



Oregon

John A. Kitzhaber, M.D., Governor

Department of Land Conservation and Development

635 Capitol Street NE, Suite 150

Salem, Oregon 97301-2540

Phone: (503) 373-0050

Fax: (503) 378-5518

www.oregon.gov/LCD



NOTICE OF ADOPTED CHANGE TO A COMPREHENSIVE PLAN OR LAND USE REGULATION

Date: 10/10/2014
Jurisdiction: City of Molalla
Local file no.: P-10-2014
DLCD file no.: 002-14

The Department of Land Conservation and Development (DLCD) received the attached notice of adopted amendment to a comprehensive plan or land use regulation on 10/09/2014. A copy of the adopted amendment is available for review at the DLCD office in Salem and the local government office.

Notice of the proposed amendment was submitted to DLCD 48 days prior to the first evidentiary hearing.

Appeal Procedures

Eligibility to appeal this amendment is governed by ORS 197.612, ORS 197.620, and ORS 197.830. Under ORS 197.830(9), a notice of intent to appeal a land use decision to LUBA must be filed no later than 21 days after the date the decision sought to be reviewed became final. If you have questions about the date the decision became final, please contact the jurisdiction that adopted the amendment.

A notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR chapter 661, division 10).

If the amendment is not appealed, it will be deemed acknowledged as set forth in ORS 197.625(1)(a). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

DLCD Contact

If you have questions about this notice, please contact DLCD's Plan Amendment Specialist at 503-934-0017 or plan.amendments@state.or.us



NOTICE OF ADOPTED CHANGE TO A COMPREHENSIVE PLAN OR LAND USE REGULATION

FOR DLCD USE
File No.: 002-14 {22331}
Received: 10/9/2014

Local governments are required to send notice of an adopted change to a comprehensive plan or land use regulation **no more than 20 days after the adoption.** (See [OAR 660-018-0040](#)). The rules require that the notice include a completed copy of this form. **This notice form is not for submittal of a completed periodic review task or a plan amendment reviewed in the manner of periodic review.** Use [Form 4](#) for an adopted urban growth boundary including over 50 acres by a city with a population greater than 2,500 within the UGB or an urban growth boundary amendment over 100 acres adopted by a metropolitan service district. Use [Form 5](#) for an adopted urban reserve designation, or amendment to add over 50 acres, by a city with a population greater than 2,500 within the UGB. Use [Form 6](#) with submittal of an adopted periodic review task.

Jurisdiction: City of Molalla

Local file no.: **P-10-2014**

Date of adoption: 9/24/2014

Date sent: 10/9/2014

Was Notice of a Proposed Change (Form 1) submitted to DLCD?

Yes: Date (use the date of last revision if a revised Form 1 was submitted): 6/19/2014

No

Is the adopted change different from what was described in the Notice of Proposed Change? Yes No

If yes, describe how the adoption differs from the proposal:

No. The adopted change was not substantively different that what was sent with the Notice of Proposed Change.

Local contact (name and title): Martha Fritzie, Sr. Planner, Clackamas County

Phone: 503-742-4539

E-mail: mfritzie@clackamas.us

Street address: 150 Beaver Creek Rd

City: Oregon City

Zip: 97045-

PLEASE COMPLETE ALL OF THE FOLLOWING SECTIONS THAT APPLY

For a change to comprehensive plan text:

Identify the sections of the plan that were added or amended and which statewide planning goals those sections implement, if any:

The entire Comprehensive Plan was amended/rewritten, but no changes were made to the maps. Statewide Planning Goals 1 through 14 apply.

For a change to a comprehensive plan map:

Identify the former and new map designations and the area affected:

- | | | | |
|-------------|----|--------|--|
| Change from | to | acres. | A goal exception was required for this change. |
| Change from | to | acres. | A goal exception was required for this change. |
| Change from | to | acres. | A goal exception was required for this change. |
| Change from | to | acres. | A goal exception was required for this change. |

Location of affected property (T, R, Sec., TL and address):

The subject property is entirely within an urban growth boundary

The subject property is partially within an urban growth boundary

If the comprehensive plan map change is a UGB amendment including less than 50 acres and/or by a city with a population less than 2,500 in the urban area, indicate the number of acres of the former rural plan designation, by type, included in the boundary.

Exclusive Farm Use – Acres:	Non-resource – Acres:
Forest – Acres:	Marginal Lands – Acres:
Rural Residential – Acres:	Natural Resource/Coastal/Open Space – Acres:
Rural Commercial or Industrial – Acres:	Other: – Acres:

If the comprehensive plan map change is an urban reserve amendment including less than 50 acres, or establishment or amendment of an urban reserve by a city with a population less than 2,500 in the urban area, indicate the number of acres, by plan designation, included in the boundary.

Exclusive Farm Use – Acres:	Non-resource – Acres:
Forest – Acres:	Marginal Lands – Acres:
Rural Residential – Acres:	Natural Resource/Coastal/Open Space – Acres:
Rural Commercial or Industrial – Acres:	Other: – Acres:

For a change to the text of an ordinance or code:

Identify the sections of the ordinance or code that were added or amended by title and number:

No changes were made to the development code.

For a change to a zoning map:

Identify the former and new base zone designations and the area affected:

Change from	to	Acres:
Change from	to	Acres:
Change from	to	Acres:
Change from	to	Acres:

Identify additions to or removal from an overlay zone designation and the area affected:

Overlay zone designation:	Acres added:	Acres removed:
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Location of affected property (T, R, Sec., TL and address):

List affected state or federal agencies, local governments and special districts: Clackamas County, ODOT, Molalla River School District, Molalla Rural Fire District #7

Identify supplemental information that is included because it may be useful to inform DLCD or members of the public of the effect of the actual change that has been submitted with this Notice of Adopted Change, if any. If the submittal, including supplementary materials, exceeds 100 pages, include a summary of the amendment briefly describing its purpose and requirements.

The adoption included the following documents, all of which are attached to this Notice:

- Volume 1: Molalla Comprehensive Plan, August 6, 2014;
- The City of Molalla Parks, Recreation and Trails Master Plan, updated August 2014; and
- Downtown Molalla Development and OR 211 Streetscape Plan, July 13, 2007.

Also attached to this Notice are the adoption ordinance and the Staff Reports/findings relating to this adoption.

ORDINANCE 2014-30

AN ORDINANCE REPEALING ORDINANCE 1980-8 COMPREHENSIVE PLAN ADOPTED JUNE 23, 1980 WITH ATTACHMENTS AND ADOPTING THE NEW 2014 MOLALLA COMPREHENSIVE PLAN, COMPREHENSIVE PLAN MAP AND ITS ANCILLARY DOCUMENTS INCLUDING THE MOLALLA PARKS, RECREATION AND TRAILS MASTER PLAN AND THE DOWNTOWN MOLALLA DEVELOPMENT AND OR 211 STREETSCAPE PLAN (PLANNING FILE No. P-10-2014)

WHEREAS, The City has historically worked with Molalla residents and public advisory groups to develop policies and goals for the future growth and development of the City of Molalla; and

WHEREAS, the Comprehensive Plan is intended to guide the growth and management of the City of Molalla Urban Area and provide a framework for implementation of identified goals and policies; and

WHEREAS, the Molalla Comprehensive Plan complies and is consistent with the Statewide Planning Goals, ORS and OAR requirements; and

WHEREAS, notice was provided in accordance with Measure 56 requirements and was published in the local newspaper and the City of Molalla web site; and

WHEREAS, the Molalla Planning Commission held a public hearing on August 6, 2014 to take testimony and evidence and voted unanimously to recommend approval of Planning File P-10-14 to the City Council.

WHEREAS, the Molalla City Council held a public hearing on September 10, 2014 to take testimony and evidence on the proposed Comprehensive Plan and voted unanimously to concur with the Planning Commission and approve the proposed Plan; and

WHEREAS, adopting the Molalla Comprehensive Plan (Exhibit A) and its ancillary documents including the Parks, Recreation and Trails Master Plan (Exhibit B) and Downtown Plan (Exhibit C) is in the best interest of Molalla to ensure that goals and policies of the City can be realized.

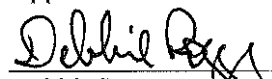
WHEREAS, adopting the Molalla Comprehensive Plan (Exhibit A) and its ancillary documents including the Parks, Recreation and Trails Master Plan (Exhibit B) and Downtown Plan (Exhibit C) will constitute the repeal of the old 1980 Comprehensive Plan and its attachments adopted by Ordinance 1980-8 on June 23, 1980

NOW, THEREFORE, THE CITY OF MOLALLA ORDAINS AS FOLLOWS:

Section 1. The Molalla Comprehensive Plan and ancillary documents including the Parks, Recreation and Trails Master Plan and Downtown Plan are hereby adopted replacing the 1980 Comprehensive Plan with attachments in its entirety.

Adopted this 24th day of September, 2014.

Approved:


Debbie Rogge, Mayor

ATTEST this 24th day of September 2014.

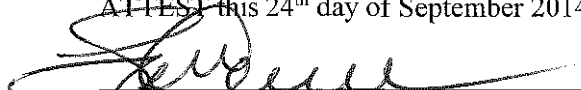
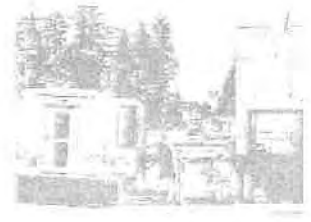
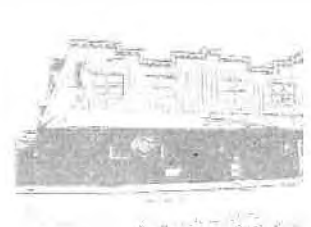
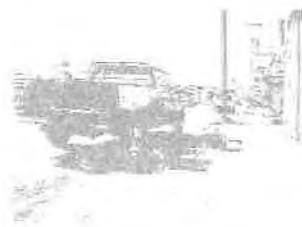
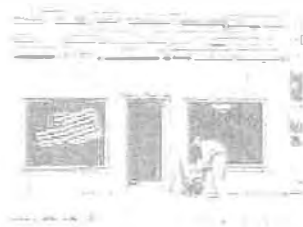

Sadie Cramer, City Recorder

Exhibit A – Molalla Comprehensive Plan; Exhibit B – Parks, Recreation and Trails Master Plan; Exhibit C – Downtown Master Plan

Downtown Molalla Development and OR 211 Streetscape Plan

13 July 2007



ACKNOWLEDGMENTS

The consulting team would like to recognize the extensive guidance and constructive participation in plan development by the Oregon Department of Transportation Project Manager, Sonya Kazen, City of Molalla Planning Director Shane Potter, former TEAM Economic Development Director Jamie Johnk, and Gene Green and Mike Clarke, past and current City Managers for the City of Molalla.

The Downtown/Oregon 211 Streetscape Plan Task Force (DOTF) members contributed many hours in document review and meeting participation. Special thanks to this task force, as well as the City of Molalla Planning Commission and the residents, business and property owners of Molalla who participated in public workshops and DOTF meetings.

Downtown/OR 211 Streetscape Plan Task Force:

Bill Avison, OR 211 Property Owner
Paul Erickson, Planning Commission
Danna Jacober, City Council
Sheri Kelly, Chamber of Commerce
Deb Leighton, City Council
Steve Loutzenhiser, Molalla Communications
Mitch Magenheimer, Business Owner/TEAM
Dick Miller, Planning Commission
Beth Smith, Molalla Resident/TEAM
Kae Wise, Downtown Property/Business Owner
Jane Wynne, Downtown Property/Business Owner

Finally, thanks are due to the Technical Advisory Committee (TAC) members who provided comments and suggestions from their various perspectives and agencies.

Technical Advisory Committee

Gene Green/Mike Clarke, City of Molalla
Dean Madison, City of Molalla
Shane Potter, City of Molalla
Sonya Kazen, ODOT Region 1
Jason Grassman, ODOT Region 1
Bill Barnhart, ODOT Region 1
Dan Bacon, ODOT
Stacy Humphrey, Department of Land Conservation and Development
Jamie Johnk, Clackamas County Economic Development
Cindy Hagen, Clackamas County Economic Development
John Borge, Clackamas County Planning Department
Roger Roper, State Historic Preservation Office
Shirley Lyons, South Clackamas County Transportation District

Consulting team:
Cogan Owens Cogan
Kirstin Greene, AICP
Teak Wall

SERA Architects
Matthew Arnold, AICP
Allison Wildman

Kittelson and Associates
Paul Ryus, PE
Selman Altun

Alta Planning + Design
Mia Birk
Jessica Roberts

Johnson Gardner
Jerald Johnson

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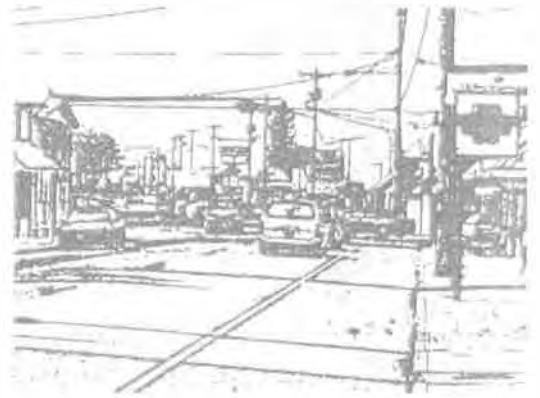
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1. INTRODUCTION



1. INTRODUCTION

The Molalla Downtown Development and OR 211 Streetscape Plan (Plan) will guide future growth in the City of Molalla's downtown. Three land use, zoning, and design concepts to support a compact, multi-modal downtown were explored over the course of a 13-month public process. Several street design concepts and standards for downtown streets were developed; recommendations are included in this summary document. A streetscape plan for OR 211 between the western and eastern termini within the City's Urban Growth Boundary (UGB) identifies roadway features with the overall objective of supporting a vibrant and safe downtown and highway corridor. This project builds on current City planning and community efforts and contributes to a comprehensive approach for implementation.

This Plan has been recommended to the City Council by the Planning Commission for adoption. The next steps include adopting the Plan into the City's Comprehensive Plan along with necessary amendments to the City's Transportation System Plan (TSP), Capital Improvement Program (CIP) project list, municipal code, and zoning ordinance.

Study Area

There are two sub-areas within the Study Area. The 403-acre Downtown Study Area includes the existing downtown retail core plus adjacent residential areas and underutilized industrial areas with redevelopment potential. The OR 211 Study Area includes the entire highway right of way within the City UGB and a linear strip of land to the north and south, for purposes of examining transportation network connectivity.



Downtown Development & OR211 Streetscape Plan

Existing Conditions: Citywide

Figure 1.1

Project Objectives

The following are the City's stated project objectives (according to the Scope of Work):

- Create a comprehensive concept for land use, urban design, and transportation for an expanded Downtown Molalla.
- **Determine the appropriate mix and location of retail, office, and residential land uses to ensure that downtown continues to serve as the City's vibrant core district.**
- Provide for vehicular, pedestrian, and bicycle connectivity and transit access to and within downtown and along the OR 211 corridor west to OR 213 and east to Mathias Road.
- Identify existing and future parking needs downtown; develop parking standards which support the community vision for a compact downtown.
- Consider the advantages and disadvantages of designating a portion of the downtown area as an Historic District.
- Identify the appropriate transportation network to serve a growing downtown, and assess the need for **specific additional transportation improvements. Consider special street design concepts and standards for City downtown streets.**
- **Assess the suitability and benefits and/or negative impacts of designating OR 211 downtown as a Special Transportation Area (STA), and the OR 213-OR 211 gateway an Urban Business Area (UBA) (per Oregon Highway Plan, Policy 1B).**
- Develop a streetscape plan for OR 211 between the OR 213 gateway east through downtown and to Mathias Road, which supports adjacent/planned land uses and which is consistent with any proposed highway designations (STA, UBA).
- Coordinate current City planning and community efforts aimed at Molalla's downtown revitalization.
- Identify necessary amendments to the City's Comprehensive Plan, Development Code, TSP, Roadway Standards, and Capital Improvement Program project list to implement the Molalla Downtown Development & OR 211 Streetscape Plan.
- Develop a prioritized Implementation Plan which considers both public and private investments and other actions needed to support downtown redevelopment and OR 211 developments.

2. PLANNING PROCESS



2. PLANNING PROCESS

The Molalla Downtown Development & OR 211 Streetscape Plan (Plan) was developed from May 2006 – June 2007 and included extensive agency and public involvement.

Cogan Owens Cogan (COC) was the lead contractor for the project. A Project Management Team (PMT) consisting of representatives from COC, the City of Molalla, the Oregon Department of Transportation (ODOT), and the Department of Land Conservation and Development (DLCD) guided the work of the consulting team throughout the process.

A citizen-based ten-member Downtown/Oregon 211 Task Force (DOTF) helped guide the process from a citizen and property owner perspective. Members of the City Council, Planning Commission, Team for Economic Action in Molalla (TEAM) and Chamber of Commerce participated on the committee, in addition to residents, business and property owners.

A multi-agency Technical Advisory Committee (TAC) provided review and comment on technical memoranda and other key deliverables throughout the course of the project. TAC representatives from the City of Molalla, Clackamas County, ODOT, DLCD, the State Historic Preservation Office (SHPO), and South Clackamas County Transit District (the local transit service) provided important contributions throughout the planning process.

More than 145 citizens were directly involved in the planning effort. All Molalla area residents were notified of the planning processes through two water bill inserts and several highly-visible *Molalla Pioneer* newspaper articles. Information was made available on the City Web site. The following meetings were held throughout the course of Plan development:

- Eight PMT meetings
- Seven DOTF meetings
- Four TAC meetings
- Three public workshops

Two of the DOTF meetings were held jointly with the Planning Commission.



Public Meeting #1 (9/21/06)

3. VISION & GUIDING PRINCIPLES



3. VISION & GUIDING PRINCIPLES

Vision

Over the next twenty years, Molalla will thrive and grow, implementing plans that represent the community's unique identity, vision, and goals. Molalla will continue to grow as a healthy, welcoming community with a thriving business district, safe pedestrian and bicycle routes and crossings. It will be a tourist destination, based on the area's natural resources and recreational opportunities. Businesses will be supported and there will be safe, identified routes for freight.



Guiding Principles

1. Supporting a Healthy Local Economy & Thriving Downtown

Downtown

- Ensure an enjoyable shopping experience by creating a pleasant, attractive pedestrian atmosphere and keeping storefronts and streets/sidewalks clean. Encourage the local business community to help maintain the sidewalk environment.
- Develop strategies to draw customers (both local residents and tourists) to local businesses, using the marketing list and other resources.
- Encourage business diversity and work to bring needed businesses to the downtown area (e.g., a movie theater).
- Encourage “downtown” uses like pedestrian-oriented retail and mixed use.
- Accommodate differences in architectural style while preserving the overall character of the city.
- Keep public buildings (such as the library) downtown.

Downtown and OR 211

- Provide for growth, including future infrastructure needs (sewer, water, streets, sidewalks, etc.) and balance the needs of different users (pedestrians, bicyclists, trucks, cars, etc.).
- Ensure parking availability.
- Improve connections for all modes between important destinations, e.g. park and school, trees, tennis court, and interpretive center.
- Support increased transit ridership.



2. Creating a Recreational Concept

Downtown

- Develop a recreational concept that includes more parks in the downtown area, using the existing water park as inspiration.

Downtown and OR 211

- Provide more open space and green connections (tree-lined streets and walking paths).



3. Improving Walking and Bicycling Conditions

Downtown and OR 211

- Improve pedestrian crossing opportunities in the downtown area.
- Identify bikeway and walkway improvement opportunities throughout the Downtown and OR/211 Streetscape study areas.
- Strive for universal access to all important destinations for all residents, regardless of age, physical capabilities, or skill.

OR 211

- Where appropriate, develop alternative routes for through truck traffic, in order to improve conditions for pedestrians as well as freight.



4. Establishing a Clear Identity

Downtown

- Preserve historic buildings and enhance the qualities that they bring to the downtown core.
- Preserve Molalla's homey, small-town atmosphere and enhance the unique character of downtown.
- Preserve mountain views.
- Preserve and enhance continuity and flow throughout downtown.
- Develop an identifiable center for Molalla.
- Develop a transitional area, e.g., at the hospital and Safeway.
- Help the town to grow strategically, including opportunities for working, living, and shopping.
- Encourage development in urban areas and preserve rural areas.
- Develop a clear, concise idea of what will be allowed with new development.

Downtown and OR 211

- Develop clear signage and well-marked connections between destinations.



5. Quality of Life

Downtown

- Support safe routes to schools and develop community amenities.
- Support and develop a quality labor force through workforce training and education.

6. Implementation

- Support TEAM in implementation efforts.
- Encourage communication between local business owners by developing a marketing list of current businesses.
- Keep the project cost-effective.
- Develop funding options for improvement and maintenance of greenways (such as Adopt-a-Path and Rails-to-Trails).



4. EXISTING CONDITIONS



Architectural Survey

Downtown Molalla is home to a wide variety of architectural styles and construction types. Its commercial, residential, agricultural, industrial, and institutional buildings also represent a range of eras, dating as far back as the late nineteenth century and as recently as the early twenty-first.

Like much of the West Coast, Molalla has a number of bungalows in its Downtown, as well as a mixture of other residential types, including Cape Cod, townhouse, ranch, and manufactured home. The significant institutional buildings date to the mid-twentieth century.

Agro/industrial shed buildings are sprinkled throughout Downtown, and some of their design elements, especially the corrugated metal, have been incorporated into other commercial buildings. There are a number of Western Storefront buildings, with large windows, significant awnings, and false fronts. There are also many post-industrial, auto-oriented buildings (including strip malls and stand-alone structures), constructed primarily of concrete.

There are also several eclectic buildings Downtown that individually include elements from a range of architectural styles.

A full copy of the Architectural Survey Memo is available in the Appendix.

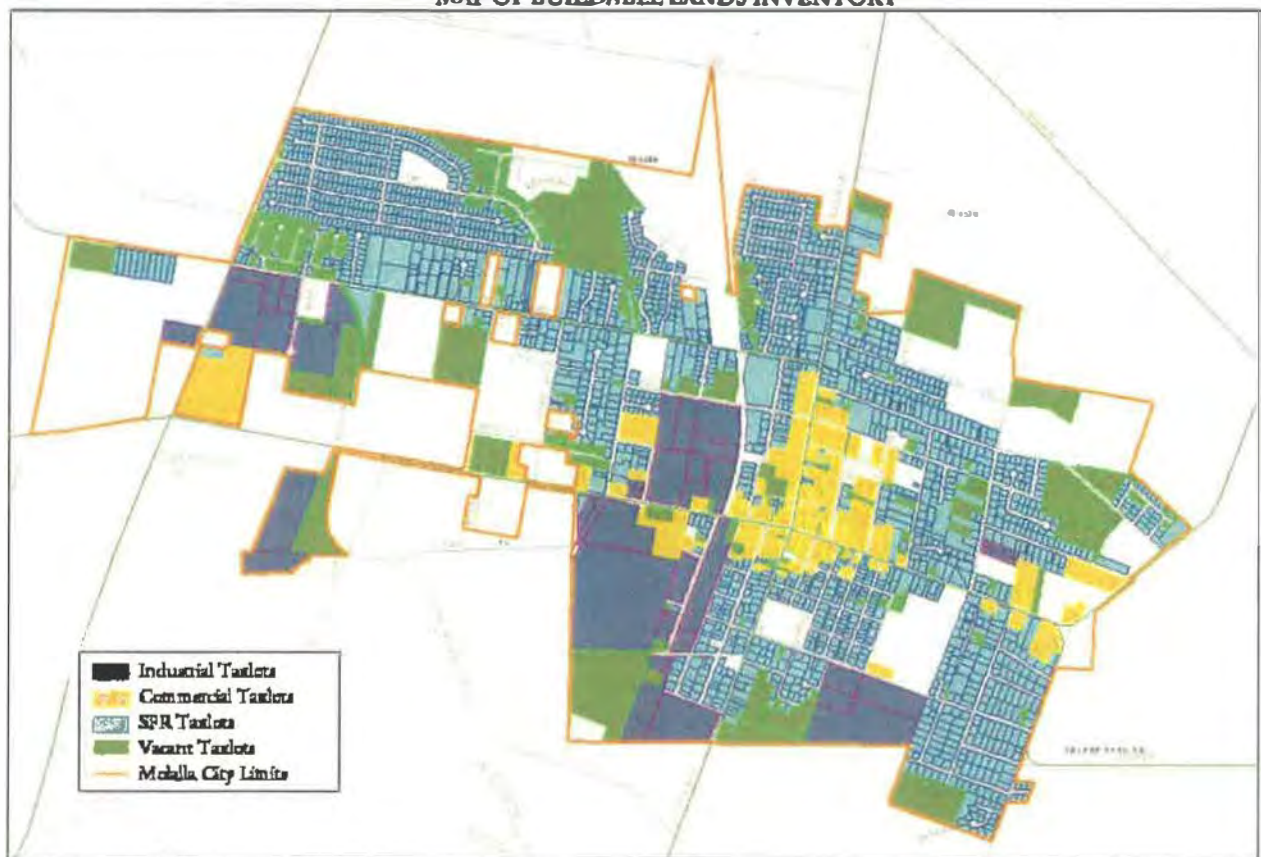


Market Analysis for Downtown Molalla

This section outlines community needs as well as current and anticipated market conditions impacting viable development forms in the study area. The market for a range of prospective product types will substantively impact the Molalla Downtown Development and Streetscape planning efforts. In 2006 the City of Molalla completed a series of evaluations of its economic profile, business needs and the downtown retail market. This memorandum incorporates information from the following studies, supplemented with updated and additional market data:

- *Molalla Economic Profile*, May 4, 2005, E.D. Hovee & Company, LLC
- *Molalla Business Survey Review*, January 11, 2006, E.D. Hovee & Company, LLC
- *Downtown Retail Market Analysis*, August 2006, Marketek, Inc.

MAP OF BUILDABLE LANDS INVENTORY



SOURCE: City of Molalla, June 2006

Figure 4.1

The City of Molalla has a limited quantity of vacant land within the downtown study area. The area has largely been built-out, and new development opportunities will be primarily development/redevelopment on individual small or large sites, or on assembled parcels. Sites of limited scale present a number of development challenges, as do redevelopment sites.

4. EXISTING CONDITIONS

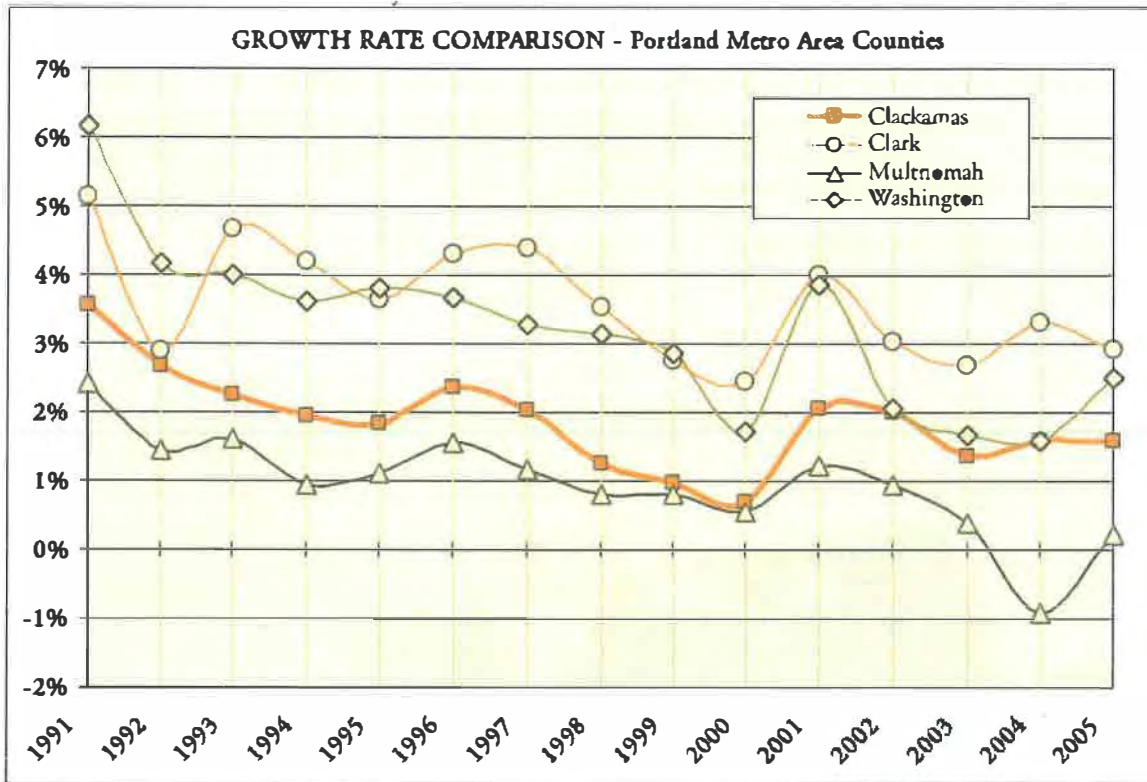


Figure 4.2: Continued population growth allowed for a continued strong level of residential construction activity.

