



MEMORANDUM

**Plans and Policy Review**  
**Molalla Transportation System Plan Update**

DATE 12/21/2017  
 TO Molalla TSP Update Project Management Team  
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 CC Matt Bell, Kittelson & Associates, Inc.

This memorandum presents a review of existing plans, regulations, and policies that affect transportation planning in the Molalla Transportation System Plan (TSP) update study area. The review explains the relationship between the documents and planning in this area, identifying key issues that will guide the TSP development process.

Some documents included in this review establish transportation-related standards, targets, and guidelines with which the TSP shall coordinate and be consistent; others identify transportation improvements that will need to be factored into the future demand modeling and otherwise reflected in the draft TSP. Local policy and regulatory documents described in this review – such as the Molalla Municipal Code – may be subject to recommended amendments to implement the updated TSP. This memorandum helps set the stage for those potential amendments, which will be prepared as part of project Task 4.2.

Table 1 provides a list of the documents reviewed in this memorandum, their project relevance, and the page on which they can be found.

*Table 1. Summary of documents reviewed and project relevance*

Document	Relevance to TSP	Page #
<b>STATE DOCUMENTS</b>		
Statewide Transportation Improvement Program (2015-2018)	<i>The TSP update analysis will consider projects that are programmed in the STIP. An expected outcome of this planning process is proposed recommendations to update the STIP to include projects from the updated TSP.</i>	3
Oregon Transportation Plan (2006)	<i>Projects, policies, and regulations proposed as part of</i>	4

<b>Document</b>	<b>Relevance to TSP</b>	<b>Page #</b>
Oregon Transportation Options Plan (2015)	<i>the updated TSP will reflect the policies of the Oregon Transportation Plan (OTP) and will comply with or move in the direction of meeting the standards and targets established in the Oregon Highway Plan (OHP) related to safety, access, and mobility. State modal plans will inform recommended improvements in the updated TSP; TSP recommendations will be consistent with state policy and requirements of the Transportation Planning Rule (TPR).</i>	6
Oregon Bicycle and Pedestrian Plan (2016)		8
Oregon Transportation Safety Action Plan (2016)		10
Oregon Highway Plan (amended 2015)		11
Transportation Planning Rule (OAR 660-012, updated 2011)		26
<b>COUNTY DOCUMENTS</b>		
Clackamas County Comprehensive Plan	<i>The TSP update will consider city policies and planned projects as they relate to transportation planning and coordination between the city and county and the potential impact on county roadways or services.</i>	13
Clackamas County Transportation System Plan		13
Clackamas County Active Transportation Plan		18
<b>CITY DOCUMENTS</b>		
Molalla Transportation System Plan (2001)	<i>The TSP should incorporate and where needed update the recommendations included in specific area plans. The Municipal Code should be consistent with and help implement the policies and projects included in the TSP.</i>	19
OR 211 Special Transportation Area		20
Molalla Comprehensive Plan (2014)		21
Downtown Molalla Development and OR 211 Streetscape Plan (2011)		24
Molalla Municipal Code		25

## STATE PLANS AND POLICIES

### State Transportation Improvement Program (STIP)

The Statewide Transportation Improvement Program, also known as the STIP, is the Oregon Department of Transportation’s capital improvement program for state and federally-funded projects. The Oregon Transportation Commission and ODOT develop the STIP in coordination with a wide range of stakeholders and the public.

There is one project on the current STIP for the City of Molalla – project 18811, a bicycle and pedestrian improvement on OR-211. The project is to “Construct a 6ft shoulder and sidewalk on the north side of OR211. Remove ditches. Install inlets and storm pipe. Relocation of utilities and replace culvert and guardrail at Bear Creek.”

2015-2018 STIP Approved			2015-2018 STIP Approved			
<b>CLACKAMAS</b>						
Name: <b>OR211: OR213 - S ONA WAY (MOLALLA)</b>					Key: <b>18811</b>	
Description: <b>BICYCLE AND PEDESTRIAN IMPROVEMENTS</b>			MPO: <b>Non-MPO</b>		Region: <b>1</b>	
Applicant: <b>CITY OF MOLALLA</b>			Work Type: <b>BIKPED</b>		Status: <b>PROJECT SCHEDULED FOR CONSTRUCTION</b>	
<b>Location(s)</b>						
Mileposts	Length	Route	Highway	ACT	County(s)	
11.47 to		OR-211	WOODBURN/ESTACADA	REGION 1 ACT	CLACKAMAS	
<b>Approved STIP Amounts</b>						
	Planning	Prelim. Engineering	Right of Way	Utility Relocation	Construction	Other
Total			\$139,204.00		\$1,678,616.00	
<b>STIP Total</b>						
						\$1,817,820.00
<b>Current Project Estimate</b>						
	Planning	Prelim. Engineering	Right of Way	Utility Relocation	Construction	Other
Year		2015	2018	2018	2018	
Total		\$264,743.00	\$139,204.00	\$30,000.00	\$1,678,616.00	
<b>Project Total</b>						
						\$2,112,563.00
Fund 1		M2E1 \$228,976.22	M240 \$80,416.92	OTH0 \$30,000.00	M240 \$1,365,940.05	
Match		\$35,766.78	\$9,204.08		\$156,337.95	
Fund 2			OTH0 \$49,583.00		OTH0 \$156,338.00	
Match						
<b>Most Recent Amendment Approved</b>						
Amendment No: <b>15-18-2243</b>			Approval Date: <b>4/7/2017</b>			
Requested Action: <b>Slip RW and UR to 2018</b>						
Footnote: <b>\$1,683,911 Fed Enhance funds</b>						

A future project (in the 2018-2021 draft STIP) is a safety improvement of 213 at Toliver and 211 at Ona Way. The project is to “install illumination, advance intersection warning signs with street names, transverse rumble strips on approaches, and increase triangle sight distances at the intersections of OR-213 at Toliver and OR-211 at Ona Way.”

2018-2021 Draft STIP		CLACKAMAS		2018-2021 Draft STIP		
Name: EAST SYSTEMIC SIGNALS AND ILLUMINATION (MOLALLA)			Key: 20337			
Description Install illumination, advance intersection warning signs with street names, transverse rumble strips on approaches, and increase triangle sight distances at the intersections of OR-213 at Toliver and OR-211 at Ona Way.					Region: 1	
MPO: Non-MPO			Work Type: SAFETY			
Applicant: CITY OF MOLALLA			Status: PROJECT SCHEDULED FOR CONSTRUCTION			
Location(s)						
Mileposts	Length	Route	Highway	ACT	County(s)	
15.71 to 15.73	0.02	OR-213	CASCADE SOUTH	REGION 1 ACT	CLACKAMAS	
11.80 to 11.81	0.01	OR-211	WOODBURN/ESTACADA	REGION 1 ACT	CLACKAMAS	
Approved STIP Amounts						
Planning	Prelim. Engineering	Right of Way	Utility Relocation	Construction	Other	STIP Total
Total	\$43,700.00		\$2,900.00	\$82,100.00		\$128,700.00
Current Project Estimate						
Planning	Prelim. Engineering	Right of Way	Utility Relocation	Construction	Other	Project Total
Year	2018		2018		2020	
Total	\$43,700.00		\$2,900.00	\$82,100.00		\$128,700.00
Fund 1	ZS30	\$40,300.14	ZS30	\$2,674.38	ZS30	\$75,712.62
Match						
Fund 2	OTH0	\$3,399.86	OTH0	\$225.62	OTH0	\$6,387.38
Match						
<b>Footnote: \$ 118,687 Federal ARTS award</b>						

**What does this mean for the TSP update?** The TSP update will take these projects into consideration as it looks toward long-range improvements of the Molalla transportation system. New projects may be recommended for future STIP funding.

### Oregon Transportation Plan (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 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>1</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 Molalla:**

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 Molalla 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.

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.

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

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.

**What does this mean for the TSP update?** The TSP update will take these and other statewide goals into account, particularly in identifying or updating policies and projects associated with OR 211 and OR 213.

## Oregon Transportation Options Plan (2015)

The Oregon Transportation Options Plan (OTOP) is a topic plan that establishes policies, strategies, and programs that promote efficient use of existing transportation system investments, thereby reducing reliance on single-occupancy vehicles and facilitating use of walking, biking, transit, and rideshare.

This plan establishes a statewide vision for transportation options (TO) to provide travelers of all ages and abilities with options to access goods, services, and opportunities across the State. TO strategies and programs do not address capital infrastructure investments, but rather they provide

information and resources to allow people to bike, walk, take transit, drive, share rides, and telecommute.

