

**November 2017**



# **2016-17 Long-Range Planning Program Annual Report**



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# What we do

"Planning is essentially an organized attempt at community foresight. It seeks to guide the future conservation and development of an area within a framework of goals and policies consistent with physical constraints, legal requirements and attitudes and resources of the community."

- Clackamas County Comprehensive Plan

# Components of long-range planning

*Long-range planning allows residents, businesses, partner organizations and county decision-makers to plan and invest in future development for land use and transportation infrastructure in Clackamas County and the metropolitan region.*

*The results of this work are often reflected in updates to the county's Comprehensive Plan, Transportation System Plan (TSP) and Zoning & Development Ordinance (ZDO).*

## Planning and analysis

Every year, planning staff gathers input from the public, community groups, the Planning Commission and county departments to identify the long-range planning projects to work on the following year. This annual work program often results in updates to the Comprehensive Plan, Transportation System Plan and Zoning & Development Ordinance.

## Public engagement

We share information with and gather input from the public and other stakeholders on long-range transportation and land use topics. This is done in a variety of ways, including through the Planning Commission and the Pedestrian / Bikeway Advisory Committee, official advisory committees to the Board of County Commissioners. We also use project-specific advisory committees and community meetings.

## Coordination

We coordinate with local, regional and state partners on land use and transportation planning issues.

Coordination involves representing the county at state and regional meetings, bringing together local jurisdictions and keeping local decision-makers up-to-date on current issues.

## Funding

We identify funds needed to support planning projects and capital transportation construction projects. Based on needs identified in the Comprehensive Plan and the 20-year Capital Improvement Plan, the projects are matched to potential grant funding sources. In addition, staff works with representatives from around the region to provide input to the Metropolitan Transportation Improvement Program (MTIP) and the State Transportation Improvements Program (STIP).





# Planning and analysis

Three land use projects identified in the 2016-17 Work Program, and three transportation projects, were completed last year. Other significant projects completed were amendments to the City of Sandy Urban Growth Boundary (UGB) and finalization of Urban and Rural Reserve designations. Three projects underway during 2016-17 are continuing into the Work Program for 2017-18.



**Completed**

## **Americans with Disabilities Act (ADA) Transition Plan for Public Rights of Way**

The 2017 ADA Transition Plan for the Public Rights-of-Way describes how Clackamas County will provide equal access for people with disabilities to all county pedestrian facilities – curb ramps and traffic signals – as required by the Americans with Disabilities Act of 1990. The plan was adopted by the Board of County Commissioners (BCC) in July 2017.

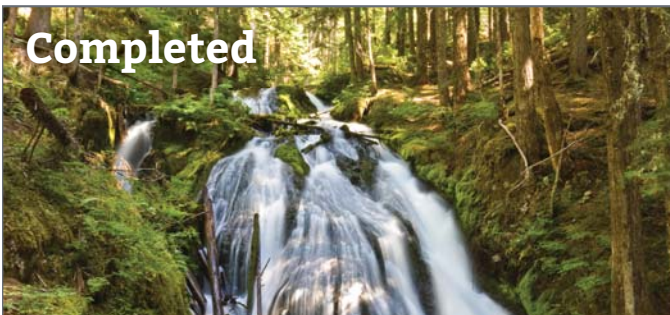


**Completed**

## **Damascus: Apply County Comprehensive Plan and ZDO**

*to former City of Damascus*

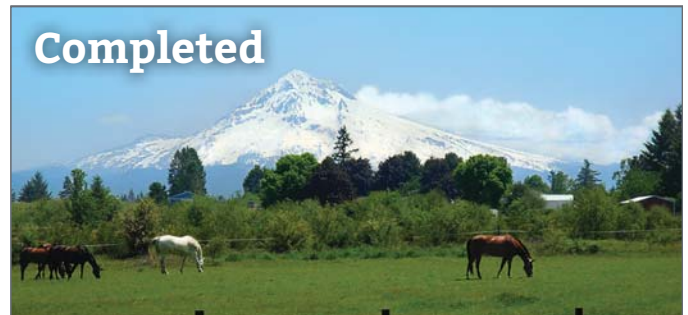
As a result of the disincorporation of the City of Damascus, the county adopted Comprehensive Plan land use designation map amendments and zoning district map amendments for these areas and affected properties in the area formerly within the Damascus city boundaries. The plan was approved by the BCC in June 2016.