The metropolitan area economy has been enjoying a period of substantial employment growth. Trends in the commercial and industrial markets also indicate better than reported rates of growth or greater optimism for future space needs. Population growth held steady during the recent economic decline in the Portland metropolitan area, and the recent employment growth indicates that the level of growth can be sustained.

Population growth in the Portland metropolitan area has been shifting away from Multnomah County and towards the more suburban areas. Clackamas County has lagged behind both Washington and Clark Counties in terms of population growth rate over the last decade, but increasing land scarcity in Washington County is expected to drive a greater share of metropolitan area demand to Clackamas County over the next decade. Rising housing costs within the Portland metropolitan area Urban Growth Boundary (UGB) have led to an increasing number of households employed in the area to seek housing in more rural communities and small cities on the periphery, such as Molalla.

The City of Molalla's population base grew at an average annual rate of 4.5% from 1990 through 2000, more than twice the rate of growth for Clackamas County. Following relatively slow growth from 2000 through 2003, the City has seen growth accelerate in 2004 and 2005. While Happy Valley has been the County's fastest growing community over the last several years, land constraints are expected to shift an increasing share of demand to communities such as Molalla outside of the Metro UGB. Families with children have accounted for much of the growth in the City. The growth in families is likely attributable to the area's relative affordability as well as a quality school system.

4. EXISTING CONDITIONS

The City of Molalla's population projections anticipate an average annual rate of growth of 2.9% through 2025, increasing the population to just under 11,000 and number of household to 3,830. Based on recent trends, this forecast appears to be well within reasonable expectations. The City's share of Clackamas County's overall population would shift from 1.7% in 2000 to 3.1% in 2025. The retail market is currently sound in the Molalla area, with significant levels of leakage to the Portland metropolitan area. Retail is an area of obvious opportunity in the Molalla area, as population levels rise and associated levels of local buying power increase. The key to capturing a greater share of expenditures locally is to increase the desirability of the retail mix in the area.

The Marketek report outlines a number of sound recommendations to strengthen the downtown retail mix. The key variable for generating development/redevelopment activity will be the degree to which marketable space can be matched with viable tenants. The benefits of a more vital commercial core would accrue to local property owners and businesses, as well as residents who would enjoy more attractive and convenient retail opportunities.

Office space demand within the City of Molalla will respond to community needs, supported by the area's population base and industrial activity. Likely tenant types would include medical offices, insurance brokerages, realty companies, title companies, and other professional office users. These types of office tenants will often utilize ground floor commercial space, as they have a significant amount of customer traffic, but could be located in more traditional office offices.

A competitive strength for Molalla is its inventory of industrial land, which includes a number of relatively large shovel-ready sites. While the Molalla area's distance from the primary regional transportation network makes it a relatively weak site for warehouse/distribution uses, the local workforce and location between the Portland metropolitan area and Salem are seen as potentially attractive to some users. The availability of land and local labor force will likely be attractive to small manufacturers and end-user firms, with the relative isolation discouraging speculative activity.

4. EXISTING CONDITIONS

Plans, Services, and Programmed Improvements

This section identifies plans and policies that are relevant to the Molalla Downtown Development & OR 211 Streetscape Plan (the Downtown/OR 211 Plan). It outlines planned infrastructure improvements and discusses opportunities and constraints on the provision of infrastructure for future growth in the Downtown Study Area.

State of Oregon

State Goals

The foundation of Oregon's land use planning program is a set of 19 statewide planning goals, which express the state's policies on land use and related topics. Local governments, special districts and state agencies' plans must all be consistent with the goals.

The following goals are most applicable in guiding the Downtown/OR 211 Plan:

- Goal 1: Citizen Involvement
- Goal 2: Land Use Planning
- Goal 5: Natural Resources, Scenic and Historic Areas and Open Spaces
- Goal 6: Air, Water and Land Resources Quality
- Goal 8: Recreational Needs
- Goal 9: Economic Development
- Goal 10: Housing
- Goal 11: Public Facilities and Services
- Goal 12: Transportation
- Goal 14: Urbanization

Oregon Highway Plan

The 1999 Oregon Highway Plan (OHP) describes the current conditions of the state highway system and establishes policies and strategies for future improvements and highway system standards. The plan emphasizes:

- Efficient management of the system to increase safety, preserve the system and extend its capacity;
- Increased partnerships, particularly with regional and local governments;
- Links between land use and transportation;
- Access management;
- Links with other transportation modes; and
- Environmental and scenic resources.

STAs are designated on certain state highways to recognize that local mobility and access needs in those areas are at least as important as the highway's role to move through traffic. OR 211 is designated by the Oregon Highway Plan as a District Highway and is not a designated Freight Route or Expressway. Because of these factors, and because the section of the highway through downtown Molalla looks like a traditional "Main Street," the highway meets the initial screening criteria for an STA.

The OHP also allows for the designation of a special transportation area (STA). Special Transportation Area (STA) designations allow ODOT's access standards for the highway to be modified, potentially allowing more frequent access and/or public street connections than would otherwise be permitted. The STA designation would also raise the maximum volume-to-capacity (v/c) ratio permitted at intersections along OR 211, allowing a greater level of congestion before improvements would be required. Other features of an STA include narrower travel lanes, curb extensions, and other roadway design features that support downtown development and activity.

City of Molalla

Existing Comprehensive Plan

Comprehensive Plan elements relevant to the Downtown/OR 211 Plan follow.

- a) Commerce: The City's goal is to "develop a commercial district of a size and with a range of services related to the needs of the population and market area."
- b) Water: The City's goal is to maintain an adequate water quality, supply and distribution system to meet the needs of the citizens of Molalla.
- c) Transportation: The city aims to minimize the vehicular impact upon the City of Molalla and to integrate Molalla with the various transportation planning and development systems within the state.

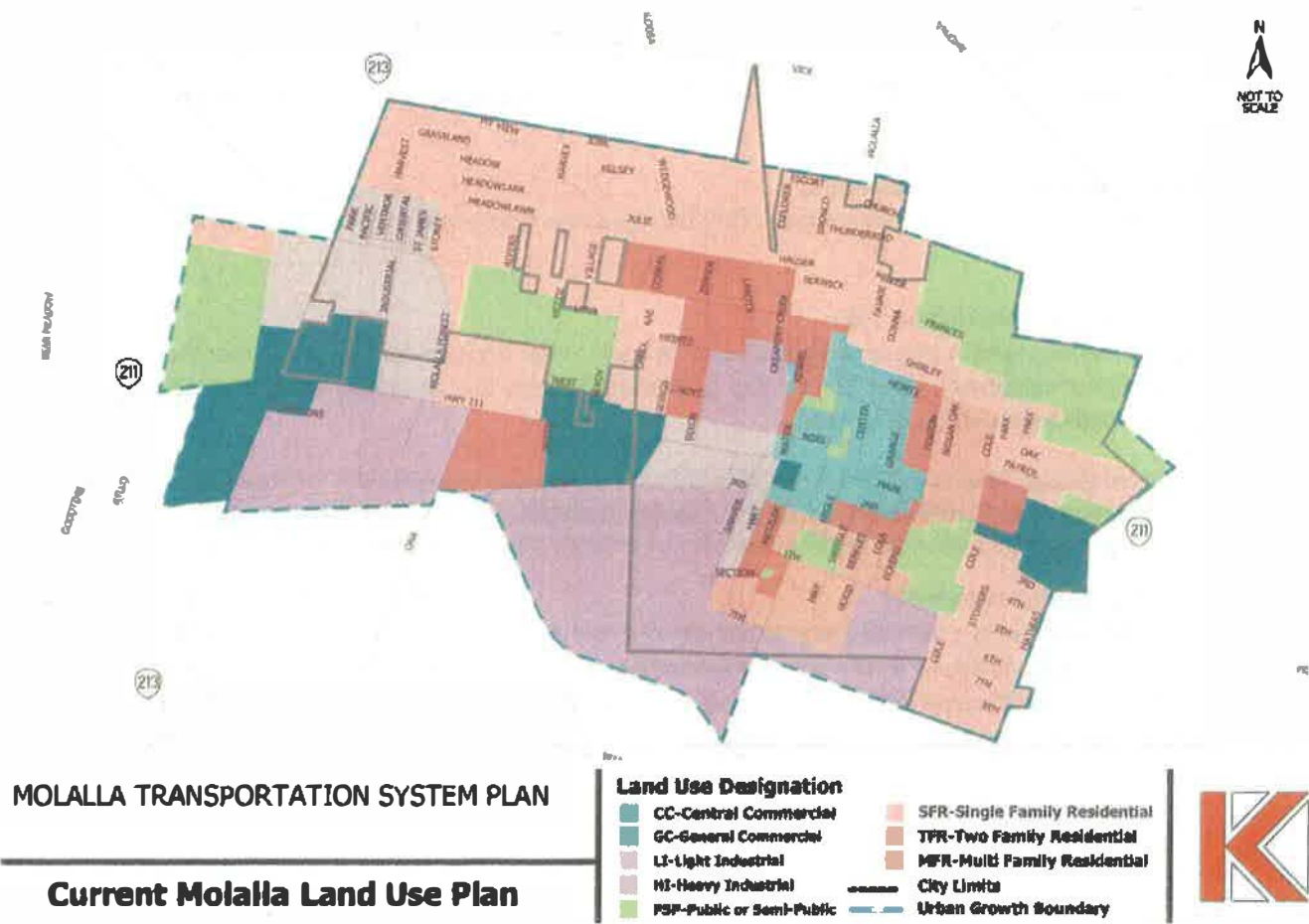


Figure 4.3

4. EXISTING CONDITIONS

Existing Zoning Code

The City of Molalla Zoning Ordinance implements the Comprehensive Plan policies within the City. The map is the same as the Comprehensive Plan and identifies zoning designations for parcels within the city, while the ordinance provides standards and criteria for land use and development. The following zone designations are found in the study area:

Zone	Definition/Allowed Uses
R-2	Detached, single-family dwelling or duplexes
R-3	Duplexes and multi-family dwellings
Central Commercial (C-1)	Allows for a broad range of uses in keeping with Molalla's historic commercial area and central business districts. Development in the C-1 district is intended to be characterized by high building coverage and close placement of buildings. Development is also to be pedestrian-oriented with a strong emphasis on a pleasant streetscape.
General Commercial (C-2)	Allows a full range of retail and service businesses for a local or regional market. The district should be characterized by attractive development, an open and pleasant street appearance, and compatibility with adjacent residential areas. Development is expected to be generally auto-oriented, and intended to be aesthetically pleasing for motorists, pedestrians, and the businesses themselves.
Light Industrial (M-1)	Designated for non-polluting industries, which are generally compatible with residential and commercial activities.
Public/Semi-Public	The purpose and function of this district is for the siting of public or semi-public facilities. This zone is found on large parcels scattered throughout the city.

Table 4.1

City of Molalla Transportation System Plan

The City of Molalla's Transportation System Plan (TSP) serves as the transportation element of the local comprehensive plan.

City of Molalla Roadway System Plan

Molalla's roadway system plan provides guidance on how to best facilitate roadway travel over the planning period. The functional classification plan for the City of Molalla includes four functional categories: arterials, collectors, neighborhood streets, and local streets.

- a) Street Design Standards: Street design standards are used to establish the intended degree of access and circulation of each roadway class. Specific design standards are included in the city TSP. The TSP also sets forth general guidelines for the improvement of arterial/collector intersections.

Access Management Strategies

Access management is a tool used to preserve desired roadway access and circulation standards as development occurs. Spacing standards for access points are established based on a roadway's classification, and may be reduced for STAs. ODOT has the authority to regulate access on Highway 211 and Highway 213, while the City of Molalla has authority over other roadways within its boundaries.

4. EXISTING CONDITIONS

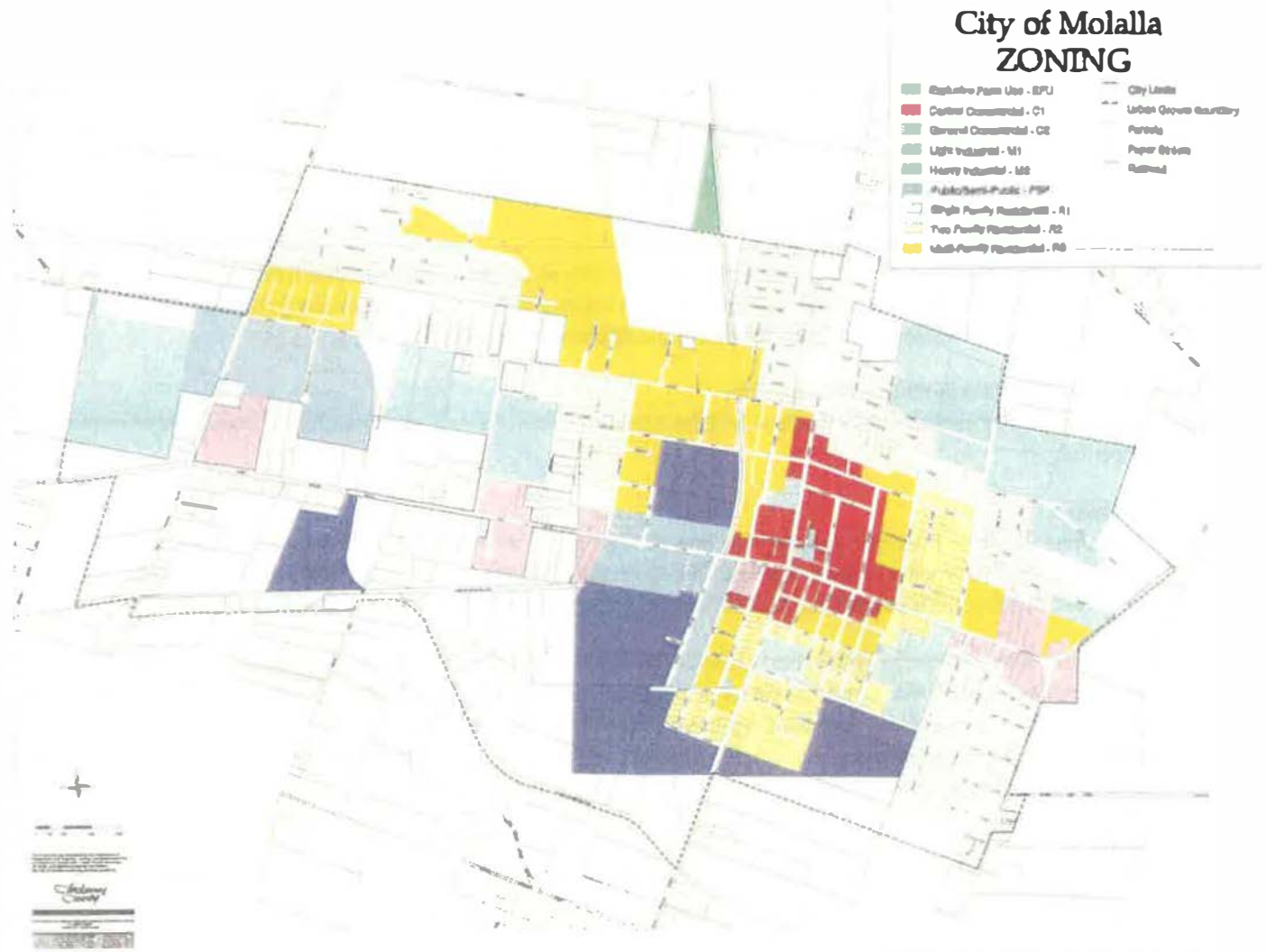


Figure 4.4: Current Molalla Zoning Map

4. EXISTING CONDITIONS

Pedestrian and Bicycle Plan

The pedestrian and bicycle plans included in the Molalla TSP are primarily intended to provide connections between major activity centers (e.g., schools). The TSP also recommends specific enhancements to the pedestrian and bicycle environment. See also list of opportunities and constraints.

Roadway Improvement Plan

The roadway improvement plan identifies specific improvements needed to improve safety and accommodate future growth. Brief descriptions of these projects that fall within the study area are listed in the Appendix. More detail on these projects can be found in the Existing and Planned Transportation System for Molalla Downtown Development and OR 211 Streetscape section of this document.

Capital Improvements Plan

The city's Capital Improvement Plan (CIP) lists projects within the study area. The following types of projects are as yet uncompleted: four Wastewater Collection; two Transportation Improvements; and two Facilities projects. (The CIP projects are identified in Technical Memorandum #2 (included in the Appendix to this document).)

Clackamas County Transportation System Plan

Clackamas County owns sections of five roads in Molalla: Molalla Avenue, Feyrer Park Road, Toliver Road, Leroy Avenue and Mathias Avenue.

Roadways

Clackamas County's Roadway System Plan provides guidance on how to best facilitate roadway travel over the planning period. Sections relevant to the Study Area include: Efficiency and Finance; Roadway Improvements (listed in Appendix); Functional Classifications; Access Requirements; Improvements to Serve Development; Building Roads,

The functional classification of the county roads in Molalla are as follows: Molalla Avenue and Feyrer Park Road are minor arterials, while Toliver Road, Leroy Avenue and Mathias Avenue are designated as collectors. Access standards vary depending on the functional classification of a particular roadway. Improvements to serve development are governed by specific policies, e.g. requiring dedication of right-of-way, on-site or off-site improvements as appropriate for each development (among others).

Parking

The goal of Clackamas County's parking standards is to insure that parking is provided in a manner that is convenient to users of all transportation modes.

Transit

The TSP's map v-6b (in Appendix) Molalla's transit system currently has a County designated "local transit district route" that runs along 213 and turns onto 211 (to Oregon City). There are also local bus routes that run along Molalla Avenue, Mathias, Toliver and cross Feyrer Park Road. Transit systems running on these roads are under County jurisdiction for short segments and therefore must take County transit policies into account. See Appendix for relevant county policies that may affect the Molalla Downtown and OR 211 study areas.

Pedestrian and Bicycle Facilities

Clackamas County's vision is to create an environment which encourages people to bicycle and walk on networked systems that facilitate and promote the enjoyment of bicycling and walking as safe and convenient transportation modes. Policies regarding pedestrian facilities pertain to county-owned roads in Molalla. Map v-7b (in Appendix) in the County's TSP, which shows existing and planned bikeways in rural areas, indicates proposed bikeways along OR

4. EXISTING CONDITIONS

211, Molalla Avenue, Feyrer Park Road, Mathias and Toliver Road, as well as proposed multi-use trails along both Creamery Creek and Bear Creek. See Appendix for pedestrian and bicycle policies that are relevant to the Downtown/ OR 211 Streetscape Plan.

Freight

Freight movement is an important part of the County's economy, which has a strong job base in the sectors of transportation and wholesale trade. Modes impacted by the County TSP include rail and trucks. Policies that deal with these modes are included in the Appendix.

Buildable Lands Inventory

In 2006 the City conducted a buildable lands inventory to identify acreage available for development in each zone. Buildable lands are vacant and do not have any identified environmental constraints that would prohibit development. One-quarter of this acreage is not considered "buildable" because it would be required for public facilities. Redevelopable land is included in the buildable lands inventory.

The following table identifies the quantity of buildable land in the City of Molalla under each existing zoning designation.

Zone	Total Acreage	Developed	Undeveloped	Wetlands	Developed with Other Uses
R-1					
Total	354	225	93	22	14
R-2					
Total	22	14	6	1	1
R-3					
Total	151	90	39	12	10
C-1					
Total	32	20	2	0	10
C-2					
Total	58	18	23	10	7
M-1					
Total	104	41	30	26	7
M-2					
Total	340	71	139	114	16
PSP					
Total	189	188	0	1	0
Roadways	165				
Totals	1415	667	332	186	65

These numbers will be revised by the time the City finishes the updates to the Comprehensive Plan (currently in progress). The City plans to update the buildable lands on a yearly basis.

Table 4.2

4. EXISTING CONDITIONS

Local Wetlands Inventory

A 2001 wetlands inventory identified seven wetlands within the study area.

Opportunities and Constraints

Transportation-related opportunities and constraints identified in a detailed analysis of Molalla's transportation system are listed according to mode in Technical Memorandum #3 in the Appendix.

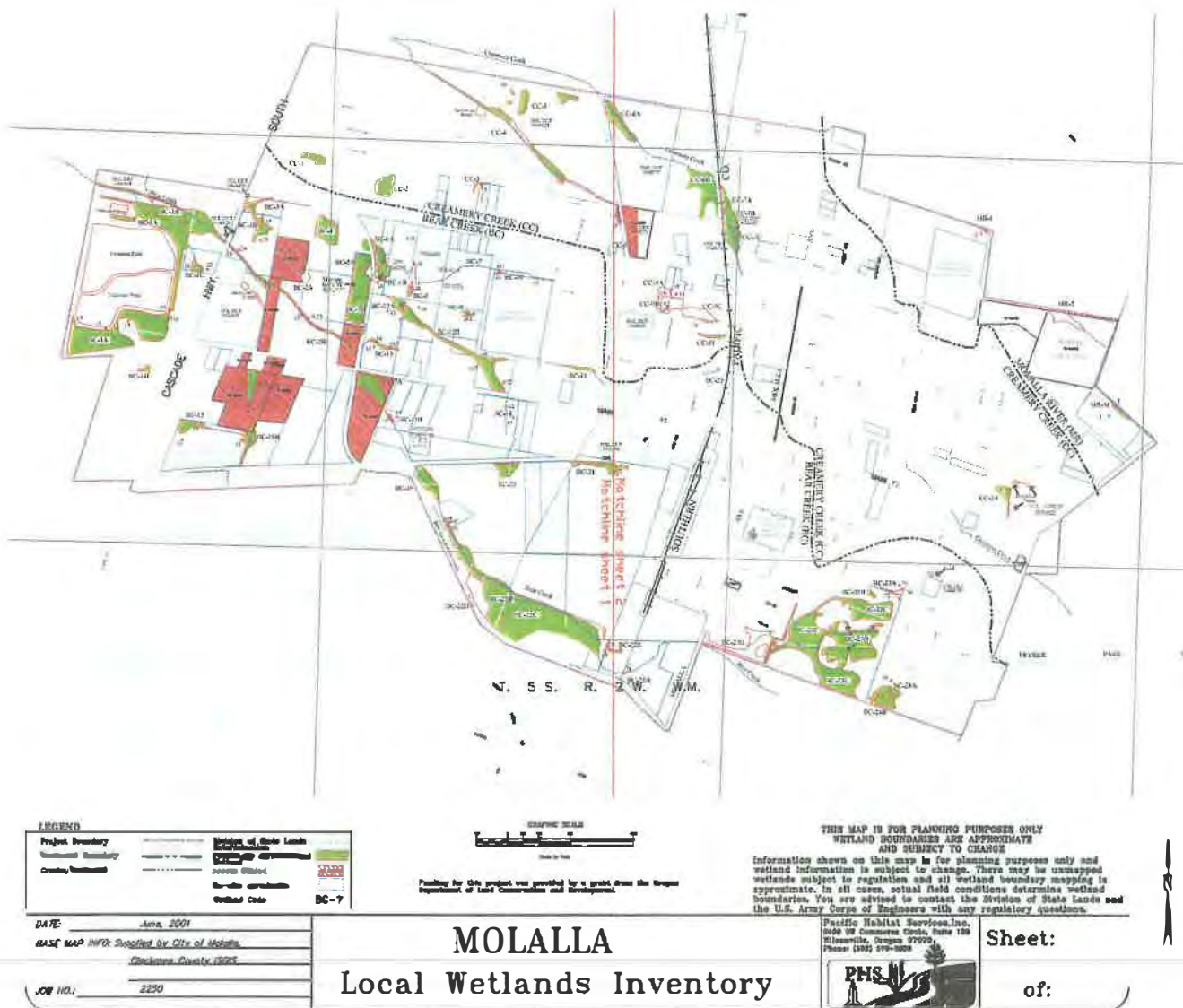


Figure 4.5

Existing and Planned Transportation System for Molalla Downtown

Development and OR 211 Streetscape

This section summarizes the existing condition of the transportation system within downtown Molalla and along Highway 211 (Main Street), focusing on the auto, public transit, pedestrian, and bicycle modes. The section describes changes that have occurred since the City's Transportation System Plan was adopted in 2001, and lists the system improvements identified in the TSP that have not yet been constructed.

Auto

Roadway Functional Classifications

A roadway's functional classification indicates its level of importance and role within the City's street network and also sets its design standards. *Arterial streets* carry the highest traffic volumes, including most of the traffic bound to, from, or through Molalla. Driveway access to arterial streets may be restricted. *Collector streets* are through streets that carry medium traffic volumes, and also provide a land access function. Molalla designates two levels of collector streets, major and minor. Finally, *local streets* are low-speed, low-volume streets that primarily serve a land access function. Molalla designates two levels of local street, neighborhood street and local. Neighborhood streets provide street connectivity within neighborhoods and carry somewhat higher traffic volumes than other local streets.

The following table gives the functional class of the roadways within the study area:

Classification	Street
Arterial	Molalla Avenue Molalla Forest Road (future) OR 211 Mathias Road Main Street (functions as an arterial until bypass is constructed)
Major Collector	Toliver Road Shirley Street 5th Street Leroy Avenue
Minor Collector	North Cole Street Riding Avenue
Neighborhood Streets	Stowers Lane Lola Avenue Center Avenue Heintz Street Kennel Street Lowe Road Two unnamed future roads within the former mill site
Local Streets	All other roadways not listed above are local streets.

Table 4.3

Traffic Operations

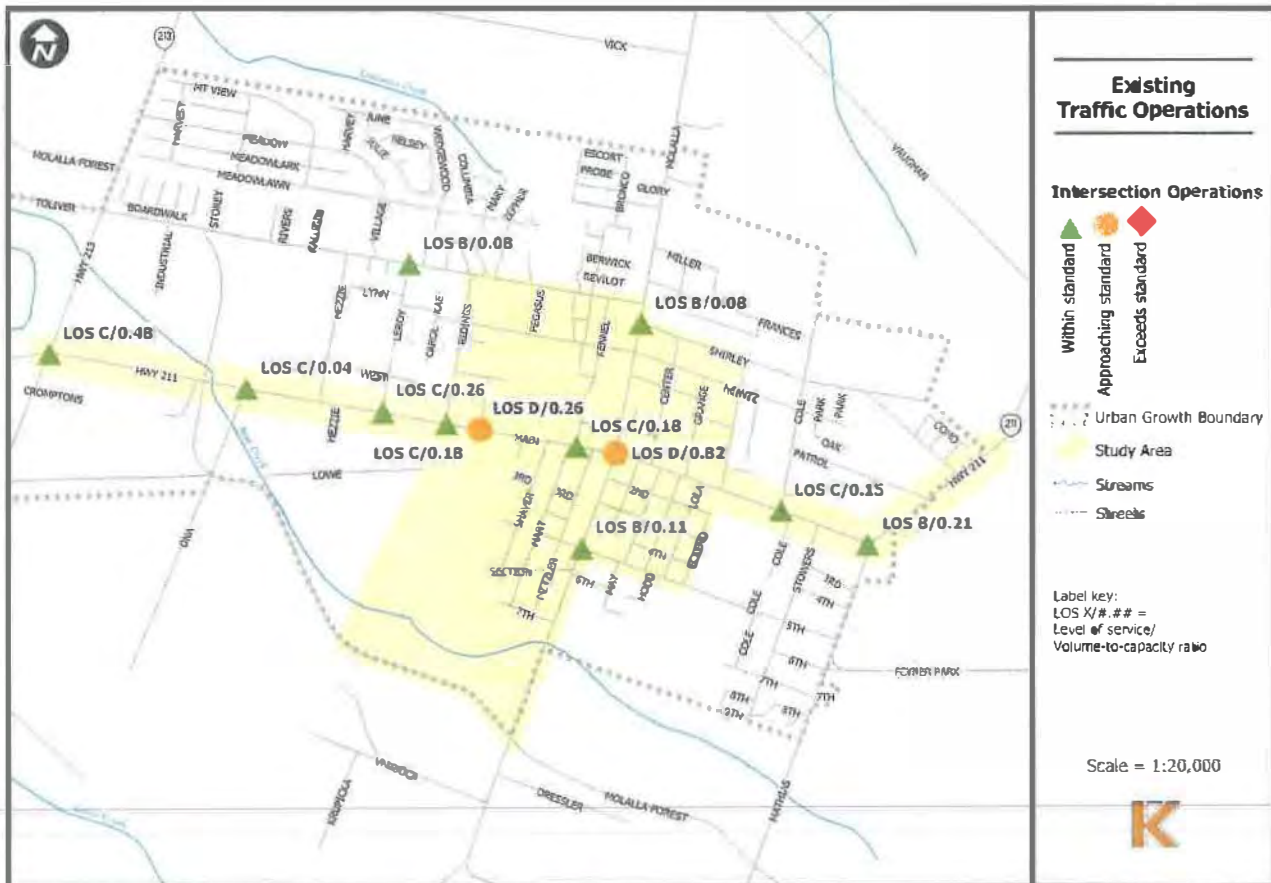
Weekday p.m. peak period traffic counts were conducted at twelve key intersections within the study area. See Appendix for the study intersections, along with the month they were counted.

