



**ODOT REVIEW OF COMP OF COMPREHENSIVE  
 PLAN AND TRANSPORTATION ELEMENTS FROM MARCH 13, 2009**

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This staff report covers comments received by the City of Molalla from ODOT in a letter dated March 13, 2009. Staff has taken the comments word for word from their report and put into this format. The following represents the staff report to the Planning Commission. Staff comments and recommendations are made in ***Bold Italic*** print.

**COMMENTS AND EXPLANATIONS**

Proposed Transportation Systems Plan Amendments

Table 13 Street Design Standards Summary

The proposed cross-sections in Proposed Table 13 are not fully consistent with Molalla Downtown Plan, Chapter 7 Downtown Transportation Element, Figures 7.4, 7.5, and 7.6 which refer to cross-sections in the City’s adopted TSP (2001). Inconsistencies between these documents, as well as with the proposed new code, Chapter 18, will need to be resolved prior to adoption.

***After working with Sonya we were able to straighten out the five different options provided to the city and the 4 different locations where the information was stored to ensure that all tables are the same. The table below which is followed by illustrations in the code (not provided in this report) have been changed to be consistent with the OR 211 Streetscape and Downtown Master Plan as well as some changes that had to be made to meet ODOT design standards, that were not caught at the time of Downtown/OR 211 Streetscape Plan. These changes will be reflected in the code and in the Transportation Systems Plan and in the Downtown/OR 211 Streetscape Plan. Footnotes have been included to ensure all information is understood for this staff report to the Planning Commission.***

***Additional changes to this report are to be made by staff in a later version of a staff report due to a recently discovered error. This plan calls for the same cross section for Molalla Avenue as it does for OR 211 which is not part of the plan. Page 63 of the Downtown/OR 211 Streetscape Plan identifies a cross-section which should be used for Molalla Avenue. This change will be reflected in a future addition.***

**Table 18.4.100(F) Street Standards from the adopted Transportation System Plan**

		Min. Right	Curb to	Motor Vehicle	Median /		On		Planting Strips or
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Street Type	Cross Section	of Way Width (ft)	Curb Paved Width (ft)	Travel Lanes (ft)	Center Turn Lane (ft)	Bike Lanes <sup>1</sup>	Street Parking <sup>2</sup>	Sidewalks & Curbs (ft) <sup>3</sup>	Tree Wells (ft)
<b>Local Street</b>									
-Downtown	2 Lanes	50'-60'	38'	10'	No	No	7'-8'	8'-10'	Tree Wells
-Rest of City	2 Lanes	50'	36'	10'	No	No	7'-8'	5'	No
Neighborhood Street	2 Lanes	50'	40'	12'	No	No	7'-8'	5'	No
Minor Collector	2 Lanes	50'	40'	12'	No	No	7'-8'	5'	No
<b>Major Collector</b>									
-Downtown	3 Lanes	62'-64'	50'-52'	12'	No	6'	7'-8'	6'	Tree Wells
-Rest of City	3 Lanes	60'	52'	12'	12'	6' <sup>4</sup>	7'-8'	6'	No
<b>Arterial</b>									
-Downtown STA (OR 211 and Molalla Ave) <sup>5</sup>	2 Lanes	66'	46'	11'	14'	5'	7' <sup>6</sup>	10'	Tree Wells
-Highway 211 & 213	3 Lanes	84'	52'	12'	16'	6'	No	6'-8'	8'
-Molalla Forest Road	3 Lanes	72'-76'	52'	12'	16'	6'	No	6'	4'
-Rest of City	3 Lanes	62'-66'	50'	12'	14'	6'	No	6'-8'	No
Alley	1 Lane	20'	N/A	16'	No	No	No	No	No

Figure 20 Street Cross Sections also will need to be revised to be consistent with Table 13, Code Chapter 18, and the Molalla Downtown Plan.

Suggested Language: “The Molalla Downtown/OR 211 Plan standards apply on City streets within the downtown area (Chapter 7 Downtown Transportation Element) and on OR 211 (Chapter 8: OR 211 Streetscape Plan, Chapter 9 Implementation Strategy and Chapter 10 Recommendations also apply. Where

<sup>1</sup> Required on both sides unless otherwise noted.

<sup>2</sup> Required on both sides unless otherwise noted.

<sup>3</sup> Required on both sides unless otherwise noted.

<sup>4</sup> For all Major Collectors there is only one 6' bike lane required.

<sup>5</sup> STA (Special Transportation Area). This area includes Highway 211 (Main Street) and Molalla Avenue within the STA.

<sup>6</sup> Anticipated off-street parking will need to be removed at the intersection of Main and Molalla at such time enhancements to this intersection are made including a signal.

there is a discrepancy with the City's adopted TSP and the Molalla Downtown/OR 211 Plan, the Molalla Downtown/OR 211 Plan standards shall apply.

