



CITY OF OREGON CITY PLANNING COMMISSION AGENDA

Commission Chambers, Libke Public Safety Building, 1234 Linn Ave, Oregon City
Monday, December 11, 2023 at 7:00 PM

REGULAR MEETING OF THE PLANNING COMMISSION

Ways to participate in this public meeting:

- *Attend in person, location listed above*
- *Register to provide electronic testimony (email ocplanning@orccity.org or call 503-722-3789 by 3:00 PM on the day of the meeting to register)*
- *Email ocplanning@orccity.org (deadline to submit written testimony via email is 3:00 PM on the day of the meeting)*
- *Mail to City of Oregon City, Attn: City Recorder, P.O. Box 3040, Oregon City, OR 97045*

CALL TO ORDER AND ROLL CALL

MEETING MINUTES

1. Meeting Minutes Approval

PUBLIC COMMENT

Citizens are allowed up to 3 minutes to present information relevant to the Planning Commission but not listed as an item on the agenda. Prior to speaking, citizens shall complete a comment form and deliver it to the Chair/City Staff. The Commission does not generally engage in dialog with those making comments but may refer the issue to the City Staff. Complaints shall first be addressed at the department level prior to addressing the Commission.

PUBLIC HEARING

2. **GLUA 23-000033/LEG-23-00002-** Adopt the Oregon City Loop Trail Refinement Plan into the Oregon City Transportation System Plan, an ancillary document to the Comprehensive Plan

COMMUNICATIONS

McLoughlin Boulevard Enhancement Plan - Project Update

ADJOURNMENT

PUBLIC COMMENT GUIDELINES

Complete a Comment Card prior to the meeting and submit it to the City Recorder. When the Mayor/Chair calls your name, proceed to the speaker table, and state your name and city of residence into the microphone. Each speaker is given three (3) minutes to speak. To assist in tracking your speaking time, refer to the timer on the table.

As a general practice, the City Commission does not engage in discussion with those making comments.

Electronic presentations are permitted but shall be delivered to the City Recorder 48 hours in advance of the meeting.

ADA NOTICE

The location is ADA accessible. Hearing devices may be requested from the City Recorder prior to the meeting. Individuals requiring other assistance must make their request known 48 hours preceding the meeting by contacting the City Recorder's Office at 503-657-0891.

Agenda Posted at City Hall, Pioneer Community Center, Library, City Website.

Video Streaming & Broadcasts: The meeting is streamed live on the Oregon City's website at www.orcity.org and available on demand following the meeting. The meeting can be viewed on Willamette Falls Television channel 28 for Oregon City area residents as a rebroadcast. Please contact WPMC at 503-650-0275 for a programming schedule.



CITY OF OREGON CITY PLANNING COMMISSION WORK SESSION MINUTES

Monday, August 22, 2022 at 6:00 PM

CALL TO ORDER

Chair Schlagenhauer called the meeting to order at 6:00 PM.

Present: 7 - Chair Dirk Schlagenhauer, Commissioner Patti Gage, Commissioner Daphne Wuest, Commissioner Christopher Staggs, Commissioner Mike Mitchell, Commissioner Gregory Stoll, and Commissioner Bob La Salle

Absent: 0 -

Staffers: 2 - Community Development Director Aquilla Hurd-Ravich, Planning Manager Pete Walter, Assistant Planner Molly Gaughran and Assistant Planner Jude Thaddaeus

Aquilla Hurd-Ravich, Community Development Director, introduced new Assistant Planners, Molly Gaughran and Jude Thaddaeus. She discussed the upcoming work session in October.

WORK SESSION ITEM

1. Review revised draft OC2040 Comprehensive Plan

Community Development Director, Aquilla Hurd-Ravich reviewed the new content for the OC2040 document. These changes included: themes tied to statewide planning goals rather than topics, background narratives, and implementation strategies. They were intended to provide additional guidance for Planning Commission and City Commission decision-making.

Anaise Mathez, Consultant, discussed potential tradeoffs to including the implementation items.

Commissioner Mitchell thought the changes made the document more useable, however that might not be the same sentiment of the Project Advisory Team. Ms. Mathez said they could go back to the team and share the changes that had been made.

A motion was made by Commissioner La Salle, seconded by Commissioner Gage, to forward the revised draft OC2040 Comprehensive Plan to the City Commission for their review. The motion carried by the following vote:

Aye: 6 - Chair Dirk Schlagenhauer, Commissioner Daphne Wuest, Commissioner Gregory Stoll, Commissioner Patti Gage, Commissioner Christopher Staggs, and Commissioner Bob La Salle

Nay: 1 - Commissioner Mike Mitchell

COMMUNICATIONS

None.

ADJOURNMENT

Chair Schlagenhauser adjourned the meeting at 6:40 PM.



CITY OF OREGON CITY PLANNING COMMISSION MINUTES

Monday, August 22, 2022 at 7:00 PM

CALL TO ORDER

Chair Schlagenhauer called the meeting to order at 7:00 PM.

Present: 7 - Chair Dirk Schlagenhauer, Commissioner Patti Gage, Commissioner Mike Mitchell, Commissioner Daphne Wuest, Commissioner Gregory Stoll, Commissioner Christopher Staggs, and Commissioner Bob La Salle

Absent: 0 -

Staffers: 4 - Community Development Director Aquilla Hurd-Ravich, Assistant City Engineer Josh Wheeler, Planning Manager Pete Walter, and Deputy City Attorney Carrie Richter

PUBLIC COMMENT

None

PUBLIC HEARING

1. Adopt Revised Planning Commission Bylaws.

Aquilla Hurd-Ravich, Community Development Director, reviewed the revisions to the bylaws that were suggested by the City Commission.

There was consensus to leave allowing two people to be non-residents in the Bylaws and a meeting could be canceled upon the determination of the Community Development Director in "consultation" with the Planning Commission Chair instead of "conferral."

A motion was made by Commissioner La Salle, seconded by Commissioner Mitchell, to adopt the revised Planning Commission Bylaws. The motion carried by the following vote:

Aye: 7 - Chair Dirk Schlagenhauer, Commissioner Gregory Stoll, Commissioner Christopher Staggs, Commissioner Patti Gage, Commissioner Daphne Wuest, Commissioner Mike Mitchell, and Commissioner Bob La Salle

2. GLUA-21-00045 / MAS-21-00006 / VAR-22-00001 Park Place Crossing General Development Plan.

Pete Walter, Planning Manager, presented the staff report. He gave a project summary and explained items that would be reviewed at the time of the Detailed Development Plan, previous hearings and continuances, 120-day deadline, public testimony, new items included in the updated agenda packet, summary of revisions made by the applicant, items in the applicant's latest memo to the Planning Commission, revised layout, topographically constrained vs. alley loaded lots, density, revised conditions of approval, and annexation and zone change application.

Carrie Richter, Deputy City Attorney, discussed the alternative approval process of discretionary evaluation through a master plan review, which was different from evaluating an application against clear and objective standards. She then explained the argument for the protection of the Neighborhood Commercial zoned area.

John Replinger, Traffic Consultant, explained the TSP did not include a project for the Redland/Holcomb/Abernethy intersection and no project cost was identified.

There was discussion regarding the conditions, how the phase barrier would be put in regardless of trip count, NROD review as a Type II process, full street connection to Livesay Road, master plan review vs. clear and objective standards, applicant paying future development costs, underground aquifer, garage setbacks and alleyways, and future roundabout.

Josh Wheeler, Assistant City Engineer, explained the words "underground aquifer" could be replaced with "groundwater supply." They needed to follow the stormwater standards, but they also had to be cognizant of the groundwater supply.

Garrett Stephenson, representing the applicant, discussed the changes that had been made to the project including redesign of the transportation system, community park, and reduction in density.

Chris Goodell, representing the applicant, explained the project updates including lower density, bigger lots, greater housing diversity, additional alleys, other layout changes, and updates to the park and Neighborhood Commercial areas.

There were questions about minimum lot size, options for Commission action, garages for the small lots, aesthetic of the retaining walls, mitigation improvements, trip cap, new street for connectivity to Livesay Road, lack of alleys, and mixed-use development in phase 2.

Linda Smith, resident of Oregon City, discussed the trip counts, which did not include those coming from non-residents, and how she did not trust Icon's counts.

Paulette Merrill, resident of Oregon City, said they needed to make sure this was a good development by including strong conditions.

Tom Geil, resident of Oregon City, discussed the differences between Type II and Type III processes. He explained Dr. Scott Burns was a professor of geology, and how this was an area of landslides.

Christine Kosinski, resident of unincorporated Clackamas County, discussed the information she received from Dr. Burns and explained her concerns about the soil conditions.

Jim Nicita, resident of Oregon City, thought the Commission should require the applicant to build the extension on Redland before any development occurred.

Jackie Hammond-Williams, resident of Oregon City, noted Icon had been fined by DEQ for code violations on other projects in the city of Canby. She was concerned about lack of access, especially for current residents.

Ken Neish, resident of Oregon City, thought the small lots on Holly Lane would have issues with people parking on the street, especially visitors.

Deputy City Attorney Richter said there was a request to continue the hearing, however the decision deadline was October 21 and the Planning Commission's decision was appealable to the City Commission. They had to have sufficient time to provide notice for the appeal hearing and have the hearing and adopt findings. Unless the applicant extended the 120-day deadline, they did not have any more time to delay.

It was suggested to add a condition stating each phase of development would be handled as a Type III application to be reviewed by the Planning Commission.

Ms. Richter said they would have to find that there was some shortfall in the proposal to meet the criteria in order to add that condition.

Mr. Walter explained the reasons for a Type III application per the code.

Commissioner La Salle added there were violations in regard to the traffic impact study, layout of the lots did not comply with the underlying zones, flag lots, lot size reduction, alleys, access to the development, no mitigation for surrounding properties, neighborhood livability impacts, not consistent with underlying zoning district due to reduction of lot sizes, garages and accessory structures, and Park Place Concept Plan non-compliance.

Mr. Stephenson provided rebuttal. He thought the application met the criteria. They had done a preliminary geologic hazard analysis, but for each DDP they would need a more detailed geologic report. This was a general concept, and the details would come with the DDP. He objected to a condition requiring a Type III process for each phase. They met the criteria and needed some assurance as developers that the plan was moving forward and the City would honor it. He requested a week for final written argument to be able to respond to the number of documents that were submitted today and to address the points Commissioner La Salle made. He challenged Commissioner

La Salle for bias due to his testifying in opposition to the previous annexation of the project site.

There was discussion regarding the procedure for the final written arguments and time-frame for making a decision. Mr. Stephenson dropped the request so the Commission could decide that night.

Public hearing was closed.

Deputy City Attorney Richter said Commissioner La Salle disclosed his involvement with the Park Place neighborhood very clearly at the beginning of this process. He said he would be unbiased, and he was not challenged at that point.

The Commission discussed the suggested condition to make every DDP a Type III process. There was consensus not to move forward with the suggestion.

It was suggested shortening the length of the GDP to 12-15 years so it was not a guiding document for the next 20 years. They would have to come back with an updated GDP at the end of that time.

Deputy City Attorney Richter thought it could be reduced per code.

There was consensus to make the length 12 years and then the GDP would need to be updated.

There was discussion and consensus to add the word “only” to Condition 5b—garage orientation standards were “only” approved for the lots indicated and to add a condition, “There could be no more non-alley lots located on Holly except as was shown in the layout revision exhibit.”

It was also suggested to revise Condition 9b, that the phase barrier would go in regardless of the trip count and to add another condition that Holly Lane would follow the route as shown in the layout revision exhibit.

Another condition suggested to be added was the notice for DDP applications is to include 300 feet from the outside boundaries of the GDP.

It was agreed that the applicant’s request for Condition 53 to change the word “aquifers” to “groundwater supply” made sense.

A motion was made by Commissioner Staggs, seconded by Commissioner Stoll, to tentatively approve GLUA-21-00045 / MAS-21-00006 / VAR-22-00001 Park Place Crossing General Development Plan with the conditions as revised and findings that supported the decision. The motion carried by the following vote:

Aye: 5 - Chair Dirk Schlagenhauser, Commissioner Gregory Stoll, Commissioner Christopher Staggs, Commissioner Patti Gage, and Commissioner Daphne Wuest

Nay: 2 - Commissioner Mike Mitchell and Commissioner Bob La Salle

COMMUNICATIONS

None.

ADJOURNMENT

Chair Schlagenhauser adjourned the meeting at 11:00 PM.



CITY OF OREGON CITY PLANNING COMMISSION WORK SESSION MINUTES

Monday, October 10, 2022 at 6:00 PM

CALL TO ORDER

Vice Chair Mitchell called the meeting to order at 6:00 PM.

Present: 6 - Commissioner Patti Gage, Commissioner Daphne Wuest, Commissioner Christopher Staggs, Commissioner Mike Mitchell, Commissioner Gregory Stoll, and Commissioner Bob La Salle

Absent: 1 - Chair Dirk Schlagenhauser

Staffers: 2 - Community Development Director Aquila Hurd-Ravich, Planning Manager Pete Walter, Assistant Planner Molly Gaughran, and Assistant Planner Jude Thaddaeus

WORK SESSION ITEM

1. Planning Process in Oregon City – Levels of Review

Christina Robertson-Gardiner, Senior Planner, discussed the levels of land use review, examples of Type I, II, III, and IV applications, public notification, and example findings.

Carrie Richter, City Attorney, described applying clear and objective standards to applications and how procedures could not result in undue delay. The City thought Type II review did not result in undue delay for housing proposals and still allowed for public comment.

There was discussion regarding the appeals process, public comments being relevant to the criteria, completeness review, differences between the review types, Type II concerns that the public comment period was before the staff report and applications that impacted neighbors should have a hearing, and making sure they were following the state regulations.

2. OC 2040 Comprehensive Plan Adoption Process

Aquila Hurd-Ravich, Community Development Director, asked if the Commission was ready to move forward with the public hearing process for the OC 2040 Comprehensive Plan.

Commissioner Mitchell discussed Strategy 5C and the areas to coordinate with Clackamas County and Metro on City boundaries. He thought there needed to be a better way to describe those areas by referring to a map. For Strategy 6C, he thought they should add

historic downtown, Tumwater Village, and the McLoughlin and Ermatinger houses as tourism locations for transportation connections. For Strategy 3A, he was concerned about encouraging maximum densities.

Ms. Richter clarified Comprehensive Plan policies did not apply to subdivisions when they were not changing the zone, so Strategy 3A would not apply.

There was consensus to refer to a map on 5C, change the language on 6C to “This included historic and cultural amenities,” and change 3A to “considering reasonable densities.”

A motion was made by Commissioner La Salle, seconded by Commissioner Stoll, to move forward with the public hearing process for the draft OC2040 Comprehensive Plan as revised. The motion carried by the following vote:

Aye: 6 - Commissioner Mike Mitchell, Commissioner Daphne Wuest, Commissioner Gregory Stoll, Commissioner Patti Gage, Commissioner Christopher Staggs, and Commissioner Bob La Salle

COMMUNICATIONS

None.

ADJOURNMENT

Vice Chair Mitchell adjourned the meeting at 7:05 PM.



CITY OF OREGON CITY PLANNING COMMISSION MINUTES - DRAFT

Monday, October 10, 2022 at 7:00 PM

CALL TO ORDER

Vice Chair Mitchell called the meeting to order at 7:10 PM.

Present: 6 - Commissioner Patti Gage, Commissioner Mike Mitchell, Commissioner Daphne Wuest, Commissioner Gregory Stoll, Commissioner Christopher Staggs, and Commissioner Bob La Salle

Absent: 1 - Chair Dirk Schlagenhauser

Staffers: 4 - Community Development Director Aquila Hurd-Ravich, Assistant City Engineer Josh Wheeler, Planning Manager Pete Walter, and City Attorney Carrie Richter

PUBLIC COMMENT

None

PUBLIC HEARING

1. GLUA-22-00013: AN-22-0001: Recommendation to the City Commission of a proposed Annexation of 19024 Rose Road to the City of Oregon City.

Christina Robertson-Gardiner, Senior Planner, explained emergency annexations, and in this case the request was due to a failed septic system which necessitated hooking up to City sewer. They were not asking for rezoning of the property, and it would retain its County designation of FU-10. She explained the property location, annexation request, annexation process, future zoning, Natural Resources Overlay District, and staff recommendation for approval.

There was discussion regarding the County zoning, practicality of hooking up, and extra-territorial connections.

There was discussion regarding the property being part of the South End Concept Plan.

A motion was made by Commissioner Staggs, seconded by Commissioner Wuest, to recommend to the City Commission approval of GLUA-22-00013: AN-22-0001. The motion carried by the following vote:

Aye: 6 - Commissioner Gregory Stoll, Commissioner Christopher Staggs, Commissioner Patti Gage, Commissioner Daphne Wuest, Commissioner Mike Mitchell, and Commissioner Bob La Salle

2. GLUA 22-00029 VAR-22-00004: Planning Commission Variance of the front yard setback and allowance of an accessory building in the front yard at 12200 Meadowlawn Drive.

Ms. Robertson-Gardiner presented the staff report. This was a request for a variance of the front yard setback and allowance of an accessory building in the front yard of a single-family residence. The applicant built the structure without a building permit and there was a setback issue. She reviewed staff's recommendations and findings, background on the lot, flag lot orientation, building height, site plan, site photos, and conditions of approval.

There was discussion regarding this building becoming a potential ADU. Ms. Robertson-Gardiner clarified an ADU would require a separate variance.

Dennis and Sarah Bean, applicants, showed a video on how they built the barn. They thought no permit was needed and they did not know it had been placed in the wrong location. Their neighbors supported the structure.

There was discussion regarding the uniqueness of the situation, the need for flexibility, and possible screening.

A motion was made by Commissioner La Salle, seconded by Commissioner Gage, to approve GLUA 22-00029 VAR-22-00004 with conditions and note that an ADU would have to be reviewed. The motion carried by the following vote:

Aye: 6 - Commissioner Gregory Stoll, Commissioner Christopher Staggs, Commissioner Patti Gage, Commissioner Daphne Wuest, Commissioner Mike Mitchell, and Commissioner Bob La Salle

COMMUNICATIONS

Ms. Hurd-Ravich discussed upcoming agenda items.

Ms. Robertson-Gardiner gave an update on HB 2001 Package 2.

Vice Chair Mitchell suggested sending a letter to the Transportation Advisory Committee for a recommendation on vehicle trips on local streets. There was consensus to move forward with the suggestion.

Ms. Hurd-Ravich gave an update on the Climate Friendly Equitable Community rulemaking and legal action from other cities.

Commissioner La Salle addressed allegations that were brought against him at the last meeting.

ADJOURNMENT

Vice Chair Mitchell adjourned the meeting at 8:29 PM.



CITY OF OREGON CITY PLANNING COMMISSION MINUTES - DRAFT

Monday, October 24, 2022 at 7:00 PM

CALL TO ORDER

Chair Schlagenhauser called the meeting to order at 7:00 PM.

Present: 7 - Chair Dirk Schlagenhauser, Commissioner Patti Gage, Commissioner Mike Mitchell, Commissioner Daphne Wuest, Commissioner Christopher Staggs, Commissioner Gregory Stoll, and Commissioner Bob La Salle

Absent: 0 -

Staffers: 2 - Community Development Director Aquila Hurd-Ravich and Senior Planner Christina Robertson-Gardiner

PUBLIC COMMENT

Steve VanHaverbeke, resident of Oregon City, commented on the staff report for the Park Place Crossing project that came out after the October 17 City Commission meeting with all the neighbors' concerns. He thought it should have been produced earlier.

Aquila Hurd-Ravich, Community Development Director, said the City Commission deliberated on the appeal on October 17. They decided to deny the application and in order to deny the application, they had to create findings for the decision which were adopted on October 21.

PUBLIC HEARING

1. Package #2 of Legislative File: GLUA 22-0002/LEG-22-0001- HB 2001 Housing Choice Code Update.

Christina Robertson-Gardiner, Senior Planner, presented the staff report. She discussed HB 2001 implementation direction, housing choice code update and adopted code, policy tracker form, next steps, and potential outcomes.

There was discussion regarding adding definitions of housing terms and a zoning map, land use affordability incentives, utility hook ups, long term RV park, discussions with developers, what a habitable structure was, how units if kitchen and bathroom facilities were shared was yet to be defined, short term rentals, dormitory style housing, purpose of HB 2001 for more housing options vs. affordability, six months to post the new code update on the City's website, and flagging code that had been changed.

Paul Edgar, resident of Oregon City, discussed ways to promote affordability and build more dwellings. He was concerned about traffic and limited transportation options as well as the need for an outreach center/shelter.

There was discussion regarding sleeping quarters at churches and options for volunteers to build affordable units.

This item would be brought back to the next meeting.

COMMUNICATIONS

2. Draft letter for the Transportation Advisory Committee to investigate performance and capacity standards for local streets.

Ms. Hurd-Ravich introduced the topic.

There was discussion regarding the process for traffic counts, making it fair for everyone, livability on neighborhood streets, and staffing and financial impacts.

A motion was made by Commissioner Stoll, seconded by Commissioner Gage, to forward the letter to the Transportation Advisory Committee as written. The motion passed by the following vote:

Aye: 6 - Chair Dirk Schlagenhauser, Commissioner Gregory Stoll, Commissioner Christopher Staggs, Commissioner Patti Gage, Commissioner Mike Mitchell, and Commissioner Bob La Salle

Nay: 1 - Commissioner Daphne Wuest

Ms. Hurd-Ravich reviewed the terms of the Planning Commission positions. There was discussion regarding the process for filling the upcoming vacancies. She also discussed upcoming agenda items.

Commissioner Mitchell showed a picture of a duplex design from a recent development that blended in with nearby single-family dwelling units.

Commissioner Wuest was attending a Planning 101 class.

ADJOURNMENT

Chair Schlagenhauser adjourned the meeting at 9:07 PM.



CITY OF OREGON CITY

PLANNING COMMISSION

Minutes - DRAFT

Commission Chambers, Libke Public Safety Building, 1234 Linn Ave, Oregon City
Monday, November 13, 2023 at 7:00 PM

CALL TO ORDER

Chair Stoll called the meeting to order at 7:00 PM.

Present: 6 – Chair Greg Stoll, Commissioner Dirk Schlagenhauser, Commissioner Paul Espe, Commissioner Karla Laws, Commissioner Bob LaSalle, Commissioner Chris Staggs

Absent: 1 – Commissioner Daphne Wuest - excused

Staffers: 3 – Community Development Director Aquilla Hurd-Ravich, Planning Manager Pete Walter; Deputy City Attorney Carrie Richter

PUBLIC COMMENT

None.

MEETING MINUTES

1. Planning Commission Minutes Approval for Jan 09, 2023; WS Jan 23, 2023; Jan 23, 2023; WS Feb 13, 2023; Feb 13, 2023; WS Mar 13, 2023; Mar 13, 2023; Apr 10, 2023; Jun 26, 2023; Jul 10, 2023; Sep 25, 2023; Oct 23, 2023.

A motion was made by Commissioner Schlagenhauser, seconded by Commissioner Espe to approve the meeting minutes. The motion carried by the following vote:

Yea: 6 - Chair Stoll, Commissioner Schlagenhauser, Commissioner Espe, Commissioner Laws, Commissioner LaSalle, Commissioner Staggs

PUBLIC HEARING

2. GLUA 21-00029 / LEG 23-00001: Legislative Zoning Code Text Amendment to the MUC - Mixed-Use Corridor Zone District

Presentation was given by Planning Manager, Pete Walter. The Applicant is PGE for their Oregon City campus on Warner Milne Rd. If this amendment is approved to be sent to City Commission. If City Commission approves, then PGE would provide the

applications for a Conditional Use Permit and the Site Plan and Design Review paperwork for review.

Item #1.

The code would be changed with adding additional wording to allow outdoor storage for utility facilities associated with conditional use.

Questions and discussion followed Pete's presentation regarding hazard products being store, the reason for doing a variance instead of a text amendment, the extension of Kamm Street, explanation of the Mixed-Use Corridor in relation to the Concept Plan, expansion of PGE property, etc. Many questions and items discussed would be further looked at with the receipt of the actual Site Design and Review Application if this text amendment is approved.

PGE representatives were present with a presentation to explain why they are applying for the text amendment and to provide answers to questions posed by the Commissioners.

A motion was made by Commissioner Espe, seconded by Commissioner Laws to recommend approval to the City Commission of files GLUA 21-00029/LEG 23-00001 as proposed. The motion carried by the following vote:

Yea: 6 - Chair Stoll, Commissioner Schlagenhauser, Commissioner Espe, Commissioner Laws, Commissioner LaSalle, Commissioner Staggs

COMMUNICATIONS

1. There will not be a November 27th meeting. There will be just one meeting in December on December 11th.
2. Commissioner Staggs asked about the Planning Commissions role in the McLoughlin Blvd enhancements. Aquilla explained that the Planning Commission will get regular updates from Dayna Webb and Christina Gardner-Robertson, but there is not a role for the Commission for this project. There will be an opportunity for the Commissioners to give their personal feedback through various means. It will eventually come through for a formal adoption as part of a Comprehensive Plan Amendment in late 2024.

ADJOURNMENT

Chair Stoll adjourned the meeting at 7:48 PM.



CITY OF OREGON CITY

Staff Report

625 Center Street
Oregon City, OR 97045
503-657-0891

To: Planning Commission
From: Christina Robertson-Gardiner, Senior Planner

Agenda Date: 12/11/2023

SUBJECT:

GLUA 23-000033/LEG-23-00002- Adopt the Oregon City Loop Trail Refinement Plan into the Oregon City Transportation System Plan, an ancillary document to the Comprehensive Plan

STAFF RECOMMENDATION:

Recommend approval of GLUA 23-000033/LEG 23-0002 to the City Commission

EXECUTIVE SUMMARY:

The project's central concept is that local governments should plan public services in accordance with the community's needs as a whole rather than be forced to respond to individual developments as they occur. The Oregon City Loop Trail Refinement Plan will provide a design for public facilities and a means to obtain future funding.

The Oregon City Loop Trail Refinement Plan analyzes existing conditions and provides direction for future development, funding, and needs for several segments of the previously adopted Loop Trail. The plan provides cross-sections of shared use paths to be used as a guide for future land use actions. The plan also includes construction cost estimates and contingencies for the planning and design of recommended system facilities.

The Oregon City Loop Trail Refinement Plan will be added to the Oregon City Transportation System Plan (TSP) as an additional document. The TSP is a technical document and conceptual guide that needs regular review and is a supplementary document to the Oregon City Comprehensive Plan. By approving the refined plan, it will be possible to implement it through proportional exactions at the time of any abutting land use proposal and will provide the necessary details to apply for competitive grants and implement one or more alignments through a future capital improvement project.

BACKGROUND:

The Oregon City Loop Trail is a regional pathway that connects people traveling on foot, bicycles, or other small mobility devices to neighboring communities. It will form a loop around Oregon City through shared-use and on-street connections. This plan focuses on

refining two segments of the Loop Trail and two other paths connecting local users to the Loop Trail. The plan includes four segments, which are depicted in Figure 1.

- Meyers-Beavercreek Shared Use Path (S-22)
- Meyers Road Shared Use Path (S-23)
- Gaffney Lane Elementary Shared Use Path (S-24)
- Orchard Grove-Hazelnut Shared Use Path (S-30)

The City's Transportation System Plan (TSP) adopted in 2013, aimed to address transportation issues by prioritizing a multimodal approach. This approach focuses on enhancing options for people to walk and bike within the city. The TSP goals, objectives, and project list all incorporate this strategy. Goal 1 of the TSP states that the City should ensure that the transportation system maintains and improves individual health, safety, and security by maximizing the comfort and convenience of walking, biking, and transit options, public safety, and service access. By refining the four segments in this plan, the City can advance the objective of providing a family-friendly walking and biking routes network. The refinement plan also includes potential funding sources for the City to design and construct these paths. This aligns with the City's goal of identifying transportation investments that can be made with available funding.

Upon completion, the Oregon City Loop Trail will create a loop around Oregon City, providing travelers with off-street paths and on-street connections along local roadways. This refinement plan was developed to further define two segments of the Loop Trail and two ancillary paths that will create local connections to the Loop Trail. This plan includes recommended alignments and cross-sections, planning-level cost estimates, and phasing that could be considered to align the construction of the paths with available funding. Some areas of the trails are urban (such as these segments), and others will be constructed in a more rural setting in cooperation with Clackamas County or Metro and will need further refinement.

The plan outlines various funding sources that the City can consider to facilitate the design and construction of the paths. This plan enables the City to incorporate projects into the Capital Improvement Program (CIP), require new developments to design and construct parts of the path and apply for grant funding. This will help the City achieve its goal of improving options for pedestrians and cyclists within the City.

OPTIONS:

1. Recommend approval of GLUA 23-0000/LEG 22-0002 to the City Commission
2. Request additional information from staff and continue to the January 8, 2023 Planning Commission meeting.



OREGON CITY

Planning Division and Public Works: Development Services

695 Warner Parrott Road | Oregon City OR 97045
Ph (503) 722-3789 | Fax (503) 722-3880

LEGISLATIVE STAFF REPORT AND RECOMMENDATION

A preliminary analysis of the applicable approval criteria for a legislative proposal is enclosed within the following report.

December 1, 2023

HEARING DATE: December 11, 2023 - Planning Commission

FILE NUMBER: GLUA 23-000033/LEG-23-00002

APPLICATION TYPE: Legislative (OCMC 17.50.170)

APPLICANT: City of Oregon City, c/o Public Works Department,
PO Box 3040, Oregon City, OR 97045
John Lewis, Public Works Director

REQUEST: Adopt the Oregon City Loop Trail Refinement Plan into the Oregon City Transportation System Plan, an ancillary document to the Comprehensive Plan.

LOCATION(S): City Wide + Gaffney Lane, Hillendale, Hazel Farm/Westling Grove, Caulfield Neighborhoods

17.50.170 - Legislative hearing process.

A. Purpose. Legislative actions involve the adoption or amendment of the city's land-use regulations, comprehensive plan, maps, inventories and other policy documents that affect the entire city or large portions of it. Legislative actions which affect land use must begin with a public hearing before the planning commission.

B. Planning Commission Review.

1. Hearing Required. The planning commission shall hold at least one public hearing before recommending action on a legislative proposal. Any interested person may appear and provide written or oral testimony on the proposal at or prior to the hearing. The community development director shall notify the Oregon Department of Land Conservation and Development (DLCD) as required by the post-acknowledgment procedures of ORS 197.610 to 197.625, as applicable.

2. The community development director's Report. Once the planning commission hearing has been scheduled and noticed in accordance with Section 17.50.090(C) and any other applicable laws, the community development director shall prepare and make available a report on the legislative proposal at least seven days prior to the hearing.

3. Planning Commission Recommendation. At the conclusion of the hearing, the planning commission shall adopt a recommendation on the proposal to the city commission. The planning commission shall make a report and recommendation to the city commission on all legislative proposals. If the planning commission recommends adoption of some form of the proposal, the planning commission shall prepare and forward to the city commission a report and recommendation to that effect.

1

LEG 23-00002

C. City Commission Review.

1. City Commission Action. Upon a recommendation from the planning commission on a legislative action, the city commission shall hold at least one public hearing on the proposal. Any interested person may provide written or oral testimony on the proposal at or prior to the hearing. At the conclusion of the hearing, the city commission may adopt, modify or reject the legislative proposal, or it may remand the matter to the planning commission for further consideration. If the decision is to adopt at least some form of the proposal, and thereby amend the city's land-use regulations, comprehensive plan, official zoning maps or some component of any of these documents, the city commission decision shall be enacted as an ordinance.

2. Notice of Final Decision. Not later than five days following the city commission final decision, the community development director shall mail notice of the decision to DLCD in accordance with ORS 197.615(2).

IF YOU HAVE ANY QUESTIONS ABOUT THIS APPLICATION, PLEASE CONTACT THE PLANNING DIVISION OFFICE AT (503) 722-3789.

Executive Summary

The project's central concept is that local governments should plan public services in accordance with the community's needs as a whole rather than be forced to respond to individual developments as they occur. The Oregon City Loop Trail Refinement Plan will provide a design for public facilities as well to obtain future funding.

The Oregon City Loop Trail Refinement Plan analyzes existing conditions and provides direction for future development, funding, and needs for several segments of the previously adopted Loop Trail. The plan provides cross-sections of shared use paths to be used as a guide for future land use actions. The plan also includes construction cost estimates and contingencies for the planning and design of recommended system facilities.

The Oregon City Loop Trail Refinement Plan will be added to the Oregon City Transportation System Plan (TSP) as an additional document. The TSP is a technical document and conceptual guide that needs regular review and is itself a supplementary document to the Oregon City Comprehensive Plan. By approving the refined plan, it will be possible to implement it through proportional exactions at the time of any abutting land use proposal and will provide the necessary details to apply for competitive grants and implement one or more alignments through a future capital improvement project.

I. PROJECT DESCRIPTION/BACKGROUND:

File No. LEG-23-0002 updates the Oregon City Transportation System Plan by adopting the Park Place Urbanization Plan. The Oregon City Transportation System Plan is an ancillary document to the Oregon City Comprehensive Plan.

The Oregon City Loop Trail is a regional pathway that connects people traveling on foot, bicycles, or other small mobility devices to neighboring communities. It will form a loop around Oregon City through shared-use and on-street connections. This plan focuses on refining two segments of the Loop Trail and two other paths connecting local users to the Loop Trail. The plan includes four segments, which are depicted in Figure 1.

- Meyers-Beavercreek Shared Use Path (S-22)
- Meyers Road Shared Use Path (S-23)
- Gaffney Lane Elementary Shared Use Path (S-24)
- Orchard Grove-Hazelnut Shared Use Path (S-30)

The City's Transportation System Plan (TSP) adopted in 2013, aimed to address transportation issues by prioritizing a multimodal approach. This approach focuses on enhancing options for people to walk and bike within the city. The TSP goals, objectives, and project list all incorporate this strategy. Goal 1 of the TSP states that the City should ensure that the transportation system maintains and improves individual health, safety, and security by maximizing the comfort and convenience of walking, biking, and transit options, public safety, and service access. By refining the four segments in this plan, the city can advance the objective of providing a network of family-friendly walking and biking routes. The refinement plan also includes potential funding sources for the City to design and construct these paths. This aligns with the City's goal of identifying transportation investments that can be made with available funding.

Upon completion, the Oregon City Loop Trail will create a loop around Oregon City, providing travelers with off-street paths and on-street connections along local roadways. This refinement plan was developed to further define two segments of the Loop Trail and two ancillary paths that will create local connections to the Loop Trail. This plan includes recommended alignments and cross-sections, planning-level cost estimates, and phasing that could be considered to align the construction of the paths with available funding. Some areas of the trails are urban (such as these segments), and others will be constructed in a more rural setting in cooperation with Clackamas County or Metro and will need further refinement.

The plan outlines various funding sources that the City can consider to facilitate the design and construction of the paths. This plan enables the City to incorporate projects into the Capital Improvement Program (CIP), require new developments to design and construct parts of the path and apply for grant funding. This will help the City achieve its goal of improving options for pedestrians and cyclists within the City.

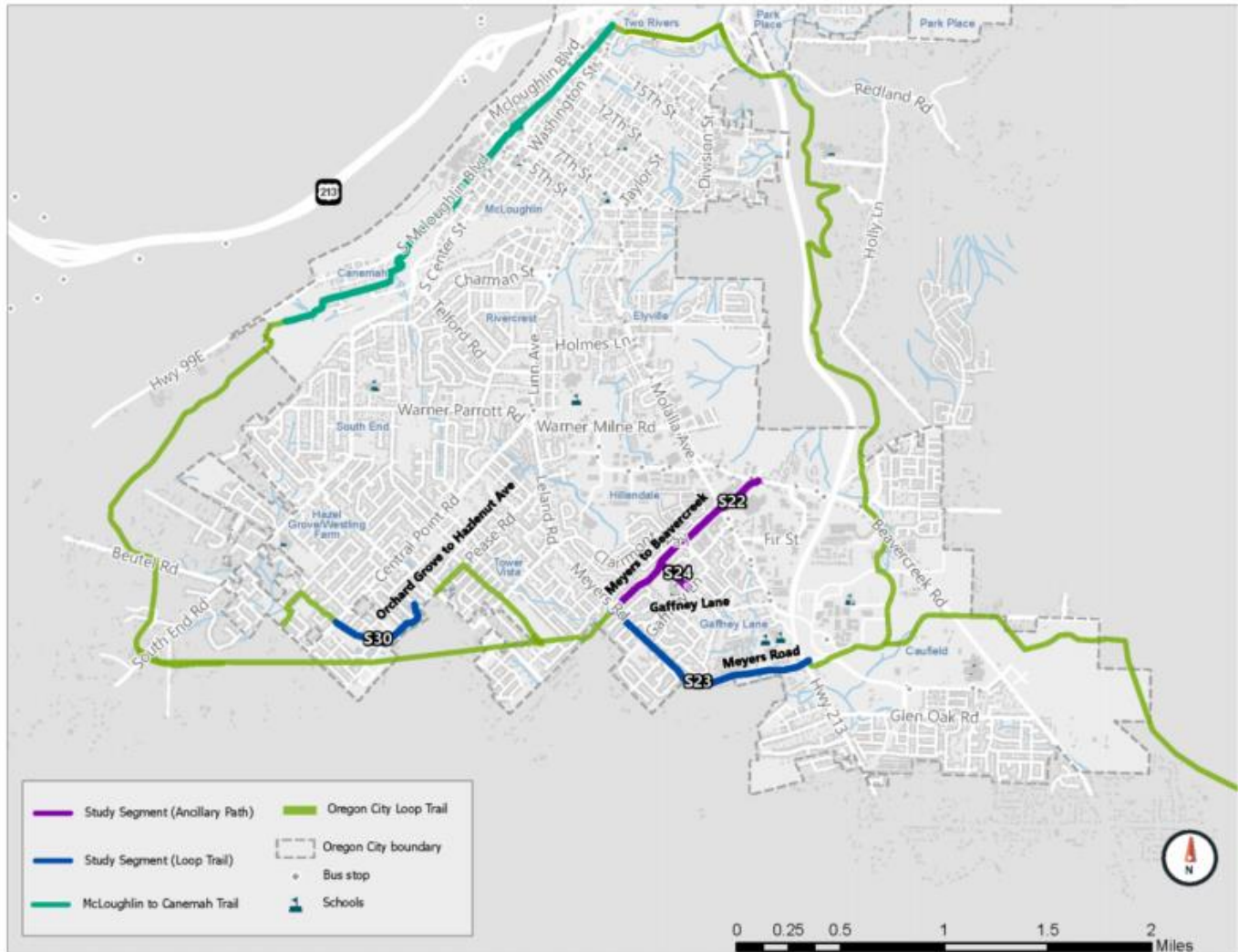


Figure 1: Project Area – the blue and purple refinement segments S22, S23, S24, S30- are subject to this approval. The green segment is the previously approved OC Loop trail.

Outcomes

This plan includes the recommended alignment and cross-section for the four paths, phasing that could be used to implement the identified shared use path segments based on funding availability, and planning-level cost estimates. This work is an important piece in the larger approach of implementing the OC Loop Trail over time.

Meyers-Beavercreek Shared Use Path (Project S-22)

The Meyers-Beavercreek Shared Use Path is an ancillary path to the Oregon City Loop Trail that will provide an off-street connection for people walking, biking, and using other small mobility devices. This path will connect people from planned regional trails to Meyers Road.

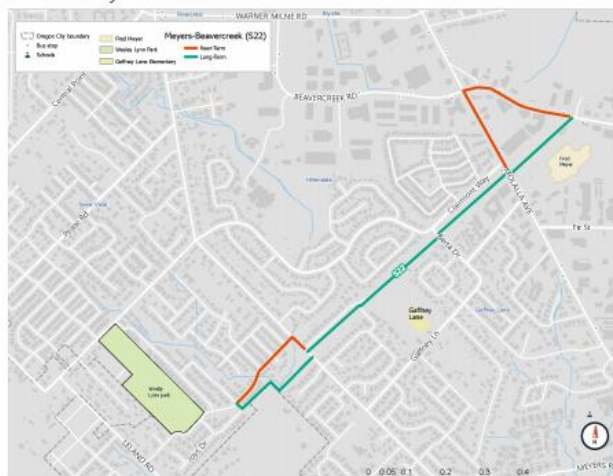


Figure ES-2. Meyers-Beavercreek Alignment

Proposed Cross-Section

The proposed cross-section for this path includes a 12-foot shared use path that is separated from existing roadways by a landscape buffer that will be at least four-feet wide. While the buffer will not be required when the path is not adjacent to roadways, adequate space will be provided to maintain separation from surrounding houses and private property. For additional cross-sections for this path, see **Appendix C: Concepts & Cross-Sections**.

Estimated Cost:

Beavercreek Road to Meyers Road - \$2.9M-\$4.4M

Near-Term: Meyers Road to Wesley Lynn Park - \$325K-\$485K

Long-Term: Meyers Road to Wesley Lynn Park - \$2.5M-\$3.8M

Total Long-Term: \$5.4M-\$8.2M

Proposed Alignment

The alignment for this path includes two segments that will require substantial coordination and funding to implement. To provide an option that could be implemented sooner, two near-term alignments have been identified. These include:

- **Beavercreek Road to Molalla Avenue** where the near-term alignment uses existing sidewalks and bicycle infrastructure while the long-term alignment provides a direct connection through existing parking lots.
- **Meyers Road to Joys Drive** where the near-term alignment uses existing infrastructure while the long-term alignment constructs a new path through existing green space.



Figure ES-3. Meyers-Beavercreek Cross-Section

ES-3

Executive Summary

Meyers Road Shared Use Path (Project S-23)

The Meyers Shared Use Path is a portion of the Oregon City Loop Trail that will connect people walking, biking, and using other small mobility devices from Oregon Route 213 (OR-213) to the Meyers-Beavercreek Shared Use Path. This path will also provide an important connection from residential areas along Meyers Road to Clackamas County Community College and Oregon City High School.



Figure ES-4. Meyers Road Alignment

Proposed Cross-Section

The cross-section for this path includes a 12-foot shared use path on the north side of Meyers Road. To achieve this, the on-street bicycle lanes will be removed and everyone riding bicycles and small mobility devices will use the shared use path. Moving the bicyclists and small mobility users to the shared use path will allow for moving the north curb in to create space to widen the existing sidewalk and provide a landscaped buffer without substantial impacts to residential properties.

Estimated Cost: \$4.8M-\$7.2M

Proposed Alignment

After a detailed evaluation, the north side of Meyers Road was selected as the ultimate location for the shared use path to:

- Keep the entire shared use path within the City's boundary
- Leverage the Right-of-Way allocated to the continuous sidewalks that exist today
- Minimize impacts to utilities
- Minimize the need to cross Meyers Road if you are accessing the path from the Gaffney Lane neighborhood



Figure ES-5. Meyers Road Cross-Section

ES-4

Gaffney Lane Shared Use Path (Project S-24)

The Gaffney Lane Elementary Shared Use Path is an ancillary path that will connect people using the Meyers-Beavercreek Path to Gaffney Lane Elementary Path. This path exists today and is used by people connecting to the school and open space located behind the school. This refinement plan is not making recommendations to change the alignment but has identified the appropriate cross-section to formalize the path.



Figure ES-6. Gaffney Lane Alignment

Proposed Cross-Section & Cost-Estimate

The proposed cross-section for this path includes a 12-foot shared use path that is separated from surrounding properties by existing fences.

Estimated Cost: \$472,000 to \$708,000

Proposed Alignment

This alignment utilizes the existing rudimentary path that exists today. This path will create an off-street connection for families who live in the surrounding neighborhoods who may choose to walk to school if safe and comfortable facilities that are separated from vehicles are provided.

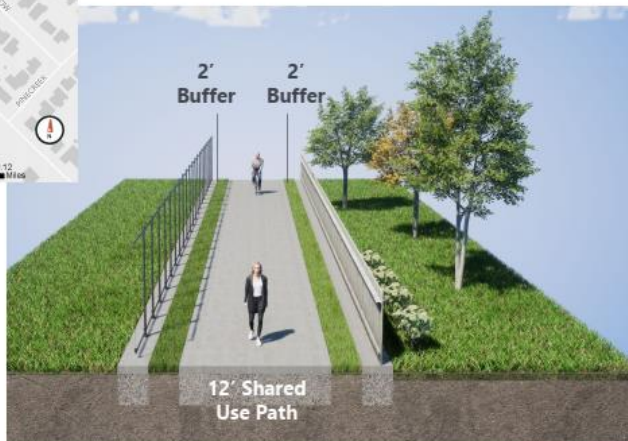


Figure ES-7. Gaffney Lane Cross-Section

ES-5

Executive Summary

Orchard Grove-Hazelnut Shared Use Path (Project S-30)

The Orchard Grove-Hazelnut Shared Use Path is a portion of the Loop Trail that will connect people walking, biking, and using other small mobility devices from Orchard Grove Drive to Hazelnut Court, Hazel Grove Park, and John McLoughlin Elementary School. This portion of the plan will serve as guidance for developers, which will likely be required to fund and build this portion of the Oregon City Loop Trail as development occurs.



Figure ES-8. Orchard Grove-Hazelnut Alignment

Proposed Cross-Section & Cost-Estimate

The proposed cross-section utilizes existing streets and sidewalks. The primary addition to existing infrastructure included in the recommended cross-section is the addition of sharrows to indicate the people riding a bicycle or other small mobility devices should use the vehicle travel lane and alert drivers that they should be prepared to share the lane and help to create "family-friendly" streets.

Estimated Cost: \$56,000 to \$84,000

Proposed Alignment

This portion of the Loop Trail runs from Hazeldell Avenue to S. Central Point Road. Unlike other segments refined as part of this plan, the recommended alignment for this portion of the Trail utilizes on-street facilities for people riding a bicycle and sidewalks for people walking.

When construction occurs in the undeveloped lot, it is recommended that the connection be built consistent with the existing Hazelnut alignment.

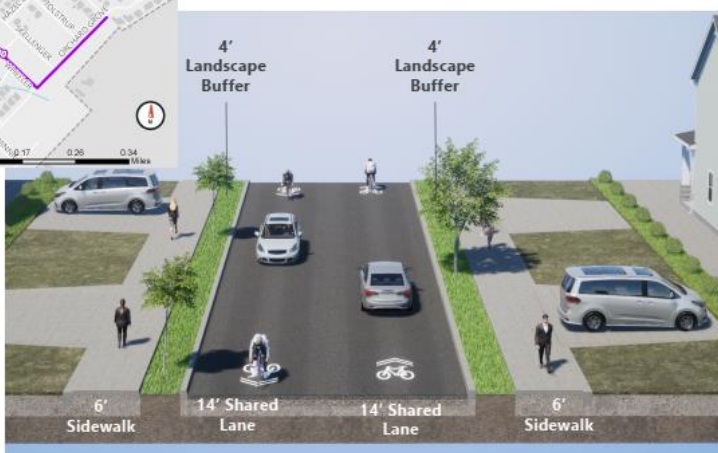


Figure ES-9. Orchard Grove-Hazelnut Cross-Section

ES-6

Adoption Process

Adoption of the plan is a legislative action that requires review and recommendation from the Planning Commission prior to adoption by the City Commission.

Public Notice and Comments

This legislative action requires public notice pursuant to OCMC 17.50.090.C. - *Notice of Public Hearing on a Legislative Proposal*. The Community Development Director provided the required Post Acknowledgement Plan Amendment (PAPA) notice to the Oregon Department of Land Conservation and Development on November 1, 2023. Notice of the December 11, 2023 Planning Commission public hearing was provided to the Citizen Involvement Committee, Neighborhood Associations, and affected service districts, agencies, and parties by email.

No public comments were received before the publication of this staff report.

Public Outreach During Plan Creation

While portions of the alignments identified in this plan can be constructed on property currently owned by the City, in some cases, easements will be required to connect the paths through privately held properties.

To understand concerns from property owners and agencies that could have large portions of the shared use paths traversing or adjacent to their properties, stakeholder interviews were completed early in the planning process. Stakeholder interviews also included representatives from key destinations along the paths and regional planning agencies.

Representatives from the following agencies participated in stakeholder interviews:

- Clackamas County Community College
- Deering Property Management
- Gaffney Lane Neighborhood Association
- Oregon City Parks Department
- Portland General Electric (PGE)
- Metro
- Oregon City School District
- Oregon City Parks Department

A representative from ODOT attended the pre-application meeting and commented to ensure ODOT standards are followed if an ODOT facility is impacted by a future design and construction.

The Oregon City Loop Trail Refinement Plan has been available for review on the Public Works Projects Page of the Oregon City website www.orcity.org (see screenshot below).



Oregon City Loop Trail Plan

Project ID: PS 22-002	Project Status: Active
Project Type: Master Planning	Date Received: Monday, April 18, 2022
Project Contact Information: Josh Wheeler, 971-204-4634	Project Dates: May 1, 2022 - February 29, 2024
	Project Budget: \$100,000

The Oregon City Loop Trail consists of several segments from the City's Transportation System Plan (TSP) and is featured as a regional trail in the City's Trails Master Plan.

The Trails Master Plan describes the trail as "creating a loop around Oregon City, utilizing the east side of the Newell Creek Canyon, and linking to the Beaver Lake Trail." It is listed as Project R3.

The Oregon City Loop Trail consists of TSP projects S23, S22, S24, S26, and S30 within the City Limits. Outside of the City Limits, the trail consists of TSP projects S35, S32, S33 and S13.

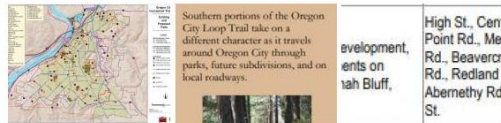
This plan will provide specifics to the TSP projects within City Limits on where to build the trail and what type of trail to build (widened sidewalks, asphalt path, gravel path, etc.) through an engineering and planning analysis and a public involvement process.

Fehr & Peers was the consulting firm selected by the City to prepare the Plan.

A survey was available from September 9, 2022 to October 3, 2022 where you could make your opinion known about these trail segments. The results of this survey can be found below.

A community meeting occurred at 5:00 p.m. at Gaffney Elementary on October 10 to provide an overview of the four trail segments and then a walkabout to review the "power line" trail segment which lies just behind Gaffney Elementary.

The plan adoption requires an Ordinance to adopt the plan ancillary to the Transportation System Plan which includes a public hearing. This is anticipated in late 2023.



STATUS UPDATES

Last Updated : 11-20-23

4/28/22 - Kick Off Meeting with City and Consultant

5/24/22 - Site visit preliminary walkabout

6/3/22 - Project Stakeholder interviews scheduled in June, investigation of opportunities and constraints of possible locations of trail

8/12/22 - Project Stakeholders including school district, community college, parks, CIC, TAC, neighborhood associations, Fred Meyer, adjacent shopping center occurred.

Additional outreach planned for directly impacted property owners and a stakeholder group to advise on path alignments.

Week of 8/15/22 - constraints memo anticipated

9/9/22 - Survey is live through October 3. It has been mailed via a postcard to directly impacted properties, posted on this webpage, posted on social media, emailed to neighborhood associations and City staff, as well as organizations which were determined to be stakeholders.

10/7/22 - Opportunities and Constraints memo posted to website

10/10/22 - In person meeting for directly impacted residents of power line path and affected stakeholders at 5 p.m. at Gaffney Elementary.

11/14/22 - Survey results added to website. Alternative cross sections currently being worked on.

12/21/22 - City staff to meet to review alternative cross sections and citizen feedback.

January to June 2023 - Consultant prepared analysis and report

June 13, 2023 - Presentation at City Commission Work Session

October 27, 2023 - Submittal to Planning for a Legislative Process to adopt the plan ancillary to the Transportation System Plan (TSP)

December 11, 2023 - Hearing before the Planning Commission

January 19, 2023 - Hearing before the City Commission

Files:

[Loop Trail Segments exhibit \(PDF\) \(5 MB\)](#)

[Postcard Survey \(PDF\) \(54 KB\)](#)

[Opportunities and Constraints Memo \(PDF\) \(4 MB\)](#)

[Comment Card \(PDF\) \(746 KB\)](#)

[Loop Trail Survey Results \(PDF\) \(824 KB\)](#)

[City Commission Work Session Presentation of June 13 2023 \(PPTX\) \(3 MB\)](#)

[Final Draft Report for Adoption \(32 MB\)](#)

During the design process, postcards were used to promote opportunities to share feedback, along with promotion on City websites and social media platforms.



Community members had two opportunities to share their concerns and priorities for the development of the Loop Trail and ancillary paths.

The first opportunity was through an online survey, which asked community members to share how they would use the paths, what discourages them from walking or riding a bicycle today, and what design features would make them feel safer and more comfortable when using the paths.

Nearly 70 community members responded to the survey. Key takeaways that informed recommendations in this plan include:

- A concern about the loss of privacy in areas where paths may be located next to residential areas
- A desire for amenities such as trash cans, dog waste stations, and landscaping
- A need for separation from vehicles and enhanced lighting
- A need for paths that meet the needs of a wide variety of users

The second opportunity was an in-person workshop held at Gaffney Lane Elementary School which focused on the Gaffney Lane path and the Meyers-Beavercreek path. Feedback from community members included:

- A desire to maintain existing green space between Meyers Road and Frontier Parkway
- Paths that used to traverse the existing school property were highly-utilized; opportunities to follow that alignment should be prioritized
- Concerns about proximity of the paths to houses and the elementary school

II. DECISION-MAKING CRITERIA

The remainder of this staff report provides additional findings to demonstrate that the proposed Park Place Urbanization Plan is consistent with applicable approval criteria.

Chapter 17.68 - Zoning Changes and Comprehensive Plan Amendments

17.68.010 - Initiation of the amendment.

