Standards. Green streets are expected to be included in the street or storm water portion of those standards.</i></p>
<p>Allow transit-supportive street designs that facilitate existing and planned transit service pursuant 3.08.120B <b>(Title 1, Street System Design Sec 3.08.110A(3))</b></p>	<p>Transit-supportive street design attributes include streets and buildings that encourage pedestrian movement, streets that can accommodate 40-foot buses, and safe, direct and convenient pedestrian and bicycle access within communities and to transit stops (see <a href="#">2014 RTP</a> p. 2-44). The TSP update will be revising the City’s transit system map to ensure consistency with the transit functional classifications in the Regional Transit Network (shown in RTP Figure 2.10). I-205 and OR 99E are part of the regional bus system (RTP Figure 2.10). I-205 is a Future High Capacity Transit Corridor and OR 99E is a regional bus line that has several major bus stops. “Regional bus” is described in the RTP as bus service that operates on arterial streets with typical frequencies of 15 minutes during most of the day, with stops generally spaced every 750 to 1000 feet.</p> <p>Chapter 17.50 Vehicular and Pedestrian Circulation, Section <a href="#">17.50.020</a> Vehicular and pedestrian circulation generally. Subsection (6) includes general standards to accommodate pedestrians (i.e. traffic separation, curbs and sidewalks, on-site circulation), however there are no specific requirements for connections to existing</p>

Regional Transportation Functional Plan Requirement	Gladstone Municipal Code Title 17 Zoning and Development Reference
	<p>transit stops.</p> <p>Subsection (7) requires new industrial, institutional, retail, and office developments subject to design review and that generate more than 1,000 average daily traffic trips to provide a transit stop on-site or a connection to a transit stop when required by the transit operator.</p> <p>Section <a href="#">17.50.040</a> Street and road standards. Bicycle/pedestrian routes are required in subsection (16) when necessary to provide access to a transit stop for specific uses such as schools, parks, churches, commercial centers, or similar facilities.</p> <p>Chapter 17.64 Design Standards for Land Divisions and Property Line Adjustments, Section <a href="#">17.64.020</a> Blocks. Easements with associated standards for pedestrian and bicycle paths are required under specific circumstances for land divisions and property line adjustments. However, there are no specific standards for connections to existing transit stops.</p> <p><b>Recommendation:</b> The TSP update will revisit City street design standards to ensure that they continue to facilitate existing and planned transit service. Existing development requirement related to connecting to transit-supportive streets are limited. Consider creating additional requirements for connectivity to transit, particularly around major bus stops. Recommendations for block lengths are found later in this table and address <b>Title 1, Street System Design Sec 3.08.110F</b>.</p>
<p>Allow implementation of:</p> <ul style="list-style-type: none"> <li>• narrow streets (&lt;28 ft curb to curb);</li> <li>• wide sidewalks (at least five feet of through zone);</li> <li>• landscaped pedestrian buffer strips or paved furnishing zones of at least five feet, that include street trees;</li> <li>• traffic calming to discourage traffic infiltration and excessive speeds;</li> <li>• short and direct right-of-way routes and shared-use paths to connect residences with commercial services, parks, schools, hospitals, institutions, transit corridors, regional trails and other neighborhood activity centers; and,</li> </ul>	<p><u>Narrow Streets</u></p> <p>Chapter 17.50 Vehicular and Pedestrian Circulation, Section <a href="#">17.50.040</a> Street and road standards. Subsection (1) provides a table with ROW and Roadway width standards according to street classification. Minimum roadway width for Local streets is 32' with 5' utility easement on each side. Subsection (6) requires existing streets with inadequate widths to provide additional ROW at time of development. Chapter 17.50 does not have a local street standard that allows pavement width to be narrower than 28 feet under typical circumstances (e.g., no topographical site challenges), which is inconsistent with the RTFP as well as the "safe harbor" State recommendations for compliance with the Transportation Planning Rule (see Recommendations</p>