#### Policies and Strategies Relevant to the Molalla TSP Update

- Policy 1.3: Incorporate safety considerations, including education and enforcement strategies, into statewide and local plans to facilitate the viability of all modes and increase transportation choices
- Strategy 2.g: Coordinate State and local transportation options goals and policies with other State planning tools and processes such as least-cost planning concepts and strategic assessments and scenario planning
- Strategy 4.k: Foster the identification and development of mobility hubs through financial, policy, or technological support or coordination, with an initial focus on locations with an existing user base such as park-and-ride lots, transit stops or stations, universities, or institutional campuses
- Strategy 4.w: Provide "point-of-purchase" information to travelers that enables efficient mode and time of day travel choices
- Strategy 4.s: Overall guidance for demand management
- Strategy 5.a: Integrate transportation options into alternatives analysis for large infrastructure projects to consider the most cost-effective solutions. Similarly, measure the impact of transportation options strategies when engaging in least cost and long-term planning
- Strategy 6.b: Integrate health considerations and impacts in transportation planning. Include transportation options outcomes in Community Health Improvement Plans / Community Health Needs Assessments. Where detailed health impact assessments are not practical, consider elements of public health in transportation and community planning and in site design
- Policy 7.2: Encourage the incorporation of multimodal level of service (LOS) or similar multimodal and person movement measures and analysis tools during transportation system plan (TSP) updates.
- Policy 7.3: Encourage the development of multimodal trip rates that take into account trips using non-SOV modes for modeling land uses and development types that can be accessed by TO
- Strategy 7.f: Encourage the development of parking management plans in downtowns and activity centers throughout the state
- Policy 8.4: Integrate TO programs and investments throughout the planning process to ensure its early incorporation into funding cycles, capital and operational projects

- Policy 9.5: Coordinate between transportation options providers and human service providers to improve efficiency and expand access. Utilize annual agency plans where data has been collected to inform needs assessments throughout the state
- Strategy 9.c: Focus efforts on understanding the travel habits of currently underserved groups. Use data, mapping tools, and pilot projects to document trip origins, destinations, and time of day travel

**What does this mean for the TSP Update?** The Oregon Transportation Options Plan directs jurisdictions to address strategies and programs that provide information and resources to allow people to bike, walk, take transit, drive, share rides, and telecommute. These types of strategies and programs and their appropriateness for the City of Molalla will be evaluated as part of the TSP update.

## Oregon Bicycle and Pedestrian Plan (2016)

The Oregon Bicycle and Pedestrian Plan (OBPP) is a modal plan that provides policies and implementation strategies intended to move the state toward the following vision:

*“In Oregon, people of all ages, incomes, and abilities can access destinations in urban and rural areas on comfortable, safe, well connected biking and walking routes. People can enjoy Oregon’s scenic beauty by walking and biking on a transportation system that respects the needs of its users and their sense of safety. Bicycle and pedestrian networks are recognized as integral, interconnected elements of the Oregon transportation system that contribute to our diverse and vibrant communities and the health and quality of life enjoyed by Oregonians.”*

The broad goals and policies of the plan are rooted in the numerous benefits of walking and biking. The plan presents a growing body of evidence that walking and biking support economic growth, health, environmental quality, and mobility. These benefits represent important opportunities, but many issues and challenges remain in planning for and supporting walking and biking. Accordingly, the plan outlines a broad set goals, policies and strategies to address these issues:

**Goal 1: Safety.** *Eliminate pedestrian and bicyclist fatalities and serious injuries, and improve the overall sense of safety of those who bike or walk.*

**Goal 2: Accessibility and Connectivity.** *Provide a complete bicycling and pedestrian network that reliably and easily connects to destinations and other transportation modes.*

**Goal 3: Mobility and Efficiency.** *Improve the mobility and efficiency of the entire transportation system by providing high quality walking and biking options for trips of short and moderate distances. Support the ability of people who bike, walk or use mobility devices to move easily on the system.*



**Goal 4: Community and Economic Vitality.** Enhance community and economic vitality through walking and biking networks that improve people's ability to access jobs, businesses, and other destinations, and to attract visitors and tourists, new residents, and new business to the state, opening new opportunities for Oregonians.

**Goal 5: Equity.** Provide opportunities and choices for people of all ages, abilities, races, ethnicities, and incomes in urban, suburban, and rural areas across the state to bike or walk to reach their destinations and to access transportation options, assuring transportation disadvantaged communities are served and included in decision making.

**Goal 6: Health.** Provide Oregonians opportunities to become more active and healthy by walking and biking to meet their daily needs.

**Goal 7: Sustainability.** Help to meet federal, state, and local sustainability and environmental goals by providing zero emission transportation options like walking and biking.

**Goal 8: Strategic Investment.** Recognize Oregon's strategic investments in walking and biking as crucial components of the transportation system that provide essential options for travel, and can help reduce system costs, and achieve other important benefits.

**Goal 9: Coordination, Cooperation, and Collaboration.** Work actively and collaboratively with federal, state, regional, local, and private partners to provide consistent and seamless walking and biking networks that are integral to the transportation system.

Each goal includes several policies and strategies to guide implementation, many of which are relevant to the planning process for the Molalla TSP update. In addition, the plan provides specific direction for how cities and counties can play a role in implementation, including ensuring that planning and design practices are consistent with the OBPP and other ODOT plans, working with adjacent jurisdictions, revising ordinances, collecting data, performing inventories, and partnering with community organizations for education and encouragement programs.

ODOT also published a work plan to provide more detailed information on ODOT-led actions to advance implementation of the OBPP. The work plan organizes the actions into three key initiatives; this TSP update may be able to leverage the tools and outcomes of these initiatives:

1. Defining the network by inventorying the existing system, updating design guidelines, and setting expectations for how the system should be built and rebuilt.
2. Data collections and standardization.
3. Development of plan- and program-level performance measures.

The ODOT Bicycle and Pedestrian Design Guide is the technical element of the plan, adopted in 2011, that guides the design and management of bicycle and pedestrian facilities on state-owned facilities. It has been designated as a companion piece to the Highway Design Manual (HDM) and

includes updated and innovative pedestrian and bicycle treatments. As noted above, the OBPP anticipates an update to the design guidelines.

**What does this mean for the TSP update?** The policies and design guidance provided in the OBPP apply to bicycle and pedestrian improvements associated with state highway facilities in Molalla, which include OR-211 and OR-213. Policy and design guidance should also be considered in the TSP's local street standards and the bicycle and pedestrian modal plans should be consistent with the goals, policies, and strategies for implementation identified in the OBPP.

## Oregon Transportation Safety Action Plan (2016)

The goals and policies of the Oregon Transportation Plan (OTP) are further implemented by various modal plans, including the Oregon Transportation Safety Action Plan (OTSAP). The OTSAP is intended to help sustain and strengthen the focus on factors contributing to transportation related fatalities and injuries and encourage safety programs and practices that address other significant safety problems including the rising death toll for pedestrians and roadside workers, secondary crashes occurring on urban freeways, inadequate emergency response services, and conflicts between motor vehicles and other travel modes. Strategies and actions include:

- **Implement engineering solutions for bicyclists and pedestrians:** Continue to identify, evaluate, and implement engineering solutions for bicyclists, pedestrians and other non-motorized vehicles with an eye to improving the safety of system users.
- **Engineering systems for public input that hear multiple viewpoints:** Develop systems and controls to assure that ODOT hears the perspectives of all road users and interest groups as it develops solutions to safety, livability, and engineering problems. Evaluate the usefulness of the "Hearing Every Voice" system.
- **Engineering incorporating safety messages into the roadway system:** Identify ways to incorporate safety messages and cues into Oregon's roadway system. Develop a long range roadside signage strategy and plan for safety messages.
- **Advocate safety in local system plans:** Strongly advocate for the consideration of roadway, human, and vehicle elements of safety in modal, corridor and local system plan development.
- **Consider access management:** In planning and project development, continue to consider access management techniques in both rural and urban settings that show improvements in safety for the roadway user.
- **Consider the special needs of motorcycles, bicyclists and pedestrians in the safety of road maintenance functions:** Continue to consider safety—including the special needs of motorcyclists, bicyclists, and pedestrians—in all road maintenance functions. Provide

educational opportunities to agency staff and partners that highlight the importance of considering the special safety needs of these users.

- **Use vegetation management techniques to reduce hazards and increase visibility:** With consideration to the scenic quality of the roadway, use vegetation management techniques to improve the safety of roadway users.
- **Consider local needs and limitations when establishing safety standards:** Continue to consider local needs and resource limitations when establishing safety standards for operations and maintenance by communicating consistently with local agencies.

**What does this mean for the TSP Update?** The TSP update will incorporate the applicable strategies and actions identified in the OTSAP where relevant and practical.

## Oregon Highway Plan (amended 2015)

The Oregon Highway Plan (OHP) defines policies and investment strategies for Oregon's state highway system. 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.

