

**ORDINANCE NO. 2725**

**AN ORDINANCE OF THE LAKE OSWEGO CITY COUNCIL AMENDING THE CONNECTED COMMUNITY CHAPTER OF THE COMPREHENSIVE PLAN, THE COMMUNITY DEVELOPMENT CODE, AND THE TRANSPORTATION SYSTEM PLAN TO ENSURE CONSISTENCY (LU 16-0025).**

WHEREAS, the City has initiated a request to amend the Comprehensive Plan (Plan), the Community Development Code (LOC Ch. 50) (CDC) and the Transportation System Plan (TSP) to ensure consistency among the three documents; and

WHEREAS, the proposed amendments to the CDC, including adding a definition for Traffic Impact Study and criteria for when a study is required and the level of analysis required, are those recommended by the 2014 update of the TSP to implement the policies of the Connected Community Chapter of the Plan, and the amendments to the TSP include updating the Street Classification maps and adding projects from the recently adopted Southwest Employment Area Plan, a special district plan of the Comprehensive Plan; and

WHEREAS, notice of the public hearings relating to consideration of this Ordinance was duly given in the manner required by law; and

WHEREAS, a public hearing was held before the Lake Oswego Planning Commission on September 26<sup>th</sup>, at which the staff report, testimony, and evidence were received and considered; and

WHEREAS, a public hearing was held before the City Council of the City of Lake Oswego on December 6, 2016, at which the staff report, testimony, and evidence were received and considered;

The City of Lake Oswego ordains as follows:

**Section 1.** The City Council adopts the Findings and Conclusions for LU 16-0025, attached as Attachment "1."

**Section 2.** As set forth in Attachments 2 through 4, the Comprehensive Plan, the Transportation System Plan and the Community Development Code, are respectively amended by deleting the text shown by ~~strikethrough~~ type and adding new text shown in **bold, double underlined type.**

Enacted at the meeting of the City Council of the City of Lake Oswego held on the 6<sup>th</sup> day of December, 2016.

AYES: Mayor Studebaker, Gudman, Gustafson, O'Neill, Manz

NOES: None

ABSTAIN: None

EXCUSED: Collins

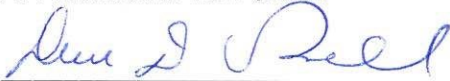
  
\_\_\_\_\_  
Kent Studebaker, Mayor

Dated: December 9, 2016

ATTEST:

  
\_\_\_\_\_  
Anne-Marie Simpson, City Recorder

APPROVED AS TO FORM:

  
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David D. Powell, City Attorney

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BEFORE THE CITY COUNCIL  
OF THE CITY OF LAKE OSWEGO

A REQUEST FOR LEGISLATIVE TEXT  
AMENDMENTS TO THE COMPREHENSIVE PLAN,  
THE COMMUNITY DEVELOPMENT CODE AND  
THE TRANSPORTATION SYSTEM PLAN

LU 16-0025  
CITY OF LAKE OSWEGO  
FINDINGS & CONCLUSIONS

**NATURE OF PROCEEDINGS**

This matter came before the Lake Oswego City Council on the recommendation of the Planning Commission for legislative amendments to the Connected Community Chapter of the Comprehensive Plan (Plan) and the Community Development Code (CDC) to implement the recommendations of the 2014 update of the Transportation System Plan (TSP). Amendments to the TSP are also proposed to ensure consistency among the three documents.

**HEARINGS**

The Planning Commission held a public hearing and considered this application on September 26, 2016. The Commission adopted its Findings, Conclusions and Oder recommending approval of LU 16-0025 on October 10, 2016.

The City Council held a public hearing and considered the Planning Commission’s recommendation on December 6, 2016.