Regional Transportation Functional Plan Requirement	Gladstone Municipal Code Title 17 Zoning and Development Reference
<ul style="list-style-type: none"> <li>opportunities to extend streets in an incremental fashion, including posted notification on streets to be extended. <b>(Title 1, Street System Design Sec 3.08.110B)</b></li> </ul>	<p>section and the Transportation and Growth Management program’s Neighborhood Street Design Guideline <a href="https://www.oregon.gov/LCD/docs/publications/neighstreet.pdf">https://www.oregon.gov/LCD/docs/publications/neighstreet.pdf</a>.</p> <p>Chapter 73 Adjustments, Section <a href="#">17.73.020</a> Circumstances for granting (Adjustments). Allows for up to a 20% modification of a quantifiable provisions (i.e. street standards) when specific criteria are met.</p> <p><u>Sidewalks</u></p> <p>Section <a href="#">17.50.020</a> Vehicular and pedestrian circulation generally. Subsection (3) requires curbs and sidewalks within ROW or easements, but does not specify minimum width.</p> <p>Section <a href="#">17.50.040</a> Street and road standards. Subsection (15) requires sidewalks to be installed on public streets with specific exceptions allowed with Planning Commission approval. It does not specify minimum sidewalk width standards.</p> <p><u>Landscape Treatments/Buffer Strips</u></p> <p>Section <a href="#">17.50.020</a> Vehicular and pedestrian circulation generally. Subsection (6)(e) requires a raised curb, bollards, landscaping, or other physical barrier when the pedestrian network is adjacent to an auto travel lane. It does not require more than one feature.</p> <p>Section <a href="#">17.50.040</a> Street and road standards. Subsection (1) provides a table with ROW and Roadway width standards according to street classification. It does not include standards for buffer strips.</p> <p><u>Traffic Calming</u></p> <p>No provisions found in the Code that allow traffic calming (e.g. medians, speed humps).</p> <p><u>Street/Route Connections</u></p> <p>Section <a href="#">17.50.040</a> Street and road standards. Subsection (7) limits cul-de-sacs. Subsection (16) requires bicycle and pedestrian routes when consistent the Comprehensive Plan or when necessary to provide connections to transit stops for specific uses.</p>



Regional Transportation Functional Plan Requirement	Gladstone Municipal Code Title 17 Zoning and Development Reference												
	<p><u>Street Extensions</u></p> <p>Section <a href="#">17.50.040</a> Street and road standards. Subsection (3) allows for dead-end streets to be approved with temporary turn-arounds to allow for future street extensions. Subsection (4) allows for reserve strips (street plugs) when necessary to preserve street extensions. No posting informing of street extension is required.</p> <p><b>Recommendations:</b> Update Section <a href="#">17.50.040</a> to include or reference the updated TSP and provisions/standards for narrow streets, wide sidewalks, and landscape treatments/buffer strips.</p> <p><i>Note that the City would like to have a standard for constrained right-of-ways and would like to explore the potential for requiring sidewalks on one side of local streets in new subdivisions.</i></p> <p>Consider adopting more rigorous requirements for pedestrian connectivity for all developments (with the exception of single family residential) that address; pathway systems (pedestrian and/or multi-use) within the site; connections to future phases of development, adjacent trails, public parks and open space areas, and other developed areas; and safe, reasonably direct and convenient connections between primary building entrances and all adjacent streets.</p> <p>To provide for a narrow street option, revisit adopted local street standards, considering the State-recommended “safe harbor” dimensions:</p> <table data-bbox="823 1006 1438 1177"> <thead> <tr> <th></th> <th>Pavement</th> <th>Right of-Way</th> </tr> </thead> <tbody> <tr> <td>No On-Street Parking</td> <td>20’</td> <td>42-48’</td> </tr> <tr> <td>Parking on One Side</td> <td>24’</td> <td>47-52’</td> </tr> <tr> <td>Parking on Two Sides</td> <td>28’</td> <td>52-56’</td> </tr> </tbody> </table> <p>Specifically, explore allowing a narrower pavement width where parking is restricted on one or both sides of the street.</p> <p>Amend Section <a href="#">17.50.040</a> to specify that posted notification regarding street extensions is required.</p>		Pavement	Right of-Way	No On-Street Parking	20’	42-48’	Parking on One Side	24’	47-52’	Parking on Two Sides	28’	52-56’
	Pavement	Right of-Way											
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Regional Transportation Functional Plan Requirement	Gladstone Municipal Code Title 17 Zoning and Development Reference
<p>Require new residential or mixed-use development (of five or more acres) that proposes or is required to construct or extend street(s) to provide a site plan (consistent with the conceptual new streets map required by Title 1, Sec 3.08.110D) that:</p> <ul style="list-style-type: none"> <li>• provides full street connections with spacing of no more than 530 feet between connections except where prevented by barriers;</li> <li>• Provides a crossing every 800 to 1,200 feet if streets must cross water features protected pursuant to Title 3 UGMFP (unless habitat quality or the length of the crossing prevents a full street connection)</li> <li>• provides bike and pedestrian access ways in lieu of streets with spacing of no more than 330 feet except where prevented by barriers</li> <li>• limits use of cul-de-sacs and other closed-end street systems to situations where barriers prevent full street connections</li> <li>• includes no closed-end street longer than 220 feet or having no more than 25 dwelling units</li> </ul> <p><b>(Title 1, Street System Design Sec 3.08.110E)</b></p>	<p>Section <a href="#">17.80.061</a> Submittal Requirements (Design Review). Subsection (1)(b) lists information required to be included in a site plan when submitting an application subject to design review. Required information includes the location and dimensions of existing and proposed ROWs curbs, sidewalks, parking, and pedestrian/bicycle circulation.</p> <p>Section <a href="#">17.50.030</a> Streets and roads generally. Subsection (2) requires new residential and mixed-use development on vacant land of five or more acres in specific districts to provide full street connections and access ways in lieu of streets.</p> <p>Section <a href="#">17.50.040</a> Street and road standards. Subsection (7) limits the use of cul-de-sacs and hammerhead street design unless barriers are present which prevent connections. When used, cul-de-sacs are limited to 200' in length and serve no more than 25 single-family dwellings.</p> <p><b>Recommendation:</b> No change recommended. This standard is met.</p>
<p>Establish city/county standards for local street connectivity, consistent with Title 1, Sec 3.08.110E, that applies to new residential or mixed-use development (of less than five acres) that proposes or is required to construct or extend street(s).</p> <p><b>(Title 1, Street System Design Sec 3.08.110F)</b></p>	<p>This RTFP subsection applies to redevelopment of contiguous lots and parcels less than five acres in size that require construction of new streets. The City's development standards (Division IV), including street and road standards, apply to all new development and require street connectivity. The City's block length requirements dictates local street spacing (Section <a href="#">16.64.020</a>, Chapter 17.64 Design Standards for Land Divisions and Property Line Adjustments). The code states that blocks shall not exceed one thousand feet (1,000') in length between street lines, except for blocks adjacent to arterial streets.</p> <p><b>Recommendation:</b> Amend Section 16.64.020 to be consistent with updated TSP spacing standards and the requirements of the RTFP, which requires that full street connections be provided no more than 530 feet between connections.</p>
<p><u>Applicable to both Development Code and TSP</u></p> <p>To the extent feasible, restrict driveway and street access in the vicinity of interchange ramp terminals, consistent with Oregon</p>	<p>This section of Title 1 addresses how local jurisdictions can help protect the capacity, function and safe operation of existing and planned state highway interchanges or planned improvements to interchanges.</p>