**Completed**

## **Natural Resource District Amendments**

The Natural Resource zoning districts, including Exclusive Farm Use (EFU), Timber (TBR) and AG/Forest (AG/F), were amended in 2012 and 2013. The Oregon Legislature made rule changes that include adjustments, consistency, re-ordering, accuracy, cross references and providing uniformity with recent LUBA decisions. Our Natural Resource District amendments last year brought our Zoning & Development Ordinance into compliance with state law.

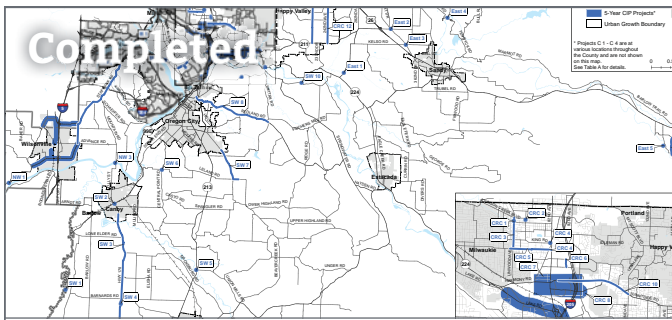


**Completed**

## **Sandy Urban Growth Boundary Amendments**

The BCC adopted a legislative amendment to the County Comprehensive Plan to adopt an expanded urban growth boundary (UGB) for the City of Sandy. The amendment was requested by the city and the UGB was mutually adopted by the city and the county prior to submitting the boundary to the state for acknowledgment.

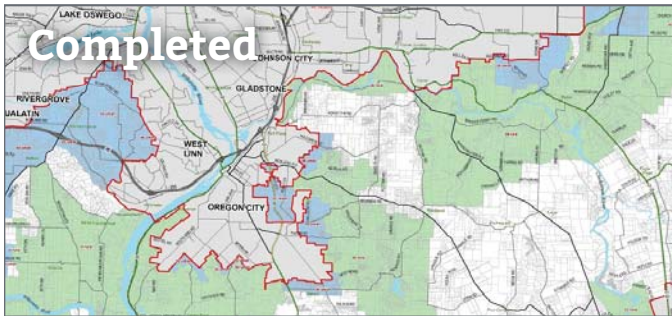




## Completed

### Five-Year Capital Improvement Program

Staff completed a comprehensive list of the Capital Transportation Improvement projects that are scheduled to be undertaken over the next five years. Each project has been matched to funding sources. This document is updated every two years.



## Completed

### Urban and Rural Reserves Designations

Clackamas County, Multnomah County and Metro adopted final decisions on urban and rural reserves in response to the remand from the Oregon Court of Appeals in *Barkers Five, LLC et al. v. Land Conservation and Development Commission*, 261 Or App 259 (2014) and the Department of Land Conservation & Development's corresponding Remand Order No. 14-ACK-001867.

The action affirms the findings from the urban and rural reserves process implemented by Metro, and Clackamas, Multnomah and Washington counties from 2008-10. In addition, Metro, Clackamas County and the cities of Lake Oswego, Tualatin and West Linn signed an inter-governmental agreement (IGA) on potential future urbanization of the Stafford area in unincorporated Clackamas County.



Completed

### Marijuana Land Use Regulation Amendments

Following several public hearings in 2015, the BCC adopted land use regulations related to recreational marijuana production, processing, retail and wholesale with the assumption that future refinements would be necessary. In spring 2017 the board approved narrowly defined sets of code amendments that:

- Add fence design standards
- Allow the processing of marijuana concentrates and extracts in the exclusive farm use (EFU) and agriculture/forest (AG/F) zones, subject to certain standards
- Conform to changes in state law and regulations
- Increase the clarity of the current regulations



Completed

### Villages at Mt. Hood Pedestrian and Bikeway Plan

A year-long project to identify bicycle and pedestrian needs within the Villages at Mt. Hood, including Brightwood, Welches, Wemme, Zigzag and Rhododendron, was completed and presented to the Planning Commission in December 2016. The county received a Transportation and Growth Management (TGM) grant from the Oregon Department of Transportation to create the plan.





Continuing

## Monroe Neighborhood Street Design Plan

Monroe Street connects downtown Milwaukie with northwest Clackamas County and the Clackamas Town Center. The goal of this project is to create a neighborhood street that improves safety for all modes of travel (walking, bicycling, and driving), with a special emphasis on pedestrians and cyclists.