**CRITERIA AND STANDARDS**

A. Oregon Statewide Planning Goals

- Goal 1: Citizen Involvement
- Goal 2: Land Use Planning
- Goal 11: Public Facilities
- Goal 12: Transportation

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B. Transportation Planning Rule (Chapter 660, Division 12)

C. Regional Plans

Metro Urban Growth Management Functional Plan (UGMFP)

Regional Transportation Functional Plan (RTFP)

D. City of Lake Oswego Comprehensive Plan

Land Use Planning: Policy E-Comprehensive Plan Amendments

Community Culture: Civic Engagement

Connected Community: Goal C-Efficiency

E. City of Lake Oswego Community Development Code (LOC Chapter 50)

- LOC 50.01.003.3                      Jurisdiction of Hearing Body
- LOC 50.07.003.16.a                Legislative Decisions Defined
- LOC 50.07.003.16.b                Criteria for Legislative Decision
- LOC 50.07.003.16.c                Required Notice to DLCD
- LOC 50.07.003.16.d.iii            Planning Commission Recommendation Required
- LOC 50.07.003.16.e                City Council Review and Decision

**FINDINGS AND REASONS**

The City Council incorporates the staff report dated September 15, 2016, and the Council Report dated November 8, 2016, with all exhibits, together with the Findings, Conclusions & Order of the Planning Commission, as support for its decision.

1 **CONCLUSION**

2 The City Council concludes that Ordinance 2725, as recommended by the Planning Commission,  
3 complies with all applicable criteria and should be enacted.

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**Updates to the Comprehensive Plan, Connected Community Chapter**

Page 113

**Lake Oswego Transportation System Plan**

Lake Oswego's adopted its Transportation System Plan (TSP) was first adopted in 1997, pursuant to the State Transportation Planning Rule (OAR 660, Division 12). The TSP was updated in 2014, in coordination with This chapter contains the goals, policies and recommended action measures of this chapter. This chapter and the TSP were for an update to the TSP. amended in 2016 to make corrections and clarify the text. The City is updating its plan pursuant to Statewide Land Use Planning (Periodic Review) requirements. Once the updated TSP is adopted, this chapter will be amended to incorporate any changes.

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**Goal C. Efficiency (Policies)**

C-1: Maintain arterial and major collector streets intersections at Level of Service (LOS) 'E' or better during peak hours to planned level of service standards, whenever practical."