### ODOT Highway Classification for Molalla

**OHP Goal 1, Policy 1A (State Highway Classification System)** categorizes state highways for planning and management decisions. Within Molalla, OR-211 and OR-213 are classified as District Highways, and a portion of OR-211 is a Special Transportation Area (STA).

*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.*

**Special Designations:** 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. A portion of OR-211 through Molalla is designated as a Special Transportation Area. (See page 21)

**State Highway Freight System:** OHP Goal 1, Policy 1C addresses the need to balance the movement of goods and services with other uses. It states that the timeliness of freight movements should be

considered when developing and implementing plans and projects on freight routes. There are no OHP designated freight routes within the City of Molalla; however Main Street (OR 211), Molalla Avenue, and Freyrer Park Road/Mathias Avenue are the main truck routes within Molalla, with OR 213 on the western edge of the city also serving truck movements. The volume of trucks passing through downtown Molalla, as well as the difficulty some trucks experience making turns at the Molalla Avenue/Main Street intersection, have been raised as issues in the 2001 TSP.

**Highway Mobility Policy:** OPH Goal 1, Policy 1F establishes highway mobility targets as the initial tool to identify deficiencies and consider solutions for vehicular mobility on the state system. Where meeting these targets is infeasible or impractical, alternative mobility targets for a specific facility may be adopted in collaboration between ODOT and the local jurisdiction.

**What does this mean for the TSP update?** State facilities in Molalla and their mobility targets will be evaluated as part of the TSP update. Alternative mobility targets are an option for situations where it is infeasible or impractical to meet these mobility targets.

**Major Improvements:** OHP Goal 1, policy 1G has the purpose of maintaining highway performance and improving highway safety by improving system efficiency and management before adding capacity. Action 1G1 establishes the following priorities for developing TSPs:

1. **Protect the existing system.** The highest priority is to preserve the functionality of the existing highway system by means such as access management, local comprehensive plans, transportation demand management, improved traffic operations, and alternative modes of transportation.
2. **Improve efficiency and capacity of existing highway facilities.** The second priority is to make minor improvements to existing highway facilities such as widening highway shoulders or adding auxiliary lanes, providing better access for alternative modes (e.g., bike lanes, sidewalks, bus shelters), extending or connecting local streets, and making other off-system improvements.
3. **Add capacity to the existing system.** The third priority is to make major roadway improvements to existing highway facilities such as adding general purpose lanes and making alignment corrections to accommodate legal size vehicles.
4. **Add new facilities to the system.** The lowest priority is to add new transportation facilities such as a new highway or bypass.

**What does this mean for the TSP update?** When responding to highway needs, the plan will implement higher-priority measures first unless a lower-priority measure is clearly more cost-effective or clearly better supports safety, growth management, or other livability and economic viability considerations.

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## CLACKAMAS COUNTY PLANS AND POLICIES

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### Clackamas County Comprehensive Plan

The Clackamas County Comprehensive Plan serves as the principal policy document for land use and development within Clackamas County, with an emphasis on the unincorporated areas of the County. It guides physical development in these areas, including land use, urban design, residential, commercial and industrial development, farm and forest uses, and urbanization. It also includes chapters on Citizen Involvement, Natural Resources and Energy, Housing, Public Facilities and Services, Economics, Open Space, Parks and Historic Sites, Community Plans and Design Plans the Planning Process. It is primarily a policy document and includes goals, policies and definitions related to each of these topics. It also includes policies associated with coordination with other jurisdictions and service providers. Transportation goals and policies are included in the County's Transportation System Plan which is described below. The Plan contains relatively few policies directly related to Molalla but the goals and policies associated with coordination with other jurisdictions are relevant.

**What does this mean for the TSP Update?** To the extent that specific goals and policies in the County Comprehensive Plan are applicable to transportation planning in Molalla, they will be identified and considered in updating the Molalla TSP. In addition, coordination between the City and County will be part of the TSP update process, consistent with the County Comprehensive Plan.

### Clackamas County Transportation System Plan

The Clackamas County TSP is the County's long-range plan for developing and managing its transportation system. It is adopted as Chapter 5 of the County's Comprehensive Plan. After laying out over-arching goals and issue statements, the TSP lists a series of policies created to direct the County in its efforts to build and maintain a multi-modal transportation system. Under each policy category, the TSP lists countywide policies followed by policies applicable specifically to those areas within the Portland METRO boundary (Urban), and those outside that boundary (Rural).

Typical rural cross-sections shown in figures 5-2a through 5-2f are included below.

Figure 5 - 2a  
Typical Rural Arterial Cross Section



Ditch	Gravel shoulder	Paved shoulder / bikeway	Travel lane	Optional: Left turn lane	Travel lane	Paved shoulder / bikeway	Gravel shoulder	Ditch
8'	5' - 8'	6' - 8'	11' - 12'	12' - 14'	11' - 12'	6' - 8'	5' - 8'	8'
		paved width: 34' - 54'						
ROW: 60' - 86'								

Figure 5 - 2c  
Typical Rural Collector Cross Section



Ditch	Gravel shoulder	Paved shoulder bikeway	Travel lane	Travel lane	Paved shoulder bikeway	Gravel shoulder	Ditch	
9'	5' - 8'	6'	10' - 12'	10' - 12'	6'	5' - 8'	9'	
		paved width: 32' - 36'						
ROW: 60' - 70'								

The County TSP addresses the South Clackamas Transportation District (SCTD), which serves the Molalla area, and includes several policies to coordinate with transit agencies to identify transit needs and improve transit within the county (5.T.1-5.T.14).

The capacity needs for roadways in the rural area are evaluated using the performance evaluation measures shown in Table 5-2b, included below.

**Table 5-2b  
MOTOR VEHICLE CAPACITY EVALUATION STANDARDS FOR THE RURAL AREA  
Weekday, AM and PM Peak Periods**

ODOT Roadways and Intersections (based on posted speed and highway classification) <sup>1</sup>	Maximum Volume to Capacity (V/C) Ratio	
	1 <sup>st</sup> Hour, PM Peak Period	2 <sup>nd</sup> Hour, PM Peak Period
Unincorporated areas inside city UGBs	0.80 to 0.95	0.80 to 0.95
Inside Unincorporated Communities	0.70 to 0.80	0.70 to 0.80
All other rural areas	0.70 to 0.75	0.70 to 0.75
County Roadways and Intersections outside of Cities	Minimum Level of Service (LOS) or Maximum Volume/Capacity Ratio; Weekday Peak Periods	
	AM Peak Hour	PM Peak Hour
Road segments and unsignalized intersections	LOS E	LOS E
Signalized and roundabout intersections	0.90	0.90

<sup>1</sup> See Oregon Highway Plan for details.

Transportation improvement projects on County facilities within Molalla are identified in Table 2.

*Table 2. County TSP Projects*

Project ID	Project Name	Segment/Locations	Project Description
1102	Emerald Necklace Trail	To Canby Ferry	Extend Molalla Forest Rd to Locust St in accordance with the Active Transportation Plan
1105	Graves Rd/Passmore Rd/Mulino Rd/OR 213	Graves Rd/Passmore Rd/Mulino Rd/OR 213	Work in conjunction with the Molalla River School District, ODOT and community stakeholders to complete a safety audit to look at all options for the safe movement of Mulino Elementary School students in relation to the adjacent transportation system. Utilize the results from the audit to develop a list of projects and/or programs to maximize safety

			for all users
1115	Molalla Ave Flooding	Just south of city of Molalla	Construct bridge to resolve flooding issues

**What does this mean for the TSP Update?** The Clackamas County TSP does not prescribe standards for facilities owned or managed by the City of Molalla. However, to the extent any roads in the city or between the Molalla city limits and the urban growth boundary are owned or managed by the County of have been built to County standards, future coordination may be needed to transfer jurisdiction or improve roads to city standards. The TSP Update process also generally will be carried out in coordination with the County to ensure that the County has an opportunity to comment on any issues that may affect it. In addition, County transportation improvement projects will be reviewed and considered in the Molalla TSP update where they overlap with, connect to, or directly affect City facilities or projects. Recommendations in the updated City TSP will need to be consistent with the County TSP; if necessary, needed refinements to the County plan will be identified and discussed as part of this update process.