A text amendment to the comprehensive plan, or an amendment to the zoning code or map or the Comprehensive Plan map, may be initiated by:

- A. A resolution request by the City Commission;*
- B. An official proposal by the Planning Commission;*
- C. An application to the Planning Division; or.*
- D. A Legislative request by the Planning Division.*

All requests for amendment or change in this title shall be referred to the Planning Commission.

Finding: The proposal qualifies as initiated as a legislative request by the initiation of a request by the Public Works Department via the Planning Division.

17.68.015 –Procedures.

Applications shall be reviewed pursuant to the procedures set forth in Chapter 17.50.

17.50.170 - Legislative hearing process.

A. Purpose. Legislative actions involve the adoption or amendment of the city's land use regulations, comprehensive plan, maps, inventories and other policy documents that affect the entire city or large portions of it. Legislative actions which affect land use shall begin with a public hearing before the planning commission.

B. Planning Commission Review.

1. Hearing Required. The planning commission shall hold at least one public hearing before recommending action on a legislative proposal. Any interested person may appear and provide written or oral testimony on the proposal at or prior to the hearing. The community development director shall notify the Oregon Department of Land Conservation and Development (DLCD) as required by the post-acknowledgment procedures of ORS 197.610 to 197.625, as applicable.

C. City Commission Review.

1. City Commission Action. Upon a recommendation from the planning commission on a legislative action, the city commission shall hold at least one public hearing on the proposal. Any interested person may provide written or oral testimony on the proposal at or prior to the hearing. At the conclusion of the hearing, the city commission may adopt, modify or reject the legislative proposal, or it may remand the matter to the planning commission for further consideration. If the decision is to adopt at least some form of the proposal, and thereby amend the city's land use regulations, comprehensive plan, official zoning maps or some component of any of these documents, the city commission decision shall be enacted as an ordinance.

2. Notice of Final Decision. Not later than five days following the city commission final decision, the community development director shall mail notice of the decision to DLCD in accordance with ORS 197.615(2).

Finding: Complies as Proposed. This legislative action is following the procedures found in OCMC 17.50.170.

17.68.020 - Criteria.

The criteria for comprehensive plan amendment or text or map amendment in the zoning code are set forth as follows:

A. The proposal shall be consistent with the applicable goals and policies of the comprehensive plan;

Finding: Complies as Proposed. This legislative action is consistent with the applicable goals and policies of the comprehensive plan, as detailed in the responses below. Therefore, the proposed amendments are consistent with Criterion (A).

OC2040 Oregon City Comprehensive Plan

According to the OC2040 Comprehensive Plan (Appendix 3): “Ancillary plans are adopted by the City Commission for such things as parks and recreation, transportation systems, water facilities, and sewer facilities. Usually prepared by City departments through a public process, ancillary plans are approved by the City Planning Commission and adopted by the City Commission to provide operational guidance to city departments in planning for and carrying out city services. These plans are updated more frequently than the comprehensive plan.”

The Oregon City Loop Trail Refinement Plan will be adopted as an ancillary document to the Oregon City Transportation System Plan (TSP). The TSP is an adopted ancillary document to the Oregon City Comprehensive Plan. The TSP is both a technical document and a conceptual guide that requires regular review.

HEALTHY AND WELCOMING COMMUNITIES**GOAL 1 POLICIES:**

Implement and maintain a community engagement program that provides broad and inclusive opportunities for all Oregon City community members to learn about and understand city government processes, including land use planning, and participate meaningfully in decisions that impact their communities.

Finding: Complies as Proposed.

CONNECTED INFRASTRUCTURE**GOAL 1**

Provide a safe, comfortable, and accessible transportation network that serves all modes of travel, including non-motorized modes.

Finding: Complies as Proposed. Implementation of the plan will result in a more complete transportation system with a variety of multi-modal travel options. The plan will create a more walkable environment within the City by adding sidewalks and bike lanes.

POLICY 1.1 Plan for and develop multi-modal connectivity throughout Oregon City, with an emphasis on access to community services, amenities, and key points of interest.

Finding: Complies as Proposed. Policy 1.1 requires that public facilities and services be provided in a timely, orderly, and efficiently. The goal’s central concept is that local governments should plan public services in accordance with the community’s needs as a whole rather than be forced to respond to individual developments as they occur. The Oregon City Loop Trail Refinement Plan will provide a design for public facilities as well as a means to obtain future funding.

STRATEGY 1.1.A Make investments to accommodate multi-modal traffic as much as possible to include bike lanes, bus turnouts and shelters, sidewalks, etc., especially on major and minor arterial roads, and in regional and employment centers.

Finding: Complies as Proposed. Meyers Road is identified as a minor arterial. The S23 segment will provide additional opportunities for pedestrian and bike investments.

STRATEGY 1.1.B Provide an interconnected and accessible street system that minimizes vehicle miles traveled and inappropriate neighborhood cut-through traffic.

Finding: Complies as Proposed. The Loop Trail is designed to offer both greater recreational opportunities and encourage residents to feel comfortable taking shorter trips by walking or biking, which helps reduce vehicle miles traveled and cut-through traffic in neighborhoods.

STRATEGY 1.1.C Ensure the adequacy of travel mode options and travel routes (parallel systems) in areas of congestion.

Finding: Complies as Proposed. Creating parallel mode options in the city encourages residents to feel comfortable taking shorter trips by walking or biking, which helps reduce congestion and cut-through traffic in neighborhoods.

STRATEGY 1.1.D Identify and prioritize improved connectivity throughout the city street system.

POLICY 1.2 Reduce Oregon City's carbon footprint by supporting and emphasizing non-motorized modes.

Finding: Complies as Proposed. Providing safe connections between neighborhoods, commercial centers, and community amenities helps encourage residents to walk or bike for shorter trips.

STRATEGY 1.2.A Provide an interconnected and accessible pedestrian system that links residential areas with major pedestrian generators such as employment centers, public facilities, and recreational areas.

Finding: Complies as Proposed. Providing safe connections between neighborhoods, commercial centers, and community amenities helps encourage residents to walk or bike for shorter trips.

STRATEGY 1.2.B Provide a well-defined and accessible bicycle network that links residential areas, major bicycle generators, employment centers, recreational areas, and the arterial and collector roadway network.

Finding: Complies as Proposed. Providing safe connections between neighborhoods, commercial centers, and community amenities helps encourage residents to walk or bike for shorter trips.

STRATEGY 1.2.C Construct bikeways and sidewalks and require connectivity of these facilities to reduce the use of petroleum-fueled transportation.

Finding: Complies as Proposed. Providing safe connections between neighborhoods, commercial centers, and community amenities helps encourage residents to walk or bike for shorter trips.

POLICY 1.3 Promote safety by implementing street design that equally considers and serves non-motorized and motorized users.

Finding: Complies as Proposed. Providing safe connections between neighborhoods, commercial centers, and community amenities helps encourage residents to walk or bike for shorter trips.

STRATEGY 1.3.A Identify and implement ways to minimize conflict points between different modes of travel.

Finding: Complies as Proposed. The loop trail segments aim to increase the separation of bikes and pedestrians from the vehicle travel lanes.

STRATEGY 1.3.B Improve the safety of vehicular, rail, bicycle, and pedestrian crossings.

Finding: Complies as Proposed. The loop trail segments aim to increase the separation of bikes and pedestrians from the vehicle travel lanes and ensure that any crossing is designed to meet adopted city standards for safe crossing.

POLICY 1.4 Ensure transportation investments are equitably applied across Oregon City neighborhoods.

Finding: Complies as Proposed. The loop trail segments are located in the southern section of the city within existing residential areas developed from the 1970s to the 2000s. These areas have traditionally receive less attention for pedestrian and bike improvements.

GOAL 2

Ensure public utilities and infrastructure are maintained and improved to adequately serve all existing areas of Oregon City and can be extended to serve newly developing areas in a logical and fiscally responsible manner.

Finding: Complies as Proposed. The loop trail segments are located in the southern section of the city within existing residential areas developed from the 1970s to the 2000s. These areas have traditionally receive less attention for pedestrian and bike improvements.

POLICY 2.1 Regularly update all City infrastructure and utility master plans.

Finding: Complies as Proposed. The Oregon City Loop Trail Refinement Plan is a special purpose plan that is part of the City's Transportation System Plan, an adopted Ancillary Document to the Oregon City Comprehensive Plan. The TSP is both a technical document and a conceptual guide that requires regular review in order to maintain and update it.

POLICY 2.3 Ensure public infrastructure investments are equitably applied across Oregon City neighborhoods.

Finding: Complies as Proposed. The loop trail segments are located in the southern section of the city within existing residential areas developed from the 1970s to the 2000s. These areas have traditionally received less attention for pedestrian and bike improvements.

STRATEGY 2.3.D Identify neighborhoods that are underserved by transportation and other infrastructure investments to ensure equitable future investments.

Finding: Complies as Proposed. The loop trail segments are located in the southern section of the city (Gaffney Lane, Hillendale, Hazel Farm/Westling Grove, Caulfield Neighborhoods) within existing residential areas developed from the 1970s to the 2000s. These areas have traditionally received less attention for pedestrian and bike improvements.

POLICY 2.4 Increase resiliency to climate change, natural hazard events, and cyber intrusions in public utility infrastructure.

Finding: Complies as Proposed. The Loop Trail has been designed to provide more recreational opportunities for the residents. It also aims to encourage people to take shorter trips by walking or biking instead of relying solely on vehicles for transportation. This will help reduce the number of vehicle miles traveled and decrease the overall dependence on vehicles as the only feasible mode of transportation.

POLICY 3.5 Pursue adequate funding to pay for public facilities and services.

Finding: Complies as Proposed. The Oregon City Loop Trail Refinement Plan will be added to the Oregon City Transportation System Plan (TSP) as an additional document. The TSP is a technical document and conceptual guide that needs regular review and is itself a supplementary document to the Oregon City Comprehensive Plan. By approving the refined plan, it will be possible to implement it through proportional exactions at the time of any abutting land use proposal and will provide the necessary details to apply for grants and implement one or more alignments through a future capital improvement project.

POLICY 2.7 Support programs and methods that will improve air quality in Oregon City.

Finding: Complies as Proposed. The Loop Trail has been designed to provide more recreational opportunities for the residents. It also aims to encourage people to take shorter trips by walking or biking instead of relying solely on vehicles for transportation. This will help reduce the number of vehicle miles traveled and particulates in the air.

STRATEGY 2.7. Promote land-use patterns that reduce the need for distance travel by single-occupancy vehicles and increase opportunities for walking, biking and/or transit to destinations such as places of employment, shopping, and education.

Finding: Complies as Proposed. The Loop Trail has been designed to provide more recreational opportunities for the residents. It also aims to encourage people to take shorter trips by walking or biking instead of relying solely on vehicles for transportation. This will help reduce the number of vehicle miles traveled and decrease the overall dependence on vehicles as the only feasible mode of transportation.

PROTECTED ENVIRONMENT

POLICY 1.2 Provide equitable distribution of parks and trails across the city.

STRATEGY 1.2.A Ensure the adequacy of pedestrian and bicycle connections to local, county, and regional trails.

STRATEGY 1.2.B Ensure adequate park and trail development in high-density areas and neighborhoods lacking access to these amenities.

Finding: Complies as Proposed. The loop trail segments are located in the southern section of the city (Gaffney Lane, Hillendale, Hazel Farm/Westling Grove, Caulfield Neighborhoods) within existing residential areas developed from the 1970s to the 2000s. These areas have traditionally received less attention for pedestrian and bike improvements.

POLICY 2.7 Support programs and methods that will improve air quality in Oregon City.

STRATEGY 2.7.A Promote land-use patterns that reduce the need for distance travel by single-occupancy vehicles and increase opportunities for walking, biking, and/or transit to destinations such as places of employment, shopping, and education

Finding: Complies as Proposed. Providing safe connections between neighborhoods, commercial centers, and community amenities helps encourage residents to walk or bike for shorter trips.

Statewide Planning Goals

Finding: This proposal makes no changes to the Comprehensive Plan, zoning, or land use designations for lands within the Urban Growth Boundary. Since the City's Comprehensive Plan and its ancillary documents are already acknowledged by the Oregon Department of Land Use and Conservation (DLCD),

no further analysis for consistency with Statewide Planning Goals is required to adopt this trail refinement plan.

Chapter 17.50 Administration and Procedures

17.50.050 – Pre-application conference.

- A. *Pre-application Conference. Prior to a Type II – IV or Legislative application, excluding Historic Review, being deemed complete, the applicant shall schedule and attend a pre-application conference with City staff to discuss the proposal, unless waived by the Community Development Director. The purpose of the pre-application conference is to provide an opportunity for staff to provide the applicant with information on the likely impacts, limitations, requirements, approval standards, fees and other information that may affect the proposal.*
- 1. To schedule a pre-application conference, the applicant shall contact the Planning Division, submit the required materials, and pay the appropriate conference fee.*
 - 2. At a minimum, an applicant should submit a short narrative describing the proposal and a proposed site plan, drawn to a scale acceptable to the City, which identifies the proposed land uses, traffic circulation, and public rights-of-way and all other required plans.*
 - 3. The Planning Division shall provide the applicant(s) with the identity and contact persons for all affected neighborhood associations as well as a written summary of the pre-application conference.*
- B. *A pre-application conference shall be valid for a period of six months from the date it is held. If no application is filed within six months of the conference or meeting, the applicant shall schedule and attend another conference before the City will accept a permit application. The Community Development Director may waive the pre-application requirement if, in the Director's opinion, the development has not changed significantly and the applicable municipal code or standards have not been significantly amended. In no case shall a pre-application conference be valid for more than one year.*
- C. *Notwithstanding any representations by City staff at a pre-application conference, staff is not authorized to waive any requirements of this code, and any omission or failure by staff to recite to an applicant all relevant applicable land use requirements shall not constitute a waiver by the City of any standard or requirement.*

Finding: Staff held the required pre-application conference meeting (File PA-23-00032), on October 24, 2023.

17.50.055 - Neighborhood association meeting.

Neighborhood Association Meeting. The purpose of the meeting with the recognized neighborhood association is to inform the affected neighborhood association about the proposed development and to receive the preliminary responses and suggestions from the neighborhood association and the member residents.

- A. *Applicants applying for annexations, zone change, comprehensive plan amendments, conditional use, Planning Commission variances, subdivision, or site plan and design review (excluding minor site plan and design review), general development master plans or detailed development plans applications shall schedule and attend a meeting with the City-recognized neighborhood association in whose territory the application is proposed no earlier than one year prior to the date of application. Although not required for other projects than those identified above, a meeting with the neighborhood association is highly recommended.*
- B. *The applicant shall request via email or regular mail a request to meet with the neighborhood association chair where the proposed development is located. The notice shall describe the*

proposed project. A copy of this notice shall also be provided to the chair of the Citizen Involvement Committee.

- C. A meeting shall be scheduled within thirty days of the date that the notice is sent. A meeting may be scheduled later than thirty days if by mutual agreement of the applicant and the neighborhood association. If the neighborhood association does not want to, or cannot meet within thirty days, the applicant shall host a meeting inviting the neighborhood association, Citizen Involvement Committee, and all property owners within three hundred feet to attend. This meeting shall not begin before six p.m. on a weekday or may be held on a weekend and shall occur within the neighborhood association boundaries or at a City facility.*
- D. If the neighborhood association is not currently recognized by the City, is inactive, or does not exist, the applicant shall request a meeting with the Citizen Involvement Committee.*
- E. To show compliance with this section, the applicant shall submit a copy of the email or mail notice to the neighborhood association and CIC chair, a sign-in sheet of meeting attendees, and a summary of issues discussed at the meeting. If the applicant held a separately noticed meeting, the applicant shall submit a copy of the meeting flyer, postcard or other correspondence used, and a summary of issues discussed at the meeting and submittal of these materials shall be required for a complete application.*

Finding: Complies as proposed. Staff presented the amendments to the Citizen Involvement Committee on November 6, 2023

17.50.070 - Completeness review and one hundred twenty-day rule.

- C. Once the Community Development Director determines the application is complete enough to process, or the applicant refuses to submit any more information, the City shall declare the application complete. Pursuant to ORS 227.178, the City will reach a final decision on an application within one hundred twenty calendar days from the date that the application is determined to be or deemed complete unless the applicant agrees to suspend the one hundred twenty calendar day time line or unless State law provides otherwise. The one hundred twenty-day period, however, does not apply in the following situations:*
 - 1. Any hearing continuance or other process delay requested by the applicant shall be deemed an extension or waiver, as appropriate, of the one hundred twenty-day period.*
 - 2. Any delay in the decision-making process necessitated because the applicant provided an incomplete set of mailing labels for the record property owners within three hundred feet of the subject property shall extend the one hundred twenty-day period for the amount of time required to correct the notice defect.*
 - 3. The one hundred twenty-day period does not apply to any application for a permit that is not wholly within the City's authority and control.*
 - 4. The one hundred twenty-day period does not apply to any application for an amendment to the City's comprehensive plan or land use regulations nor to any application for a permit, the approval of which depends upon a plan amendment.*
- D. A one-hundred day period applies in place of the one-hundred-twenty day period for affordable housing projects where:*
 - 1. The project includes five or more residential units, including assisted living facilities or group homes;*
 - 2. At least 50% of the residential units will be sold or rented to households with incomes equal to or less than 60% of the median family income for Clackamas County or for the state, whichever is greater; and*

3. *Development is subject to a covenant restricting the owner and successive owner from selling or renting any of the affordable units as housing that is not affordable for a period of 60 years from the date of the certificate of occupancy.*
- E. *The one hundred twenty-day period specified in OCMC 17.50.070.C or D may be extended for a specified period of time at the written request of the applicant. The total of all extensions may not exceed two hundred forty-five calendar days.*
- F. *The approval standards that control the City's review and decision on a complete application are those which were in effect on the date the application was first submitted.*

Finding: Legislative actions are not subject to the 120-day deadline.

III. RECOMMENDATION

Based on the findings in this report, staff recommends approval of Planning file GLUA 23-000033/LEG-23-00002. If the Planning Commission recommends approval to the City Commission, staff will prepare an Ordinance for consideration by the City Commission to adopt the proposed plan.

IV. EXHIBITS

1. Draft OC Loop Trail Refinement Plan- Draft
 - a. Loop Trail Segments Map
2. Applicant's Narrative
3. Public Outreach Materials
 - a. OC Loop Trail Postcard and Comment Card
 - b. OC Loop Trail Workshop Presentation- October 10, 2022
 - c. OC Loop Trail City Commission Worksession Presentation -June 13, 2023
 - d. CIC Presentation- November 6, 2023
4. PA 23-00032 Notes and Comments
5. [Oregon City Comprehensive Plan](#) (onfile at www.orcity.org)
6. [Transportation System Plan](#) (onfile at www.orcity.org)

Oregon City Loop Trail Refinement Plan

September 2023



Oregon City Loop Trail Refinement Plan

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- Appendix B: Community Survey Summary
- Appendix C: Conceptual Plans & Cross-Sections
- Appendix D: Cost-Estimates

Executive Summary

Overview

The **Oregon City Loop Trail** will create a loop around Oregon City providing travelers with off-street paths and on-street connections along local roadways.

This refinement plan was developed to further define **two segments of the Loop Trail** and **two ancillary paths** that will create local connections to the Loop Trail. This plan includes recommend alignments and cross-sections, planning-level cost-estimates, and phasing that could be considered to align construction of the paths with available funding.

The plan also identifies potential **funding sources** that the City could explore to advance design and construction of the paths.

This plan positions the City **to add projects to the Capital Improvement Program (CIP), condition new development** to design and construct portions of the path, and **apply for grant funding**, bringing the City's goal of improving options for people walking and riding a bicycle within the City to fruition.

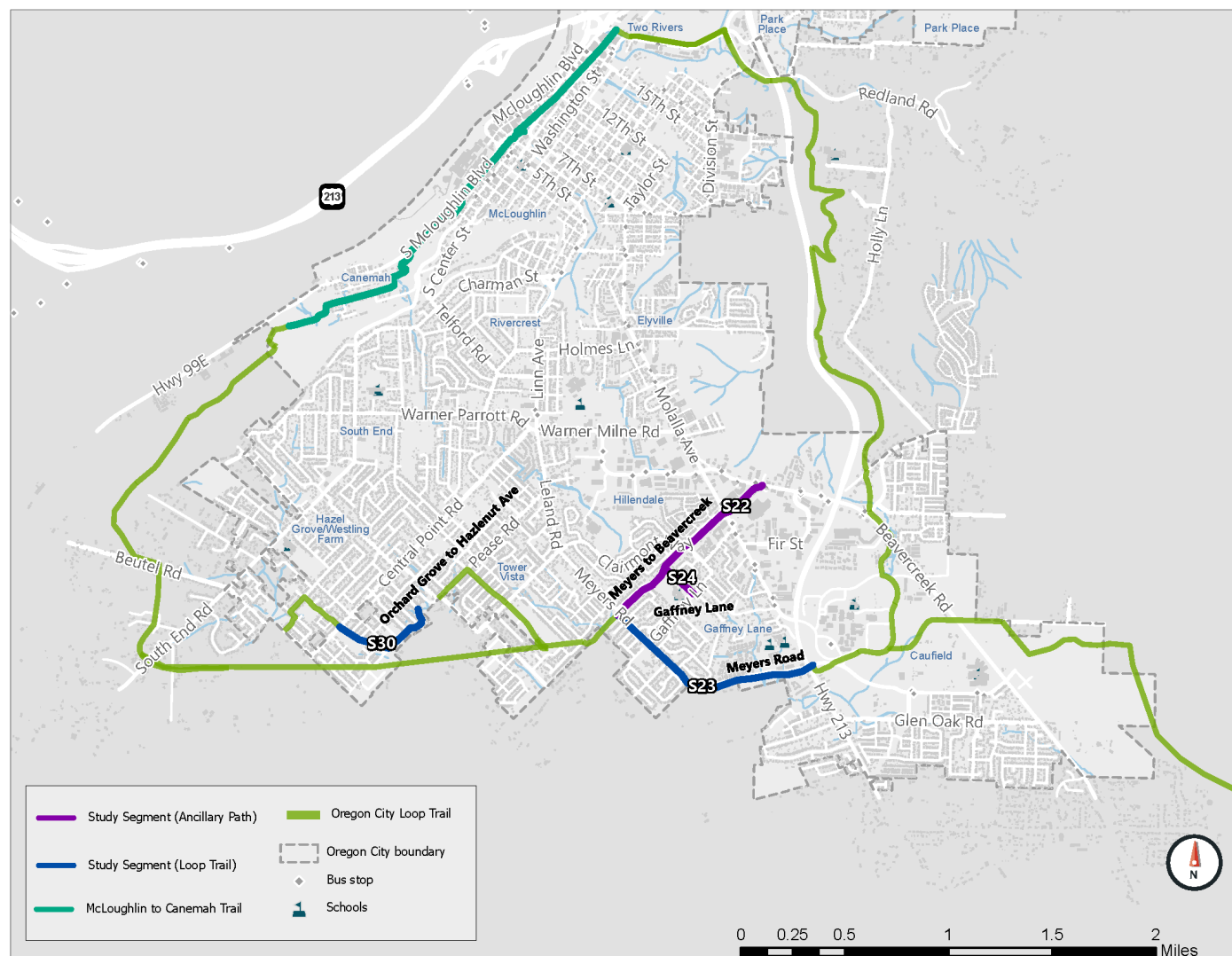


Figure ES-1. Oregon City Loop Trail

Meyers-Beavercreek Shared Use Path (Project S-22)

The Meyers-Beavercreek Shared Use Path is an ancillary path to the Oregon City Loop Trail that will provide an off-street connection for people walking, biking, and using other small mobility devices. This path will connect people from planned regional trails to Meyers Road.

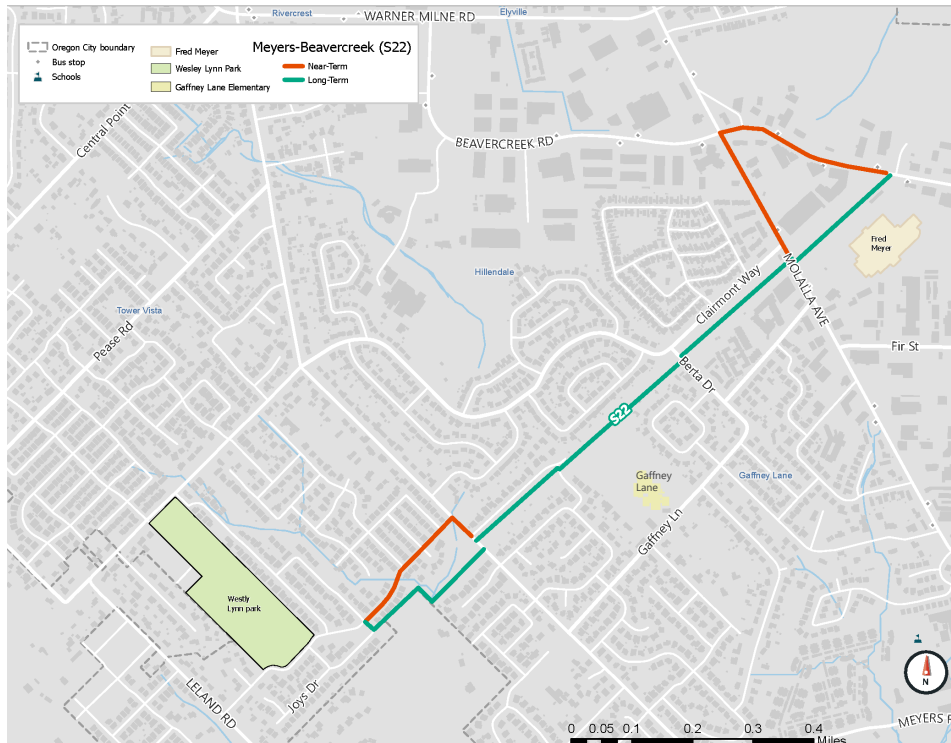


Figure ES-2. Meyers-Beavercreek Alignment

Proposed Cross-Section

The proposed cross-section for this path includes a 12-foot shared use path that is separated from existing roadways by a landscape buffer that will be at least four-feet wide. While the buffer will not be required when the path is not adjacent to roadways, adequate space will be provided to maintain separation from surrounding houses and private property. For additional cross-sections for this path, see **Appendix C: Concepts & Cross-Sections**.

Estimated Cost:

Beavercreek Road to Meyers Road - \$2.9M-\$4.4M

Near-Term: Meyers Road to Wesley Lynn Park - \$325K-\$485K

Long-Term: Meyers Road to Wesley Lynn Park - \$2.5M-\$3.8M

Total Long-Term: \$5.4M-\$8.2M

Proposed Alignment

The alignment for this path includes two segments that will require substantial coordination and funding to implement. To provide an option that could be implemented sooner, two near-term alignments have been identified. These include:

- **Beavercreek Road to Molalla Avenue** where the near-term alignment uses existing sidewalks and bicycle infrastructure while the long-term alignment provides a direct connection through existing parking lots.
- **Meyers Road to Joys Drive** where the near-term alignment uses existing infrastructure while the long-term alignment constructs a new path through existing green space.



Figure ES-3. Meyers-Beavercreek Cross-Section

Meyers Road Shared Use Path (Project S-23)

The Meyers Shared Use Path is a portion of the Oregon City Loop Trail that will connect people walking, biking, and using other small mobility devices from Oregon Route 213 (OR-213) to the Meyers-Beavercreek Shared Use Path. This path will also provide an important connection from residential areas along Meyers Road to Clackamas County Community College and Oregon City High School.

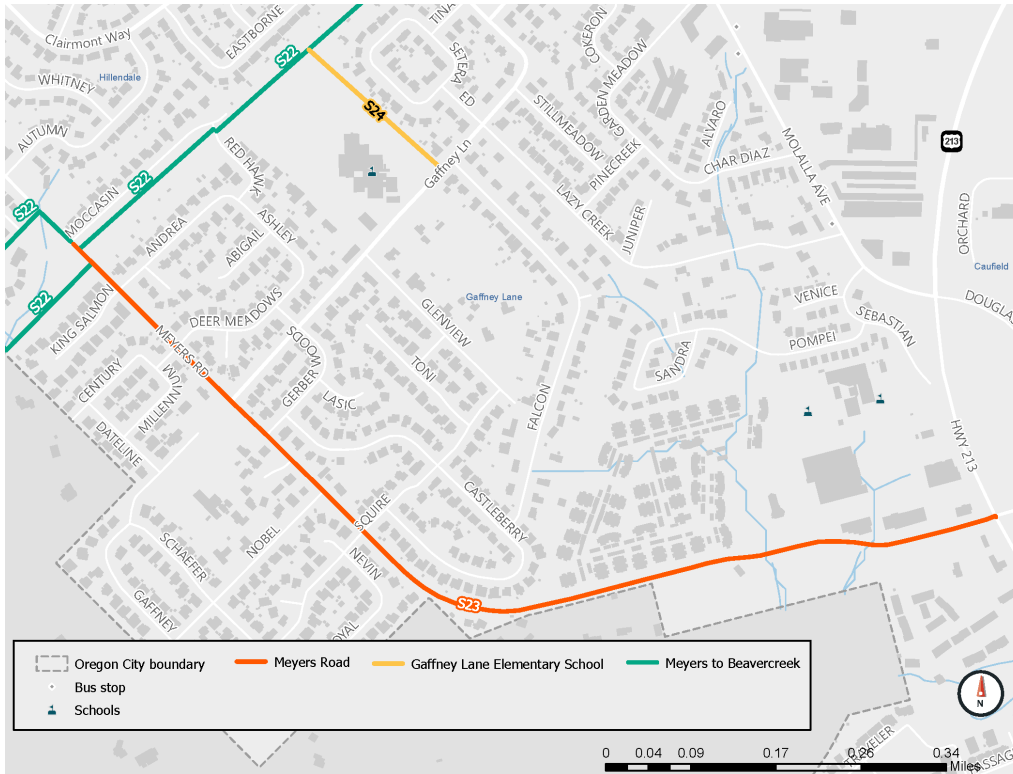


Figure ES-4. Meyers Road Alignment

Proposed Cross-Section

The cross-section for this path includes a 12-foot shared use path on the north side of Meyers Road. To achieve this, the on-street bicycle lanes will be removed and everyone riding bicycles and small mobility devices will use the shared use path. Moving the bicyclists and small mobility users to the shared use path will allow for moving the north curb in to create space to widen the existing sidewalk and provide a landscaped buffer without substantial impacts to residential properties.

Estimated Cost: \$4.8M-\$7.2M

Proposed Alignment

After a detailed evaluation, the north side of Meyers Road was selected as the ultimate location for the shared use path to:

- Keep the entire shared use path within the City's boundary
- Leverage the Right-of-Way allocated to the continuous sidewalks that exist today
- Minimize impacts to utilities
- Minimize the need to cross Meyers Road if you are accessing the path from the Gaffney Lane neighborhood

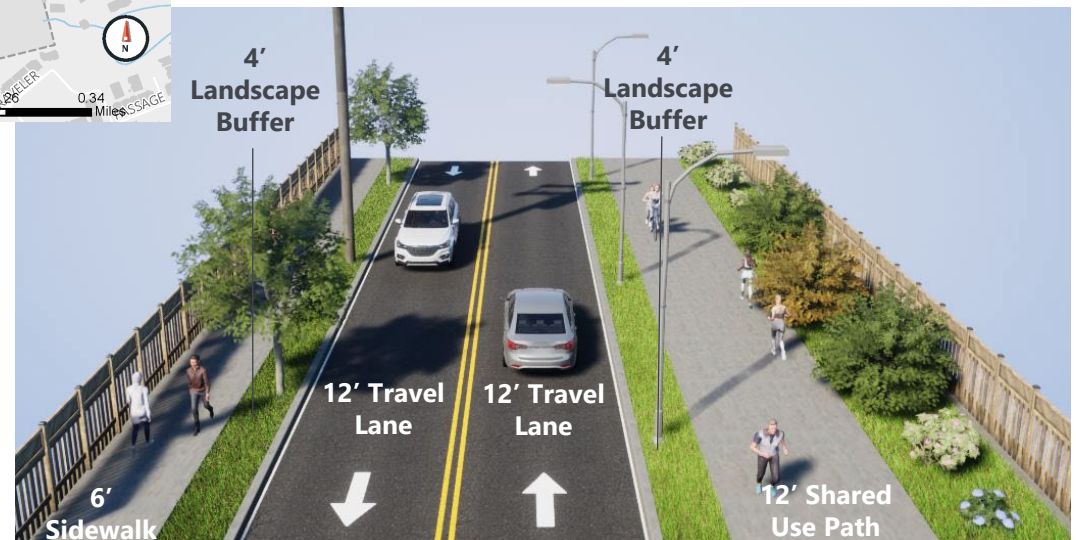


Figure ES-5. Meyers Road Cross-Section

Gaffney Lane Shared Use Path (Project S-24)

The Gaffney Lane Elementary Shared Use Path is an ancillary path that will connect people using the Meyers-Beavercreek Path to Gaffney Lane Elementary Path. This path exists today and is used by people connecting to the school and open space located behind the school. This refinement plan is not making recommendations to change the alignment but has identified the appropriate cross-section to formalize the path.



Figure ES-6. Gaffney Lane Alignment

Proposed Cross-Section & Cost-Estimate

The proposed cross-section for this path includes a 12-foot shared use path that is separated from surrounding properties by existing fences.

Estimated Cost: \$472,000 to \$708,000

Proposed Alignment

This alignment utilizes the existing rudimentary path that exists today. This path will create an off-street connection for families who live in the surrounding neighborhoods who may choose to walk to school if safe and comfortable facilities that are separated from vehicles are provided.

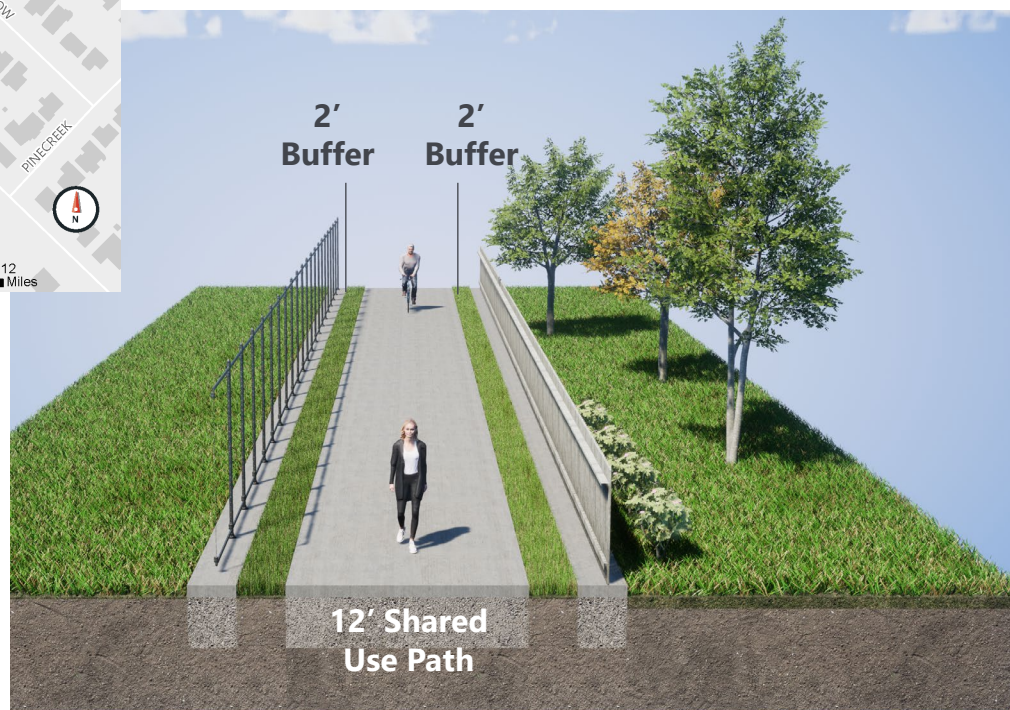


Figure ES-7. Gaffney Lane Cross-Section

Orchard Grove-Hazelnut Shared Use Path (Project S-30)

The Orchard Grove-Hazelnut Shared Use Path is a portion of the Loop Trail that will connect people walking, biking, and using other small mobility devices from Orchard Grove Drive to Hazelnut Court, Hazel Grove Park, and John McLoughlin Elementary School. This portion of the plan will serve as guidance for developers, which will likely be required to fund and build this portion of the Oregon City Loop Trail as development occurs.

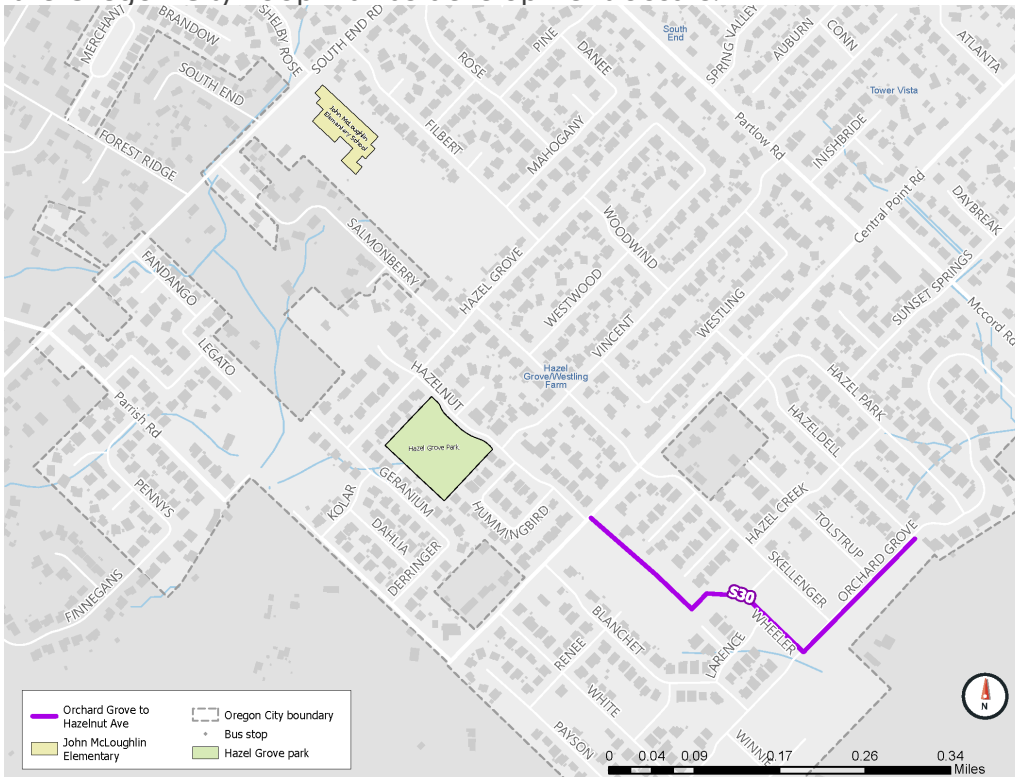


Figure ES-8. Orchard Grove-Hazelnut Alignment

Proposed Cross-Section & Cost-Estimate

The proposed cross-section utilizes existing streets and sidewalks. The primary addition to existing infrastructure included in the recommended cross-section is the addition of sharrows to indicate the people riding a bicycle or other small mobility devices should use the vehicle travel lane and alert drivers that they should be prepared to share the lane and help to create "family-friendly" streets.

Estimated Cost: \$56,000 to \$84,000

Proposed Alignment

This portion of the Loop Trail runs from Hazeldell Avenue to S. Central Point Road. Unlike other segments refined as part of this plan, the recommended alignment for this portion of the Trail utilizes on-street facilities for people riding a bicycle and sidewalks for people walking.

When construction occurs in the undeveloped lot, it is recommended that the connection be built consistent with the existing Hazelnut alignment.

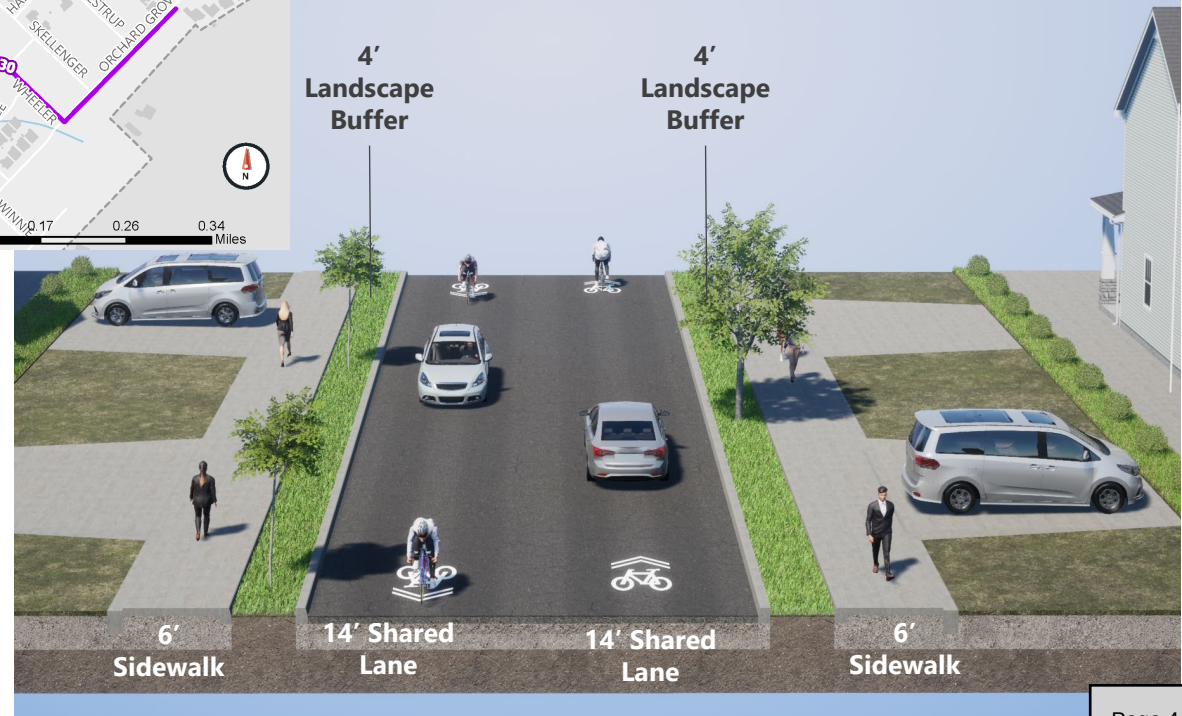


Figure ES-9. Orchard Grove-Hazelnut Cross-Section

Funding

There are three paths to funding design and construction of the four paths included in this plan. The first is by conditioning development to construct portions of the paths as development occurs. The second option is adding the path to the City's CIP, which allows the City to program funding based on the anticipated timeline for construction. Lastly, the City can apply for competitive grants. Four grants that the City could consider applying for to design and construct the paths are summarized below.

Safe Routes to School (SRTS)

The Oregon Department of Transportation provides funding for SRTS projects, under two umbrellas – construction and education. Funds from this program are allocated through a competitive grant process that consists of two applications typically due in March and July.

The paths eligible for funding under this grant program would be the Orchard Grove-Hazelnut, Gaffney Lane Elementary, and portions of the Meyers-Beavercreek Shared Use Paths. It is important to note that based on the demographic makeup of the schools at application, the schools may not be competitive.

Active Transportation Infrastructure Investment Program

This federally funded program is designed to fund communities looking to expand infrastructure for walking and biking. This is aimed at active transportation projects or group of projects with a total cost of over \$15 million, or total cost of \$100,000 for planning and design grants are eligible for funding under this program.

The Meyers Road and Meyers-Beavercreek Paths are estimated to cost roughly \$15 million when combined. As these paths would benefit from being constructed together, the City could consider apply for funding as one large project.

Recreational Trails Programs (RTP)

This federally funded program, which is administered by the Oregon Parks and Recreation Department, provides funds for local agencies to develop, improve, or expand motorized and non-motorized trails and their facilities.

The minimum grant request for this grant and the recommended maximum request is \$150,000. As part of the Loop Trail, the Orchard Grove-Hazelnut Shared Use Path, estimated to cost less than \$100,000, may be eligible for funding under this grant. The City also could use this grant to cover a portion of the cost for the Gaffney Lane Path.

Oregon Community Paths

The Oregon Community Paths program is geared towards helping communities create and maintain connections through shared use paths. This grant is geared towards projects that create continuous paths that are physically separated from the roadway.

Applications for this grant are on a two-year cycle with pre-applications due in the fall and applications accepted November through January. The two paths most likely to be competitive for this grant are the Meyers Road and Meyers-Beavercreek Shared Use Paths.

Introduction & Purpose

Introduction

The Oregon City Loop Trail, a regional trail planned to connect people walking, riding a bicycle, or other small mobility devices to adjacent communities, will create a loop around Oregon City through a series of shared use paths and on-street connections. This plan refines two segments of the Loop Trail and two ancillary paths, which will connect local users to the Loop Trail. The four segments, shown on **Figure 1**, included in this plan are:

- Meyers-Beavercreek Shared Use Path (S-22)
- Meyers Road Shared Use Path (S-23)
- Gaffney Lane Elementary Shared Use Path (S-24)
- Orchard Grove-Hazelnut Shared Use Path (S-30)

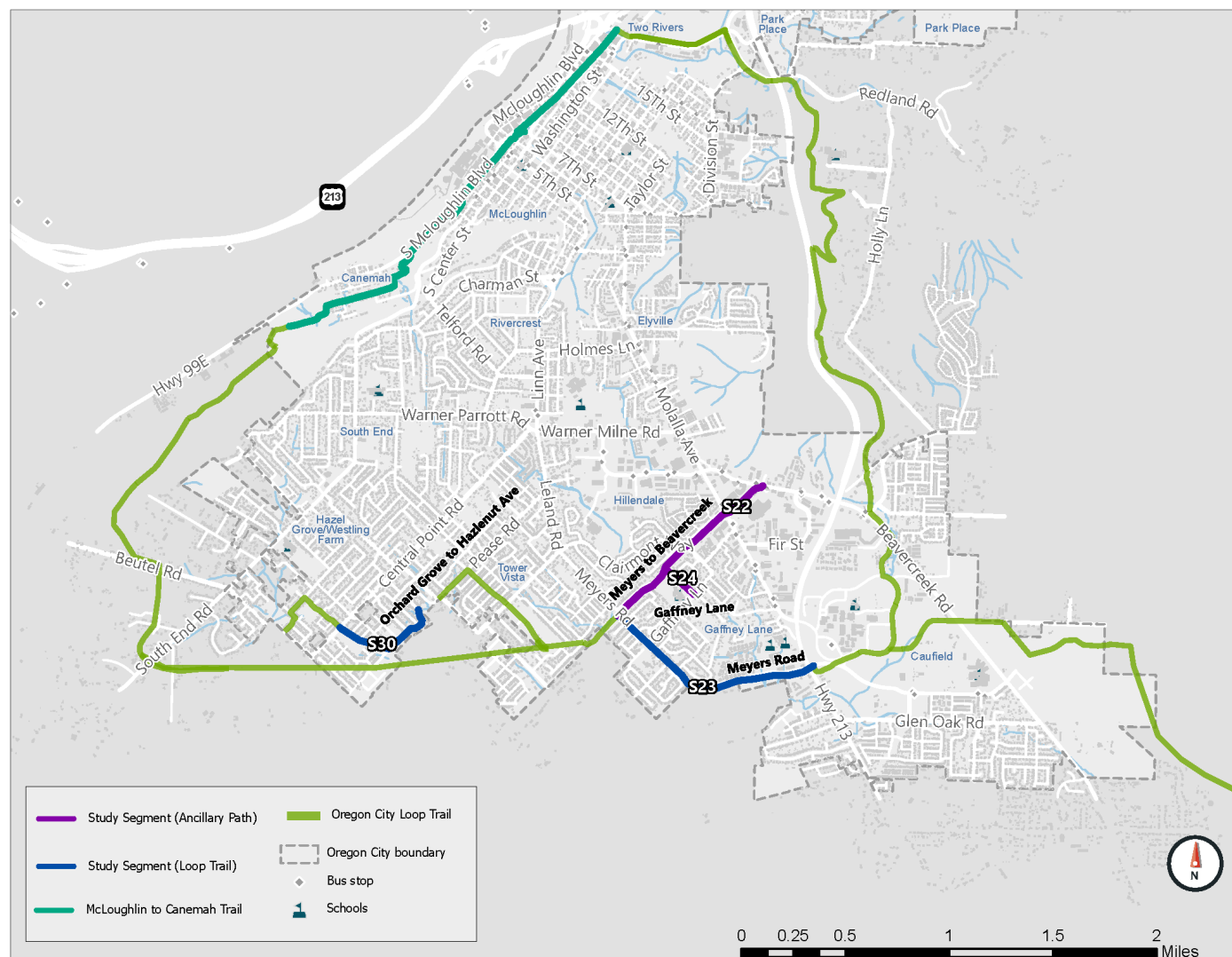


Figure 1. Study Segments

Purpose

One focus of the City's Transportation System Plan (TSP), adopted in 2013, was to emphasize a multimodal approach to solving transportation issues, including improving options for people walking and biking within the city. This approach is woven throughout the TSP goals, objectives, and the project list.

Goal 1 of the TSP states that the City should "Ensure that the transportation system maintains and improves individual health, safety and security by maximizing the comfort and convenience of walking, biking and transit options, public safety and service access." By refining the four segments included in this plan, this effort positions the City to advance the objective of providing a network of family-friendly walking and biking routes. This refinement plan also includes potential funding sources that the City can use to design and construct these paths, aligning with the City's goal of identifying transportation investments that can be made with available funding.

Outcomes

This plan includes the recommended alignment and cross-section for the four paths, phasing that could be used to implement the shared use paths based on funding availability, and planning-level cost-estimates.

Additionally, this plan serves as guidance for Development Review Staff to condition new development to design and construct portions of the path, positions the City to add projects to the Capital Improvement Program (CIP) that would design and construct portions of the path, and most importantly, positions the City to secure grant funding to support design and construction.

Report Organization

This report is organized in the following sections:

- **Stakeholder & Community Input:** Overview of engagement with stakeholders and community members
- **Meyers-Beavercreek Shared Use Path (S-22):** Opportunities, constraints, and recommendations for the Meyers-Beavercreek Shared Use Path
- **Meyers Road Shared Use Path (S-23):** Opportunities, constraints, and recommendations for the Meyers Road Shared Use Path
- **Gaffney Lane Elementary Shared Use Path (S-24):** Opportunities, constraints, and recommendations for the Gaffney Lane Shared Use Path
- **Orchard Grove-Hazelnut Shared Use Path (S-30):** Opportunities, constraints, and recommendations for the Orchard Grove Shared Use Path
- **Funding Opportunities:** Overview of grants that could be used to design and implement the shared use paths

Stakeholder & Community Input

Stakeholder Input

While portions of the alignments identified in this plan can be constructed on property currently owned by the City, in some cases easements will be required to connect the paths through privately held properties.

To understand concerns from property owners and agencies that could have large portions of the shared use paths traversing or adjacent to their properties, stakeholder interviews were completed early in the planning process. Stakeholder interviews also included representatives from key destinations along the paths and regional planning agencies.

Representatives from the following agencies participated in stakeholder interviews, a summary of which can be found in **Appendix A: Opportunities & Constraints**:

- Clackamas County Community College
- Deering Property Management
- Gaffney Lane Neighborhood Association
- Oregon City Parks Department
- Portland General Electric (PGE)
- Metro
- Oregon City School District



OREGON CITY

LOOP TRAIL Plan

WE WANT TO HEAR FROM YOU!

Oregon City Public Works is developing a plan for four segments of the Oregon City Loop Trail that are included in the City's Transportation System Plan. This plan will identify where to build the trails and what type of trail to build.

To share your thoughts on the proposed trails, please take our survey which can be found here:

<https://bit.ly/3A0kpzu>

For updates on the project, visit the project website here:

<https://www.oregoncity.org/publicworks/project/ps-22-002>



THE SURVEY IS AVAILABLE FROM SEPTEMBER 9 TO OCTOBER 3, 2022.

Community Input

Community members had two opportunities to share their concerns and priorities for development of the Loop Trail and ancillary paths.

The first opportunity was through an online survey, which asked community members to share how they would use the paths, what discourages them from walking or riding a bicycle today, and what design features would make them feel safer and more comfortable when using the paths.

Nearly 70 community members responded to the survey. Key takeaways that informed recommendations in this plan include:

- A concern about the loss of privacy in areas where paths may be located next to residential areas
- A desire for amenities such as trash cans, dog waste stations, and landscaping
- A need for separation from vehicles and enhanced lighting
- A need for paths that meet the needs of a wide variety of users

The second opportunity was an in-person workshop held at Gaffney Lane Elementary School which focused on the Gaffney Lane path and the Meyers-Beavercreek path. Feedback from community members included:

- A desire to maintain existing green space between Meyers Road and Frontier Parkway
- Paths that used to traverse the existing school property were highly-utilized; opportunities to follow that alignment should be prioritized
- Concerns about proximity of the paths to houses and the elementary school

Postcards were used to promote opportunities to share feedback, along with promotion on City websites and social media platforms.

Meyers-Beavercreek Shared Use Path (Project S-22)

The Meyers-Beavercreek Shared Use Path is an ancillary path to the Oregon City Loop Trail that will provide an off-street connection for people walking, biking, and using other small mobility devices. This path will connect people from the planned regional trails to the Oregon City Loop Trail on Meyers Road.

Table 1 summarizes the key opportunities and constraints that were identified and used to inform development of the proposed cross-section and alignment for this path.