Pages 122 & 123

**Functional Street Classifications, Figure 16**

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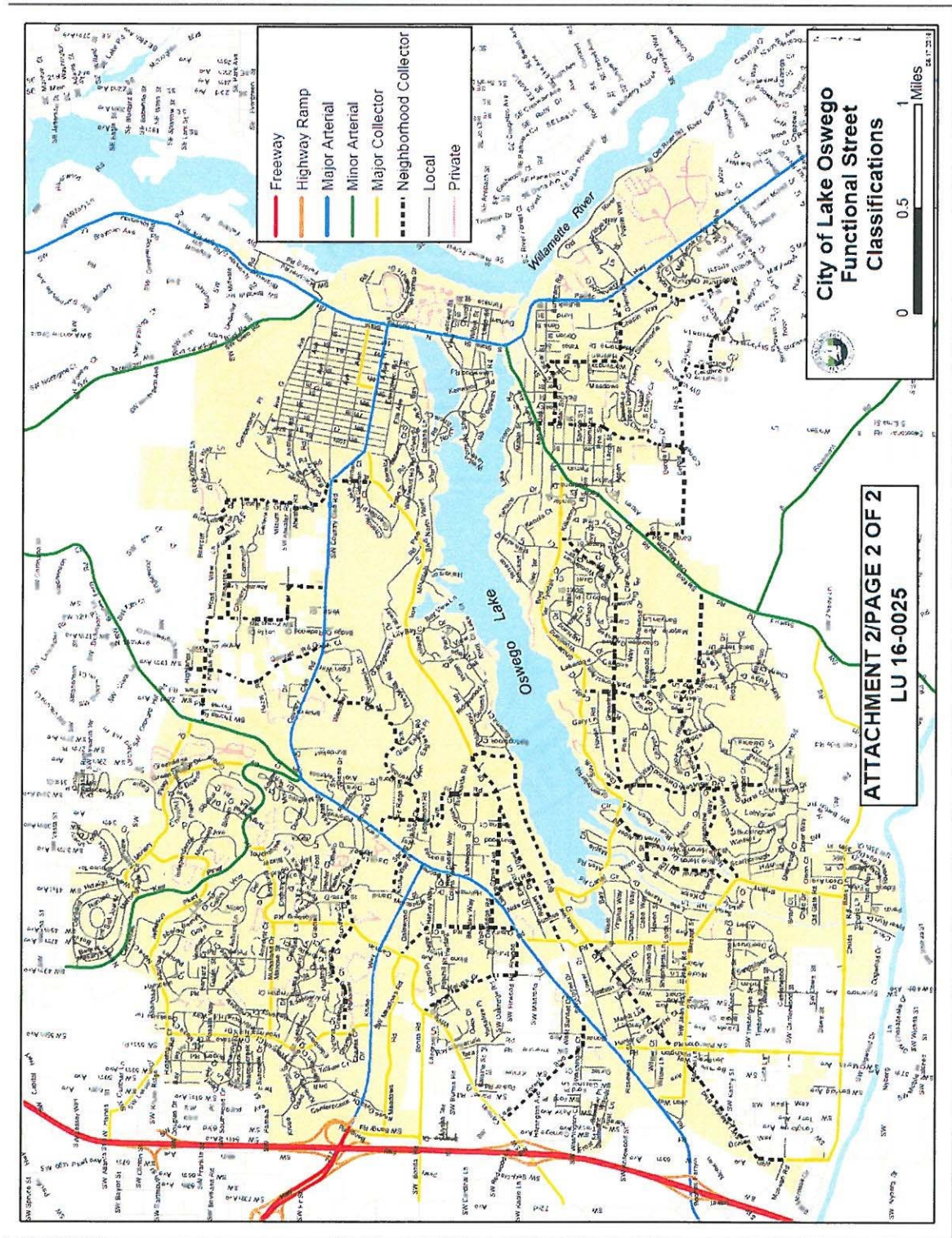
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Figure 16  
Functional Street Classifications

Amended \_\_\_\_\_, 2017



**Updates to the Transportation System Plan**

Page 15

Section 2 Goals, Policies and Performance Measures

**Goal C. Efficiency**

Policy C-1: Maintain arterial and major collector streets intersections at Level of Service (LOS) 'E' or better during peak hours ~~to planned level of service standards, whenever practical.~~