Regional Transportation Functional Plan Requirement	Gladstone Municipal Code Title 17 Zoning and Development Reference
<p>Highway Plan Access Management Standards, and accommodate local circulation on the local system. Public street connections, consistent with regional street design and spacing standards, shall be encouraged and shall supersede this access restriction. Multimodal street design features including pedestrian crossings and on-street parking shall be allowed where appropriate.</p> <p><b>(Title 1, Street System Design Sec 3.08.110G)</b></p>	<p>The Street Plan Element of the adopted TSP (1995) provides an inventory and description of access management within the City. The TSP describes access management being reviewed by Planning Commission for specific developments or by the Traffic Safety Commission when requested as part of the design review process (Chapter 17.80).</p> <p>Ordinance No. 1245 (1997) in the Comprehensive Plan amended the TSP to include direction on access management affecting state highways. The Ordinance recognizes ODOT’s authority to manage state highways, and defers to the state adopted access management guidelines for state highways as detailed in the Oregon Highway Plan.</p> <p><b>Recommendation:</b> The updated TSP will address access management requirements for state highways and in the vicinity of interchanges.</p>
<p>Include Site design standards for new retail, office, multi-family and institutional buildings located near or at major transit stops shown in Figure 2.15 in the RTP:</p> <ul style="list-style-type: none"> <li>• Provide reasonably direct pedestrian connections between transit stops and building entrances and between building entrances and streets adjoining transit stops;</li> <li>• Provide safe, direct and logical pedestrian crossings at all transit stops where practicable</li> </ul> <p>At major transit stops, require the following:</p> <ul style="list-style-type: none"> <li>• Locate buildings within 20 feet of the transit stop, a transit street or an intersection street, or a pedestrian plaza at the stop or a street intersections;</li> <li>• Transit passenger landing pads accessible to disabled persons to transit agency standards;</li> <li>• An easement or dedication for a passenger shelter and an underground utility connection to a major transit stop if requested by the public transit provider;</li> <li>• Lighting to transit agency standards at the major transit stop;</li> <li>• Intersection and mid-block traffic management improvements as</li> </ul>	<p>Figure 2.10 – Regional Transit Network in the <a href="#">2014 RTP</a> shows Gladstone’s major bus stops. TriMet’s current <a href="#">service map</a> shows one frequent bus line (Line 33) travels through the City along OR 99E (McLoughlin Boulevard).</p> <p>Section <a href="#">17.50.020</a> Vehicular and pedestrian circulation generally. Subsection (6) includes general standards to accommodate pedestrians (i.e. traffic separation, curbs and sidewalks, on-site circulation), however there are no specific standards for connections to existing transit stops.</p> <p>Subsection (7) requires new industrial, institutional, retail, and office developments subject to design review and that generate more than 1,000 average daily traffic trips are required to provide a transit stop on-site or a connection to a transit stop when required by the transit operator.</p> <p>Section <a href="#">17.50.040</a> Street and road standards. Bicycle/pedestrian routes are required in subsection (16) when necessary to provide access to a transit stop for specific uses such as schools, parks, churches, commercial centers, or similar facilities.</p>