4. EXISTING CONDITIONS

Two methods are used to establish traffic operations standards. The City of Molalla uses the concept of level of service (LOS), which is based on the average vehicular delay experienced at an intersection (for traffic signals and all-way stops), or the average vehicular delay experienced by the worst movement at all other types of intersections. Molalla's standard is LOS D, which represents a maximum of 55 seconds of average intersection delay at traffic signals and all-way stops, and a maximum of 35 seconds of average delay for the worst movement at other intersections.

ODOT uses the concept of volume-to-capacity (v/c) ratio, which expresses the percentage of a roadway or intersection's capacity that is in use. The Oregon Highway Plan's standard for Highways 211 and 213 is a maximum v/c ratio of 0.90 in areas with a posted speed of 35 mph or less, meaning that no more than 90% of a roadway or intersection's capacity should be used up. In areas with a posted speed over 35 mph, the standard is a v/c ratio of 0.85. At state highway intersections, the more restrictive of ODOT's or Molalla's standard applies when determining whether an intersection is operating within its standard.

Figure 2 shows existing traffic operations at the study intersections, along with each intersection's LOS grade (from "A"/best to "F"/worst) and v/c ratio. The figure categorizes the intersections as *within standard* (LOS A, B, or C, or a v/c ratio 0.10 or more below the ODOT standard on state highways), *approaching standard* (LOS D or a v/c ratio within 0.00-0.09 of the OHP standard on state highways), and *exceeds standard* (LOS E or F, or a v/c ratio greater than the OHP standard on state highways).



Molalla Downtown Development and OR 211 Streetscape Plan
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Figure 4.6

4. EXISTING CONDITIONS

At present, no intersections exceed their traffic operations standard. However, the Main Street/Molalla Avenue intersection currently operates at 82% of capacity during the weekday p.m. peak hour, which is within 8 percentage points of its standard. The Main Street/Dixon Avenue intersection operates at LOS D, with 26 and 27 seconds of average delay during the weekday p.m. peak hour on the northbound and southbound approaches, respectively. If downtown Molalla were to be designated a Special Transportation Area (STA), the ODOT v/c standard in the downtown area would increase from 0.90 to 0.95.

Crashes

Crash records for the study area covering the years 2001-2005 (the most recent available) were obtained from ODOT. The data identify reported crashes that resulted in a fatality, injury, property damage exceeding a threshold amount (\$1,000 through 2003, currently \$1,500), or (since 2004) a vehicle being towed from the crash scene due to damage. See table 1 for a summary of this information for the study intersections.

Table 1
Study Area Reported Crashes, 2001-2005

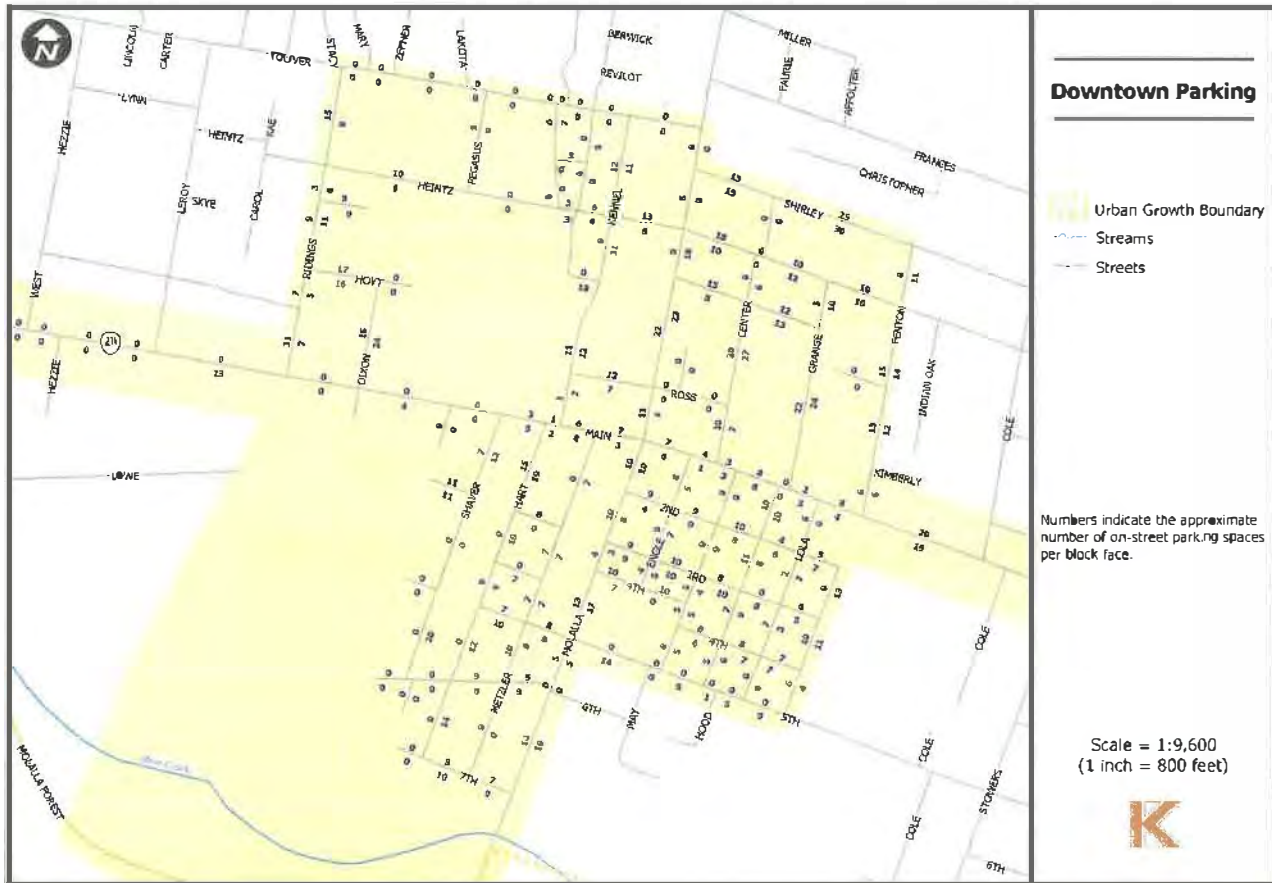
Intersection	# Crashes	Collision Type					Severity	
		Sideswipe	Rear-End	Turning	Angle	Other	PDO	Injury
Highway 211/ Highway 213	11		6	3	2		7	4
Highway 211/ Ona Way	3		1		2		1	2
Highway 211/ Leroy Ave	2		1		1		0	2
Highway 211/ Ridings Ave	0							
Highway 211/ Dixon Ave	1				1			
Highway 211/ Kennel St	3		2	1			2	1 (Bike)
Highway 211/ Molalla Ave	6		3	2		1	4	2
Highway 211/ N Cole St	2		1	1			2	
Highway 211/ Mathias Road	4			2	1	1	1	3
Molalla Ave/ Shirley St	0							
Molalla Ave/ 5 th St	0							
Toliver Rd/ Leroy Ave	0							

PDO: property damage only

Table 4.4

Unsurprisingly, the two Highway 211 intersections with highest cross-street volumes, Highway 213 and Molalla Avenue had the highest number of crashes: 11 in five years at Highway 213 and 6 in five years at Molalla Avenue. Most of the reported crashes at the Highway 211/Highway 213 occurred while the intersection was still a four-way stop and most of those have failure to obey the stop sign as a contributing factor. Since the installation of a traffic signal at the intersection, the crash rate appears to have gone down, although a few more years of data will be needed to allow a good comparison of before-and-after conditions.

4. EXISTING CONDITIONS



Molalla Downtown Development and OR 211 Streetscape Plan
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Figure 4.7

On-Street Parking

Figure 3 shows the existing supply of on-street parking spaces within the downtown area, by block face, assuming 22 feet per parking stall (on-street parking stalls are unmarked in Molalla). More information on parking in downtown can be found in the Downtown Parking Strategy section of the Downtown Transportation Element (Chapter 7).

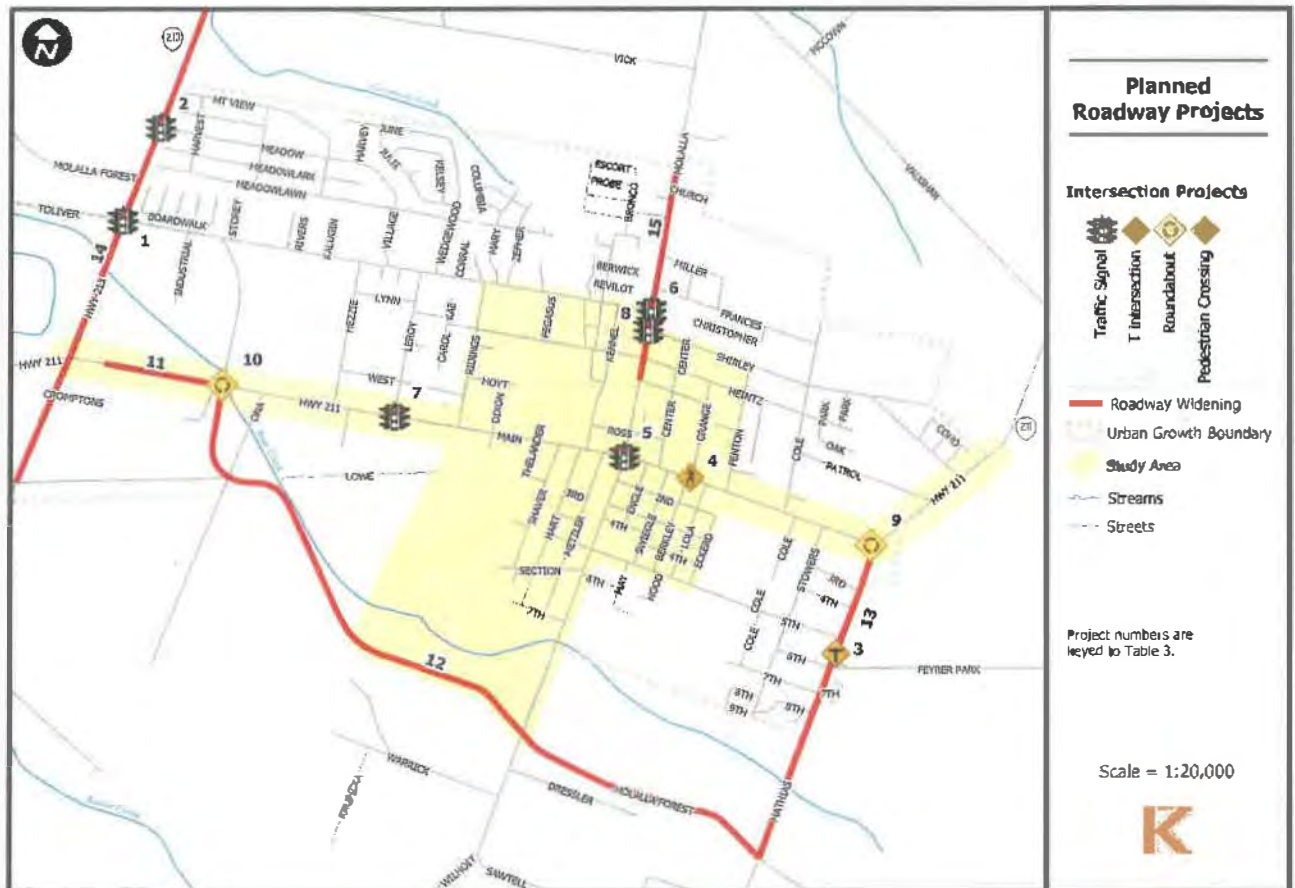
Access Management

As described above, the Oregon Highway Plan seeks to improve the safety and operations of state highways by managing access onto the highway. Providing reasonable amounts of separation between access points reduces the number of times that traffic on the state highway must change speed because of other motorists turning on or off the highway, and reduces the number of locations that motorists turning onto the highway must check for potentially conflicting vehicles.

The access spacing standard that applies to Highway 211 is 500 feet where the posted speed is 40 mph, or 350 feet where the posted speed is 35 mph or less. Table 2 in the Appendix shows the access spacing standard by road segment, the total number of accesses within that segment, and the average access spacing within that segment.

ODOT's access spacing standards are currently unmet throughout the study area and, in many cases, the existing block spacing is shorter than the ODOT standard. This result means that as properties redevelop along Highway 211, ODOT will likely seek to move toward the access standard by closing and/or consolidating accesses where feasible.

4. EXISTING CONDITIONS



Molalla Downtown Development and OR 211 Streetscape Plan
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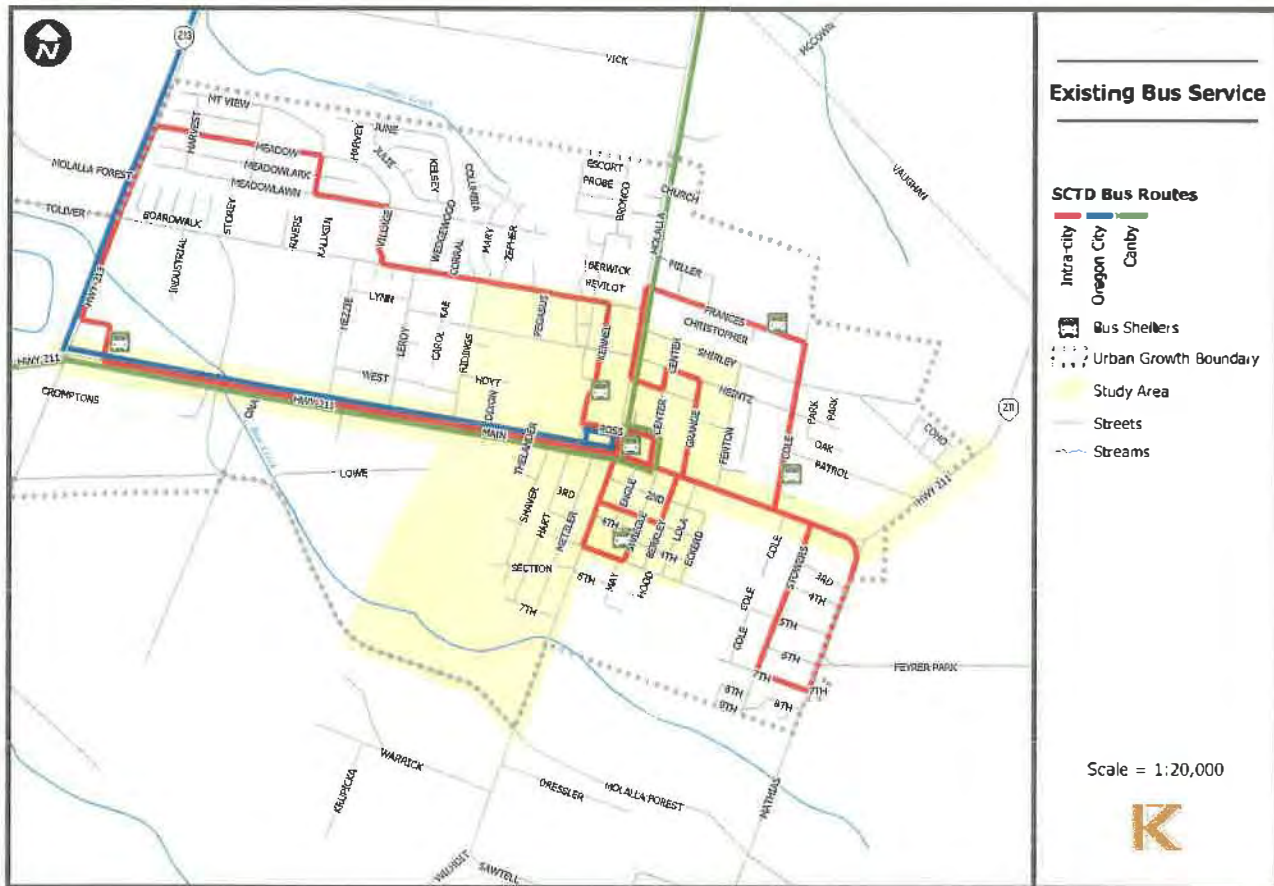
Figure 4.8

If an STA is created in downtown Molalla, the access spacing standard would become the existing city block spacing. The minimum spacing standard for private access would be 175 feet, or mid-block when a block is less than 350 feet long.

Planned Roadway Improvements

The 2001 TSP identified a set of roadway improvement projects to address Molalla's transportation needs over the following 20 years, three of which have already been constructed. Table 3, in the Appendix, lists the remaining projects that are planned to be constructed by 2021, assuming available funding matches the assumptions used to develop the TSP list. This list includes a project description, the TSP's estimated project cost (in 2000 dollars), and the TSP's expectation for the project funding source(s). Figure 4 maps the locations of these projects. Note that this plan calls for future work to revisit the need for and/or design of these projects.

4. EXISTING CONDITIONS



Molalla Downtown Development and OR 211 Streetscape Plan
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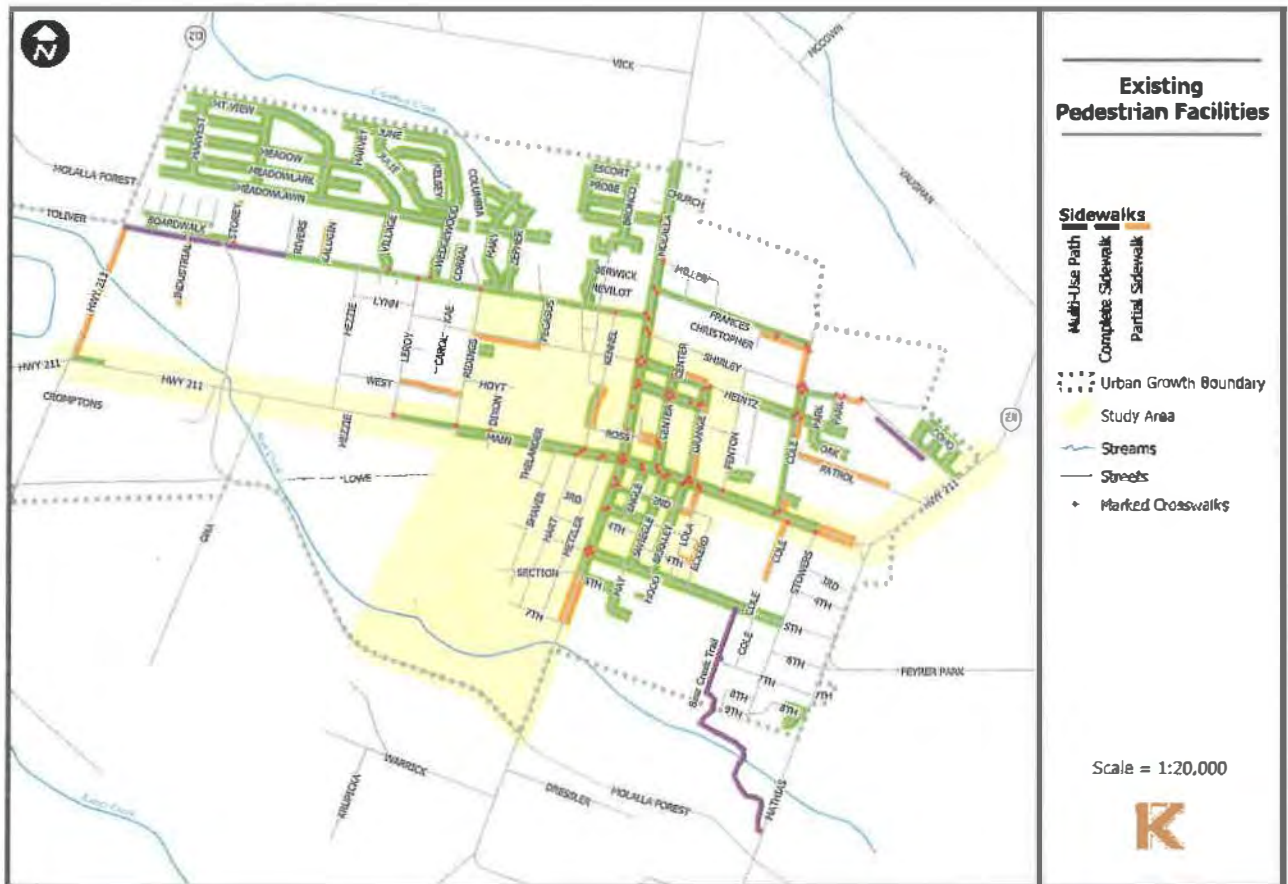
Figure 4.9

Public Transit

Public transit service in Molalla is provided by the South Clackamas Transportation District (SCTD), which operates three routes: the Intra-City route; the Oregon City route; and the Canby route. Figure 5 shows the streets served by the three routes in the study area, and locations of bus shelters. The Intra-City route has no designated bus stops—buses will stop at any safe location along the route to pick up and drop off passengers.



There is an existing bus stop adjacent to City Hall



Molalla Downtown Development and OR 211 Streetscape Plan
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Figure 4.10

Pedestrian

The 2001 TSP noted that, at the time, sidewalks were most likely to be found in new residential subdivisions and in the downtown area. Figure 6 shows the extent of Molalla’s sidewalk and path network as of 2001. “Multi-use paths” are off-street facilities shared by pedestrians and bicycles. “Complete sidewalk” indicates block faces with a continuous sidewalk. “Partial sidewalk” indicates block faces with some sections of sidewalk, but not a continuous sidewalk.

The Pedestrian Facilities Assessment conducted for this project details the current pedestrian conditions in the Downtown Study Area. The pedestrian facilities assessment identified existing sidewalks, crosswalks and curb cuts on streets within the Downtown Study Area as of 2006. This inventory provided the basis for the initial and preferred Downtown Streetscape Concepts.

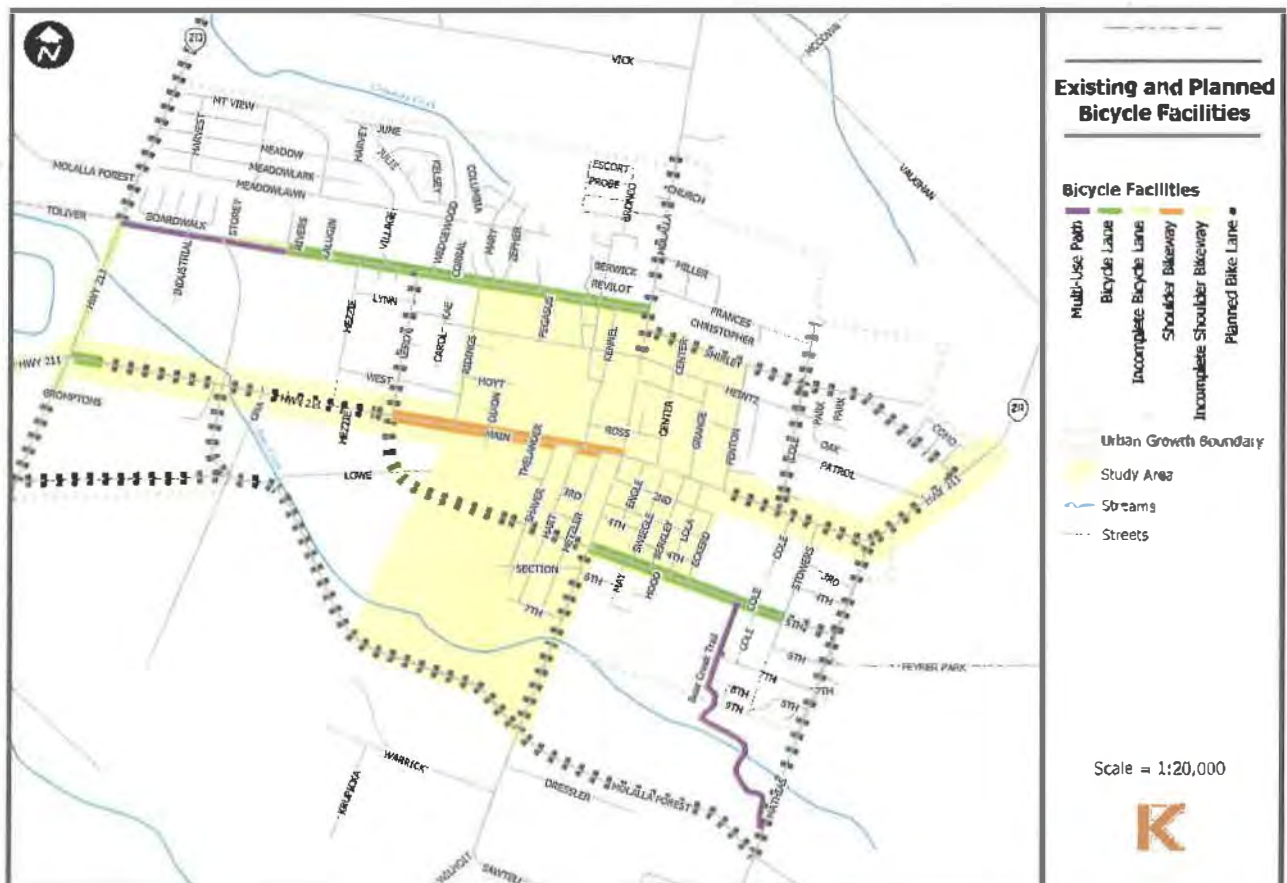
4. EXISTING CONDITIONS

Bicycle

Molalla's bicycle network is still limited in extent, although improvements have occurred since the time the TSP was developed. Toliver Road has new bike lanes or an adjacent multiple-use path for its entire length east of Highway 213, and the recently extended portion of 5th Street east of Molalla Avenue also has bicycle lanes. Main Street between Leroy Avenue and Molalla Avenue has shoulders that function as bicycle lanes. There are short sections of bicycle lanes on the approaches to the Highway 211/Highway 213 intersection which were added when the intersection was widened, and later signalized.

Figure 7 shows the existing and planned bicycle network within the study area. "Multi-use paths" are off-street facilities shared with pedestrians. "Bicycle lane" indicates that a continuous designated bike lane exists for the entire block face. "Incomplete bicycle lane" indicates that some portion of the block face has a bike lane, but not the entire block face. "Shoulder bikeway" indicates that a wide shoulder exists for the entire block face, adequate for bicycle travel. Along portions of Main Street west of Molalla Avenue, the lane striping provides sufficient room for both on-street parking and bicycle travel. "Incomplete shoulder bikeway" indicates that a wide shoulder exists for only a portion of the block face. Finally, "planned bike lane" indicates street segments that are planned to have bicycle lanes in the future, either as part of a road reconstruction project, or through frontage improvements as adjacent properties redevelop.

The rail section of the TSP states that if "the railroad chooses to abandon the line at some point in the future, the City should seek to preserve the right-of-way as a recreational pathway."