Page 33

**Functional Classifications, Figure 3**

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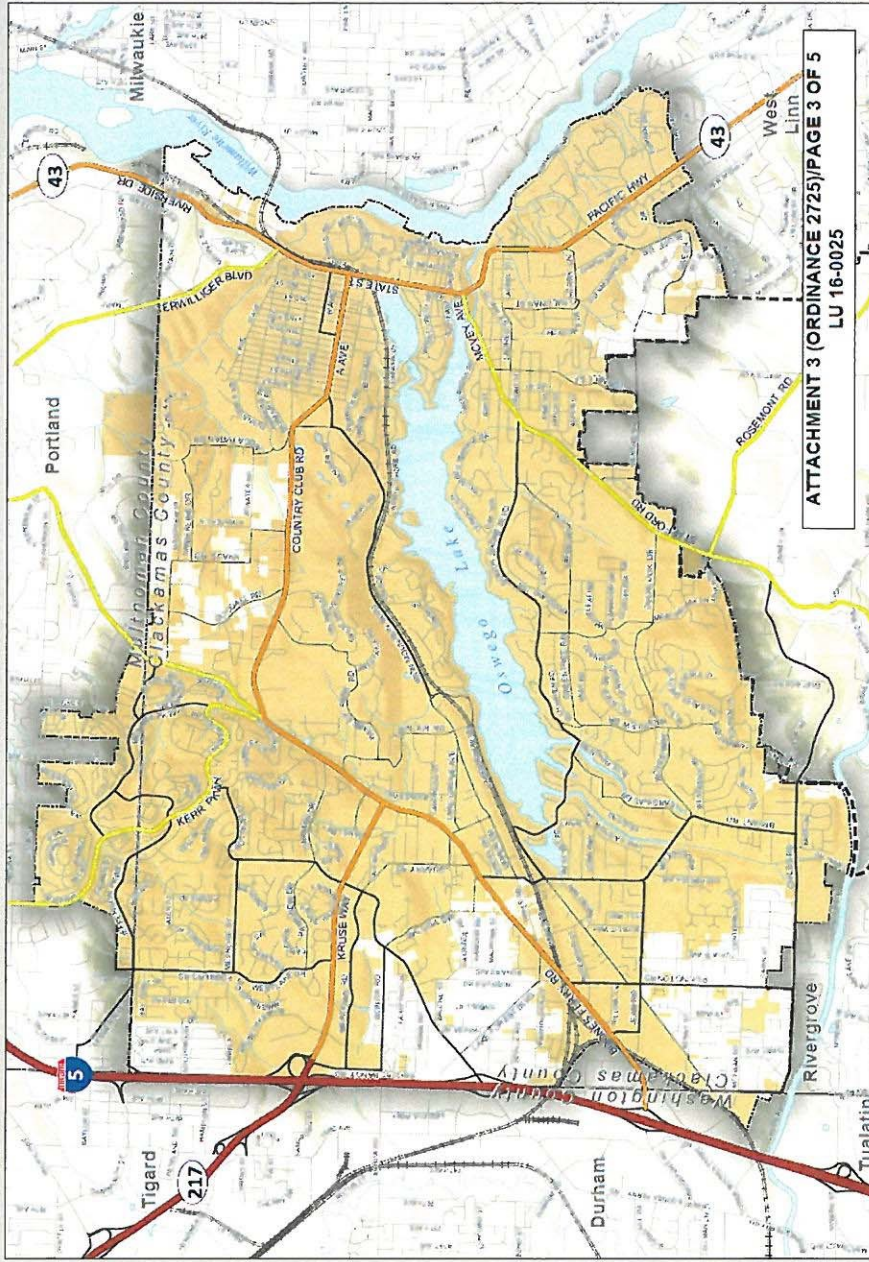
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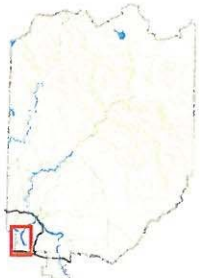


Figure 3  
UPDATED

# Functional Classifications



ATTACHMENT 3 (ORDINANCE 2725)/PAGE 3 OF 5  
LU 16-0025



### Roadway Classification

- Freeway
- Major Arterial
- Minor Arterial
- Major Collector
- Neighborhood Collector
- Local (includes Private Roadways for camp)
- Lake Oswego Boundary
- Urban Services Boundary
- UGB (Metro)



**ROADWAY MOBILITY STANDARDS**

Agencies often establish mobility standards for intersections on their roadway network based on governing jurisdiction, functional classification and surrounding land use context. The mobility standards establish an agreed upon acceptable degree of average delay for motor vehicles and/or acceptable volume-to-capacity ratio. Mobility standards are typically defined for the weekday peak hour or peak period. The applicable mobility standards used for the TSP Update are summarized below.

- The City of Lake Oswego mobility standards are established in the current Comprehensive Plan under the Connected Community Chapter, Goal C-Efficiency ~~Goal 12: Transportation,~~ ~~Goal 1: Major Streets System.~~ The policy states arterial and major collector streets intersections shall be ~~designed and~~ maintained at Level of Service 'E' or better during peak hours.”
- \*\*\*

**Roadway Projects**

Table 9: By adding new text shown in bold, double underlined type at the end of the existing rows of Table 9, as shown on next page.

