

MEMORANDUM

Urban Design & Planning

STAFF REPORT TYPE IV HEARING—COMPREHENSIVE PLAN AMENDMENT TRANSPORTATION SYSTEM PLAN UPDATES

To: Gresham Planning Commission

From: David Berniker, Director, Urban Design & Planning
Jim Wheeler, Urban Design Manager
Jay Higgins, Associate Transportation Planner

Hearing Date: November 22, 2021

Report Date: October 18, 2021

File: CWP 21-00587

Proposal: To adopt changes to the Transportation System Plan from the Active Transportation Plan to support pedestrians and bicyclists with policies and projects. And adopt changes to the Comprehensive Plan to match the proposed Transportation System Plan policy changes.

Exhibit: 'A' -- Proposed Text Amendments to the Transportation System Plan.

Recommendation: Staff recommends **adoption** of the proposed changes to the Transportation System Plan, Volume IV of the Comprehensive Plan and Community Development Plan Goals and Policies, Volume II.

Staff Report Organization

- Section I provides an Executive Summary of the project to integrate policies and projects from the Active Transportation Plan into the Transportation System Plan.
- Section II identifies those Community Development Plan procedures that apply to the proposal.

- Section III identifies those Comprehensive Plan goals, policies, and action measures that apply to the proposal.
- Section IV identifies the Metro Regional Transportation Functional Plan titles that apply to the proposal.
- Section V identifies Oregon Statewide Planning Goals that apply to the proposal.
- Section VI contains specific findings of fact that detail how the proposal is consistent with Sections II through V:
 - Subsection A is findings of fact for the Community Development Plan procedures.
 - Subsection B is findings of fact for the Comprehensive Plan policies.
 - Subsection C is findings of fact for the Metro Regional Transportation Functional Plan Titles.
 - Subsection D is findings of fact for the Oregon Statewide Planning Goals.
- Sections VII and VIII summarizes staff conclusions and recommendations.
- Exhibit 'A' includes proposed amendments to Volume II – Comprehensive Plan and Volume IV - Transportation System Plan, as well as commentary.

SECTION I EXECUTIVE SUMMARY

The City of Gresham adopted the Active Transportation Plan September 4, 2018 and resolved to integrate the Active Transportation Plan into the Transportation System Plan. Staff has completed the document update to the Transportation System Plan, which integrates the policies and projects of the Active Transportation Plan as directed by Council.

During the last Transportation System Plan update in 2014 it was recognized that more attention was needed to plan safe pedestrian and bicyclist networks. An action from the Transportation System Plan was to complete a thorough review of pedestrian and bicyclist needs, which is the Active Transportation Plan.

The Active Transportation Plan kicked-off in 2016. A Technical Advisory Committee (TAC) and a Community Advisory Committee (CAC) were established. The Active Transportation Plan had extensive outreach to the public through online surveys, map exercises, and direct outreach to minority communities through Community Liaisons. The Active Transportation Plan identified major sidewalk gaps, lack of crossings on busy streets and uncomfortable bicycle facilities as the main ways to improve the safety and comfort of Gresham's pedestrian and bicyclist networks.

The Active Transportation Plan updated the policies for pedestrians and bicyclists, focusing on equity, safety, and complete networks. The plan also created a project list of sidewalk gaps, crossing locations, and a low-stress bicycle network with feedback from the community. These projects were then prioritized using seven criteria: Destinations, Safety, Transit Access, Health, Equity, Public Priority, and Pedestrian Level of Comfort / Bike Network Connectivity.

Staff has worked with the Transportation Subcommittee to discuss the integration of the Active Transportation Plan into the Transportation System Plan over four meetings in spring and fall of 2021. Subcommittee members were supportive of the work the Active Transportation Plan

accomplished towards equity and safety and encouraged more equity analysis in other areas of the Transportation System Plan. The upcoming Transportation System Plan Phase 2 project in 2022-2023 has an equity focus and will continue this work.