Molalla Downtown Development and OR 211 Streetscape Plan
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Figure 4.12

5. OPPORTUNITIES & CONSTRAINTS



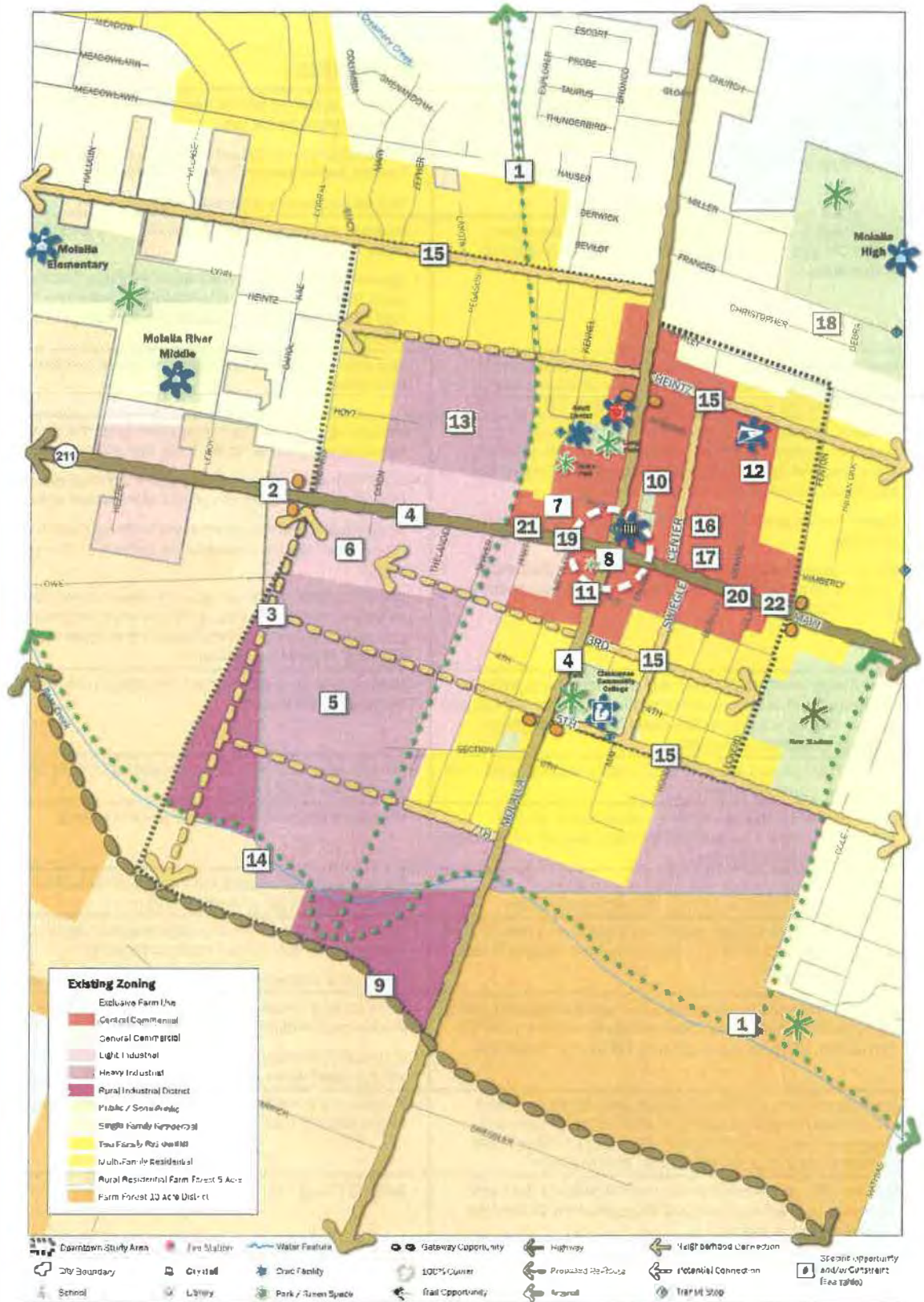
5. OPPORTUNITIES & CONSTRAINTS

This section summarizes Opportunities and Constraints for Downtown Molalla. In doing so, it draws upon the findings presented in Technical Memoranda #1 (*Market Analysis*), #2 (*Plans, Policies, and Infrastructure*), and #3 (*Transportation*), as well as the Pedestrian Facilities Assessment Memorandum (October 25, 2006). It also incorporates thoughts and comments from Public Meeting #1 (September 21, 2006). The Opportunities and Constraints material is presented here in map form, with a corresponding table that provides additional detail. This map uses as its base the existing zoning and roadway network for Downtown Molalla. The general topics or categories covered are as follows:

- **Urban Design** - including gateway treatments, façade improvements, design standards, and the creation of a pedestrian-friendly downtown;
- **Land Use & Zoning** - opportunities to revisit land use designations and allowable development as they relate to the goals for Downtown;
- **Streetscape** - including ways to calm traffic while promoting pedestrian, bicycle, and transit use; also, opportunities for innovative stormwater management strategies within the right-of-way;
- **Transportation** - with a focus on connectivity, accessibility, safety, and parking;
- **Redevelopment** - opportunity areas for both large-scale and infill redevelopment;
- **Open Space and Trails** - potential for linking green space and providing off-street trail connections to key community assets.

This work, in part, formed the basis for initial downtown land use, transportation, and streetscape concepts for Downtown and OR 211.

5. OPPORTUNITIES & CONSTRAINTS



Downtown Development & OR 211 Streetscape Plan
Downtown Opportunities & Constraints

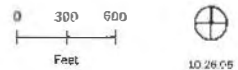


Figure 5.1

5. OPPORTUNITIES & CONSTRAINTS

Opportunities	Constraints
1 <ul style="list-style-type: none"> Establish a trail system through and around the city to: connect parks, schools, and natural areas; enhance and protect sensitive riparian areas along streams and wetlands; provide an off-street circulation system 	<ul style="list-style-type: none"> Requires acquiring former railroad alignment before it reverts to adjacent property owners Requires acquiring easements along stream corridors to develop riparian buffer protection and trail network May be opposed by adjacent property owners
2 <ul style="list-style-type: none"> Use gateways at the four main entrances into Downtown (along OR 211 and Molalla Avenue) to announce and celebrate entry 	<ul style="list-style-type: none"> Adjacent land uses currently do not communicate a sense of entry Types of gateway treatments may be limited by roadway designations, limitations imposed by various jurisdictions (City, ODOT), right-of-way constraints, and/or the disposition of adjacent property owners
3 <ul style="list-style-type: none"> Extend existing street network (3rd, 5th, 7th, Heinz and Ridings) to improve connectivity as the area develops, and to provide property access alternatives other to OR 211 	<ul style="list-style-type: none"> May require right-of-way acquisition and/or dedication as properties redevelop
4 <ul style="list-style-type: none"> Enhance streetscape on OR 211 and Molalla Avenue, particularly between the gateway elements; City can propose streetscape enhancements which exceed ODOT minimum standards, particularly in the sidewalk area Search for low-cost landscaping improvements (including planters) Explore opportunities for access management (including driveway consolidation) along OR 211 to improve pedestrian and vehicular safety 	<ul style="list-style-type: none"> Existing right-of-way may not support extensive streetscape enhancements, such as street trees and wide sidewalks ODOT highway design standards and City engineering standards may limit types/ locations of 211 streetscape enhancements Sidewalk and landscape improvements adjacent to private property will require individual (or collective) maintenance agreements The successful implementation of some access management strategies may require the provision of other property access points (via new local streets) and/or the assemblage or master planning of adjacent properties
5 <ul style="list-style-type: none"> Opportunity south of 211 and west of Molalla for significant redevelopment and the incorporation of uses that will support the community's vision for Downtown (as well as support existing Downtown land uses) 	<ul style="list-style-type: none"> Desired land uses may require changing current zoning and/or development standards
6 <ul style="list-style-type: none"> Revisit desired uses along OR 211 in the area adjacent to the Downtown commercial core 	<ul style="list-style-type: none"> Desired land uses may require changing current zoning and/or development standards
7 <ul style="list-style-type: none"> Examine parcels that are vacant, underutilized, and/or contain uses that are incompatible with a pedestrian-friendly Downtown commercial core 	<ul style="list-style-type: none"> Present landowners may be resistant to change
8 <ul style="list-style-type: none"> Emphasize and improve 100% corner - in terms of streetscape, pedestrian quality, and commercial uses 	<ul style="list-style-type: none"> Some successful existing land uses not compatible with a finer-grained, pedestrian-oriented Downtown
9 <ul style="list-style-type: none"> Re-route freight and other heavy truck traffic on a new by-pass road from OR 213 to OR 211 that follows the Molalla Forest Road 	<ul style="list-style-type: none"> An expensive re-route may preclude executing other transportation and community enhancement projects Could draw commercial/retail traffic away from Downtown
10 <ul style="list-style-type: none"> Develop strategies to consolidate and share off-street parking facilities throughout Downtown (especially in the area to the northeast); consider public parking lots and/or structures 	<ul style="list-style-type: none"> Will require a "master planning" process and extensive public involvement with property owners Eventually will require signage and other programs to promote program and direct drivers to appropriate parking locations
11 <ul style="list-style-type: none"> Promote storefront improvement program to improve and accentuate the unique quality of existing buildings in the Downtown core; make some buildings more inviting to the general public; improve street-level "transparency" 	<ul style="list-style-type: none"> Projects are currently limited to \$5000 worth of assistance; larger projects may need additional funding
12 <ul style="list-style-type: none"> Explore infill and redevelopment opportunities in the northeast area that will augment and strengthen the Downtown core commercial district 	<ul style="list-style-type: none"> Existing zoning may not facilitate target development types
13 <ul style="list-style-type: none"> Redevelopment opportunity area on industrial-zoned lands north of 211 	<ul style="list-style-type: none"> Desired land-uses may require changing current zoning and/or development standards
14 <ul style="list-style-type: none"> Align city and urban growth boundary with parcel boundaries; include Molalla Forest Road 	<ul style="list-style-type: none"> Will require a public adoption process

(See Accompanying Map)

5. OPPORTUNITIES & CONSTRAINTS

Opportunities

Constraints

15	<ul style="list-style-type: none"> • Improve key pedestrian/bicycle circulation and accessibility by repairing/constructing sidewalks, planting street trees, improving key street crossings 	<ul style="list-style-type: none"> • Will require project inclusion in TSP and CIP, and will need dedicated funding • Will require extensive sidewalk retrofitting in NE, NW and SW quadrants • Many existing sidewalks lack curb cuts or have non-compliant curb ramps, and there are many non-ADA-compliant ramp lips and driveway apron slopes, necessitating stand-alone retrofitting • The street network is not connective in much of NE, NW and SW quadrants, which presents a challenge to pedestrians • Some parcels may not redevelop, especially in residential areas, necessitating stand-alone projects by City or ODOT • Limited funding is available for stand-alone pedestrian infill projects; private property owners may be unwilling to bear cost of LID or other private funding mechanism • Residential property owners may object to a more "urban" streetscape of sidewalks and curbs • Stormwater management costs may be significant when converting uncurbed rural-style roadways to curbed urban-style streets
16	<ul style="list-style-type: none"> • Consider instituting architectural design standards or guidelines to ensure a high-quality pedestrian experience and architectural character 	<ul style="list-style-type: none"> • Will require public involvement process and support from business / property owners to determine appropriate standards or guidelines • Will require devising new administrative and design review procedures • Will require balancing architectural consistency with the allowance for developer / owner creativity
17	<ul style="list-style-type: none"> • Examine ways and locations to improve on-street parking throughout Downtown 	<ul style="list-style-type: none"> • May require relocating existing mailboxes and street furniture • May require consolidating and/or reconfiguring existing driveways
18	<ul style="list-style-type: none"> • Generally improve pedestrian and bike access to transit, especially designated transit stops 	<ul style="list-style-type: none"> • Existing right-of-way may not support extensive streetscape enhancements, such as street trees and wide sidewalks
19	<ul style="list-style-type: none"> • Improve wayfinding and directional signage 	<ul style="list-style-type: none"> • Will require municipal expenditures as well as coordination with ODOT (for Highway 211)
20	<ul style="list-style-type: none"> • Align north-south cross streets (such as Berkley and Grange) to improve connections and safety 	<ul style="list-style-type: none"> • Will require significant engineering and expenditure
21	<ul style="list-style-type: none"> • Underground utilities to beautify downtown and potentially reduce power outages, reduce maintenance costs, and increase property values; coordinate undergrounding with roadway and/or streetscape projects 	<ul style="list-style-type: none"> • Requires greater installation costs and results in higher replacement costs • Will require additional "underground conversion" costs to be borne by property owners
22	<ul style="list-style-type: none"> • Install innovative stormwater management ("green street") features at strategic locations to enhance street appearance and lower cost of both stormwater treatment and new sidewalk/curb installation 	<ul style="list-style-type: none"> • Will require educating public and adjacent property owners about the function and benefits of such features (as well as about their unconventional appearance) • Could require the acquisition of additional right-of-way • The cost of retrofitting existing curbed streets may be prohibitive

(See Accompanying Map)

6. DOWNTOWN LAND USE & TRANSPORTATION CONCEPTS



6. DOWNTOWN LAND USE & TRANSPORTATION CONCEPTS

Three initial Land Use / Transportation Concepts for Downtown Molalla were prepared during the course of the planning study. These three concepts were presented to the Downtown Task Force (DOTF), the Technical Advisory Committee (TAC), the Project Management Team (PMT), and the general public (at Public Meeting #2 on 12/14/06). Following these reviews, it was determined that Option #2 ("Downtown Revival"), with some modifications, should be explored further as a Preferred Concept. This Preferred Concept was refined with additional input from the DOTF, TAC, PMT, and the general public (at Public Meeting #3 on 03/01/07).

The three initial Downtown Land Use / Transportation concepts are summarized here, followed by a presentation of the Preferred Concept. Each of the initial concepts drew upon the findings of previous Technical Memoranda: #1 (Market Analysis), #2 (Plans, Policies, and Infrastructure), #3 (Transportation), and #4 (Opportunities and Constraints), as well as from the Pedestrian Facilities Assessment and from previous DOTF, Public, TAC, and PMT Meetings. In preparing these land use / transportation concepts, the following topic areas were given special consideration, consistent with the project's Vision and Guiding Principles:

- **Urban Design** – including gateway treatments, the potential for façade improvements and/or design standards, and the creation of a pedestrian-friendly downtown;
- **Land Use & Zoning** – including land use designations and development standards;
- **Redevelopment** – opportunity areas for both large-scale and infill redevelopment;
- **Transportation** – with a focus on connectivity, accessibility, safety, and parking;
- **Open Space and Trails** – potential for linking green spaces and providing off-street trail connections to key community destinations.

Land Use Typologies:

Each of the initial land use / transportation concepts drew from a common collection of land use typologies that reflect the best of the Downtown's current building and open space forms, and respond to the Plan's Vision and Guiding Principles. These typologies, then, were chosen to foster a thriving, pedestrian-oriented, and clearly recognizable Downtown, ensure the availability of accessible parking, improve connections to community resources, support the community's recreational aspirations, and allow for sensible redevelopment and infill that will further strengthen the community's core. The conceptual land uses / typologies were divided into seven categories - two commercial, three residential, one open space, and one employment. They are described, with example images, below and on the following page.



Central Business District

Mixed use downtown retail, office, residential, and commercial uses with strong emphasis on pedestrian orientation and architectural character. No minimum lot size.



General Commercial

General retail, office, and commercial. Larger lots (10,000 sf+) with strong pedestrian orientation. Parking behind buildings or to the side.



6. DOWNTOWN LAND USE & TRANSPORTATION CONCEPTS



High Density Residential

8 - 17 dwelling units/acre

Townhomes, rowhouses, condominiums, apartments, duplexes, triplexes, and small lot single-family homes. Limited commercial uses.



Medium Density Residential 8 - 10 dwelling units/acre

Predominantly single-family residential on lots ranging from 4400 sf to 5400 sf.



Low Density Residential

6 - 8 dwelling units/acre

Single-family residential on lots ranging from 5400 sf to 7300 sf.



Parks and Open Space

Areas for public use, recreational use, and conservation. Parks or green spaces can be linear.



Employment

Areas for light (non-nuisance) industrial, distribution, office, medical offices, hospitals, and limited commercial (i.e., feed and tack store).



6. DOWNTOWN LAND USE & TRANSPORTATION CONCEPTS

Transportation Typologies

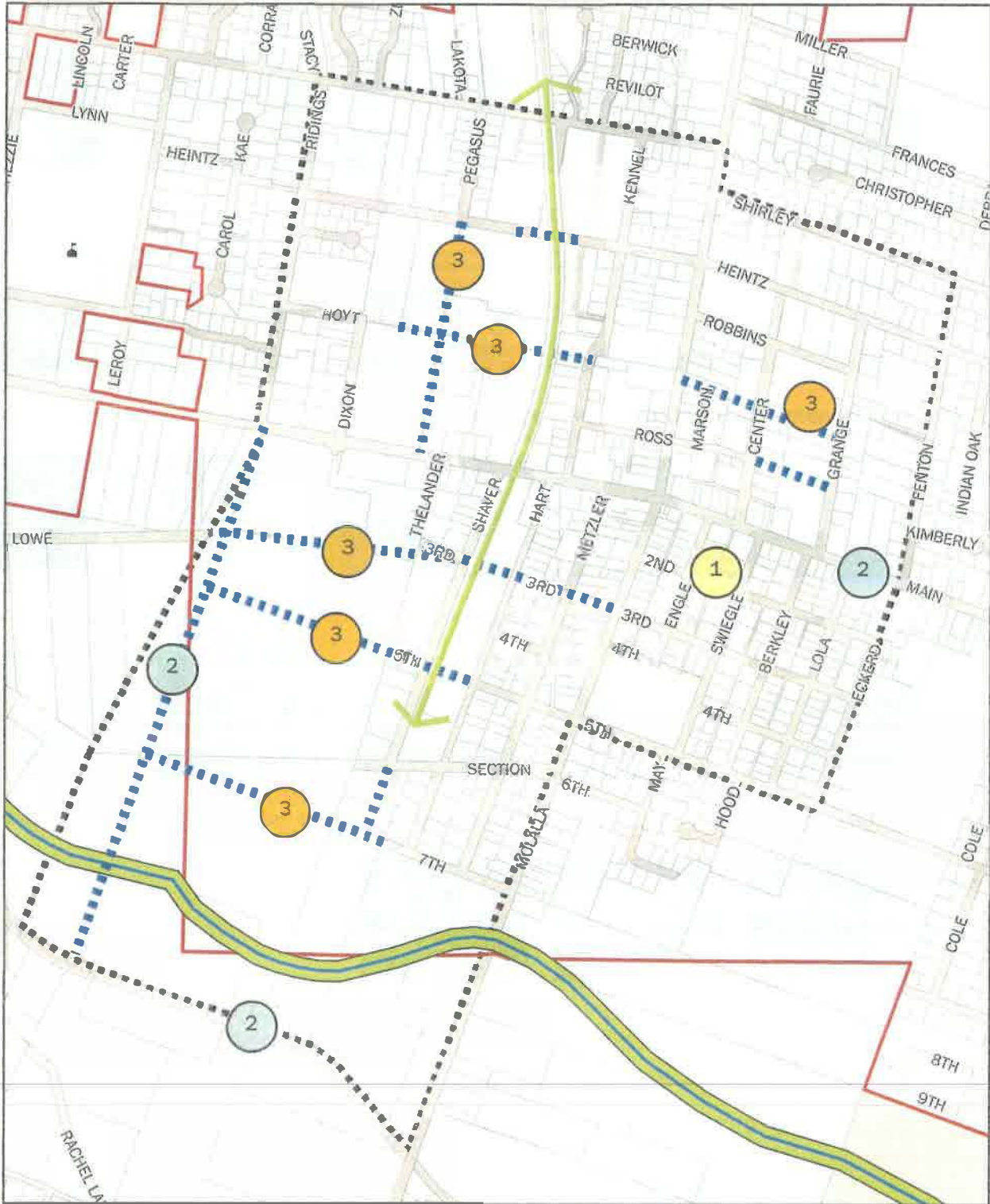


Figure 6.1

6. DOWNTOWN LAND USE & TRANSPORTATION CONCEPTS

In addition to the land use typologies, conceptual cross-sections were developed for the various street types in the study area. Typical cross-sections were developed for arterials, collectors, and local streets. Each of these cross-sections (illustrated below) was designed to support the type and scale of the proposed land uses for Downtown. To the left is a map showing a conceptual transportation network for Downtown - with proposed new connections shown as dashed lines and legend numbers corresponding to the street types below. This conceptual transportation network served as the basis for those networks described in each of the Land Use / Transportation Concepts that follow. The proposed connections vary with each concept, reflecting the importance of the linkage between land use and transportation.

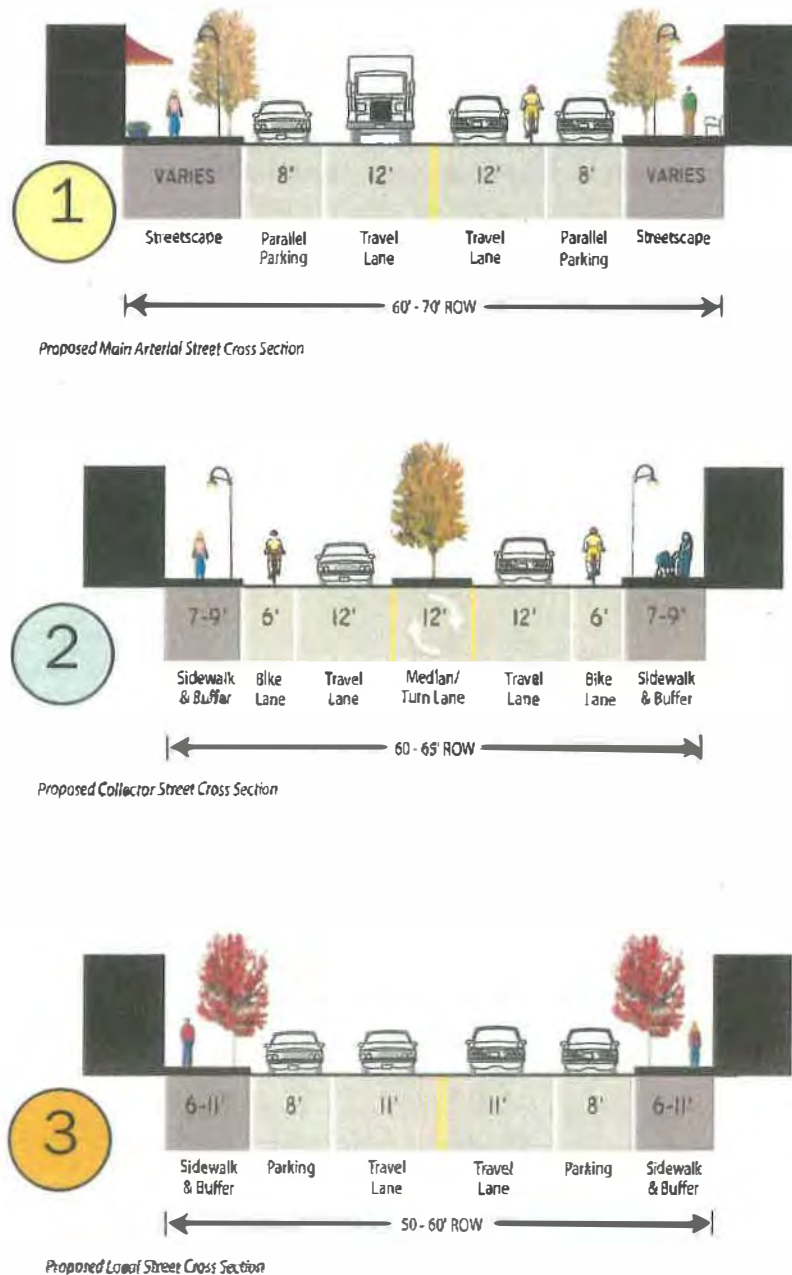


Figure 6.2

6. DOWNTOWN LAND USE & TRANSPORTATION CONCEPTS

Land Use / Transportation Option 2: Downtown Revival

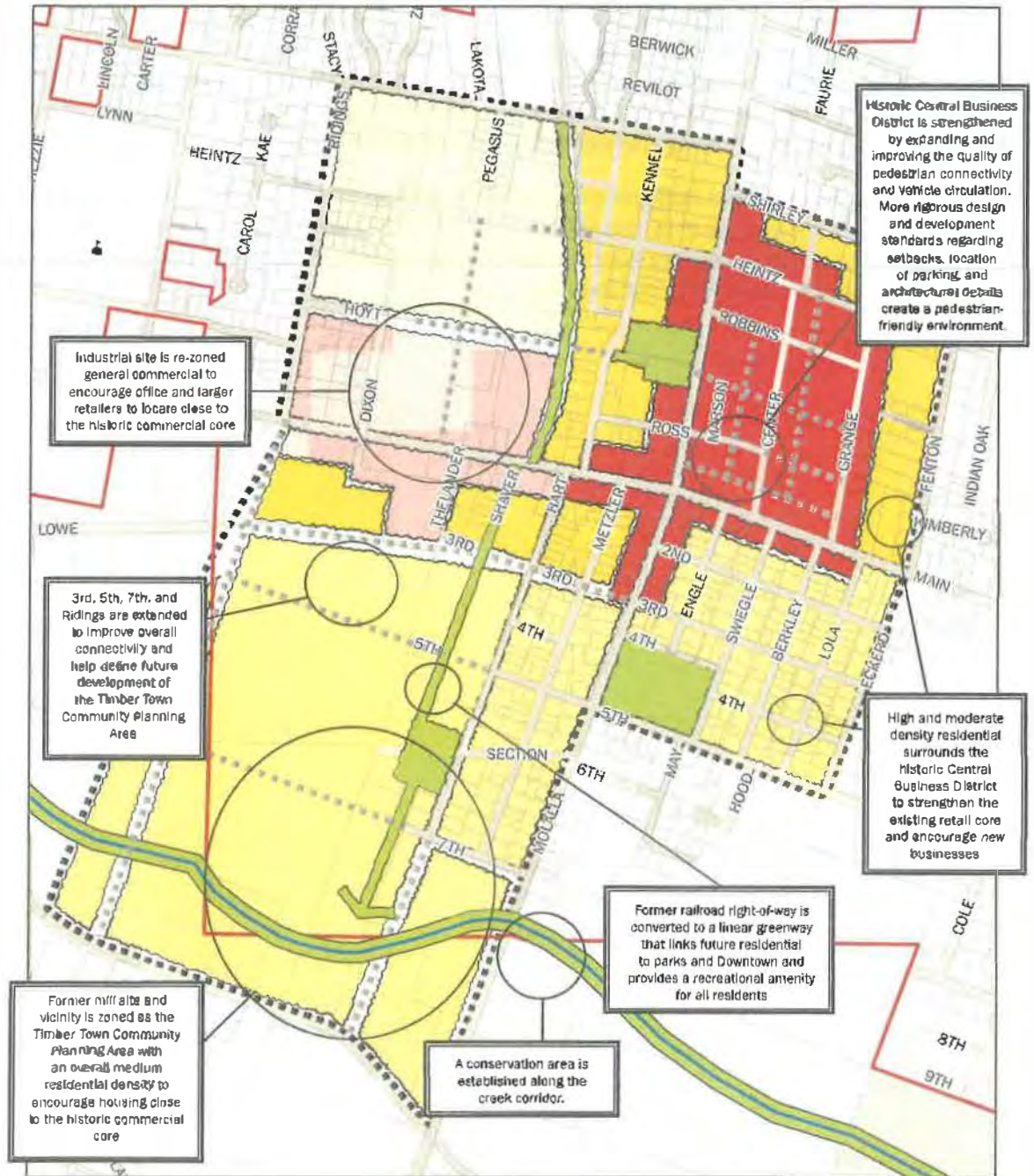
This option proposes strengthening the existing Central Business District by overlaying a fine-grained transportation network. Existing accessways and new local streets would provide enhanced connectivity, increasing pedestrian mobility and providing an orderly framework for future development. Although portions of Main and Molalla would be included as "Main Streets," this CBD would function more as a district than Option 1, with infill and redevelopment occurring on currently underutilized land. Residential uses would be allowed within the CBD, but ground floors would have a commercial use requirement. All new development would be held to rigorous design and development standards to ensure that setbacks, the location of parking, landscaping, and architectural details work together to form an attractive and pedestrian-friendly downtown core. Such a development pattern would create a "clear identity" for Downtown - one that recognizes the City's "small-town atmosphere" while preserving and enhancing the unique, historic quality of Downtown.

To the east of the CBD (along Main and on the former industrial site north of Main) would be a general commercial zone. This zone would encourage offices, groceries, and larger format retailers to locate closer to the City's historic commercial core. Development and streetscape standards in this area would be rigorous and pedestrian-friendly. These commercial zones would be surrounded primarily by higher-density residential uses. New park spaces would also be provided - primarily on the former mill site (in the southwest quadrant of Downtown).

The former mill site would be rezoned as the Timber Town Community Planning Area and would allow for an overlay zone. This overlay zone area would have an overall medium-density residential requirement, with higher-density housing occurring closer to the commercial core (north and northeast) and to the community uses to the west. Commercial uses would be allowed within the overlay zone, although they would be required to be located to the north and northeast in order to complement the CBD and general commercial zones.