Table 1. Meyers-Beavercreek Opportunities & Constraints

	- This path is part of the Not Likely to be Funded Transportation System and identified as a Long-term Phase 2 project in the TSP - This path is identified as a Local Trail in the City's Trails Master Plan
	- Between Beavercreek Road and Molalla Avenue, the most direct path requires traversing an existing retail center - The predominate land use along the planned alignment is single-family residential - Gaffney Lane Elementary School and Wesley Lynn Park are the primary generators for bicycle and pedestrian trips along the planned path
	- Much of the planned alignment is along property owned by the City of Oregon City and Oregon City School District - Several homes have fences that extend into the Right-of-Way between Berta Drive and the elementary school - There is an existing easement, granted to Portland General Electric (PGE) from Beavercreek Road to Frontier Parkway that follows the powerlines and is approximately 225-feet wide
	- Existing roadways offer low-speed alternatives as a near-term option until funding can be secured for off-street connections - If the alignment uses on-street connections as a near-term connection, enhancements are needed to improve safety and comfort - This path will connect to the planned Gaffney Lane Elementary Shared Use Path, creating an off-street connection to the elementary school between Beavercreek Road and Meyers Road
	- From Beavercreek Road to Frontier Parkway, the alignment follows high-voltage transmission lines that will require 50-feet of horizontal clearance from the path - There are two stormwater management areas, located on either side of Meyers Road that need to be maintained
	- Water and natural resources in the area between Meyers Road and Frontier Parkway will need to be incorporated in the design for the path - The only geologic hazard present along this path alignment are slopes, which are greater than 25% near the stormwater management areas

Proposed Alignment

This shared use path alignment runs from the signalized intersection on Beavercreek Road that provides access to Fred Meyer to Joys Drive, where it connects users to Frontier Parkway, which can be used to access Wesley Lynn Park.

Along this alignment, this path will intersect with the Meyers Road segment of the Oregon City Loop Trail where it crosses the Meyers Road Path (S-23) and the Gaffney Lane Path (S-24).

While the long-term alignment of the path will provide separated facilities, dedicated space outside the existing roadway, two segments may use existing facilities until funds can be allocated to construct these segments.

Between Beavercreek and Molalla Avenue, the long-term alignment would connect along existing property lines. Constructing a path between the two existing parking lots will require coordination with property owners and significant investment. In the interim, recently improved facilities for people walking and bicycling on Beavercreek Road can be used to connect users to the portion of the path located to the west of Molalla Avenue.

A near-term alignment has also been identified between Meyers Road and Frontier Parkway. While the near-term alignment will connect users to Wesley Lynn Park using the existing sidewalks and sharrows indicating the people riding a bicycle should use the vehicle travel lane, the long-term alignment will provide an off-street connection through existing green space. As this space is privately owned and will require substantial investment to address environmental constraints, this alignment has been identified as long-term.

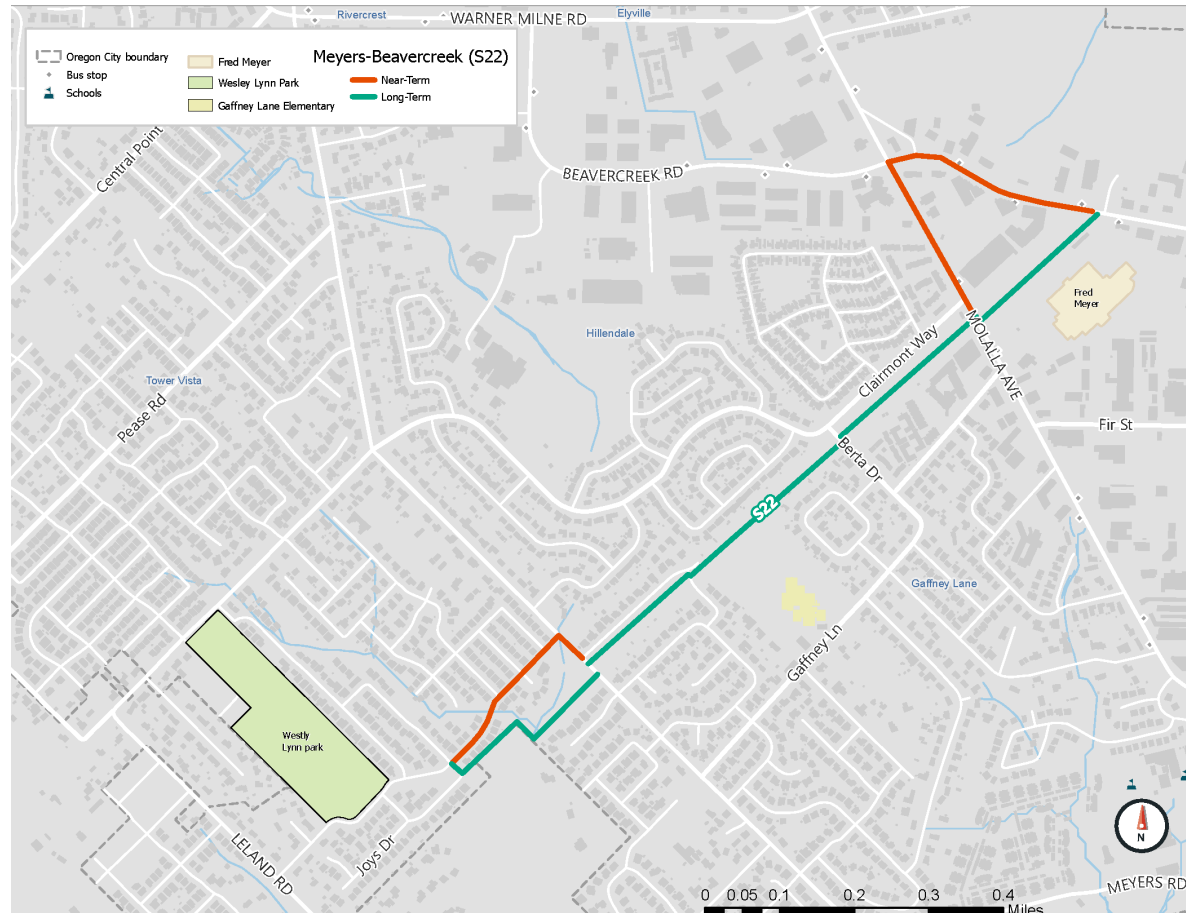


Figure 2. Meyers-Beavercreek Proposed Alignment

Proposed Cross-Section

As shown on **Figure 3**, the proposed cross-section for this path includes a 12-foot shared use path that is separated from existing roadways by a landscape buffer that should be at least four-feet wide.

The cross-section for this path will vary as it traverses the alignment based on the surrounding context. **Figure 4**, shows the proposed cross-section as the path crosses the existing open-space behind Gaffney Lane Elementary. See **Appendix C: Concepts and Cross-Sections**, for more detail on how the cross-section will change along the path.

Additional considerations that will need to be addressed as this path is constructed include:

- Ability to integrate amenities such as dog waste stations and benches
- Adjustment to the alignment may be needed to maintain appropriate distance from existing powerlines and maximize remaining space as plans for empty lots are refined
- An elevated structure may be required to minimize environmental impacts between Meyers Road and Frontier parkway for the long-term alignment
- Opportunities to enhance existing on-street facilities should be explored if the near-term alignment is utilized

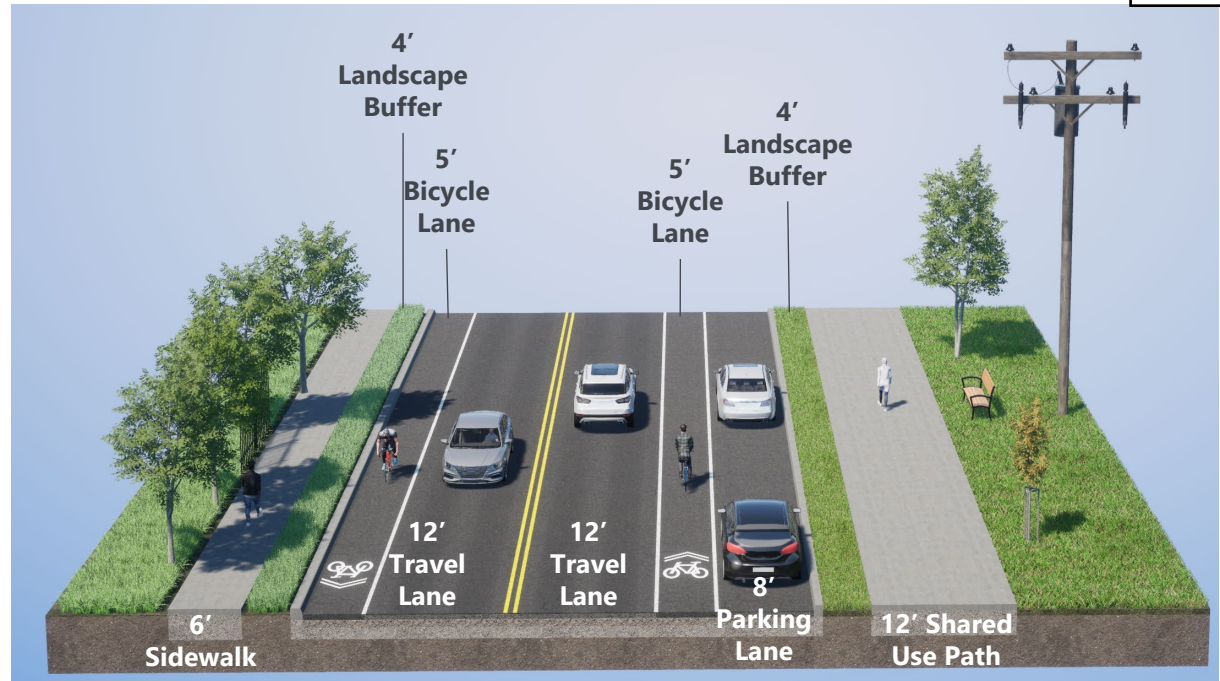


Figure 3. Meyers-Beavercreek Cross-Section Along Clairmont Way



Figure 4. Meyers-Beavercreek Cross-Section Through Open Space

Estimated Cost

The planning-level cost-estimate for this segment was split into two segments: Beavercreek Road to Meyers Road and Meyers Road to Wesley Lynn Park. For the second segment, separate estimates were prepared for the near-term and long-term alignments, as shown in **Table 2**.

Detailed cost-estimates can be found in **Appendix D: Cost-Estimates**.

Table 2. Meyers Beavercreek Cost-Estimate		
Segment	Low Estimate (2023 \$)	High Estimate (2023 \$)
Segment 1: Meyers Road to Beavercreek Road	\$2,950,000	\$4,420,000
Segment 2 (Near-Term): Meyers Road to Wesley Lynn Park	\$325,000	\$485,000
Segment 2 (Long-Term): Meyers Road to Wesley Lynn Park	\$2,530,000	\$3,790,000
Total (with Near-Term):	\$3,275,000	\$4,905,000
Total (with Long-Term):	\$5,480,000	\$8,210,000

Meyers Road Shared Use Path (Project S-23)

The Meyers Shared Use Path (S-23) is a portion of the Oregon City Loop Trail that will connect people walking, biking, and using other small mobility devices from Oregon Route 213 (OR-213) to the Meyers-Beavercreek Shared Use Path (S-22). This path will also provide an important connection from residential areas along Meyers Road to Clackamas County Community College and Oregon City High School.

Table 3 summarizes the key opportunities and constraints that were identified and used to inform development of the proposed cross-section and alignment for this path.

Table 3. Meyers-Road Opportunities & Constraints

	- This path is part of the Not Likely to be Funded Transportation System and identified as a Long-term Phase 3 project in the TSP - As part of the Loop Trail, this path is identified as a Regional Trail
	- Land use along the corridor is predominantly single-family homes with areas of high-density residential and commercial at the Meyers Road and OR-213 intersection - This path will provide an important multimodal connection from the residential areas to the west of OR-213 to Clackamas County Community College and Oregon City High School
	Coordination with private landowners will be required to widen easements for existing sidewalks
	While there are on-street bicycle lanes on Meyers Road and continuous sidewalks along most of the corridor, enhancements are needed to improve comfort for people walking and riding a bicycle
	There are no significant on-street utilities along Meyers Road other than utility access holes, catch basins, fire hydrants, electricity poles, and electricity cabinets
	There are no significant environmental limitations to align the shared use path along Meyers Road

Proposed Alignment

This shared use path alignment runs along Meyers Road from OR-213 to Moccasin Way where it connects to the Meyers-Beavercreek Path (S-22).

After a detailed evaluation, the north side of Meyers Road was selected as the ultimate location for the shared use path.

The north side of Meyers Road was selected for the following reasons:

- This alignment would keep the entire shared use path within the City's boundary.
- There are already continuous sidewalks on the north side of Meyers Road.
- There will be fewer impacts to utilities with widening sidewalks and moving the curb on the north side of the road.
- Placing the shared use path on the north side allows community members that live to the north and east of Meyers Road to access the path without having to cross Meyers Road.

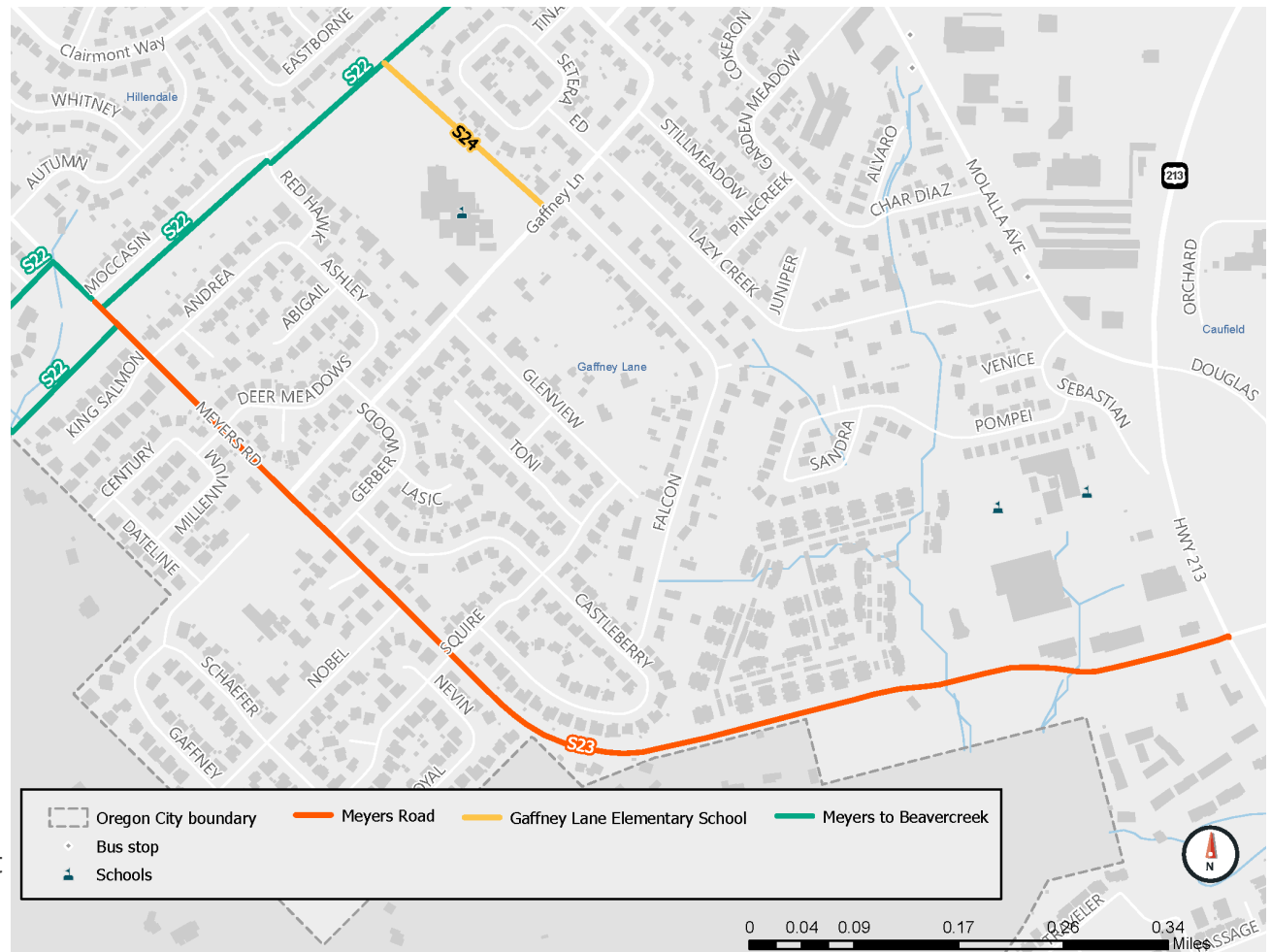


Figure 5. Meyers Road Proposed Alignment

Proposed Cross-Section

As shown on **Figure 7**, the proposed cross-section for this path includes a 12-foot shared use path on the north side of Meyers Road.

To achieve this, the on-street bicycle lanes will be removed and everyone riding bicycles and other small mobility devices will use the shared use path. This will allow for moving the north curb in to create space to widen the existing sidewalk and provide a landscaped buffer without substantial impacts to residential properties.

Additional considerations that will need to be addressed as this path is constructed include:

- Additional treatments to improve safety at driveways and intersections along Meyers Road, including raised crosswalks and additional signage
- There are some locations where existing easements will need to be widened to accommodate the shared use path

Estimated Cost

Based on the planning-level cost-estimate for this segment, the cost for design and construction of this shared use path is between \$4.5 million on the low end and \$7.16 million on the high end, as shown in **Table 4**.

Concepts used to develop cost-estimates are provided in **Appendix C: Concepts & Cross-Sections** while detailed cost-estimates can be found in **Appendix D: Cost-Estimates**.

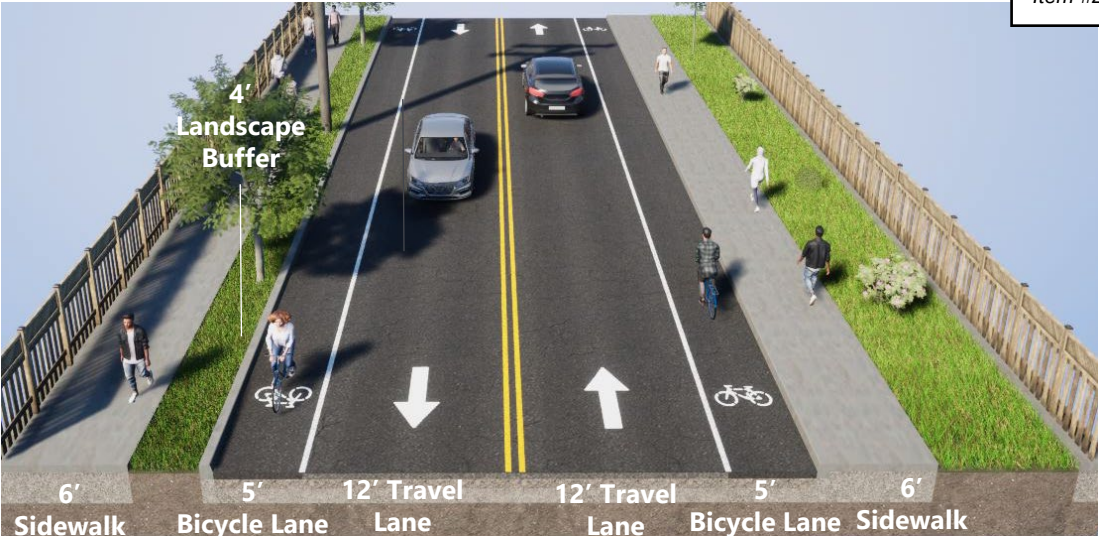


Figure 6. Existing Meyers Road Cross-Section

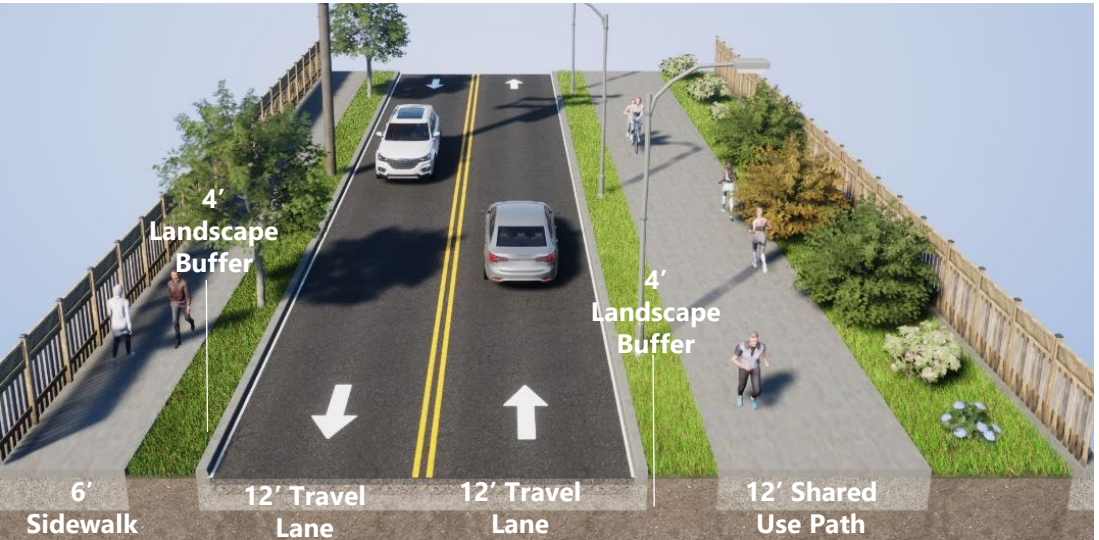


Figure 7. Proposed Meyers Road Cross-Section

Table 4. Meyers Road Cost-Estimate		
Segment	Low Estimate (2023 \$)	High Estimate (2023 \$)
Meyers Road Shared Use Path	\$4,776,000	\$7,164,000

Gaffney Lane Elementary Shared Use Path (Project S-24)

The Gaffney Lane Elementary Shared Use Path (S-24) is an ancillary path that will create a connection from Gaffney Lane to the Meyers-Beavercreek Path (S-22). This path exists today and is used by people connecting to the school and open space located behind the school. This refinement plan is not making recommendations to change the alignment but has identified the appropriate cross-section to formalize the path.

Table 5 summarizes the key opportunities and constraints that were identified and used to inform development of the proposed cross-section and alignment for this path.

Table 5. Gaffney Lane Opportunities & Constraints

	- This path is part of the TSP's Likely to be Funded Transportation System and prioritized for implementation before 2035 - This path is identified as a part of the Hillendale South Trail in the City's Master Plan, which will ultimately connect Gaffney Lane to Hillendale Park
	Land use surrounding the shared use path alignment is entirely built out with single-family homes located east of the path and Gaffney Lane Elementary School located to the west of the path
	The shared use path alignment is located on two lots, both owned by Oregon City School District who is open to formalizing use of the space by the City for the purpose of the shared use path
	The alignment for the shared use path is already in place along the first lot owned by the School District with approximately 150-feet of asphalt path before a gravel section, which is approximately 250-feet long
	There are no utilities that need to be considered until the connection with the planned Meyers-Beavercreek Shared Use Path
	The proposed alignment does not have any environmental constraints

Proposed Alignment

This shared use path alignment runs from Gaffney Lane to the Proposed Meyers-Beavercreek Shared Use Path (S-22), as shown on **Figure 8**.

This alignment utilizes the existing rudimentary path that exists today and connects people from Gaffney Lane to the open space located behind Gaffney Lane Elementary School.

This path will provide an off-street connection for families who may choose to walk to school, specifically those located behind the school. Once the Meyers-Beavercreek Path is constructed, there would be an off-street connection from Meyers Road to Berta Drive and a connection to Gaffney Lane.

As this alignment exists today, there are no environmental considerations or ROW impacts; however, coordination with surrounding residential areas and the school will be needed to ensure that security and privacy are maintained.



Figure 8. Gaffney Lane Proposed Alignment

Proposed Cross-Section

As shown on **Figure 9**, the proposed cross-section for this path includes a 12-foot shared use path that is separated from surrounding properties by existing fences.

Additional considerations that will need to be addressed as this path is constructed include:

- Coordination with surrounding property owners to determine additional amenities that could be incorporated to maintain both access and privacy
- Coordination with the school to ensure that the path provides direct access to the school while maintaining security for school children
- There are missing sidewalks on Gaffney Lane where this path would end; opportunities to fill sidewalk gaps on Gaffney Lane should be explored to maximize connections to the Gaffney Lane neighborhood

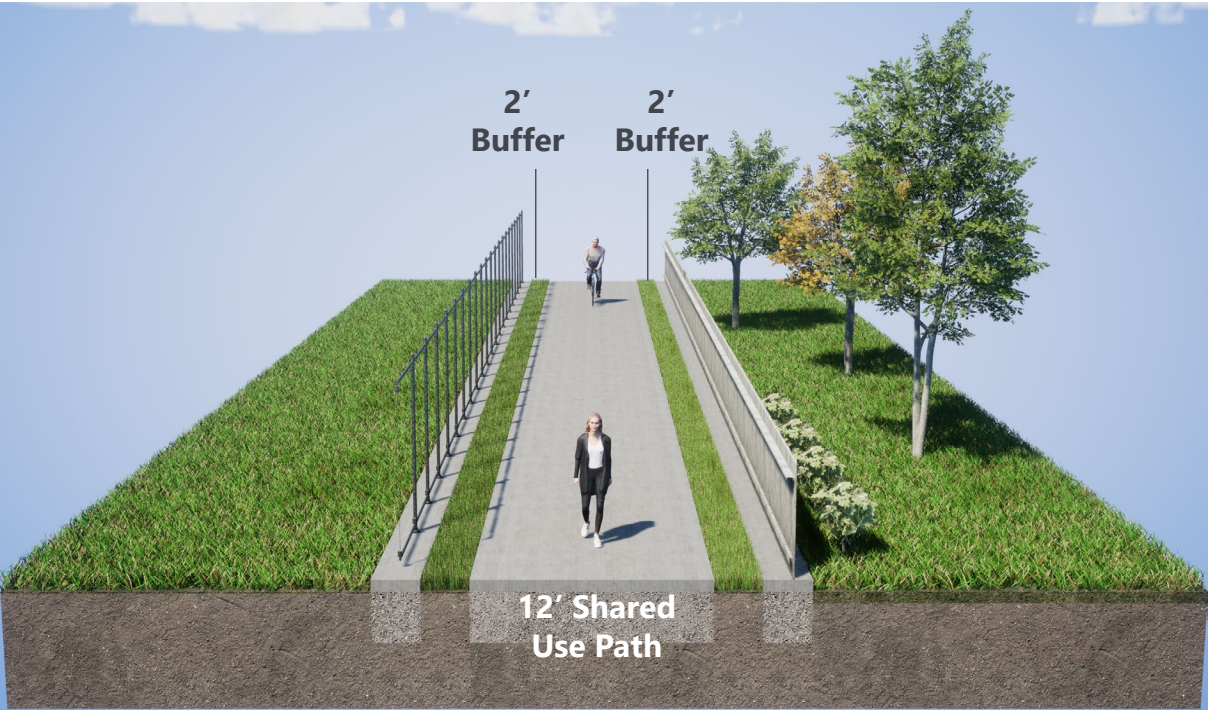


Figure 9. Gaffney Lane Cross-Section

Estimated Cost

Based on the planning-level cost-estimate for this segment, the cost for this path is expected to range from approximately \$500,000 to \$700,000 as shown in **Table 6**.

Concepts used to develop cost-estimates are provided in **Appendix C: Concepts & Cross-Sections** while detailed cost-estimates can be found in **Appendix D: Cost-Estimates**.

Table 6. Gaffney Lane Cost-Estimate		
Segment	Low Estimate (2023 \$)	High Estimate (2023 \$)
Gaffney Lane Shared Use Path	\$472,000	\$708,000

Orchard Grove- Hazelnut Shared Use Path (Project S-30)

The Orchard Grove-Hazelnut Shared Use Path is a portion of the Loop Trail that will connect people walking, biking, and using other small mobility devices from Orchard Grove Drive to Hazelnut Court, Hazel Grove Park, and John McLoughlin Elementary School. This portion of the plan will serve as guidance for developers which will likely be required to fund and build this portion of the Loop Trail as development occurs.

Table 7 summarizes the key opportunities and constraints that were identified and used to inform development of the proposed cross-section and alignment for this path.

Table 7. Orchard Grove-Hazelnut Opportunities & Constraints

	- The Transportation System Plan described this section of the regional trail as part of the Not Likely to be Funded Transportation System and is part of the lowest priority projects after the Likely to be Funded Transportation System is implemented - This segment is identified as part of the Oregon City Loop Trail
	- The surrounding land use and zoning is low-density residential - Major generators for the planned trail include Hazel Grove Park and John McLoughlin Elementary School
	- The off-street portion of the proposed alignment crosses land that is privately owned and undeveloped. - Portions of this segment of the Loop Trail will need to be constructed by private development as it occurs
	- Orchard Grove Drive and Wheeler Way are local streets with a 25-mph speed limit - There are no existing on-street bike lanes in the study area; except for a small gap on Orchard Drive, sidewalks are provided on all existing streets - When implemented, this portion of the Loop Trail will connect people walking, biking, and using small mobility devices to parks and schools using sidewalks and on-street facilities appropriate for the residential context and slow neighborhood streets
	There are no significant utilities along the proposed alignment
	There are no significant environmental constraints along the proposed alignment

Proposed Alignment

This portion of the Loop Trail runs from Hazeldell Avenue to S. Central Point Road.

Unlike other segments refined as part of this plan, the recommended alignment for this portion of the Trail utilizes on-street facilities for people riding a bicycle and other small mobility devices and sidewalks for people walking.

This recommendation was based on several factors including:

- The existing streets are low-volume with low-speeds
- Existing sidewalks include a landscape buffer and are compliant with Americans with Disabilities Act (ADA) standards
- As development occurs, this plan can be used to require developers to construct the extension of Hazelnut Avenue consistent with the recommended cross-section for this portion of the trail

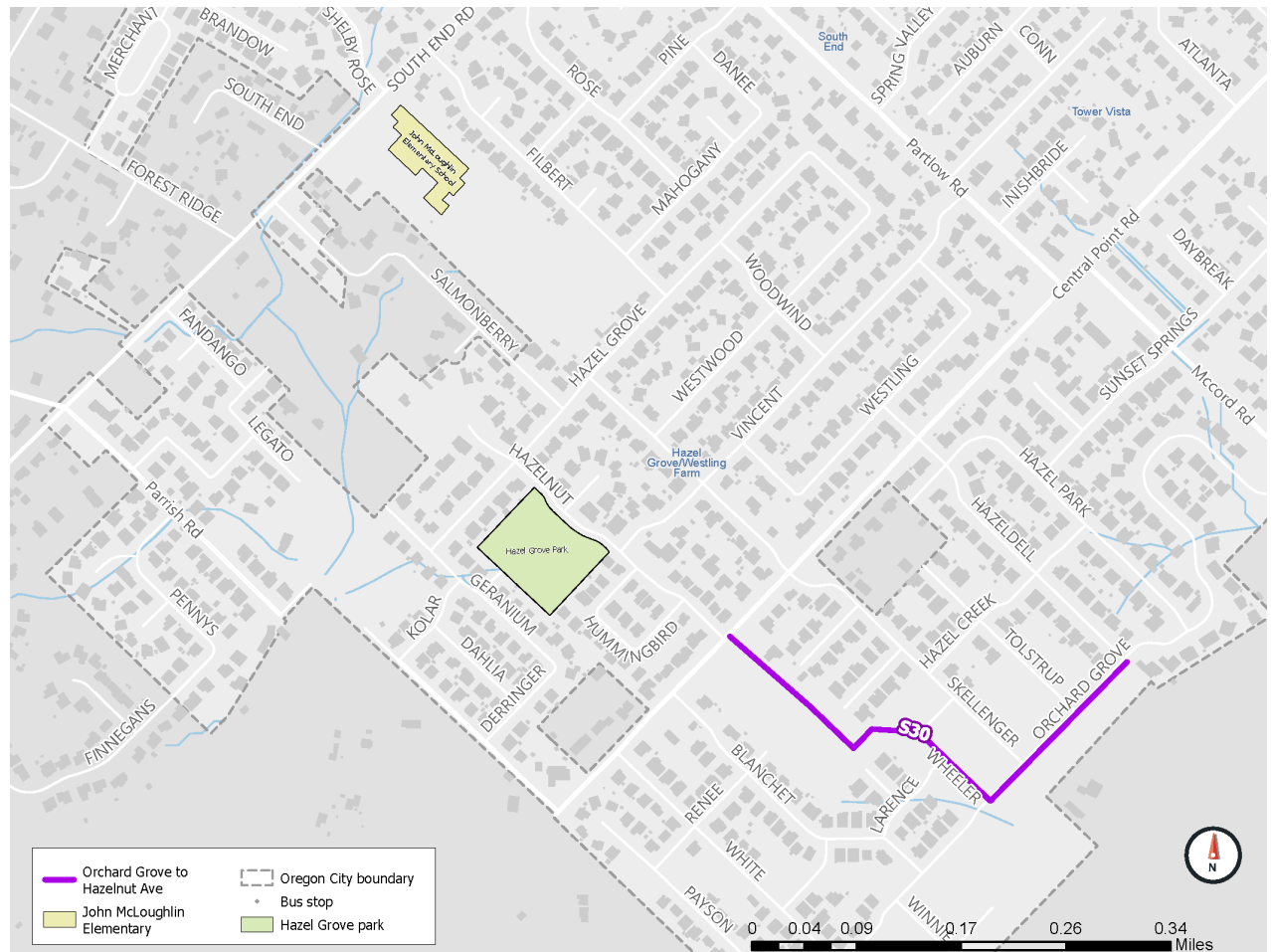


Figure 10. Orchard Grove-Hazelnut Proposed Alignment

Proposed Cross-Section

As shown on **Figure 10**, the proposed cross-section utilizes existing streets and sidewalks.

The primary addition to existing infrastructure included in the recommended cross-section is the addition of sharrows to indicate the people riding a bicycle should use the vehicle travel lane and alert drivers that they should be prepared to share the lane.

Additional considerations that will need to be addressed as this path is constructed include:

- The City should require development to construct Hazelnut Avenue with a similar cross-section as development occurs
- Additional safety features may need to be incorporated in the final design to maintain safety and comfort; this could include speed bumps/humps or additional features to limit cut-through traffic
- This route should be developed consistent with the standards for “family friendly routes” identified in the TSP

Estimated Cost

The planning-level cost-estimate for this segment includes elements needed to enhance existing streets. This estimate does not include the connection of Hazelnut Avenue as that is expected to be constructed by development. As shown in **Table 8**, the existing portion of the trail could be implemented for less than \$100,000.

Concepts used to develop cost-estimates are provided in **Appendix C** while detailed cost-estimates can be found in **Appendix D**.

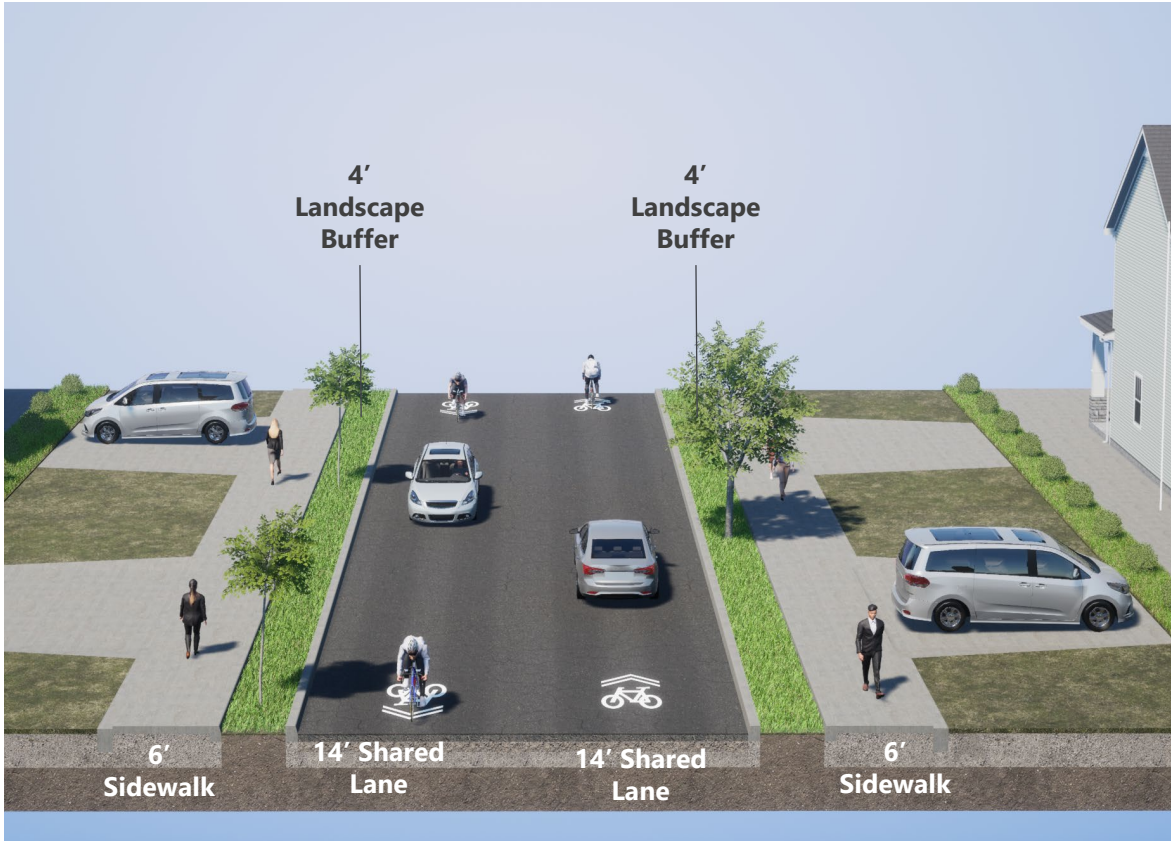


Figure 11. Orchard Grove-Hazelnut Cross-Section

Table 8. Orchard Grove-Hazelnut Cost-Estimate		
Segment	Low Estimate (2023 \$)	High Estimate (2023 \$)
Orchard Grove-Hazelnut	\$56,000	\$84,000

Funding Opportunities

One path to funding design and construction of the proposed path is to secure grant funding. Typically, grant funding is secured through competitive grant programs that the City must apply for. These grants often include a local match, requiring the City to provide anywhere from 10 percent to 40 percent of the project funds. The following grants have been identified as potential funding opportunities that the City could explore to implement the shared use paths.

Recreational Trails Programs (RTP)

This federally funded program, which is administered by the Oregon Parks and Recreation Department, provides funds for local agencies to develop, improve, or expand motorized and non-motorized trails and their facilities.

Eligible projects for these funds include:

- Construction of new trails
- Major rehabilitation of existing trails
- Development or improvement of trailhead or other support facilities
- Acquisition of land or easements for the purpose of trail development
- Safety and education projects

Oregon's annual RTP allocation is approximately \$1.6 million, which is awarded through an annual grant cycle, which opens in September.

The minimum grant request for this grant and the recommended maximum request is \$150,000. As part of the Loop Trail, the Orchard Grove-Hazelnut Shared Use Path, estimated to cost less than \$100,000, may be eligible for funding under this grant. Alternatively, the City could use this grant to cover a portion of the cost for the Gaffney Lane Elementary Path.

Oregon Community Paths

The Oregon Community Paths program is geared towards helping communities create and maintain connections through shared use paths. Eligible projects to receiving funding under this grant include:

- Continuous paths made up of one or more connected segments that are primarily physically separated from the roadway
- Paths that connect two or more communities, with each community no more than 15 miles apart, or traverses a single large community with a path that is 10 miles or longer
- Paths that will serve as a connection point for people commuting between communities, or is a part of an officially designated walking and bicycling route
- Paths that are endorsed by elected bodies along path alignment

Applications for this grant are on a two-year cycle with pre-applications due in the fall and applications accepted November through January. The two paths most likely to be competitive for this grant are the Meyers Road and Meyers-Beavercreek Shared Use Paths.

Safe Routes to School (SRTS)

The Oregon Department of Transportation provides funding for SRTS projects, under two umbrellas – construction and education. Projects that are eligible for this funding source include projects that are:

- Within the public road right-of-way
- Within one-mile of a school
- At or within the funding request minimum and maximum
- Have adequate local match
- Have support of the school or school district
- Provide a safety benefit
- Included in or aligned with an existing plan
- Committed to outreach

Funds from this program are allocated through a competitive grant process that consists of two applications typically due in March and July. The two paths eligible for funding under this grant program would be the Orchard Grove-Hazelnut and Gaffney Lane Elementary Shared Use Paths. It is important to note that funding under this program is allocated to schools serving low-income and/or historically disadvantaged communities so based on the demographic makeup of the schools at application, the schools may not be competitive.

Active Transportation Infrastructure Investment Program

This federally funded program is designed to fund communities looking to expand existing infrastructure for walking and biking to safely connect people to destinations and create opportunities for sustainable transportation and recreation.

This program received \$45 million in funding in fiscal year 2023 and is aimed at active transportation projects or group of projects with a total cost of over \$15 million, or total cost of \$100,000 for planning and design grants are eligible for funding under this program.

While none of the proposed paths exceed \$15 million individually, the Meyers Road and Meyers-Beavercreek Paths are estimated to cost roughly \$15 million when combined. As these paths would benefit from being constructed together, the City could consider apply for funding as one large project to improve multimodal connectivity in this part of the City.

Appendix A: Opportunities & Constraints

Technical Memorandum

Oregon City Loop Trail Refinement Plan

October 6, 2022

Prepared by Fehr & Peers

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Introduction

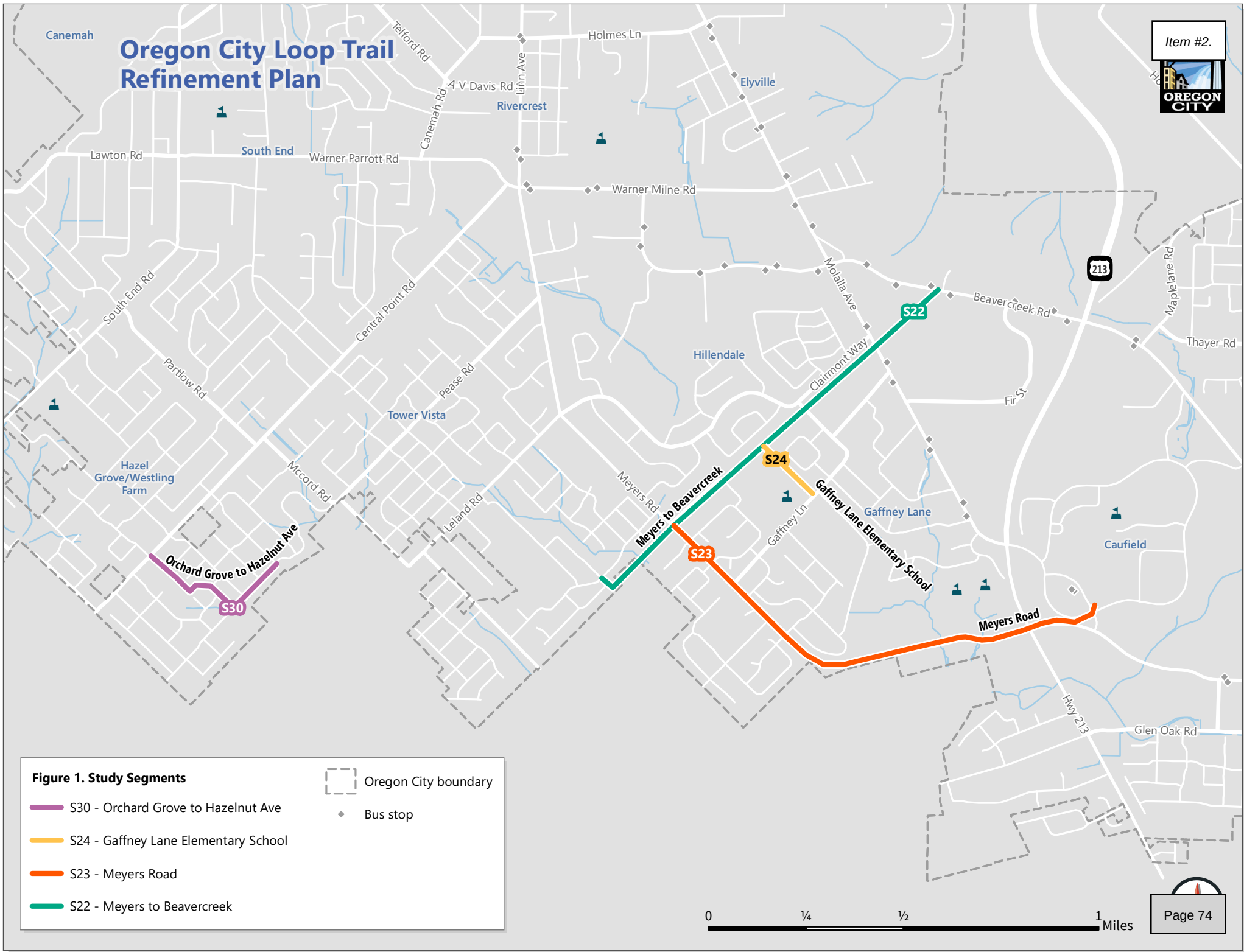
The Oregon City Loop Trail, identified in the City's Trails Master Plan, will create a loop around Oregon City providing travelers with both off-street connections and connections along local roadways. The City's Transportation System Plan (TSP) also identifies ancillary shared use paths that will connect people walking, biking, and using other small mobility devices to the Loop Trail. The Oregon City Loop Trail Refinement Project presents an opportunity to further define two path segments of the Loop Trail and two ancillary paths. While the general route for these connections is known, this project will refine the shared use path alignment along existing roadways, through planned subdivisions and along property lines, and will identify the appropriate cross-section for each of the segments to meet the needs of anticipated users. This project will result in a planning document that will provide guidance for Development Review Staff to condition new development to design and construct portions of the path, position the City to add projects to the Capital Improvement Program (CIP) that would design and construct portions of the path, and most importantly, position the City to secure grant funding to support design and construction.

The four segments, shown on **Figure 1**, that will be refined as part of this project are:

- S22 – Meyers-Beavercreek Shared Use Path
- S23 – Meyers Road Shared Use Path
- S24 – Gaffney Lane Elementary Shared Use Path
- S30 – Orchard Grove-Hazelnut Shared Use Path

Oregon City Loop Trail Refinement Plan

Item #2.





Purpose

One focus of the City's TSP, adopted in 2013, was to emphasize a multimodal approach to solving transportation issues, including improving options for people walking and biking within the city. This approach is woven throughout the TSP goals, objectives, and the project list.

Goal 1 of the TSP states that the City should "Ensure that the transportation system maintains and improves individual health, safety and security by maximizing the comfort and convenience of walking, biking and transit options, public safety and service access." By beginning the process of refining the four segments identified for this study, this effort is positioning the City to advance the objective of providing a network of family-friendly walking and biking routes. This refinement plan will also identify potential funding sources that the City can use to design and construct these trail segments, aligning with the City's goal of identifying transportation investments that can be made with available funding.

The Loop Trail

The Oregon City Loop Trail will create a loop around Oregon City for people walking, biking, and using other small mobility devices and provide a connection to other planned local and regional trails. In addition to the four segments being evaluated in more detail, early information gathering for this effort also focused on answering questions about two segments of the trail that will be key pieces to connecting the loop, the portion of the trail that will cross Canemah Bluff and the portion that will use the alignment for the old Willamette Valley Southern Railway line through Newell Creek Canyon.

To understand priority for those segments at the regional level and next steps that would be needed to move development of the segments forward, the project team reached out to Metro staff as part of the stakeholder interviews. A summary of all stakeholder interviews is included as **Appendix A** of this document.

In 2018, the City completed the McLoughlin to Canemah Trail Plan, which evaluated options for connecting Canemah Bluff to the McLoughlin Promenade as part of the Loop Trail. The plan identified interim and permanent recommendations for the trail. For the segment of the trail that would connect to the McLoughlin to Canemah Trail and traverse Canemah Bluff Metro shared that developing the trail in this area is a long-term priority due to the resources required and the understanding that this will be a challenging segment to construct due to the need to protect existing wildlife habitats and the challenge of navigating private property in the area.

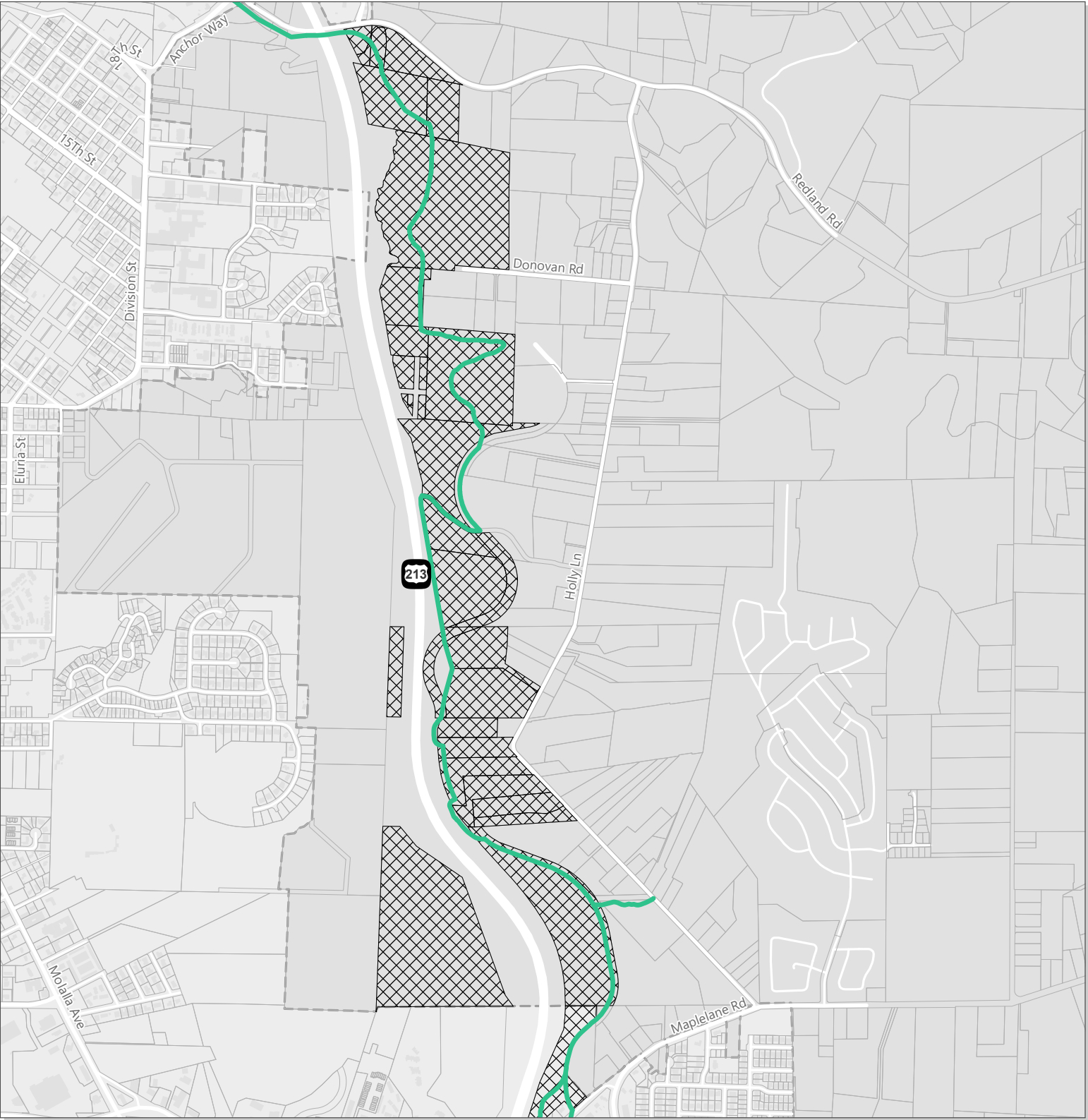
For the segment through Newell Creek Canyon, Metro shared that much of the property needed to complete that connection is currently held by Metro and efforts to purchase remaining properties needed to complete the connection continue. The existing property owned by Metro along the railroad alignment is shown on **Figure 2**, below. To move development of this segment



of the trail forward, the City would need to initiate and fund development of the trail as a local partner.



Figure 2. Clackamas County Community College to Downtown



-  Oregon City Loop Trail System
-  Metro Owned Property
-  Oregon City Boundary

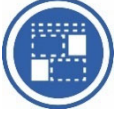
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Opportunities & Constraints

This technical memorandum will serve as the baseline for the refinement study, documenting opportunities, constraints, and issues for each of the segments that will need to be considered as the alignments and cross-sections are developed. Each topic area reviewed is described below.