***Staff is making a recommendation to use the language above to be placed in the TSP on page 65. Staff recommends placing it right before Roadway Improvement Alternatives.***

***Staff has made a reference in the comprehensive plan as well to ensure accuracy between the two documents. This change allows language from the Downtown/OR 211 Streetscape Plan to supercede other elements when a conflict arises. The reference in the Comprehensive Plan implements the Downtown/OR 211 Streetscape Plan.***

***Molalla's Transportation Systems Master Plan Table 13 has been updated to be consistent with changes made from staff's meeting with ODOT. Staff actually removed Table 18.4.100(F) of Title 18 of the MDC and made reference to the TSP table to avoid potential conflicts in change in the future.***

When the TSP is updated in the future, the Downtown/OR 211 plan transportation elements can be more fully integrated into the TSP.

***The City of Molalla's proposed Comprehensive Plan states that Molalla will seek updating its Transportation Systems Master Plan in the near term.***

## PROPOSED NEW COMPREHENSIVE PLAN

### GOAL 11 Public Facilities and Services

For ease of administration, I recommend grouping the goals and policies by their topics and creating additional sub-headings.

***Staff is recommending the changes as discussed in a joint meeting with ODOT representative Sonya Kazen and City staff in March of 2009. These changes are reflected in staff's Comprehensive Plan Amendments under Goal 12.***

Policy 30: The TSP does not address sign requirements, nor does it provide street design details; these are addressed in the city code and/or City or ODOT engineering standards. Therefore, references to these companion regulations should be added to Policy 30.

***Staff recommends adding a new policy (#31) which will address the needs of signage and street designs to meet the requirements of all supporting documents and ODOT, City and Clackamas County standards for the roadway.***

Policy 40: Recommended change: "The City shall coordinate with Clackamas County and ODOT to provide necessary improvements to regional facilities for capacity, safety and preservation."

***There was no current Policy #40 and no other policies appeared to discuss this issue therefore the proposed staff changes recommend a new Policy #37 which uses this language as recommended.***

Policy 41: This policy does not seem appropriate for a Comprehensive Plan as it involves a near-term City action item rather than an enduring policy.

***Staff was unable to find any Policy #41 and therefore believes the policy had been removed from a previous version.***

#### GOAL 12 Transportation

Please consider combing goals and policies where feasible, creating additional sub-headings by topics and presenting them in order of magnitude. There should be a goal to support each of the policies; although there may be multiple policies that support each goal; this is not currently the case.

***Several goals and policies were combined with duplicates eliminated. Additional sub headings on the policies were created in the staff changes and broken down by type of policy by sub heading.***

Transportation Goals:

The proposed goals are not consistent with those found in the City's adopted TSP:

- Promote a balanced, safe, and efficient transportation system.
- Ensure the adequacy of the roadway network in terms of function, capacity, level of service, and safety.
- Promote alternative modes of transportation.
- Identity and prioritize transportation improvement needs in the City of Molalla, and identity a set of reliable funding sources that can be applied to these improvements.

The proposed Goals are heavily weighted to support vehicular travel. Goals to support the proposed policies for pedestrian, bicycle and transit modes are lacking. The impacts of roadway development on the environment or communities are not addressed. Freight movement – regional and local through and within Molalla is not considered. (The TSP includes a goal to relocate the truck route from OR 211 to Molalla Forest Road, but this is not reflected in the draft.)

Therefore, I recommend the City review the Transportation Plan Rule 660-12 for examples of goal language pertaining to the provision of a balance multi-modal transportation system. As proposed, the City's Goal 12 may be inconsistent with the state Transportation Planning Rule.

***After discussion in March 2009 with ODOT Representative Sonya Kazen staff has made changes to the goals which reflect the discussions made in that meeting. These changes reflect the need and desire of Molalla to have Multi-Modal transportation options.***

The following text revisions (in italics) are recommended:

The city has adopted transportation System Plan (TSP). The Molalla TSP provides background information..., standards, and recommended projects and elements for a multi-modal transportation system to serve the City's growing population of 2020..... The TSP needs to be updated within the next 1 to 3 years.

***Staff revised the final paragraph in the section (Goal 12) dealing with the transportation section of the Comprehensive Plan. The existing comprehensive plan language was mixed with this language to achieve the overall understanding of how the transportation systems plan is adopted, will be used, referenced, and how we will address potential changes.***

Please insert final paragraph:

The Molalla Downtown/OR 211 Plan standards apply with the downtown area and on OR 211 (corridor and downtown segments). Specifically, Chapter 8: Downtown Transportation Element, Chapter 9: OR 211 Streetscape Plan, Chapter 9 Implementation Strategy and Chapter 10 Recommendations. Where there is a discrepancy with the City's adopted TSP (2001), the Molalla Downtown/OR 211 Plan shall apply.

***Staff inserted this paragraph into the Transportation Systems Plan under the heading "Transportation System Plan". This will allow the necessary parts of the Downtown Molalla Development and OR 211 Streetscape Plan elements that are to be adopted to be addressed in the TSP.***

I find the bullet "Utilize existing railroad facilities to the benefit of the community in attracting industry and as a potential means of mass transit in the future" inconsistent with the fact that the only rail line to Molalla is currently being converted into a trail.