SECTION II APPLICABLE COMMUNITY DEVELOPMENT CODE PROCEDURES

Section 11.0201	Initiation of an Application
Section 11.0203	Classification of Applications by Procedure
Section 11.0204	Review Authorities
Section 11.0600	Type IV Legislative Procedures
Section 11.1000	Public Hearings

SECTION III APPLICABLE COMPREHENSIVE PLAN GOALS & POLICIES

Section 10.100	Citizen Involvement
Section 10.320	Transportation

SECTION IV APPLICABLE METRO REGIONAL TRANSPORTATION FUNCTIONAL PLAN TITLES

Title 1	Transportation System Design
Title 5	Amendment of Comprehensive Plans
Title 6	Compliance Procedures

SECTION V APPLICABLE OREGON STATEWIDE PLANNING GOALS

Goal 1	Citizen Involvement
Goal 12	Transportation

SECTION VI FINDINGS OF FACT

The proposed Community Development Plan amendment attached as Exhibit 'A' is consistent with all applicable procedures, goals, policies, and action measures of the Comprehensive Plan and applicable titles of the Metro Regional Transportation Functional Plan and Oregon Statewide Planning Goals as indicated in the following findings.

A. Community Development Code Procedures (Volume III)

Section 11.0201 – Initiation of an Application. This section provides that only the City Council may initiate a Type IV legislative application to amend the text of the Map or Code of the Gresham Community Development Plan. This amendment was initiated as

part of the resolution to adopt the Active Transportation Plan, which included integration into the Transportation System Plan.

Sections 11.0203 and 11.0204 – Classification of Applications by Procedure and Review Authorities. These sections provide that Type IV procedures are legislative and typically involve the adoption, implementation, or amendment of policy by ordinance and that it generally applies to a relatively large geographic area containing many property owners. They also state that the Planning Commission provide a recommendation on Code, Plan Text, or Plan Map Amendments and the City Council be the decision-making authority.

This project meets these conditions and is being processed under the Type IV procedures and will be heard by the Planning Commission on November 22, 2021, and by the City Council on January 4, 2022.

Section 11.0600 – Type IV Legislative Procedures.

11.602(C) Application Initiation

This section provides that the City Council may initiate a Type IV legislative application to amend the text of the Gresham Community Development Plan or Code.

This amendment was initiated as part of the resolution to adopt the Active Transportation Plan, which included integration into the Transportation System Plan.

11.602(D) Public Notice

(a) For a Type IV Comprehensive Plan Amendment, this section requires a submittal to the Oregon State Department of Land Conservation and Development (DLCD) and Metro at least 35 days prior to the Planning Commission hearing.

This submittal to DLCD and Metro was made on October 18, 2021, which is at least 35 days prior to the Planning Commission hearing date of November 22, 2021.

(b) This section requires notice to owners of properties for which the application affects permissible uses of land be sent not more than 40, nor less than 20 days before the initial evidentiary hearing on the Type IV proposal.

The requirement to notify property owners is not applicable to this amendment since it seeks only to adjust the bicyclist network and the project list for constructing the Transportation System Plan and does not change the permissible use of lands.

(c) This section also requires that at least 10 days before the initial hearing, a notice be published in a newspaper of general circulation in the city.

Required notice of public hearing for these proposed amendments was published in the *Gresham Outlook* on Friday November 10, 2021 as required by this section.

11.602(E) Type IV Decision Authority and 11.602(F) Type IV Notice of Decision

This section requires that the Planning Commission shall hold a public hearing and make a recommendation to the City Council for an amendment to the Comprehensive Plan, including the Transportation System Plan. The City Council shall hold another public hearing and make a final decision. Interested persons may present evidence and testimony relevant to the proposal.

The Planning Commission will make a recommendation to the City Council and the City Council will make a decision that will be based on findings of fact contained in this report and the hearings record, and a decision will be sent to those who participated in the hearings. A decision shall be made accompanied by findings and an order.

Section 11.1000 - Public Hearings. This section provides for a hearing process consistent with Section 11.1000.