6. DOWNTOWN LAND USE & TRANSPORTATION CONCEPTS

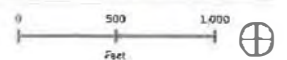
Land Use / Transportation Option 2: Downtown Revival



Source: Clackamas County GIS, 2006; City of Molalla, 2005

Downtown Development & DR211 Streetscape Plan
Land Use Alternatives Option 2

existing road
 proposed connection



Option 2: Downtown Revival

Figure 6.4

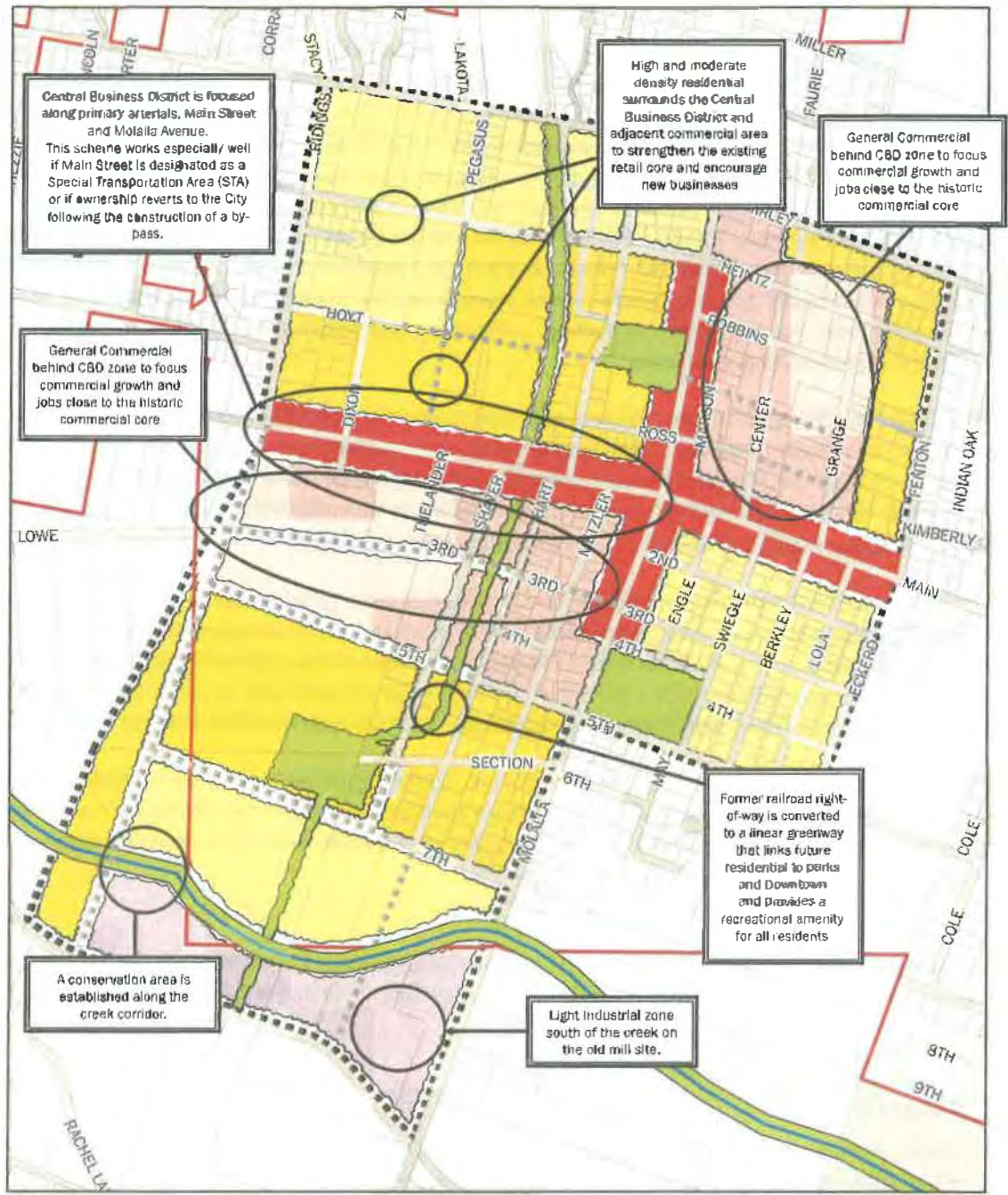
6. DOWNTOWN LAND USE & TRANSPORTATION CONCEPTS

Land Use / Transportation Option 3: Main Street / Employment

Land Use / Transportation Option 3 combines the traditional "Main Street" approach described in Option 1 with a strong focus on local jobs creation. This concept relies on designating OR 211 / Main as a Special Transportation Area (STA) and focusing a CBD zone along Main and Molalla through the Downtown. In this way, these two streets become true "Main Streets" whose buildings and streetscape are pedestrian-friendly and attractive to residents (current and potential) and visitors. Such a development pattern would create a "clear identity" for Downtown - one that recognizes the City's "small-town atmosphere." It would also encourage pedestrian-oriented retail as properties (along Main in particular) redevelop.

Connectivity would be improved throughout the Downtown, primarily with extensions of existing roadways. This increased connectivity would, perhaps, be most noticeable on the former mill site (in the southwest quadrant), which is currently comprised of large, contiguous parcels. Additional parks and open space - including a linear park / trail system on the former rail line - would be provided for within the Downtown.

Land Use / Transportation Option 3: Main Street / Employment



Source: Clatsop County GIS, 2010; City of Molalla, 2008

Downtown Development & OM211 Streetscape Plan
 Land Use Alternatives Option 3

existing road
 proposed connection



Option 3: Main Street / Employment

Figure 6.5

6. DOWNTOWN LAND USE & TRANSPORTATION CONCEPTS

Preferred Land Use / Transportation Concept

Land Use

This Preferred Land Use / Transportation Concept creates a "clear identity" for Downtown - one that recognizes the City's "small-town atmosphere" while preserving and enhancing the unique, historic quality of Downtown. As such, it builds upon the "Downtown Revival" option, and incorporates aspects of the "Main Street / Village Center" and "Main Street / Employment" options. It strengthens Molalla's existing Central Business District by overlaying a fine-grained transportation network. New local streets provide enhanced connectivity, and thereby increase pedestrian and vehicular mobility. Such a grid also provides a framework for future development of a type best-suited to a CBD. While portions of Main and Molalla would be included as "Main Streets," the key term for this Downtown concept is "district," with infill and redevelopment occurring on currently underutilized land throughout the CBD. Residential uses are allowed within this district, but ground floors have a commercial use requirement. All new development will be held to rigorous design and development standards to ensure that setbacks, the location of parking, landscaping, and architectural details work together to form an attractive and pedestrian-friendly downtown core.

To the west of the CBD on either side of Main is a general commercial zone that encourages offices, groceries, and larger format retailers to locate closer to the City's historic commercial core. (Issues related to this area's former industrial uses preclude residential development.) Development and streetscape standards in this area would be well-defined and pedestrian-friendly. To the southwest of the CBD is an employment zone, reflecting current uses within this area. This zone will (continue to) allow office, distribution, medical offices, and light, non-nuisance industrial uses.

These commercial and employment zones will be surrounded primarily by higher-density residential uses, which will support a walkable Downtown district by placing residences in close proximity to retail and services. Moderate density residential uses would be maintained in the current "Downtown Neighborhood" area to the south and east of the Main / Molalla intersection. (Note: Higher-density residential uses are shown on the former industrial site south of the Heintz/Pegasus intersection. Should this land have issues that disallow residential uses, then this area would be re-zoned for employment uses.)

The large, former mill site (in the southwest quadrant of Downtown) will be zoned as the Timber Town Community Planning Area (TTCPA) which will have an overall medium-density residential / employment requirement, with higher-density housing occurring closer to the commercial core (north and northeast) and to the community uses to the west.

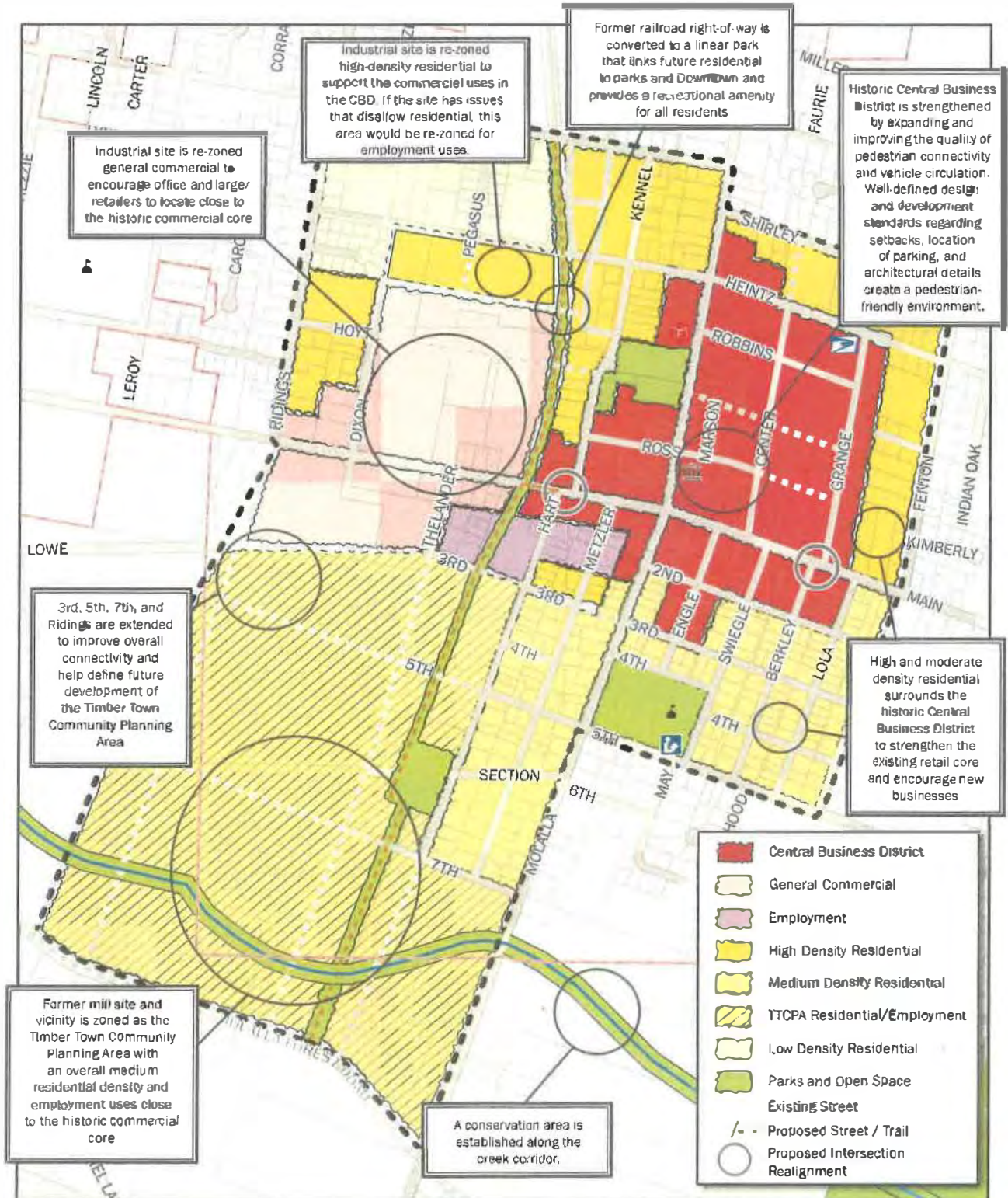
Environmental

The mill site / overlay zone will have rigorous connectivity and open space standards, including the development of a public park and an open space / trail system along the former rail alignment and Bear Creek. Setback requirements will protect riparian areas and water quality for the creek.

Economic

Downtown, pedestrian-scaled retail will be focused in the historic CBD. By focusing this type of commercial activity in the central business district, patrons can be encouraged to 'park once' to visit several locations in the area. Allowing for mixed-use (residential or office above commercial) in the central business district with clear design standards will help encourage positive retail and pedestrian activity downtown over time. Such a provision could also lead to an increased market for downtown businesses - as would higher-density housing in those areas surrounding the CBD. Conversely, the provision of additional retail, services, restaurants, and other commercial amenities will contribute to increased property values for those residences within close proximity.

6. DOWNTOWN LAND USE & TRANSPORTATION CONCEPTS



Base Data Source: Clackamas County GIS, 2008; City of Molalla, 2006

Molalla Downtown Development & OR 211 Streetscape Plan
Preferred Downtown Land Use / Transportation Concept

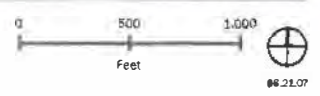


Figure 6.5

7. DOWNTOWN TRANSPORTATION ELEMENT



7. DOWNTOWN TRANSPORTATION ELEMENT

Preferred Transportation Network

As properties and districts redevelop within Molalla's Downtown, it is anticipated that new access connections will be made to improve overall connectivity and travel options. The Preferred Transportation Concept posits a network of such connections that is tailored to adjacent land uses. Wherever possible, new connections are to be provided in alignment with existing roadways. (Along these lines, the Preferred Concept advocates aligning Hart / Kennel and Berkley / Grange across Main to improve both connectivity and safety.)

One large move envisioned by the plan is the routing of truck traffic from OR 211 to the Molalla Forest Road. Additional new major collectors within the Downtown would be Ridings (extended south of Main to the Forest Road) and 5th (extended west to meet the Ridings extension).

As previously mentioned, the Preferred Land Use / Transportation Concept envisions a finer-grained grid of local streets within the Central Business District - allowing for better connectivity and an organization of the CBD into a clearer block pattern to inform future development. To achieve this pattern, Ross will be extended to the east of Center, and a new east-west connection added between Ross and Robbins. To some degree, this pattern of streets and blocks will mirror that in the residential neighborhood to the south of Main, although the blocks in the CBD will be somewhat larger.

New local streets would also be carved through the former industrial area in the northwest portion of Downtown, as would an extension of Pegasus to connect to Thelander south of Main. (Thelander, then, would connect to the Molalla Forest Road as a Neighborhood Street.) Within the Timber Town Community Planning Area, existing segments of Lowe and 3rd would be connected, and 7th would be extended to the west. In addition to these roads, a finer grid of local streets would be platted concurrent with master planning for the overlay zone.

Where new roadways are not feasible or desirable, pedestrian accessways (example to right) could provide connections to commercial business and services, residences, parks, and other community resources.

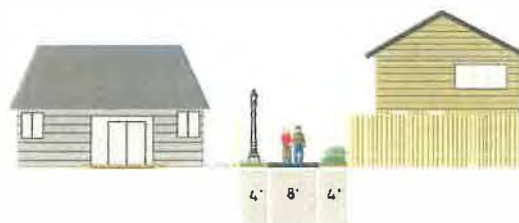
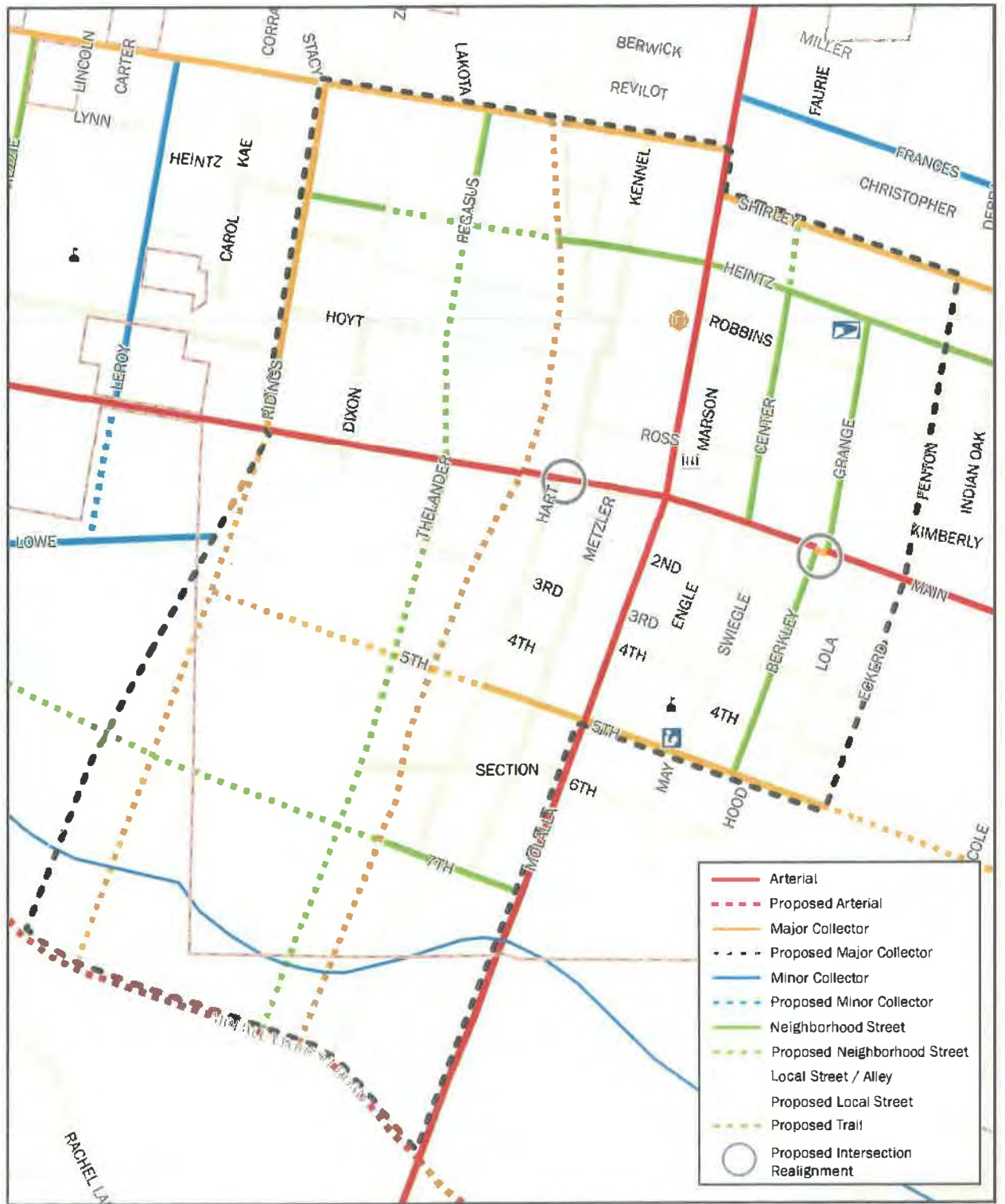


Figure 7.1

In addition to the proposed street connections, there is a significant opportunity to construct a linear park / trail system that would run north-south through Downtown along the former railroad alignment. A multi-use trail system (conceptually illustrated below) would connect another proposed trail along Bear Creek to development along the former mill site (south of Main) and the former industrial site (north of Main). Additional east-west connections to this trail are recommended to/from other destinations, such as the Adult Center, Library, and Clackamas Community College. The City of Molalla is undertaking a separate parks and trails master planning process that will further explore this linear trail concept.



7. DOWNTOWN TRANSPORTATION ELEMENT



Base Data Source: Clatsop County GIS, 2006; City of Molalla, 2006

Molalla Downtown Development & OR 211 Streetscape Plan
Preferred Downtown Transportation Concept

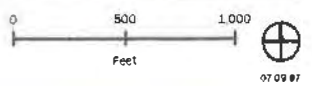


Figure 7.2

7. DOWNTOWN TRANSPORTATION ELEMENT

Downtown Streetscape Concepts

This section provides text and graphics to illustrate the final Molalla Downtown Streetscape designs.

Sidewalks & Pedestrian Crossings

A sidewalk inventory was performed as part of this project. Based on the findings, the pedestrian improvement plan recommends completion of the sidewalk network.

In the Molalla Downtown area, a number of curb extensions and ladder-marked crosswalks are recommended for crossings of Molalla Ave. (Toliver Rd., Shirley St., Heintz St., Robbins St., Ross St., Second St., Fifth St.), as well as for the existing mid-block crossing of Molalla Ave. at Long Park. Curb extensions may be planted in order to beautify downtown; this also provides an opportunity for on-site stormwater management ("green streets").

Ladder-marked crosswalks are recommended at all existing crossings in the downtown area (at Robbins St./Center St., Robbins St./Grange St., Ross St./Center St., and Fifth St./Eckerd Ave.). A number of new ladder-marked crosswalks are recommended (at Robbins St./Toliver Rd., Eckerd Ave./Fifth St., and the potential future rail-trail crossing at Toliver Rd.).

ADA-compatible ramps and landing pads are recommended at all crossings.

Note: ODOT approval is required for all marked pedestrian crosswalks on OR 211/Main Street.



Figure 7.3

7. DOWNTOWN TRANSPORTATION ELEMENT

Typical Roadway Cross-sections

The 2001 Transportation System Plan (TSP) recommends a cross-section that includes two travel lanes and two parking lanes on downtown streets of classification arterial / major collector (right-of-way width 60 to 70 feet). The travel lane functions as a shared lane for both automobiles and bicycles. Sidewalks are provided for pedestrians. Streetscape elements such as street trees and street furnishings are recommended.

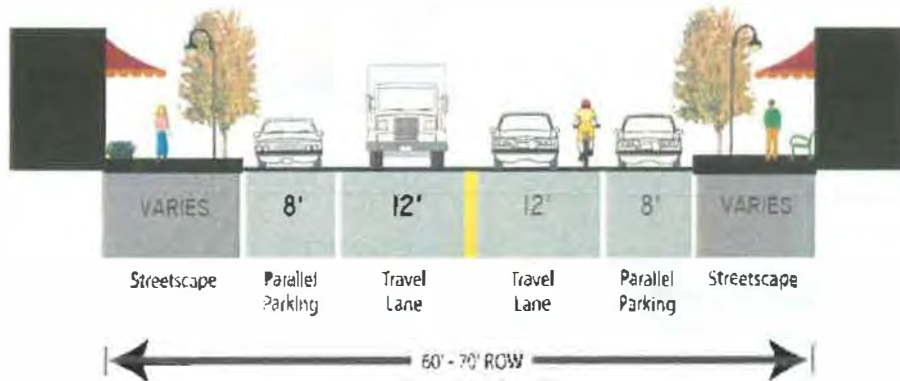


Figure 7.4: Proposed Arterial / Major Collector Downtown (Option B in TSP)

The TSP recommends a cross-section that includes two travel lanes, two bike lanes, and a center turn lane on streets of classification arterial / major collector outside of downtown (right-of-way width 60 to 68 feet). Sidewalks are provided for pedestrians. Where a continuous center turn lane is not required, this plan recommends implementing a planted center median. Streetscape elements such as street trees and street furnishings are recommended.

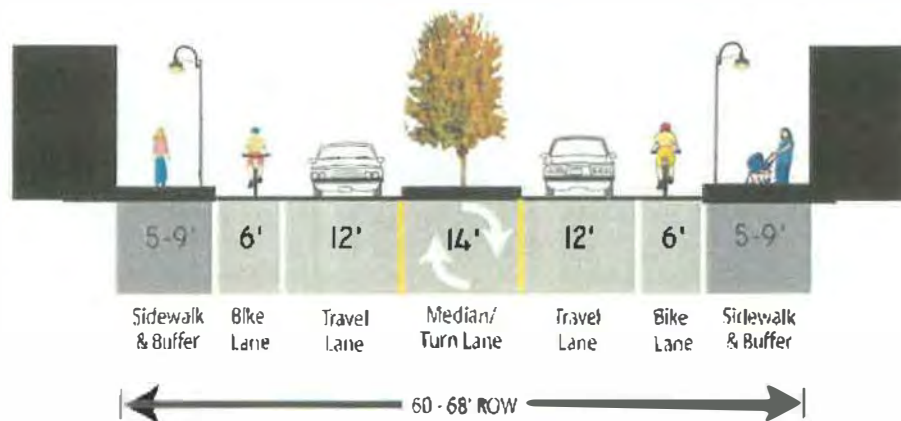


Figure 7.5: Proposed Arterial / Major Collector Street (Option A in TSP)

7. DOWNTOWN TRANSPORTATION ELEMENT

Gateway Toolbox



Gateway treatments are proposed for the four primary entrances into Downtown - on Main and Molalla. Such treatments mark a symbolic entrance to an area and draw attention to the business environment. Gateway elements can include physical gateways or arches; flowers, trees and other landscaping; benches or other public space; public art or natural sculptural features; unique fencing or walls; and signage. Gateways should reflect the history, culture, and character of the city and its residents.



Downtown Parking Strategy

As summarized in a separate technical memo, the review of existing parking conditions does not indicate an existing shortage of parking for the downtown core, although there may be specific locations with parking constraints. However, there are opportunities to improve the convenience and efficiency of the downtown parking system through changes in signage and parking layout. Further, the city can take steps now to establish a parking management framework that will evolve as demand increases.

Recommendations addressing the development of future parking, both private and public, are included here. In vibrant downtown areas, shared public parking facilities are typically the most efficient means of meeting parking demand. For this reason, mechanisms are identified to create public parking in the future, with potentially less dependence on private accessory parking. These measures are also intended to encourage economic development by providing flexibility in zoning requirements. Responsibility for implementing these strategies will lie primarily with the City, although TEAM and others will be valuable partners. Recommended changes to the existing parking system include:

- Change layout and circulation of public parking lots. Ensure that parking facility design standards require that circulation be provided on site.
- Create a Customer Parking Zone in commercial areas that would include all two-hour parking locations. Some uncontrolled parking could remain to meet employee needs. However, in areas targeted for commercial development, the city should make known an intention to provide customer parking as the priority. In particular, the priority for on-street parking in such a zone should be access for customers.
- Delineation of a Customer Parking Zone should be part of a general public information effort to emphasize the customer oriented vision for the downtown core.
- Identify employee parking areas to ensure that as customer parking needs increase in the core, employees will have adequate access to jobs in the core. These employee parking areas need not be actively managed for employees at this time, but are intended to ensure that employee access is maintained as changes in the downtown parking environment evolve.
- Provide signage directing customers to public parking from key downtown entry points. These signs also can be used to provide a clear indication of welcome for retail shopping zones.
- **Modify development requirements to provide flexibility for new developments while supporting the pedestrian environment and multi-modal transportation options.**
- Implement reduced minimum parking ratios in the downtown core; also consider maximum parking ratios. Appropriate minimum and maximum parking ratios should be determined based on a detailed parking demand data collection and analysis effort.
- Allow a reduction in parking requirements for shared parking facilities. The reductions should account for complementary demand profiles for different land uses (i.e., residential has peak demand in the evening, while offices have peak demand during the day). In addition, parking requirement reductions should account for “internally captured” trips that reduced the need for individuals to park multiple times for different activities (i.e., coffee shops located near office buildings typically have a high degree of internal capture).
- Provide a fee-in-lieu option for new developments. Developers would have the option of paying a fee to the City instead of building on-site parking. All fee revenue should be directed to a designated parking fund. Appropriate uses for fee-in-lieu revenue should be established prior to collecting any revenue.
 - Establish a parking fund to the provision of public parking or other downtown economic development strategies (i.e., purchase land for parking, implement sidewalk improvements, etc.).
 - **Allowable improvement categories should be identified upon establishment of the parking fund. Identify parcels for potential future public parking facilities, as needed.**

8. OR 211 STREETScape PLAN

Future Traffic Conditions for Downtown Molalla and OR 211

This section details the trip generation and distribution assumptions used to model Molalla's traffic growth through the year 2027, based on the preferred design concept. This section also reports future traffic conditions if all improvements identified in Molalla's Transportation System Plan (TSP) are constructed, and presents and discusses alternative improvement concepts for the Main/Molalla intersection.

Proposed Zoning Traffic Analysis

Trips generated by residential, retail, industrial, and services-related land uses were distributed onto Molalla's road network as described in the previous section. Growth due to construction, school, and government-related land uses were accounted for by an overall growth factor applied to each intersection.

Two methods are used to establish traffic operations standards. The City of Molalla uses the concept of level of service (LOS), while ODOT uses the concept of volume-to-capacity (v/c) ratio. These methods are described in the Existing Conditions section of this report.

The Molalla TSP identifies the following roadway projects that would impact traffic volumes and operations within this project's study area, and which we assumed would be constructed by 2027:

- The Molalla Forest Road would be reconstructed and used as a controlled-access truck and through-traffic bypass of downtown Molalla. If the City's UGB were to be expanded to the south, the road would also provide an alternative to Main Street for traffic generated by new development in the UGB expansion area.
- The Molalla Forest Road/Main Street and Mathias Road/Main Street intersections would be reconstructed as roundabouts.
- The Main Street/Leroy Avenue intersection would be signalized.
- The Main Street/Molalla Avenue intersection would be signalized, with left-turn lanes provided.
- The Shirley Street/Molalla Avenue intersection would be signalized.