Regional Transportation Functional Plan Requirement	Gladstone Municipal Code Title 17 Zoning and Development Reference
<p>needed and practicable to enable marked crossings at major transit stops.</p> <p><b>(Title 1, Transit System Design Sec 3.08.120B(2))</b></p>	<p>Section <a href="#">17.64.020</a> Blocks. Easements with associated standards for pedestrian and bicycle paths are required under specific circumstances for land divisions and property line adjustments. However, there are no specific standards for connections to existing transit stops.</p> <p>Section <a href="#">17.80.061</a> Submittal Requirements (Design Review). Subsection (1)(b) lists information required to be included in a site plan when submitting an application subject to design review. Required information includes the relation of the subject property to nearby transit stops. It does not include language or refer to language elsewhere in the Code to provide connections.</p> <p><b>Recommendation:</b> Existing standards for transit-supportive street improvements are limited. Consider creating additional standards, particularly around major bus stops, that will facilitate transit service.</p>
<p><u>(Could be in Comprehensive plan or TSP as well)</u> As an alternative to implementing site design standards at major transit stops (section 3.08.120B(2), a city or county may establish pedestrian districts with the following elements:</p> <ul style="list-style-type: none"> <li>• A connected street and pedestrian network for the district;</li> <li>• An inventory of existing facilities, gaps and deficiencies in the network of pedestrian routes;</li> <li>• Interconnection of pedestrian, transit and bicycle systems;</li> <li>• Parking management strategies;</li> <li>• Access management strategies;</li> <li>• Sidewalk and access way location and width;</li> <li>• Landscaped or paved pedestrian buffer strip location and width;</li> <li>• Street tree location and spacing;</li> <li>• Pedestrian street crossing and intersection design;</li> <li>• Street lighting and furniture for pedestrians;</li> <li>• A mix of types and densities of land uses that will support a high level of pedestrian activity.</li> </ul> <p><b>(Title 1, Pedestrian System Design Sec 3.08.130B)</b></p>	<p>The Portland Avenue Streetscape Design (2008) illustrates a vision for a more pedestrian-oriented Portland Avenue in the downtown area. Several features of the design apply to the entire corridor and include pedestrian-scale lighting, bike lanes, improved intersection crossings, and formalized bus stops along Portland Avenue. The recommendation of this earlier planning process will be revisited as part of the Downtown Revitalization Plan, scheduled to be complete Spring 2017.</p> <p><b>Recommendation:</b> Incorporate features of the Portland Avenue Streetscape Design document into the code as they apply to Portland Avenue.</p>
<p>Require new development to provide on-site streets and access ways that offer reasonably direct routes for pedestrian travel.</p>	<p>Section <a href="#">17.50.020</a> Vehicular and pedestrian circulation generally. Subsection (6) includes standards for providing on-site pedestrian circulation for new non-residential and multi-family developments and for new</p>



Regional Transportation Functional Plan Requirement	Gladstone Municipal Code Title 17 Zoning and Development Reference
<p><b>(Title 1, Pedestrian System Design Sec 3.08.130C)</b></p>	<p>buildings added to existing non-residential and multi-family developments. Standards specify specific connections between features and design elements.</p> <p><b>Recommendation:</b> No change recommended. This standard is met.</p>
<p>Establish parking ratios, consistent with the following:</p> <ul style="list-style-type: none"> <li>• No minimum ratios higher than those shown on Table 3.08-3.</li> <li>• No maximum ratios higher than those shown on Table 3.08-3 and illustrated in the Parking Maximum Map. If 20-minute peak hour transit service has become available to an area within a one-quarter mile walking distance from bus transit one-half mile walking distance from a high capacity transit station, that area shall be removed from Zone A. Cities and counties should designate Zone A parking ratios in areas with good pedestrian access to commercial or employment areas (within one-third mile walk) from adjacent residential areas.</li> </ul> <p>Establish a process for variances from minimum and maximum parking ratios that include criteria for a variance.</p> <p>Require that free surface parking be consistent with the regional parking maximums for Zones A and B in Table 3.08-3. Following an adopted exemption process and criteria, cities and counties may exempt parking structures; fleet parking; vehicle parking for sale, lease, or rent; employee car pool parking; dedicated valet parking; user-paid parking; market rate parking; and other high-efficiency parking management alternatives from maximum parking standards. Reductions associated with redevelopment may be done in phases. Where mixed-use development is proposed, cities and counties shall provide for blended parking rates. Cities and counties may count adjacent on-street parking spaces, nearby public parking and shared</p>	<p><u>Parking Ratios</u></p> <p>Chapter 17.48 Off-street parking and loading, Section <a href="#">17.48.030</a> Standards for developments subject to design review. Minimum and maximum parking requirements for Gladstone are found in Table 17.48.030 Table 1. All uses except for multi-family do not exceed the minimum parking requirement. The RTFP defines three variations of multi-family uses dependent on the number of bedrooms present (1-, 2-, 3-bedroom). Gladstone’s Code categorizes the use as “Two-family or multi-family” and is consistent with the RTFP requirement for 2-bedroom multi-family uses.</p> <p>Maximum parking ratios for all uses are categorized according to Zone A or Zone B, which are defined according to proximity to frequent transit service. All uses for each zone in the Code do not exceed those shown in Table 3.08-3 of the RTFP.</p> <p>Section <a href="#">17.48.060</a> Car pool and van pool parking. New industrial, institutional, and office developments subject to design review and with more than 50 parking spaces are required to designate at least 10% to car pool or van pool parking.</p> <p><u>Variances and Exemptions</u></p> <p>Section <a href="#">17.48.030</a> Standards for developments subject to design review. Subsection (2)(c) exempts specific types of parking spaces such as parking structures, fleet parking, or carpool parking, from the maximum parking requirement. Provisions for blended parking or shared parking standards are not currently found in the Code.</p> <p>Section <a href="#">17.80.090</a> Minor Exceptions (Design Review). Exceptions up to 25% of minimum and maximum parking ratios can be granted by the Planning Commission pursuant to specific factors listed in paragraph (2)(c).</p>