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**Table 9: Roadway Projects**

Map ID (Fig#)	Type	Project Name	Description	Estimated Cost	Source Document	Comments
**	**	**	**	**	**	**
<u>300</u> <u>(5B)</u>	<u>Roadways</u>	<u>Lakeview Boulevard/ Jean Road Intersection Realignment</u>	<u>Realign Lakeview Boulevard at Jean Road to remove the skew and improve the truck turning radii. Construct curb and gutter with sidewalk on north/west side of Lakeview. Remnant right-of-way at SE corner can be utilized for stormwater quality. May require purchasing right-of-way.</u>	<u>\$250,000</u>	<u>SWEA Plan</u>	<u>SWEA project 2a</u>
<u>301</u> <u>(5B)</u>	<u>Roadways</u>	<u>Lakeview Boulevard, 65<sup>th</sup> Avenue, and McEwan Road Improvements</u>	<u>4,000' long, 50' wide roadway reconstruction with two 14' shared use lanes, 8' concrete sidewalk separated by stormwater planter/landscape strip with curb on north/west side of the street. Balance residential character with industrial traffic and safety needs.</u>	<u>\$2,600,000</u>	<u>SWEA Plan</u>	<u>SWEA project 2b</u>
<u>302</u> <u>(5B)</u>	<u>Roadways</u>	<u>65<sup>th</sup> Ave/McEwan Road Intersection Geometry</u>	<u>600' long, 50' wide roadway reconstruction with two 14' shared use lanes, 8' concrete sidewalk separated by stormwater planter/landscape strip with curb on north/west side of streets. Curb radii must accommodate freight movements. Utility coordination needed to relocate poles. (related to project #301)</u>	<u>\$410,000</u>	<u>SWEA Plan</u>	<u>SWEA project 2c</u>
<u>303</u> <u>(5B)</u>	<u>Roadways</u>	<u>Jean Road/Jean Way Intersection Geometry</u>	<u>Adjust the intersection traffic control to accommodate the change in traffic patterns and improve pedestrian access and safety in the SWEA.</u>	<u>\$200,000</u>	<u>SWEA Plan</u>	<u>SWEA project 2e</u>
<u>304</u> <u>(5B)</u>	<u>Roadways</u>	<u>Lakeview Boulevard Truck Restriction</u>	<u>Construct traffic calming measures to serve as freight deterrent into side streets along Lakeview Blvd using vegetated traffic island while allowing for passenger vehicles and emergency access to enter/exit. A gateway treatment can also be provided to help with neighborhood identity.</u>	<u>Included in #301</u>	<u>SWEA Plan</u>	<u>SWEA project 2f</u>
<u>305</u> <u>(5B)</u>	<u>Roadways</u>	<u>Jean Road Extension over Railroad Tracks</u>	<u>Construct new at-grade railroad crossing connecting Jean Road with Boones Ferry Road at 63<sup>rd</sup> Avenue. New cross section will consist of 8' sidewalks, 6' bike lanes, and 12' min. travel lanes to accommodate freight traffic. This is envisioned to be a long-term project, likely awaiting closure of another at-grade crossing per ODOT Rail requirements; thus, a pedestrian-only connection may be more feasible.</u>	<u>TBD</u>	<u>SWEA Plan</u>	<u>SWEA project 2i. Outside the 20-year planning horizon.</u>

Source Information

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SWEA Plan = Southwest Employment Area Plan, adopted June 2016