Topic Areas

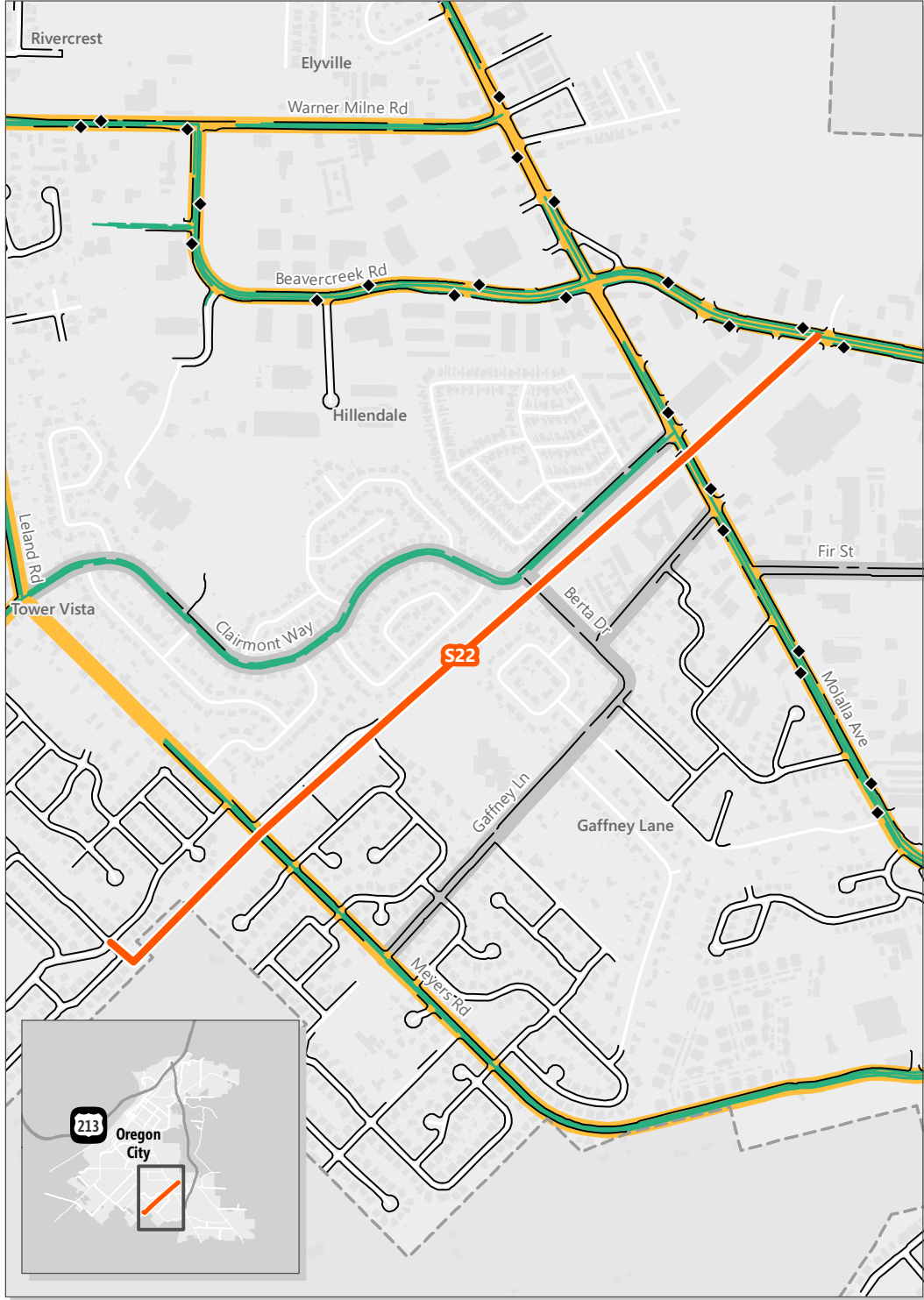
	Previous Planning Efforts: A review of planning documents that identify or provide direction for each of the segments that serve as a starting point for this effort.
	Surrounding Land Use & Context: The existing and planned land uses surrounding each segment, including identification of uses likely to generate bicycle and pedestrian trips such as schools and parks.
	Land Ownership & Right-of-Way (ROW): A review of ownership for the properties that may be needed to construct each of the segments and available ROW.
	Existing Infrastructure: An inventory of the roadway, bicycle, and pedestrian network in the area surrounding each segment.
	Utilities: An inventory of existing utilities within the anticipated alignment of each segment that will need to be considered in the refinement process.
	Environmental Constraints: A description of constraints including geologic hazards, water, and natural resources that will influence alignment and cross-section options.

Stakeholder interviews were also completed with key stakeholders, identified by the City, for each segment. Takeaways for each segment are documented in the following sections and a full summary is included in **Appendix A**.



Figure 3. S22 - Meyers to Beavercreek

Transportation



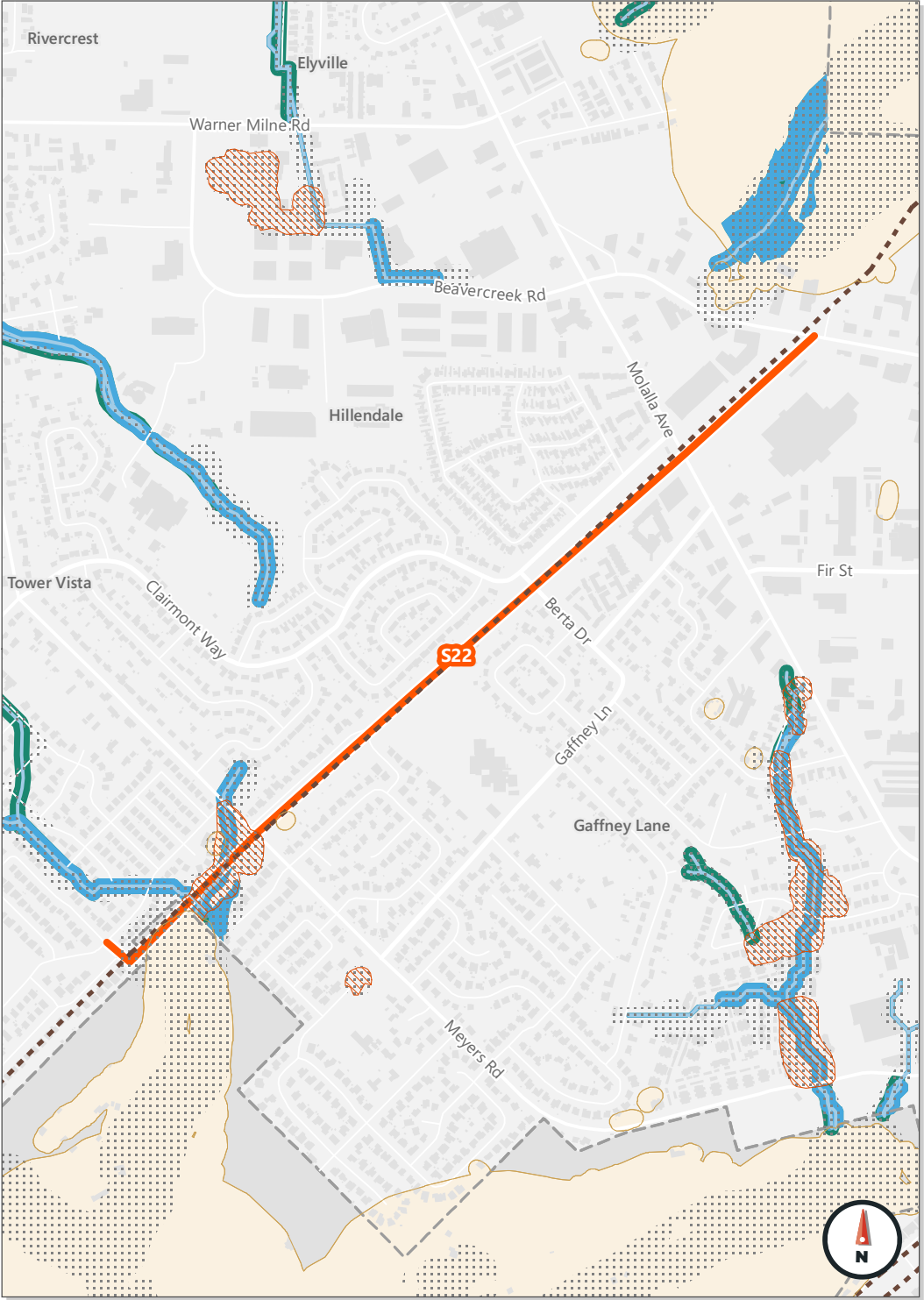
- | | |
|-------------------------|------------------------|
| Functional Class | ◆ Bus stop |
| — Freeway | — Sidewalk |
| — Collector | — Bike lane |
| — Arterial | — Oregon City Boundary |
| — Local | |

Land Use



- | | | |
|-------------------------|---------------------------|-----------------|
| — Easement | □ Privately Owned Tax Lot | Zoning |
| — Storm detention basin | — School | — Commercial |
| — Unimproved ROW | — Oregon City Boundary | — Industrial |
| | | — Institutional |
| | | — Mixed use |
| | | — Residential |

Utilities & Environmental



- | | | |
|--|--------------------------------|-------------|
| — Natural Resource Overlay District (NROD) | — Potential vegetated corridor | — Powerline |
| — Wetland | — Geologic hazard area | — Stream |
| — Riparian area | — Oregon City Boundary | |



Meyers-Beavercreek Shared Use Path - S22

The Meyers-Beavercreek Shared Use Path is an ancillary path that is intended to provide an off-street connection for people walking, biking, and using other small mobility devices from Beavercreek Road to Meyers Road. **Figure 3** shows the proposed connection, existing infrastructure, surrounding land use, utilities, and environmental constraints. A summary of issues and opportunities is provided below, followed by a detailed description of each of the topic areas.



Meyers-Beavercreek Shared Use Path Opportunities & Constraints

	- Identified as project S22 in the City's TSP, this project is part of the Not Likely to be Funded Transportation System. As a Long-term Phase 2 project, it is a high priority after the Likely to be Funded Transportation System is implemented. - As a Local Trail, the City's Trails Master Plan states that this shared use path should be designed to provide access for most, if not all, trail users with a width of between 6 to 12 feet and a paved or other smooth surface.
	- Between Beavercreek Road and Molalla Avenue, options for accommodating the path within the developed retail centers or alternate routes will need to be considered. - The predominate land use along the planned alignment is single-family residential. - Gaffney Lane Elementary School and Wesley Lynn Park are the primary generators for bicycle and pedestrian trips along the planned path.
	- Much of the planned alignment is along property owned by the City of Oregon City and Oregon City School District. - There is 12 feet of unimproved ROW between single-family homes from S Berta Drive to Gaffney Lane Elementary; however, several homes have fences that extend into the ROW. - There is an existing easement, granted to Portland General Electric (PGE), from Beavercreek Road to Frontier Parkway that follows the powerlines and is approximately 225 feet wide.
	- The primary consideration for roadways in the area will be how to create a safe crossing for the shared use path. Clairmont Way, Moccasin Way, and Frontier Parkway offer low-speed alternatives if an off-street connection is deemed infeasible or too expensive. - On-street bicycle lanes and sidewalks are provided in the area surrounding the planned path; however, if on-street alternatives are identified, enhancements to the existing on-street bicycle lanes will likely be needed to create a route that is comfortable for users of all ages and abilities. - This path will connect to the planned Gaffney Lane Elementary Shared Use Path, creating an off-street connection to the elementary school between Beavercreek Road and Meyers Road.
	- From Beavercreek Road to Frontier Parkway, the alignment follows high-voltage transmission lines that will require 50 feet of horizontal clearance from the shared use path and any street furniture. - There are two stormwater management areas, located on either side of Meyers Road, in areas where the shared use path is identified as providing an off-street connection.



Meyers-Beavercreek Shared Use Path Opportunities & Constraints



- Water and natural resources in the area between Meyers Road and Frontier Parkway will need to be considered as off-street options in that area are considered.
- The only geologic hazard present along this path alignment are slopes. Areas with slopes greater than 25% are located near the two stormwater management areas.



Previous Planning Efforts

Two planning documents, the City's TSP and Trails Master Plan, include details and guidance related to refinement of this shared use path. As the long-term guide for the City's transportation investments, the TSP provides a starting point for project refinement, while the Trails Master Plan provides design guidance based on the path's purpose and intended users.

TSP

The Meyers-Beavercreek Shared Use Path is identified as project S22 in the City's 2013 TSP. The project is identified as part of the Not Likely to Be Funded Transportation System. The Not Likely to Be Funded Transportation System is a list of projects that are not reasonably expected to be implemented by 2035 but will provide important connections for the transportation system.

The TSP project description states that this project will "Add a shared-use path under the power lines between Morrie Drive and Beavercreek Road. Will require a portion of the parking lot between Molalla and Beavercreek." The project limits are Morrie Drive to Beavercreek Road and it is identified as a Long-term Phase 2 project estimated to cost \$1.2 million. Because this project is identified as a Long-term Phase 2 project, it is considered one of the highest priority projects after the Likely to be funded Transportation System is implemented.

Trails Master Plan

The City's Trails Master Plan, completed in 2004, provides guidance on trail designs based on the facility type, the types of anticipated users, available width, and surface options. The Trails Master plan also provides guidance on trail-roadway crossings that will need to be considered for this segment.

The Meyers-Beavercreek Shared Use Path is identified as a proposed local trail in the Trails Master Plan. The Master Plan states that "City trails provide access for most, if not all, trail users within neighborhoods, parks, greenspaces, and other recreational areas. They are similar to regional trails in that they typically have their own right-of-way and serve only non-motorized users. These trails should be at least six feet wide and at least eight feet wide if bicycle use is anticipated. All



efforts should be made so that at least one ADA accessible trail is available and serves the most desirable parts of the area (i.e., picnic areas, viewpoints, playground equipment, etc.).”

Based on the Trail Design Types and Standards in the Master Plan, these trails should be designed with a width of between 6 and 12 feet and should be a paved or other smooth-rolling surface to accommodate all trail users.

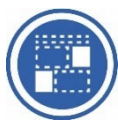
This shared use path may have up to four roadway crossings at:

- Beaver Creek Road
- Molalla Avenue
- S Berta Drive
- Meyers Road

The Trails Master Plan will be referenced to provide guidance on three potential crossing solutions that will be explored as part of this refinement phase:

- Unprotected/Marked
- Route Users to an Existing Intersection
- Signalized/Controlled

Guidance in the Trails Master Plan will be used to determine which crossing types may be appropriate and what enhancements may be needed based on traffic volume, speed, and line of sight.



Surrounding Land Use & Context

Today, there are three land uses adjacent to the identified alignment for the shared use path: commercial, residential, and institutional.

At the northeast end of the path, from Beaver Creek Road to just south of Molalla Avenue, the surrounding land use is retail. The area is zoned as General Commercial and designated as an Enterprise Zone.

The area between the retail use just south of Molalla Avenue and S Berta Drive is zoned as High-Density Residential District; however, along the identified alignment, the land is undeveloped and currently serves as a construction staging area for the city.

Between S Berta Drive and McVey Lane, land use zoning allows for low density residential uses. Today, there are single-family homes on both sides of the proposed shared use path and an elementary school. From McVey Lane to Morrie Drive, the land use is zoned as R-8, another low-density residential use. There is no development between Red Hawk Drive and Meyers Road due



to a stormwater management area. There is also a stormwater management area located directly across Meyers Road. Except for the stormwater ponds, the land use surrounding the shared use path is fully built out.

Today, the primary land use that would generate bicycle and pedestrian trips along the shared use path is the elementary school. When constructed, this path would provide a connection from the Gaffney Lane neighborhood to Wesley Linn Park, another key destination for people walking, biking, and using other small mobility devices in this part of the city.



Land Ownership & Right-of-Way (ROW)

Properties along the proposed alignment are owned by a mix of private and public owners as shown on **Figure 3**. Undeveloped properties along this path alignment are owned by:

- Settlers Point Homeowners Association
- The City of Oregon City
- Oregon City School District

Other property owners along the proposed alignment include:

- Fred Meyer Stores
- Wesberg Family Properties LLC
- Private residence owners

There is an existing easement, the length of the proposed path, that is approximately 225 feet wide between Beaver Creek Road and Frontier Parkway. The easement, granted to PGE, allows the land to be used for power lines and includes wooden distribution poles and transmission lines.

Conversations with the School District also indicate that the district is open to collaborating with the City on an easement allowing access and use of their property outside the fenced area that provides access to the school and playground.

In addition to the parcels owned by the City, there are also 12 feet of unimproved ROW between parcels located on Eastborne Drive and Tina Street. This ROW runs from S Berta Drive to about halfway through the parcel owned by the School District. While this ROW appears to be available for public use, several property owners have built privacy fences that extend into this ROW and block access.



Existing Infrastructure

Vehicles

There are seven roadways that will be considered as the design for this shared use path is refined. A brief description of each is provided below.

Beavercreek Road is a four-lane roadway with a posted speed limit of 35 miles per hour (mph) and is identified as a Major Arterial by the City's Functional Roadway Classification System. The primary challenge for this roadway will be determining where and how shared use path users should cross to connect to planned trails northeast of Beavercreek Road.

Molalla Avenue is a two-lane roadway with a center turn lane, a posted speed limit of 35 mph, and is identified as a Major Arterial. Where and how the shared use path crosses Molalla Avenue is the primary challenge for this roadway.

S Fir Street is a two-lane roadway with on-street parking permitted on both sides and a posted speed limit of 25 mph. Identified as a Collector, S Fir Street may be considered as an alternative to a connection through the existing retail area, if needed.

Clairmont Way is a two-lane Collector with a posted speed limit of 25 mph and is adjacent to the shared use path alignment between Molalla Avenue and S Berta Drive. On-street parking is permitted on both sides of the road.

Moccasin Way is a two-lane Local Street with a posted speed limit of 25 mph that serves only as residential access for the homes along it. On-street parking is permitted on both sides of the road. Moccasin Way may be considered as an alternative to constructing the shared use path through the parcel with the stormwater pond.

Meyers Road is a two-lane Minor Arterial with a posted speed limit of 35 mph and no on-street parking permitted near the shared use path. Creating a safe connection across Meyers Road will be the primary challenge for this roadway.

Frontier Parkway is a two-lane Local Street with on-street parking permitted on both sides of the street and a posted speed limit of 25 mph. Frontier Parkway connects to Wesley Lynn Park and may be considered as an alternative to constructing the shared use path through the stormwater retention area southwest of Meyers Road.

Bicycle and Pedestrian

Today, on-street bicycle lanes are provided on the following roadways:

- Beavercreek Road
- S Fir Street (from Beavercreek Road to approximately 0.25 miles south of the intersection)



- Molalla Avenue
- Clairmont Way
- Meyers Road

Except for Molalla Avenue, the on-street bicycle lanes are unprotected and do not have a buffer. On Molalla Avenue, the recent streetscape project included the addition of buffered bicycle lanes.

Sidewalks are also prevalent in the area surrounding this shared use path alignment. Only the south sides of Clairmont Way and Moccasin Way are missing sidewalks.

When constructed, this path will connect to the Gaffney Lane Elementary Shared Use Path, creating an off-street connection to the elementary school between Beavercreek Road and Meyers Road.

Transit

When constructed, this shared use path could provide an off-street connection to transit stops on Beavercreek Road and Molalla Avenue.

Bus stops near the shared use path alignment on Molalla Avenue are served by TriMet Route 33 and 99, which provide connections to Clackamas Town Center and downtown Portland, respectively. On Beavercreek Road, the shared use path would connect travelers to Route 32, which provides service to Milwaukie.



Utilities

Existing powerlines and stormwater facilities are the primary utilities that will need to be considered along the shared use path alignment.

Powerlines: The proposed alignment follows the powerlines from Beavercreek Road to Frontier Parkway. Within the proposed alignment, there are seven lattice towers used for transmission lines and several wooden poles with distribution lines. PG&E owns the transmission and distribution lines. Wooden distribution poles can be relocated, as needed, to provide space for the shared use path. Based on documentation provided by PG&E, 50 feet of clearance will be required between the shared use path and the higher voltage transmission lines. Access for maintenance vehicles, including vehicles as large as a bucket truck, should also be maintained as the shared use path alignment is refined.

Stormwater: There are two stormwater management areas located along the shared use path alignment. One is located on the northeast corner of Moccasin Way and Meyers Road on land owned by the City. The second pond is located directly across Meyers Road on land owned by the Settlers Point Homeowners Association.



Environmental Constraints

For this path, the only area with environmental constraints is the area surrounding the stormwater management areas at the southwest end of the path.

Water and Natural Resources: The area between Meyers Road and Frontier Parkway is home to water and other natural resources that will need to be considered in evaluating off-street options in this area. Those resources include:

- A stream that runs from the northeast side of Meyers Road across Frontier Parkway
- Wetlands
- Riparian Area
- A vegetated corridor

Geologic Hazards: The only geologic hazards that will need to be considered are slopes. In this area, there are small areas with slopes greater than 25% near the stormwater management areas.

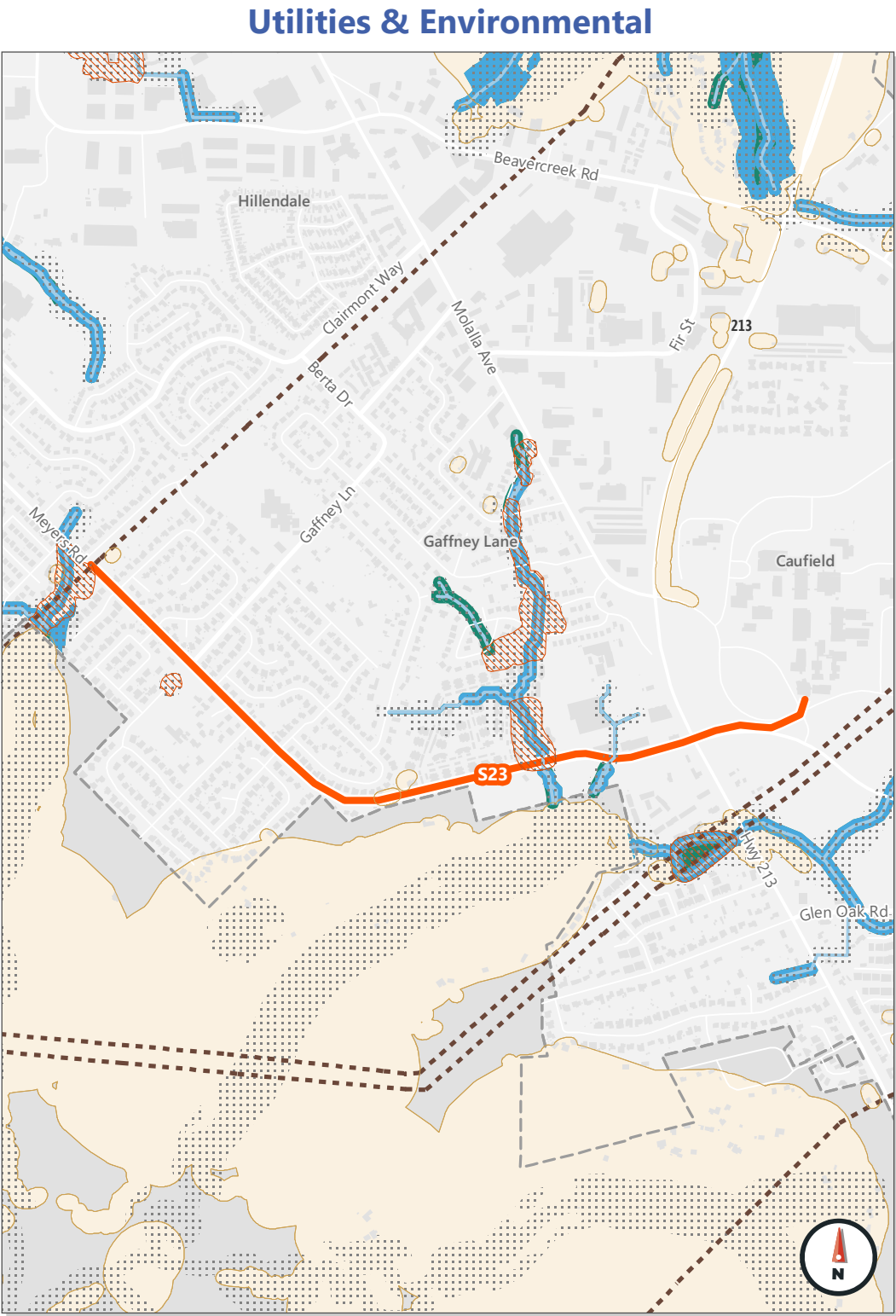
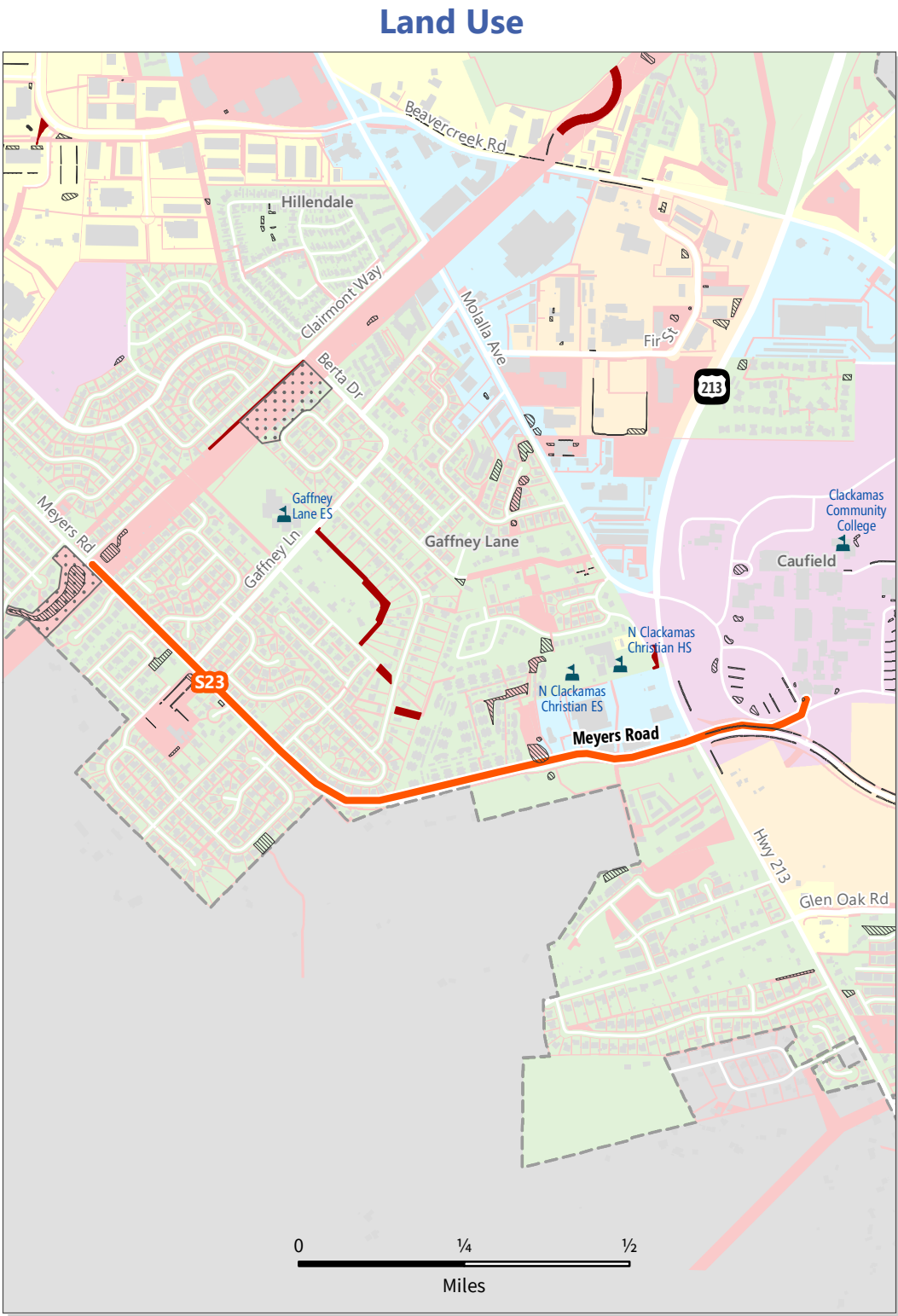
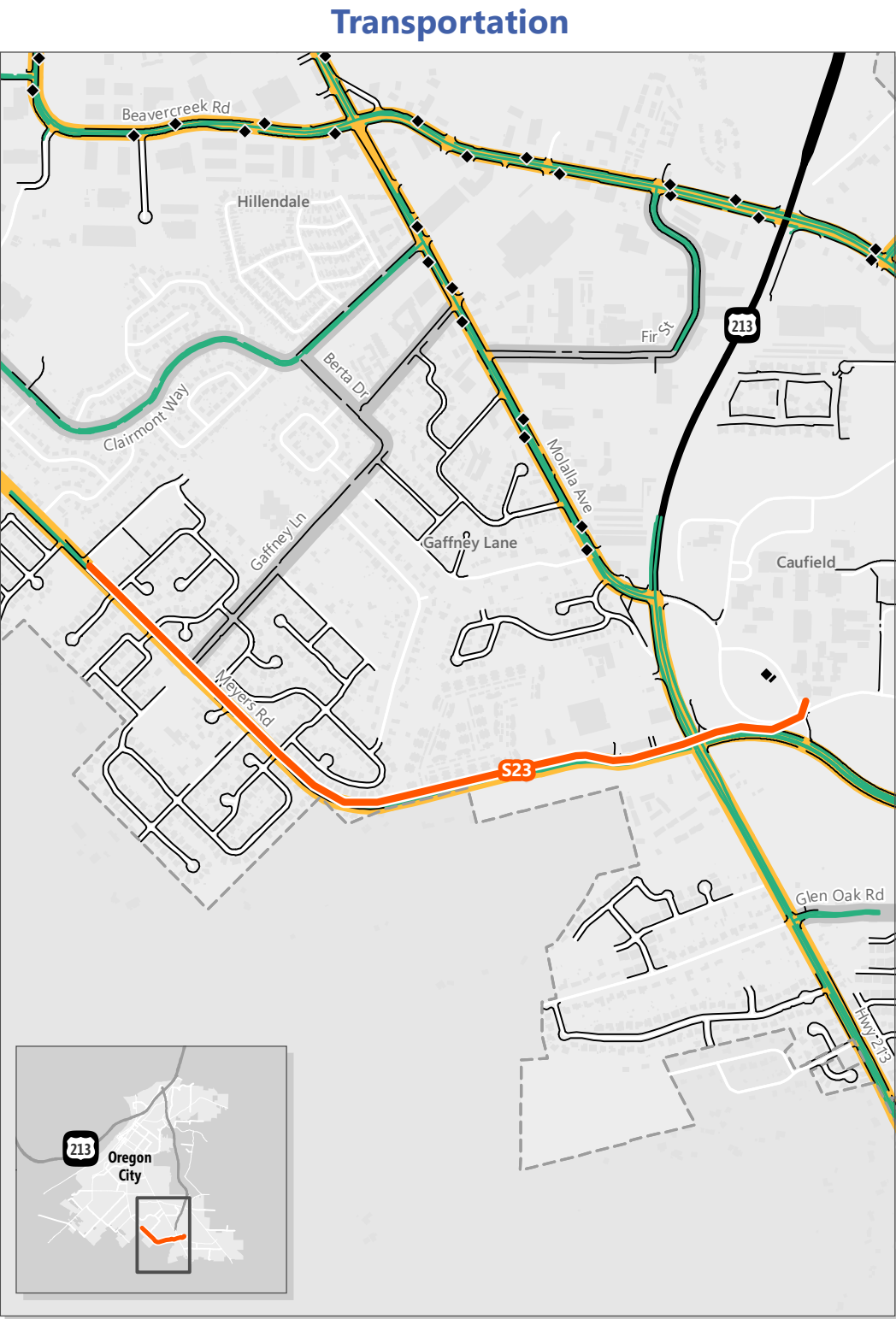


Meyers Road Shared Use Path - S23

The Meyers Shared Use Path is a portion of the Oregon City Loop Trail that will connect people walking, biking, and using other small mobility devices from Oregon Route 213 (OR-213) to the Meyers-Beavercreek Shared Use Path. **Figure 4** shows the proposed connection, existing infrastructure, surrounding land use, utilities, and environmental constraints. A summary of issues and opportunities is provided below, followed by a detailed description of each of the topic areas.

Meyers Road Shared Use Path Opportunities & Constraints

	- Identified as project S23 in the City's TSP, this project is part of the Not Likely to Be Funded Transportation System. As a Long-term Phase 3 project, it is part of the lowest priority projects after the Likely to be Funded Transportation System is implemented. - As a Regional Trail, this shared use path may be eligible for regional funding. The City's Trails Master Plan indicates that the trail should be designed to provide two-way travel for people walking and biking with a width of between 10 and 12 feet. - The Linn Avenue, Leland Road, and Meyers Road Corridor Plan identified a preferred cross-section for Meyers Road from Moccasin Way to Leland Road that was created to guide development of the corridor and ensure that when completed the corridor reflected the priorities identified in the City's TSP.
	- Land use along the corridor is predominantly single-family homes, with areas of high-density residential and commercial at the Meyers Road and OR-213 intersection. - This shared use path would provide an important multimodal connection from the residential areas to the west of OR-213 to Clackamas County Community College and Oregon City High School, located just east of OR-213.
	Coordination with private land owners will be required if connecting existing sidewalks along Meyers Road is identified as the most feasible solution for people walking.
	Major generators of users are located at the east section of the proposed shared use path. Generators include retail stores, Clackamas Community College, and Oregon City High School.
	There are no significant on-street utilities along Meyers Road other than utility access holes, catch basins, fire hydrants, electricity poles, and electricity cabinets.
	There are no significant environmental limitations to align the shared use path along Meyers Road.



- | | |
|-------------------------|------------------------|
| Functional Class | ◆ Bus stop |
| — Freeway | — Sidewalk |
| — Collector | — Bike lane |
| — Arterial | — Oregon City Boundary |
| — Local | |

- | | |
|-------------------------|---------------------------|
| — Easement | ▤ Privately Owned Tax Lot |
| ▤ Storm detention basin | 🏫 School |
| — Unimproved ROW | — Oregon City Boundary |

- | | |
|-----------------|---------------|
| Zoning | |
| — Commercial | — Mixed use |
| — Industrial | — Residential |
| — Institutional | |

- | | | |
|--|--------------------------------|-------------|
| ▤ Natural Resource Overlay District (NROD) | — Potential vegetated corridor | — Powerline |
| ▤ Wetland | — Geologic hazard area | — Stream |
| — Riparian area | — Oregon City Boundary | |



Previous Planning Efforts

Three planning documents provide guidance related to refinement of this shared use path: the City's TSP; the Trails Master Plan; and the Linn Avenue, Leland Road, and Meyers Road Corridor Plan.

TSP

The Meyers Road Shared Use Path is identified as project S23 in the City's TSP and is included in the list of projects identified as not likely to be funded prior to 2035.

The TSP project description states that this project will "Add a shared-use path on the south side of Meyers Road between the Meyers-Beavercreek Shared Use Path and the Clackamas Community College Shared Use Path." The project is estimated to cost \$1.1 million with project limits defined as between the Meyers-Beavercreek Shared Use Path and OR-213. The project is identified as a Long-term Phase 3 project, meaning it is in the second set of projects identified for implementation after the Likely to be Funded Transportation System is complete.

Trails Master Plan

In 2004 the Trails Master Plan identified Meyers Road as a potential roadway to implement bike lanes to expand the bike network connecting the city in the north-south directions. Meyers Road was also identified as a corridor for the Oregon City Loop Trail. Oregon City Loop Trail is classified as a regional trail, part of the Metro's Regional Transportation Plan (RTP), which makes this section of the shared use path on Meyer Road eligible for regional funding.

According to the City's Trails Master Plan, regional trails should be designed for two-way bicycle and pedestrian traffic with its own ROW and should be able to accommodate maintenance and emergency vehicles. Based on the design guidelines the shared use path should:

- Be between 10 and 12 feet wide with 2 feet of soft shoulders
- Have a paved or other smooth rolling surface to accommodate all trail users, which include bicyclists, pedestrians, wheelchairs, baby strollers, equestrians, and skaters.

This shared use path may have up to nine roadway crossings at the roadways listed below. Except for the OR-213 crossing, these crossings will be unprotected/marked crossings of residential and collector streets. Likely crossings include:

- OR-213
- Squire Drive
- S Nobel Road
- S Gerber Woods Drive
- Gaffney Lane



- Century Drive
- Andrea Street
- S Moccasin Way
- Frontier Parkway

Based on the Trails Master Plan, Type 1 and Type 2 crossings may be appropriate along this segment. Type 1 crossings are unprotected but marked crosswalks, with no additional devices to slow down the traffic. Type 2 crossings are required within 250 feet of existing signalized intersections, and all trail users are diverted to the crosswalk of the existing intersection by using signs and barriers where the trail meets the roadway.

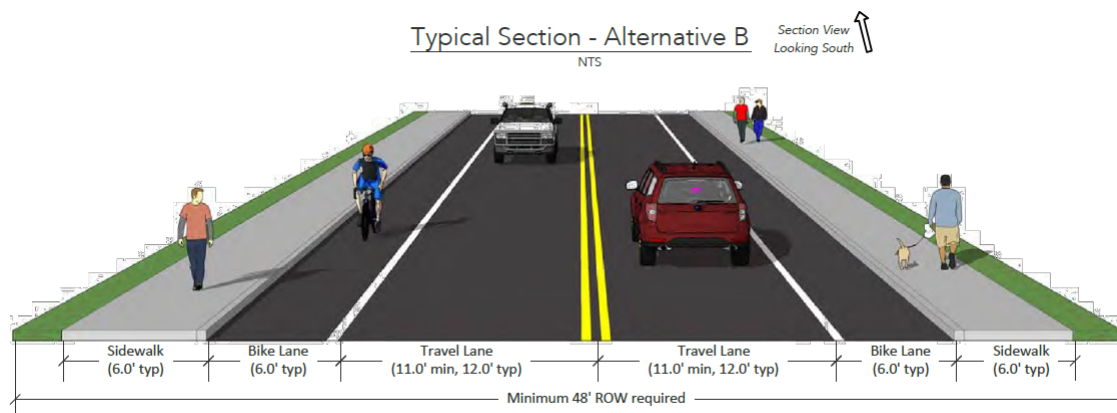
The Trails Master Plan will be referenced to provide guidance as to what enhancements may be needed based on traffic volume, speed, and line of sight for unprotected or marked crossings.

Linn Avenue, Leland Road & Meyers Road Corridor Plan

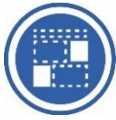
The Linn Avenue, Leland Road & Meyers Road Corridor Plan was completed in 2015 to guide development along the corridor from Jackson Street to Moccasin Way, the beginning of the Meyers Road Shared Use Path.

This planning effort proposed closing the gaps on the sidewalk and bike networks by building the missing sidewalks and bike lanes along the corridor, enhancing options for residents to travel along the corridor using alternative modes of transportation.

The final cross-section design was defined within 48 feet of right-of-way with two 12-foot travel lanes, one 6-foot-wide bike lane in each direction, one 6-foot sidewalk on each side of the street, see the illustration below.



Source: Linn Avenue, Leland Road, and Meyers Road Corridor Plan 2015.



Surrounding Land Use & Context

The primary land use along Meyers Road is low-density residential as shown on **Figure 4**.

At the intersection of Meyers Road and OR-213, zoning allows for high-density residential and commercial uses.

Between Moccasin Way and Pioneer Ridge, land use along the corridor is fully built out with single-family homes. Between Pioneer Ridge and OR-213 on the north side of Meyers Road, there is multi-family housing and general commercial. The south side of Meyers Road is zoned for high-density residential but has not been developed.

Across OR-213, this shared use path will connect to Clackamas County Community College and Oregon City High School. The Meyers Road Shared Use Path will connect people living in the residential areas west of OR-213 to the institutional land uses to the east.

Data analyzed by Clackamas County Community College in 2020, found that the Gaffney Lane neighborhood is home to many students that attend Clackamas County Community College, with most of the neighborhood having a student density of nearly 15 students per quarter mile. Multi-family developments near the college have a student population density of nearly 60 students per quarter mile, indicating that the college could be a substantial generator of bicycle and pedestrian trips along the corridor if safe and comfortable facilities are provided.



Land Ownership & Right-of-Way (ROW)

As shown on **Figure 4**, all properties along Meyers Road between OR-213 and Moccasin Way are privately owned. Most properties on the south side of Meyers Road have a slope easement granted to the City of Oregon City that is 12 feet in width. There are three properties within the city that do not have an existing easement, and one property located outside the city limits that does not have an easement. On the north side, there are no gaps in the easement between OR-213 and Moccasin Way and the easement varies from 10 feet to 23 feet.



Existing Infrastructure

Vehicles

Meyers Road is classified as minor arterial which connects local streets and collectors with major arterials such as OR-213. It is a two-lane corridor with a posted speed limit of 35 mph. Between OR-213 and Moccasin Way, there are no signalized intersections or on-street parking.

Bicycle and Pedestrian

Today, Meyers Road has on-street bicycle lanes that provide dedicated space for people biking in both directions. The bicycle lanes are 5-feet wide with no buffer or separation from vehicle travel



lanes. There are several utility accesses covers and storm drain covers located in the bicycle lanes, which, due to the narrow width of the bicycle lane, can be a hazard for people biking.

For people walking, the north side of Meyers Road has continuous sidewalks that are 7-feet wide in most locations and largely free of obstructions. Curb ramps are also present at all intersections on the north side of Meyers Road. On the south side of Meyers Road, there are several gaps in the sidewalks and locations without curb ramps. The largest gap is an approximately half-mile segment from OR-213 to the west end of the Pioneer Ridge development.

Transit

Clackamas County operates the Clackamas County Connects Shuttle Service which connects underserved portions of Oregon City and the Clackamas Industrial Area. The shuttle operates between 6 AM and 6 PM with a route that connects people to destinations between the Oregon City Shopping Center and Clackamas County Community College. There is one stop located just north of Moccasin Way and three stops along the shared use path alignment, one at Gaffney Lane and two stops near the Pioneer Ridge apartment complex.



Utilities

There are two storm ponds located on the north and south side of Meyers Road in the Meyers Road Natural Resource Area. On the north side, the pond is located just eight feet from the road. On the south side, the pond is located 35 feet from the road. The Millennium Park Basin storm pond is also located on Meyers Road just south of the Century Drive intersection. Street lighting is provided by overhead light poles between OR-213 and Moccasin Way. On the south side of Meyers Road, wooden distribution poles are in the ROW between Moccasin Way and Nobel Road.



Environmental Constraints

The Meyers Road Natural Resource Area surrounds the stream that passes under Meyers Road just east of Pioneer Ridge, as shown on **Figure 4**. This area includes a Title 3 riparian area and wetlands and is part of a natural resource overlay district.



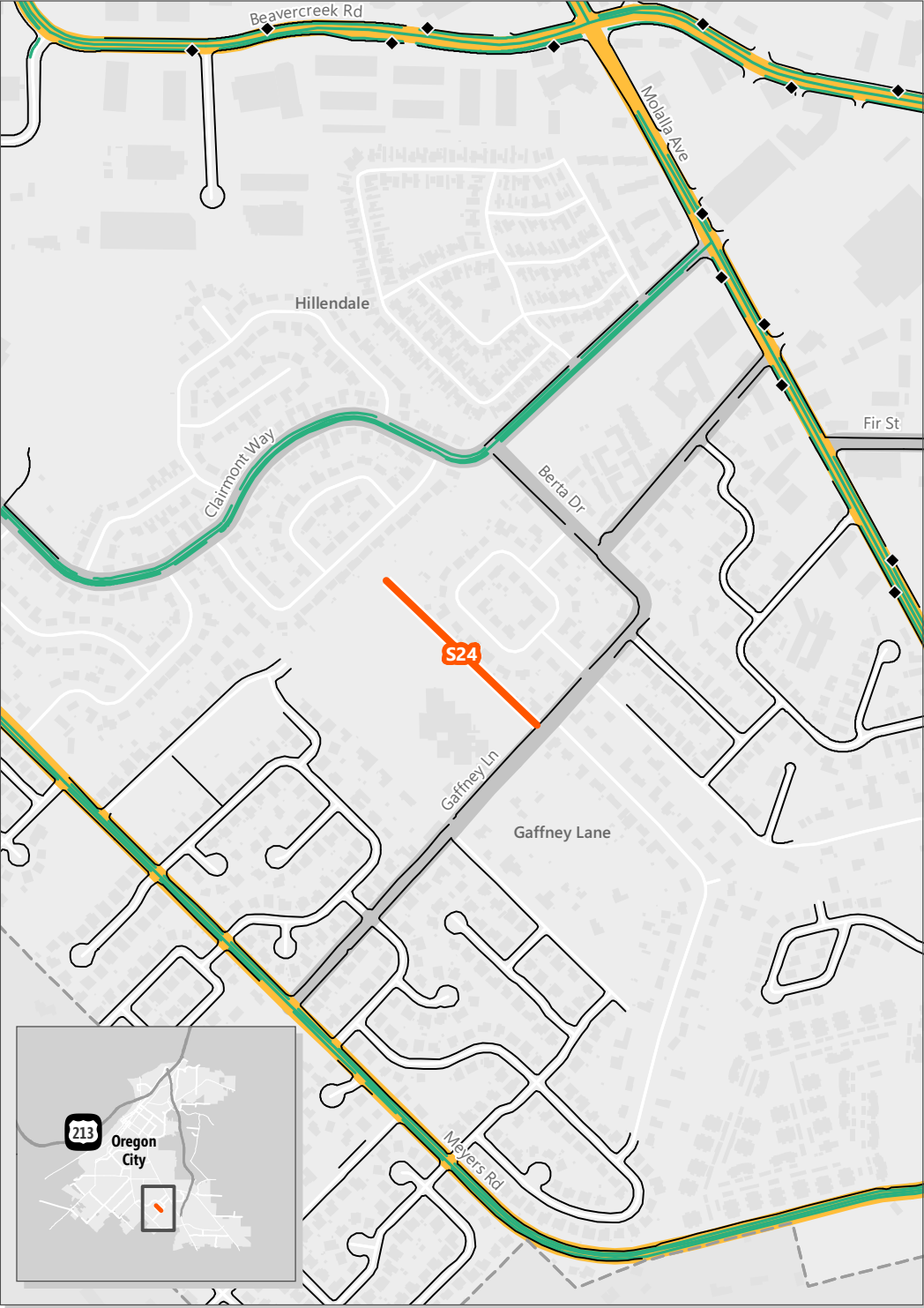
Gaffney Lane Elementary Shared Use Path - S24

The Gaffney Lane Elementary Shared Use Path is an ancillary path that would connect the Gaffney Lane neighborhood to the Meyers-Beavercreek Shared Use Path (S22), which will provide a connection to the Loop Trail. **Figure 5** shows the proposed connection, existing infrastructure, surrounding land use, utilities, and environmental constraints. Unlike the other segments being evaluated as part of this effort, the alignment for this path already exists. This effort will need to focus on identifying the appropriate width, surface, and potential funding sources for this connection. A summary of issues and opportunities is provided below, followed by a detailed description of each of the topic areas.

Gaffney Lane Elementary Shared Use Path Opportunities & Constraints	
	- Identified as project S24 in the City's TSP, this project was included in the Likely to be Funded Transportation System and prioritized for implementation between 2023 and 2035. - The City's Trails Master Plan identifies this shared use path as part of the Hillendale South Trail which will connect the Gaffney Lane neighborhood to Hillendale Park.
	Land use surrounding the shared use path alignment is entirely built out with single-family homes located east of the path and Gaffney Lane Elementary School located to the west of the path.
	The shared use path alignment is located on two lots, both owned by Oregon City School District who is open to formalizing use of the space by the City for the purpose of the shared use path.
	The alignment for the shared use path is already in place along the first lot owned by the School District. Today, there is approximately 150 feet of asphalt path before a gravel section, which is approximately 250 feet long. The alignment will be refined and specifically designed to enhance the existing conditions.
	There are no utilities that need to be considered until the connection with the planned Meyers-Beavercreek Shared Use Path.
	The proposed alignment does not have any environmental constraints.



Transportation



- Functional Class

Freeway

Collector

Arterial

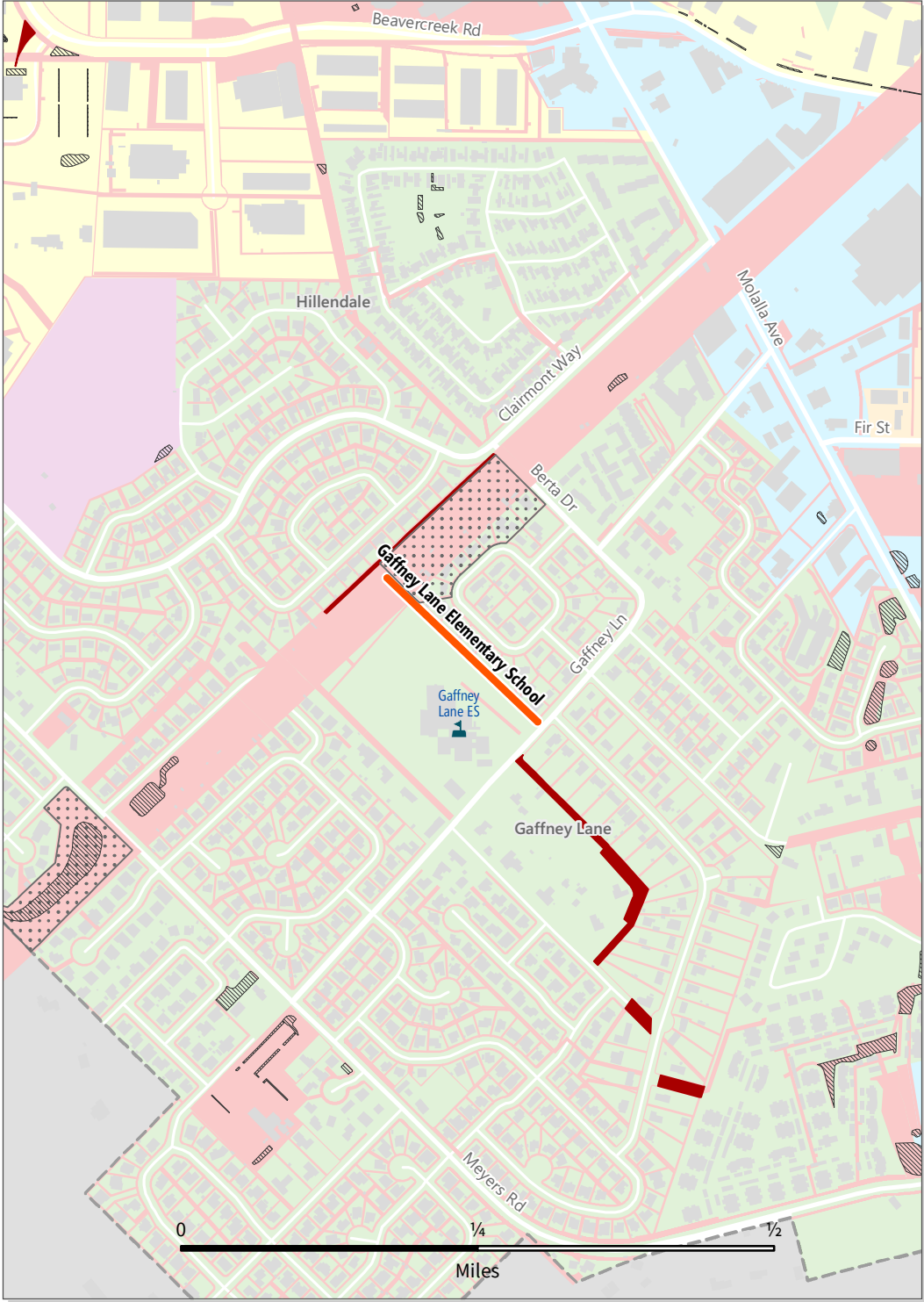
Local
- Bus stop

Sidewalk

Bike lane

Oregon City Boundary

Land Use



- Easement

Storm detention basin

Unimproved ROW
- Privately Owned Tax Lot

School

Oregon City Boundary
- Zoning

Commercial

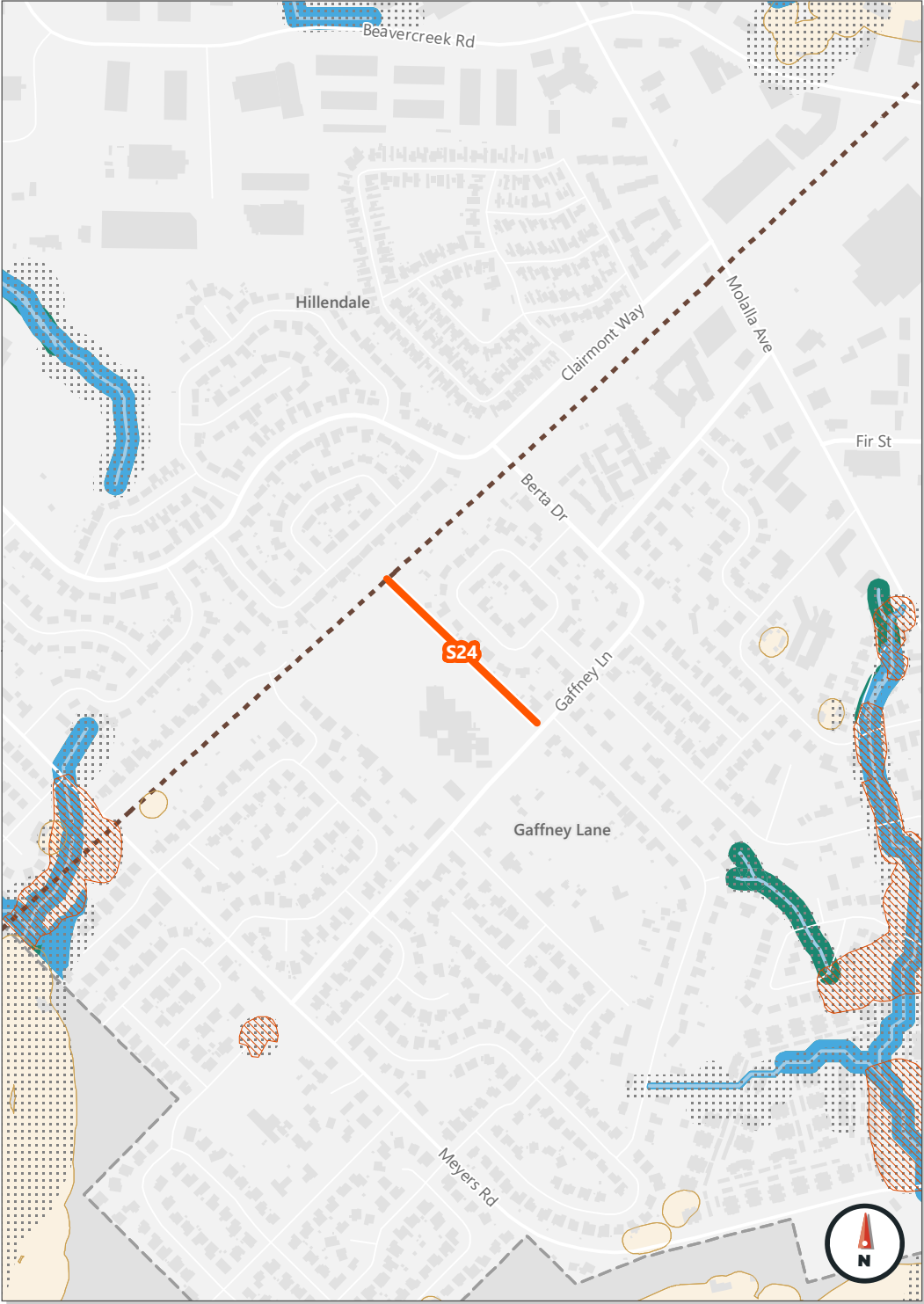
Industrial

Institutional

Mixed use

Residential

Utilities & Environmental



- Natural Resource Overlay District (NROD)

Wetland

Riparian area
- Potential vegetated corridor

Geologic hazard area

Oregon City Boundary
- Powerline

Stream



Previous Planning Efforts

Two planning documents were reviewed for guidance related to refinement of this shared use path, the City's TSP and Trails Master Plan.