Regional Transportation Functional Plan Requirement	Gladstone Municipal Code Title 17 Zoning and Development Reference
<p>parking toward required parking minimum standards.</p> <p>Use categories or standards other than those in Table 3.08-3 upon demonstration that the effect will be substantially the same as the application of the ratios in the table.</p> <p>Provide for the designation of residential parking districts in local comprehensive plans or implementing ordinances.</p> <p>Require that parking lots more than three acres in size provide street-like features along major driveways, including curbs, sidewalks and street trees or planting strips. Major driveways in new residential and mixed-use areas shall meet the connectivity standards for full street connections in section 3.08.110, and should line up with surrounding streets except where prevented by topography, rail lines, freeways, pre-existing development or leases, easements or covenants that existed prior to May 1, 1995, or the requirements of Titles 3 and 13 of the UGMFP.</p> <p>Require on-street freight loading and unloading areas at appropriate locations in centers.</p> <p>Establish short-term and long-term bicycle parking minimums for:</p> <ul style="list-style-type: none"> <li>• New multi-family residential developments of four units or more;</li> <li>• New retail, office and institutional developments;</li> <li>• Transit centers, high capacity transit stations, inter-city bus and rail passenger terminals; and</li> <li>• Bicycle facilities at transit stops and park-and-ride lots.</li> </ul> <p><b>(Title 4, Parking Management Sec 3.08.410)</b></p>	<p>Exceptions greater than 25% are subject to variance procedures.</p> <p>Chapter <a href="#">17.72</a> Variances. The variance procedure, referred to in 17.80.090 for exceptions greater than 25%, allows variances in situations of undue or unnecessary hardship. Variances are subject to administrative procedures in the Code.</p> <p>Chapter <a href="#">17.73</a> Adjustments. Although not referred to in 17.80.090, the adjustments procedure allows adjustments of up to 20% of a quantifiable provision when specific criteria are demonstrated.</p> <p><u>Parking Lots</u></p> <p>Chapter 17.46 Landscaping, Section <a href="#">17.46.020</a> Standards includes street tree and landscaping standards for parking and loading areas, specifically for those <b>with</b> ten (10) or more parking spaces.</p> <p><u>Loading</u></p> <p>Section <a href="#">10.04.250</a> Use of loading zone. This section restricts the use of loading zones to hours applicable to the respective zone, however it does not specify areas for which the standard applies.</p> <p>Section <a href="#">17.48.040</a> Design requirements for permanent off-street parking and loading. All structures and developments subject to design review are subject to this section. This section provides standards for off-street loading areas such as screening/buffering, compatibility with off-street parking, and location of loading areas. No provisions for on-street loading were found in the Code.</p> <p><u>Bicycle Parking</u></p> <p>Section <a href="#">17.48.050</a> Bicycle parking standards. Bicycle parking standards apply to new multi-family dwellings of four units or more and new commercial/industrial developments. Bicycle parking standards applicable to transit centers, transit stops, or park-and-ride lots are not currently in the Code.</p> <p>The minimum bicycle parking required for all development subject to the section is two (2) spaces or 5% of the minimum required automobile parking spaces. Bicycle parking spaces are not distinguished as short-term or</p>