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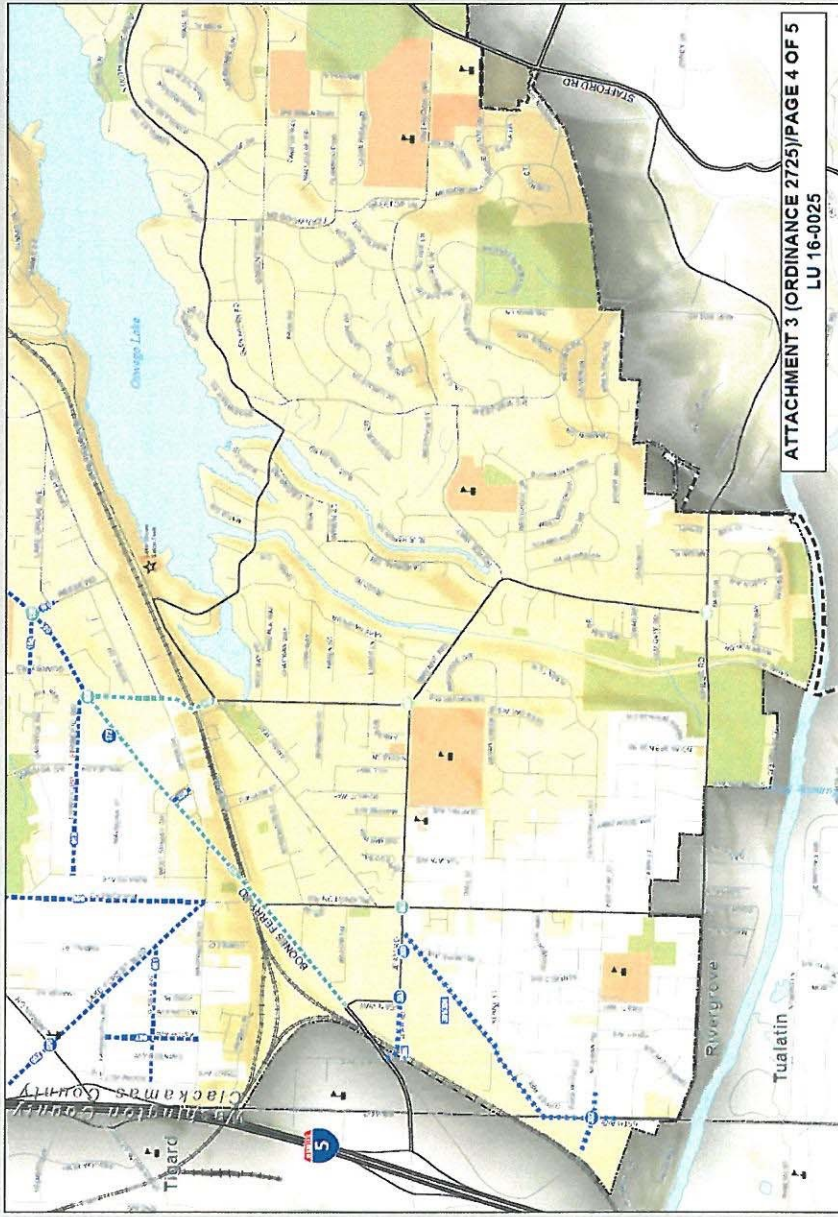
**Roadway Projects, Figure 5B**

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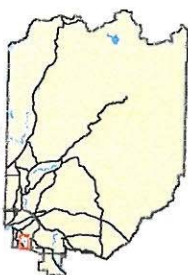


# Roadway Projects

Figure 5B  
UPDATED

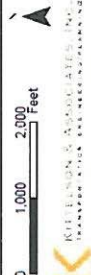


ATTACHMENT 3 (ORDINANCE 2725)/PAGE 4 OF 5  
LU 16-0025



### Planned Improvements

- Intersections
- Operations
- Roadways
- Operations
- Roadways
- Contingent Private Property Projects
- ▲ Schools
- ★ Points of Interest
- Lake Oswego Boundary
- Urban Services Boundary
- UGB (Metro)



## **50.03 USE REGULATIONS AND CONDITIONS**

### **50.03.003 Use-Specific Standards**

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#### **3. Conditional Uses in the R-2 and R-6 Zones**

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d. Where available, a conditional use shall take access from collector or arterial streets and not from local streets. Exception: A conditional use may take access from a local street if a ~~professional-traffic~~ **evaluation analysis** indicates that access to the local street would improve public safety or traffic management when compared to access from the available collector or arterial.