TSP

The Gaffney Lane Elementary Shared Use Path is identified as project S24 in the City's TSP and is included in the Likely to be Funded Transportation System. Identified as a long-term project, this project is slated for implementation between 2023 (10 years after adoption of the TSP) and 2035.

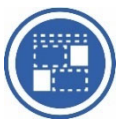
The TSP project description states that this project will "Add a shared use path along the northern boundary of the Gaffney Lane Elementary School between the Eastborne Drive path and Falcon Drive." The project is estimated to cost \$216,000 with the project limits defined as Eastborne Drive to Falcon Drive.

Trails Master Plan

The City's Trails Master Plan identifies this shared use path as part of the Hillendale South Trail, which creates a connection from Gaffney Lane to Hillendale Park. This trail is identified as a local trail and planned to utilize sidewalks to connect from the planned Meyers-Beavercreek Shared Use Path to Hillendale Park and continue onto a paved trail along the school's property.

As a local trail, the shared use path should be designed to provide access for most, if not all, users. The trail should have its own right-of-way, serve only non-motorized users, and be at least six feet wide and at least eight feet wide if bicycle use is anticipated. All efforts should be made so that at least one ADA accessible trail is available and serves the most desirable parts of the area (i.e., picnic areas, viewpoints, playground equipment, etc.)."

Based on the Trail Design Types and Standards in the Master Plan, these trails should be designed with a width of between 6 and 12 feet and should be a paved or other smooth-rolling surface to accommodate all trail users.



Surrounding Land Use & Context

The area surrounding the shared use path alignment is zoned for low-density residential. Today, there are single-family homes to the east of the path from Gaffney Lane to the power lines. The shared use path is located on the Gaffney Lane Elementary School property.

The primary generator for bicycle and pedestrian trips for this shared use path is Gaffney Lane Elementary School. When completed, this path would provide an off-street connection to the Meyers-Beavercreek Shared Use Path and residential areas located along it, expanding the number of families able to reach the elementary school using off-street facilities.



Land Ownership & Right-of-Way (ROW)

The proposed alignment of the Gaffney Lane Elementary Shared Use Path spans two lots, both owned by the Oregon City School District. Stakeholder interviews completed with representatives from Oregon City School District indicate the school district is open to formalizing use of the alignment for the shared use path.



Existing Infrastructure

Vehicles

The shared-use path will be off-street and will not interact with any roadways or vehicle traffic.

Bicycle and Pedestrian

Today, an asphalt path that is approximately five feet wide exists for 150 feet beginning at Gaffney Lane. The alignment for the shared use path continues after the asphalt path to the end of the school's first lot but is not paved.

Transit

There are no transit stops located on or near the shared use path alignment.



Utilities

There are no constraints related to existing utilities for this shared use path.



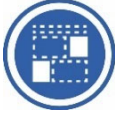
Environmental Constraints

This shared use path does not have any water, natural resources, or geologic hazards that will need to be considered.



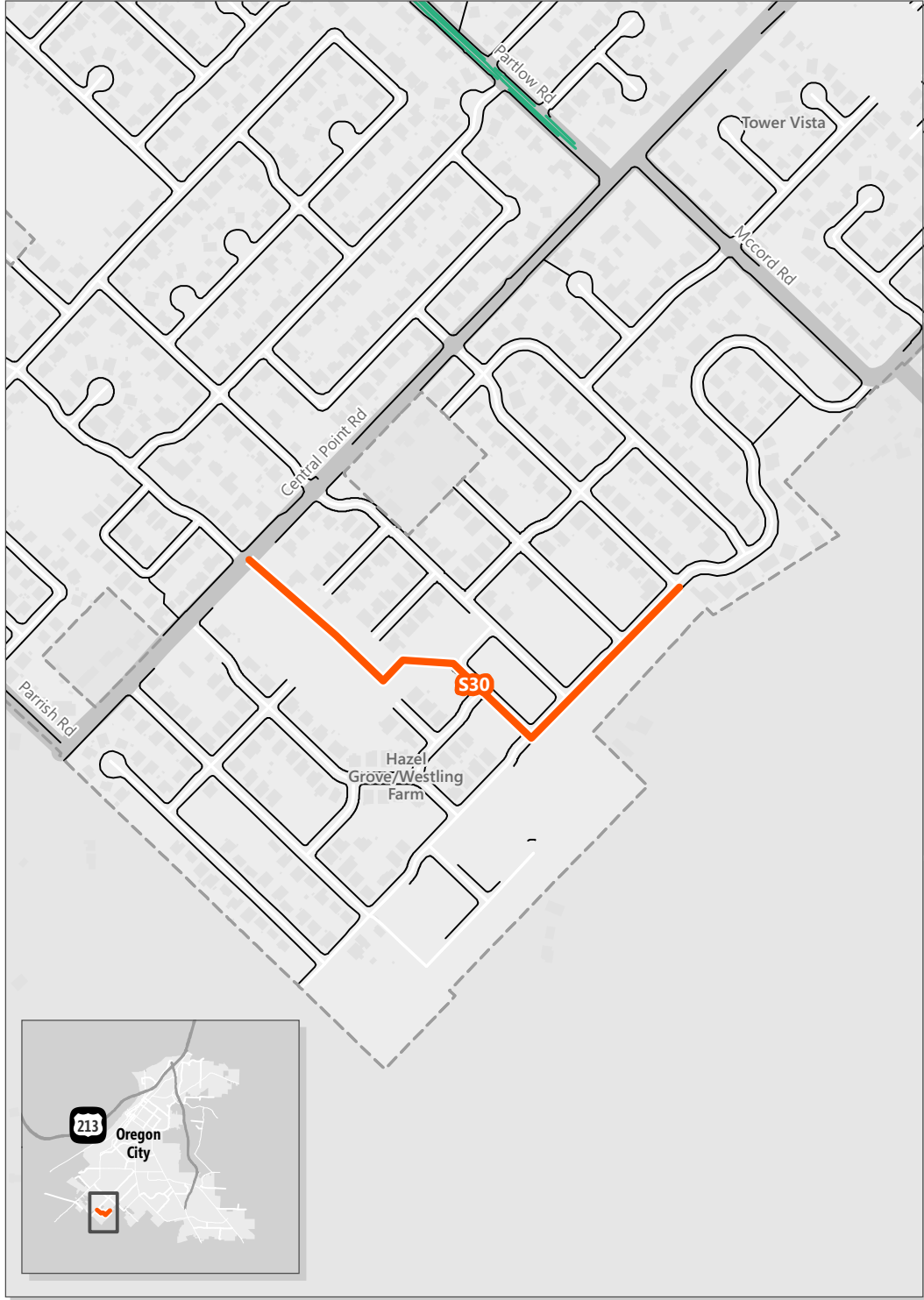
Orchard Grove-Hazelnut Shared Use Path - S30

The Orchard Grove-Hazelnut Shared Use Path is a portion of the Loop Trail that will connect people walking, biking, and using other small mobility devices from Orchard Grove Drive to Hazelnut Court, Hazelwood Park, and John McLoughlin Elementary School. This portion of the effort will serve as guidance for private developers which will be in charge to fund and build this portion of the Loop Trail. **Figure 6** shows the proposed connection, existing infrastructure, surrounding land use, utilities, and environmental constraints. A summary of issues and opportunities is provided below, followed by a detailed description of each of the topic areas.

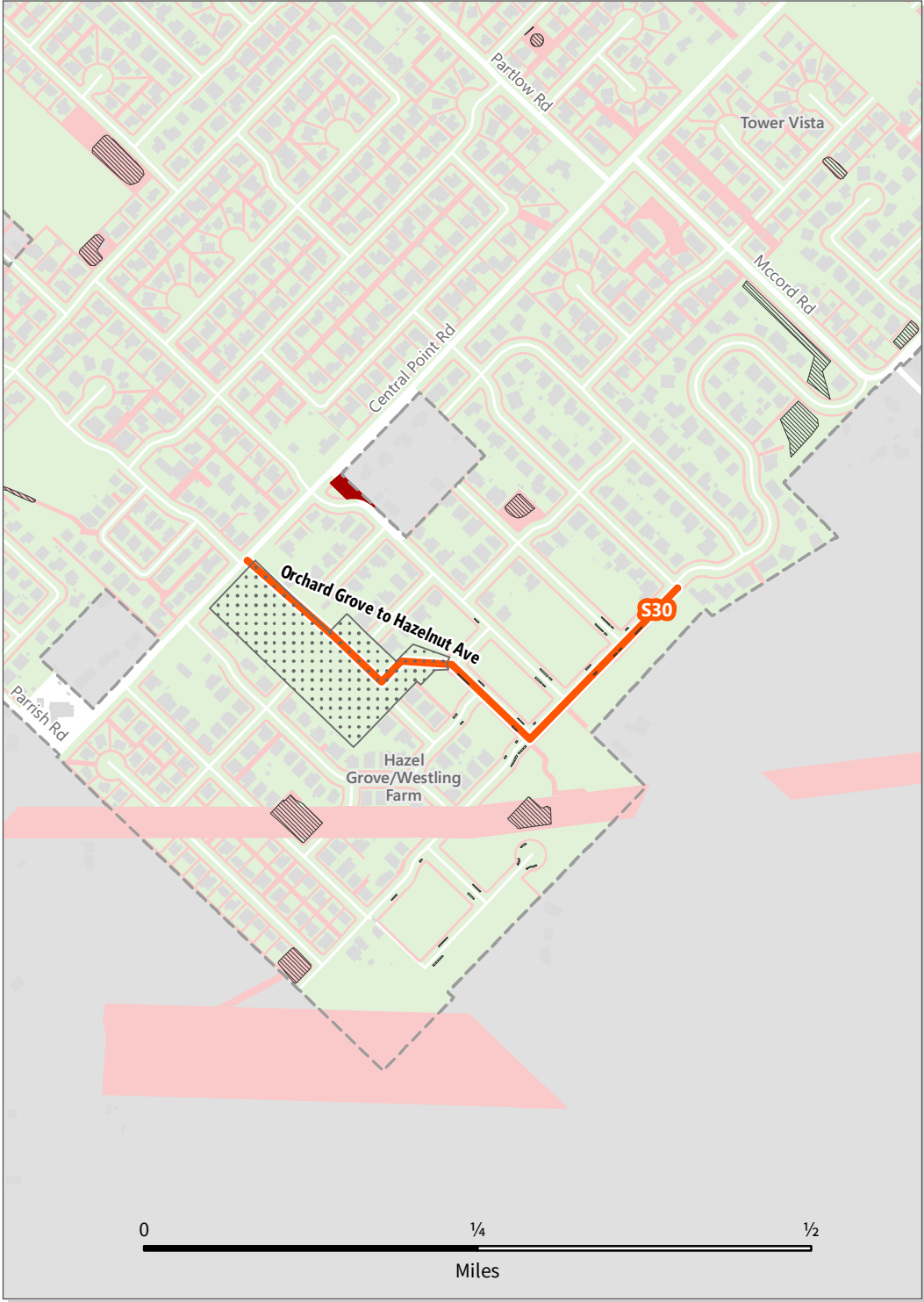
Orchard Grove-Hazelnut Shared Use Path Opportunities & Constraints	
	- The Transportation System Plan described this section of the regional trail as part of the Not Likely to be Funded Transportation System. As a Long-term Phase 3 project, it is part of the lowest priority projects after the Likely to be Funded Transportation System is implemented. - This segment is identified as part of the Oregon City Loop Trail.
	- The surrounding land use and zoning is low-density residential. - Major generators for the planned trail include Hazel Grove Park and John McLoughlin Elementary School.
	- The off-street portion of the proposed alignment crosses land that is privately owned and undeveloped. - This segment of the Loop Trail will be constructed by private development as it occurs.
	- Orchard Grove Drive and Wheeler Way are local streets with a 25-mph speed limit. - There are no existing on-street bike lanes in the study area; except for a small gap on Orchard Drive, sidewalks are provided on all existing streets. - When implemented, this portion of the Loop Trail will connect people walking, biking, and using small mobility devices to parks and schools using sidewalks and on-street facilities appropriate for the residential context and slow neighborhood streets.
	There are no significant utilities along the proposed alignment.
	There are no significant environmental constraints along the proposed alignment.



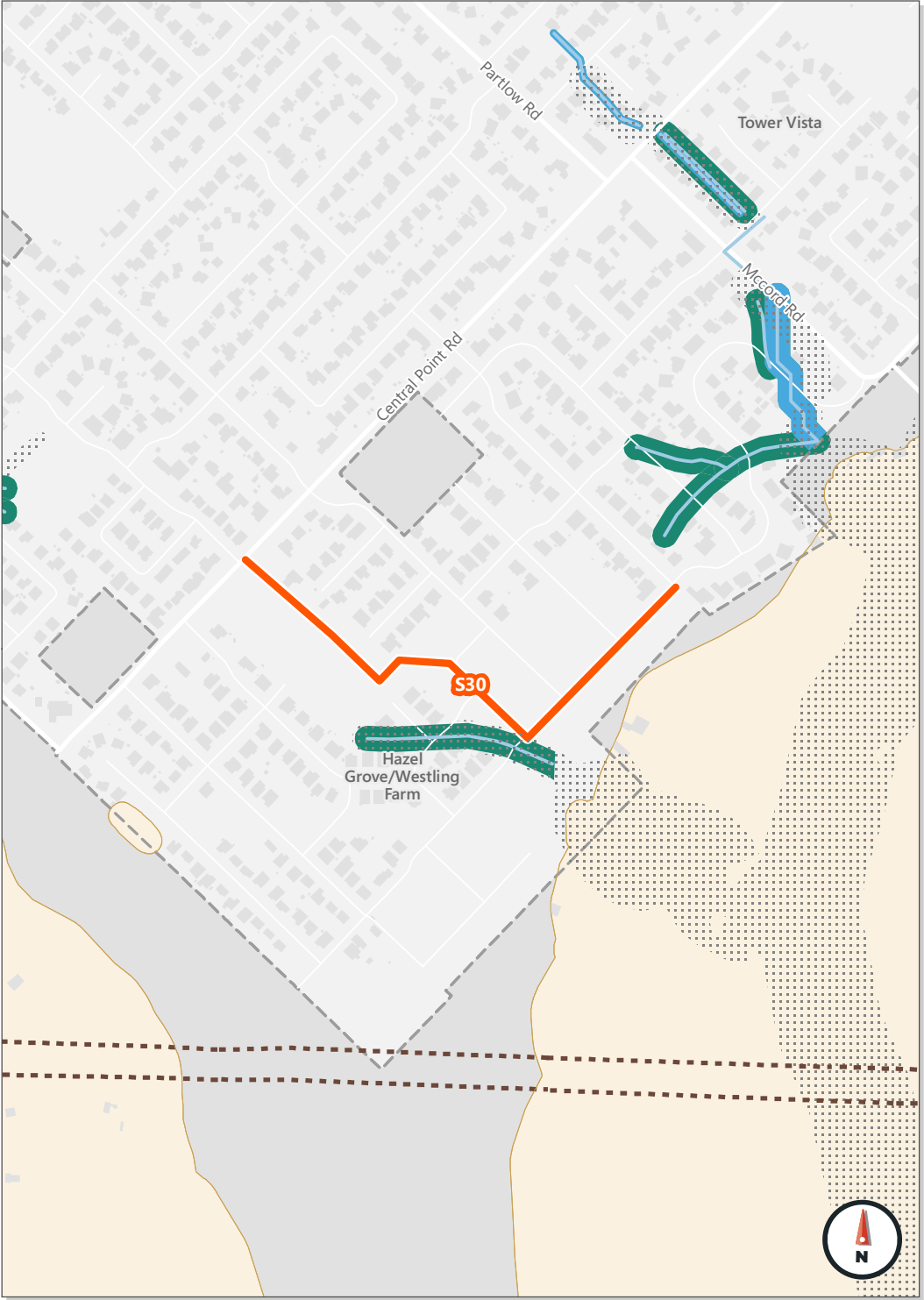
Transportation



Land Use



Utilities & Environmental



- Functional Class**
- Freeway
 - Collector
 - Arterial
 - Local
- Other Features**
- Bus stop
 - Sidewalk
 - Bike lane
 - Oregon City Boundary

- Other Features**
- Easement
 - Storm detention basin
 - Unimproved ROW
 - Privately Owned Tax Lot
 - School
 - Oregon City Boundary

- Zoning**
- Commercial
 - Industrial
 - Institutional
 - Mixed use
 - Residential

- Utilities & Environmental**
- Natural Resource Overlay District (NROD)
 - Wetland
 - Riparian area
 - Potential vegetated corridor
 - Geologic hazard area
 - Oregon City Boundary
 - Powerline
 - Stream



Previous Planning Efforts

Two planning documents were reviewed for guidance related to refinement of this shared use path, the City's TSP and Trails Master Plan.

TSP

The Orchard Grove-Hazelnut Shared Use Path is identified as project S30 in the City's TSP. The project is included in the City's Not Likely to Be Funded Transportation System and identified as a Long-term Phase 3 project.

The TSP project description states that this project will "Add a shared use path between Orchard Grove and Hazelnut Court." Based on the project description in the TSP, the project is estimated to cost \$375,500.

Trails Master Plan

The Orchard Grove – Hazelnut Shared Use Path is part of the Oregon City Loop Trail described in the City's Trails Master Plan.

As part of a regional trail, the path should be designed for two-way bicycle and pedestrian traffic with its own ROW and should be able to accommodate maintenance and emergency vehicles. Based on the design guidelines the shared use path should:

- Be between 10 and 12 feet wide with 2 feet of soft shoulders
- Have a paved or other smooth rolling surface to accommodate all trail users which include bicyclists, pedestrians, wheelchairs, baby strollers, equestrians, and skaters.

For this segment, it is expected that the Type 1 crossings recommended by the City's Trails Master Plan will be used to create safe crossings where necessary.

The Trails Master Plan will be referenced to provide guidance as to what enhancements may be needed based on traffic volume, speed, and line of sight for unprotected or marked crossings.



Surrounding Land Use & Context

The primary land use surrounding this planned shared use path is single family residential. While the area around the proposed path is generally built out, the undeveloped area the trail will cross is zoned as R-10, low-density residential.

The primary generators for bicycle and pedestrian trips in the surrounding area is Hazel Grove Park, just north of the planned shared use path, and John McLoughlin Elementary School.



Land Ownership & Right-of-Way (ROW)

The section along Orchard Grove Drive between Hazelnut Avenue and Wheeler Way is developed with single-family homes that are privately owned. The section between Wheeler Way and S Central Point Road is undeveloped and privately owned.

This study will refine the preferred alignment of the shared use path, such that when development of the vacant lot occurs, construction of the shared use path can be included in the Conditions of Approval for development.



Existing Infrastructure

Vehicle

Orchard Grove Drive and **Wheeler Way** are defined as local residential streets that provide one lane of travel in each direction and have a posted speed limit of 25mph. On-street parking is allowed on both streets.

Central Point Road is defined as a two-lane minor arterial with a posted speed of 35 mph. On-street parking is permitted where there is available space.

Bicycle and Pedestrian

There are no bicycle facilities in the area; however, sidewalks that are generally seven feet wide and include a planted buffer are provided on all roadways. Today, there is only one gap in the sidewalks, a 230 foot segment on the south side of Orchard Grove Drive where there are no existing sidewalks.

Transit

There are no public transportation routes close to the proposed alignment of this shared use path or in the vicinity of the neighborhood. The closest bus stop is located at S Central Point Road and S McCord Road, approximately half a mile from the planned shared use path.



Utilities

There are no major utilities that will need to be considered as part of this alignment.



Environmental Constraints

There are no major environmental constraints that will need to be considered as part of this alignment.



Appendix A: Stakeholder Interviews



Oregon City Loop Trail Stakeholder Interview Summary

Clackamas County Community College

Interviewee: Bob Cochran – Dean of Campus Services

Date: 6/6/2022

- Recent projects have constructed sidewalks connecting from Beavercreek Road and the Meyers Road into the campus, ideally the Loop Trail project will connect to the sidewalks and connections of the Community College entrance at the entrance of S Douglas Loop and Keyser Way and improve sidewalks at the entrance.
- Today, most people commuting to the college drive. People biking to the college are limited despite bike racks on campus.
- There is an opportunity to connect the Oregon City Loop Trail with the existing exercise and trail loop on Campus and connecting with the High School east of the community college. Today, the campus loop is highly used by people who drive and park on campus to access the trail.

Deering Management

Interviewee: Lacey Wright – Property Manager (Oregon/Washington)

Date: 6/14/2022

- Cut-through traffic from Beavercreek Road to access Fred Meyer is a concern today. If there is an opportunity to close the existing access between this property and Fred Meyer to eliminate this, that would be a positive for this project.
- The speed of vehicles in the parking lot is also a concern for safety of people in the parking lot and potential trail users.
- There is concern about providing a direct connection from the area to the east into the site and question about who would use the trail, specifically if there are no changes to the land use and connections to other recreational areas to the east of the property.
- Recent construction on Molalla Avenue was impactful to access to the property and the landscaping.



Gaffney Lane Association

Interviewee: Ray Atkinson – Transportation Systems Analyst Clackamas Community College / Gaffney Lane Resident
Date: 6/9/2022

Note: Ryan is the transportation analyst at Clackamas Community College, a member of the Gaffney Lane Neighborhood Association, and a member of the Oregon City Transportation Advisory Committee.

- Clackamas County Community College is primarily a commuter school; however, there are many students that live within two miles of the Campus and could bike if there were safe and comfortable facilities that would help to make biking more attractive.
- Clackamas Community College will be restarting the bike program, for students and staff, which allows students to rent bicycles for the semester. The program has up to 10 bikes that can be rented out.
- Along Meyers Road and Gaffney Lane existing bike infrastructure is insufficient, making it uncomfortable to bike or walk. Bike lanes are narrow, there are section with sidewalks gaps, and at points the bike lane disappears, forcing bikes to the edge of the road which is typically covered with gravel.
- Bikeshare programs, including ebikes and scooters, could be an option incentivize more users to use alternative modes of transportation on the existing and proposed multi-use paths and trails and address first- and last-mile gaps.
- This project should consider how it connects to the local network, for example connecting Hillendale Park to the Gaffney Lane neighborhood with bike infrastructure and multi-use paths that use local streets and allows people biking to avoid major roads will make biking more attractive to students and families that live in the area.
- Neighborhood members may be concerned about who will use the trail
- If possible, this project should evaluate options to the pair the trail under the power lines with more active uses such as food trucks.

Oregon City Parks Department

Interviewee: Justin Moore – Administrative Assistant, D Conrad, Kendall Reid, Jonathan Waverly – Parks Operations Manager
Date: 6/16/2022

- For the Power Lines Trail alignment, Parks has considered that area for an off-leash dog park either adjacent to or replacing the area where the City currently stores construction materials.
- At this time, Parks is not planning to add more parks and is not interested in the addition of pocket parks along the trail.



- There are likely to be significant environmental challenges to navigate the stormwater runoff pond at the intersection of Meyers, Moccasin, and Frontier. Based on Parks investigation of this area, using Frontier Street for on-street connections in this area is likely to be the most feasible options.
- Off-street paths, trails and bike infrastructure are maintained by Oregon City Street Division (Public Works). In the future, Parks may oversee the full maintenance of the Loop Trail but at this time they do not have staff or budget to take on additional responsibilities.
- Parks is just starting a project to update the City's Parks Master Plan. The update will include community outreach to identify what are the need and the desires are related to parks and connections to existing parks. The project is estimated to take a year and should be complete in Summer 2023.

Portland General Electric - PGE

Interviewee: Jessica North Utility Large Project and Design Engineer Manager, Deanna Kaneshiro – Municipal Program Manager

Date: 6/7/2022

- This group manages distribution lines and the wooden poles in the study area alignment. The transmission towers are managed by a different group, but they will provide additional contacts and documentation related to those towers.
- For the distribution poles, there are no requirements for a multi-path trail and those poles can easily be relocated.
- As the alignment is refined, additional coordination with PGE will be needed if there are illumination needs and to ensure that PGE can continue to access their infrastructure.
- The path should be wide enough to allow truck access to those poles and the large transmission towers. The Bucket Truck would be the primary vehicle that would need access to the infrastructure.
- Transmission lines and towers require 50 feet of clearance as to maintain safety. This standard should be considered with the design of the cross-section an alignment of the multi-use path.

Metro

**Interviewee: Alex Gilbertson – Landscape Architect
Robert Spurlock – Regional Trails Planner
Rod Wojtanik - Parks and Nature Planning Manager**
Date: 7/7/2022

- Metro has expressed that the section of the city loop trail on Canemah Bluff Nature Area is on the long-term plans. There are concerns related to the topography of the area, wildlife protection and the door or access to the trail.



- The section of the loop on the northeast end of the city (by OR-213) is well advanced, Metro has purchased and now owns most of the land along the proposed route; there are some sections that are still missing but looks promising.
- Metro team expressed the approach to trail development. Metro does acquire and own the land but looks for partnerships that build and manage such trails. Following this approach, Metro intends to get an agreement with Oregon City to build and manage the trail close to OR-213.
- Metro does not have standards for the cross-section, materials, or users of the trails. It is suggested that these two trails should have multiple users, including bikes. Some regional trails do not allow for bikes, these city trails should also consider not only asphalt surfaces for bikes, but it should also include probably gravel or dirt to include possible mountain bikes on the trails.

Oregon City School District

Interviewee: Michael Sweeten – Director of Operations and Capital Projects

Date: 6/10/2022

- The school district shared support for both the Gaffney Lane Elementary Shared Use Path and the Meyers Beavercreek Shared Use Path.
- The school district would be open to a maintenance and access agreement with the City to allow access to both paths similar to the agreement being developed at Gardiner Middle School.
- Primary concerns the school district shared were related to ongoing maintenance of the path.
- The school has fenced off all areas used by students and limits access during the day so there are no concerns regarding security and proximity to the paths.

Appendix B: Community Survey Summary

Oregon City Loop Trail Refinement Plan

Community Survey Summary

November 9, 2022

Prepared by Fehr & Peers

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Overview	4
Meyers Road Shared Use Path – S23	5
Meyers Beavercreek Shared Use Path – S22	10
Gaffney Lane Elementary Shared Use Path – S24.....	13
Orchard Grove Hazelnut Shared Use Path – S30	17

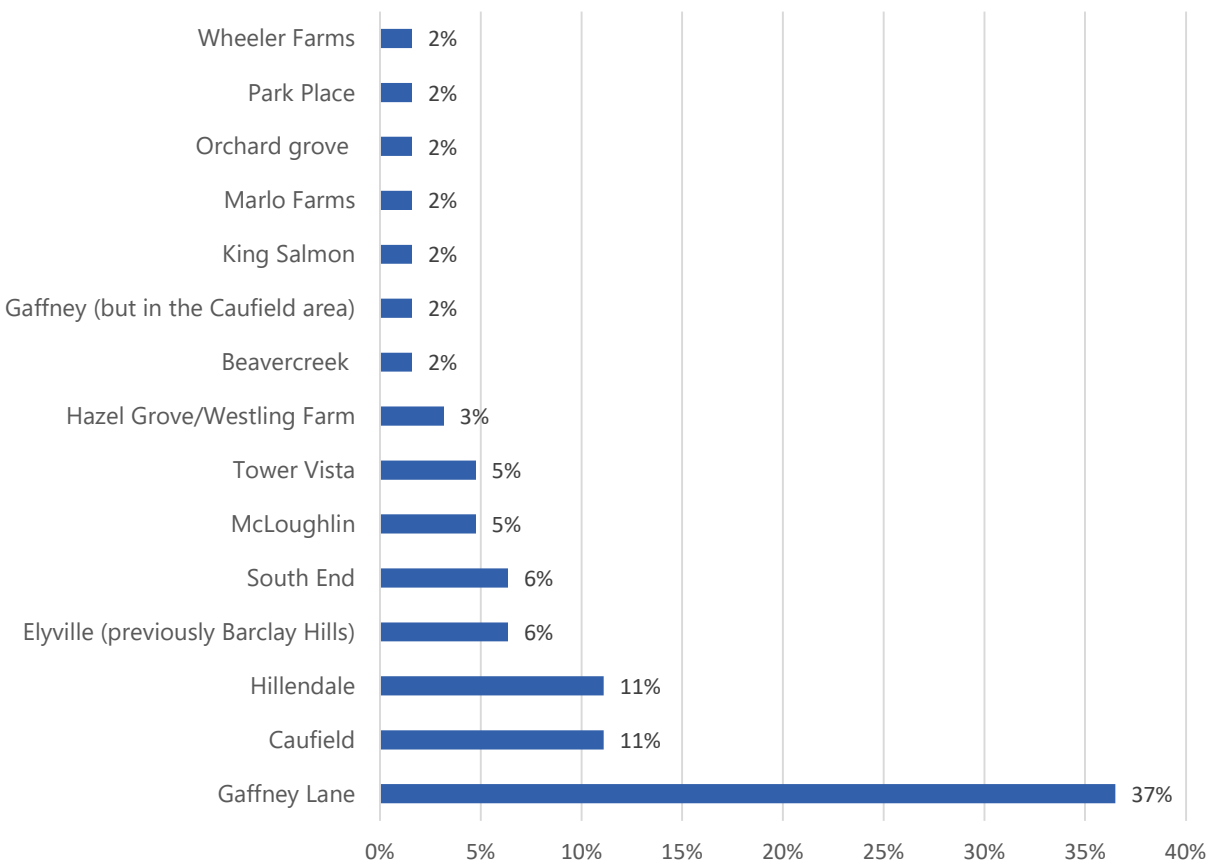
Introduction

To gather input as part of the early technical work for the Oregon City Loop Trail Refinement Plan, an online community survey was launched in early September and was available for community members to complete through mid-October. This survey focused on two segments of the Oregon City Loop Trail (Meyers Road Shared Use Path and Orchard Grove-Hazelnut Shared Use Path) and two paths that will connect people walking and bicycling to the Loop Trail (Gaffney Lane Elementary School Shared Use Path and Meyers Road to Beavercreek Shared Use Path). This survey asked respondents to share how they would use the proposed paths and to identify challenges, concerns, and opportunities for each of the four paths.

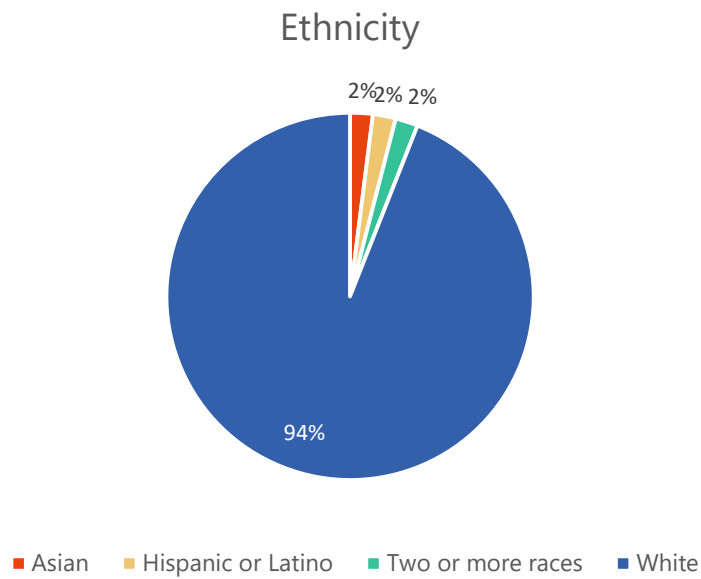
Demographics

Sixty-eight respondents completed the online survey. While nearly 40 percent of respondents live in the Gaffney Lane neighborhood, with the exception of the Canemah, Rivercrest, and Two Rivers neighborhoods, all other neighborhoods within the City were represented in the responses.

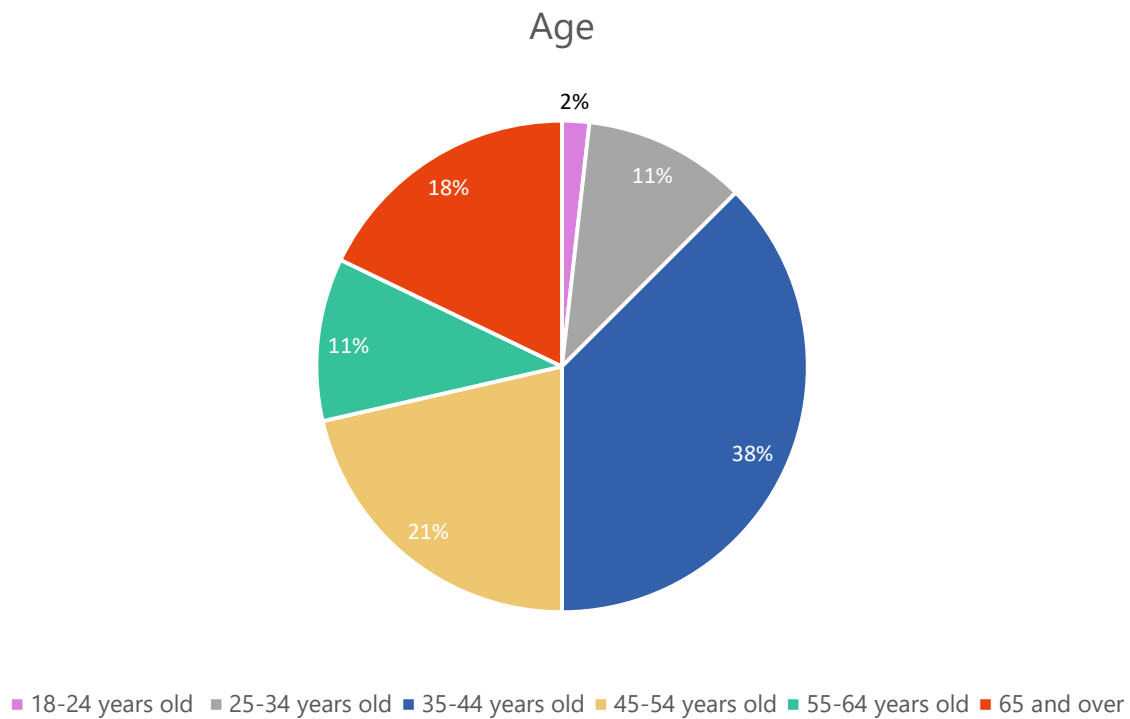
Neighborhoods



Most respondents, who chose to share, identify as White.



Of respondents who chose to share, nearly 40% identify as 35-44 years old, approximately 20% identify as 45-54 years old, and 20% identify as 65 and over.



Overview

Community members were asked whether they typically walk or bike, the reasons behind their mode choice, why they would use the proposed shared use paths, which challenges they face when walking or bicycling in the area near the proposed paths, and which safety features would encourage them to walk or bike.

Most respondents shared that they currently walk or bike for recreation or exercise and identified that as how they would use each of the proposed paths when constructed.

When asked what prevents them from walking or bicycling today, most respondents identified interactions with cars and poor sidewalks/pavement condition as barriers. Safety is also a major concern for most of the respondents across all shared use paths. Some respondents identified additional concerns, including:

- Concerns about proximity of the houseless/transient population to residential areas
- The need for dog waste stations along the paths
- Lack of connections to existing infrastructure when paths end
- Loss of privacy where trails would be located adjacent to residential areas
- Proximity to Gaffney Lane Elementary School
- Lack of ADA infrastructure in areas where paths may be on-street

While most respondents would be encouraged to walk or bike more if the proposed paths were separated, many did not feel that on-street facilities with vertical barriers would address their concerns. When asked what additional safety and design features would make it more likely that they would walk or bike, respondents identified:

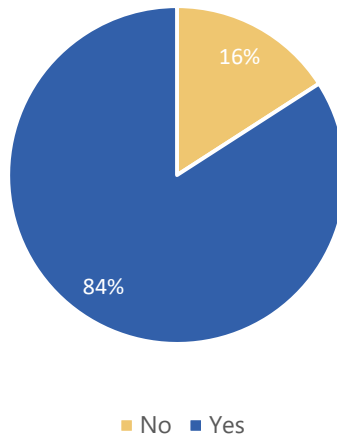
- Better signage
- Traffic calming measures to slow cars
- A more complete sidewalk network
- Connectivity for biking (instead of connecting to no-outlet streets)
- Improved lighting
- Dog waste stations
- Improved driveways and entrances to businesses

One respondent also expressed desire for trails that can be used for mountain biking and hiking.

Meyers Road Shared Use Path – S23

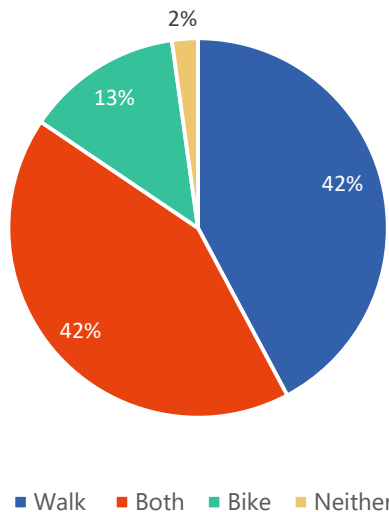
This segment received the most feedback with 45 responses.

Would you use this proposed trail segment to walk or bike if it were built?



Most respondents either walk, or both walk and bike.

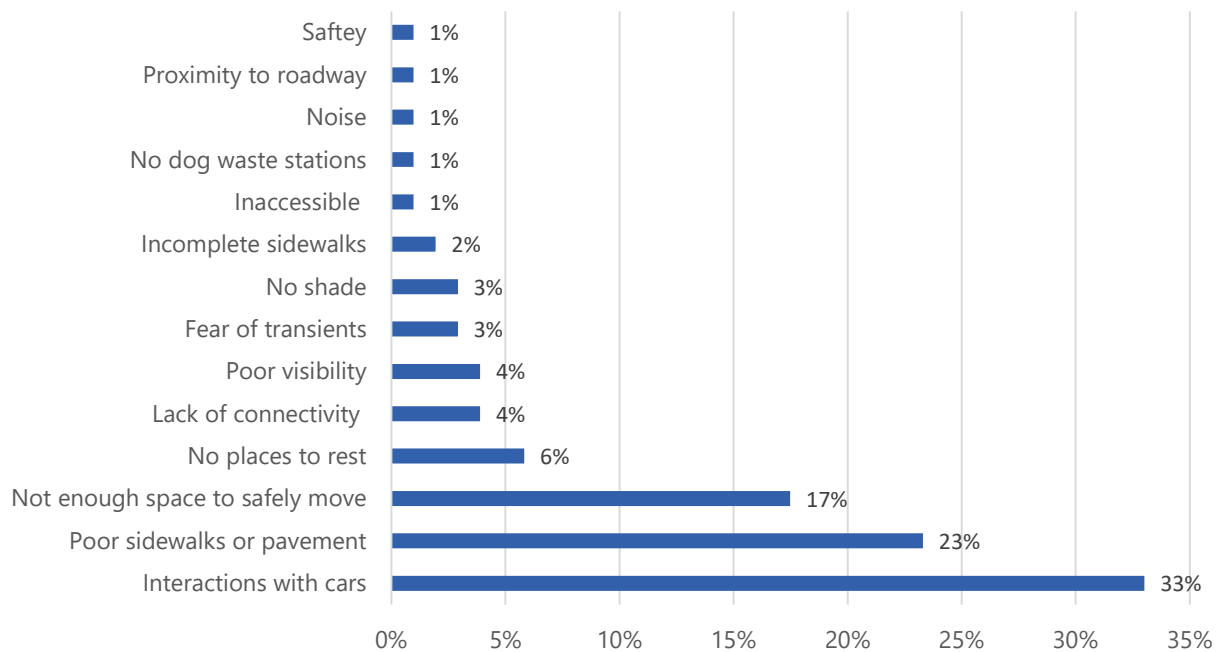
Do you typically walk or bike?



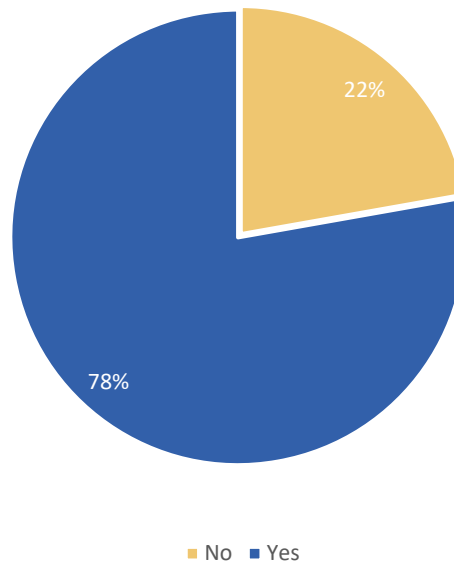
Challenges and Concerns

The main challenges that respondents experience when walking or biking in the area near the proposed Meyers Road Shared Use Path include interactions with cars, poor sidewalks or pavement, and not enough space to travel safely.

What challenges do you face when walking or biking in the area near this proposed trail segment? Please choose all that apply.

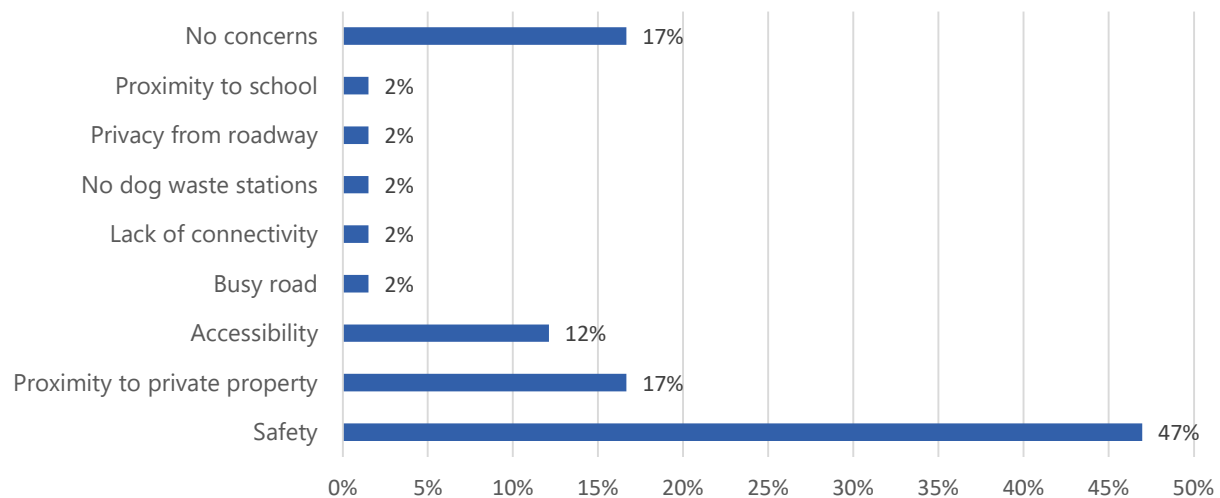


Do these challenges discourage you from walking or biking?



Respondents for this proposed shared use path are primarily concerned with safety.

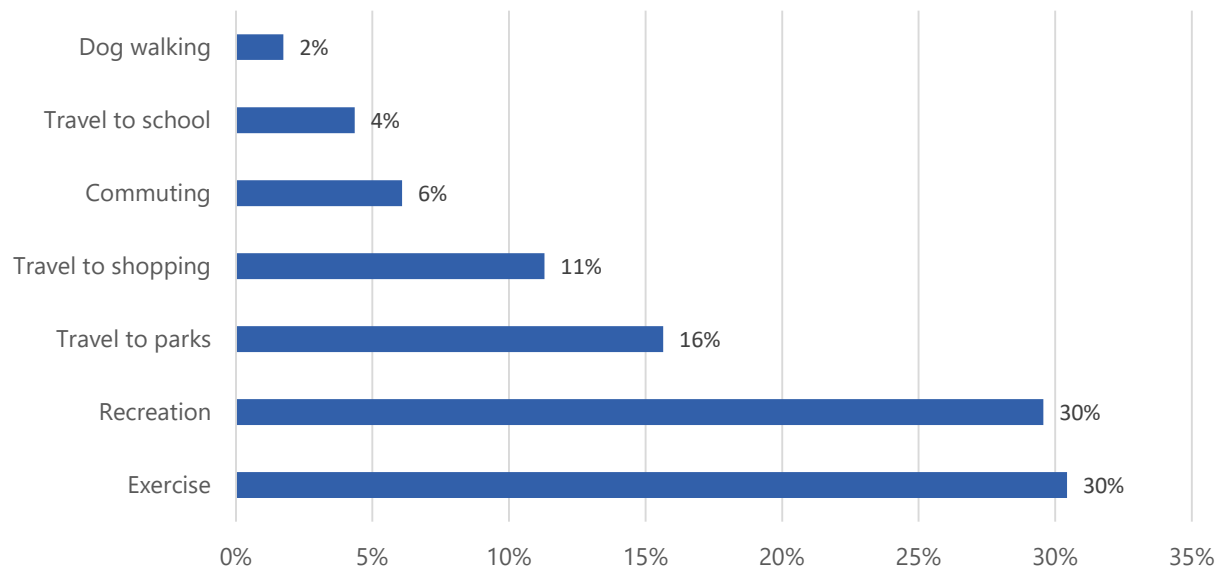
What concerns, if any, do you have about where the trail could be located? Please choose all that apply.



Opportunities

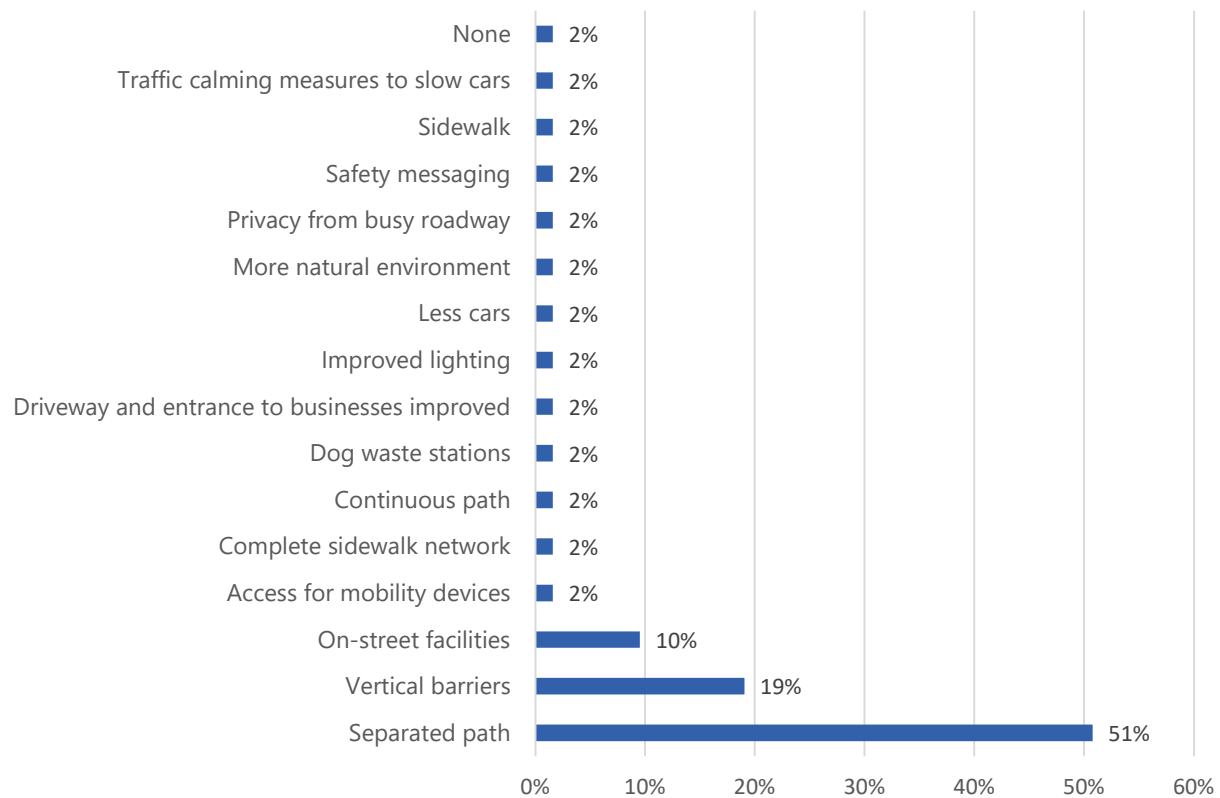
Respondents shared that they would use the proposed shared use path most for recreation or exercise.

For which reasons would you use this proposed trail segment? Please choose all that apply.



Most respondents would be encouraged to walk or bike more if the proposed path was separated.

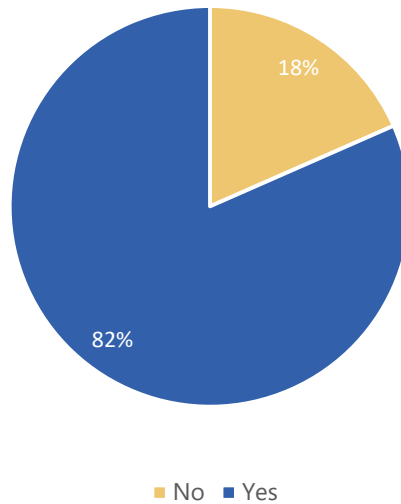
Which safety or design features would encourage you to walk or bike more? Please choose all that apply.



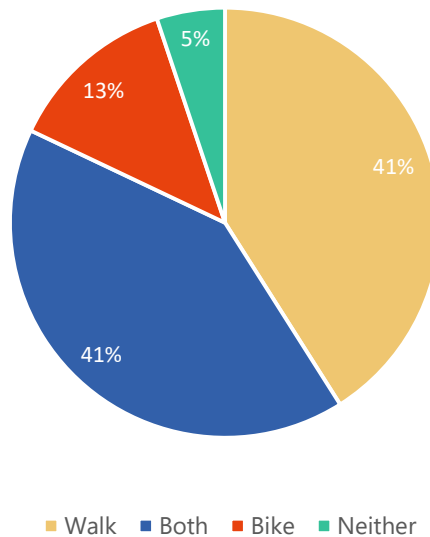
Meyers Beavercreek Shared Use Path – S22

This segment received 39 responses and more than 80% of respondents said they would use the trail if it were built.

Would you use this proposed trail segment to walk or bike if it were built?



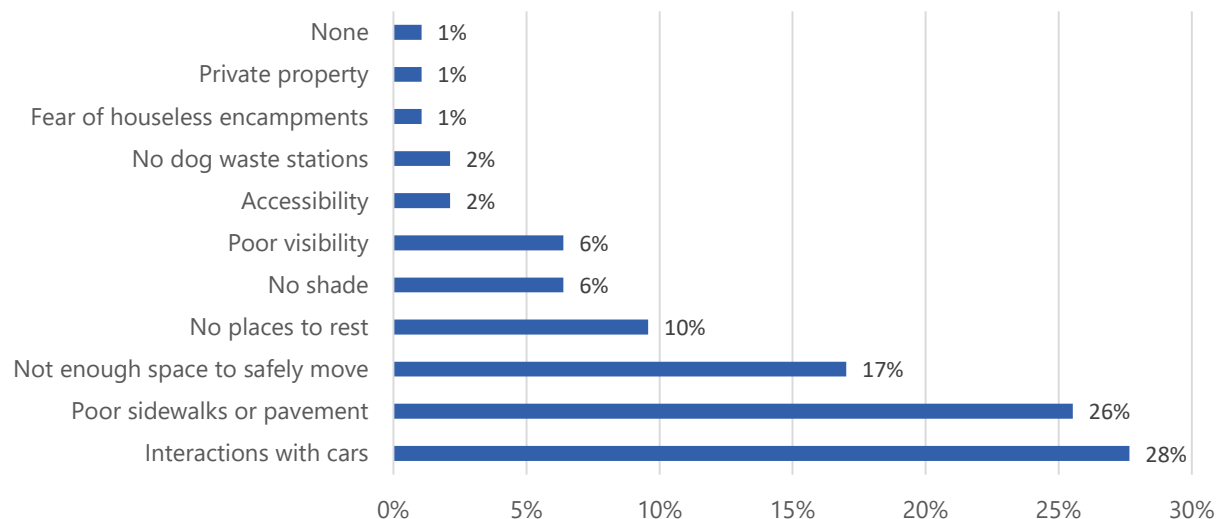
Do you typically walk or bike?