Both the Planning Commission and the City Council, at public hearings in conformance with provisions of this section, will consider this proposal. Those hearings are scheduled for November 22, 2021 and January 4, 2022 respectively.

Conclusions

The Community Development Code Procedures (Article 11) are met by the actions which have occurred and are scheduled to occur as described herein.

The proposal is consistent with the applicable procedure-related code items listed in this section as described in the findings above.

B. Gresham Community Development Plan Goals and Policies (Volume II)

This section identifies the applicable Comprehensive Plan goals, policies, and action measures. The text (*italicized*) of the policy is followed by corresponding findings and conclusions. The applicable policies are grouped by general categories.

1. Citizen Involvement Goals & Policies

Section 10.100 Citizen Involvement

Goal: The City shall provide opportunities for citizens to participate in all phases of the planning process by coordinating citizen involvement functions; effectively communicating information; and facilitating opportunities for input.

Policy 1. The City shall ensure the opportunity for citizen participation and input when preparing and revising policies, plans and implementing regulations.

Policy 2. The City shall consider the interests of the entire community and the goals and policies of the Comprehensive Plan when making decisions.

Policy 5. The City shall keep citizens informed of issues confronting the City.

Policy 6. The City shall ensure that technical information necessary to make policy decisions is readily available.

Policy 8. The City shall ensure that citizen concerns are considered in land use decisions and shall provide feedback to the public regarding how these concerns have impacted decisions.

Policy 9. The City shall ensure that citizen involvement plans and activities incorporate Gresham's diverse constituencies regardless of age, sex, religion, social or business affiliation.

Policy 10. The City shall ensure the opportunity for the public to be involved in all phases of planning projects and issues.

Findings

The public involvement goals and policies establish the City's intent that its citizens have meaningful opportunities throughout a planning project to be informed and to affect proposals. The public was involved in the Active Transportation Plan through online surveys, map exercises, and direct outreach to minority communities through Community Liaisons. For inclusion into the Transportation System Plan, the public is able to comment at Transportation Subcommittee Meetings, which took place in spring and fall of 2021 and are advertised on the City website and at the public hearings for Planning Commission and City Council on November 22, 2021 and January 4, 2022.

Conclusion

The *Citizen Involvement Goal (10.100)* relevant policies were addressed through public involvement with online surveys, direct events, a Community Advisory Committee and presentations at the Planning Commission and City Council.

The proposal is consistent with the applicable citizen involvement goals and policies listed in this section.

3. Transportation Goals and Policies

Section 10.320 Transportation System

Goal 1. Ensure the transportation system provides a safe, secure and attractive travel experience that supports livability and community interaction.

Goal 2. Ensure access and mobility by increasing multimodal travel options and providing a continuous, interconnected transportation system.

Goal 3. Facilitate development of a transportation system that aligns with adopted local and regional land use plans, responsive to the surrounding community and is cost effective to develop and maintain.

Policy 1: Develop and promote a balanced transportation system that provides a variety of travel options and reduces the need to rely on automobiles.

Policy 2: Plan, implement and maintain an efficient transportation system.

Policy 3: Provide a transportation system that maximizes accessibility to and within regional centers, town centers, transit corridors, station areas, and employment centers.

Policy 4: Provide a safe transportation system.

Findings

The goals of the Transportation System section are to create a system that is safe, multi-modal and supports local and regional land use plans. The proposed pedestrian and bicycle networks were evaluated for needed safety improvements, which are included in the projects list. Pedestrian and bicycle projects provide multi-modal options. There are proposed no changes to the land uses. A pedestrian and bicycle network is cost effective to develop and maintain per person trip that can be accommodated on the system.

Policy 1: The proposed pedestrian and bicycle networks provide travel options and reduce the need to rely on the automobile.

Policy 2: A pedestrian and bicycle network is cost effective to develop and maintain per person trip that can be accommodated on the system.

Policy 3: A pedestrian and bicycle network is planned to connect to regional centers and prioritizes projects in regional centers.

Policy 4: The project proposes new sidewalks, crossings and a low-stress bicycle network to enhance safety.