### Clackamas County Active Transportation Plan

The Active Transportation Plan (ATP) was adopted in 2015 through a coordinated process with other local jurisdictions. It covers rural portions of the County and also makes recommendations for urban areas which could include connections to rural area facilities. The ATP works together with the Bicycle Master Plan and the Pedestrian Master Plan to identify key active transportation facilities in Clackamas County. While the existing Bicycle and Pedestrian Master Plans provide a comprehensive assessment of bicycle and pedestrian forms of transportation, the ATP focuses on the priority routes that connect Clackamas County communities and provide access to important destinations. The ATP sets future pedestrian and bicycle infrastructure priorities by identifying 24 Principle Active Transportation (PAT) routes, including these routes that connect to Molalla:

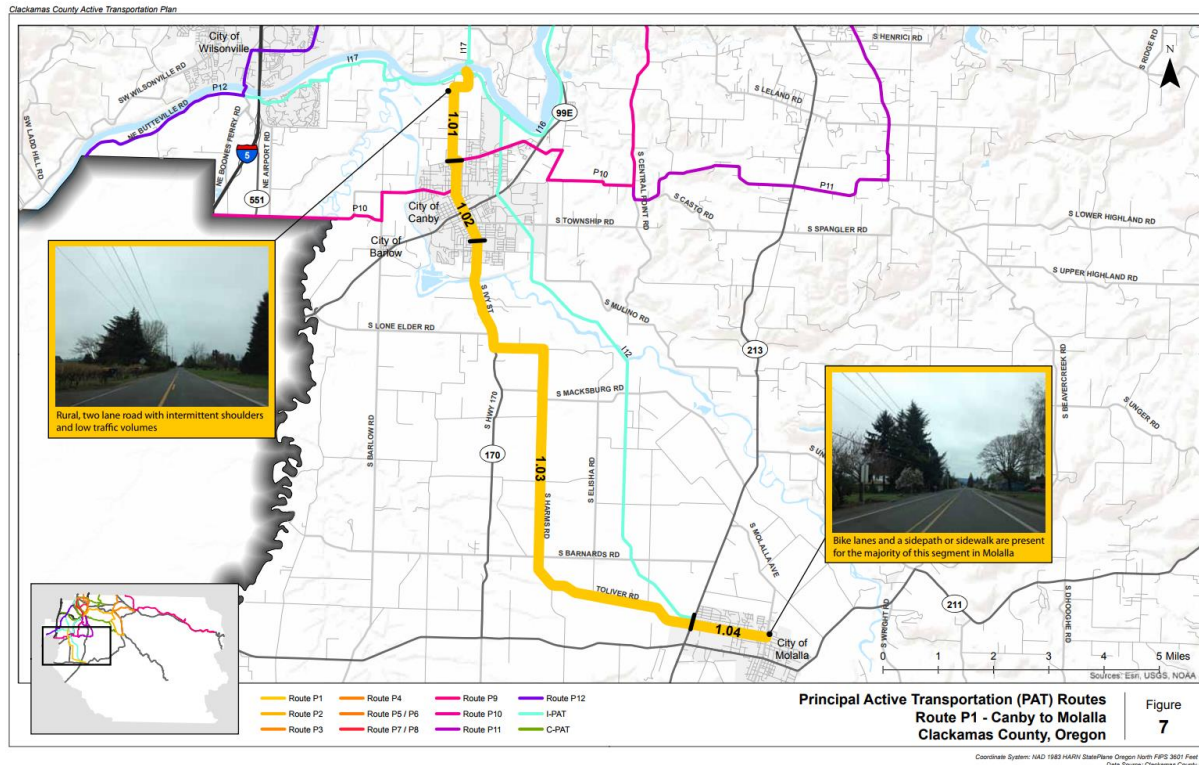
- Route P1 is a shoulder bikeway and striped bike lane from Canby to Molalla along Highway 213 and Toliver Road. This route is expected to be used by recreational bicyclists, due to the low number of trip attractors/destinations along this route.
- “Ideal” Principal Active Transportation Routes are also identified. Due to ownership, topographical and/or environmental constraints, I-PATs are considered visionary or long-term projects. One of these is a proposed multi-use path along Molalla Forest Road (a portion of this alignment in Canby is used for this purpose today, known as the “Logging Road Trail”).

***Route I-13 – Molalla Forest Road***



*Built initially as a direct route for hauling forest products, the former logging road would provide a safe off-road active transportation route for a variety of users. The Molalla Forest Road is an opportunity to augment a historic connection between Canby and Molalla.*

The ATP is implemented by incorporation into the County’s comprehensive plan and TSP project lists. No specific funding sources are identified to implement the ATP, though several potential sources are listed.



**What does this mean for the TSP update?** This update will examine these active transportation projects in the context of Molalla’s transportation network and determine whether specific updates to standards, policy language, or code language area required to implement them and whether portions of them should be included in the list of projects recommended for funding in the Molalla TSP.

## CITY PLANS AND POLICIES

### Molalla Transportation System Plan (2001)

The existing TSP for the City of Molalla was adopted in 2001. It describes the transportation system at the time of adoption, including automobile, rail, pedestrian, and bicycle facilities. It also compares that system to forecasted future needs and identifies a plan for the City to meet its

transportation goals for the planning period. The TSP establishes a functional classification system, street design standards and cross-sections, access management strategies, and a pedestrian and bicycle plan.

The TSP also includes a Transportation Improvement Program, which identifies projects, estimated costs, and a general timeline for constructing improvements. Relatively few projects have been completed since adoption. These include:

- OR 211/OR 213 intersection improvements
- 5<sup>th</sup> Street roadway extension
- May Avenue street reconstruction (this project is partially complete)
- Heintz Street street reconstruction (this project is partially complete)
- Shirley Street street reconstruction (this project is partially complete)

As part of the TSP process, the project team and City will evaluate why other projects have not been implemented and whether or not they should continue to be carried forward in the TSP.

One project of note identified in the TSP is a potential future OR 211 Bypass which would use a portion of the Molalla Forest Road as a part of its alignment. As noted previously, Molalla Forest Road also is identified as a potential future bicycle and pedestrian path in the Clackamas County Active Transportation Plan. This project will need to be evaluated in light of these potentially conflicting objectives, current community priorities, state policies and funding priorities, and available local funding resources.

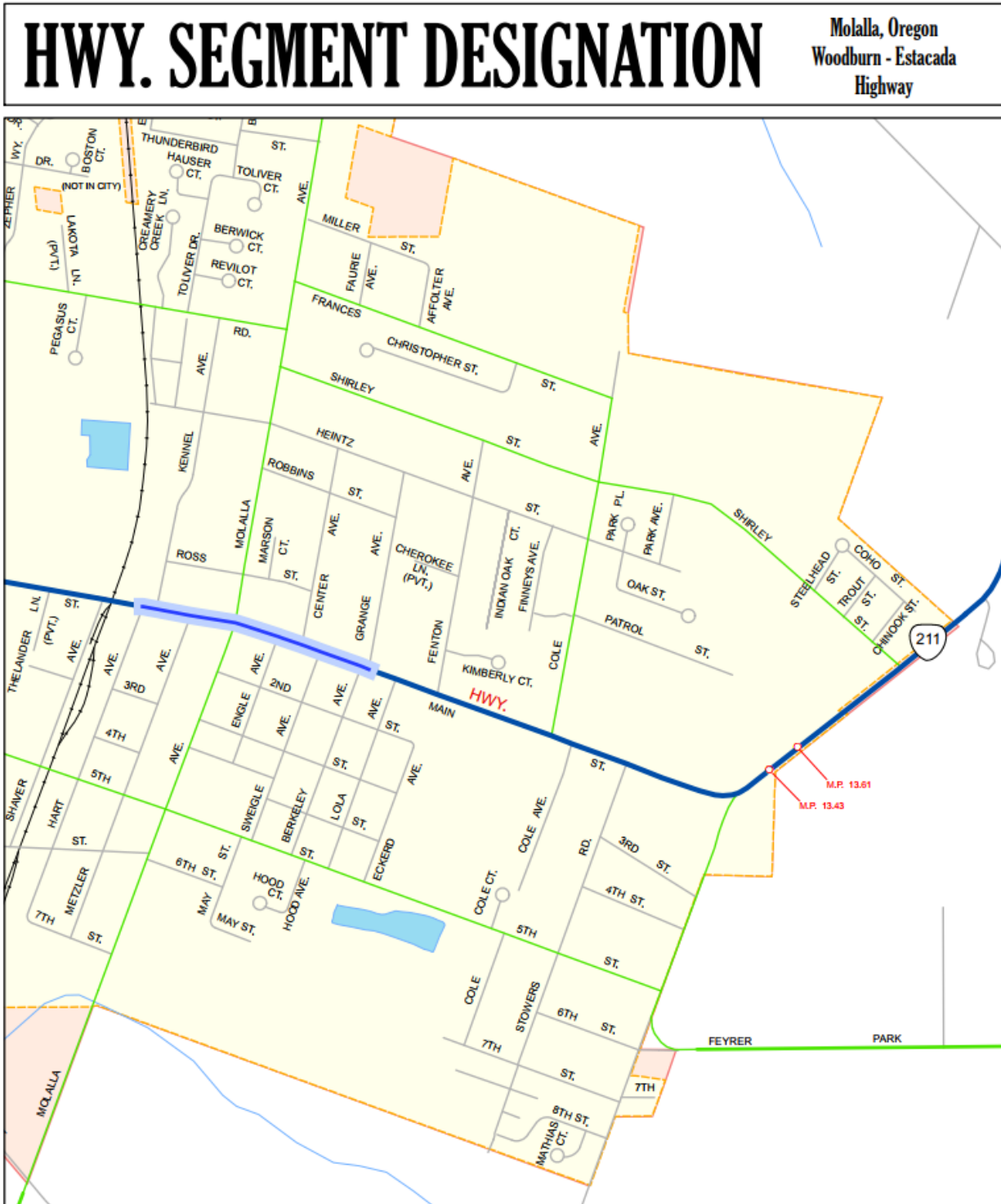
**What does this mean for the TSP Update?** The update of the adopted TSP will examine current and future conditions, policies, projects and recommended implementation strategies and refine, update or replace information in the existing TSP to reflect the community's goals and vision for its future transportation system and a roadmap for achieving it.