Regional Transportation Functional Plan Requirement	Gladstone Municipal Code Title 17 Zoning and Development Reference
	<p>long-term in the code, however standards require bicycle parking be sheltered when more than 7 spaces are provided or in all multi-family developments.</p> <p><b>Recommendation:</b> Review Chapter 17.46 Landscaping, Section <a href="#">17.46.020</a> Standards, to assess the need for improved standards related to large parking lots (3 acres) and pedestrian circulation and safety.</p> <p>Revise off-street parking and loading requirements to allow shared parking and to allow for exemptions from off-street loading requirements within the Town Center. Criteria for the exemption(s) and whether these will be site specific within the Town Center will need to be determined.</p> <p>Revise Section 17.48.050 to require bike parking at transit stops. Consider adding a description of “long-term” bicycle parking and refining the requirements for its design and placement.</p>
<p>When proposing an amendment to the comprehensive plan or to a zoning designation, consider the strategies in subsection 3.08.220A as part of the analysis required by OAR 660-012-0060.</p> <p>If a city or county adopts the actions set forth in 3.08.230E (parking ratios, designs for street, transit, bicycle, pedestrian, freight systems, TSMO projects and strategies, and land use actions) and section 3.07.630.B of Title 6 of the UGMFP, it shall be eligible for an automatic reduction of 30 percent below the vehicular trip generation rates recommended by the Institute of Transportation Engineers when analyzing the traffic impacts, pursuant to OAR 660-012-0060, of a plan amendment in a Center, Main Street, Corridor or Station Community.</p> <p>(Title 5, Amendments of City and County Comprehensive and Transportation System Plans Sec 3.08.510A,B)</p>	<p><u>Amendments</u></p> <p>Chapter <a href="#">17.68</a> Amendments and zone changes. This chapter includes provisions and procedures allowing for amendments to the Comprehensive Plan, Zoning Map, Comprehensive Plan Map, or Title 17 of the Code. Amendments are reviewed through administrative procedures (Section 16.68.020). Conditions may be applied by the City Council (Section 17.68.040) when they can further the objectives of the comprehensive plan or zoning ordinance.</p> <p>Section <a href="#">17.68.050</a> Evidence supplied by applicant. Applicants for amendments must provide evidence meeting five criteria. Criteria include consistency with the Comprehensive Plan and Metro’s UGMFP as well as adequate public facilities such as transportation systems are present or concurrent with development.</p> <p>Policy 5 under “Plan Evaluation and Update” of the Comprehensive Plan provides procedures for making amendments to the Comprehensive Plan.</p> <p><u>UGMFP Title 6</u></p> <p>The City currently has a designated Town Center boundary as shown in the Urban Growth Management Functional Plan (UGMFP). Progress towards implementing Town Center design is supported by the Portland</p>



Regional Transportation Functional Plan Requirement	Gladstone Municipal Code Title 17 Zoning and Development Reference
	<p>Avenue Streetscape Design (2008) and is a focus of the Downtown Revitalization Plan project.</p> <p><b>Recommendation:</b> Consider modifying Section 17.68.050 to include compliance with the Transportation Planning Rule, reviewed consistent with OAR 660-012-0060, when a comprehensive plan amendment or land use district change is proposed.</p>
<p>(Could be located in TSP or other adopted policy document)</p> <p>Adopt parking policies, management plans and regulations for Centers and Station Communities. Plans may be adopted in TSPs or other adopted policy documents and may focus on sub-areas of Centers. Plans shall include an inventory of parking supply and usage, an evaluation of bicycle parking needs with consideration of TriMet Bicycle Parking Guidelines. Policies shall be adopted in the TSP. Policies, plans and regulations must consider and may include the following range of strategies:</p> <ul style="list-style-type: none"> <li>• By-right exemptions from minimum parking requirements;</li> <li>• Parking districts;</li> <li>• Shared parking;</li> <li>• Structured parking;</li> <li>• Bicycle parking;</li> <li>• Timed parking;</li> <li>• Differentiation between employee parking and parking for customers, visitors and patients;</li> <li>• Real-time parking information;</li> <li>• Priced parking;</li> <li>• Parking enforcement.</li> </ul> <p>(Title 4, Parking Management Sec 3.08.410l)</p>	<p>As documented earlier, the City’s parking regulations are mostly consistent with the RTFP. The City does not currently have an adopted parking management plan. However, progress towards regulating parking demand is supported by the Downtown Parking Plan (2006), which provides future implementation recommendations.</p> <p>Policy 4 of the Comprehensive Plan Transportation Element states “Address the parking needs of commercial district”. The implementation of which includes a parking district feasibility study and establishing parking limits within the downtown business district.</p> <p><b>Recommendations:</b></p> <ul style="list-style-type: none"> <li>• Incorporate the implementation recommendations, to the extent available, in Chapter 17.48 or 17.50.</li> <li>• Update Policy 4 of the Comprehensive Plan Transportation Element to reflect the implementation recommendations of the Downtown Parking Plan.</li> </ul>