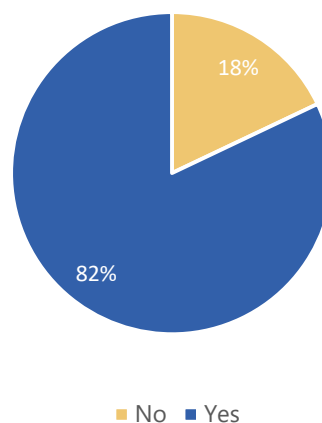
Challenges and Concerns

Respondents identified interactions with cars, poor sidewalks or pavement, and not enough space to safely move as significant challenges. Approximately 80% of respondents said these challenges discourage them from walking or biking.

What challenges do you face when walking or biking in the area near this proposed trail segment? Please choose all that apply.

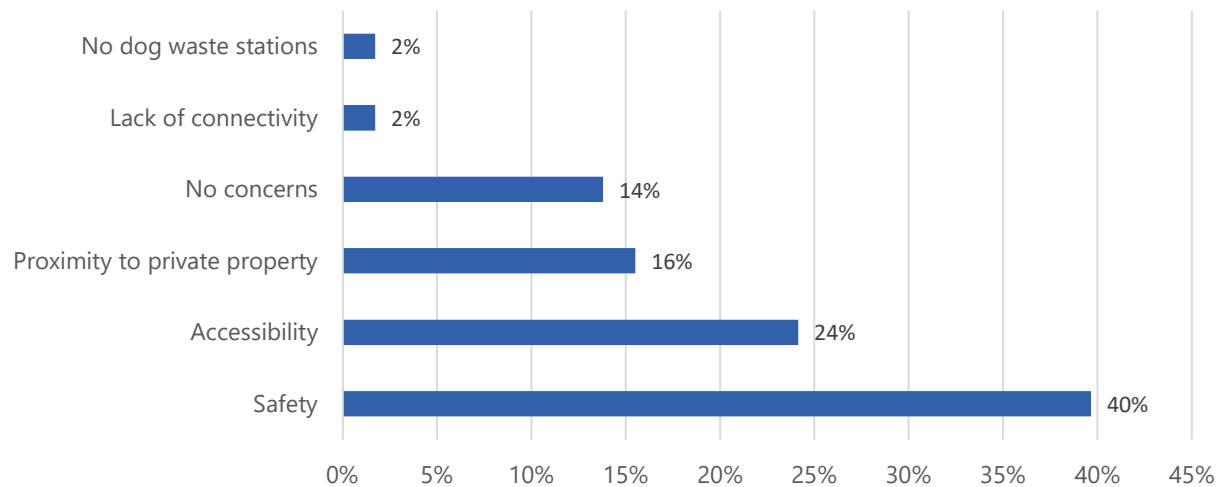


Do these challenges discourage you from walking or biking?



Safety was the primary concern identified by community members when asked about location of the proposed trail.

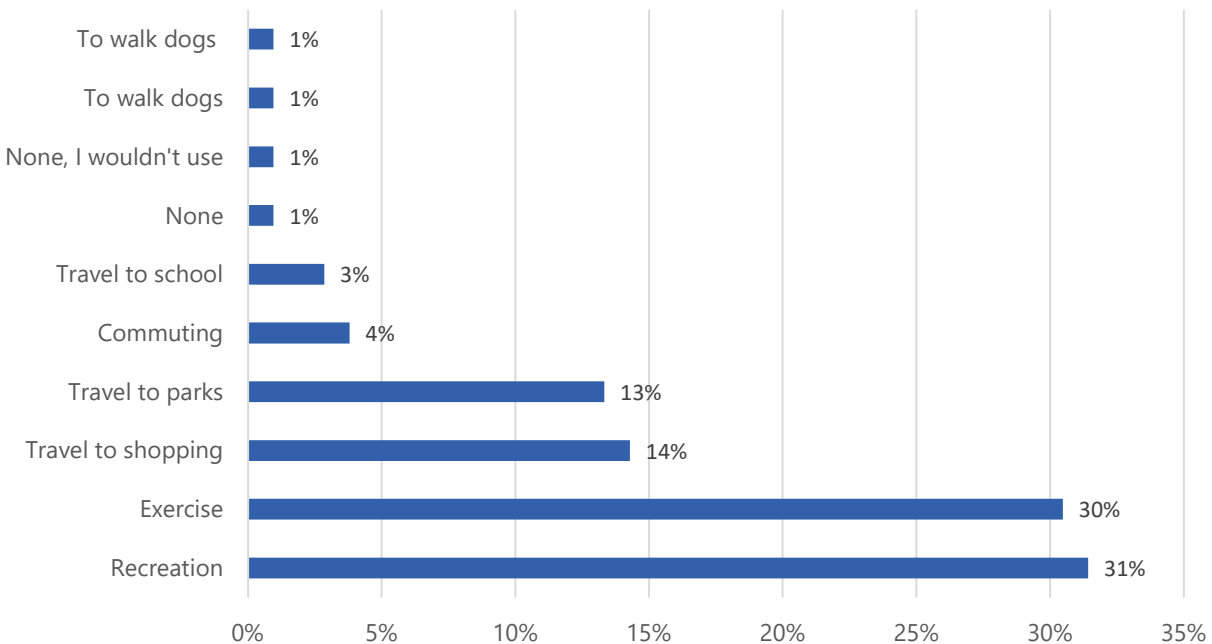
What concerns, if any, do you have about where the trail could be located? Please choose all that apply.



Opportunities

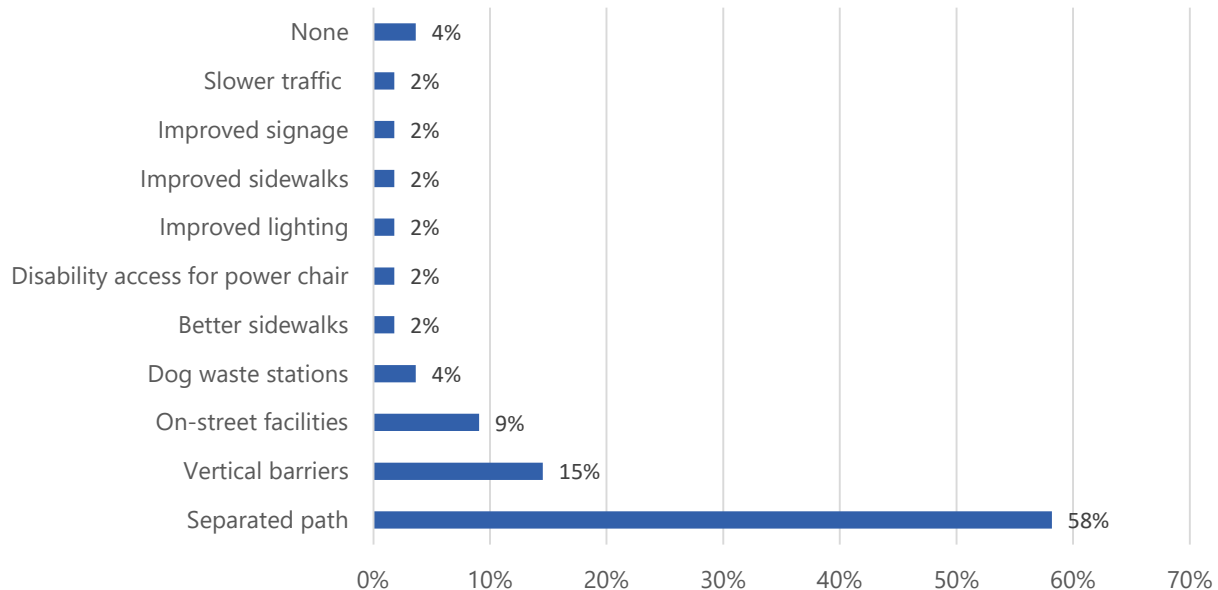
Respondents shared that they would use the proposed shared use path for recreation or exercise. Travel to shopping and travel to parks were other notable reasons for using the proposed path.

For which reasons would you use this proposed trail segment? Please choose all that apply.



Most respondents would be encouraged to walk or bike more if the proposed path was separated.

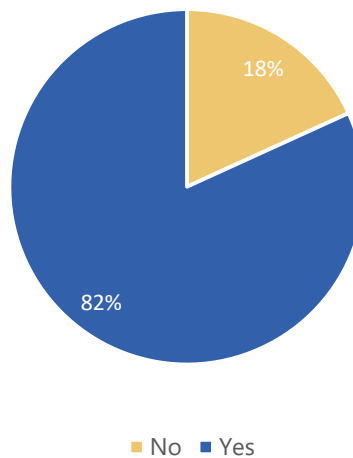
Which safety or design features would encourage you to walk or bike more? Please choose all that apply.



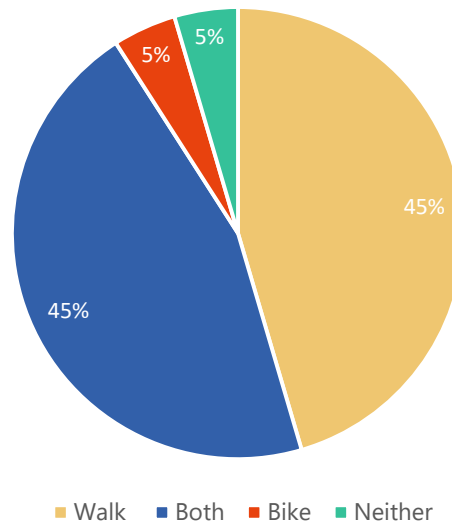
Gaffney Lane Elementary Shared Use Path – S24

This segment received 22 responses. Similar to other segments, over 80% of respondents said they would walk or bike more frequently if this trail were built.

Would you use this proposed trail segment to walk or bike if it were built?



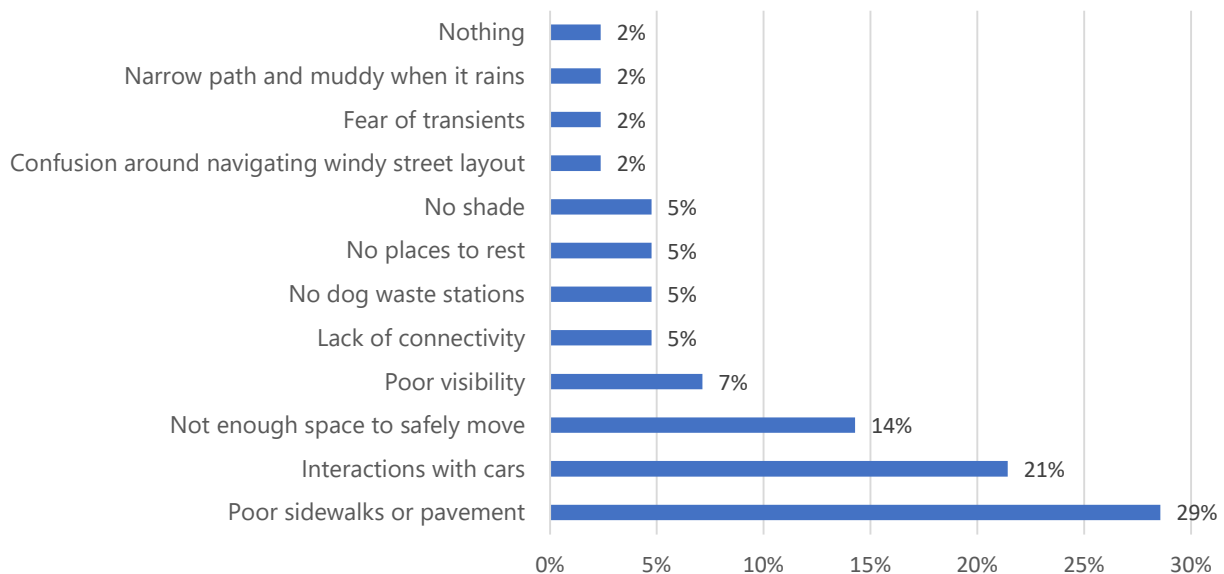
Do you typically walk or bike?



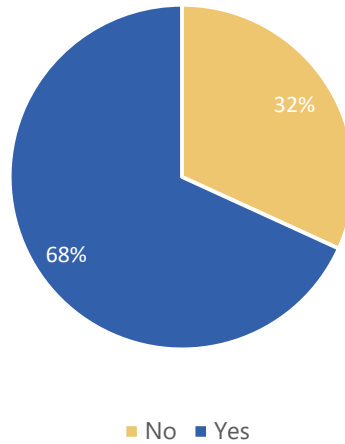
Challenges and Concerns

The major challenges for respondents include poor sidewalks or pavement, interactions with cars, and not enough space to safely move.

What challenges do you face when walking or biking in the area near this proposed trail segment? Please choose all that apply.

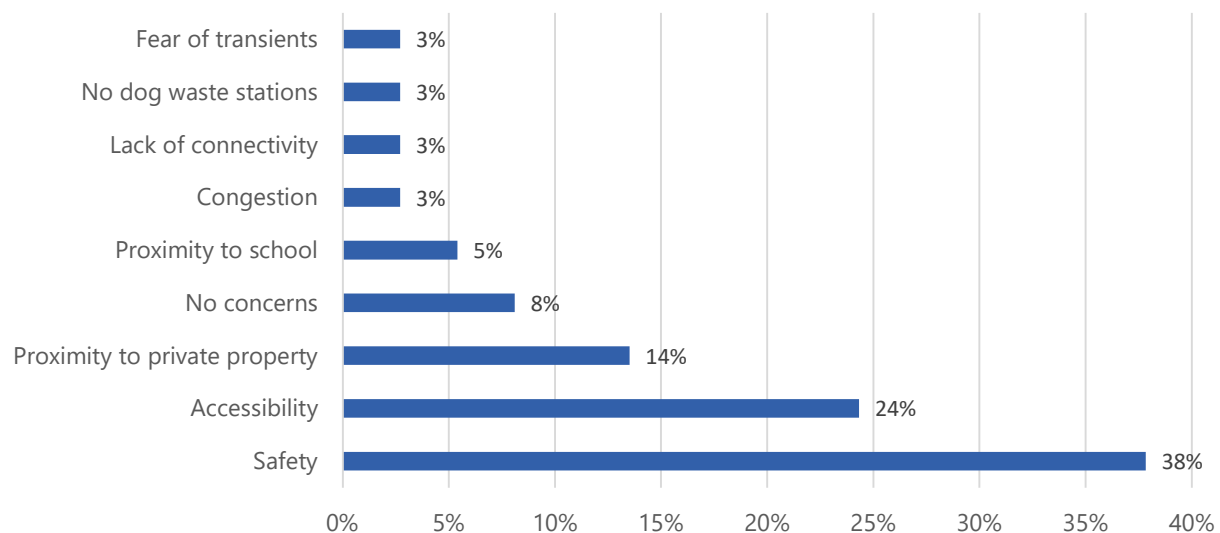


Do these challenges discourage you from walking or biking?



The biggest concerns for respondents when it comes to the location of this shared use path are safety and accessibility.

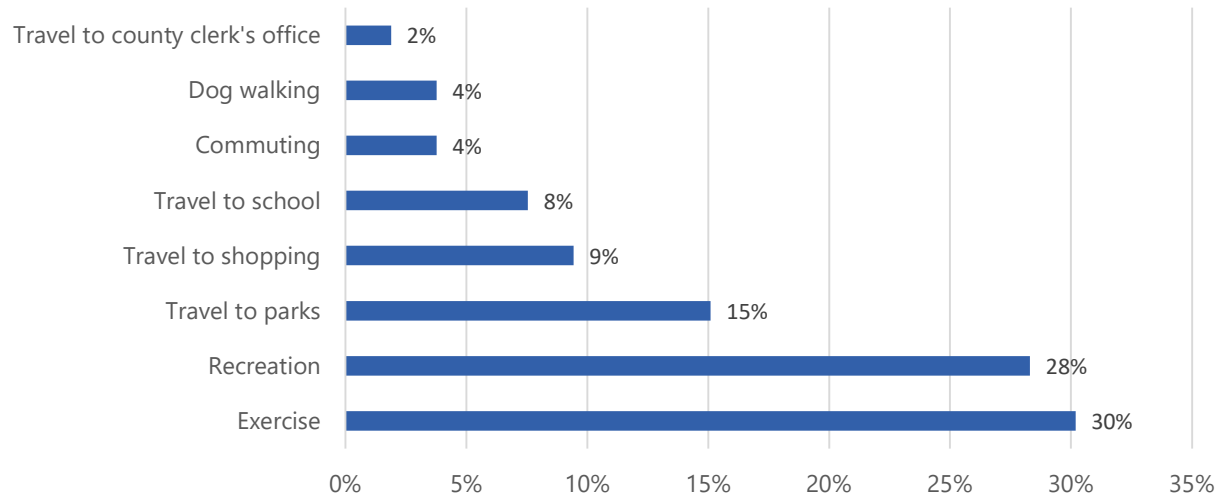
What concerns, if any, do you have about where the trail could be located? Please choose all that apply.



Opportunities

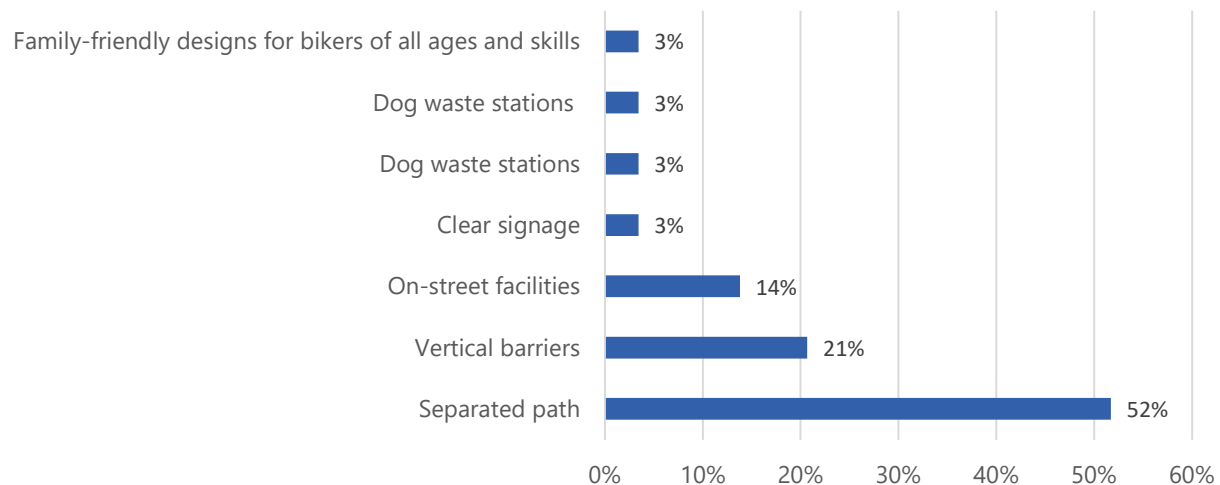
Respondents would likely use the proposed shared use path for recreation or exercise.

For which reasons would you use this proposed trail segment? Please choose all that apply.



Most respondents would be encouraged to walk or bike more if the proposed path were separated from vehicle traffic.

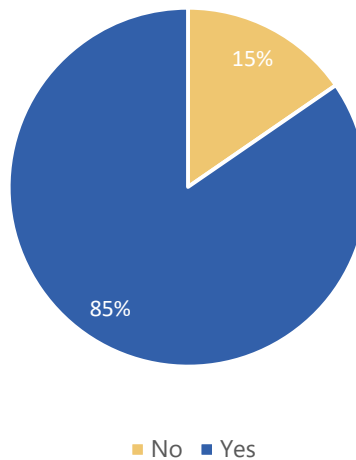
Which safety or design features would encourage you to walk or bike more? Please choose all that apply.



Orchard Grove Hazelnut Shared Use Path – S30

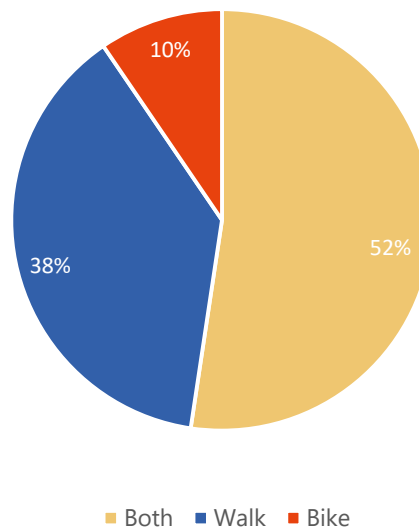
This proposed shared use path received 14 responses.

Would you use this proposed trail segment to walk or bike if it were built?



Most respondents typically walk, or both walk and bike.

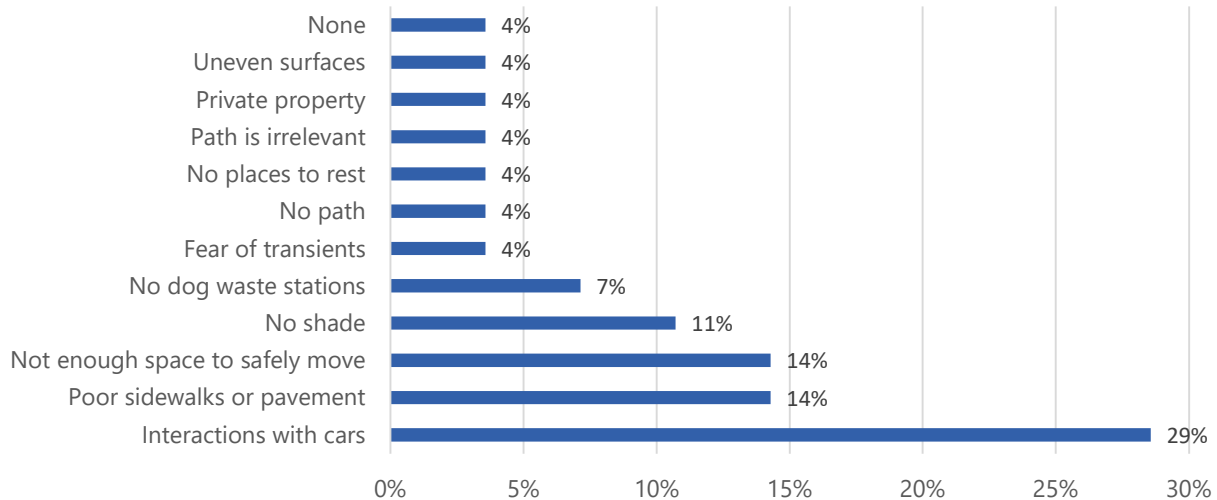
Do you typically walk or bike?



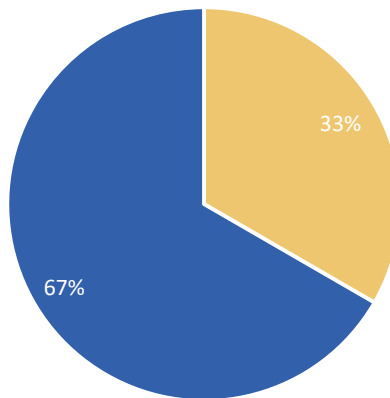
Challenges and Concerns

The challenges that respondents face when walking or biking include interactions with cars, not enough space to safely move, poor sidewalks, and no shade.

What challenges do you face when walking or biking in the area near this proposed trail segment? Please choose all that apply.



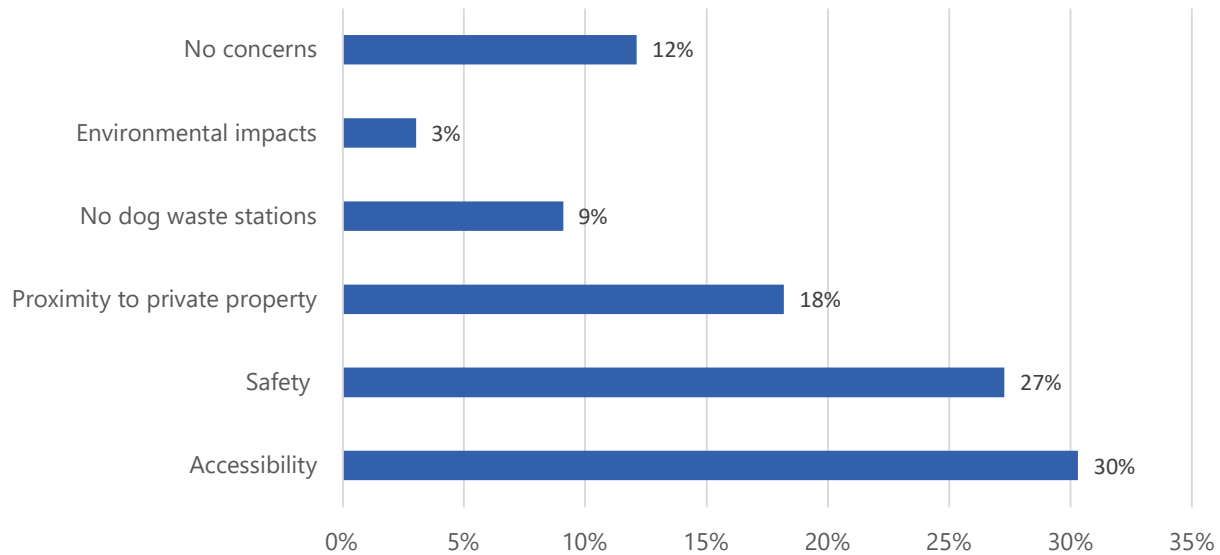
Do these challenges discourage you from walking or biking?



■ No ■ Yes

For this segment, respondents are concerned with safety, accessibility, and proximity to private property.

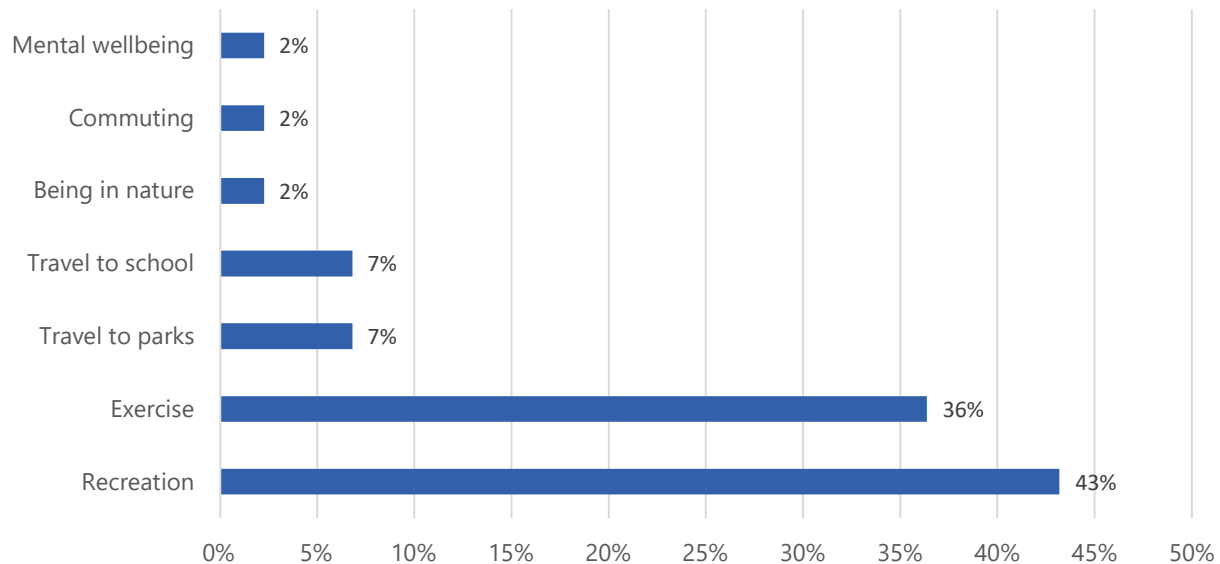
What concerns, if any, do you have about where the trail could be located? Please choose all that apply.



Opportunities

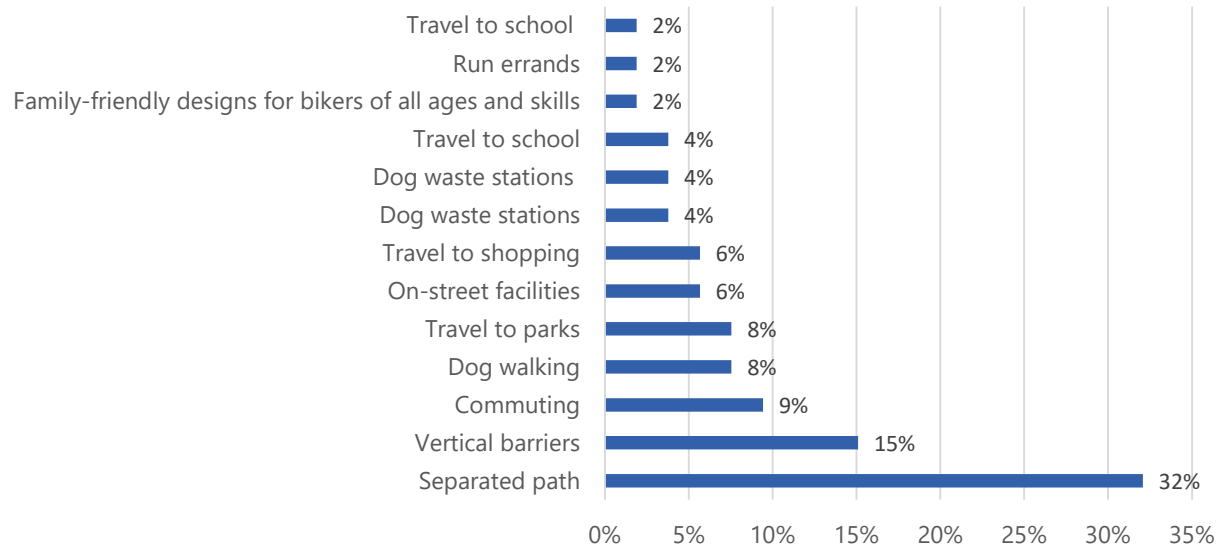
If the proposed path were built, respondents would likely use it for recreation or exercise.

For which reasons would you use this proposed trail segment? Please choose all that apply.



Most respondents would be encouraged to walk or bike more if the proposed path were separated from vehicle traffic.

Which safety or design features would encourage you to walk or bike more? Please choose all that apply.



Appendix C: Concepts & Cross-Sections

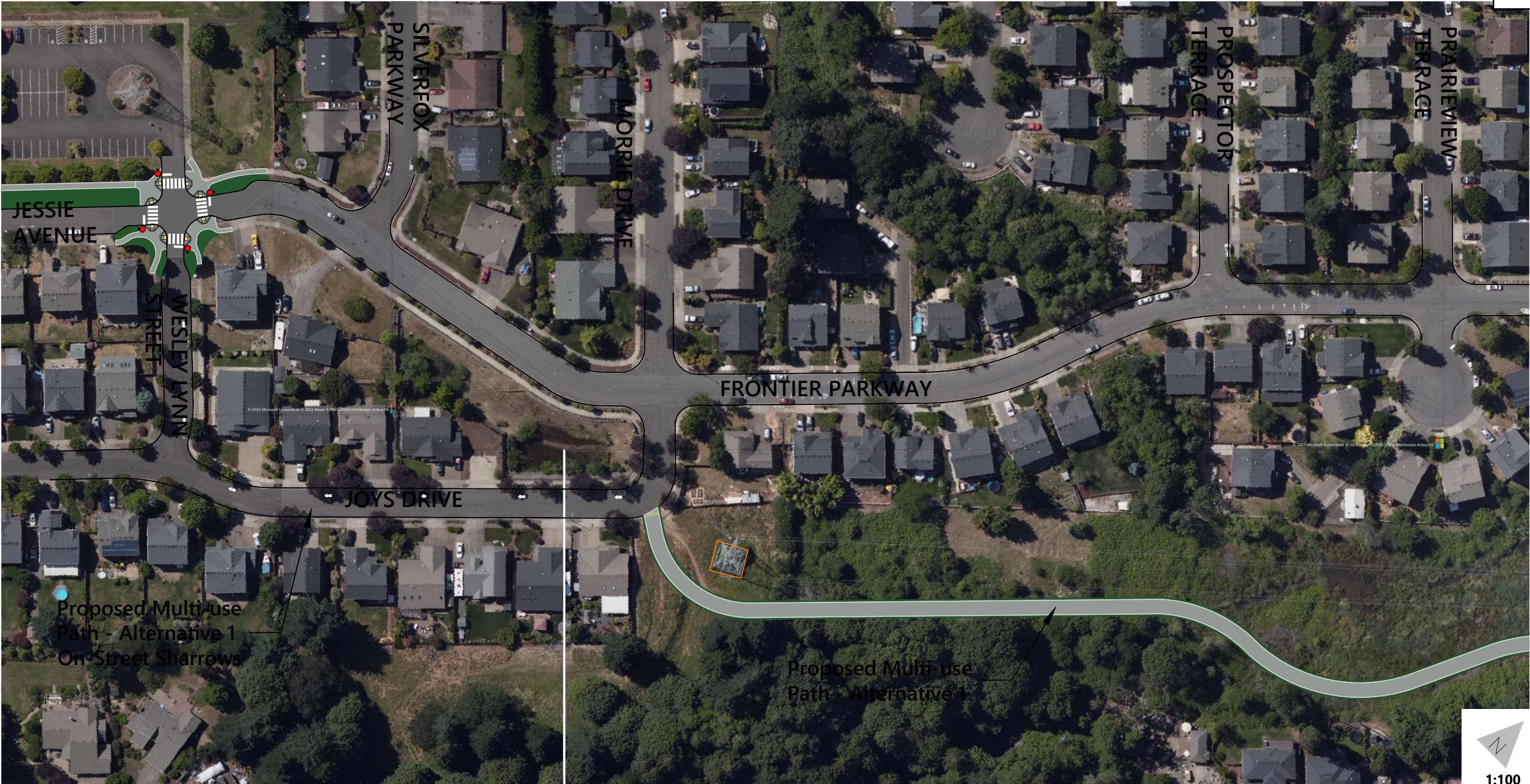


Figure 1

Oregon City Loop Trail
Gaffney Lane & Beaver Creek to Meyers Multi-use Paths
Gaffney Lane Elementary School



CONCEPTUAL - NOT FOR CONSTRUCTION. ADDITIONAL
DETAILED ANALYSIS AND ENGINEERING DESIGN REQUIRED.



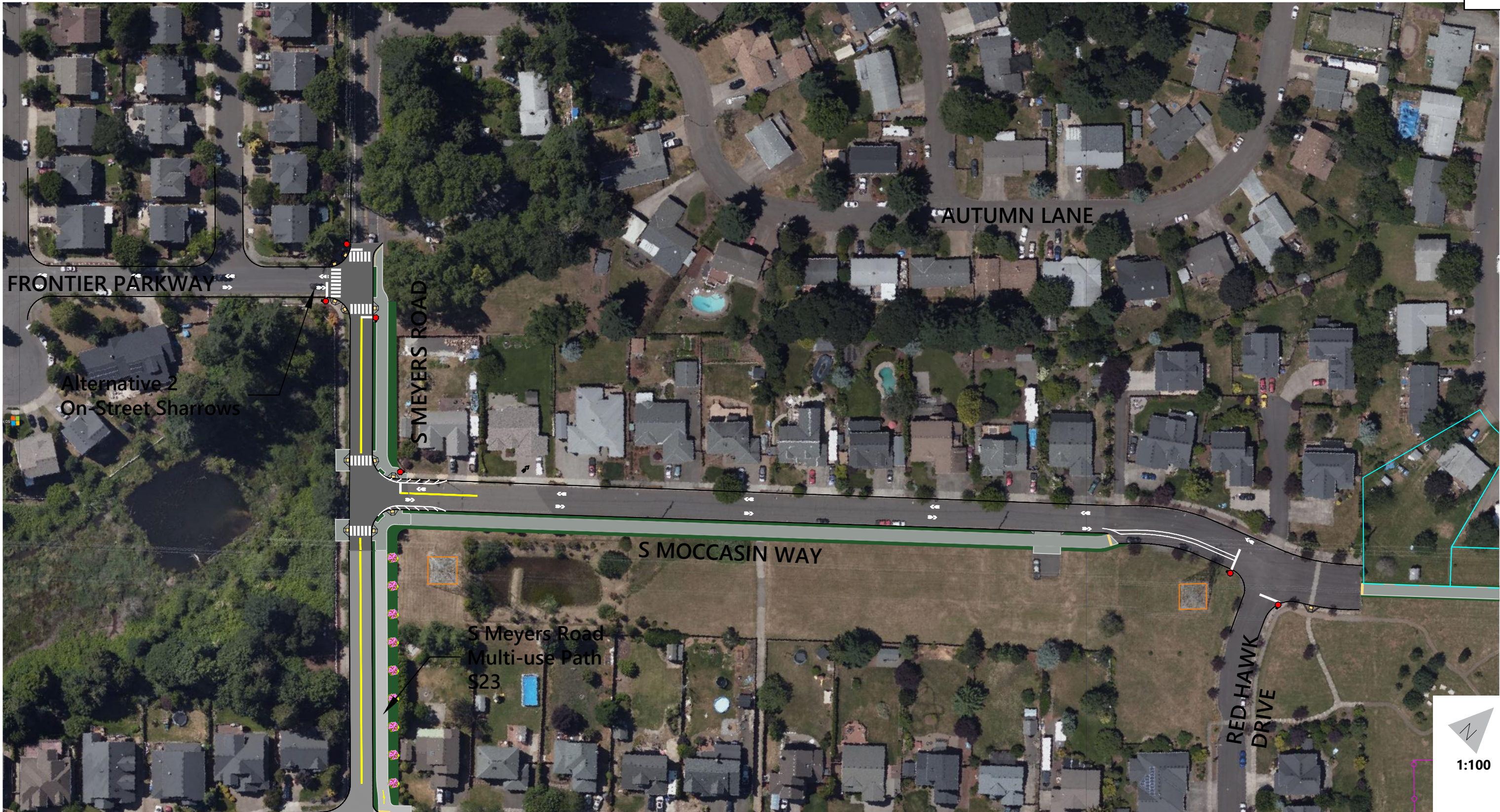
CONCEPTUAL - NOT FOR CONSTRUCTION. ADDITIONAL
DETAILED ANALYSIS AND ENGINEERING DESIGN REQUIRED.

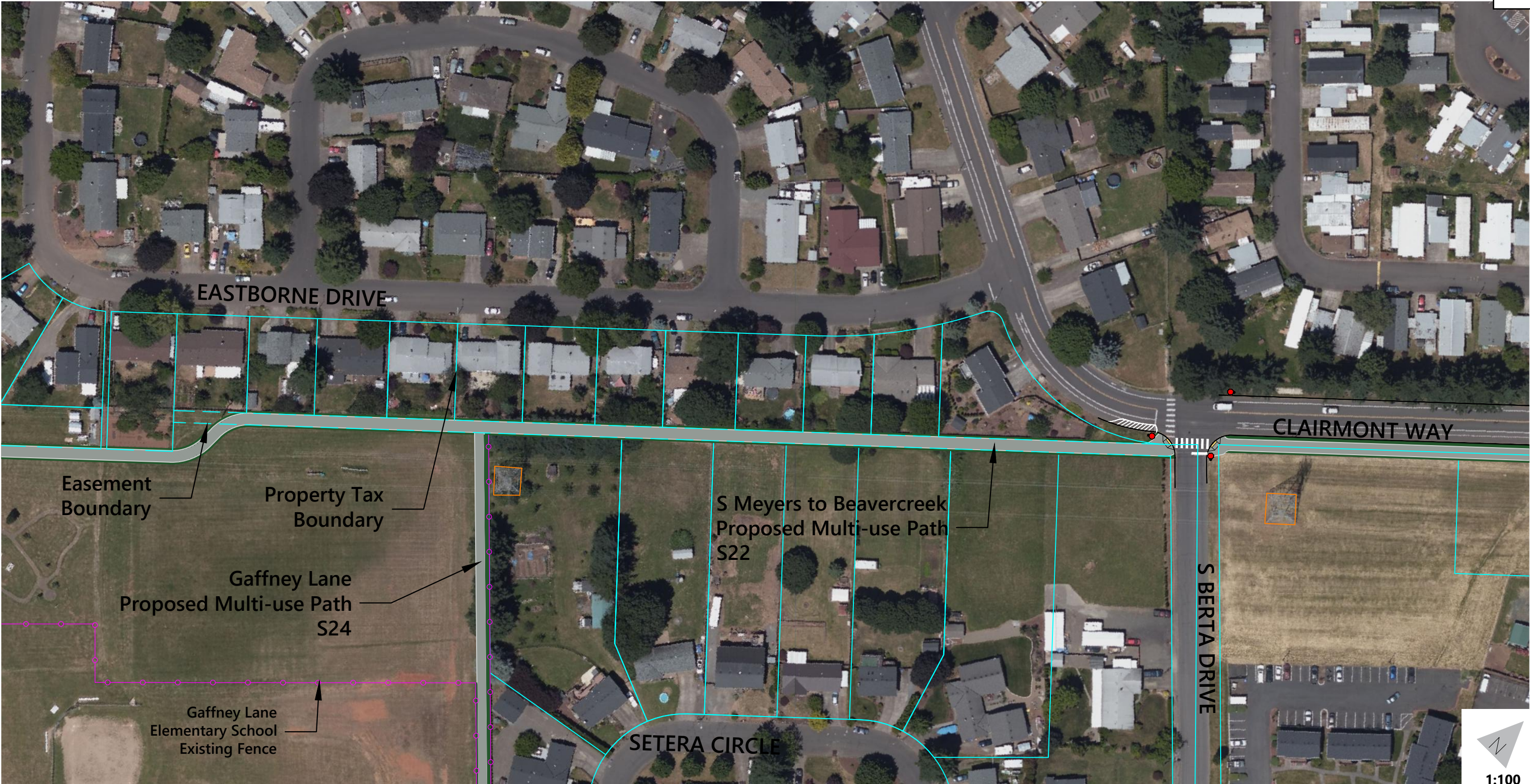


CONCEPTUAL - NOT FOR CONSTRUCTION. ADDITIONAL DETAILED ANALYSIS AND ENGINEERING DESIGN REQUIRED.



CONCEPTUAL - NOT FOR CONSTRUCTION. ADDITIONAL
DETAILED ANALYSIS AND ENGINEERING DESIGN REQUIRED.





CONCEPTUAL - NOT FOR CONSTRUCTION. ADDITIONAL
DETAILED ANALYSIS AND ENGINEERING DESIGN REQUIRED.



CONCEPTUAL - NOT FOR CONSTRUCTION. ADDITIONAL
DETAILED ANALYSIS AND ENGINEERING DESIGN REQUIRED.

Sheet 6 of 7
Oregon City Loop Trail
Meyers Road to Beaver Creek Road
Clairmont Way / Molalla Avenue Intersection



CONCEPTUAL - NOT FOR CONSTRUCTION. ADDITIONAL
DETAILED ANALYSIS AND ENGINEERING DESIGN REQUIRED.



CONCEPTUAL - NOT FOR CONSTRUCTION. ADDITIONAL
DETAILED ANALYSIS AND ENGINEERING DESIGN REQUIRED.

Figure 1
Oregon City Loop Trail
Meyers Road



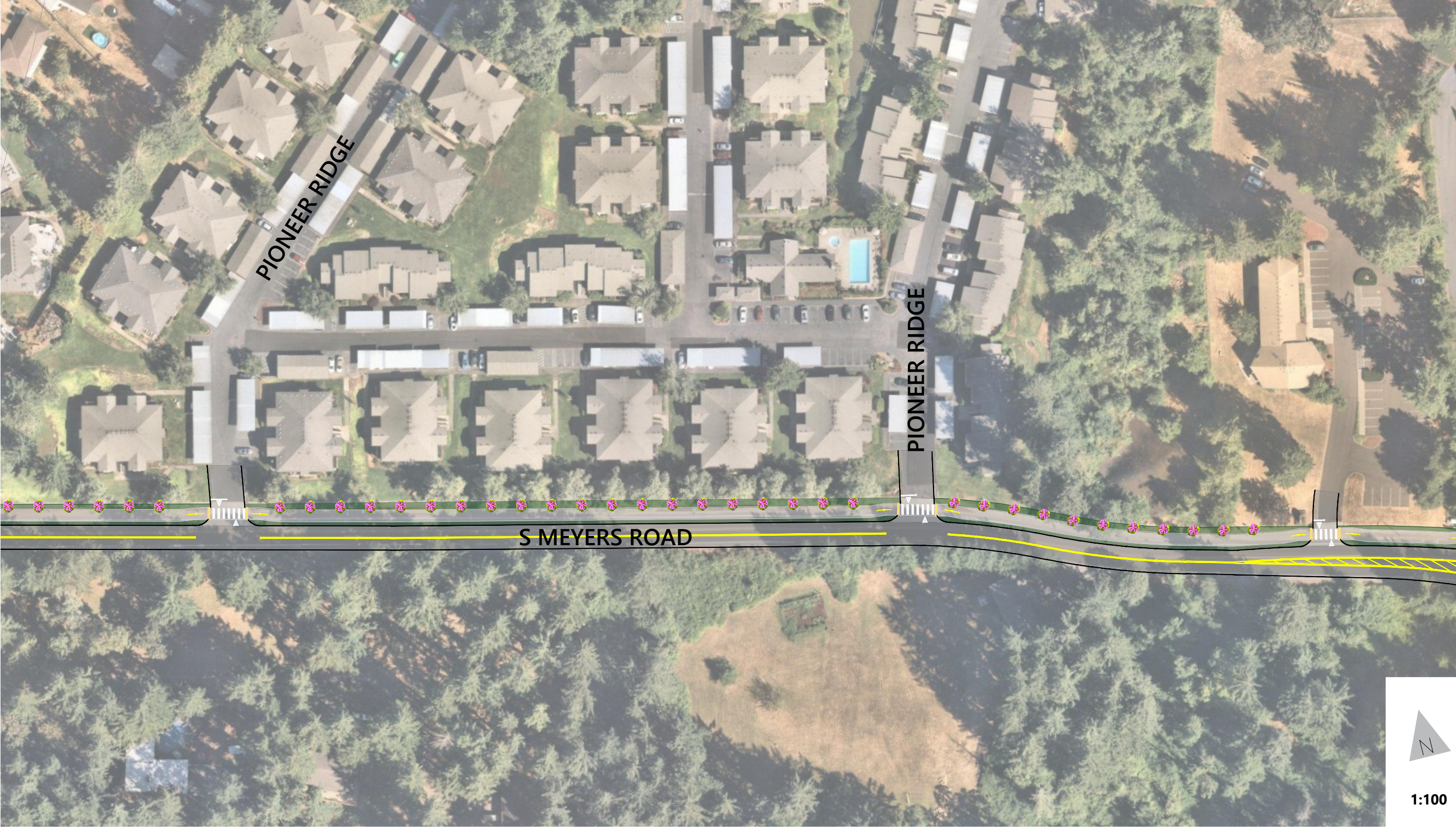
CONCEPTUAL - NOT FOR CONSTRUCTION. ADDITIONAL
DETAILED ANALYSIS AND ENGINEERING DESIGN REQUIRED.

Figure 2
Oregon City Loop Trail
Meyers Road



CONCEPTUAL - NOT FOR CONSTRUCTION. ADDITIONAL
DETAILED ANALYSIS AND ENGINEERING DESIGN REQUIRED.

Figure 3
Oregon City Loop Trail
Meyers Road



CONCEPTUAL - NOT FOR CONSTRUCTION. ADDITIONAL
DETAILED ANALYSIS AND ENGINEERING DESIGN REQUIRED.

Figure 4
Oregon City Loop Trail
Meyers Road



CONCEPTUAL - NOT FOR CONSTRUCTION. ADDITIONAL
DETAILED ANALYSIS AND ENGINEERING DESIGN REQUIRED.

Figure 5
Oregon City Loop Trail
Meyers Road



CONCEPTUAL - NOT FOR CONSTRUCTION. ADDITIONAL
DETAILED ANALYSIS AND ENGINEERING DESIGN REQUIRED.

Figure 1
Oregon City Loop Trail
Orchard Grove - Hazelnut Avenue



CONCEPTUAL - NOT FOR CONSTRUCTION. ADDITIONAL
DETAILED ANALYSIS AND ENGINEERING DESIGN REQUIRED.

Figure 2
Oregon City Loop Trail
Orchard Grove - Hazelnut Avenue

Additional Cross-Sections

Item #2.

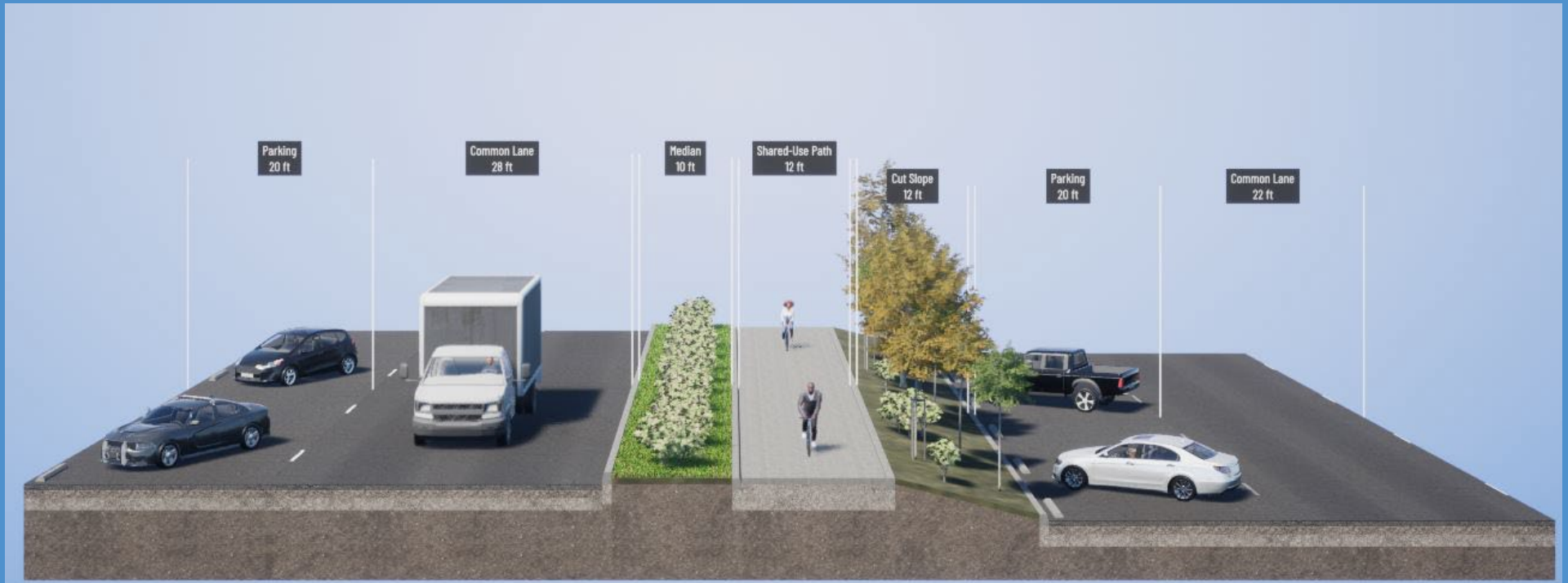


Figure D-1. Meyers-Beavercreek Proposed Cross-Section (Through Retail)

Appendix D: Cost-Estimates

S22 - Meyers to Beaver Creek (Beaver Creek to Meyers Road)

Item	Unit	Unit Cost (\$)	Quantity	Total Cost (\$)
General Excavation	C.Y.	\$100	6,786	\$678,600
Borrow	C.Y.	\$35	5,352	\$187,320
Granular Base	C.Y.	\$40	669	\$26,760
Emulsified Asphalt	TON	\$700	1,497	\$1,047,900
Curb and Gutter	L.F.	\$10	5,160	\$51,600
Painted Line (white)	L.F.	\$2	3,115	\$6,230
Painted Line (yellow)	L.F.	\$2	2,500	\$5,000
Painted Stop Line	S.F.	\$13	355	\$4,615
Painted Traffic Arrow	EACH	\$300	25	\$7,500
Painted Crosswalk (white, green)	S.F.	\$13	890	\$11,570
Painted Bike Lane Symbol	EACH	\$300	10	\$3,000
Painted Bike Sharrows	EACH	\$350	11	\$3,850
COB Green Plastic Bike Crossing	S.F.	\$15	1,760	\$26,400
ADA Ramp (New)	EACH	\$12,000	20	\$240,000
Reflective Stop Sign (New)	EACH	\$900	5	\$4,500
Traffic Signal Installation - Hawk Signal	Each	\$250,000	0	\$0
Site Prep & Demolition	15%			\$180,300
Traffic Control	20%			\$240,400
Mobilization	10%			\$120,200
Items Subtotal				\$2,845,745
Contingency	20%			\$372,000
Design Engineering	15%			\$279,000
Construction Admin	10%			\$186,000
Project Total Cost				\$3,685,000
Low Cost	-20%			\$2,950,000
Base Cost	0%			\$3,685,000
High Cost	20%			\$4,420,000

Right-Of-Way, environmental permits, retaining walls and match slopes, new and relocation of utilities, and temporary easements are not included in these cost estimates. These estimates are based on planning level analysis of project needs, they are not final. While assumptions were made for quantities the level of information these assumptions were based on was limited. The estimates are based on a conceptual cross-section and a 10% design concept plan, based on the best information available at the time. These are not engineered drawings and further study and design is needed.