The TSP contemplated that a new street grid would be constructed within the old mill site, and that an extension of 5th Street to Leroy Avenue would provide an alternative route for traffic to get from Molalla Avenue to Main Street, without having to pass through the Main Street/Molalla Avenue intersection. The Preferred Downtown Land Use Concept provides such a grid, with the connection via Ridings Avenue. Because the mill site would be developed as residential under the Preferred Concept, rather than as industrial under the existing comprehensive plan, diverting traffic through the area becomes a less attractive option. Table 4 lists the year 2027 traffic conditions during the weekday p.m. peak hour at the study intersections, based on the Preferred Concept land uses, and with the road improvements described above.

As Table 4 shows, traffic operations on Highway 211 would be considerably improved if the Molalla Forest Road were available as a parallel facility to relieve some of the traffic. Stop-controlled intersections along Highway 211 west of downtown would sometimes exceed the City's level-of-service standard of "D", but would operate well within their capacity. These intersections would likely operate better than indicated in this table, as the new traffic signals would create longer gaps in traffic that side-street traffic could use.

Table 4: Year 2027 Weekday PM Peak Hour Traffic Conditions: Preferred LU Concept, TSP Projects			
Intersection	v/c Ratio	Avg. Delay (sec)	LOS
Highway 213/Highway 211 (signal)	0.93	40.8	D
Molalla Forest Road/Highway 211 (roundabout)	0.79	16.5	*
Leroy Avenue/Highway 211 (signal)	0.64	12.3	B
Dixon Avenue/Highway 211 (stop control)	0.38	32.3	D
Ridings Avenue/Highway 211 (stop control)	0.26	39.1	E
Kennel Avenue/Highway 211 (stop control)	0.20	23.1	C
Molalla Avenue/Highway 211 (signal+turn lanes)	0.97	59.6	E
N. Cole Avenue/Highway 211 (stop control)	0.39	32.9	D
Mathias Road/Highway 211 (roundabout)	0.49	8.4	*
Molalla Avenue/5th Street (stop control)	0.49	56.9	F
Molalla Avenue/Shirley Street (signal)	0.47	4.2	A
Leroy Avenue/Toliver Street (stop control)	0.33	20.3	C

*LOS ranges have not yet been defined for roundabout intersections.

Table 8.1

With the availability of the Molalla Forest Road, less Oregon City-bound traffic would use Molalla Avenue through town, resulting in greater traffic volumes through the Highway 213/Highway 211 intersection, which would slightly exceed ODOT's v/c standard by 2027. The Main/Molalla intersection would meet operational standards, but would require excessively long left-turn lanes, as discussed in the next section.

8. OR 211 STREETScape PLAN

Recommended Special Transportation Area (STA) Designation

The City, the DOTF, and the TAC recommend an STA designation for the Downtown District segment of OR 211, and thus the Streetscape Concepts for this segment have been developed based on the design flexibility an STA provides. STAs are designations that can be given to certain state highways to recognize that local mobility and access needs in those areas are at least as important as the highway's role to move through traffic. Because Highway 211 is designated by ODOT as a District Highway and is not designated as a Freight Route or Expressway, and because the section of the highway through downtown Molalla looks like a traditional "Main Street," the highway meets the initial screening criteria for an STA.

The posted speed on OR 211 is 25 mph from Shaver St to Lola Avenue (MP 12.97) and on-street parking is available through nearly all of this section. Buildings front the street from Kennel Avenue to Engle Avenue on both sides of the street, and sidewalks exist between the buildings and the street. East of Engle Avenue, buildings generally front the north side of the street to Lola Avenue, although east of Berkley Avenue, many of the buildings are not oriented to the street. A parallel street grid exists east of Hart Avenue. Based on the combination of these street attributes, the TSP's identification of Hart Avenue (MP 12.64) to Grange Avenue (MP 12.94) reasonably matches the STA criteria under existing conditions. If an east-west street grid is developed west of Molalla Avenue, and if redevelopment of the auto-oriented land uses west of Hart Avenue to more "Main Street"-like uses occurs, a larger area could become eligible in the future.

Designating sections of the highway as an STA would (1) change the intersection operations standard from the normal 90% of capacity to 95% of capacity, and (2) would lower the access spacing standard from the normal 350 feet to as short as half the existing city block spacing.

The Oregon Highway Plan provides these other typical aspects of STAs:

- Buildings are spaced close together, and are located adjacent to and oriented to the street
- Sidewalks have ample width and are located adjacent to the highway and buildings
- Streets are designed with a pedestrian orientation
- Parking is on-street, or shared parking lots are located behind or to the side of buildings
- Public road connections correspond to the existing city block pattern; private driveways accessing the highway are discouraged
- Adjacent land uses provide for compact, mixed-use development
- A well-developed parallel and interconnected street network exists
- Speeds typically do not exceed 25 mph
- Plans and provisions are made for infill and redevelopment
- Provisions are made for well-developed bus stops, bicycle and pedestrian facilities, and street amenities that support these modes

OR 211 Streetscape Concept

The OR 211 Streetscape concept divides OR 211 into two sections - the *OR 211 Downtown District* (within the historic Downtown core) and the *OR 211 Corridor* (those sections east and west of Downtown to the City limits) - that recognize existing and proposed land uses, as well as standards identified in the City's TSP.

The preferred design illustrated by the OR 211 Concept Plan and the OR 211 Proposed Cross-Sections has been modified based on comments from the Downtown / OR 211 Task Force, the Project Management Team, and the Oregon Department of Transportation. OR 211 design features are conceptual and subject to ODOT review and approval at the time of highway improvement implementation.

The preferred design as shown assumes that OR 211 remains an Oregon State Highway, managed by ODOT. If at some point in the future the community desire to convert Molalla Forest Road to an official OR 211 bypass is realized, the existing OR 211 may revert to City of Molalla. At that time, the community can consider additional streetscape elements which are not permitted on ODOT highways, such as more frequent and/or enhanced pedestrian crossings or narrowed travel lanes (e.g. to widen sidewalk).



Figure 8.1

8. OR 211 STREETScape PLAN

Summary of Highway Design

Design and dimensions shown in the Plan are generally consistent with current ODOT design standards, with the exception of the less than 10-foot sidewalks included in the Downtown STA. At the time of roadway improvement, development, specific designs and dimensions, and necessary design exceptions must be approved by ODOT. An intergovernmental agreement (IGA) between the City and ODOT will be needed for maintenance of the sidewalks, street trees, landscaping, lighting, signals, and other roadway features.

Parameter	OR 211 Corridor	OR 211 Downtown (STA)
Posted Speed	From city limits to Shaver: 40 MPH From Lola to city limits: 35 MPH	From Shaver to Lola: 25MPH
Access spacing	500 feet for 40 MPH section	As short as half a city block
Bike lane widths	6-foot lanes	5-foot lanes
Vehicle Lane Widths	12-foot lanes + 16 foot median/turn lanes	11-foot lanes (no median/turn lane)
Pedestrian crossing (marked crosswalks and curb extensions)	Marked crossings at signalized intersections (Leroy, Molalla) and roundabouts (Molalla Forest Road, Mathias) per TSP; curb extensions at Engle, Center, Sweigle, Berkley, Grange, Lola, Fenton	Marked crossings shown at current locations and at new signal at Main/Molalla
Sidewalk locations	Sidewalks at all locations	Sidewalks at all locations
Sidewalk widths	10-foot (includes planting area for street trees and/or landscaping)	10-foot; should be widened from current width at time of property redevelopment
Locations of on-street parking	No on-street parking	Two 7-foot parking lanes (north/south location TBD)
Traffic control changes	New signals proposed at Leroy, and roundabouts proposed at Molalla Forest Rd and Mathias	New signal proposed at Main/Molalla
Landscaping	Street trees recommended for median and buffer	Street trees recommended for buffer
Street lighting	Standard highway lighting recommended	Pedestrian-scale street lighting recommended
Stormwater management	Piped stormwater drainage system must be implemented	Piped stormwater drainage system already in place

Table 8.2

OR 211 Corridor Streetscape Design

Pedestrian Crossings

Along the OR 211 Corridor, no curb extensions are recommended because on-street parking is not recommended. Ladder-marked crosswalks are recommended at all signalized street crossings of OR 211. At the time of writing, no such crossings exist, but according to the City of Molalla Transportation System Plan (Kittelson and Associates, 2001), a signalized crossing will be implemented at Leroy Ave., and roundabouts will be installed at Molalla Forest Rd. and Mathias Rd. Accordingly, this plan recommends ladder-marked crosswalks at these three intersections. ADA-compliant ramps and landing pads are recommended at all crossings.

Access Management

ODOT access management (driveway spacing) will be implemented through the ODOT approach permit review as properties develop or redevelop, when roadway improvement projects are conducted, or if safety issues develop at an existing driveway. An improved network of local streets would provide alternative access opportunities for properties fronting OR 211. For detailed information on ODOT access management along OR 211, see Tech Memo 3, pages 5-6.

Utilities

If the City of Molalla is interested in undergrounding utilities, it is recommended that the City adopt this as a policy in the comprehensive plan and zoning code in order to obligate service providers to underground utilities when road construction or new utility placement occurs. On OR 211, ODOT would allow utilities to be placed under the sidewalk or a planting strip, but not under trees. ODOT can require utility providers to underground utilities located on highway right-of-way at the time of the highway improvement project. If the utilities are located on a private property easement, the City would need to require each utility company to underground their systems. Typically, costs are borne by the utility company; hook-ups to private property would be the financial responsibility of the property or business owner. The cost to underground is approximately double the cost of relocating existing overhead poles/wires. ODOT does not have readily-available information regarding the location of existing utilities along OR 211.

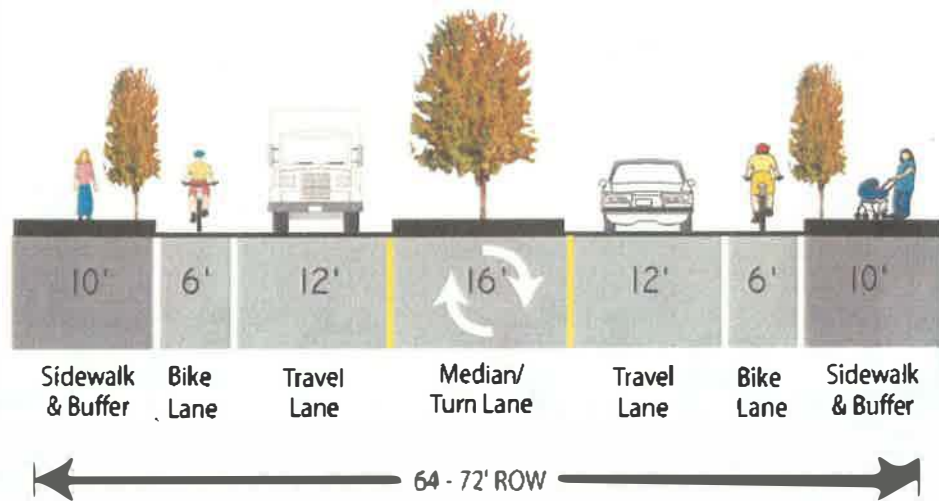


Figure 8.2: Streetscape concept for the OR 211 Corridor segments

8. OR 211 STREETSCAPE PLAN

OR 211 Downtown District Streetscape Design

Building the Molalla Forest Road as a bypass around Downtown Molalla is an essential part of implementing this plan. To successfully achieve the desired cross section for OR 211 and maintain a balance between the narrow travel lanes and bicycle lanes, major truck traffic will need to be routed around Downtown.

Pedestrian Crossings

In the "OR 211 Downtown District" (STA) area, curb extensions and ladder-marked crosswalks are recommended at all existing crossings of OR 211/Main St. through the area, as well as at one proposed new crossing (at Fenton St.). Curb extensions and ladder-marked crosswalks are also recommended for Center St. and Grange St. as they intersect with OR 211/Main St. Curb extensions may be planted with vegetation in order to beautify downtown; this also provides an opportunity for on-site stormwater management ("green streets"). (Note: vegetation must be kept low enough to ensure visibility of pedestrians and adequate sight distance for drivers.) Ladder-marked crosswalks are recommended for the intersection of OR 211/Main St. and Molalla Ave, but curb extensions are not recommended in order to accommodate truck turning radii (see next page for a detailed description of Main St./Molalla Ave. intersection design). ADA-compliant ramps and landing pads are recommended at all crossings.

Sidewalks

Assuming that Special Transportation Area (STA) designation is pursued by the community, a design exception will be required for any portions of sidewalks narrower than 10 feet wide, but ODOT has indicated that this exception would be considered as a temporary solution until enough right-of-way can be acquired. If the City has obtained necessary downtown sidewalk width at time of project implementation, the recommended cross-section can be implemented. If some but not all sidewalk width has been obtained, the recommended cross-section may be implemented, with plans to acquire additional sidewalk width at the missing lots upon future redevelopment. If little or no additional sidewalk width has been obtained by the time of project implementation, one of the two alternate cross section options detailed in the Implementation Plan should be considered. At the time of project development, there will be a public process to obtain community input as to which of the alternate cross sections should be used.

Bike Lanes

Bike lanes are provided in a designated lane for each direction of travel. the 5' lanes are acceptable for an STA area with slower speeds. Bicycle lanes provide a higher degree of safety by separating bicycles, pedestrians, and motor vehicle traffic.

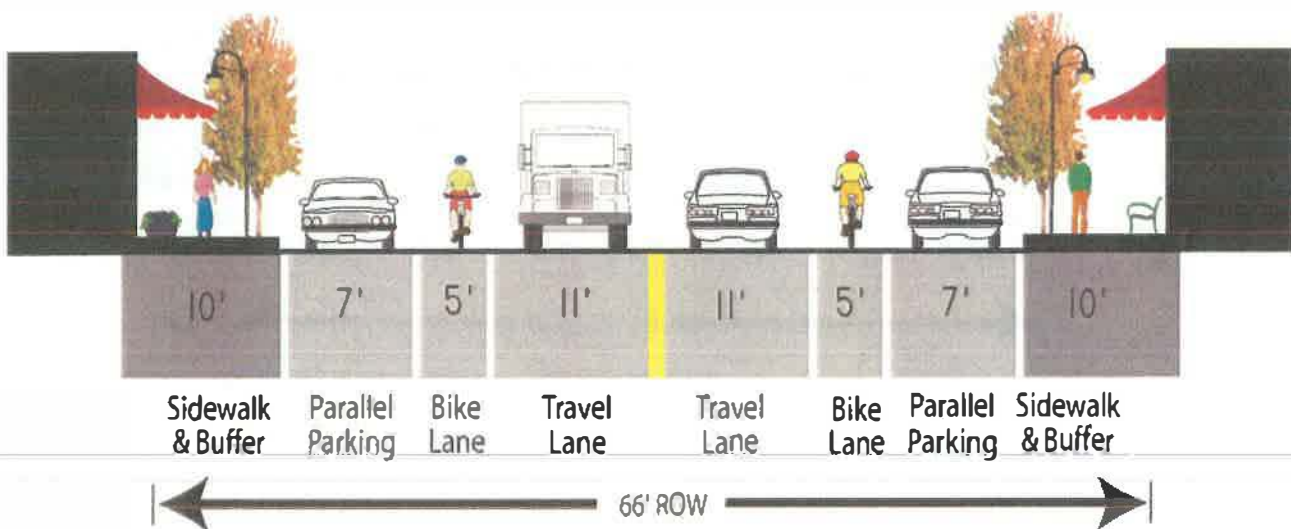


Figure 8.3

Main/Molalla Intersection Concepts

This section presents four improvement concepts for the Main/Molalla intersection and discusses both their traffic and potential community impacts. All of the options assume that the Main/Molalla intersection will be signalized at some point in the future when warranted by development. Sketches are provided for three of the four concepts; the fourth concept (prohibiting left turns during peak periods) requires no change to the existing intersection approaches. ODOT will need to revisit this preferred option when the signal at OR 211/Main and Molalla is warranted. When the project is built, there will be a public discussion about how best to address traffic impacts. It should be kept in mind that the need for any improvements beyond signalization may not occur for a number of years.



Option 1 (left-turn lanes) produces acceptable operations in the year 2027, but eliminates on-street parking on Main Street and Molalla Avenue within 1-2 blocks of the intersection. The required left-turn lane lengths are excessively long, extending across more than one block on some intersection approaches.

Figure 8.4

Option 2 (north/south couplet) produces the best operations in the year 2027, but also entails the greatest costs with its need for a second traffic signal, additional signing and striping, and right-of-way acquisition to align Kennel Avenue with Hart Avenue. On-street parking is preserved and expanded, but traffic volumes on Hart Avenue increase and some southbound traffic must travel out of direction.



Figure 8.5

8. OR 211 STREETSCAPE PLAN

Option 3 ("Silverton concept") produces operations at or exceeding standards in 2027, and generates the most out-of-direction travel of all the options. Right-of-way would need to be acquired to extend Metzler Avenue north to Ross Street. On-street parking is preserved.



Figure 8.6

Option 4 (left-turn prohibition) produces the second-best operations in the year 2027 and preserves on-street parking. However, traffic volumes and turning movements would increase on all of the streets surrounding the Main/Molalla intersection, which would have neighborhood impacts.

Preferred Main/Molalla Intersection Concept: Prohibit Left Turns

The preferred concept (Option 4) is to prohibit all left turns at the Main/Molalla intersection, at least during peak periods. The intersection would operate efficiently as a two-phase signal. Overall traffic volumes could go up or down, depending on the routes motorists selected to make their left turn (i.e., turning left-right left prior to the intersection would result in less traffic, while making three right turns after passing through the intersection would result in more traffic). Conservatively assuming that half the traffic would pass through the intersection and turn right-right-right, while half would pass through the intersection and turn left-left-right, results in a v/c ratio of 0.82 and LOS C.

To the extent that traffic turns prior to the intersection, operations would improve. Traffic volumes on other downtown streets—including some residential streets—would increase as result of the turn prohibitions, but on-street parking could be retained on Main and Molalla. Implementation of the preferred option will require increased directional signage.

ODOT will need to revisit this preferred option when the signal at OR 211/Main and Molalla is warranted. When the project is built, there will be a public discussion about how best to address traffic impacts.



Figure 8.7: Preferred intersection concept for Main/Molalla

Other Intersection Improvements

Highway 211/Highway 213.

Providing right-turn overlap phasing (i.e., right turns move at the same time the corresponding left turn moves) would produce a year 2027 v/c ratio of 0.89, which is within ODOT standards. Further improvement would require additional lanes (e.g., dual westbound left-turn lanes produce a v/c ratio of 0.79) or the replacement of the traffic signal with a roundabout.

Highway 211/Ridings Avenue.

If Ridings Avenue is developed to the south as a collector street, the Highway 211/Ridings Avenue intersection could require signalization in the future. Installing new traffic signals on state highways requires a detailed engineering study and the approval of the State Traffic Engineer.

Highway 211/Thelander Avenue.

If the area north of Highway 211 and west of the former railroad right-of-way is developed as big-box commercial, the site access would likely require signalization. A preferred location to install a traffic signal would be opposite a public street service the Timber Town area; for example, Thelander Avenue. Installing new traffic signals on state highways requires a detailed engineering study and the approval of the State Traffic Engineer.

9. IMPLEMENTATION STRATEGY

This section includes strategies to implement the Downtown Molalla and OR 211 Streetscape Plan. The City of Molalla will need to take several steps to update plans and codes and meet the Oregon land use planning requirements, including Goal 9 (Economic Development), Goal 11 (Public Facilities), Goal 12 (Transportation) and Goal 14 (Urbanization). Funding to implement the plan will need to come from a variety of sources, including city, local, state, and federal funds and grants. Improvements also can be made as properties redevelop, development fees and charges are assessed, and City and County transportation budgets are approved.

Plan improvements are likely to be made as changes in land use occur, as properties redevelop and as sufficient funds are available to construct improvements downtown and in meaningful-sized areas of the corridor. This could be achieved through a fee-in-lieu program rather than piecemeal improvements constructed concurrently with redevelopment. A number of factors will need to be considered as specific improvements are implemented:

- Consistency with the recommended Vision, Guiding Principles, and Plan
- Maintenance needs
- Transit facilities
- Coordination with Clackamas County, ODOT, other service providers, and property owners for improvements on OR 211 and local streets
- Roadway projects should be designed to address current standards and conditions (e.g. ODOT and City standards may evolve, as may traffic conditions before projects are actually designed/constructed)

Enforcement of Plan guidelines and parking strategies also will be central for successful implementation. The DOTF also wishes to note that the City should continue, in the near term, to identify what a "fair" public/private implementation strategy means - i.e. one that balances economic development and other livability goals.

Updating Local Plans and Codes

The City will need to update its Comprehensive Plan, Zoning Code, Transportation System Plan (TSP) and Capital Improvement Plan (CIP) to reflect Plan recommendations. The City will need to ensure that its recent Goal 9 Economic Opportunities Analysis sufficiently reflects changes recommended in this plan for employment and industrial lands. The City will need to revise the zoning code before the new Comprehensive Plan map implementing the Downtown Plan can be adopted.

City staff and the DOTF recommends the Molalla City Council accept the Plan, but delay formal adoption until the above requirements have been completed. The OR 211 Streetscape elements should be adopted into the TSP as soon as possible as these changes are justified by the existing Comprehensive Plan. Updating the TSP earlier will allow the City to require improvements and dedications if development is proposed on the highway before the Comprehensive Plan is fully updated.

Streetscape Project Descriptions, Costs, and Funding Sources

Planning-level cost estimates, potential funding sources, responsible agencies, and implementation timeframes for the elements in the recommended Downtown and OR 211 Streetscape Concepts are included in Table 1 and described in more detail in the following text.

The following table shows planning level cost estimates in 2007 dollars. A 40% contingency has been included in the construction cost estimates to give flexibility for unknown factors that may come up during preliminary and final design. These estimates include engineering design fees, but do not include right-of-way costs, potential environmental permitting or utility relocation costs, nor do they account for structural engineering of proposed bridges. Costs will need to be refined before programming into the Capital Improvement Plan or the Statewide Transportation Improvement Plan.

9. IMPLEMENTATION STRATEGY

Preliminary Cost Estimates for All Major Elements Not Included in the TSP

PROJECT ELEMENTS/ ACTIONS	COST ESTIMATE	LEAD AGENCY	POTENTIAL FUNDING SOURCES ¹	IMPLEMENTATION TIME SPAN / PRIORITY (IN YEARS)
OR 211 Streetscape				
Downtown Pedestrian District / STA	Ultimate Preferred Cross Section: \$2,597,400 Option 1: \$2,107,200	ODOT City	ODOT City SDC Developers contribute fee in lieu prior to ODOT Downtown improvement project. Developers dedicate ROW to ultimate cross section TEAM (streetscape)	6-10 for ODOT project 6-20 to meet 10' sidewalk standard
OR 211 Corridor	\$19,857,900	ODOT City	ODOT City SDC Developers dedicate ROW, construct half-street improvements prior to complete project. City / Business Owners / TEAM: Gateway signage ²	6-10
Irrigation Corridor-wide	\$285,000	ODOT City	ODOT (installation) SDC Developer	6-10
Underground Utilities along OR 211	Unknown	City ODOT	City Urban Renewal District Utility Companies	6-20
Downtown Streetscape Improvements - Existing Streets				
Sidewalks	\$10,382,700	City	SDC Developer TEAM State and Federal grants Safe Routes to Schools (SR2S)	6-20
Crosswalks and Curb Extensions	\$99,700	City	SDC Developer TEAM State and Federal grants SR2S	6-10
Irrigation / Maintenance	\$7,500	City	SDC	6-20
Downtown Land Use/ Transportation Concept - New Streets and Trail				
Trail on RR Line	\$364,700³	City	SDC Developer State and Federal grants	6-10
Ross between Center & Grange	\$320,000	City	SDC Developer	11-20
Leroy between Lowe & Main	\$529,000	City	SDC Developer	6-10
Hoyt between Molalla & Grange	\$644,000	City	SDC Developer	6-10

Figure 9.1

9. IMPLEMENTATION STRATEGY

PROJECT ELEMENTS/ ACTIONS	COST ESTIMATE	LEAD AGENCY	POTENTIAL FUNDING SOURCES ¹	IMPLEMENTATION TIME SPAN / PRIORITY (IN YEARS)
Hart between Forest Rd & 7th	\$876,000 ⁴	City	SDC Developer	6-10
Hoyt between Dixon & Kennel	\$886,000	City	SDC Developer	6-10
Dixon	\$890,000	City	SDC Developer	6-10
Heintz	\$688,000	City	SDC Developer	6-10
3rd	\$1,090,000	City	SDC Developer (TTCPA)	1-5
5th	\$1,456,000	City	SDC Developer (TTCPA)	1-5
7th	\$977,000	City	SDC Developer (TTCPA)	1-5
Ridings	\$3,052,000 ⁴	City	SDC Developer (TTCPA)	1-5
Thelander/Pegasus	\$3,235,000 ⁴	City	SDC Developer (TTCPA)	1-5
New Road East of Center	\$802,000	City	SDC Developer	6-10
New Road North of Main	\$647,000	City	SDC Developer	6-10
New Road East of Molalla	\$789,000	City	SDC Developer	6-10
Realign Intersections⁵				
Hart/Kennel Realignment	\$511,000	City	SDC Developer	11-20
Berkley/Grange Realignment	\$315,000	City	SDC Developer	11-20
Main/Molalla Intersection				
Signal	\$270,000	ODOT	ODOT City SDC Developer	6-10
Signage	\$10,000	ODOT City	ODOT SDC	11-20
Other OR 211 Intersection Improvements				
OR 211/Ridings (signal)	\$200,000	ODOT	ODOT City SDC Developer	6-10

9. IMPLEMENTATION STRATEGY

PROJECT ELEMENTS/ ACTIONS	COST ESTIMATE	LEAD AGENCY	POTENTIAL FUNDING SOURCES ¹	IMPLEMENTATION TIME SPAN / PRIORITY (IN YEARS)
OR 211 / OR 213 (Phasing/ Widening)	\$450,000	ODOT	ODOT City SDC City Urban Renewal Developer	11-20
Thelander (signal)	\$200,000	ODOT	ODOT City SDC Developer	6-10
Molalla Forest Road - Main to Mathias				
Molalla Forest Road from Mathias to Main	\$7,250,000	City	City SDC City Urban Renewal Developer State or Federal Grants	5-20
Mathias Road / Main Intersection	\$680,000	City	SDC Developer City Urban Renewal ODOT	11-20
Mathias Road Widening	\$2,200,000	City	SDC Developer City Urban Renewal	11-20
Molalla Forest Road / Main Street Intersection	\$280,000	City	SDC Developer City Urban Renewal ODOT	11-20
OR 211 Widening west of the Molalla Forest Road / Main Intersection	\$320,000	City	SDC City Urban Renewal Developer ODOT	11-20

1. See list of Potential Funding Sources in the Appendix for specific funding sources.
2. An estimate of \$3,000 each for a sample gateway sign is included in the estimate; specific cost will need to be determined with design.
3. Preliminary cost estimate. As part of the Park, Recreation and Trails master plan, the City of Molalla will be developing specific trail design guidelines and developing a more detailed cost estimate in 2007.
4. Does not include cost of bridge over Bear Creek.
5. These are planning-level cost construction estimates for the infrastructure improvements needed to realign the intersections, but do not include the cost of real estate for needed ROW.

9. IMPLEMENTATION STRATEGY

OR 211 Streetscape Plan

The City will need to update both the TSP and the CIP to include the preferred options for OR 211.

Downtown District.

The designation of the Downtown District section of OR 211 as a Special Transportation Area (STA) was explored during this process. Meeting the criteria for an STA designation does not automatically give a roadway section that status: the local jurisdiction must identify its desire to designate the road section as an STA in an adopted plan (such as this Downtown / OR 211 Plan), and then work with ODOT to finalize the limits of the designation. In some cases, a management plan for the affected section of highway may need to be developed. The final step in the process is for the Oregon Highway Commission to adopt the new designations and amend the Oregon Highway Plan map of STAs accordingly.

Given current ROW constraints and locations of existing buildings, the preferred Downtown District cross section for OR 211 cannot be achieved without significant ROW acquisition and building renovation and/or demolition. As redevelopment occurs, the City should require ROW dedication in order to achieve the desired ROW to enable eventual construction of the preferred cross section.