**Table 6: Compliance of the Gladstone Municipal Code (Title 17 Zoning and Development) with the TPR**

Transportation Planning Rule Requirement	Gladstone Municipal Code Title 17 Zoning and Development Reference
<p>Each local government shall amend its land use regulations to implement the TSP.</p> <p>The following transportation facilities, services and improvements need not be subject to land use regulations except as necessary to implement the TSP and, under ordinary circumstances do not have a significant impact on land use:</p> <ul style="list-style-type: none"> <li>• Operation, maintenance, and repair of existing transportation facilities identified in the TSP, such as road, bicycle, pedestrian, port, airport and rail facilities, and major regional pipelines and terminals;</li> <li>• Dedication of right-of-way, authorization of construction and the construction of facilities and improvements, where the improvements are consistent with clear and objective dimensional standards;</li> <li>• Changes in the frequency of transit, rail and airport services.</li> </ul> <p>To the extent, if any, that a transportation facility, service, or improvement concerns the application of a comprehensive plan provision or land use regulation, it may be allowed without further land use review if it is permitted outright or if it is subject to standards that do not require interpretation or the exercise of factual, policy or legal judgment.</p> <p>(TPR Subsection -0045(1)(a)-(b))</p>	<p>Transportation facilities described in OAR - 0045(1) are not included in Title 17, and therefore the capacity to permit them outright is unclear.</p> <p><b>Recommendation:</b> Revise Title 17 to allow outright specific transportation facilities, services, and improvements in individual zones, or for specific transportation improvements, where consistent with the adopted TSP, to be exempt from land use permitting approval processes.</p>
<p>Where a transportation facility, service or improvement is determined to have a significant impact on land use or requires interpretation or the exercise of factual, policy or legal judgment regarding the application of a comprehensive plan or land use regulation, the local government shall provide a review and approval process that is consistent with 660-012-0050 (Transportation Project Development). Local governments shall amend regulations to provide for consolidated review of land use decisions required to permit a transportation project.</p>	<p>Section <a href="#">17.94.020</a> Notice. Written notice of quasi-judicial hearings and hearings for legislative zone changes are required to be sent to affected agencies a minimum of 20 days in advance of the scheduled hearing. Affected agencies are not defined, but can be interpreted to include state and regional transportation agencies. In addition, all legislative actions, according to subsection (4), are required to provide notice to by publication in a newspaper.</p> <p>Consolidated applications are not specifically allowed or prohibited in the code, except</p>



Transportation Planning Rule Requirement	Gladstone Municipal Code Title 17 Zoning and Development Reference
<p>(TPR Subsection -0045(1)(c))</p>	<p>consolidated permits are allowed within the Habitat Conservation Area District (Section 17.25).</p> <p><b>Recommendation:</b> Consider creating adding “consolidated procedure” language to Chapter 17.66 General Provisions (Use Permits and Amendments).</p>
<p>Local governments shall adopt land use or subdivision ordinance regulations, consistent with applicable federal and state requirements, to protect transportation facilities for their identified functions.</p> <p>Standards to protect the future operations of roadways and transit corridors</p> <p>(TPR Subsection -0045(2)(b))</p>	<p>Section <a href="#">17.50.020</a> Vehicular and pedestrian circulation generally. Subsection (4), Traffic Volume Expansion, requires provisions to be made to accommodate any increased volume of traffic resulting from development. Provisions include street widening, dedication of property for future widening, or other street improvements. Thresholds, impact studies, and street capacity standards are not included in the Code.</p> <p><b>Recommendation:</b> Consider adding provisions requiring transportation impact analysis or studies when development is expected to increase traffic volume over a specified threshold in Division IV. Development Standards.</p>
<p>Regulations to provide notice to public agencies providing transportation facilities and services, MPOs, and ODOT of: land use applications that require public hearings, subdivision and partition applications, applications which affect private access to roads, applications within airport noise corridor and imaginary surfaces which affect airport operations.</p> <p>(TPR Subsection -0045(2)(f))</p>	<p>See response to -0045(1)(c)</p>
<p>Regulations assuring amendments to land use designations, densities, design standards are consistent with the function, capacities, and levels of service of facilities designated in the TSP.</p>	<p><u>Amendments</u></p> <p>Chapter <a href="#">17.68</a> Amendments and zone changes. This chapter includes provisions and procedures allowing for amendments to the Comprehensive Plan, Zoning Map, Comprehensive Plan Map, or Title 17 of the Code. Amendments are reviewed through</p>

Transportation Planning Rule Requirement	Gladstone Municipal Code Title 17 Zoning and Development Reference
<p>(TPR Subsection -0045(2)(g))</p>	<p>administrative procedures (Section 16.68.020). Conditions may be applied by the City Council (17.68.040) when they can further the objectives of the comprehensive plan or zoning ordinance.</p> <p>Section <a href="#">17.68.050</a> Evidence supplied by applicant. Applicants for amendments must provide evidence meeting five criteria. Criteria include consistency with the Comprehensive Plan and Metro’s UGMFP as well as adequate public facilities such as transportation systems are present or concurrent with development.</p> <p>Policy 5 under “Plan Evaluation and Update” of the Comprehensive Plan provides procedures for making amendments to the Comprehensive Plan.</p> <p><b>Recommendation:</b> Consider modifying 17.68.050 to include compliance with the Transportation Planning Rule, reviewed consistent with OAR 660-012-0060, when a comprehensive plan amendment or land use district change is proposed.</p>
<p>Local governments shall adopt land use or subdivision regulations for urban areas and rural communities as set forth in 660-012-0040(3)(a-d):</p> <p>Provide “safe and convenient” (per subsection 660-012-0045.3(d)) pedestrian and bicycle connections from new subdivisions/multifamily development to neighborhood activity centers; bikeways are required along arterials and major collectors; sidewalks are required along arterials, collectors, and most local streets in urban areas except controlled access roadways</p> <p>(TPR Subsection -0045(3)(b))</p>	<p>Section <a href="#">17.50.020</a> Vehicular and pedestrian circulation generally. Subsection (6) includes standards for providing on-site pedestrian circulation for new non-residential and multi-family developments and for new buildings added to existing non-residential and multi-family developments. Standards specify specific connections between features and design elements.</p> <p>Section <a href="#">17.50.040</a> Street and road standards. Subsection (15) requires sidewalks on both sides of a public street, unless modified by the Planning Commission under specific conditions. Bicycle/pedestrian routes are required in subsection (16) when consistent with Map 5 of the Comprehensive Plan or when necessary to provide access to a transit stop for specific uses such as schools, parks, churches, commercial centers, or similar facilities. The requirements for sidewalks or bicycle/pedestrian routes are not correlated</p>