S22 - Meyers to Beavercreek (Meyers Road to Wesley Lynn Park, Long-Term)

Item	Unit	Unit Cost (\$)	Quantity	Total Cost (\$)
General Excavation	C.Y.	\$100	2743	\$274,000
Borrow	C.Y.	\$35	2163	\$76,000
Granular Base	C.Y.	\$40	271	\$11,000
Emulsified Asphalt	TON	\$700	605	\$424,000
Curb and Gutter	L.F.	\$10	250	\$3,000
Painted Line (white)	L.F.	\$2	0	\$0
Painted Line (yellow)	L.F.	\$2	600	\$1,000
Painted Stop Line	S.F.	\$13	77	\$1,000
Painted Traffic Arrow	EACH	\$300	0	\$0
Painted Crosswalk (white, green)	S.F.	\$13	340	\$4,000
Painted Bike Lane Symbol	EACH	\$300	3	\$1,000
Painted Bike Sharrows	EACH	\$350	20	\$7,000
COB Green Plastic Bike Crossing	S.F.	\$15	0	\$0
ADA Ramp (New)	EACH	\$12,000	12	\$144,000
Reflective Stop Sign (New)	EACH	\$900	7	\$6,000
Traffic Signal Installation - Hawk Signal	Each	\$250,000	1	\$250,000
Site Prep & Demolition	30%			\$360,600
Traffic Control	5%			\$60,100
Mobilization	20%			\$240,400
Items Subtotal				\$1,860,000
Contingency	40%			\$744,000
Design Engineering	20%			\$372,000
Construction Admin	10%			\$186,000
Project Total Cost				\$3,160,000
Low Cost	-20%			\$2,530,000
Base Cost	0%			\$3,160,000
High Cost	20%			\$3,790,000

Right-Of-Way, environmental permits, retaining walls and match slopes, new and relocation of utilities, and temporary easements are not included in these cost estimates. These estimates are based on planning level analysis of project needs, they are not final. While assumptions were made for quantities the level of information these assumptions were based on was limited. The estimates are based on a conceptual cross-section and a 10% design concept plan, based on the best information available at the time. These are not engineered drawings and further study and design is needed.

S22 - Meyers to Beavercreek (Meyers Road to Wesley Lynn Park, Near-Term)

Item	Unit	Unit Cost (\$)	Quantity	Total Cost (\$)
General Excavation	C.Y.	\$100	948	\$95,000
Borrow	C.Y.	\$35	747	\$26,000
Granular Base	C.Y.	\$40	94	\$4,000
Emulsified Asphalt	TON	\$700	209	\$146,000
Curb and Gutter	L.F.	\$10	720	\$7,000
Painted Line (white)	L.F.	\$2	0	\$0
Painted Line (yellow)	L.F.	\$2	900	\$2,000
Painted Stop Line	S.F.	\$13	77	\$1,000
Painted Traffic Arrow	EACH	\$300	0	\$0
Painted Crosswalk (white, green)	S.F.	\$13	600	\$8,000
Painted Bike Lane Symbol	EACH	\$300	3	\$1,000
Painted Bike Sharrows	EACH	\$350	32	\$11,000
COB Green Plastic Bike Crossing	S.F.	\$15	0	\$0
ADA Ramp (New)	EACH	\$12,000	20	\$240,000
Reflective Stop Sign (New)	EACH	\$900	8	\$7,000
Traffic Signal Installation - Hawk Signal	Each	\$250,000	0	\$0
Site Prep & Demolition	10%			\$54,800
Traffic Control	10%			\$54,800
Mobilization	10%			\$54,800
Items Subtotal				\$160,000
Contingency	20%			\$109,600
Design Engineering	15%			\$82,200
Construction Admin	10%			\$54,800
Project Total Cost				\$405,000
Low Cost	-20%			\$325,000
Base Cost	0%			\$405,000
High Cost	20%			\$485,000

Right-Of-Way, environmental permits, new and relocation of utilities, and temporary easements are not included in these cost estimates. These estimates are based on planning level analysis of project needs, they are not final. While assumptions were made for quantities the level of information these assumptions were based on was limited. The estimates are based on a conceptual cross-section and a 10% design concept plan, based on the best information available at the time. These are not engineered drawings and further study and design is needed.

S23 - Meyers Road Planning Level Cost-Estimate

Item Number	Item	Unit	Unit Cost (\$)	Quantity	Total Cost (\$)
	General Excavation	C.Y.	\$100	7960	\$796,000
	Borrow	C.Y.	\$35	6280	\$220,000
	Granular Base	C.Y.	\$40	790	\$32,000
	Emulsified Asphalt	TON	\$700	1760	\$1,232,000
	Curb and Gutter	L.F.	\$10	6050	\$61,000
	Painted Line (white)	L.F.	\$2	2350	\$5,000
	Painted Line (yellow)	L.F.	\$2	12160	\$24,000
	Painted Stop Line	S.F.	\$13	370	\$5,000
	Painted Traffic Arrow	EACH	\$300	20	\$6,000
	Painted Crosswalk (white, green)	S.F.	\$13	1700	\$22,000
	Painted Bike Lane Symbol	EACH	\$300	10	\$3,000
	Painted Bike Sharrows	EACH	\$350	30	\$11,000
	COB Green Plastic Bike Crossing	S.F.	\$15	1600	\$24,000
	ADA Ramp (New)	EACH	\$4,500	5	\$23,000
	Tactile Pad	EACH	\$1,500	30	\$45,000
	Painted dashed line (yellow)	L.F.	\$2	1130	\$2,000
	Traffic Signal Installation - Hawk Signal	Each	\$250,000	1	\$250,000
Site Prep & Demolition	15%				\$ 414,000
Traffic Control	10%				\$ 276,000
Mobilization	10%				\$ 276,000
Items Subtotal					\$4,120,000
Contingency	20%				\$824,000
Design Engineering	15%				\$618,000
Construction Admin	10%				\$412,000
Project Total Cost					\$5,970,000
Low Cost	-20%		\$4,776,000		\$4,776,000
Base Cost	0%		\$5,970,000		\$5,970,000
High Cost	20%		\$7,164,000		\$7,164,000

These estimates are based on planning level analysis of project needs, they are not final. While assumptions were made for quantities the level of information these assumptions were based on was limited. The estimates are based on a conceptual cross-section and a 10% design concept plan, based on the best information available at the time. These are not engineered drawings and further study and design is needed.

Right-Of-Way, new and reallocation of utilities, and temporary easements are not included in these cost estimates

S24 - Gaffney Lane Elementary Shared Use Path Planning Level Cost-Estimate

Item Number	Item	Unit	Unit Cost (\$)	Quantity	Total Cost (\$)
	General Excavation	C.Y.	\$100	1170	\$117,000
	Borrow	C.Y.	\$35	920	\$32,000
	Granular Base	C.Y.	\$40	120	\$5,000
	Emulsified Asphalt	TON	\$700	250	\$175,000
	ADA Ramp (New)	EACH	\$4,500	2	\$9,000
Site Prep & Demolition	10%				\$34,000
Traffic Control	5%				\$17,000
Mobilization	10%				\$34,000
Items Subtotal					\$420,000
Contingency	20%				\$84,000
Design Engineering	10%				\$42,000
Construction Admin	10%				\$42,000
Project Total Cost					\$590,000
Low Cost	-20%		\$472,000		\$472,000
Base Cost	0%		\$590,000		\$590,000
High Cost	20%		\$708,000		\$708,000

These estimates are based on planning level analysis of project needs, they are not final. While assumptions were made for quantities the level of information these assumptions were based on was limited. The estimates are based on a conceptual cross-section and a 10% design concept plan, based on the best information available at the time. These are not engineered drawings and further study and design is needed.

Right-Of-Way, new and reallocation of utilities, and temporary easements are not included in these cost estimates

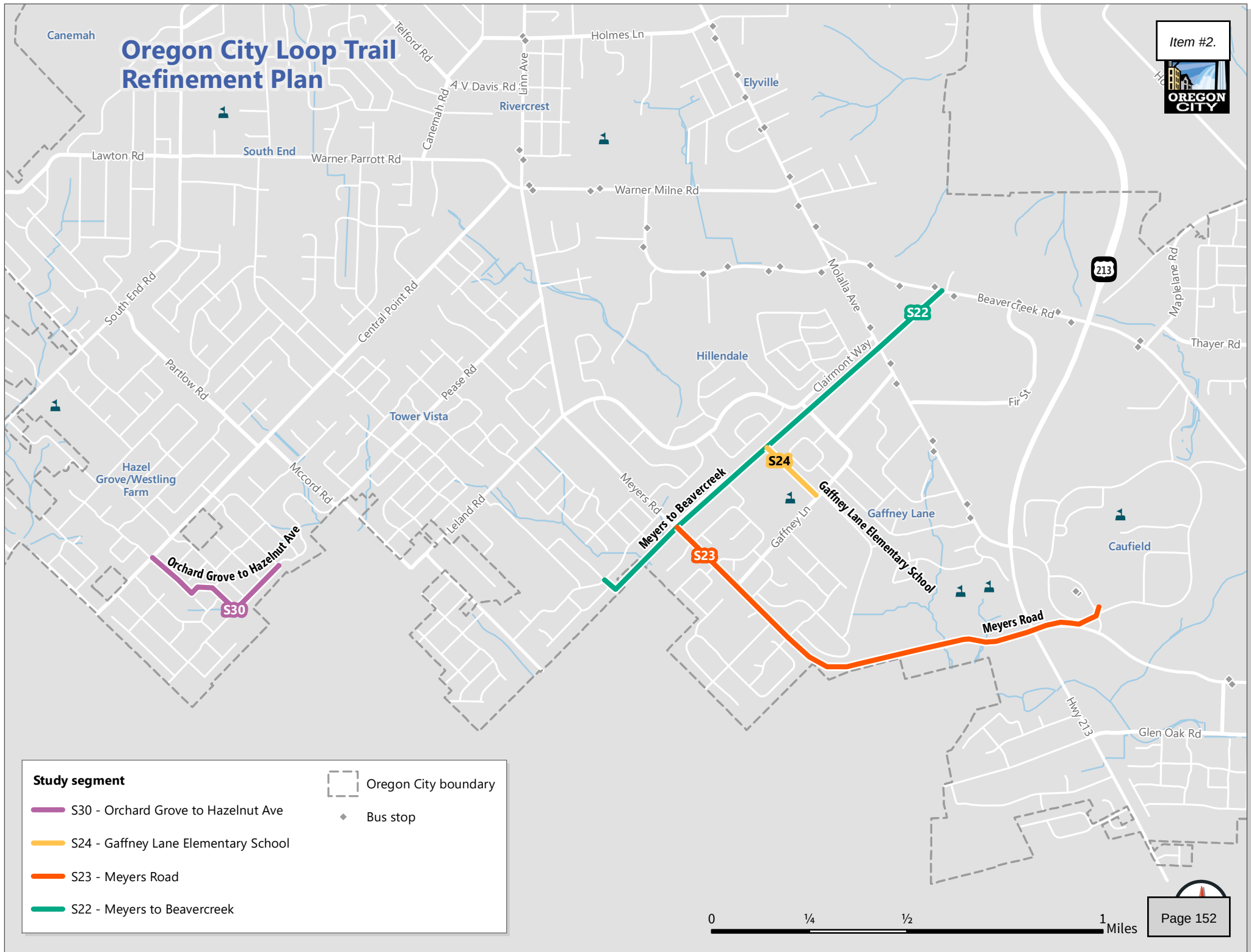
S-30 Orchard Grove-Hazelnut Planning Level Cost-Estimate

Item Number	Item	Unit	Unit Cost (\$)	Quantity	Total Cost (\$)
	Painted Bike Lane Symbol	EACH	\$300	8	\$2,400
	Painted Bike Sharrows	EACH	\$300	10	\$3,000
	ADA Ramp (New)	EACH	\$4,500	4	\$18,000
	Reflective Stop Sign (New)	EACH	\$500	2	\$1,000
	W11-2 Sign (Pedestrians Crossing)	EACH	\$500	4	\$2,000
				0	\$0
				0	\$0
				0	\$0
				0	\$0
Site Prep & Demolition	15%				\$4,000
Traffic Control	10%				\$3,000
Mobilization	10%				\$3,000
Items Subtotal					\$40,000
Contingency	20%				\$8,000
Design Engineering	15%				\$6,000
Construction Admin	10%				\$4,000
Project Total Cost					\$70,000
Low Cost	-20%		\$56,000		\$56,000
Base Cost	0%		\$70,000		\$70,000
High Cost	20%		\$84,000		\$84,000

These estimates are based on planning level analysis of project needs, they are not final. While assumptions were made for quantities the level of information these assumptions were based on was limited. The estimates are based on a conceptual cross-section and a 10% design concept plan, based on the best information available at the time. These are not engineered drawings and further study and design is needed.

Right-Of-Way, new and reallocation of utilities, and temporary easements are not included in these cost estimates

Oregon City Loop Trail Refinement Plan



Study segment

 S30 - Orchard Grove to Hazelnut Ave

 S24 - Gaffney Lane Elementary School

 S23 - Meyers Road

 S22 - Meyers to Beaver Creek

 Oregon City boundary

 Bus stop

Applicant Narrative for a Legislative Proposal

Date of submittal: October 27, 2023

APPLICANT: City of Oregon City, c/o Public Works Department, 13895 Fir Street, Oregon City, OR 97045
John Lewis, PE, Public Works Director
Josh Wheeler, PE, Assistant City Engineer

REQUEST: Legislative. The Public Works Department proposes the inclusion of the Oregon City Loop Trail Refinement Plan, an Ancillary Document to the Oregon City Transportation System Plan and the OC2040 Comprehensive Plan. This proposal amends the Comprehensive Plan.

LOCATION(S): City Wide

I. BACKGROUND:

File No. LEG-23-00002 updates the Oregon City Transportation System Plan (2013) by adopting the Oregon City Loop Trail Refinement Plan. The Oregon City Transportation System Plan is an ancillary document to the Oregon City Comprehensive Plan.

According to the 2004 Oregon City Comprehensive Plan (Introduction, “Implementing the Plan” Page 4): “Ancillary Plans are adopted by the City Commission for such things as parks and recreation, transportation systems, water facilities, and sewer facilities. Usually prepared by City departments through a public process, ancillary plans are approved by the City Planning Commission and adopted by the City Commission to provide operational guidance to city departments in planning for and carrying out city services. These plans are updated more frequently than the Comprehensive Plan.”

The Oregon City Loop Trail Plan is a document that proposes street and trail specific cross sections to various streets within the City which defines typical cross sections within the Transportation System Plan (TSP) to more fully align with the existing conditions with the existing road network which will be used as private development occurs or funds becomes available. The specific TSP Projects which were analyzed for this plan are : S-22, S-23, S-24 and S-30.

The Oregon City Loop Trail will create a loop around Oregon City providing travelers with off-street paths and on-street connections along local roadways. This path is shown in the City of Oregon City Trails Master Plan. The segments are those portions of the Trail which lie within City Limits and do not have any plan or site specific cross sections related to them.

PROCESS

Adoption of the code amendments is a legislative action that requires review and recommendation from the Planning Commission prior to adoption by the City Commission following public hearings.

Public Involvement and Public Comment

While portions of the alignments identified in this plan can be constructed on property currently owned by the City, in some cases easements will be required to connect the paths through privately held properties.

To understand concerns from property owners and agencies that could have large portions of the shared use paths traversing or adjacent to their properties, stakeholder interviews were completed early in the planning process. Stakeholder interviews also included representatives from key destinations along the paths and regional planning agencies.

Representatives from the following agencies participated in stakeholder interviews:

- Clackamas County Community College
- Deering Property Management
- Gaffney Lane Neighborhood Association
- Oregon City Parks Department
- Portland General Electric (PGE)
- Metro
- Oregon City School District
- Oregon City Parks Department

A representative from ODOT attended the pre-application meeting and commented to ensure ODOT standards are followed if an ODOT facility ends up being impacted from a future design and construction.

The Oregon City Loop Trail Refinement Plan has been available for review on the Oregon City website at the following address: <https://oregoncity.teammunicode.com/publicworks/project/ps-22-002>

Postcards were used to promote opportunities to share feedback, along with promotion on City websites and social media platforms.



OREGON CITY
Loop Trail Plan
WE WANT TO HEAR FROM YOU!

Oregon City Public Works is developing a plan for four segments of the Oregon City Loop Trail that are included in the City's Transportation System Plan. This plan will identify **where to build the trails** and **what type of trail to build**.

To share your thoughts on the proposed trails, please take our survey which can be found here:
<https://bit.ly/3AOkpzu>

For updates on the project, visit the project website here:
<https://www.oregoncity.org/publicworks/project/ps-22-002>



Community members had two opportunities to share their concerns and priorities for development of the Loop Trail and ancillary paths.

The first opportunity was through an online survey, which asked community members to share how they would use the paths, what discourages them from walking or riding a bicycle today, and what design features would make them feel safer and more comfortable when using the paths.

Nearly 70 community members responded to the survey. Key takeaways that informed recommendations in this plan include:

- A concern about the loss of privacy in areas where paths may be located next to residential areas
- A desire for amenities such as trash cans, dog waste stations, and landscaping
- A need for separation from vehicles and enhanced lighting
- A need for paths that meet the needs of a wide variety of users

The second opportunity was an in-person workshop held at Gaffney Lane Elementary School which focused on the Gaffney Lane path and the Meyers-Beavercreek path. Feedback from community members included:

- A desire to maintain existing green space between Meyers Road and Frontier Parkway
- Paths that used to traverse the existing school property were highly-utilized; opportunities to follow that alignment should be prioritized
- Concerns about proximity of the paths to houses and the elementary school

The Legislative Process as it relates to the Oregon City Comprehensive Plan

The applicable approval criteria for a legislative action are the guidance provided in the Oregon City Comprehensive Plan, the applicable goals and policies of the Oregon City Comprehensive Plan, and any applicable statewide planning goals.

Section 2 – *Land Use* of the 2004 Oregon City Comprehensive Plan indicates that the regular review and updated of the Comprehensive Plan should consider the following:

1. Plan implementation process.
2. Adequacy of the Plan to guide land use actions, including an examination of trends.
3. Whether the Plan still reflects community needs, desires, attitudes and conditions. This shall include changing demographic patterns and economics.
4. Addition of updated factual information including that made available to the City of regional, state and federal governmental agencies.

Oregon City Comprehensive Plan (P.16)

Regular Review and Update

Plan maintenance and updating is a continuous technical review of the Plan by the Planning staff. This review and any subsequent recommendations for Plan updating should be presented to the

Neighborhood Associations, Planning Commission and City Commission for input and discussion in the same manner as requested Plan changes. The continuous review should consider:

1. Plan implementation process;

The Oregon City Loop Trail Refinement Plan is a special purpose plan that is part of the City's Transportation System Plan, an adopted Ancillary Document to the Oregon City Comprehensive Plan. The TSP is both a technical document and a conceptual guide that requires regular review in order to maintain and update it. The applicant, Oregon City Public Works Department, has presented the update for input by the residents, affected agencies, property owners, and the Gaffney Neighborhood Association. The applicant will present to Planning Commission and City Commission in accordance with the recommended method described in the Comprehensive Plan and pursuant to the applicable process described in Oregon City Municipal Code section 17.50.170. The plan implementation process is consistent with the Comprehensive Plan.

The Planning Commission will be initiating the legislative process tentatively scheduled for December 11, 2023.

Staff presented the amendments to the Citizen Involvement Committee on November 6, 2023.

The first evidentiary public hearing for the proposed amendments will be held with the Planning Commission and will follow the notice procedures for a legislative action per OCMC 17.50. The City Commission public hearing will be scheduled once the Planning Commission has completed their review and provided a recommendation on the proposed amendments.

The Department of Land Conservation and Development will be notified as required by ORS 197.610 – 197.625. The Staff Report will be made available at least seven days prior to the public hearing and the application was processed according to the Legislative Hearing Process as required under Oregon City Municipal Code 17.50.170. Implementation of the Plan is discussed further in Criterion 2.

2. Adequacy of the Plan to guide land use actions, including an examination of trends.

The Oregon City Loop Trail Refinement Plan provides an analysis of existing conditions and provides direction for future development, funding and needs. The plan provides cross sections of shared use paths to be used as an adequate guide for future land use actions and the development of criteria to be utilized in land use actions. The plan includes construction cost estimates and contingencies for the planning and design of recommended system facilities.

3. Whether the Plan still reflects community needs, desires, attitudes and conditions. This shall include changing demographic patterns and economics.

Community members had two opportunities to share their concerns and priorities for development of the Loop Trail and ancillary paths.

The first opportunity was through an online survey, which asked community members to share how they would use the paths, what discourages them from walking or riding a bicycle today, and what design features would make them feel safer and more comfortable when using the paths.

Nearly 70 community members responded to the survey. Key takeaways that informed recommendations in this plan include:

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The second opportunity was an in-person workshop held at Gaffney Lane Elementary School which focused on the Gaffney Lane path and the Meyers-Beavercreek path. Feedback from community members included:

- A desire to maintain existing green space between Meyers Road and Frontier Parkway
- Paths that used to traverse the existing school property were highly-utilized; opportunities to follow that alignment should be prioritized
- Concerns about proximity of the paths to houses and the elementary school

4. *Addition of updated factual information including that made available to the City by regional, state and federal governmental agencies.*

The Oregon City Loop Trail Refinement Plan provides provided factual information concerning environmental impacts and electrical easements.

The impacts and easements determined the best location for the shared use paths with the least amount of conflict with these areas.

Public Notice and Comments

This is a legislative action that requires public notice pursuant to OCMC 17.50.090.C. - *Notice of Public Hearing on a Legislative Proposal*. The Community Development Director will provide the required Post Acknowledgement Plan Amendment (PAPA) notice to the Oregon Department of Land Conservation and Development. Notice of a Planning Commission public hearing will be provided to the Citizen Involvement Committee, Neighborhood Associations, and affected service districts, agencies and parties by email.

II. DECISION-MAKING CRITERIA

The remainder of this staff report provides additional findings to demonstrate that the proposed Oregon City Loop Trail Refinement Plan is consistent with applicable approval criteria.

Chapter 17.68 - Zoning Changes and Comprehensive Plan Amendments

17.68.010 - Initiation of the amendment.

A text amendment to the comprehensive plan, or an amendment to the zoning code or map or the Comprehensive Plan map, may be initiated by:

- A. A resolution request by the City Commission;*
- B. An official proposal by the Planning Commission;*
- C. An application to the Planning Division; or.*
- D. A Legislative request by the Planning Division.*

All requests for amendment or change in this title shall be referred to the Planning Commission.

Response: The proposal qualifies as initiated as a legislative request by the initiation of a request by the Public Works Department and by Legislative Request by the Planning Division.

17.68.015 –Procedures.

Applications shall be reviewed pursuant to the procedures set forth in Chapter 17.50.

17.50.170 - Legislative hearing process.

A. Purpose. Legislative actions involve the adoption or amendment of the city's land use regulations, comprehensive plan, maps, inventories and other policy documents that affect the entire city or large portions of it. Legislative actions which affect land use shall begin with a public hearing before the planning commission.

B. Planning Commission Review.

1. Hearing Required. The planning commission shall hold at least one public hearing before recommending action on a legislative proposal. Any interested person may appear and provide written or oral testimony on the proposal at or prior to the hearing. The community development director shall notify the Oregon Department of Land Conservation and Development (DLCD) as required by the post-acknowledgment procedures of ORS 197.610 to 197.625, as applicable.

C. City Commission Review.

1. City Commission Action. Upon a recommendation from the planning commission on a legislative action, the city commission shall hold at least one public hearing on the proposal. Any interested person may provide written or oral testimony on the proposal at or prior to the hearing. At the conclusion of the hearing, the city commission may adopt, modify or reject the legislative proposal, or it may remand the matter to the planning commission for further consideration. If the decision is to adopt at least some form of the proposal, and thereby amend the city's land use regulations, comprehensive plan, official zoning maps or some component of any of these documents, the city commission decision shall be enacted as an ordinance.

2. Notice of Final Decision. Not later than five days following the city commission final decision, the community development director shall mail notice of the decision to DLCD in accordance with ORS 197.615(2).

Response: This legislative action followed the procedures found in OCMC 17.50.170 including meetings with the Gaffney Neighborhood, Planning Commission, and City Commission where applicable.

17.68.020 - Criteria.

The criteria for comprehensive plan amendment or text or map amendment in the zoning code are set forth as follows:

- A. The proposal shall be consistent with the applicable goals and policies of the comprehensive plan;*

Response: This legislative action is consistent with the applicable goals and policies of the comprehensive plan as detailed in the responses below. Therefore, the proposed amendments are consistent with Criterion (A).

OC2040 Oregon City Comprehensive Plan

According to the OC2040 Comprehensive Plan (Appendix 3): “Ancillary plans are adopted by the City Commission for such things as parks and recreation, transportation systems, water facilities, and sewer facilities. Usually prepared by City departments through a public process, ancillary plans are approved by the City Planning Commission and adopted by the City Commission to provide operational guidance to city departments in planning for and carrying out city services. These plans are updated more frequently than the comprehensive plan.”

The Oregon City Loop Trail Refinement Plan will be adopted as an ancillary document to the Oregon City Transportation System Plan (TSP). The TSP is an adopted ancillary document to the Oregon City Comprehensive Plan. The TSP is both a technical document and a conceptual guide that requires regular review.

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

Inset Relevant OC2040 Text, Goals, Policies and Strategies here.

Section 1 Citizen Involvement

Goal 1.2 Community and Comprehensive Planning

Ensure that citizens, neighborhood groups, and affected property owners are involved in all phases of the comprehensive planning program.

Policy 1.2.1 - Encourage citizens to participate in appropriate government functions and land-use planning.

Goal 1.3 Community Education - Provide education for individuals, groups, and communities to ensure effective participation in decision-making processes that affect the livability of neighborhoods.

Goal 1.4 Community Involvement - Provide complete information for individuals, groups, and communities to participate in public policy planning and implementation of policies.

Policy 1.4.1 - Notify citizens about community involvement opportunities when they occur.

Goal 1.5 Government/Community Relations -Provide a framework for facilitating open, two-way communication between City representatives and individuals, groups, and communities.

Finding: Complies as Proposed. Development of the plan included an extensive public involvement effort. Oregon City Public Works Department has presented the project to the public at several meetings including a Gaffney Neighborhood Meeting, Citizen Involvement Committee, Planning

Commission and City Commission. Documentation produced with the corridor plan has been posted on the project website throughout the duration of the project and comments have been integrated into the final product. Direct outreach was completed with directly impacted property owners through mailings and phone calls as discussed in the report. The product will be reviewed through the Legislative approval process.

The public involvement and public comment process included: placing project information on the City's website, (1) meeting with the Gaffney Lane Neighborhood, (8) discussions with directly impacted organizations, and numerous postcards and letters seeking input from directly impacted neighbors meetings.

One survey was completed to get feedback about location and design of the various trails.

This application will be noticed by mailings to all properties within 300 feet of the xxx and notice in the newspaper.

Comprehensive Plan Section 2 Land Use

Section 2: Land Use

Goal 2.1 Efficient Use of Land

Ensure that property planned for residential, commercial, office, and industrial uses is used efficiently and that land is developed following principals of sustainable development

Policy 2.1.3 Encourage sub-area master planning for larger developments or parcels, including re-development, where it may be feasible to develop more mixed uses, or campus-style industrial parks, with shared parking and landscaping areas. Allow development to vary from prescriptive standards if planned and approved under this provision.

Policy 2.1.4 Use redevelopment programs such as urban renewal to help redevelop underutilized commercial and industrial land.

Goal 2.6 Industrial Land Development

Ensure an adequate supply of land for major industrial employers with family-wage jobs.

Policy 2.6.7 Establish priorities to ensure that adequate public facilities are available to support the desired industrial development.

Finding: Complies as Proposed. No change to land uses are proposed. The Plan aims to connect residents to all uses within the neighborhood and beyond.

Goal 2.4: Neighborhood Livability - Provide a sense of place and identity for residents and visitors by protecting and maintaining neighborhoods as the basic unit of community life in Oregon City while implementing the goals and policies of the other sections of the Comprehensive Plan.

Policy 2.4.2 Strive to establish facilities and land uses in every neighborhood that help give vibrancy, a sense of place, and a feeling of uniqueness; such as activity centers and points of interest.

Finding: Complies as Proposed. The Plan aims to connect residents to all uses within the neighborhood and beyond, and to provide connections between other pedestrian and bicycle routes. The Plan will add to the vibrancy of the area by creating a safer environment for people to travel within their neighborhoods on foot and by bicycle when funds become available to build the infrastructure.

Policy 2.4.3 *Promote connectivity between neighborhoods and neighborhood commercial centers through a variety of transportation modes.*

Finding: Complies as Proposed. The Plan aims to connect residents to all uses within the neighborhood and beyond, and to provide connections between other pedestrian and bicycle routes.. The Plan will add to the vibrancy of the area by creating a safer environment for people to travel within their neighborhoods on foot and by bicycle when funds become available to build the infrastructure.

Goal 2.7 Oregon City Comprehensive Plan Land-Use Map

Maintain the Oregon City Comprehensive Plan Land-Use Map as the official long-range planning guide for land-use development of the city by type, density and location.

Policy 2.7.2 *Use the following 11 land-use classifications on the Oregon City Comprehensive Plan Land-Use Map to determine the zoning classifications that may be applied to parcels:*

- Low Density Residential (LR)
- Medium Density Residential (MR)
- High Density Residential (HR)
- Commercial (C)
- Mixed Use Corridor (MUC)
- Mixed Use Employment (MUE)
- Mixed Use Downtown (MUD)
- Industrial (I)
- Public and Quasi-Public (QP)
- Parks (P)
- Future Urban Holding (FUH)

Finding: This proposal makes no changes to the Comprehensive Plan, zoning, or land use designations for lands within the Urban Growth Boundary. The proposal will maintain the existing Oregon City Land Use Map as the official long range planning guide for land use development of the city by types, density and location (Goal 2.7).

Goal 5: Open Spaces, Scenic and Historic Areas, and Natural Resources

Goal 5.1 – Open Space

Policy 5.1.1 *Conserve open space along creeks, urban drainage ways, steep hillsides, and throughout Newell Creek Canyon.*

Policy 5.1.2 *Manage open space areas for their value in linking citizens and visitors with the natural environment, providing solace, exercise, scenic views and outdoor education. Built features in open space sites should harmonize with natural surroundings.*

Finding: This proposal makes no changes to the existing inventories of open space, scenic and historic areas, and natural resources or the adopted maps, code and policies pertaining thereto. The proposal

will assist in the identification, conservation and management of new resources that may be impacted when improvements are planned and constructed(Goal 5.1).

Goal 5.2 Scenic Views and Scenic Sites

Policy 5.2.1 *Identify and protect significant views of local and distant features such as Mt. Hood, the Cascade Mountains, the Clackamas River Valley, the Willamette River, Willamette Falls, the Tualatin Mountains, Newell Creek Canyon, and the skyline of the city of Portland, as viewed from within the city.*

Policy 5.2.2 *Maximize the visual compatibility and minimize the visual distraction of new structures or development within important viewsheds by establishing standards for landscaping, placement, height, mass, color, and window reflectivity.*

Finding: This proposal makes no changes to the existing inventories of open space, scenic and historic areas, and natural resources or the adopted maps, code and policies pertaining thereto. The proposal will assist in the identification, conservation and management of new resources that may be impacted when improvements are planned and constructed(Goal 5.1 and 5.2).

Goal 5.3 Historic Resources

Policy 5.3.3 *Promote the designation of qualifying properties outside Historic and Conservation Districts as historic.*

Policy 5.3.8 *Preserve and accentuate historic resources as part of an urban environment that is being reshaped by new development projects.*

Finding: This proposal makes no changes to the existing inventories of open space, scenic and historic areas, and natural resources or the adopted maps, code and policies pertaining thereto. The proposal will assist in the identification, conservation and management of new resources that may be impacted when improvements are planned and constructed (Goal 5.1 – 5.3).

Goal 5.4 Natural Resources

Policy 5.4.1 *Conserve and restore ecological structure, processes and functions within the city to closely approximate natural ecosystem structure, processes, and functions.*

Policy 5.4.5 *Ensure that riparian corridors along streams and rivers are conserved and restored to provide maximum ecological value to aquatic and terrestrial species. This could include an aggressive tree and vegetation planting program to stabilize slopes, reduce erosion, and mitigate against invasive species and stream impacts where appropriate.*

Policy 5.4.9 *Protect and enhance riparian corridors along streams in Oregon City to increase shade, reduce streambank erosion and intrusion of sediments, and provide habitat for a variety of plants, animals, and fish.*

Policy 5.4.12 *Use a watershed-scale assessment when reviewing and planning for the potential effects from development, whether private or public, on water quality and quantity entering streams.*

Policy 5.4.13 *Adopt and/or establish standards for all new development that promote the use of pervious surfaces and prevent negative ecological effects of urban stormwater runoff on streams, creeks and rivers.*

Policy 5.4.16 *Protect surfacewater quality by:*

- *providing a vegetated corridor to separate protected water features from development*
- *maintaining or reducing stream temperatures with vegetative shading*
- *minimizing erosion and nutrient and pollutant loading into water*
- *providing infiltration and natural water purification by percolation through soil and vegetation*

Policy 5.4.18 *Encourage use of native and hardy plants such as trees, shrubs and groundcovers to maintain ecological function and reduce maintenance costs and chemical use.*

Finding: This proposal makes no changes to the existing inventories of open space, scenic and historic areas, and natural resources or the adopted maps, code and policies pertaining thereto. The proposal will assist in the identification, conservation and management of new resources that may be impacted when improvements are planned and constructed (Goal 5.4).

Section 6: Quality of Air, Water and Land Resources

Goal 6.1 *Air Quality -Promote the conservation, protection and improvement of the quality of the air in Oregon City.*

Policy 6.1.2 *-Ensure that development practices comply with or exceed regional, state, and federal standards for air quality.*

Policy 6.3.3 *Employ practices in City operations and facilities, including street lighting, which increases safety and reduces unnecessary glare, light trespass, and light pollution.*

Finding: Complies as Proposed. The plan included an analysis of natural resources. Creating safe travel corridors for pedestrian and bikes will allow more people to avoid driving, which will better preserve and protect natural resources. When permits are sought for construction, any applicable land use review for Natural Resource Overlay District and Geologic Hazard Overlay District will be required.

Goal 7.1: Natural Hazards

Protect life and reduce property loss from the destruction associated with natural hazards.

Finding: Complies as Proposed. The plan included an analysis of natural resources. Creating safe travel corridors for pedestrian and bikes will allow more people to avoid driving, which will better preserve and protect natural resources. When permits are sought for construction, any applicable land use review for Natural Resource Overlay District and Geologic Hazard Overlay District will be required.

Goal 11: Public Facilities

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

Transportation infrastructure • Wastewater collection • Stormwater management • Police protection • Fire protection • Parks and recreation • Water distribution • Planning, zoning and subdivision regulation • Library services • Aquatic Center • Carnegie Center • Pioneer Community Center • City Hall • Buena Vista House • Ermatinger House

Policy 11.4.2 *Adopt “green streets” standards to reduce the amount of impervious surface and increase the use of bioswales for stormwater retention where practicable.*

Finding: Complies as Proposed. Goal 11 requires that public facilities and services be provided in a timely, orderly and efficient manner. The goal’s central concept is that local governments should plan public services in accordance with the community’s needs as a whole rather than be forced to respond to individual developments as they occur. The Oregon City Loop Trail Refinement Plan will provide a design for public facilities as well as a means to obtain future funding.

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

Finding: Complies as Proposed. The plan included an analysis of natural resources. Creating safe travel corridors for pedestrian and bikes will allow more people to avoid driving, which will better preserve and protect natural resources. When permits are sought for construction, any applicable land use review for Natural Resource Overlay District and Geologic Hazard Overlay District will be required.

Goal 12: Transportation

Policy 12.1.1 *Maintain and enhance citywide transportation functionality by emphasizing multi-modal travel options for all types of land uses.*

Finding: Complies as Proposed. Implementation of the plan will result in a more complete transportation system with a variety of multi-modal travel options. The plan will create a more walkable environment within the City through the addition of sidewalks and bike lanes.

Policy 12.1.2 *Continue to develop corridor plans for the major arterials in Oregon City, and provide for appropriate land uses in and adjacent to those corridors to optimize the land use-transportation connection.*

Finding: Complies as Proposed. Implementation of the plan will result in a more complete transportation system with a variety of multi-modal travel options. The plan will create a more walkable environment within the City through the addition of sidewalks and bike lanes.

Policy 12.1.4 *Provide walkable neighborhoods. They are desirable places to live, work, learn and play, and therefore a key component of smart growth.*

Finding: Complies as Proposed. Implementation of the plan will result in a more complete transportation system with a variety of multi-modal travel options. The plan will create a more walkable environment within the City through the addition of sidewalks and bike lanes.

Policy 12.3.1 *Provide an interconnected and accessible street system that minimizes vehicle-miles-traveled and inappropriate neighborhood cut-through traffic.*

Finding: Complies as Proposed. Implementation of the plan will result in a more complete transportation system with a variety of multi-modal travel options. The plan will create a more walkable environment within the City through the addition of sidewalks and bike lanes.

Policy 12.3.2 *Provide an interconnected and accessible pedestrian system that links residential areas with major pedestrian generators such as employment centers, public facilities, and recreational areas.*

Finding: Complies as Proposed. Implementation of the plan will result in a more complete transportation system with a variety of multi-modal travel options. The plan will create a more walkable environment within the City through the addition of sidewalks and bike lanes.

Policy 12.3.3 *Provide a well-defined and accessible bicycle network that links residential areas, major bicycle generators, employment centers, recreational areas, and the arterial and collector roadway network.*

Finding: Complies as Proposed. Implementation of the plan will result in a more complete transportation system with a variety of multi-modal travel options. The plan will create a more walkable environment within the City through the addition of sidewalks and bike lanes.

Policy 12.3.4 *Ensure the adequacy of pedestrian and bicycle connections to local, county, and regional trails.*

Finding: Complies as Proposed. Implementation of the plan will result in a more complete transportation system with a variety of multi-modal travel options. The plan will create a more walkable environment within the City through the addition of sidewalks and bike lanes.

Policy 12.6.1 *Provide a transportation system that serves existing and projected travel demand.*

Finding: Complies as Proposed. Implementation of the plan will result in a more complete transportation system with a variety of multi-modal travel options. The plan will create a more walkable environment within the City through the addition of sidewalks and bike lanes.

Policy 12.6.2 *Identify transportation system improvements that mitigate existing and projected areas of congestion.*

Finding: Complies as Proposed. Implementation of the plan will result in a more complete transportation system with a variety of multi-modal travel options. The plan will create a more walkable environment within the City through the addition of sidewalks and bike lanes.

Policy 12.6.3 *Ensure the adequacy of travel mode options and travel routes (parallel systems) in areas of congestion.*

Finding: Complies as Proposed. Implementation of the plan will result in a more complete transportation system with a variety of multi-modal travel options. The plan will create a more walkable environment within the City through the addition of sidewalks and bike lanes.

Policy 12.6.4 *Identify and prioritize improved connectivity throughout the city street system.*

Finding: Complies as Proposed. Implementation of the plan will result in a more complete transportation system with a variety of multi-modal travel options. The plan will create a more walkable environment within the City through the addition of sidewalks and bike lanes.

Section 14 Urbanization

Goal 14.3 Orderly Provision of Services to Growth Areas

Plan for public services to lands within the Urban Growth Boundary through adoption of a concept plan and related Capital Improvement Program, as amendments to the Comprehensive Plan.

Policy 14.3.1

Maximize new public facilities and services by encouraging new development within the Urban Growth Boundary at maximum densities allowed by the Comprehensive Plan.

Policy 14.3.2

Ensure that the extension of new services does not diminish the delivery of those same services to existing areas and residents in the city.

Policy 14.3.3

Oppose the formation of new urban services districts and oppose the formation of new utility districts that may conflict with efficient delivery of city utilities within the Urban Growth Boundary.

Policy 14.3.4

Ensure the cost of providing new public services and improvements to existing public services resulting from new development are borne by the entity responsible for the new development to the maximum extent allowed under state law for Systems Development Charges.

Finding: This proposal makes no changes to the Comprehensive Plan, zoning, or land use designations for lands within the Urban Growth Boundary. The proposed Oregon City Loop Trail Refinement Plan may assist in assuring the orderly provision of services to growth areas (Goal 14.3).

Goal 14.5 Urbanization

Policy 14.5.2

Coordinate public facilities, services and land-use planning through intergovernmental agreements with the school district, Clackamas Community College, Clackamas County Fire District #1, Tri-Cities Services District and other public entities as appropriate.

Finding: This proposal makes no changes to the Comprehensive Plan, zoning, or land use designations for lands within the Urban Growth Boundary. The proposed Oregon City Loop Trail Refinement Plan may assist in assuring the orderly provision of services to growth areas (Goal 14.3).

Statewide Planning Goals

Response: This proposal makes no changes to the Comprehensive Plan, zoning, or land use designations for lands within the Urban Growth Boundary. Since the City's Comprehensive Plan and its ancillary documents are already acknowledged by the Oregon Department of Land Use and Conservation (DLCD), no further analysis for consistency with Statewide Planning Goals is required.

Chapter 17.50 Administration and Procedures

17.50.050 – Pre-application conference.

- A. *Pre-application Conference. Prior to a Type II – IV or Legislative application, excluding Historic Review, being deemed complete, the applicant shall schedule and attend a pre-application conference with City staff to discuss the proposal, unless waived by the Community Development Director. The purpose of the pre-application conference is to provide an opportunity for staff to provide the applicant with information on the likely impacts, limitations, requirements, approval standards, fees and other information that may affect the proposal.*
 1. *To schedule a pre-application conference, the applicant shall contact the Planning Division, submit the required materials, and pay the appropriate conference fee.*
 2. *At a minimum, an applicant should submit a short narrative describing the proposal and a proposed site plan, drawn to a scale acceptable to the City, which identifies the proposed land uses, traffic circulation, and public rights-of-way and all other required plans.*
 3. *The Planning Division shall provide the applicant(s) with the identity and contact persons for all affected neighborhood associations as well as a written summary of the pre-application conference.*
- B. *A pre-application conference shall be valid for a period of six months from the date it is held. If no application is filed within six months of the conference or meeting, the applicant shall schedule and attend another conference before the City will accept a permit application. The Community Development Director may waive the pre-application requirement if, in the Director's opinion, the development has not changed significantly and the applicable municipal code or standards have not been significantly amended. In no case shall a pre-application conference be valid for more than one year.*
- C. *Notwithstanding any representations by City staff at a pre-application conference, staff is not authorized to waive any requirements of this code, and any omission or failure by staff to recite to an applicant all relevant applicable land use requirements shall not constitute a waiver by the City of any standard or requirement.*

Response: Staff held the required pre-application conference meeting (File PA-23-00032), on October 24, 2023. The pre-application conference notes are attached to the application.

17.50.055 - Neighborhood association meeting.

Neighborhood Association Meeting. The purpose of the meeting with the recognized neighborhood association is to inform the affected neighborhood association about the proposed development and to receive the preliminary responses and suggestions from the neighborhood association and the member residents.

- A. Applicants applying for annexations, zone change, comprehensive plan amendments, conditional use, Planning Commission variances, subdivision, or site plan and design review (excluding minor site plan and design review), general development master plans or detailed development plans applications shall schedule and attend a meeting with the City-recognized neighborhood association in whose territory the application is proposed no earlier than one year prior to the date of application. Although not required for other projects than those identified above, a meeting with the neighborhood association is highly recommended.*
- B. The applicant shall request via email or regular mail a request to meet with the neighborhood association chair where the proposed development is located. The notice shall describe the proposed project. A copy of this notice shall also be provided to the chair of the Citizen Involvement Committee.*
- C. A meeting shall be scheduled within thirty days of the date that the notice is sent. A meeting may be scheduled later than thirty days if by mutual agreement of the applicant and the neighborhood association. If the neighborhood association does not want to, or cannot meet within thirty days, the applicant shall host a meeting inviting the neighborhood association, Citizen Involvement Committee, and all property owners within three hundred feet to attend. This meeting shall not begin before six p.m. on a weekday or may be held on a weekend and shall occur within the neighborhood association boundaries or at a City facility.*
- D. If the neighborhood association is not currently recognized by the City, is inactive, or does not exist, the applicant shall request a meeting with the Citizen Involvement Committee.*
- E. To show compliance with this section, the applicant shall submit a copy of the email or mail notice to the neighborhood association and CIC chair, a sign-in sheet of meeting attendees, and a summary of issues discussed at the meeting. If the applicant held a separately noticed meeting, the applicant shall submit a copy of the meeting flyer, postcard or other correspondence used, and a summary of issues discussed at the meeting and submittal of these materials shall be required for a complete application.*

Response: Staff presented the amendments to the Citizen Involvement Committee on November 6, 2023. A copy of the PowerPoint presentation is attached to the application.

17.50.070 - Completeness review and one hundred twenty-day rule.

- C. Once the Community Development Director determines the application is complete enough to process, or the applicant refuses to submit any more information, the City shall declare the application complete. Pursuant to ORS 227.178, the City will reach a final decision on an application within one hundred twenty calendar days from the date that the application is determined to be or deemed complete unless the applicant agrees to suspend the one hundred twenty calendar day time line or unless State law provides otherwise. The one hundred twenty-day period, however, does not apply in the following situations:*
 - 1. Any hearing continuance or other process delay requested by the applicant shall be deemed an extension or waiver, as appropriate, of the one hundred twenty-day period.*
 - 2. Any delay in the decision-making process necessitated because the applicant provided an incomplete set of mailing labels for the record property owners within three hundred feet of the subject property shall extend the one hundred twenty-day period for the amount of time required to correct the notice defect.*

3. *The one hundred twenty-day period does not apply to any application for a permit that is not wholly within the City's authority and control.*
 4. *The one hundred twenty-day period does not apply to any application for an amendment to the City's comprehensive plan or land use regulations nor to any application for a permit, the approval of which depends upon a plan amendment.*
- D. *A one-hundred day period applies in place of the one-hundred-twenty day period for affordable housing projects where:*
1. *The project includes five or more residential units, including assisted living facilities or group homes;*
 2. *At least 50% of the residential units will be sold or rented to households with incomes equal to or less than 60% of the median family income for Clackamas County or for the state, whichever is greater; and*
 3. *Development is subject to a covenant restricting the owner and successive owner from selling or renting any of the affordable units as housing that is not affordable for a period of 60 years from the date of the certificate of occupancy.*
- E. *The one hundred twenty-day period specified in OCMC 17.50.070.C or D may be extended for a specified period of time at the written request of the applicant. The total of all extensions may not exceed two hundred forty-five calendar days.*
- F. *The approval standards that control the City's review and decision on a complete application are those which were in effect on the date the application was first submitted.*

Response: Legislative actions are not subject to the 120-day deadline.

III. CONCLUSION

Provide conclusion



Oregon City

Loop Trail Plan

WE WANT TO HEAR FROM YOU!

Oregon City Public Works is developing a plan for **four segments of the Oregon City Loop Trail** that are included in the City's Transportation System Plan. This plan will identify **where to build the trails** and **what type of trail** to build.

To share your thoughts on the proposed trails, please take our survey which can be found here:

<https://bit.ly/3AOkpzu>

For updates on the project, visit the project website here:

<https://www.oregoncity.org/publicworks/project/ps-22-002>



THE SURVEY IS AVAILABLE FROM SEPTEMBER 9 TO OCTOBER 3, 2022

Item #2.



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THE SURVEY IS AVAILABLE FROM SEPTEMBER 9 TO OCTOBER 3, 2022



OREGON CITY PUBLIC WORKS
13895 FIR STREET
OREGON CITY, OR 97045
971-204-4601



OREGON CITY PUBLIC WORKS
13895 FIR STREET
OREGON CITY, OR 97045
971-204-4601

Item #2.

THE SURVEY IS AVAILABLE FROM SEPTEMBER 9 TO OCTOBER 3, 2022

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Meyers-Beavercreek Shared Use Path

Project Overview:

This project would construct a shared-use path under the power lines between Frontier Parkway and Beavercreek Road to connect residential neighborhoods to planned trails and Wesley Lynn Park.

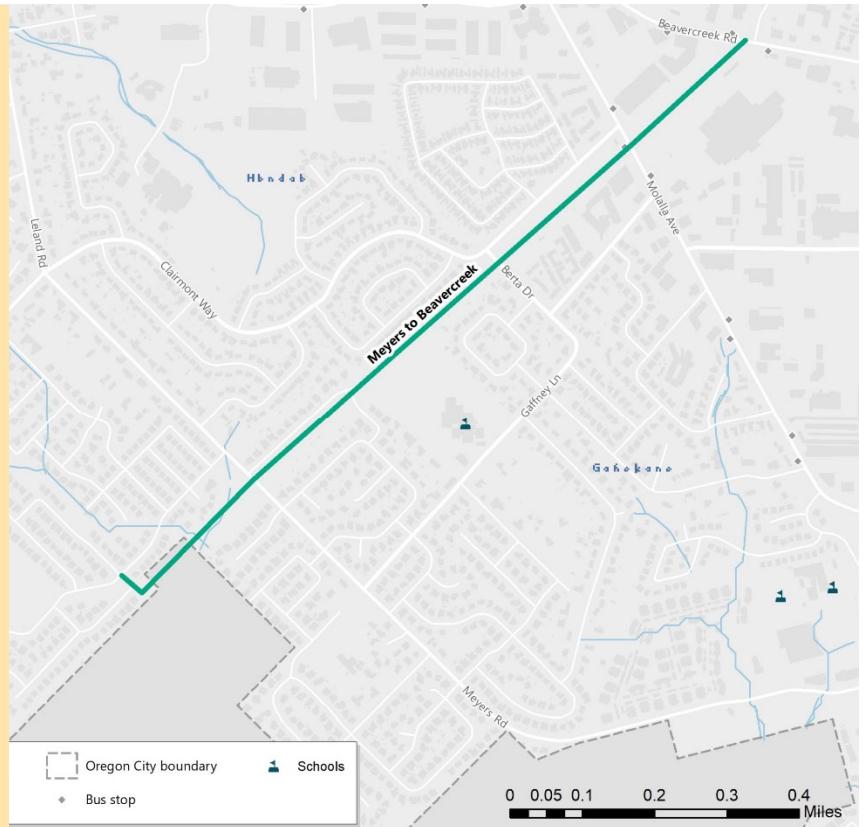
What will be the outcomes of this study?

This study will identify a preferred alignment and cross-section for the path between Beavercreek Road and Frontier Parkway and identify potential funding sources for design and construction of the path.

What do we want to hear from you?

Please share any opportunities or constraints you would like the project team to be aware of as this study is completed. We'd also like to hear if you would use the proposed path, how you would use it, and any concerns you'd like to have considered.

Please use the space below to share any thoughts or feedback you have for this project!