Realizing that the preferred cross section may not be achievable before OR 211 is rebuilt, two interim options were considered for the Downtown District/STA Zone section of the OR 211 Streetscape Plan. The DOTF voted on these two options and decided on Option 1 by a slight majority; however, additional public process will occur during engineering for any OR 211 improvements. While the DOTF recommends the ultimate, preferred cross section (described in the Streetscape Plan section of this document), and Option 1 for the near term, both are included in the plan so that the City may revisit this issue when they update their TSP. Both options require the adjacent development to provide street improvements with redevelopment if the ODOT project has already occurred before sufficient ROW could be dedicated to meet the 10-foot sidewalk standard.

- *Option 1: One parking lane, wide sidewalks (58' – 60' ROW).* This option includes 10 foot sidewalks, bike lanes, two travel lanes and one lane of parking. It creates enough space for street trees and other pedestrian amenities, but will remove one row of parking in the STA zone. One to two feet of ROW will need to be dedicated to each side of the street as adjacent properties redevelop in order to meet the 10' ODOT sidewalk standard. The cost estimate includes bike racks, street trees/shrubs, planting strips, benches, trash cans and pedestrian-scale lighting as well as the basic construction elements (sidewalks, curb extensions, repaving, pavement markings, etc.). As Option 1 includes removal of parking on one side of Main Street, the DOTF recommends that a parking strategy be implemented before Option 1

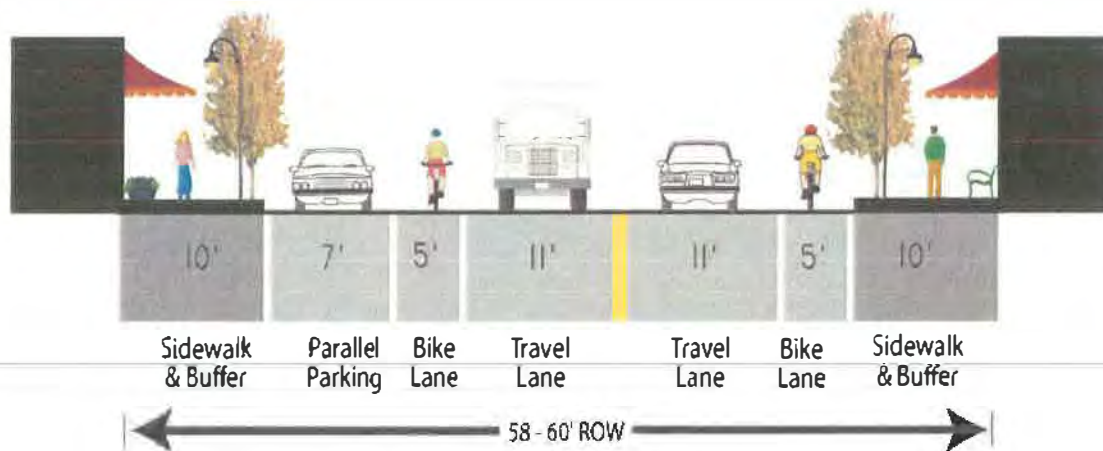


Figure 9.1

9. IMPLEMENTATION STRATEGY

is constructed. This option would set the curblines at a narrower width than would accommodate the ultimate, preferred cross section. Thus, this option would result in a much greater overall cost should the City decide to implement the ultimate, preferred cross section in the future.

- *Option 2: two parking lanes, narrow sidewalks (59' ROW now, 66' ROW in future).* This option includes 6-7 foot sidewalks, bike lanes, two travel lanes and two lanes of parking. It retains parking in the STA zone. Three to four feet of ROW will need to be dedicated to each side of the street as adjacent properties redevelop in order to meet the 10' ODOT sidewalk standard. When sidewalks reach the 10 foot standard, there will be enough space for street trees and other pedestrian amenities, but the interim, narrower sidewalk would preclude some amenities, such as trees.

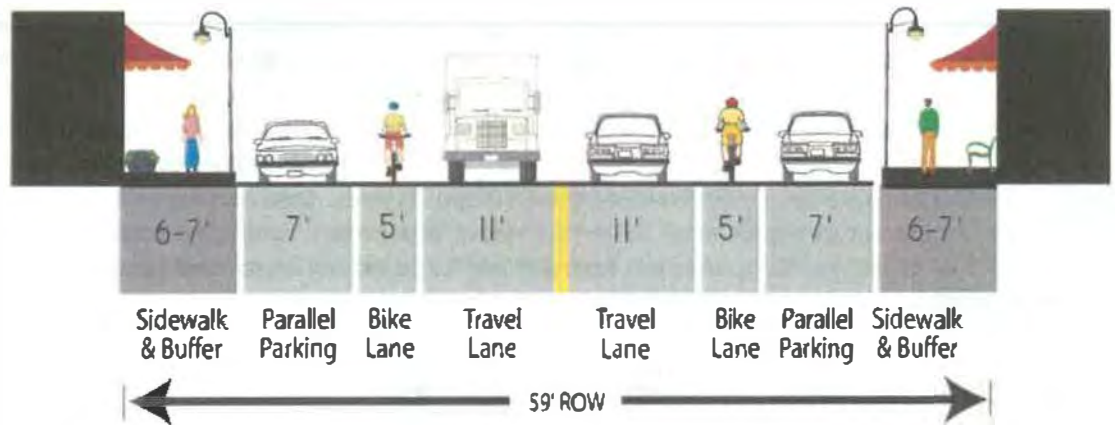


Figure 9.2

It should be noted that the Streetscape Plan for OR 211 depicts pedestrian-scale lights within the Downtown District. The installation and maintenance of such fixtures would be the responsibility of the City (funded through SDCs and/or urban renewal).

9. IMPLEMENTATION STRATEGY

OR 211 Corridor

It is anticipated that repaving of OR 211 will be completed by ODOT within 6-10 years. The extent of additional streetscape improvements will depend upon the availability of State and local funding. Developers will be required to dedicate ROW and provide 1/2-street improvements for development which occurs prior to the public project. The cost estimate includes a landscaped median, street trees/shrubs, planting strips, lighting, two basic gateway signs, as well as sidewalks, repaving, pavement markings, etc. If the city decides to underground utilities, they will need to collect SDCs/designate an Urban Renewal District to pay for the difference between moving the utilities and undergrounding them. The utility company will pay for the regular cost of moving them with the ODOT project. Funding would need to be available before ODOT does the reconstruction project.

Downtown Streetscape Plan

Update both the TSP and the CIP to include the preferred option for the Downtown Streetscape, including sidewalks, crosswalks, curb extensions and curb ramps at specified locations. Require specifics with redevelopment (e.g., ROW dedication and 1/2 street improvements) as shown for streets in the Downtown Study Area: lane widths, turning lanes, sidewalk widths, buffers, pedestrian clear zones, furnishing zone, curbs, street trees, planting strips, lighting, etc. The more costly items in this project (sidewalks, curb extensions) depend upon fees and improvements that will occur as properties redevelop, so the likely implementation time span is somewhere between 6 and 20 years. Less expensive elements (crosswalk striping and curb ramps) could occur sooner (between 1-5 and 6-10 years respectively). Funding for the Downtown Streetscape Plan will come from a combination of SDCs, state and federal grants for pedestrian improvement projects and possibly Safe Routes to Schools (SR2S) funds.

Downtown Land Use/Transportation Concept

- **Land Use.** Update the Comprehensive Plan and Zoning Code to include the recommended land uses shown on the Recommended Downtown Land Use and Transportation Concept.
- **Transportation Connections.** Acquire right-of-way and require construction of the following new connections as properties redevelop in the Downtown Study Area to the street standards for functional classifications shown on the Preferred Downtown Land Use and Transportation Concept:
 - *Ross between Center and Grange*
 - *Leroy: Lowe to Main*
 - *Hoyt between Molalla and Grange*
 - *Hart between Forest Rd and 7th*
 - *Hoyt between Dixon and Kennel*
 - *Dixon*
 - *Heintz*
 - *3rd*
 - *5th*
 - *7th*
 - *Ridings*
 - *Thelander/Pegasus*
 - *New Road East of Center*
 - *New Road North of Main*

- *New Road East of Molalla*
- *Trail on railroad line:* Build a multi-use trail along the abandoned railroad line that runs north to south through the Downtown Study Area. The estimate shown in Table 1 is a preliminary planning-level cost estimate. As part of the Park, Recreation and Trails Master Planning process to be completed in 2007, the City of Molalla will be developing specific trail design guidelines and length and is developing a more detailed cost estimate. In light of this process, the City should coordinate update of the TSP with the adoption of the Park, Recreation and Trails Master Plan. The design standards for the trail and considerations for appropriate SDCs for the trail's development/contribution of the developer to the trail construction should be included in the TTCPA Overlay Zone requirements in the updated Zoning Code and Comprehensive Plan. Funding for the trail will come from a combination of SDCs and state and federal grants for trail, bike and/or pedestrian improvement projects (see List of Funding Sources in Appendix).

All new connections in the Downtown Study area are likely to be built within the longer term: 11-20 years. However, connections within the TTCPA Overlay Zone—3rd, 5th, 7th, Thelander, Ridings and the trail—may be built sooner as required with redevelopment.

- **Realign Intersections On OR 211.** Realign the intersections at Hart/Kennel and Berkely/Grange along OR 211 so that they function more smoothly. Cost estimates for these two projects (Table 1) are at the planning-level for infrastructure improvements only and do not include the cost of real estate to purchase the needed ROW. As the ROW acquisition costs will likely be quite large, this will need to be taken into account when accumulating funding for the projects (through SDCs or other). The city will be responsible for implementing and funding this project and is likely to occur in the long term, within 11 to 20 years.

OR 211/Main Street and Molalla Avenue Intersection

Signalization will occur when signal “warrants” have been met. Funding for signalization may be derived from ODOT, SDCs, or developers depending on the timing. When it becomes necessary in order to improve traffic flow to acceptable standards, implement the preferred option for the intersection of OR 211/Main Street and Molalla Avenue to prohibit left turns at peak times (this is likely to occur sometime in the next 6-20 years). Increased directional signage will need to be added to direct traffic to obey the new rule. The City may request that ODOT perform a signal warrant analysis.

Other Intersection Improvements

Note: Approval from the ODOT State Traffic Engineer is required for installation of traffic signals or changes in traffic controls on State Highways. A detailed engineering study will be required for any of the proposed intersection improvements described below.

Highway 211/Ridings Avenue

If Ridings Avenue is developed to the south as a collector street, the Highway 211/Ridings Avenue intersection could require signalization in the future. Installing new traffic signals on state highways requires a detailed engineering study and the approval of the State Traffic Engineer. Implementation of signal at Ridings could occur within 6-10 years and will likely be triggered by development.

9. IMPLEMENTATION STRATEGY

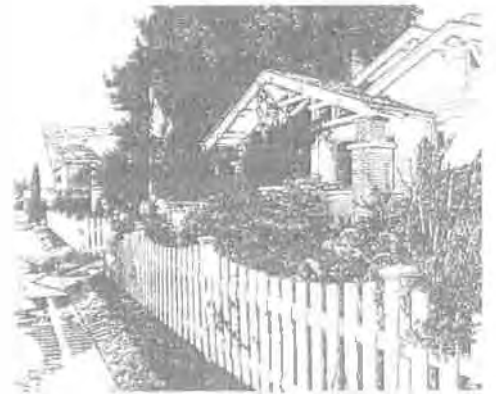
Highway 211/Highway 213

Providing right-turn overlap phasing (i.e., right turns move at the same time the corresponding left turn moves) would produce a year 2027 v/c ratio of 0.89, which is within ODOT standards. Further improvement would require additional lanes (e.g., dual westbound left-turn lanes produce a v/c ratio of 0.79) or the replacement of the traffic signal with a roundabout. However, because a roundabout would require a circular area approximately 120 feet in diameter in order to accommodate truck traffic, intersection widening and signalization phasing is likely more feasible from a right-of-way acquisition and terrain perspective. Implementation is likely within 11-20 years. ODOT will be responsible for the signal-phasing. The city and ODOT will need to work together to make the other necessary improvements. Funding sources include dedication of ROW to widen the road, SDCs and STIP funds.

Highway 211/Thelander Avenue

If the area north of Highway 211 and west of the former railroad right-of-way is developed as big-box commercial, the site access would likely require signalization. A preferred location to install a traffic signal would be opposite a public street service the Timber Town area; for example, Thelander Avenue. Installing new traffic signals on state highways requires a detailed engineering study and the approval of the State Traffic Engineer. Implementation of a signal at Thelander could occur within 6-10 years, and will be triggered by development of the area mentioned above.

10. RECOMMENDATIONS



10. RECOMMENDATIONS

This section identifies recommended updates to the existing City of Molalla Comprehensive Plan and map, Zoning Code and map, Transportation System Plan (TSP), Capital Improvement Plan (CIP), and Engineering Standards necessary to implement the Downtown/OR 211 Streetscape Plan. Several of these recommendations may already be addressed in the proposed updates to the City's Comprehensive Plan and Zoning Code

Recommended Comprehensive Plan Changes

Implement the Downtown/OR 211 Streetscape Plan by adding the following to the Comprehensive Plan:

- Add Statewide Planning Goal 6: Preserve Air, Land and Water Quality as a relevant statewide land use planning goal to this list. This goal is relevant to transportation (air quality), land use and park/recreation changes to the Comprehensive Plan, Zoning Code and TSP.
- Strengthen the City of Molalla's business community by implementing a mixed-use Central Business District (CBD) that concentrates pedestrian-oriented commercial/retail uses within a district that is easily walkable. Allow residential uses in the Central Business District and high density residential nearby to allow for sufficient local population to support the CBD.
- Allow limited commercial uses in the High Density Residential zone.
- Change the C-2 Commercial zone to a General Commercial zone that is pedestrian-oriented in design, rather than primarily auto-oriented.
- Implement design standards for all buildings which are intended to promote attention to detail, human-scale design and street visibility, while affording flexibility to use a variety of building styles.
- Create an Employment zone. Employment zones allow a wide range of employment opportunities without potential conflicts from interspersed residential uses. The emphasis of the zone is on employment and employment-related uses. Other commercial uses are allowed to support a wide range of services and employment opportunities. The development standards for each zone are intended to allow new development which is similar in character to existing development. The intent is to promote viable and attractive industrial/commercial areas.

The Employment zone will generally have smaller lots and a grid block pattern. The area is mostly developed, with sites having high building coverages and buildings which are usually close to the street. Uses allowed outright in this zone could include:

- Office
 - Parks and open areas
 - Schools
 - Colleges
 - Medical Centers
 - Religious Institutions
 - Day Care
 - Agriculture
 - Rail Lines and Utility Corridors
 - Community Service
 - Basic Utilities
- Require that uses over a certain square footage (~30,000sf) and/or generate excessive traffic go through a conditional use and design review process to ensure that traffic and other potential off-site impacts are

mitigated and that design quality is consistent with goals for Downtown.

- Improve pedestrian circulation and safety by requiring sidewalk improvements with redevelopment and enforcing maintenance of pedestrian facilities.
- Implement a "Recreation Concept" and preserve open space by encouraging development of a multi-use trail along the rail line, dedicating easements in the riparian area along Bear Creek, and requiring dedication of land for new parks to be built as needed in Downtown Study Area (more to come in the Park, Recreation and Trail Master Plan).
- Encourage infill redevelopment.

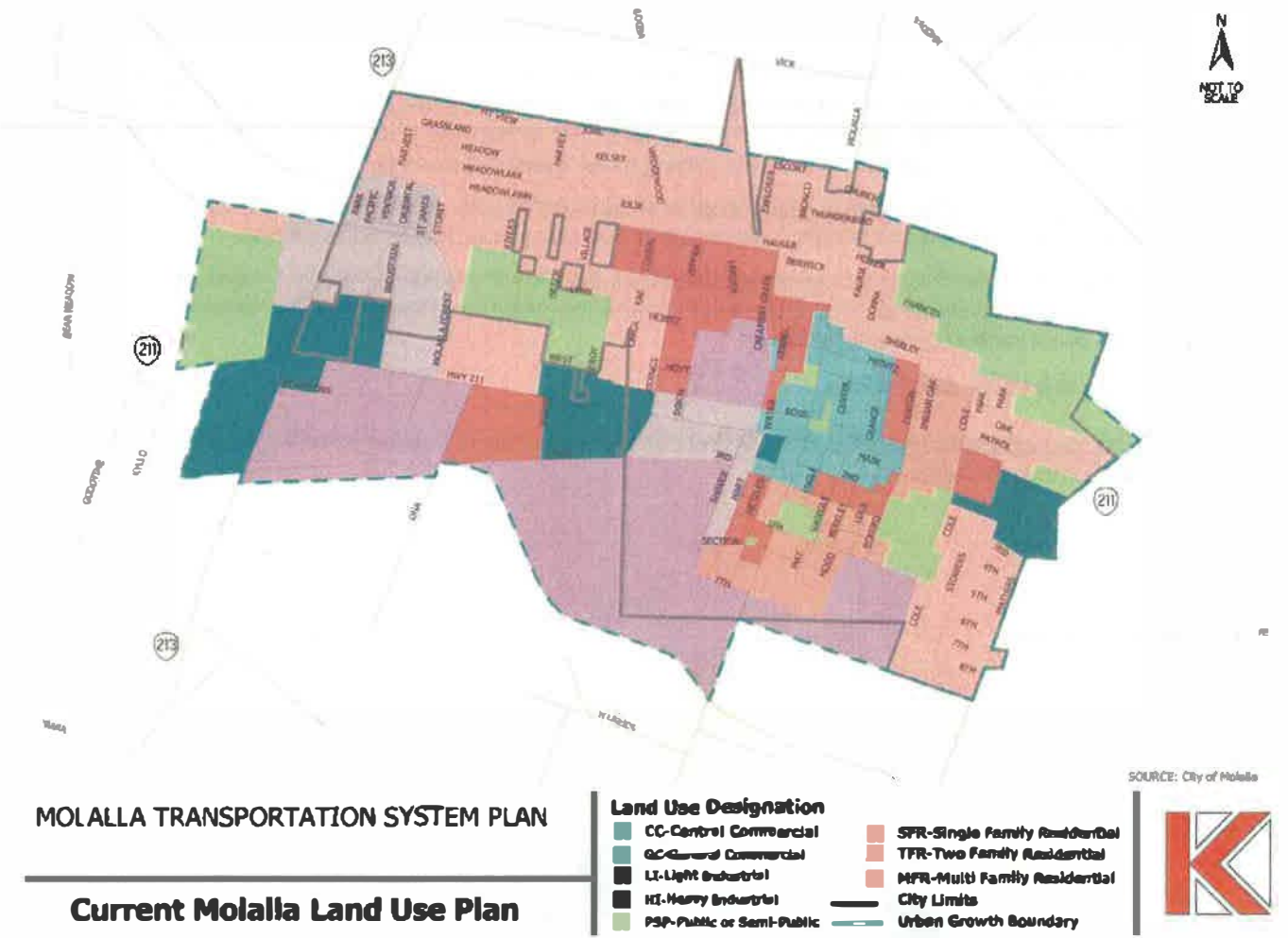


Figure 10.1: Existing Comprehensive Plan Map

10. RECOMMENDATIONS

Recommended Zoning Code Changes

Land Use

Make updates to the City of Molalla Zoning Code as follows.

For all land uses in the Downtown Study area:

- **Setbacks:** Where necessary, require adequate setbacks to allow for both new streets and desired cross sections for existing streets.
- **Building orientation:** Require buildings to front OR 211 and streets within the CBD as properties redevelop.
 - **Purpose.** The following standards are intended to orient buildings close to streets to promote pedestrian-oriented development where walking is encouraged, and to discourage automobile-oriented development. Placing residences and other buildings close to the street also encourages crime prevention, natural surveillance or security, and safety by having more “eyes-on-the-street.”¹
- **Architectural design standards or guidelines** to ensure high-quality pedestrian experience and architectural character: may require administrative and design review procedures (CBD and GC, other):
 - **Purpose.** The architectural design standards require a minimum level of design on every building, which is intended to promote attention to detail, human-scale design and street visibility, while affording flexibility to use a variety of building styles.²

Specific changes to land use designations:

- **Add Employment designation** (See TGM Model Code for Small Cities) to allow for office, sports or medical uses, but not commercial/retail.

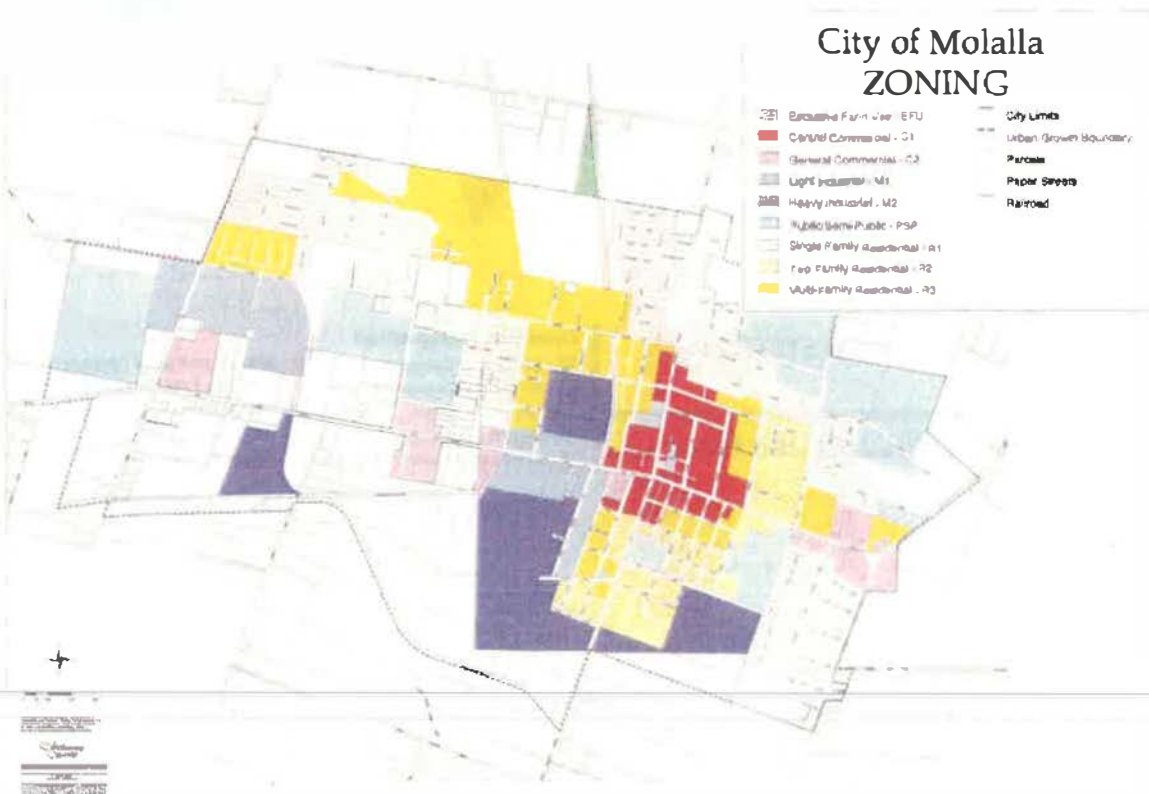


Figure 10.2

Commercial

- **Change Central Commercial (C-1) to Central Business District (CBD) designation** (See Downtown/Main Street Commercial section in TGM Model Code for Small Cities); allow 100% lot coverage (current code shows 80%), no minimum lot size, no minimum setbacks. Allow residential above ground floor. Strong pedestrian orientation. Zero setbacks and build-to lines, as provided in Table 2.3.120 in the current code, are intended to encourage pedestrian-oriented development, while providing more flexibility in site design than what is possible with large setbacks. With buildings placed close to the street, a development can provide good access for emergency service providers in the case of a fire or other emergency. Where no minimum setback is required, all structures and buildings shall conform to vision clearance standards in and the applicable fire and building codes (e.g., for attached structures, fire walls, and related requirements).³
- **Change C-2 to General Commercial:** strong pedestrian orientation (C-2 is shown as primarily auto-oriented). Specifically, buildings shall be oriented to the street with parking on side or in rear. 10,000 sf+ lot size. Allow 100% lot coverage.
- **Landscaping requirements for CBD and General Commercial follow:**

Min. Landscape Area (% site area), except does not apply to Single Family Dwellings. Landscape area may include plant areas and some non-plant/hardscape areas, as allowed under Section 3.2.300.D.	[5%]	[10%]
Source: Model Smart Development Code for Small Cities.		

Residential

- **Change R-3 to High Density Mixed Use:** Change R-3 to allow for limited commercial uses only on ground floor (as Residential Commercial designation in Model Code). 8-17 dwelling units per acre. No minimum setbacks, 100% lot coverage allowed. Allowed minimum and maximum lot area as follows:

Use	Minimum - Maximum
Single Family, not attached	4,000-5,000 sf
Single Family, attached	2,000-3,000 sf
Single Family, w/ accessory d.u.	5,000-5,500 sf
Duplex	5,000-6,000 sf
Multiple Family or Cottage Cluster	6,000-9,000sf
Non-Residential Uses	6,000-9,000 sf
*Lot size may be reduced through lot size averaging. See related land division procedures in Chapter 4.3.115. Minimum lot sizes do not apply to open space tracts.	
Source: Model Smart Development Code for Small Cities.	

Table 10.1

- **Change R-2 to Medium Density Residential:** Change minimum lot size from 6,300-7,500 sf (depending on use) to minimum 4,500 sf to maximum 5,500 sf., density 8-10 dwelling units per acre.
- **R-1 or Low Density Residential:** Change minimum lot size from 6,300 sf to 5,400 sf, maximum 7,300 sf.
- **Setbacks for both Low and Medium Density Residential follow:**

1. From Model Smart Development Code for Small Cities, Residential and Commercial Districts, Building Orientation.
 2. From Model Smart Development Code for Small Cities, Residential and Commercial Districts, Architectural Design Standards
 3. From Model Smart Development Code for Small Cities, Residential and Commercial Districts.

10. RECOMMENDATIONS

Front/Street Setback	Low Density	Medium Density Residential
Structure >16' height, except garages and carports	15ft	15ft
Entries	20ft	20ft
Structures </=16' height, except	15ft	15ft
Open Structures (e.g., porch, balcony, portico, patio, wall), where structure is less than 50% enclosed on side elevations	5ft	5ft
* Always avoid utility easements when building near property lines		
Source: Model Smart Development Code for Small Cities		

Table 10.2

Parks/Open Space

- Require dedication of easements for parks, trails, open space and riparian areas with redevelopment throughout the Downtown Study area where needed as Park, Recreation and Trails Master Plan indicates.

Add TTCPA Overlay Zone

- Require Parks/Open Space easement dedication (regular and along railroad/Shaver and Bear Creek): acquire easements along stream corridors to develop riparian buffer protection and trail network.
- Ensure connectivity through new subdivision: connect streets as recommended in plan. The pedestrian walkway system shall extend throughout the development site and connect to all future phases of development, and to existing or planned off-site adjacent trails, public parks, and open space areas to the greatest extent practicable. The developer may also be required to connect or stub walkways to adjacent streets and to private property with a previously reserved public access easement for this purpose.⁵
- Require a maximum block size, space between intersections that allows for pedestrian access.
- Ensure access/circulation for all modes to standards shown under Access Management (pedestrian accessways where full streets are not possible).
- Only allow limited commercial development in the north, near OR 211.
- Residential allowed throughout.
- No commercial allowed along the Molalla Forest Road.
- Implement setback requirements in riparian areas (near Bear Creek).
- Follow all other development standards for allowed land uses.

Parking

- Shared parking/Fee in lieu: Provide a fee-in-lieu option for new developments. Developers would have the option of paying a fee to the City instead of building on-site parking. All fee revenue should be directed to a designated parking fund. Appropriate uses for fee-in-lieu revenue should be established prior to collecting any revenue.
 1. Establish a parking fund to the provision of public parking or other downtown economic development strategies (i.e., purchase land for parking, implement sidewalk improvements, etc.).
 2. Allowable improvement categories should be identified upon establishment of the parking fund. Identify parcels for potential future public parking facilities, as needed.
- Consider setting parking maximums and not requiring minimums or:

4, 5. Model Smart Development Code for Small Cities.

1. Allow reduction in minimums for transit amenities in parking areas
2. Allow reduction in minimums for pervious paving and landscaping/green stormwater management within parking areas
3. Allow reduction in minimums for shared parking facilities. The reductions should account for complementary demand profiles for different land uses (i.e., residential has peak demand in the evening, while offices have peak demand during the day). In addition, parking requirement reductions should account for "internally captured" trips that reduced the need for individuals to park multiple times for different activities (i.e., coffee shops located near office buildings typically have a high degree of internal capture).