Major work was done in 2016-17, and in 2017-18 additional research is underway to respond to questions raised by the Planning Commission.



Continuing

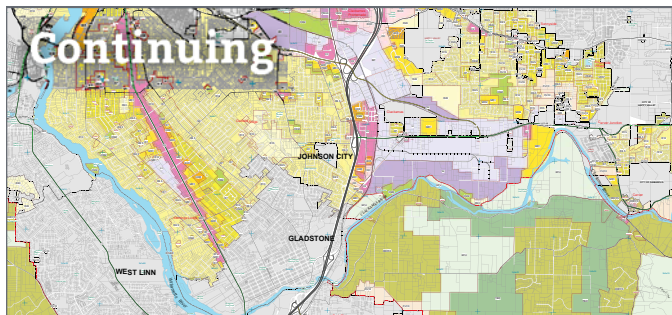
## Safe Routes to School

*Outreach, engagement and action plans*

This is a 3-year project aimed at creating safe and convenient opportunities for students biking and walking to and from school. Safe Routes to School (SRTS) helps to increase physical activity and improves conditions on school routes.

In 2016-17, action plans were created for Whitcomb Elementary, Welches Elementary & Middle School, Bilquist Elementary and Oak Grove Elementary schools.

In 2017-18, new schools will be added to the program.