## **50.06 DEVELOPMENT STANDARDS**

### **50.06.003 Circulation and Connectivity**

#### **1. ACCESS/ACCESS LANES (FLAG LOTS)**

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#### **d. Standards for Access Lanes**

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**v. Access lanes shall align with existing and/or planned streets or access lanes where practicable.**

**vi. All new or modified driveways shall follow access spacing as shown in LOC Table 50.06.003-2 Access Spacing, where practicable, and, as determined by the City Engineer, shall not create a traffic operational or safety conflict.**



**Table 50.06.003-2: Access Spacing**

**TABLE 50.06.003-2: ACCESS SPACING**

<u>Functional Classification</u>	<u>Minimum Spacing</u>
	<u>Private Driveways (feet)</u>
<u>Major Arterial</u>	<u>300</u>
<u>Minor Arterial</u>	<u>200</u>
<u>Major Collector</u>	<u>150</u>
<u>Neighborhood Collector</u>	<u>100</u>
<u>Local Residential Street</u>	<u>50</u>
<u>Local Commercial/Industrial Street</u>	<u>50</u>

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**4. LOCAL STREET CONNECTIVITY**

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**b. Purpose and Intent**

The purpose of the connectivity standard is to ensure that:

- i. The layout of the local street system does not create excessive travel lengths or limit route choices. This will be accomplished through an interconnected local street system to reduce travel distance, promote the use of alternative modes of travel, provide for efficient provision of utility and emergency services, provide for more even dispersal of traffic, and reduce air pollution and energy consumption;

///

- iv. Local Circulation systems and land development patterns do not detract from the efficiency of the adjacent collector or arterial streets;

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- vi. The Metro Urban Growth Management Functional Plan, Title 11, street connectivity requirements (~~Metro Code 3.07.630~~) are met;

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viii. ~~To guide land owners and developers on desired street and bicycle and pedestrian accessway~~ Transportation connections to the existing transportation system that will improve local access to schools, transit, shopping, and employment areas.

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e. Standards for Construction

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iv. Where a temporary street-end is created, it shall be stubbed to the property line and a sign shall be posted with posted notification identifying it as temporary and planned for future extension.

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50.07 REVIEW & APPROVAL PROCEDURES

50.07.003 REVIEW PROCEDURES

1. APPLICATION

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a. Application for Development

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iii. Traffic Impact Study (TIS) Required

(1) The Purpose of a Traffic Impact Study is to:

- (a) Ensure that the existing and proposed transportation facilities in the vicinity of the proposed development are capable of accommodating the amount of traffic expected to be generated by the proposed development;
- (b) Protect future operations and safety of transportation facilities and major transit corridors, and implement the Comprehensive Plan and Transportation System Plan.

(2) The City Engineer shall require a traffic impact study when any of the following conditions are met:

- (a) The proposed development or site modification will generate at least 25 trips in the roadway peak hour traffic period or at least 250 daily trips, prior to applying trip reduction factors; or
- (b) The site is subject to a zoning map or text amendment or comprehensive plan or map amendment that increases the intensity (potential vehicle trip generation) of allowed uses; or
- (c) The daily use of the property increases by ten or more vehicles with a gross vehicle weight rating of 26,000 pounds or greater; or

- (d) The traffic generated by a proposed development will result in a traffic volume increase that could potentially change the functional classification of an existing or planned transportation facility (e.g., traffic volume exceeds local street classification; or  
or
- (e) The City Engineer finds:
- i. the City or other roadway authority has documented traffic safety or operations concerns within the study area, such as frequent crashes, poor roadway alignment, limited sight distance; or
  - ii. existing Level of Service of a nearby intersection is at or below LOS 'D'; or
  - iii. a proposed development is expected to alter traffic patterns on a local street or neighborhood collector within 1/2 mile of the subject lot such that access to individual properties or traffic safety is adversely impacted; or
  - iv. the site lies within one-quarter mile of the ramp terminal of an Interstate freeway, as traveled along roadways.