## OR 211 Special Transportation Area

A Special Transportation Area (STA) is a designated district of compact development located on a state highway within an urban growth boundary in which the need for appropriate local access outweighs the considerations of highway mobility except on designated OHP Freight Routes where through highway mobility has greater importance.

The City of Molalla's 2001 TSP recommended designation of an STA for a 0.3-mile portion of OR 211, shown in Figure 1.

Figure 1. Special Transportation Area Map



In 2006-07, the City of Molalla developed a *Downtown Molalla-OR 211 Streetscape Plan*. The plan, funded by the Transportation Growth Management (TGM) program, considered the transportation network, land use and revitalization concepts for downtown.

Region 1 worked closely with the City to ensure that proposed highway cross-sections comply with HDM standards. The recommend STA cross-section for OR 211 was vetted with the Motor Carrier Transportation Division (MCTD) freight stakeholders group in 2007; their support was reconfirmed in 2009. In 2010, the City adopted a new comprehensive plan and development code that incorporates *Molalla Downtown-OR 211 Plan* elements. The City subsequently amended its TSP with new OR 211 cross-sections and projects, as well as an enhanced downtown local street standards and network. The planned highway cross-section calls for wider sidewalks, tree wells, bicycle lanes, and 11' travel lanes. The new development code includes provisions to ensure future downtown development will retain its main street character, and now provides for a mix of land uses in the downtown commercial zone.

The City's TSP recommends STA designation for OR 211-Main Street between Hart Avenue and Grange Avenue. The proposed Downtown STA segment is the City's existing Main Street (literally and figuratively), with on-street parking, sidewalks, and commercial buildings with storefront windows set at the sidewalk line. The posted speed is 25 mph. Downtown Molalla and OR 211 meet the traffic and design characteristics of an STA. An STA designation in the OHP for this segment of OR 211 provides consistency with the existing Molalla Comprehensive Plan. Molalla Comprehensive Plan (2014). As part of the STA requirement, different mobility standards are allowed on this section of OR 211. As part of this project or as a follow-up to it, alternative mobility standards potentially could be considered for other sections of OR 211 in Molalla.

## Molalla Comprehensive Plan

The Molalla Comprehensive Plan serves as the principal policy document for land use within the Molalla Urban Growth Boundary and guides physical development of the City. The plan was originally adopted in 1980, and most recently updated in 2014. It contains goals, policies, and implementation measures, and is implemented by Functional Plans, Community Plans, and the Molalla Development Code (Titles 16 & 17 of the Municipal Code). The TSP itself is a functional plan, adopted as part of the Comprehensive Plan, and is expected to be consistent with and support the other goals and policies of the Comprehensive Plan.

The Comprehensive Plan is organized by Goals, which mirror the Oregon Statewide Planning Goals. Transportation goals and policies are addressed under Goal 12: Transportation. This section of the comprehensive plan enumerates ten transportation goals and 47 distinct policies, divided into "Streets and Roads" and "Other Modes of Transportation" sections:

- **Transportation Goals:**
  1. To reduce congestion and provide for a safe and convenient transportation system throughout the City of Molalla.
  2. Conserve energy.

3. Minimize the vehicular impact upon the City of Molalla and integrate Molalla with the various transportation planning and development systems within the state.
4. Ensure that the roadway network is adequate in terms of function, capacity, level of service, and safety.
5. Identify and prioritize transportation improvement needs in the City of Molalla, and identify a set of reliable funding sources that can be applied to those improvements.
6. The City will promote alternative modes of transportation.
7. The City of Molalla is committed to the promotion of a balanced, safe and efficient transportation system and shall make every effort to satisfy this commitment.

*[Note: Goals 3, 4 and 5 appear to be listed twice within the Comprehensive Plan.]*

There are numerous policies that implement these goals, described by topic below:

- Requiring updating of the TSP along with other relevant changes to the Comprehensive Plan and Zoning Ordinance (1), requiring transportation impact studies, easements, and right-of-way dedication of certain developments (1, 2, 3), and require streetscape maintenance by property owners (4)
- "Consider designation sections of State Highway 221 as a Special Transportation Area," which has occurred (5)
- Addressing downtown streetscapes and land uses designations (7, 9)
- Supporting pedestrian circulation and safety (8, 9, 11)
- Supporting bicycle circulation and safety (11, 36)
- Addressing access management (10) and roadway function (24, 27, 28)
- Requiring inter-agency coordination and notification (12, 19, 20)
- Addressing the role of the TSP (13) and planning authority within the UGB (15)
- Implementing the TSP, including permitting of transportation uses through the zoning ordinance. (14)
- Maintaining roadways (16), improving substandard streets (17), funding (18, 34, 35)
- Developing an alternate truck route to divert truck traffic away from the CBD (21)
- Supporting multi-modalism, reduced energy consumption, and air quality (22)
- Addressing or supporting neighborhood quality (23), street capacity and efficiency (24), adequate transportation linkages (25)
- Providing for the needs of transportation-disadvantaged (26)
- Identifying specific improvements or modifications in the transportation network (29, 30, 31) and develop a list of needed transportation improvements and associated costs (32, 33)
- Promoting transit (38)

Policies addressing "other modes" include:

- Coordinating with the Southern Pacific Railroad on reuse of a rail corridor (1)
- Encouraging multi-modal mobility (2), transit (4), development of pedestrian ways and bikeways (5, 6, 7, 8)

In addition to the goals and policies under the Transportation section of the comprehensive plan, there are other areas of the comprehensive plan that are applicable to this TSP update:

- **Goal 1: Citizen Involvement** requires that citizens be involved in all phases of the planning process, including the update of the TSP.
- **Goal 2: Land Use Planning** addresses land use planning jurisdiction and zoning districts within Molalla. The location of significant transportation facilities, particularly those that provide for freight movement, have a large impact on land use decision-making. The pedestrian orientation of commercial districts and role of the transportation system in the livability of residential neighborhoods are also addressed in policies under Goal 2. Policy 16.b states: “Through the Transportation System Plan the City shall make efforts to relieve truck traffic through the downtown area.”
- **Goal 11: Public Facilities** contains policies related to coordinating with infrastructure providers (10), and the role of the TSP in ensuring that street standards, parking, landscaping, and sign requirements (27) are addressed in the development stage. Goal 11 also contains policies regarding public facilities funding that address the transportation system (28-38).

**What does this mean for the TSP update?** The TSP update will examine these goals and policies explicitly to determine to what extent they are still applicable and desired by the community. Implementation of the TSP will likely include updates to these transportation goals and policies to guide future decision-making. The TSP may also suggest policy-neutral changes to the organization of portions of the comprehensive plan to improve clarity and ease of use. As part of the TSP process, the City may also decide whether to continue to include these types of goals and policies in both the Comprehensive Plan and TSP or in just one document.

## **Molalla Downtown Development and OR 211 Streetscape Plan (207)**

This Plan evaluated and recommended land use, zoning, and design concepts to support a compact, multi-modal downtown. It also included a streetscape plan for OR 211 between the western and eastern termini within the City’s Urban Growth Boundary (UGB) that incorporates roadway features with the overall objective of supporting a vibrant and safe downtown and highway corridor. The Plan was prepared in 2005-2006 and adopted in 2007. The Plan identifies a proposed land use concept, transportation improvement projects and connections, parking management strategies, and streetscape designs for the Downtown area, as well as a proposed streetscape design concept for OR 211.

Proposed transportation improvements and streetscape designs address pedestrian and bicycle mobility and connectivity, parking for workers and visitors, intersection improvements, streetscape amenities to enhance the function and visual appearance of the areas, and potential gateway features. Proposed implementation strategies include designation of a Special Transportation Area

(STA); updates to the City's TSP, Capital Improvement Plan, Comprehensive Plan and Development Code; parking management strategies; and a variety of funding tools to pay for recommended improvements.