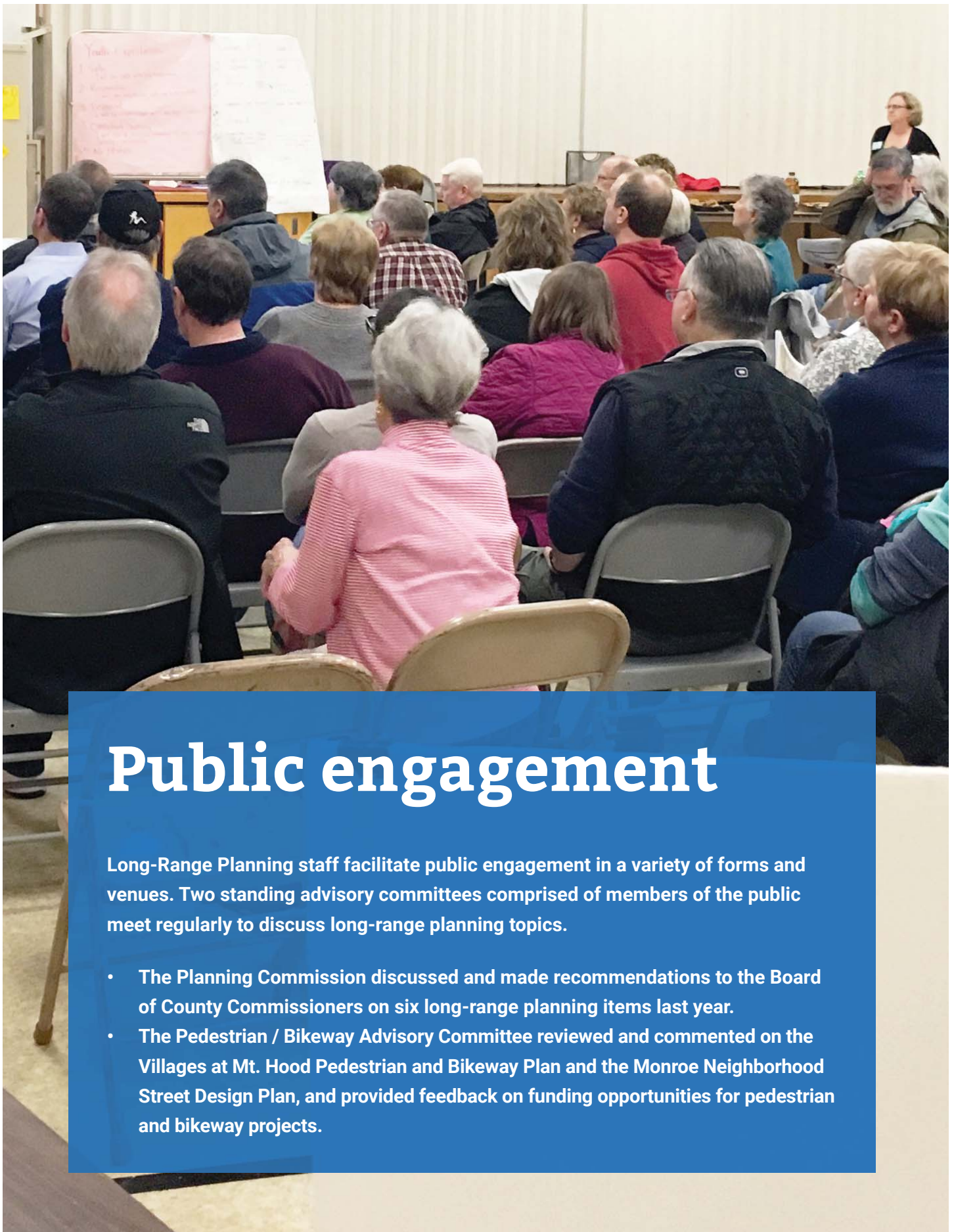


Continuing

## Zoning & Development Ordinance (ZDO)

This is a multi-year project to review and update the entire ZDO. This year, efforts focused on reviewing the county's development standards, particularly building siting and design, in preparation for future public hearings and ZDO amendments. This project is ongoing.

The ZDO audit began in 2012 and has continued annually with occasional interruptions for major new tasks. It is estimated to be complete in 2019.



# Public engagement

Long-Range Planning staff facilitate public engagement in a variety of forms and venues. Two standing advisory committees comprised of members of the public meet regularly to discuss long-range planning topics.

- The Planning Commission discussed and made recommendations to the Board of County Commissioners on six long-range planning items last year.
- The Pedestrian / Bikeway Advisory Committee reviewed and commented on the Villages at Mt. Hood Pedestrian and Bikeway Plan and the Monroe Neighborhood Street Design Plan, and provided feedback on funding opportunities for pedestrian and bikeway projects.

## Planning Commission

Nine residents appointed by the Board of County Commissioners advise the BCC on land use applications and issues. The Planning Commission provides recommendations to the BCC in accordance with the requirements of state law, the County Comprehensive Plan, Zoning & Development Ordinance and County Code. Planning Commission meetings are held as needed on the second and fourth Monday of each month at 6:30 p.m. in the Development Services Building Auditorium at 150 Beavercreek Road, Oregon City.

## Pedestrian / Bikeway Advisory Committee (PBAC)

The committee reviews and advises on applicable portions of the county's Comprehensive Plan, Capital Improvement Plan and other plans to develop a coordinated system of adequate, safe and convenient walkways and bikeways throughout Clackamas County. PBAC typically meets the first Tuesday of every other month, at 6:30 p.m. in the Development Services Building Room 301 at 150 Beavercreek Road, Oregon City.

The PBAC has developed bicycle and pedestrian safety programs, reviewed project priorities, completed the county's Active Transportation Plan and helped develop a county bike map.

## Project level public outreach

Staff reached out to and involved the public and stakeholders in a number of long-range planning projects in 2016-17, including the following:

1. Title VI: Non-discrimination Policy
2. ADA Transition Plan
3. Monroe Neighborhood Street Design Plan
4. Safe Routes to School
5. Villages at Mt. Hood Pedestrian and Bikeway Plan
6. Urban and Rural Reserves Designations
7. Marijuana land use regulations amendments



A photograph of a group of people at a meeting or conference. In the foreground, a man in a white shirt, a woman in a red cardigan over a floral dress, and a man in a light blue button-down shirt are smiling and looking towards the right. In the background, a man in a dark blue polo shirt is leaning over a table, and a woman in a pink sleeveless top is standing next to him. The setting appears to be an indoor event space with other people and displays in the background.

# Coordination

The Long-Range Planning team supports elected officials by helping them prepare for local, regional and state land use and transportation meetings.

Staff consistently attends technical meetings to ensure that county concerns are represented in land use and transportation issue discussions and decisions.

These committees include:

- ODOT Region 1 Area Commission on Transportation (R1ACT)
- Joint Policy Advisory Committee on Transportation (JPACT)
- Metro Policy Advisory Committee (MPAC)
- Clackamas County Coordinating Committee (C4)
- C4 Metro Subcommittee

# Methods of coordination

*Coordination involves representing the county at state and regional meetings, bringing together local jurisdictions and keeping local decision-makers up-to-date on current issues.*

## State

Long-range planning closely follows statewide land use and transportation issues and provides technical support to county leadership as they work with the Oregon Legislature, Oregon Transportation Commission and other statewide bodies.