Conclusions

The Transportation System goals and policies are supported by the amendment.

Section 10.320.1 Street System

Policy 1: Provide a street system that accommodates a variety of travel options.

Policy 2: Develop a street system that meets current needs and anticipated future population growth and development.

Policy 3: Provide a street system that maximizes accessibility and mobility within the community.

Policy 4: Ensure a street system that is safe and supports healthy, active living.

Findings

Policy 1: The proposed pedestrian and bicycle networks are integrated into the street cross-section. For example, sidewalks are standard along all streets, bike lanes are required on streets classified Standard Collector and above, and multi-use paths are integrated along some street segments.

Policy 2: The proposed pedestrian and bicycle networks plans for current needs by assessing gaps in the systems and plan for anticipated growth by connecting future annexation areas of the City into the existing network.

Policy 3: The proposed pedestrian and bicycle network connects to everyday destinations such as schools, parks and regional centers, increasing accessibility.

Policy 4: The project proposes new sidewalks, enhanced crossings and a low-stress bicycle network to improve safety. More places to safely walk and bicycle will provide options for healthy, active living.

Conclusions

The Street System policies are supported by the amendment.

Section 10.320.3 Bicycle System

The project amends the policies of the Bicycle System section of the Transportation System Plan and this section of Volume II, which are identical. The new policies are shown to evaluate consistency across transportation policies.

Policy 1: Develop a bicycle network that is easy to use, continuous, connected, convenient, and equitable.

Policy 2: Increase bicycle safety on the bicycle network through infrastructure improvements and safety programs.

Policy 3. Create a bicycle network to encourage and support physical and mental health.

Findings

Policy 1: This policy expands the old policy to include more attributes that a bicycle system should be built for. These attributes come from the Active Transportation Plan, which brought equity concerns into how and where pedestrian and bicycle networks are planned. The plan also showed how comfort is a large factor in whether people choose to walk or bicycle. This policy is updated to reflect these new understandings.

Policy 2: This policy changes the wording intent from support to action, focusing on increasing safety on the bicycle network.

Policy 3: This is a new policy and recognizes the City's continuing work on creating a healthy environment, where active transportation choices are an important option to sustaining a healthy lifestyle.

Conclusion

The proposed policy changes support developing the bicycle network, which is embedded in other policies: 10.320 and 10.320.1. The proposed changes to the Bicycle System policies are aligned with the Active Transportation Plan and focus policy on access, equity, safety and health.

Section 10.320.4 Pedestrian System

The project amends the policies of the Pedestrian System section of the Transportation System Plan and this section of Volume II, which are identical. The new policies are shown to evaluate consistency across transportation policies.

Policy 1: Provide a pedestrian network that is easy to use, continuous, attractive, accessible for all users, and equitable.

Policy 2: Improve pedestrian access to important destinations, such as stores that sell healthy food, jobs, schools, parks, natural areas, commercial areas and transit stops.

Policy 3: Increase pedestrian safety on the pedestrian network through infrastructure improvements and safety programs.

Policy 4. Create a walking network that encourages physical and mental health.

Findings

Policy 1: This policy expands the old policy to include more attributes that a pedestrian system should be built for. These attributes come from the Active Transportation Plan, which brought equity concerns into how and where pedestrian and bicycle networks are planned. The plan also showed how comfort is a large factor in whether people choose to walk or bicycle. This policy is updated to reflect these new understandings.

Policy 2: This policy highlights the importance of connectivity in pedestrian networks. Connections to local destinations, including transit stops, was a prioritization factor for pedestrian projects in the Active Transportation Plan.

Policy 3: This policy changes the wording intent from support to action, focusing on increasing safety on the pedestrian network.

Policy 4: This is a new policy and recognizes the City's continuing work on creating a healthy environment, where active transportation choices are an important option to sustaining a healthy lifestyle.

Conclusion

The proposed policy changes support developing the pedestrian network, which is embedded in other policies: 10.320 and 10.320.1. The proposed changes to the Pedestrian System policies are aligned with the Active Transportation Plan and focus policy on access, equity, safety and health.