**What does this mean for the TSP update?** The TSP update will examine and incorporate the recommendations included in the Downtown Development and Streetscape Plan. Selected recommendations may be further evaluated or re-evaluated for consistency with current conditions and community priorities. To the extent they have not already been implemented, selected proposed amendments to the Comprehensive Plan and Development Code may be combined and integrated with similar recommendations related to the TSP.

## Molalla Municipal Code

The City of Molalla development code was recently updated and re-organized, and much of the code has been substantially rewritten. The previously-adopted code, reviewed at the time that the initial draft of this memo was written, consisted of chapter 17 (Land use districts), and Chapter 18 (Community Design Standards). The updated code (as of Draft 3 – August 2017) includes zoning regulations, design standards, application requirements and review procedures all within an updated Article 17. Amendments to the Code recommended as part of the update process were adopted in September, 2017.

This portion of Technical Memorandum 1 will address the draft code in the updated Article 17 at a high level. Additional detail about Article 17's content in relation to the Oregon TPR are provided in the TPR section of this memorandum.

The development code contains several sets of requirements that address the relationship between land use development and transportation system development. Those requirements are discussed below and address transportation uses in various zoning districts, access and connectivity, design standards, traffic impact reports, bicycle and automobile parking, and application review processes and conditions of approval.

### Transportation Uses and Other Land Uses

Article 17-2.2 establishes zoning districts and use regulations therein. Transportation facilities, their construction, operation, and maintenance within the right-of-way are listed as a permitted use in all zoning districts. Drive-up and drive-through uses and facilities are regulated by the community design standards in section 17-3.2.060

### Street Access and Circulation

Article 17-3.3 addresses access and circulation, divided into vehicular and pedestrian sections. Section 17-3.3.030 (Vehicular access and circulation) includes regulations regarding access requirements and permits, traffic study requirements, as well as details such as driveway design

and spacing. Section 17-3.3.040 (Pedestrian access and circulation) addresses pedestrian movement within developments intended to provide for safe, reasonably direct, and convenient pedestrian access and circulation.

### **Parking**

Article 17-3.5 (Parking and Loading) includes standards for automobile and bicycle parking, as well as loading areas. These standards address amount and design of parking needed for in association with uses.

### **Public Facilities**

Article 17-3.6 (Public facilities) provides planning and design standards for public and private transportation facilities and utilities and associated review and coordination procedures and requirements. These include requirements associated with coordinated review of land use applications with roadway authorities; traffic impact analyses; street location, alignment, extension, and grades; rights-of-way and street section widths; connectivity and future street plans; and other standards. Street cross sections are not included within the code itself, but are referenced as part of the Public Works Standards and TSP.

### **Application Procedures**

Article 17-4 describes application review procedures and approval criteria. These procedures and criteria establish how impacts of development upon the City's transportation system must be identified and addressed through the development process.

**What does this mean for the TSP update?** Additional amendments to development code provisions related to transportation improvements such as pedestrian and bicycle access and connectivity, transit access, traffic impact analyses, and agency coordination may be recommended as part of this planning process in order to implement the updated TSP, provide consistency between the development code, TSP, and local road standards, and/or to strengthen compliance with the TPR. An important consideration for implementing the TSP is to what extent its contents are referenced or included in the development code itself.

## **TRANSPORTATION PLANNING RULE (OAR 660-012-0045)**

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Transportation system planning in Oregon is required by state law as one of the 19 statewide planning goals (Goal 12 - Transportation). The TPR defines the necessary elements of a local TSP and how to implement Goal 12. The TPR requires counties and cities to prepare local TSPs that are consistent with the OTP and, for jurisdictions within a metropolitan planning organization, with the regional transportation plan. The overall purpose of the TPR is to provide and encourage a safe, convenient, and economically feasible 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. 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.

Table 3 describes how the Molalla development code<sup>2</sup> meets particular TPR sections and identifies recommended improvements where local requirements could be strengthened or modified to be more consistent with the TPR. To the extent necessary, suggested draft code language will be prepared at the implementation phase of the TSP update project that supports the policies and recommendations of the draft TSP and is consistent with the TPR. As documented in Table 3, the current Development Code update process has been very effective in ensuring consistency with the TPR to a significant degree already. As a result, it is likely that limited additional amendments to the code will to be needed to address TPR compliance.

Table 3. TPR Evaluation of the Molalla Development Code

TPR Requirement	Local Development Code Reference
<b>OAR 660-012-0045 – Implementation of the Transportation System Plan</b>	
<b>(1) Each local government shall amend its land use regulations to implement the TSP.</b>	
<p><i>(a) 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:</i></p> <p><i>(A) 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;</i></p> <p><i>(B) 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;</i></p> <p><i>(C) Uses permitted outright under ORS 215.213(1)(m) through (p) 1 and 215.283(1)(k) through (n)2, consistent with the provisions of 660-012-0065 3 ; and</i></p>	<p>These TPR provisions are addressed as follows:</p> <p>The draft Molalla development code lists "Transportation Facilities; includes construction, operation, and maintenance of facilities located within right-of-way controlled by a public agency, consistent with the Transportation System Plan / Comprehensive Plan" as a permitted use in all zoning districts, as shown in the table on page 2-12.</p> <p><b>Recommendation:</b> This TPR provision is met.</p>

<sup>2</sup> As noted in the section of this memorandum addressing the Molalla Municipal Code, the City is undergoing an update and reorganization of the development code. Table 1 references this updated draft code: "Draft 3 – August 2017"

TPR Requirement	Local Development Code Reference
<p><i>(D) Changes in the frequency of transit, rail and airport services.</i></p> <p><i>(b) 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.</i></p>	
<p><i>(c) 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.</i></p>	<p>TPR Section - 0050 addresses project development and implementation - how a transportation facility or improvement authorized in a TSP is designed and constructed. Project development may or may not require land use decision-making. The TPR directs that during project development, projects authorized in an acknowledged TSP will not be subject to further justification with regard to their need, mode, function, or general location.</p> <p>The city allows for consolidated review of multiple land use or development permits under Chapter 17-4.1 section 060, Time Limit, Consolidated Review, and Planning Official’s Duties.</p> <p>In terms of coordination with other transportation agencies, Chapter 17-4.1 includes public notice and hearing requirements that include notice to the road authority and other agencies for all type II, type III, and type IV procedures.</p> <p><b>Recommendation:</b> This TPR requirement is met.</p>
<p><b>(2) Local governments shall adopt land use or subdivision ordinance regulations, consistent with applicable federal and state requirements, to protect transportation facilities corridors and sites for their identified functions. Such regulations shall include:</b></p>	
<p><i>a) Access control measures, for example, driveway and public road spacing, median control and signal spacing standards, which are consistent with the functional classification of roads and consistent with limiting development on rural lands to rural uses and densities;</i></p>	<p>Development code chapter 17-3.3.030 (Vehicle Access and Circulation) addresses separation between approaches and street intersections, and intersection spacing “consistent with the current version of the Public Works Design Standards and Transportation System Plan.”</p> <p>Spacing standards for each functional classification reside within the TSP and are not duplicated in the development</p>

TPR Requirement	Local Development Code Reference
	<p>code. Standards within the TSP will be updated to ensure consistency with state requirements for state facilities.</p> <p><b>Recommendation:</b> This TPR requirement is met.</p>
<p><i>(b) Standards to protect the future operations of roads, transitways and major transit corridors</i></p>	<p>Chapter 17-3.6.020(A)(4) describes the process to apply conditions to development proposals in order to minimize impacts and protect transportation facilities, as well as when a proposal must be reviewed for traffic impacts and the process by which a Traffic Impact Analysis (TIA) must be prepared.</p> <p>This section of the development code includes applicability thresholds and submittal requirements for a TIA.</p> <p>The authority to condition approval to require needed transportation improvements is located in Article 17.4 (Application review procedures and approval criteria), within various chapters for application types.</p> <p>Chapter 17-3.6 includes the transportation development standards that apply to all new uses and developments. Section 17-3.6.010(D) states, “No development may occur unless required public facilities are in plan or guaranteed, in conformance with the provisions of this Code. Improvements required as a condition of development approval, when not voluntarily accepted by the applicant, shall be roughly proportional to the impact of the development on public facilities. Findings in the development approval shall indicate how the required improvements are directly related and roughly proportional to the impact.”</p> <p><b>Recommendation:</b> As of this draft of Article 17, section 17-3.6.020(A)(4) states that its purpose is to explain, among other items, “the required contents of a Traffic Impact Analysis” and addition TIA requirements are found in sections 17-3.3.030 (C), 17-3.6.020 (A)(4), 17-4.2.040 (A), 17-4.2.040 (B)(8), 17-4.3.060 (A)(2), and 17-5.1 of the draft code. Further requirements for preparation of a TIA will be considered as part of this process and applicable code amendments may be identified as part of the TSP update process.</p>
<p><i>(c) Measures to protect public use airports by controlling land uses within airport noise corridors and imaginary surfaces, and by limiting physical hazards to air navigation;</i></p>	<p>The City of Molalla does not have an airport.</p> <p><b>Recommendation:</b> This TPR requirement is met.</p>
<p><i>d) A process for coordinated review of future land use decisions affecting transportation facilities, corridors or sites;</i></p>	<p>The city allows for consolidated review of multiple land use or development permits under Chapter 17-4.1 section 060, Time Limit, Consolidated Review, and Planning Official’s Duties.</p>