## Regional

Staff from long-range planning represent the county in regional coordination through Metro, TriMet, and the Region 1 Advisory Committee on Transportation (R1ACT).

## County

Long-range planning staff maintain close working relationships with staff from cities and special districts in the county to develop cooperative solutions on issues of mutual concern. Staff also support groups such as the Clackamas County Coordinating Committee (C4) and its subcommittees, as well as the Clackamas Transportation Advisory Committee (CTAC).

## Other

Long-range planning staff work closely with community groups to help them find solutions to issues of concern in unincorporated areas including Oak Grove, Jennings Lodge, Clackamas, Mulino, Damascus, Boring, Stafford and Government Camp.



An aerial photograph of a bridge under construction. The bridge deck is covered with orange safety netting. A large blue rectangular box is overlaid on the lower half of the image, containing white text. In the background, there are railroad tracks, trees, and some buildings.

# Funding

Many projects are only possible if we are able to acquire funds from outside the county. In addition, since the majority of the Road Fund (the funds the county receives from State Gas Tax revenue and other state transportation funds) is dedicated to maintaining the existing transportation system, grant revenues are also used for capital projects.

In 2016-17, staff submitted seven grant applications, five of which were approved, and two were not approved.

Of the four grants received:

- \$3.5 million was for capital investments
- \$127,500 was for Safe Routes to School programs, education and action plans
- \$180,000 was for outreach and a process to create design and development standards



*The table below shows which grants were applied to for funding dollars.*

Grant applications, 2016-17			
GRANT	SOURCE	PURPOSE/PROJECT	AMOUNT
Regional Travel Options (RTO)	Metro	Active transportation trail counters	\$15,909
Federal Lands Access Program	Federal Highway Administration (FHWA)	Lolo Pass Road surface preservation and revetment	\$3,241,922
Federal Lands Access Program	Federal Highway Administration (FHWA)	East Salmon River Road preventive maintenance	\$200,000
Transportation Safety	Oregon Department of Transportation (ODOT)	Safe Routes to School	\$127,500
2040 Planning & Development	Metro	Park Avenue Station Area Development and Design Standards	\$180,000
Regional Flexible Funding	Metro	Implementation of the Monroe Neighborhood Street Design Plan	Not awarded
Transportation and Growth Management (TGM)	Oregon Department of Transportation (ODOT)	I-5 to Canby Freight Access Implementation	Not awarded

A photograph of four people wearing helmets and riding bicycles, standing in front of a red brick building with a large window. A red fire alarm pull station is visible on the wall to the right. A blue semi-transparent box is overlaid on the bottom half of the image, containing text.

# Supporting county goals

The work of the Long-Range Planning program supports the areas of focus identified by the Board of County Commissioners in the county's long-range strategic plan, known as Performance Clackamas.

Long-range land use and transportation planning supports all five of the Performance Clackamas goals by the board:

- Build public trust through good government
- Grow a vibrant economy
- Build a strong infrastructure
- Ensure safe, healthy and secure communities
- Honor, utilize, promote and invest in our natural resources

*The table below shows how the 2016-17 Long-Range Planning projects fit with Performance Clackamas goals.*

Long-Range Planning projects by Performance Clackamas focus areas	
Build public trust through good government	Metro 2040 Grant development with community group
	Monroe Neighborhood Street Design Plan
	Safe Routes to School Action Plans
	Villages at Mt. Hood Pedestrian and Bikeway Plan
	Zoning and Development Ordinance Audit
Grow a vibrant economy	Regional Over-Dimensional Freight Study
	ZDO: Damascus disincorporation
	ZDO: Marijuana regulations
Build a strong infrastructure	Americans with Disabilities Act Transition Plan
	Five-year Transportation Capital Improvement Program
	Monroe Neighborhood Street Design Plan
	Villages at Mt. Hood Pedestrian and Bikeway Plan
Ensure safe, healthy and secure communities	Safe Routes to School Action Plans
Honor, utilize promote and invest in our natural resources	Urban and Rural Reserves

The introduction to the county's Comprehensive Plan outlines its purpose:

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***The basic aim of the Comprehensive Plan is to organize and coordinate the complex interrelationships among people, land, resources and facilities in such a way as to protect the future health, safety, quality of life and welfare of Clackamas County residents.***

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## **Long-Range Planning performance measures**

### **Results**

- 70% of the planning projects started in the last year have been completed. The target is to have 80% completed. Key factors influencing this measure are that planning projects often last longer than one fiscal year and new projects are also started each year.
- Over the past year, approximately 15% of the projects were related to employment land, Urban Growth Boundary (UGB), and Urban and Rural Reserves. Key accomplishments include resolution of Urban and Rural Reserves and adoption of the Clackamas County ZDO for the area that had previously been in the city of Damascus.