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	<p>with street classification standards.</p> <p><b>Recommendation:</b> No change. This criterion is met.</p>
<p>Where off-site road improvements are required as a condition of development approval, they must accommodate bicycle and pedestrian travel, including facilities on arterials and major collectors</p> <p>(TPR Subsection -0045(3)(c))</p>	<p>Section <a href="#">17.68.040</a> Conditions. This section allows the City Council to apply types of conditions designed to limit access, provide additional right-of-way, limit the use or density, among other listed types. It does not specifically include off-street improvements beyond just the dedication of right-of-way.</p> <p>Section <a href="#">17.70.010</a> Authorization to grant or deny. Conditions of approval for conditional uses include requiring additional right-of-way to be dedicated for street improvements. It does not specifically include off-street approval conditions, however the conditions of approval is not limited to the listed conditions.</p> <p>Section <a href="#">17.94.040</a> Hearing procedure and Section <a href="#">17.94.080</a> Action of applications. These sections authorize the Planning Commission or City Council approve an application/recommendation with conditions as part of a hearing procedure. It does not specify types of conditions, similar to what’s listed in Section 17.70.010.</p> <p><b>Recommendation:</b> Consider adding types of conditions that specifically or generally include off-street improvements such as bicycle or pedestrian facilities to Section 17.68.040 and 17.70.010, or to 17.94.040.</p> <p><i>Note that there may be limited opportunities for offsite bicycle and pedestrian facilities in Gladstone due to limited right-of-way available for such improvements.</i></p>
<p>To support transit in urban areas containing a population greater than 25,000, where the area is already served by a public transit system or where a determination has been made that a public transit system is feasible, local governments shall adopt land use and</p>	<p>While Gladstone’s population does not meet the threshold in the following TPR requirements, it is currently served by transit and should have adopted land use and subdivision requirements that are transit-supportive. Section <a href="#">17.48.060</a> Car pool and van</p>



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<p>subdivision regulations as provided in the subsections below:</p> <p>Designated employee parking areas in new developments shall provide preferential parking for carpools and vanpools.</p> <p>(TPR Subsection -0045(4)(d))</p>	<p>pool parking. New industrial, institutional, and office developments with more than 50 employee parking spaces are required to designate spaces for car pool and van pool parking.</p> <p><b>Recommendation:</b> No change. This criterion is met.</p>
<p>Existing development shall be allowed to redevelop a portion of existing parking areas for transit-oriented uses, including bus stops and pullouts, bus shelters, park and ride stations, transit-oriented developments, and similar facilities, where appropriate.</p> <p>(TPR Subsection -0045(4)(e))</p>	<p>No provisions were found that meet this criteria.</p> <p><b>Recommendation:</b> Add provisions that allow existing or new developments to offset the use parking requirements in Section 17.48.030.</p>
<p>Amendments to functional plans, acknowledged comprehensive plans, and land use regulations that significantly affect an existing or planned transportation facility shall assure that allowed land uses are consistent with the identified function, capacity, and performance standards of the facility.</p> <p>(TPR Section -0060)</p>	<p><u>Amendments</u></p> <p>Chapter <a href="#">17.68</a> Amendments and zone changes. This chapter includes provisions and procedures allowing for amendments to the Comprehensive Plan, Zoning Map, Comprehensive Plan Map, or Title 17 of the Code. Amendments are reviewed through administrative procedures (Section 16.68.020). Conditions may be applied by the City Council (17.68.040) when they can further the objectives of the comprehensive plan or zoning ordinance.</p> <p>Section <a href="#">17.68.050</a> Evidence supplied by applicant. Applicants for amendments must provide evidence meeting five criteria. Criteria include consistency with the Comprehensive Plan and Metro’s UGMFP as well as adequate public facilities such as transportation systems are present or concurrent with development.</p> <p>Policy 5 under “Plan Evaluation and Update” of the Comprehensive Plan provides procedures for making amendments to the Comprehensive Plan.</p> <p><b>Recommendation:</b> Consider modifying Section 17.68.050 to include compliance with the</p>



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	Transportation Planning Rule, reviewed consistent with OAR 660-012-0060, when a comprehensive plan amendment or land use district change is proposed.