Suggested language: Support conversion of the non-active rail line to a community trail to provide community benefit, and to preserve rail right of - way for potential future use for freight or passenger rail service.

***The staff changes to the Comprehensive Plan added the following language Policy #49: "Coordinate with Southern Pacific Railroad to develop a future trail along the rail corridor located in Molalla to preserve the railroad right-of-way and provide a needed amenity".***

## Transportation Policies

### GOAL 12 Policies – Street and Roads

1. Recommend deleting language “through a grant in 2010”, because the timing and awarding of grant funding are unknown.

Suggested language: Molalla is committed to updating the Transportation System Plan every 5 to 10 years to address changes conditions, policies and regulations, and to incorporate changes to the Molalla comprehensive plan, master plans and development code adopted subsequent to the TSP...

***Staff has recommended removal of “through a grant in 2010” and simply stated that the City is committed to updating its TSP over the next 1-3 years. Staff added another section right before the policies portion in the Comprehensive Plan stating the language shown above.***

Requirements pertaining to zone change proposals are appropriately located in the development code, rather than the comprehensive plan.

Suggested comprehensive plan language:

Ensure that the transportation impacts of proposed comprehensive plan (including text and map amendments) and proposed zoning map amendments are addressed consistently with the requirements of the state Transportation Planning Rule

***Addressed this language through the staff report by adding Policy #22 using the language above.***

2. A Special Transportation Area in an ODOT highway classification in the Oregon Highway Plan. Following adoption of the Molalla Downtown/OR 211 Plan, City will need to request the Oregon Transportation Commission consider this; ODOT R1 staff will assist with the OTC adoption process.

Therefore, the following text is recommended, instead of as currently proposed:

Recommend ODOT designate a Special Transportation Area (STA) on OR within the downtown core in the Oregon Highway Plan, consistent with the Molalla Downtown/OR 211 Plan. The STA designation will allow for highway design and mobility that support a high level of pedestrian access and the downtown community center.

***A recommendation policy has been changed to reflect this request. Originally Policy #2 just made a simple reference to adopting an STA. The new policy is more in depth as stated in the recommendation above.***

3. Require right of way dedication consistent with City street standards and planned facilities as a condition of development, for new or expanded existing streets, sidewalks or accessways.

*After reviewing Title 18 of the development code there is a section where this is required (18.4.100(F)). However it only applied to subdivisions therefore I added development to the sentence to address all developments.*

4. Require the establishment of crossover easements as a condition of development as necessary to facilitate future shared access that support access management standards. Crossover easements shall not be required for residential properties unless they are part of a master planned development.

*Staff has made recommendations in Title 18 of the Development Code to address crossover easements as stated here. The following is the language used for the Crossover Easements:*

**L. Crossover Easements.** *As a condition of development on commercial and industrial developments shared access shall be required as follows:*

1. **Along Highway 211 and Highway 213.** *Shared access to serve multiple parcels under the same ownership will be required where feasible. Applicants shall be required to grant and establish by deed a crossover easement for access with parcels abutting on each side of the subject property. Site design cannot preclude future establishment of a joint access easement at the property line. At such time as adjacent parcels develop/redevelop, they shall also be required to grant and establish by deed a crossover access easement to the adjacent parcels. At that time creation of a joint access to the highway at the location of the joint access easement may be required where feasible and individual site access may be eliminated.*
2. **All other areas:** *Crossover easements, as described above, for properties located on City arterials and collector roads may be required where the city determines there would be a benefit for roadway operations. Each development proposal shall be reviewed and a determination made based on existing and projected future traffic conditions.*

6 a & b and 7 a & b – Much of the proposed language is not policy, but rather development code requirements that are best placed in the City's development code. Recommend deleting both as drafted and replacing with:

*After further discussion during the March 2009 meeting with ODOT representative Sonya Kazen staff changed a few of the policies as well as deleted a couple others.*

Policy 6:

Support implementation of the Downtown Transportation Element and OR 211 Corridor Streetscape Plan (Molalla Downtown/OR 211 Plan) as development occurs, and through the provision of City and ODOT projects.

***Staff recommends changing the Language on several of the policies to ensure this comment is addressed.***

Recommended new Policy 7:

Develop and administer land division and development code standards that support pedestrian, bicycle and transit travel.

***Staff recommends adding this language to the comprehensive plan.***

8. This policy appears more suitable for placement in Comprehensive Plan Chapter Community Plans/Downtown Molalla than in Chapter 12.

***Staff recommends moving this policy to the Goal 9 section under downtown policy #13.***

20. Recommend revising the language to cover both highways within Molalla:  
Coordinate with ODOT for development review, access management, and project funding and project development for OR 211 and OR 213.

***Staff recommends changes to these policies to reflect both Highway 211 and Highway 213.***

30. Recommended additions:  
Identify existing and potential future capacity problems and develop strategies to address these including intersection and roadway improvements, operational improvements, incident management, and enhance street connectivity.

***Staff recommends adding this language as a new policy in the comprehensive plan under the transportation section.***