### **Outputs**

- 43 Board of County Commissioners and Planning Commission planning and policy sessions
- 164 representations at 43 local, state and regional planning group meetings
- \$225,500 of outside funds secured for current or future projects



An aerial photograph of a complex highway interchange with multiple overpasses and ramps. The surrounding area includes industrial buildings, parking lots, green fields, and residential neighborhoods. A large blue rectangular box is overlaid on the bottom half of the image, containing white text.

# Looking forward

The Long-Range Planning Work Program for 2017-18 was approved by the Board of County Commissioners in March 2017. It includes four land use projects and six transportation projects selected from among 16 proposed projects from the public, community organizations and county departments.



# Planning & Zoning Division Long-Range Planning Work Program Overview

July 1, 2017 – June 30, 2018

Land Use Projects		
#	Project	Description
LU1	Zoning & Development Ordinance (ZDO) Audit	<ul style="list-style-type: none"> <li>• Review and update sections in the 800, 900 and 1000 series</li> <li>• Review allowing exceptions to maximum 4,000-sq-ft building size in the Rural Tourist Commercial (RTC) zone</li> <li>• Consider near-term design standards for commercial and multi-family development</li> </ul>
LU2	Floodplain Regulations	Develop ZDO and Comprehensive Plan amendments to address FEMA mandates in response to a Biological Opinion issued by the National Marine Fisheries Service to protect endangered species.
LU3	Transitional Housing	Develop ZDO and Comprehensive Plan amendments to set up review processes to allow for transitional housing that will permit the county to respond to the needs of homeless people through transitional shelters, tiny houses or other low-income types of housing.
LU4	Park Ave Station Area Outreach & Assessment	<ul style="list-style-type: none"> <li>• Work with McLoughlin Area Plan Implementation Team (MAP-IT) to identify, scope and submit grant application(s) for a consultant for:               <ul style="list-style-type: none"> <li>o Outreach on commercial and multifamily design and development standards, and residential protection</li> <li>o Livability assessment of residential neighborhoods</li> </ul> </li> <li>• Develop a voluntary mechanism to prevent up-zoning or dividing land in low-density residential neighborhoods (including, but not limited to, the Park Ave Station area).</li> </ul>

Transportation Projects		
#	Project	Description
T1	Safe Routes to School	Develop SRTS action plans for four schools in order to increase safety for children, parents and others going to and from schools.
T2	Arndt Road Extension Goal Exception	Develop a goal exception to support the crossing of the Molalla River in relation to the Board of Commissioners goal to provide access from I-5 to the city of Canby.
T3	Monroe Neighborhood Street Design Plan	Respond to concerns raised by the Planning Commission in order to complete this project and add it to the Comprehensive Plan
T4	Development Review Performance Measures	Research impacts of implementing additional performance measures for sidewalks, bikeways, transit and safety.
T5	Damascus Area Transportation Needs	Review plans for transportation projects on county roads in the unincorporated Damascus area and outside Happy Valley's planning jurisdiction to identify or develop needed projects to include in the county's Transportation System Plan.
T6	Stafford Area Preliminary Infrastructure Feasibility Analysis	Study potential demands that various levels of urban growth would have on sewer, water, storm water and transportation infrastructure in the Stafford area, and how they would impact the neighboring cities.



## **Transportation and Planning Staff**

### **Long-range planning team**

- Karen Buehrig, Supervisor
- Martha Fritzie, Senior Land Use Planner
- Lorraine Gonzales, Senior Land Use Planner
- Scott Hoelscher, Senior Transportation Planner
- Jennifer Hughes, Principal Land Use Planner
- Stephen Williams, Principal Transportation Planner

### **Executive Management**

- M. Barbara Cartmill, Director of Department of Transportation and Development
- Mike Bezner, Assistant Director for Transportation
- Dan Johnson, Assistant Director for Development
- Mike McCallister, Planning Director

## **Questions?**

Contact Supervisor Karen Buehrig at [karenb@clackamas.us](mailto:karenb@clackamas.us) or 503-742-4683.



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