C. Regional Transportation Functional Plan

Title 1, 3.08.010 Purpose

The principal performance objectives of the RTP are... completion of the transportation system for all modes of travel to expand transportation choices; increasing use of the transit, pedestrian and bicycle systems; ensuring equity and affordable transportation choices;...

Title 1, 3.08.130 Pedestrian System Design

A. City and county TSPs shall include a pedestrian plan, with implementing land use regulations, for an interconnected network of pedestrian routes within and through the city or county.

Title 1, 3.08.140 Bicycle System Design

A. City and county TSPs shall include a bicycle plan, with implementing land use regulations, for an interconnected network of bicycle routes within and through the city or county.

Title 6, 3.08.610 (F) Metro Review of Amendments to Transportation System Plans

At least 45 days prior to the first public hearing on a proposed amendment to a TSP, the city or county shall submit the proposed amendment to the COO. The COO may request, and if so the city or county shall submit, an analysis of compliance of the amendment with the RTFP. Within four weeks after receipt of the notice, the COO shall submit to the city or county a written analysis of compliance of the proposed amendment with the RTFP, including recommendations, if any, that would bring the amendment into compliance with the RTFP. The COO shall send a copy of its analysis to those persons who have requested a copy.

Findings

The proposed Transportation System Plan changes to update pedestrian and bicycle systems are consistent with the purpose of the Regional Transportation Functional Plan to complete the system for all modes of travel and ensure equitable and affordable transportation choices by providing more places to safely walk and bike. The proposed

changes provide an updated Pedestrian System with interconnected routes and an updated Bicycle System with new interconnected routes.

The City submitted the proposed amendments to Metro on October 18, 2021, which was at least 35 days prior to the first evidentiary hearing of November 22, 2021. Metro confirmed by email that this amount of notice is adequate and that the RTFP will be amended in the future to 35 days notice.

Conclusion

The proposed amendment complies with relevant Metro Transportation Functional Plan standards. The City submitted the proposed amendments to Metro at least 35 days prior to the first evidentiary hearing.

D. Oregon Statewide Planning Goals

Statewide Planning Goal 1: Citizen Involvement

To develop a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process.

Statewide Planning Goal 10: Housing

To provide for the housing needs of citizens of the state.

Statewide Planning Goal 12: Transportation

To provide and encourage a safe, convenient and economic transportation system.

Findings

The public process was provided through information on the City's website and the published notices posted in the Gresham Outlook in advance of both the Planning Commission and City Council hearings. See Section I of this report for a description of outreach activities from the Active Transportation Plan.

The proposed changes to the Transportation System Plan do not impact the land uses or housing identified in the Comprehensive Plan. The pedestrian and bicycling amendments provide additional travel options to all areas of the City supporting housing development.

The City has a state-acknowledged Comprehensive Plan, of which the Transportation System Plan is Volume IV and the Community Development Plan Goals and Policies is Volume II. Section III of this report describes findings and conclusions that the proposed amendments to the Transportation System Plan and the identical changes to the

Community Development Plan Goals and Policies are consistent with applicable procedures and applicable goals and policies of the City's Comprehensive Plan and Metro's Regional Transportation Functional Plan.

Conclusion

The proposed changes to the Transportation System Plan follow regional and local planning goals and allows the City to continue to develop all modal systems according to the adopted land use plan. As such, the proposed amendments comply with the relevant Statewide Planning Goal noted herein.

SECTION VII CONCLUSION

The proposed Comprehensive Plan amendment attached as Exhibit 'A' is consistent with applicable criteria and policies of the Comprehensive Plan; the applicable sections of the Development Code of the Community Development Plan; Applicable Metro UGMFP sections; and applicable Oregon Statewide Planning Goals as indicated by the findings contained or referenced in Section VI of this report.

SECTION VIII RECOMMENDATION

Staff recommends **adoption** of the proposed Comprehensive Plan amendment as contained in the attached Exhibit 'A'.

End of Staff Report