TPR Requirement	Local Development Code Reference
	<p><b>Recommendation:</b> This TPR requirement is met.</p>
<p><i>(e) A process to apply conditions to development proposals in order to minimize impacts and protect transportation facilities, corridors or sites;</i></p>	<p>Article 17.4 – Application review procedures and approval criteria describes Type I, II, III, and IV procedures and specifies whether conditions of approval may be applied - they may be applied on all but Type I (ministerial) applications.</p> <p>The authority to condition approval of development to require needed transportation improvements is in 17-3.6.</p> <p>Section 17-3.6.020 addresses this requirement by requiring the preparation of a traffic impact assessment in order to apply conditions of approval to be implemented prior to issuance of a building permit.</p> <p>Section 17-3.6.010(D) addresses rough proportionality between the conditions of approval and a development proposal’s impact.</p> <p><b>Recommendation:</b> This TPR requirement is met.</p>
<p><i>(f) Regulations to provide notice to public agencies providing transportation facilities and services, MPOs, and ODOT of:</i></p> <ul style="list-style-type: none"> <li><i>(A) Land use applications that require public hearings;</i></li> <li><i>(B) Subdivision and partition applications;</i></li> <li><i>(C) Other applications which affect private access to roads; and</i></li> <li><i>(D) Other applications within airport noise corridor and imaginary surfaces which affect airport operations.</i></li> </ul>	<p>Section 17-4.1 requires notice of a Type II or Type III, decision to “any governmental agency entitled to notice under an intergovernmental agreement...At minimum, the Planning Office shall notify the road authority if different than the City of Molalla.” Notice of a Type IV procedure must go to “any affected governmental agency.”</p> <p>Similar requirements under 17.3 for land divisions and property line adjustments are also present.</p> <p><b>Recommendation:</b> This TPR requirement is met.</p>
<p><i>g) Regulations assuring amendments to land use designations, densities, and design standards are consistent with the functions, capacities and performance standards of facilities identified in the TSP.</i></p>	<p>Amendments to the zoning map or development code are addressed in Chapter 17-4.6. Section 17-4.6.050 (Transportation Planning Rule Compliance) states:</p> <p>“Proposals to amend the Comprehensive Plan or Zoning Map shall be reviewed to determine whether they significantly affect a transportation facility pursuant to Oregon Administrative Rule (OAR) 660-012-0060 (Transportation Planning Rule - TPR). Where the City, in consultation with the applicable roadway authority, finds that a proposed amendment would have a significant effect on a transportation facility, the City shall work with the roadway authority and applicant to modify the request or mitigate the impacts in accordance with the TPR and applicable law.”</p> <p><b>Recommendation:</b> This TPR requirement is met.</p>

TPR Requirement	Local Development Code Reference
<p><b>(3) Local governments shall adopt land use or subdivision regulations for urban areas and rural communities as set forth below.</b></p>	
<p><i>(a) Bicycle parking facilities as part of new multi-family residential developments of four units or more, new retail, office and institutional developments, and all transit transfer stations and park-and-ride lots.</i></p>	<p>Section 17-3.5.040 addresses bicycle parking requirements. Table 17-3.5.040.A lists minimum required bicycle parking spaces by land use. Bicycle parking is required for new multi-family, commercial, industrial, community service, parks (active recreation areas only), schools, institutional uses and places of worship, and “Other Uses”, consistent with the TPR requirements.</p> <p><b>Recommendation:</b> If the TSP identifies the need for transit transfer stations and/or park-and-ride lots, consider adding those uses to Table 17-3.5.040.A specifically. Otherwise, this TPR requirement is met.</p>
<p><i>(b) On-site facilities shall be provided which accommodate safe and convenient pedestrian and bicycle access from within new subdivisions, multi-family developments, planned developments, shopping centers, and commercial districts to adjacent residential areas and transit stops, and to neighborhood activity centers within one-half mile of the development. Single-family residential developments shall generally include streets and accessways. Pedestrian circulation through parking lots should generally be provided in the form of accessways.</i></p> <p><i>(A) "Neighborhood activity centers" includes, but is not limited to, existing or planned schools, parks, shopping areas, transit stops or employment centers;</i></p> <p><i>(B) Bikeways shall be required along arterials and major collectors. sidewalks shall be required along arterials, collectors and most local streets in urban areas except that sidewalks are not required along controlled access roadways, such as freeways;</i></p> <p><i>(C) Cul-de-sacs and other dead-end streets may be used as part of a development plan, consistent with the purposes set forth in this section;</i></p> <p><i>(D) Local governments shall establish their own standards or criteria for providing streets and accessways consistent with the purposes of this section. Such measures may include but are not limited to: standards for spacing of streets or accessways; and standards for excessive out-of-direction travel;</i></p> <p><i>(E) Streets and accessways need not be required where one or more of the following conditions exist:</i></p> <p><i>(i) Physical or topographic conditions make a street or accessway connection impracticable. Such conditions include but are not limited to freeways, railroads, steep slopes, wetlands or other bodies of water where a connection could</i></p>	<p><b>On-site circulation and connections:</b> 17-3.3.040 addresses pedestrian circulation, which requires all developments to incorporate a continuous walkway system that is safe, direct, and convenient and have vehicle/walkway separation.</p> <p><b>Parking lots:</b> 17-3.4.30.E requires large parking lots to be broken up with landscaping.</p> <p><b>Bikeways and Sidewalks:</b> Street standards are provided in the current TSP (table 11). They require bicycle lanes along major collectors and arterials outside of downtown. Sidewalks are required on all streets.</p> <p><b>Street and accessway layout:</b> 17.36.020.D establishes standards for transportation connectivity and future street plans. Maximum block lengths are mentioned in the draft comments of the code but are not included at this time.</p> <p>Large developments (with a total floor area greater than 35,000 SF) may be conditioned to require additional pedestrian accessways.</p> <p><b>Cul de sacs:</b> Where a cul-de-sac or dead-end street is unavoidable, a pedestrian accessway will be required (17-3.6.020.D) unless it is determined to be infeasible.</p> <p><b>Recommendation:</b> Update the code to include block-length regulations for new developments in 17.36.020.D. Minimum and maximum block length standards in the model code are 200 feet and 400-600 feet, respectively, varying by land use. Maximum block perimeter standards in the model code are 1,200 to 1,400 feet.</p> <p>Consider updating this section to include the TPR language under (D) as reasons for infeasibility of an accessway. All other TPR requirements in this section are met.</p>

TPR Requirement	Local Development Code Reference
<p><i>not reasonably be provided;</i></p> <p><i>(ii) Buildings or other existing development on adjacent lands physically preclude a connection now or in the future considering the potential for redevelopment; or</i></p> <p><i>(iii) Where streets or accessways would violate provisions of leases, easements, covenants, restrictions or other agreements existing as of May 1, 1995, which preclude a required street or accessway connection.</i></p>	
<p><i>(c) Where off-site road improvements are otherwise required as a condition of development approval, they shall include facilities accommodating convenient pedestrian and bicycle and pedestrian travel, including bicycle ways on arterials and major collectors</i></p>	<p>17.4.4.040(B)(4) lists “Requiring street right-of-way to be dedicated and street improvements made, or the installation of pathways or sidewalks, as applicable” as a condition of approval that may be imposed by the City.</p> <p><b>Recommendation:</b> This TPR requirement is met.</p>
<p><i>(e) Internal pedestrian circulation within new office parks and commercial developments shall be provided through clustering of buildings, construction of accessways, walkways and similar techniques.</i></p>	<p>Chapter 17-3.2 addresses building orientation and design. Pedestrian circulation is addressed by inclusion of either a “build-to” line, encouraging use of the public sidewalk, or orientation to a pedestrian path or courtyard. This requirement is included in the lot and Development Standards for Non-Residential Zones (table 2.2.040.E) as well.</p> <p>17-3.3.040 - Pedestrian Access &amp; Circulation has a range of requirements intended to provide for safe, reasonably direct, and convenient pedestrian access and circulation.</p> <p><b>Recommendation:</b> This TPR requirement is met.</p>
<p><b>(4) 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 determination has been made that a public transit system is feasible, local governments shall adopt land use and subdivisions as provided in (a)-(g) below.</b></p>	
<p><i>(a) Transit routes and transit facilities shall be designed to support transit use through provision of bus stops, pullouts and shelters, optimum road geometrics, on-road parking restrictions and similar facilities, as appropriate</i></p>	<p>The updated TSP will identify transit routes and determine appropriate standards for these transportation facilities, consistent with this section of the TPR.</p> <p><b>Recommendation:</b> Identify design requirements of transit routes and transit facilities through the TSP update process; update development code requirements as necessary to require developments to include or accommodate needed transit facilities in the future. Dimensional or design standards for required facilities may be include in the TSP or updated public works standards.</p>