Stay Connected!



orccity.org/publicworks/project/ps-22-002



971-204-4634

Oregon City Loop Trail Connections Stakeholder Workshop

October 10, 2022

Agenda

5 minutes

Meeting Welcome & Overview

15 minutes

Overview Presentation & Questions

30 minutes

Walking Audit

10 minutes

Wrap-Up

Meeting Purpose & Objectives

- Provide an overview of the Oregon City Loop Trail Plan Study
- Gather feedback on the proposed Meyers-Beavercreek segment
- Share opportunities and constraints for the Meyers-Beavercreek segment
- Provide an opportunity for stakeholders to ask questions

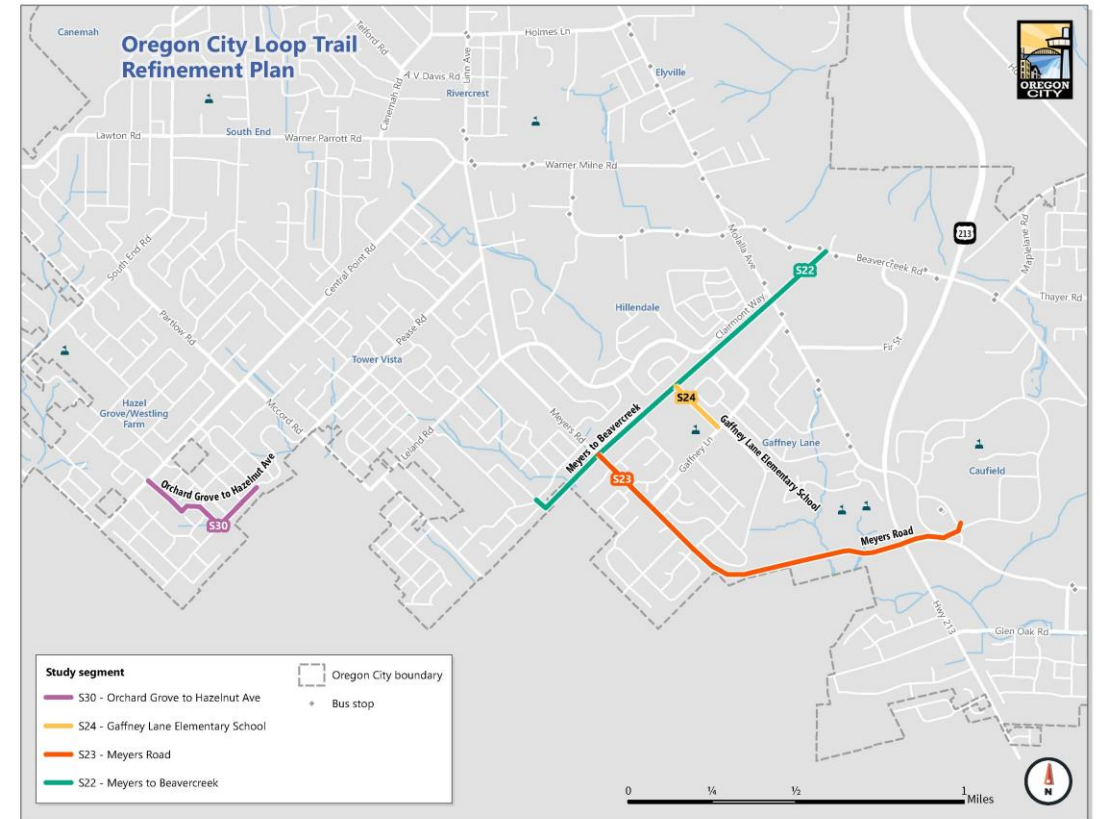
Project Overview

- In 2004, the Oregon City Trails Master Plan was completed
- Sets the vision for the City's trail system
- Identified the Oregon City Loop Trail as a regional trail
- Provides guidance for how trails should be constructed

Insert map of entire Loop Trail

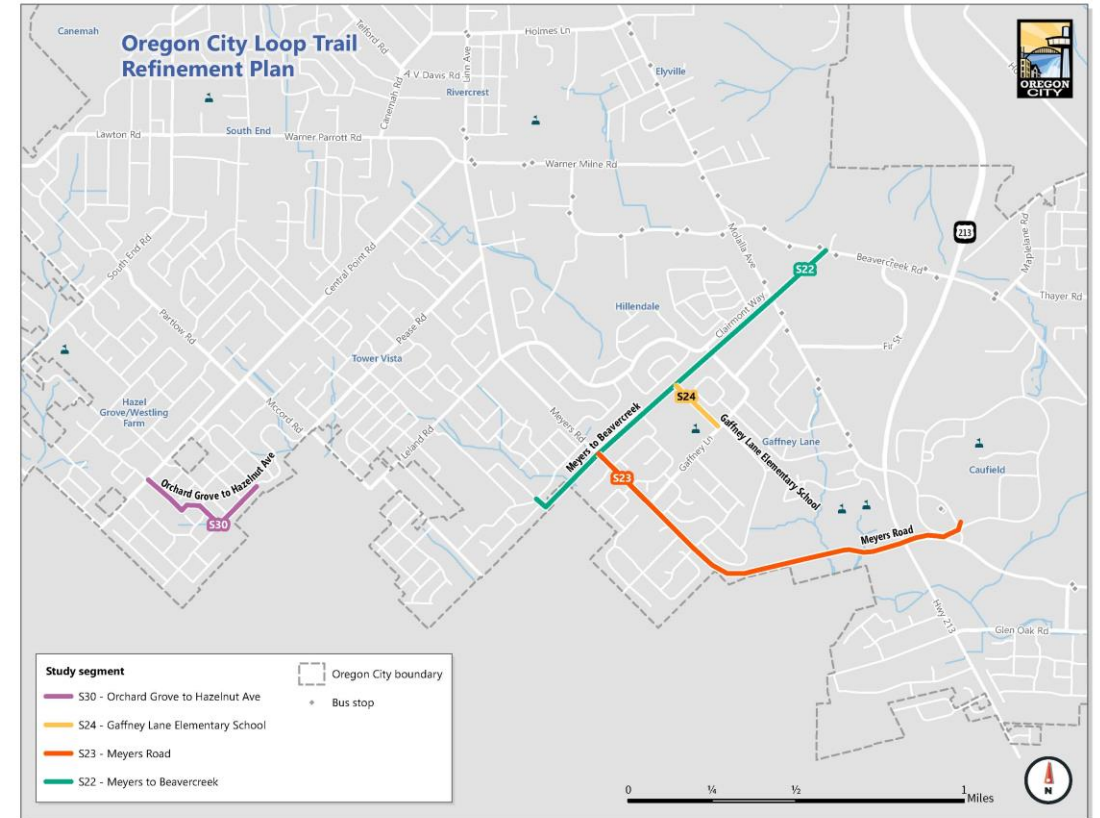
Project Overview

- In 2013, the Oregon City Transportation System Plan (TSP) was completed
- Provides a long-term guide for City transportation investments
- Includes projects that would build segments of the Loop Trail and connections to the Loop Trail
- This study is focusing on four segments identified in the TSP



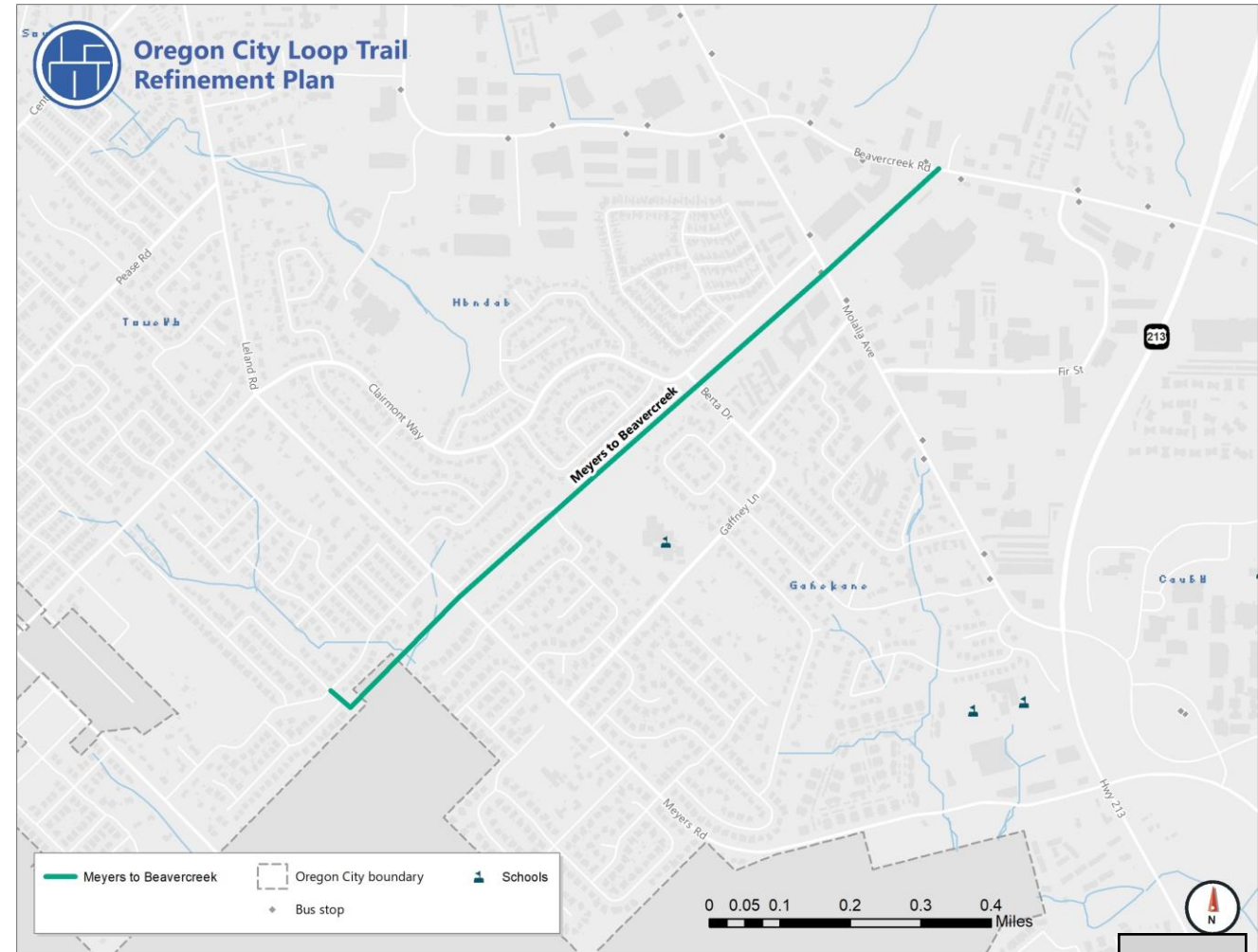
Project Goals

- Refine proposed design for the four segments
- Identify where to build the trail
- Determine how wide the trail should be and what type of trail should be built
- Position the City to secure funding to construct trails or require development to construct them



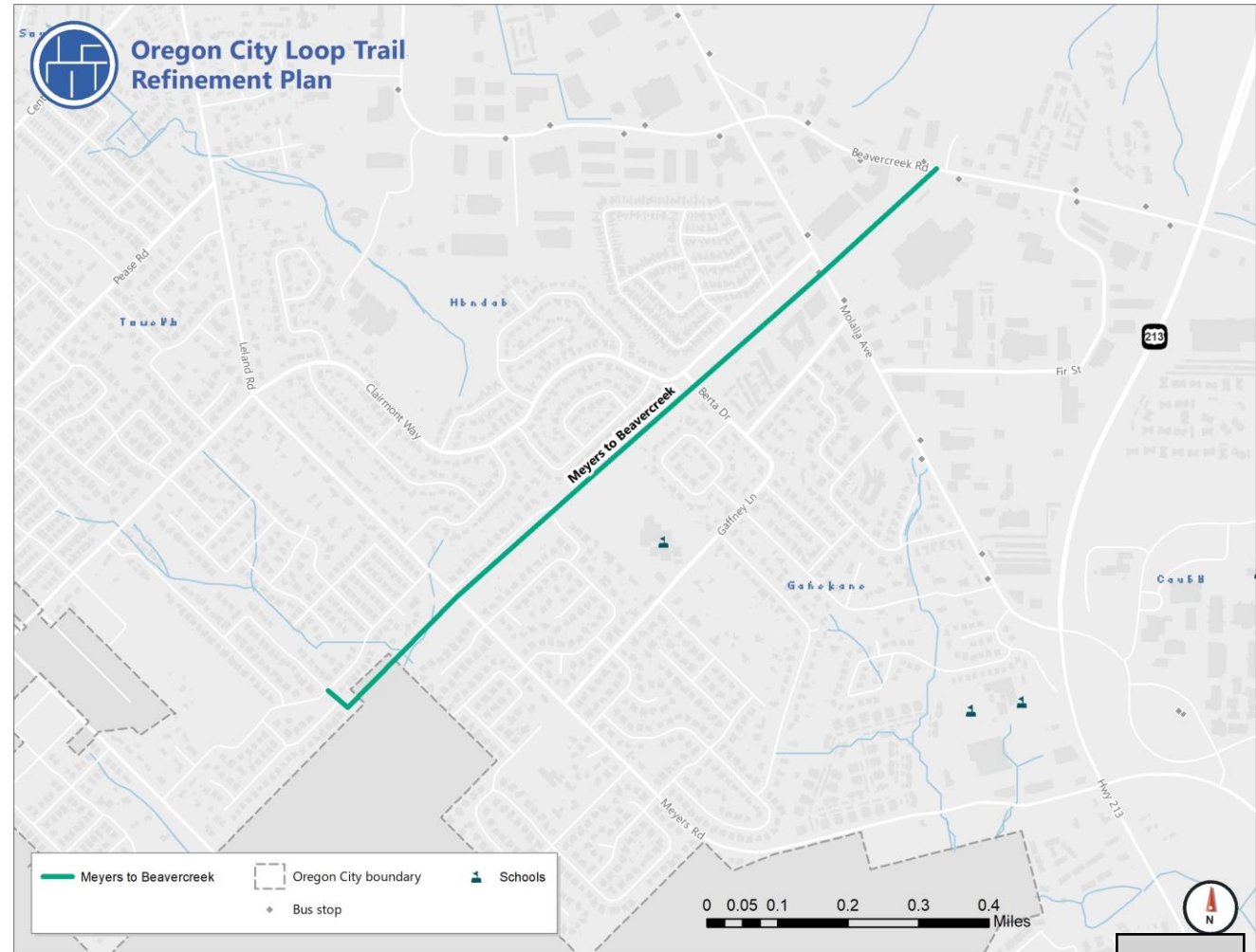
Meyers-Beavercreek (Power Lines Trail)

- Intended to provide an off-street connection to the Loop Trail for people walking and biking
- Proposed to follow the power lines
- As a local trail, it should provide access for all users



Meyers-Beavercreek (Power Lines Trail)

- Intended to provide an off-street connection to the Loop Trail for people walking and biking
- Proposed to follow the power lines
- As a local trail, it should provide access for all users



Opportunities

- Provide an off-street connection for walking and biking to Gaffney Lane Elementary School
- Existing easement for power lines from Beaver Creek Road to Frontier Parkway
- Large portions of the proposed trail are owned by the City
- School district is supportive

Insert simplified Land Use Map highlighting opportunities

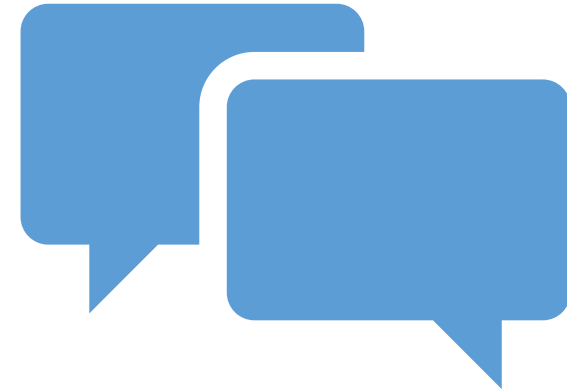
Constraints

- Navigating retail center between Beaver Creek Road and Molalla Avenue
- Access between Berta Drive and elementary school
- Meyers Road to Frontier Parkway connection
- Maintaining adequate distance from power lines

Insert simplified Land Use Map highlighting constraints

Share your thoughts!

- Questions about the study
- Concerns about the trail and proposed alignment
- Would you use the trail?
- Where would you use the trail to go?



Next Steps

- Project team will be developing alternatives for alignments
- Once alignment is identified the appropriate trail width and surface will be identified
- Share updates and opportunities for input throughout the study

Oregon City Loop Trail: Project Update

June 13, 2023

Agenda

Item #2.

Project Background & Purpose

Meyers to Beaver Creek (S22): Opportunities & Constraints and Outcomes

Gaffney Lane Elementary (S24): Opportunities & Constraints and Outcomes

Meyers Road (S23): Opportunities & Constraints and Outcomes

Orchard Road (S30): Opportunities & Constraints and Outcomes

Next Steps

Project Update

Item #2.

- **Provide** an overview of the project background and purpose
- **Present** the proposed alignments and cross-sections for each trail
- **Share** next steps and answer questions

Project Background & Purpose

- Oregon City Loop Trail is identified in the City's **Trails Master Plan**
- The **Transportation System Plan (TSP)** includes projects to complete segments of trail and ancillary paths
- This project begins the **project refinement** process
- Positions the City to add projects to the CIP, **apply for grant funding**, and condition development to design/construct portions of the trail

Project Outcomes

Item #2.

- **Determine** the appropriate alignment for the trail segments
- **Develop** cross-sections for the segments based on available Right-of-Way (ROW)
- **Prepare** cost-estimates based on alignment and cross-sections.
- **Identify** grants that the City could apply for to fund design/construction of trails

Project Overview: Trail Segments



Opportunities & Constraints

- Identifying opportunities & constraints focused on:



**Previous
Planning
Efforts**



**Surrounding
Land Use &
Context**



**Land
Ownership &
Right-of-Way
(ROW)**



**Existing
Infrastructure**



Utilities



**Environmental
Constraints**

Community Outreach

Opportunities for community members to participate included:

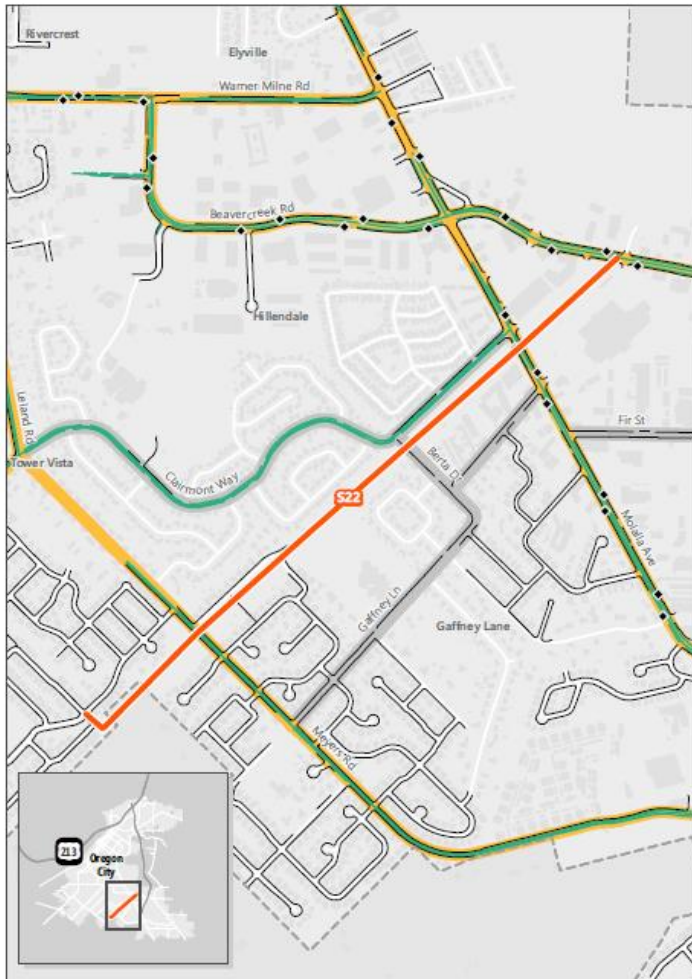
- Online survey – live from September 9th to October 3rd, 2022.
 - Promoted with a postcard and on City's social media
- In-Person Workshop – October 10th, 2022.
 - Held at Gaffney Lane Elementary
 - 24 Attendees
 - Shared opportunities and constraints for Meyers-Beavercreek and included walking audit



Development of Trail Alignment

- Developed evaluation framework to evaluate potential alignment options
- Key evaluation criteria included:
 - Does the proposed alignment minimize **impact to privately owned properties**?
 - Does the proposed alignment **minimize impacts to natural resource areas**?
 - Does the proposed alignment utilize areas where there is an **existing easement or city owned land**?
 - Does the proposed alignment align with **regional priorities for trails funding**?

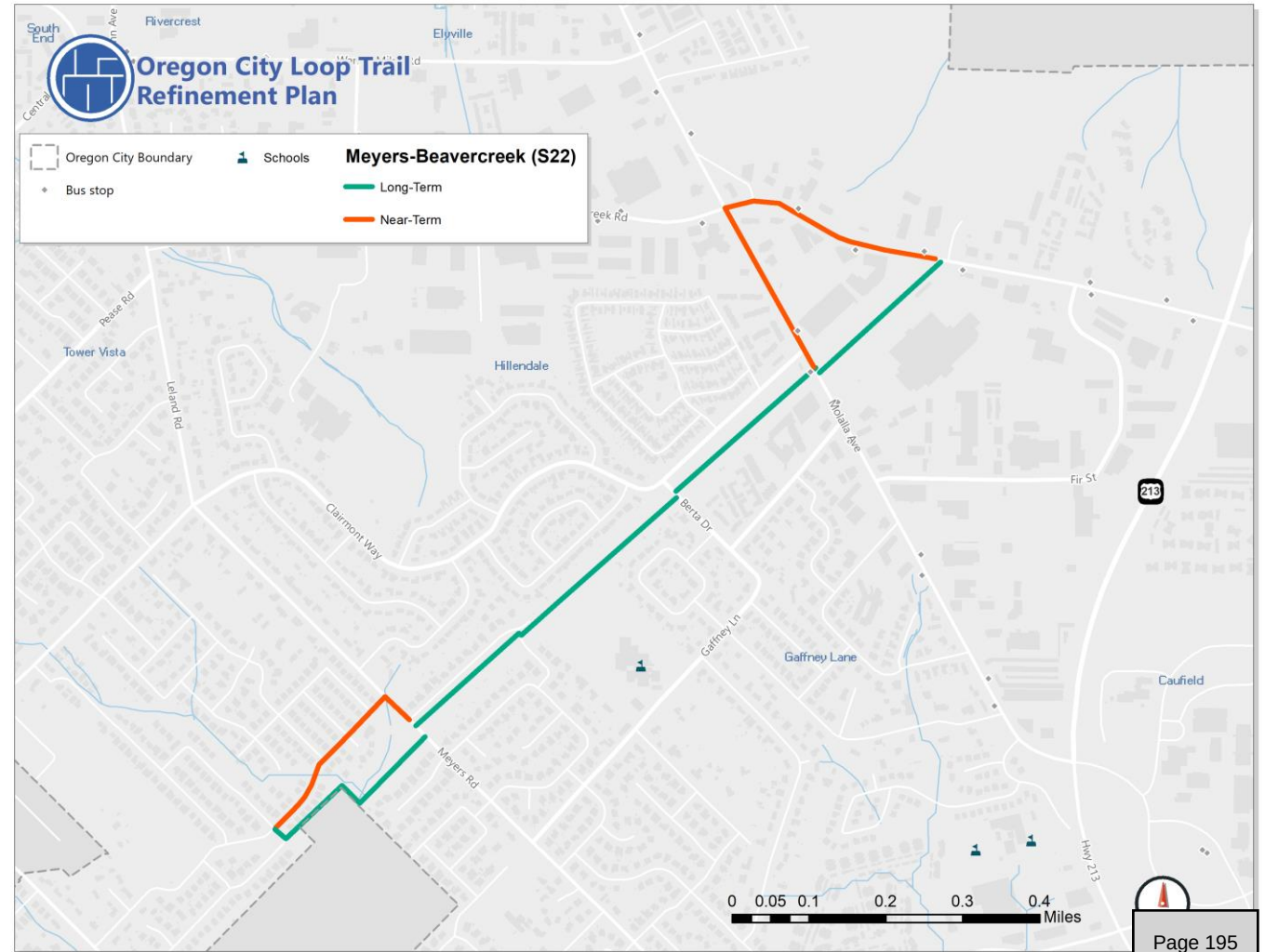
S22 – Meyers Road to Beavercreek Road



- Segment would create a connection from planned regional trails to Wesley Lynn Park
- **Opportunities:**
 - Land along proposed alignment owned by the City & School District
 - Connection to Gaffney Lane Elementary
- **Constraints:**
 - Stormwater detention basin and wetland areas near Meyers Road
 - Proximity to homes between Berta Drive and Meyers Road

S22 – Meyers Road to Beavercreek Road

- Alignment includes two portions with near-term options
- Near-term options utilize existing roadways to create connections where long-term alignment will be more challenging to construct



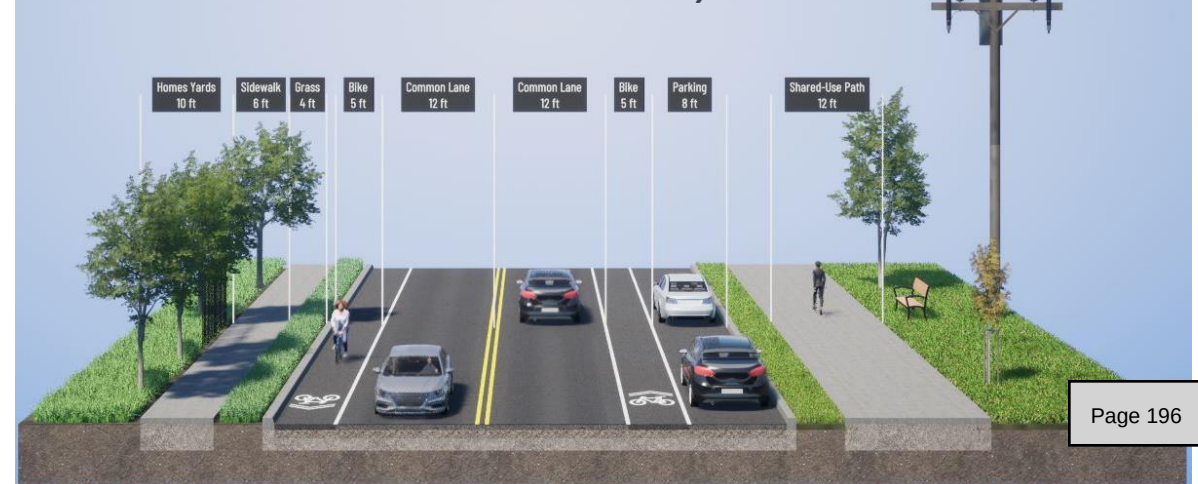
S22 – Meyers Road to Beavercreek Road

- Near-term options use existing sidewalks and bicycle lanes on Beavercreek and Molalla to make connections in the near-term
- Long-term vision would create a path outside the existing roadway between Beavercreek & Frontier Parkway
- Proposed cross-section provides a 12' shared-use path

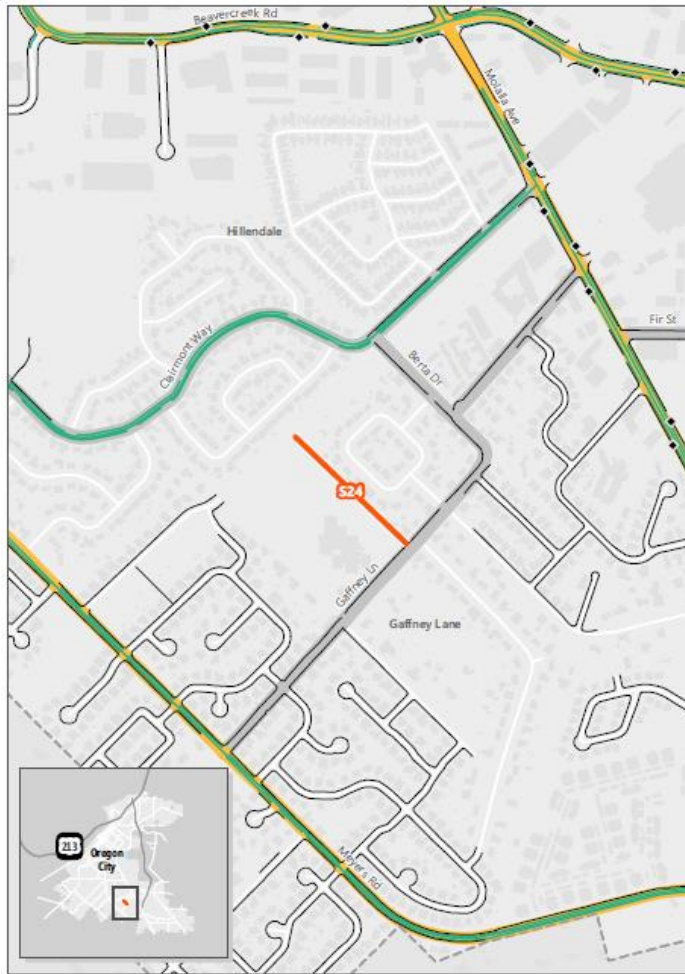
Connection through Retail Parking Lot



Shared-Use Path on Clairmont Way



S24 – Gaffney Lane



Functional Class

- Freeway
- Collector
- Arterial
- Local

• Bus stop
 — Sidewalk
 — Bike lane
 Oregon City Boundary

- Provide a connection for elementary students to off-street connections and residential areas
- **Opportunities**
 - Rudimentary path already exists and is well utilized
 - School district is supportive of improving connection
- **Constraints**
 - Existing sidewalks gaps on Gaffney Lane will need to be addressed to improve future connections

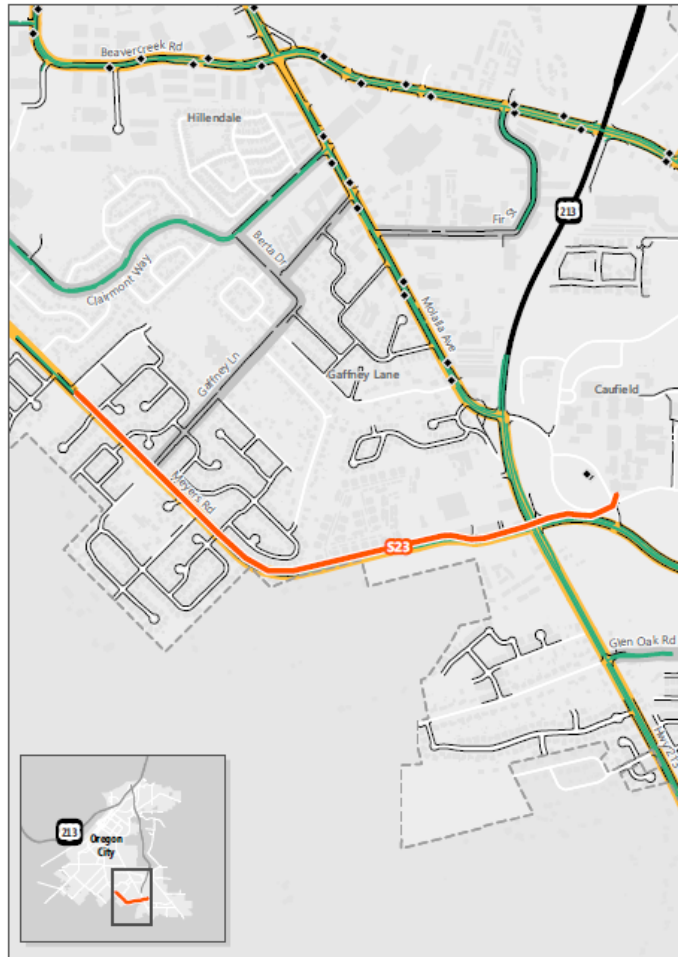
S24 – Gaffney Lane

Item #2.

- Proposed cross-section provides a 10' shared-use path
- Will widen and pave existing path
- Uses space between the school playground and residential homes
- Enhances connection to planned Meyers-Beavercreek Trail



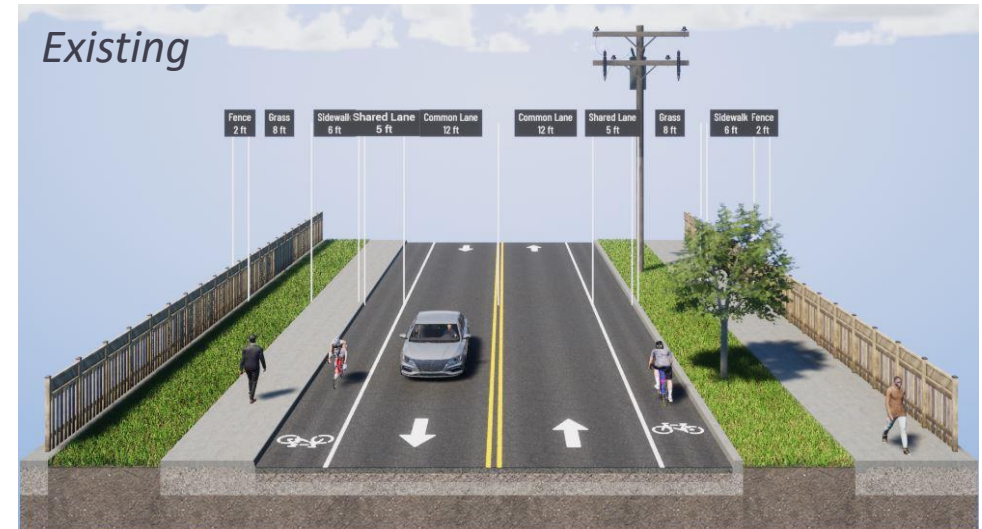
S23 – Meyers Road



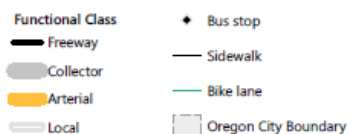
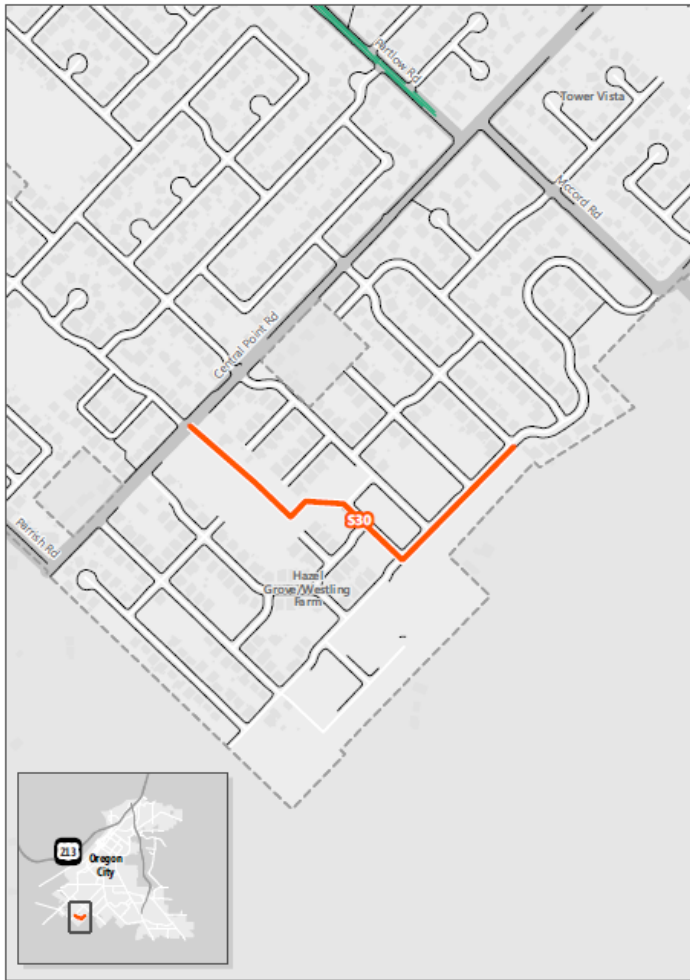
- Portion of Oregon City Loop Trail that will connect from Clackamas County Community College to Frontier Parkway
- **Opportunities**
 - Many CCC students live in apartments on Meyers Road
 - People currently travel to CCC for recreational walking/biking
- **Constraints**
 - Land use along Meyers Road is built out
 - No space to improve existing facilities within the current cross-section

S23 – Meyers Road

- Proposing to move the existing curb and remove existing on-street bicycle lanes
- Create a 12' shared-use path on the north side
- Maintain existing sidewalks on the south side
- Off-street connection would qualify for trails funding



S30 – Orchard Grove Dr / Hazelnut Avenue



- Portion of the Loop Trail that will connect to Hazelwood Park and John McLoughlin Elementary School
- **Opportunities:**
 - Portions of the roadway network have not been built yet
 - Most existing roadways have sidewalks and bike lanes
- **Constraints:**
 - Connection through undeveloped property will be reliant on development

S30 – Orchard Grove Dr / Hazelnut Avenue

- Proposed concept maintains the existing roadway cross-section
- People walking will use existing sidewalks
- Vehicle travel lane will be shared with people riding bicycles
- New roadway connections should be built with the same cross-section



Next Steps

- Finalize cost-estimates
- Share outcomes with residential areas surrounding Meyers Road
- Finalize report documenting outcomes

Project Overview – Trail Segments

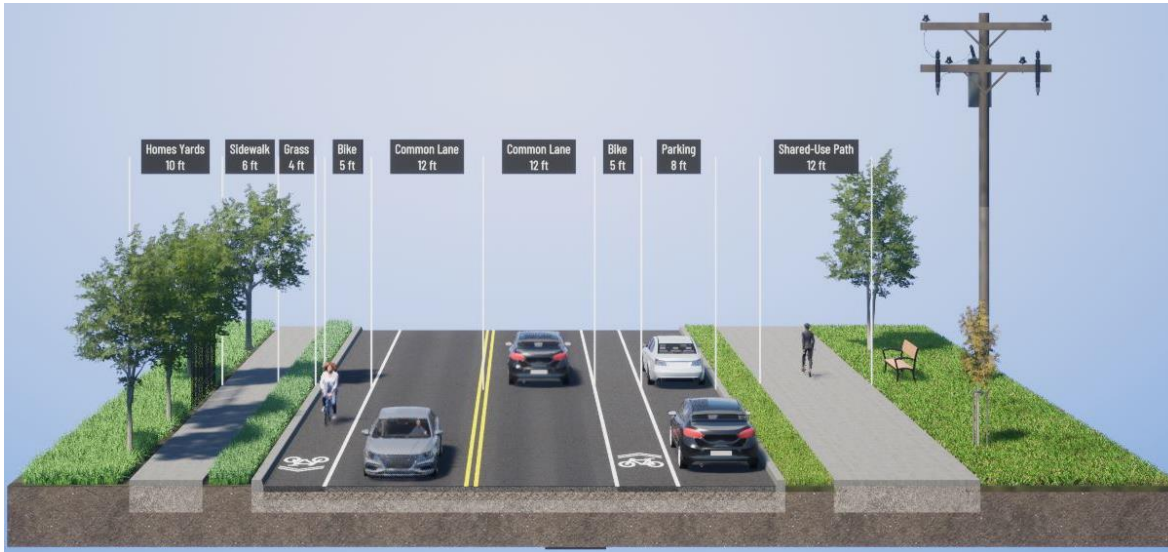
- Loop Trail : Part of Trails Master Plan
- Segments within City Limits
 - S22 - Clairmont
 - S23 – Meyers
 - S24 - Gaffney
 - S30 – Orchard Grove



Some Refinement Plan Cross Sections

S22 – Along Clairmont

- Continue behind Gaffney School and connect to S24



Project S30 would be completed by private development.

S23 – Along Meyers

- Shift Road, place bikes on path



Refinement Plan allows City to seek grants.



PA-23-000032

Pre-Application Conference Notes

Meeting Date: 10/24/2023

Final Notes

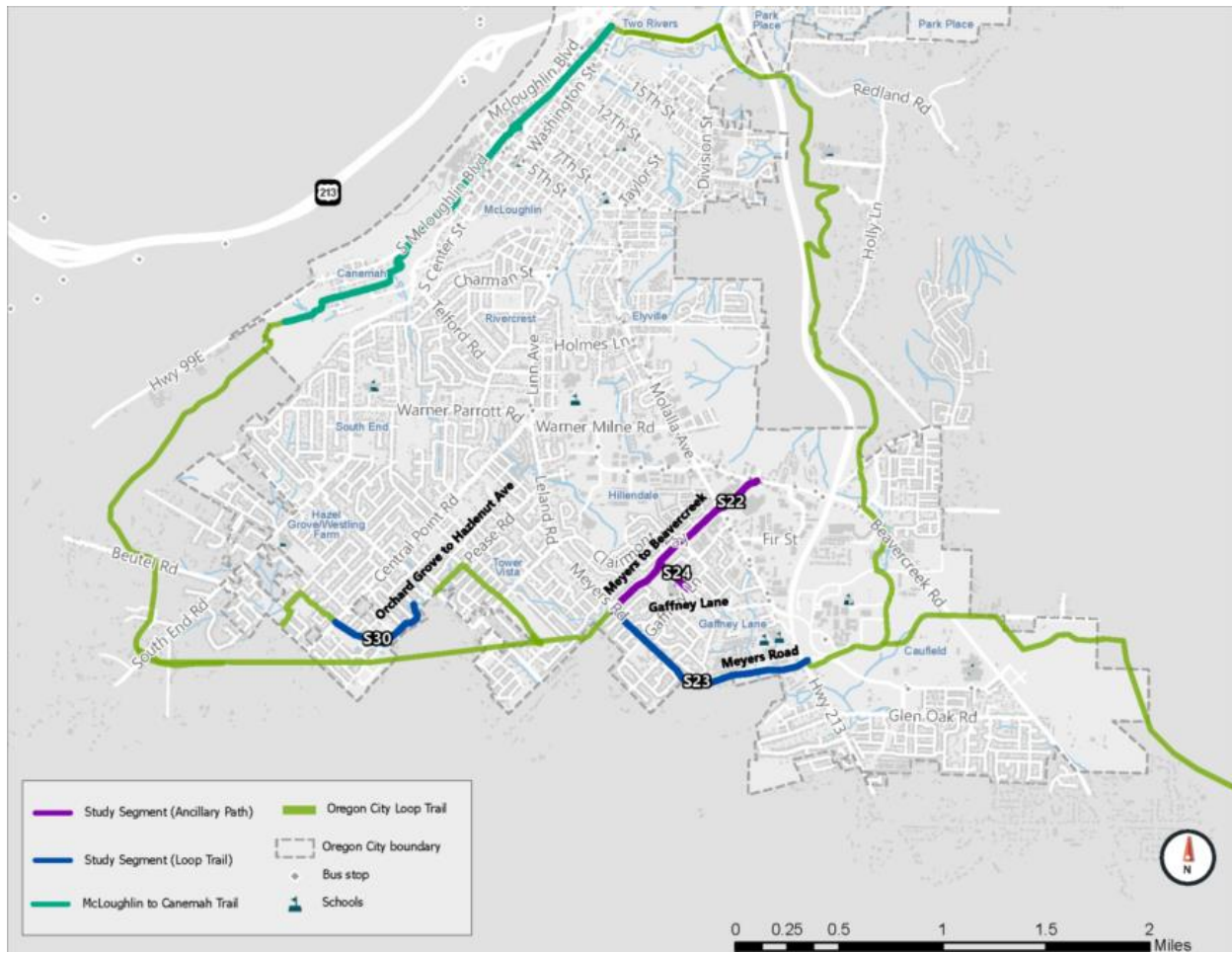
These non-binding pre-application conference notes reflect the applicant's submission to the City along with the discussion at the meeting. The applicant has one week from the receipt of the notes to notify City staff of any perceived mistake or omission in the notes; staff will then review and respond to the inquiry, and the inquiry will be added to the City's file. If no notification is received within 7 business days, the notes will be considered final and will not be modified. See additional disclaimers at the end of this document.

Proposed Project: OC Loop Trail – TSP Amendments

Address: citywide

General Information: The Oregon City Loop Trail will create a loop around Oregon City providing travelers with off-street paths and on-street connections along local roadways. This refinement plan was developed to further define two segments of the Loop Trail and two ancillary paths that will create local connections to the Loop Trail. This plan includes recommended alignments and cross sections, planning-level cost estimates, and phasing that could be considered to align construction of the paths with available funding.

The plan also identifies potential funding sources that the City could explore to advance design and construction of the paths. This plan positions the City to add projects to the Capital Improvement Program (CIP), condition new development to design and construct portions of the path, and apply for grant funding, bringing the City's goal of improving options for people walking and riding a bicycle within the City to fruition.



Review Process: The Legislative Application will be a Type IV City Commission decision. The application is anticipated to consist of the following land use application review types:

Application / Review	Oregon City Municipal Code Chapter, (Section)**	Review Fee*
Legislative File	OCMC 17.58	\$5,588
Mailing Labels		\$20.00

* <https://www.oregoncity.org/DocumentCenter/View/3274/2023-Planning-Fee-Schedule-Effective-May-3-2023-PDF?bidId=>

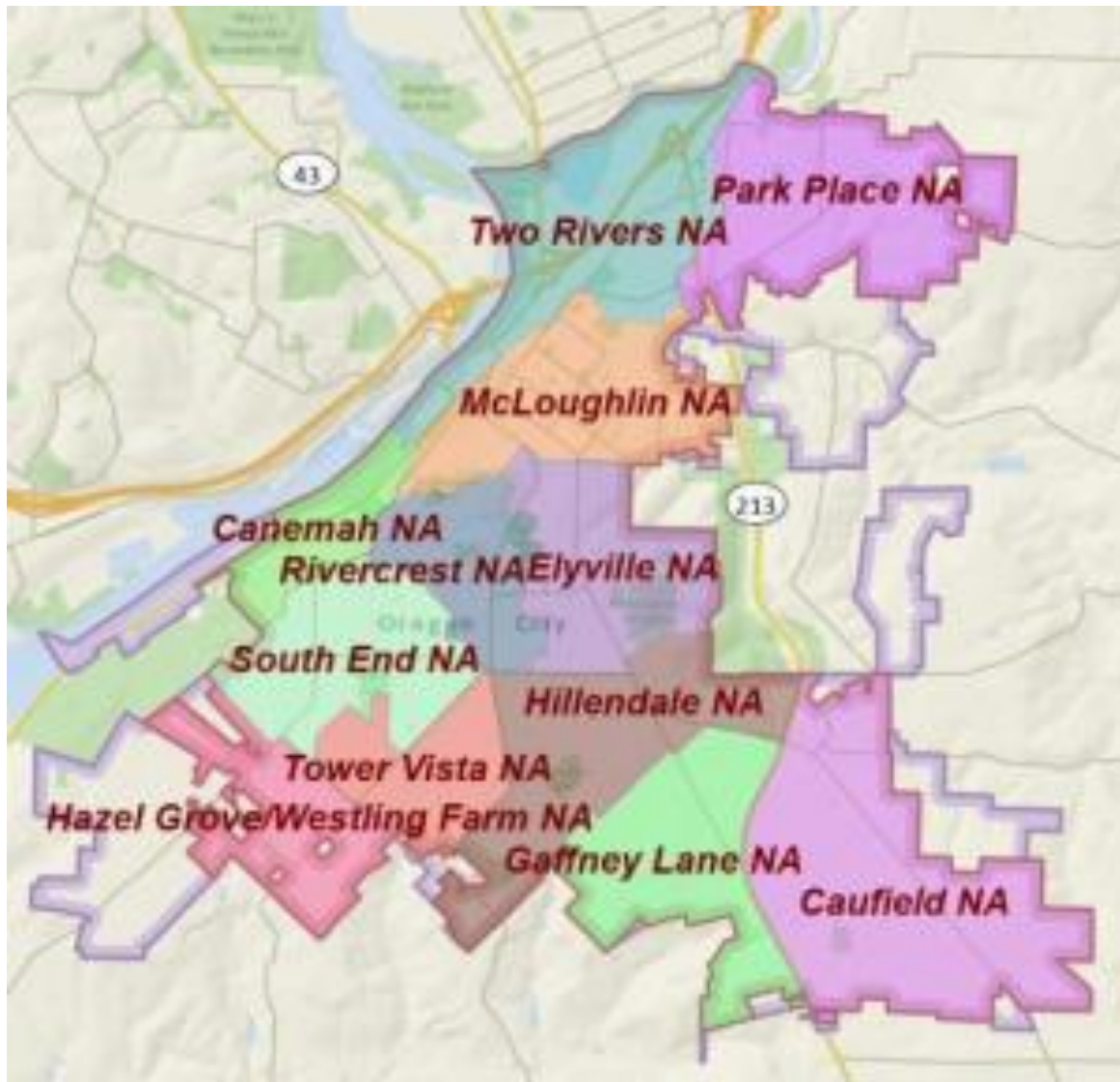
** Planning staff will provide the applicant with a Code Response template with applicable approval criteria from the Oregon City Municipal Code, and applicable Comprehensive Plan Goals and Policies to address in the application narrative.

Affected Neighborhood Association: Hazelgrove/Westling Farm, Hillendale, Gaffney Lane
A Neighborhood Association meeting is required for each effective NA or through the CIC.

17.50.055 - Neighborhood association meeting.

Neighborhood Association Meeting. The purpose of the meeting with the recognized neighborhood association is to inform the affected neighborhood association about the proposed development and to receive the preliminary responses and suggestions from the neighborhood association and the member residents.

A. Applicants applying for annexations, zone change, **comprehensive plan amendments**, conditional use, planning commission variances, subdivision, or site plan and design review (excluding minor site plan and design review), general development master plans or detailed development plans applications shall schedule and attend a meeting with the city-recognized neighborhood association in whose territory the application is proposed **no earlier than one year prior to the date of application**. Although not required for other projects than those identified above, a meeting with the neighborhood association is highly recommended.



Tentative Hearing Schedule

Schedule A	
Submit Land Use App (Zone Change / Comp. Plan Amendment / Zoning Text Amendment)	October 25
Application Complete	?
DLCD 35-Day Notice Sent	November 6
Application Noticed	November 15
Planning Commission Hearing	December 11
City Commission Hearing	January 17
CC Continuation (if needed)	Feb 7

List of Applicable Code Chapters

The following code chapters may be applicable to the review of this proposal. Staff will provide you with a Code Response template to assist you with the preparation of your application. Development chapters do not require a response, but NROD and GER chapters should have a general comment that they were taken into account when choosing alignment and compliance will be required at the time of development.

CHAPTER 17.68 - ZONING CHANGES AND AMENDMENTS
OREGON CITY COMPREHENSIVE PLAN
OREGON CITY TRANSPORTATION SYSTEM PLAN

Planning Division:

Christina Robertson-Gardiner, Senior Planner, reviewed the pre-application submittal and prepared these conference notes. Christina will be the reviewer for the land use application and your point of contact for all review-related matters. The Planning Division uses third-party consultants to review certain parts of the application for compliance with city code. Additional review costs could apply for this review. Consultants could include:

- Transportation Impact Analysis: DKS Engineering
- Natural Resources Overlay District Review: David Evans and Associates
- Geologic Hazards Overlay District Review: Pali Consulting, Inc.

Email: crobertson@orc.org, Phone: (503) 496-1564

Clackamas County Fire:

Your application was transmitted to Mike Boumann, Lieutenant Deputy Fire Marshal of Clackamas County Fire District #1. No comments were returned regarding your application. You may contact Mr. Boumann at 503.742.2660 or at mike.boumann@ClackamasFire.com.

Public Disclosure:

The purpose of a pre-application meeting is to introduce the impacts, limitations, requirements, approval standards, fees and other information that may affect the proposal (City Code 17.50.050). Omissions or failures by staff to identify all relevant applicable land use requirements or how they might affect a proposal may occur, either as a result of a limited pre-application submittal or the consideration of discretionary criteria.

All pre-application conference related communications, including these notes, are informational only. They do not substitute for a public hearing and no land use decision is rendered at this phase. Notwithstanding any representations by City staff at a preapplication conference, staff is not authorized to waive any requirements of the Oregon City Municipal Code, and any omission or failure by staff to recite to an applicant all relevant applicable land use requirements shall not constitute a waiver by the City of any standard or requirement.

Pre-application conferences are required by Section 17.50.050 of the City Code, as follows:

- A. *Preapplication Conference. Prior to submitting an application for any form of permit, the applicant shall schedule and attend a preapplication conference with City staff to discuss the proposal. To schedule a preapplication conference, the applicant shall contact the Planning Division, submit the required materials, and pay the appropriate conference fee. At a minimum, an applicant should submit a short narrative describing the proposal and a proposed site plan, drawn to a scale acceptable to the City, which identifies the proposed land uses, traffic circulation, and public rights-of-way and all other required plans. The purpose of the preapplication conference is to provide an opportunity for staff to provide the applicant with information on the likely impacts, limitations, requirements, approval standards, fees and other information that may affect the proposal. The Planning Division shall provide the applicant(s) with the identity and contact persons for all affected neighborhood associations as well as a written summary of the preapplication conference. Notwithstanding any representations by City staff at a preapplication conference, staff is not authorized to waive any requirements of this code, and any omission or failure by staff to recite to an applicant all relevant applicable land use requirements shall not constitute a waiver by the City of any standard or requirement.*
- B. *A preapplication conference shall be valid for a period of six months from the date it is held. If no application is filed within six months of the conference or meeting, the applicant must schedule and attend another conference before the City will accept a permit application. The community development director may waive the preapplication requirement if, in the Director's opinion, the development does not warrant this step. In no case shall a preapplication conference be valid for more than one year.*

Christina Robertson-Gardiner

From: WERTH Kenneth <Kenneth.WERTH@odot.oregon.gov>
Sent: Tuesday, October 24, 2023 12:57 PM
To: Oregon City Planning
Cc: Josh Wheeler; Denise Toyooka; Planning; Christina Robertson-Gardiner
Subject: Comments on PA-23-00032 Ordinance OC Loop Trail

CAUTION: This email originated from outside of the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Hi there,

Apologies again for having connection issues during the Zoom pre-application conference. If I heard correctly, Josh Wheeler explained that the City of Oregon City does not plan to interact with any ODOT facilities. If that is the case, then there might not be a need for ODOT to comment on these amendments to the Oregon City TSP.

However, in Appendix C, page 110, the Meyers Road Shared Use Path (S-23) along Meyers Road intersects with Cascade Highway. In the conceptual rendering of the intersection on page 110, it shows dashed green bike lanes and green two-stage turn queue boxes within the intersection. Therefore, while this rendering might be conceptual in nature, ODOT simply states that while no decisions need to be made at this stage in planning, more thought and discussion about the design of this intersection would be needed for ODOT support.

Please let me know if you have any questions.

Thank you,
Kenny

Kenny Werth (he/him)
Associate Planner
Oregon Department of Transportation, Region 1
Cell: 971-325-5066

Please note: This email, related attachments and any response may be subject to public disclosure under state law.



Pali Consulting

September 26, 2023

Re: Oregon City Loop Trail, Oregon City

PA-23-00032

The following provides our preliminary notes for PA-23-00032, Oregon City Loop Trail, Segments S22, S23, S24, & S30, Oregon City, Oregon. The project is a multi-use trail that will create a loop around Oregon City providing travelers with off-street paths and on-street connections along local roadways. The current submittal includes four trail segments as noted above. In general, these segments are on flat to moderate ground outside of mapped geologic hazard zones, except segment S23. Based on documents provided by the applicant and our desktop review, a portion of Segment S23 is located within The Geologic Overlay Zone based on areas of steep slopes and their buffer zones.

Although a portion of Segment S23 is within a Geologic Hazard Overlay Zone, it is our opinion that the provisions for Chapter 17.44 - Geologic Hazards be waived and that a Geological Assessment and Geotechnical Report not be required. Our recommendation is because the geologic hazard consists of a relatively low steep slope constructed on the north side of Meyers Road, just below Castleberry Loop. This cut slope is an engineered slope, not a natural geologic hazard, that likely presents a low risk to the project at this location.

This recommendation applies only to the segments noted and is based on the information the applicant submitted. Other segments have not been evaluated. If the scope of activities materially changes from what is outlined in the Pre-Application Conference Request, or other segments are added to the application form submitted by Josh Wheeler of the Oregon City Public Works Department, dated September 11, 2023, our recommendations may change from those stated.

PALI CONSULTING, INC.

TIMOTHY W. BLACKWOOD, PE, GE, CEG

President/Principal Geotechnical Engineer

Doc ID: PA 23-00032 Pre-App Letter