(3) The traffic impact study shall be conducted by a registered Oregon Civil or Traffic engineer with special training and experience in transportation analysis and planning, and shall either follow the TIS Guidelines, approved by the City Engineer, or provide justification from a registered traffic engineer as to why the TIS Guidelines should not be followed in that instance. The City Engineer shall issue TIS Guidelines, which at a minimum shall address:

- (a) Identification of the study area;
- (b) Analysis of existing transportation conditions, including as applicable, Level of Service and safety deficiencies if any, on transportation facilities within the study area;
- (c) Future conditions (trip generation and trip distribution) for the proposed development;
- (d) Projected Levels of Service on intersections within the study area;
- (e) Analysis of impacts from projected traffic on applicable surface modes of travel (vehicular, freight, bicycle, pedestrian, and transit), including as applicable Level of Service, safety, and capacity for streets within the study area;
- (f) A recommendation of necessary transportation improvements or other measures to mitigate deficiencies identified by the TIS and ensure a Level of Service 'E' or better at peak hour traffic period for intersections within the study area, after the future traffic impacts generated by the development are considered.

The applicant's engineer shall certify the TIS by providing a signature and engineer stamp or seal.

[Editor's note: Add:

Cross-Reference: See City Engineer's Traffic Impact Study (TIS) Guidelines.]

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### 3. PUBLIC NOTICE/OPPORTUNITY FOR PUBLIC COMMENT

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#### a. Written and Posted Notice for Minor Development

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iii. Notice to Affected Roadway and Railroad Authorities ~~Oregon Department of Transportation and the Affected Railroad Company~~

Written notice shall be provided to:

~~the~~ (1) Oregon Department of Transportation and the affected railroad company if the application indicates that a railroad-highway crossing provides or will provide the only access to land that is the subject of the application; and

(2) a city or county or state where that jurisdiction's boundary or transportation facility is within 1/2 mile of the boundary of the development site.

The City Manager may give additional notice of application to other governmental entities as deemed appropriate, e.g. TriMet.

#### c. Notice for Initial Public Hearing for Minor and Major Development

i. Notice of a public hearing before a hearing body containing the information required below shall be mailed at least 20 days before the initial public hearing as follows:

(1) To the applicant;

(2) To property owners in the same manner as provided in LOC 50.07.003.a.i;

(3) To neighborhood associations in the same manner as provided in LOC 50.07.003.a.ii;

(4) To the ~~Oregon Department of Transportation~~ Affected Roadway Authority or Jurisdiction and affected Affected ~~railroad~~ Railroad ~~company~~ Companies if:

(a) the application indicates that a railroad-highway crossing provides or will provide the only access to land that is the subject of the application; and

(b) a city's or county's or state's boundary or transportation facility is within 1/2 mile of the lot; and

(5) Persons filing comments within any comment period: If the hearing regards an appeal of a City Manager decision on a minor development application, to any person not otherwise required to be notified by this section who submitted comments during the 14-day comment period.

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## 50.10 DEFINITIONS AND RULES OF MEASUREMENT

### 50.10.003 DEFINITIONS

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#### 2. DEFINITION OF TERMS

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The following terms shall mean:

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##### Access Lane

The area on private property that extends from the public right-of-way and is permitted to provide ingress and egress to the property (or properties) by applicable surface modes of travel.

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##### Peak Hour

The one hour interval, in which the highest traffic volumes occur on a given roadway, during the traditional commuting peak periods of 7 a.m. to 9 a.m., 4 p.m. to 6 p.m., and also the time period(s) outside the traditional commuting peak periods for the particular land use that generates the highest traffic volume.

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##### Traffic Impact Study

A report prepared by a professional engineer that assesses the impacts that a particular development's traffic will have on the transportation system in the defined study area and provides an analysis of a proposed transportation solution, if needed.

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##### Traffic Evaluation

A report or analysis, conducted by a qualified professional such as an architect, landscape architect, engineer, surveyor, as applicable, to examine the impact(s) to an aspect of the transportation system, i.e., determination of the location and configuration of an access, sight distance analysis, pedestrian crossing evaluation.