TPR Requirement	Local Development Code Reference
<p>(b) <i>New retail, office and institutional buildings at or near major transit stops shall provide for convenient pedestrian access to transit through the measures listed in (A) and (B) below.</i></p> <p>(A) <i>Walkways shall be provided connecting building entrances and streets adjoining the site;</i></p> <p>(B) <i>Pedestrian connections to adjoining properties shall be provided except where such a connection is impracticable. Pedestrian connections shall connect the on site circulation system to existing or proposed streets, walkways, and driveways about the property. Where adjacent properties are undeveloped or have potential for redevelopment, streets, accessways and walkways on site shall be laid out or stubbed to allow for extension to the adjoining property;</i></p> <p>(C) <i>In addition to (A) and (B) above, on sites at major transit stops provide the following:</i></p> <p>(i) <i>Either locate buildings within 20 feet of the transit stop, a transit street or an intersecting street or provide a pedestrian plaza at the transit stop or street intersection;</i></p> <p>(ii) <i>A reasonably direct pedestrian connection between the transit stop and building entrances on the site</i></p> <p>(iii) <i>A transit passenger landing pad accessible to disabled persons</i></p> <p>(iv) <i>An easement or dedication for a passenger shelter if requested by the transit provide; and</i></p> <p>(v) <i>Lighting at the transit stop.</i></p>	<p>The development code does not specifically identify development standards for development near major transit stops. However, Section 17-3.3.040 requires developments to provide a continuous pedestrian system that connects primary building entrances and all adjacent parking areas, recreational areas, playgrounds, and public rights-of-way. This section could be modified to specifically include access to transit.</p> <p>(17-3.5.030.B(3)) allows reduction in parking requirements where “Site has a bus stop with frequent transit service located adjacent to it, and the site’s frontage is improved with a bus stop waiting shelter, consistent with the standards of the applicable transit service provider”</p> <p><b>Recommendation:</b> Consider updating the list of required connections in Section 17-3.3.040 to include transit stops.</p> <p>If the TSP identifies “major transit stops” within Molalla, the City could update section 17.33 to include the requirements for building orientation, pedestrian access, and transit amenities.</p> <p>Consider making the transit-oriented provisions in (17-3.5.030.B(3)) mandatory, rather than optional. Design standards for transit facilities may be included in the City’s public works standards.</p>
<p>(c) <i>Local governments may implement 4(b)A and (B) above through the designation of pedestrian districts and adoption of appropriate implementing measures regulating development within pedestrian districts. Pedestrian districts must comply with the requirement of (4)(b)(C) above.</i></p>	<p>The City of Molalla does not have pedestrian district designations.</p> <p><b>Recommendation:</b> If “major transit stops” or routes are identified in the TSP update, consider adopting a pedestrian district along major transit routes that complies with 4(a)(C) as a means to implement 4(b)(A) –(B).</p>
<p>(d) <i>Designated employee parking areas in new developments shall provide preferential parking for carpools and vanpools</i></p>	<p>A reduction in required parking can be achieved by designating at least 10% of the employee motor vehicle parking spaces as carpool/vanpool parking and placing such spaces closer to the building than other employee parking. (17-3.5.030.B(3)). This is an incentive-based approach for reducing the amount of parking required for local businesses.</p> <p><b>Recommendation:</b> The City should update the code to require that new developments with planned designated employee parking areas provide preferential parking for employee carpools and vanpools, in addition to or</p>

TPR Requirement	Local Development Code Reference
	<p>separate from the current parking reduction allowance in Section (17-3.5.030.B(3)). A typical local code requirement is to require employers with more than a specific number of employees to dedicate a percentage of the required parking spaces for car/vanpools. For example, some local jurisdictions impose this requirement for businesses with 50 or more employees and typically include the carpool/vanpool spaces within the total number of spaces already required by the code.</p>
<p>(e) 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>As noted above, (17-3.5.030.B(3)) allows reduction of off-street parking if a new development has a bus stop with frequent transit service located adjacent to it, and the site is improved with a transit shelter. This provision does not apply to existing developments.</p> <p><b>Recommendation:</b> Potential amendments to address this requirement include:                      Broaden this section to include other items mentioned in (e) – pullouts, park-and-ride areas, and other facilities.                      Add a provision in the Parking and Loading section (17-3.5.030) that provides for some flexibility in required parking spaces when repurposing the space for a transit-oriented use.</p>
<p>(f) Road systems for new development shall be provided that can be adequately served by transit, including provision of pedestrian access to existing and identified future transit routes. This shall include, where appropriate, separate accessways to minimize travel distances.</p>	<p>The TSP update will review existing and planned transit routes; the location and design of planned new roadways will be consistent with existing and planned transit service.</p> <p><b>Recommendation:</b> The Vehicle Access and Circulation section of the code should be amended to require that new development provide pedestrian access to existing and planned future transit routes.</p>
<p>(g) Along existing or planned transit routes, designation of types and densities of land uses adequate to support transit.</p>	<p>Transit routes are currently identified in the existing TSP.</p> <p><b>Recommendation:</b> When updating the transit element of the TSP, review existing land uses and consider future land use changes that would support the viability of transit on existing or planned routes.</p>
<p>(6) In developing a bicycle and pedestrian circulation plan as required by 660-012-0020(2)(d), local governments shall identify improvements to facilitate bicycle and pedestrian trips to meet local travel needs in developed areas. Appropriate improvements should provide for more direct, convenient and safer bicycle or pedestrian travel within and between residential areas and neighborhood activity centers (i.e., schools, shopping, transit stops). Specific measures include, for example, constructing walkways between cul-de-sacs and adjacent roads, providing walkways between buildings, and</p>	<p>See response to 3(b) above.</p>



TPR Requirement	Local Development Code Reference												
<p><i>providing direct access between adjacent uses.</i></p>													
<p><i>(7) Local governments shall establish standards for local streets and accessways that minimize pavement width and total ROW consistent with the operational needs of the facility. The intent of this requirement is that local governments consider and reduce excessive standards for local streets and accessways in order to reduce the cost of construction, provide for more efficient use of urban land, provide for emergency vehicle access while discouraging inappropriate traffic volumes and speeds, and which accommodate convenient pedestrian and bicycle circulation. Notwithstanding section (1) or (3) of this rule, local street standards adopted to meet this requirement need not be adopted as land use regulations.</i></p>	<p>The current TSP contains standards for roadway design, including widths for city arterials, collectors, and local streets.</p> <p>The minimum right-of-way for local streets, neighborhood streets, and minor collectors (all of which include on-street parking) is 50' (see current TSP Table 3).</p> <p>The state's Transportation and Growth Management program has developed a guidebook (Neighborhood Street Design Guideline) that suggests the following local street standards:</p> <table border="0" data-bbox="836 772 1339 928"> <thead> <tr> <th></th> <th colspan="2">Pavement 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>The City of Molalla requires minimum ROW of local streets and neighborhood streets in line with – and slightly narrower than - the suggested local street standards with parking on both sides of the street.</p> <p><b>Recommendation:</b> Through the TSP update process, the City will evaluate functional classifications and cross sections of these streets and will incorporate designs that minimize pavement widths and associated impacts.</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'
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<p><b>OAR 660-12-0060</b></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>Existing code is consistent with this TPR requirement.</p> <p>Section 17-4.6.050 addresses TPR compliance and requires applications to be reviewed for significant effect upon a transportation facility. Where the City, in consultation with the applicable roadway authority, finds that a proposed amendment would have a significant effect on a transportation facility, the City shall work with the roadway authority and applicant to modify the request or mitigate the impacts in accordance with the TPR and applicable law.</p> <p><b>Recommendation:</b> This TPR requirement is met.</p>												

**What does this mean for the TSP update?** Many of the TPR requirements have been addressed through the current Development Code update process as described above. However, in order to implement various components of the TSP update and meet remaining TPR requirements, the development code or comprehensive plan may need to be amended. The preceding table provides a list of code sections and preliminary suggestions for possible amendments, and will be revisited in the implementation phase of the process.