Connectivity /Circulation

- Ensure connectivity through new subdivisions and with redevelopment build recommended connections. ROW dedication with redevelopment, street improvements required: Extend existing street network (3rd, 5th, 7th, Heintz and Ridings, etc.) to improve connectivity as the area develops.
- Require sidewalks with new development or redevelopment.
- Minimize the distance between intersections where possible to allow for pedestrian access.
- Pedestrian clear zone (ADA) minimum (make sure hydrants, utility poles, mailboxes, etc are not in walking area and do not interfere with access).
- Ensure curb ramps are built to ADA standards with redevelopment.
- Require sidewalks built to ODOT and City standards with redevelopment.
- Enforce sidewalk maintenance and require sidewalk repairs.
- Require adjacent property owners to maintain sidewalks, landscaping, and other streetscape features.

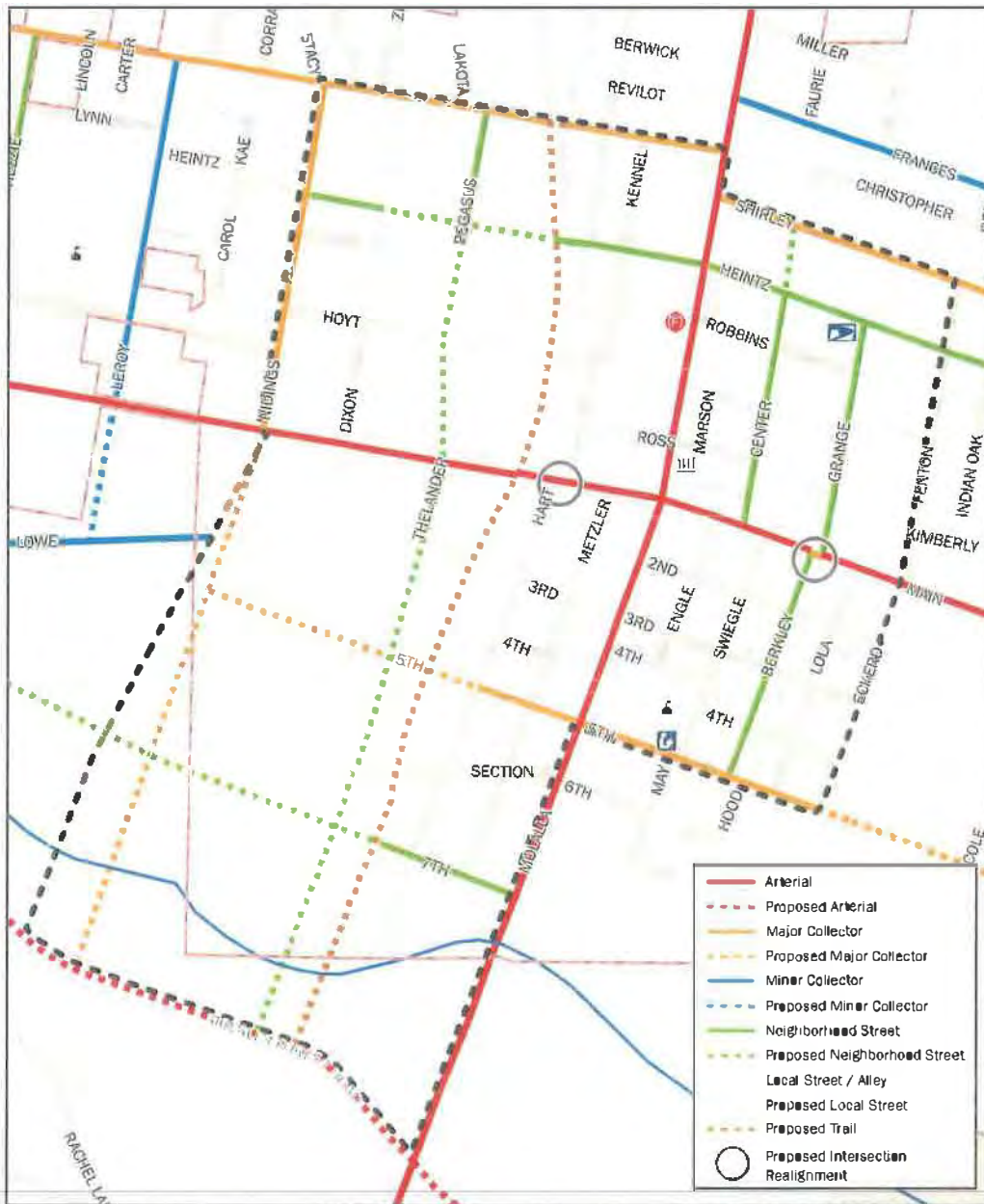
Landscaping

- Planting strips.
- Street Trees: require tree species and placement suitable for planting strips and available right-of-way.
- Adjacent property owners are required to maintain landscaping in the ROW between the curb and their property line.
- The City to be responsible for median landscaping.

10. RECOMMENDATIONS

City of Molalla Transportation System Plan

The City of Molalla's Transportation System Plan (TSP) serves as the transportation element of the local comprehensive plan. It establishes a system of facilities and services to meet long-range transportation needs with a focus on integrating transportation and land use. The TSP must be consistent with the OHP and other required plans. The Downtown/OR 211 Plan must be consistent with both the Molalla TSP and Clackamas County's Functional Classification Plan. The diagram below contains the recommended street classifications for the Downtown study area. (Note: Depending on the eventual plan and build-out of the TTCPA, the extensions of Thelander and Hart across Bear Creek may be unnecessary.)



Base Data Source: Clackamas County GIS 2006, City of Molalla 2006

Molalla Downtown Development & OR 211 Streetscape Plan
Preferred Downtown Transportation Concept

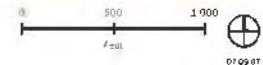


Figure 10.3

Street Design Standards for Downtown

Street design standards are used to establish the intended degree of access and circulation of each roadway class. Specific design standards are included in the city TSP. The TSP also sets forth general guidelines for the improvement of arterial/collector intersections. Changes to the street design standards necessary to implement the Downtown/OR 211 Streetscape plan follow:

- Require ROW dedication with redevelopment for new connections.
- Require specifics with redevelopment (e.g., 1/2 street improvements) as shown for Downtown (or require fee in lieu): lane widths, turning lanes, sidewalk widths, buffers, pedestrian clear zones, furnishing zone, curbs, street trees, planting strips, lighting, etc.
- Require crossover easements as redevelopment occurs to facilitate shared access between non-residential parcels.
- Property owners are required to maintain streetscape improvements (between the curb and their property) along their frontage.

OR 211 Improvements

Downtown District

1. Adopt the ultimate, preferred cross section into the City's TSP to guide future development.
2. Require dedication of right-of-way on each side of OR 211 in the Downtown STA area to allow for the needed 66' total ROW.
3. Require property owners to construct street improvements with redevelopment or fee in lieu.

OR 211 Corridor

1. Require dedication of ROW along OR 211 west of Downtown where necessary to allow for upgrades (widening of street) or fee in lieu.
 2. Require property owners to construct street improvements with redevelopment or fee in lieu.
 3. Underground utilities.
- At OR 211/Main Street and Molalla Avenue intersection: require dedication of ROW over time to allow for wider sidewalks, parking, bike lanes, etc. if desired.
 - Property owners are required to maintain streetscape improvements (between the roadway edge and their property) adjacent to their property.

10. RECOMMENDATIONS

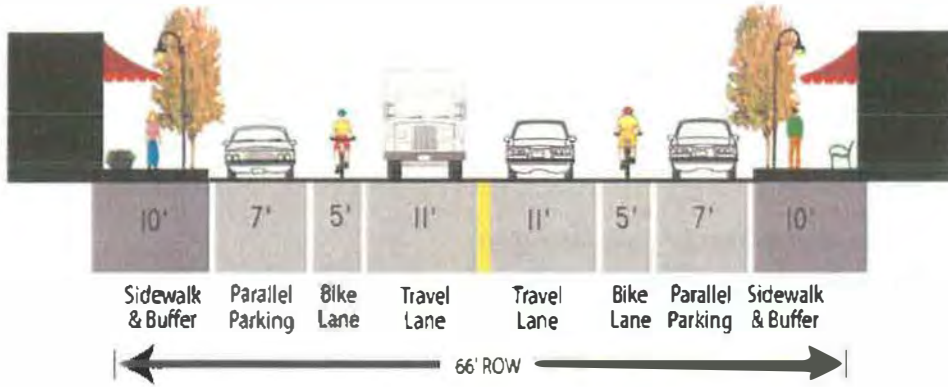


Figure 10.4: Ultimate Preferred Cross Section (Downtown District)



Figure 10.5: Option 1 Cross Section (Downtown District)

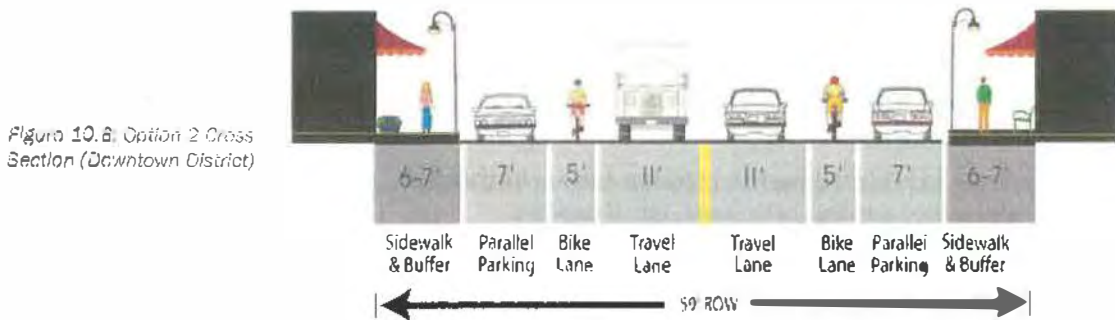


Figure 10.6: Option 2 Cross Section (Downtown District)

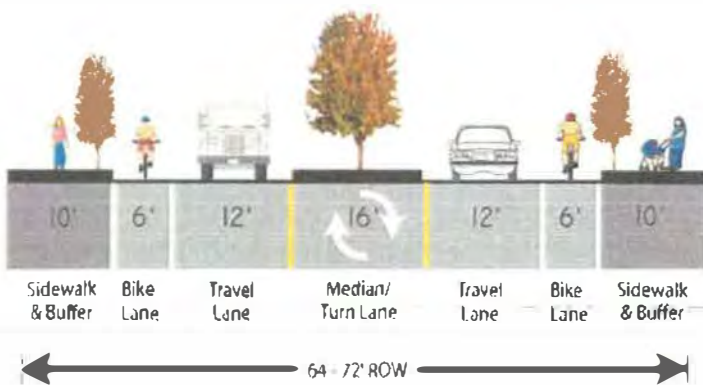


Figure 10.7: DP 211 Corridor Cross Section

Access Management Strategies

Access management is a tool used to preserve desired roadway access and circulation standards. The Oregon Highway Plan defines access management as a set of measures regulating access to streets, roads, and highways from public roads and private driveways. Spacing standards for access points are established based on the classification and posted speed of a roadway. ODOT has the authority to regulate access on Highway 211 and Highway 213, while the City of Molalla has authority over other roadways within its boundaries. Access standards for each roadway type are included in the Molalla TSP. Recommended changes to the TSP Access Management Strategies follow:

- Implement access management strategies for recommended STA areas
- Increase spacing between private approaches (driveways) by:
 - Consolidating driveways/curb cuts
 - Minimizing curb cut widths

An access management plan for OR 211 will be created in collaboration with ODOT at the time of OR 211 project implementation. If properties develop or redevelop, or if safety issues develop at an existing driveway, access also will be reviewed through the ODOT approach permitting process. An improved network of local streets would provide alternative access opportunities for properties fronting OR 211. Due to the recommended STA designation in Downtown Pedestrian Zone, change access spacing standard along OR 211 to the existing city block spacing. The minimum spacing for private access would be 175 feet, or mid-block when blocks are less than 350 feet long. (Note: parcels without alternate access would be permitted access to/from OR 211.)

Roadway Improvement Plan and Capital Improvement Plan

The City of Molalla's Roadway Improvement Plan identifies specific improvements needed to improve safety and accommodate future growth. Brief descriptions of projects that will need to be added to the TSP's Roadway Improvement Plan as well as the Capital Improvement Plan (CIP) to implement the Downtown/OR 211 Streetscape Plan follow.

- **Downtown Land Use/Transportation Concept.**
 - Acquire right-of-way and build the following new connections in the Downtown Study Area to the street standards for functional classification shown on the Preferred Downtown Land Use and Transportation Concept:
 - » Trail on railroad line
 - » Ross between Center and Grange
 - » Leroy: Lowe to Main
 - » Hoyt between Molalla and Grange
 - » Hart between Forest Rd and 7th
 - » Hoyt between Dixon and Kennel
 - » Dixon
 - » Heintz
 - » 3rd
 - » 5th
 - » 7th

10. RECOMMENDATIONS

- » Ridings
- » Thelander/Pegasus
- » New Road East of Center
- » New Road North of Main
- » New Road East of Molalla
- Realign the following intersections so that they function more smoothly:
 - » Hart/Kennel
 - » Berkley/Grange
- Downtown Streetscape Plan. Update both the TSP and the CIP to include the preferred option for the Downtown Streetscape, including sidewalks, crosswalks, curb extensions and curb ramps at specified locations.
- OR 211 Streetscape Plan. Update both the TSP and the CIP to include the preferred option for OR 211.
 - Downtown Pedestrian Zone.
 - OR 211 Corridor.
- OR 211/Main Street and Molalla Avenue Intersection Improvements. Update both the TSP and the CIP to include the preferred option for the intersection at OR 211/Main Street and Molalla Avenue. This option will require implementation of increased directional signage as well as a signal.
- Other Intersection Improvements.
 - Highway 211/Highway 213. Providing right-turn overlap phasing (i.e., right turns move at the same time the corresponding left turn moves) would produce a year 2027 v/c ratio of 0.89, which is within ODOT standards. Further improvement would require additional lanes (e.g., dual westbound left-turn lanes produce a v/c ratio of 0.79) or the replacement of the traffic signal with a roundabout.
 - Highway 211/Ridings Avenue. If Ridings Avenue is developed to the south as a collector street, the Highway 211/Ridings Avenue intersection could require signalization in the future. Installing new traffic signals on state highways requires a detailed engineering study and the approval of the State Traffic Engineer.
 - Highway 211/Thelander/Pegasus. If Thelander/Pegasus is developed as a Neighborhood Street north and south of OR 211, the intersection with 211 could require signalization in the future. Installing new traffic signals on state highways requires a detailed engineering study and the approval of the State Traffic Engineer.

APPENDICES





J O H N S O N
G A R D N E R

Memorandum

DATE: October 25, 2006

TO: Gene Green
CITY OF MOLALLA
Kirstin Greene
COGAN OWENS COGAN

FROM: Jerry Johnson
JOHNSON GARDNER, LLC

SUBJECT: Technical Memo #1: Market Analysis for Downtown Molalla

The focus of this memorandum is on outlining community needs as well as current and anticipated market conditions impacting viable development forms in the study area. The market for a range of prospective product types will substantively impact the Molalla Downtown Development and Streetscape planning efforts. The City of Molalla has recently completed a series of evaluations of its economic profile, business needs and the downtown retail market. This memorandum incorporates information from the following studies, supplemented with updated and additional market data:

- *Molalla Economic Profile, May 4, 2005, E.D. Hovee & Company, LLC*
- *Molalla Business Survey Review, January 11, 2006, E.D. Hovee & Company, LLC*
- *Downtown Retail Market Analysis, August 2006, Marketek, Inc.*

I. CONCLUSIONS

The City of Molalla has only a limited quantity of vacant land within the downtown study area. The area has largely been built-out, and new development opportunities will be limited to development/redevelopment on individual small or large sites, or on assembled parcels. Sites of limited scale present a number of development challenges, as do redevelopment sites.

The metropolitan area economy has been enjoying a period of substantial employment growth. Trends in the commercial and industrial markets also indicate better than reported rates of growth or greater optimism for future space needs. Population growth held steady during the recent economic decline in the Portland metropolitan area, and the recent employment growth indicates that the level of growth can be sustained.

Population growth in the Portland metropolitan area has been shifting away from Multnomah County and towards the more suburban areas. Clackamas County has lagged behind both Washington and Clark Counties in terms of population growth rate over the last decade, but increasing land scarcity in Washington County is expected to drive a greater share of metropolitan area demand to Clackamas County over the next decade. Rising housing costs in with the Portland metropolitan area's Urban Growth Boundary (UGB) have led to an increasing number of households



employed in the area to seek housing in more rural communities and small cities such as Molalla on the periphery.

The City of Molalla's population base grew at an average annual rate of 4.5% from 1990 through 2000, more than twice the rate of growth for Clackamas County. Following relatively slow growth from 2000 through 2003, the City has seen growth accelerate in 2004 and 2005. While Happy Valley has been the County's fastest growing community over the last several years, land constraints are expected to shift an increasing share of demand to communities such as Molalla outside of Metro's UGB. Families with children have accounted for much of the growth in the City. The growth in families is likely attributable to the area's relative affordability as well as a quality school system.

The City of Molalla's population projections anticipate an average annual rate of growth of 2.9% through 2025, increasing the population to just under 11,000 and number of household to 3,830. Based on recent trends, this forecast appears to be well within reasonable expectations. The City's share of Clackamas County's overall population would shift from 1.7% in 2000 to 3.1% in 2025.

The retail market is currently sound in the Molalla area, with significant levels of leakage to the Portland metropolitan area. Retail is an area of obvious opportunity in the Molalla area, as population levels rise and associated levels of local buying power increase. The key to capturing a greater share of expenditures locally is to increase the desirability of the retail mix in the area. The Marketek report outlines a number of sound recommendations to strengthen the downtown retail mix. The key variable for generating development/redevelopment activity will be the degree to which marketable space can be matched with viable tenants. The benefits of a more vital commercial core would accrue to local property owners and businesses, as well as residents who would benefit from more attractive and convenient retail opportunities.

Office space demand within the City of Molalla will respond to community needs, supported by the area's population base and industrial activity. Likely tenant types would include medical office, insurance brokerages, realty companies, title companies, and other professional office users. These types of office tenants will often utilize ground floor commercial space, as they have a significant amount of customer traffic, but could be located in more traditional office configurations.

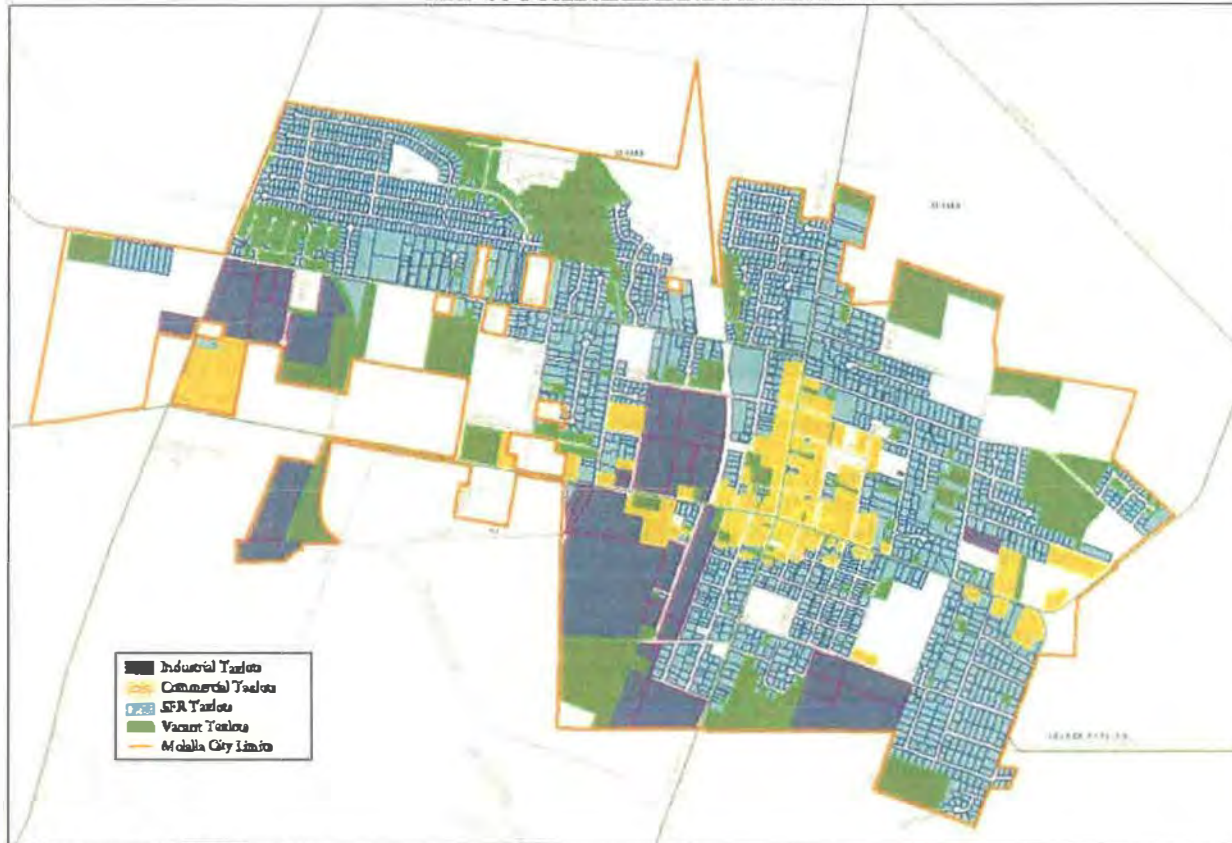
A competitive strength for Molalla is its inventory of industrial land, which includes a number of relatively large shovel-ready sites. While the Molalla area's distance from the primary regional transportation network makes it a relatively weak site for warehouse/distribution uses, the local workforce and location between the Portland metropolitan area and Salem are seen as potentially attractive to some users. The availability of land and local labor force will likely be attractive to small manufacturers and end user firms, with the relative isolation of the discouraging the type of speculative activity.

II. BUILDABLE LANDS INVENTORY

The City of Molalla has only a limited quantity of vacant land within the downtown study area, with available sites limited in terms of visibility as well as scale. The area has largely been built-out, and new development opportunities will be limited to a combination of relatively small sites and redevelopment sites. Sites of limited scale present a number of development challenges, as do redevelopment sites. Within the City as a whole, there are a number of significant vacant industrial sites on the periphery of the current UGB, as well as some potential redevelopment sites.



MAP OF BUILDABLE LANDS INVENTORY



SOURCE: City of Molalla, June 2006



III. MACROECONOMIC OVERVIEW

National Trends

National economic performance has been outstanding for an extended period of time, but there is concern that we are nearing the end of the current business cycle. The national economy expanded at a 5.3% rate in the first three months of 2006, the strongest performance since the Summer of 2003. Private spending on automobiles, computers and equipment, a surge in exports due to the weak dollar, and significant spending on post-Hurricane Katrina rebuilding by the federal government spurred the economy in the first quarter.

NATIONAL ECONOMY AT A GLANCE: FIRST QUARTER OF 2006

	1Q06		4Q05		
G.D.P.	↑	5.3%	↑	1.7%	
<i>Components:</i>					<i>Highlights</i>
<i>Consumer Expenditure</i>	↑	5.2%	↑	0.9%	All private spending increased, but the quarter was most benefited by a 20.5% annualized increase in durable goods spending, largely a rebound in automobile spending. Gasoline and fuel oil spending declined slightly during the first quarter.
<i>Private Investment</i>	↑	8.3%	↑	16.1%	A 13.8% increase in software and computer equipment purchases and an 11.3% increase in commercial structure construction were the main drivers of increased private investment.
<i>Government Expenditure</i>	↑	4.3%	↓	0.8%	All quarters of government spending increased, driven by a 12.2% increase in federal non-defense spending, largely due to rebuilding of Hurricane Katrina devastation. State and local spending increased by less than 0.5%.
<i>Exports</i>	↑	14.7%	↑	5.1%	The weak dollar helped spur a 20% increase in goods export, but it wasn't enough to offset a 12.8% surge in the much larger flow of imports.
<i>Imports</i>	↑	12.8%	↑	12.1%	

Given the failure of fuel price spikes to immediately slow economic growth, the housing market has emerged over the past three months as perhaps the most-watched economic variable. Consensus has emerged that the national market indeed peaked in August of 2005, declining thereafter with gradual increases in long-term interest rates. Nationwide, measures of the housing market are decidedly mixed and contributing to some ambiguity for Federal Reserve policy.

Caution is the order of the day, both from larger homebuilders and from the Federal Reserve. Economic strength in the face of higher fuel prices has Fed policy still biased towards rate escalation, but rate hikes have clearly put the brakes on the market via higher cost of short-term construction lending, higher cost of credit for consumers, and a hit to the lending sector. JOHNSON GARDNER fully expects the Federal Reserve to continue to push short-term rates upward, at least once more before September.

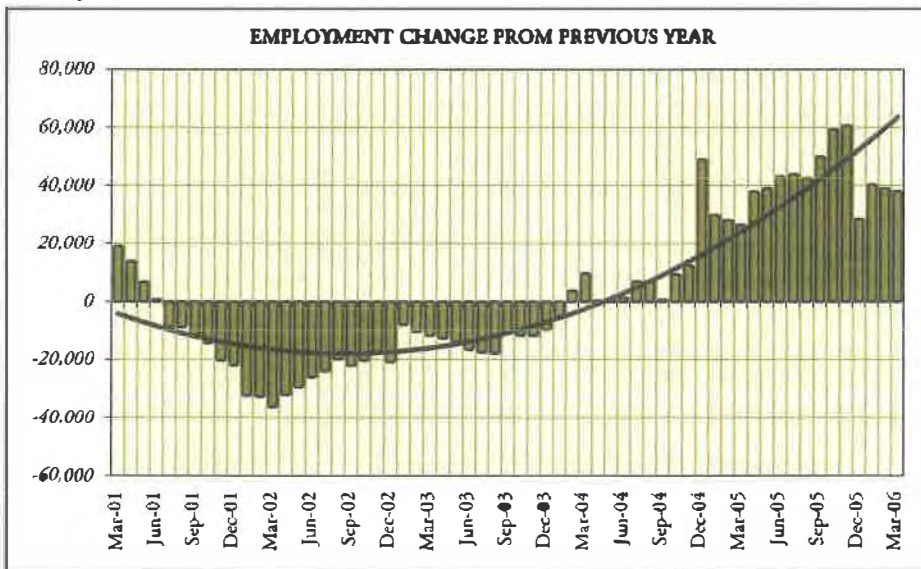
JOHNSON GARDNER is still bullish about the national economy, despite a cooling housing market nationwide. Fuel cost increases have appeared to not significantly affect economic strength as has been anticipated. While the recent jump in economic activity of 5.3% was impressive, it will not be



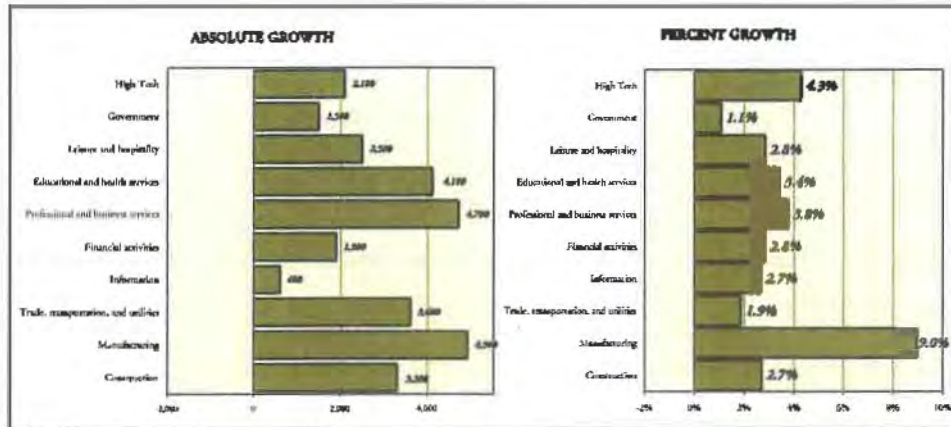
sustained and activity is anticipated to return to 3.1%-3.3% annual growth for the remainder of 2006 provided households continue to react rationally and mildly to rising rates.

Portland-Vancouver Metropolitan Area

The City of Molalla is considered part of the Portland metropolitan area, which is defined as for statistical purposes as Clatsop, Clark, Columbia, Multnomah, Skamania, Washington and Yamhill counties. The local economy continued to realize substantial employment growth throughout the first quarter, averaging around 39,000 more jobs in the quarter, and finishing March with employment levels exceeding 2004 levels by approximately 38,000. Trends in the commercial and industrial markets also indicate better than reported rates of growth or greater optimism for future space needs.



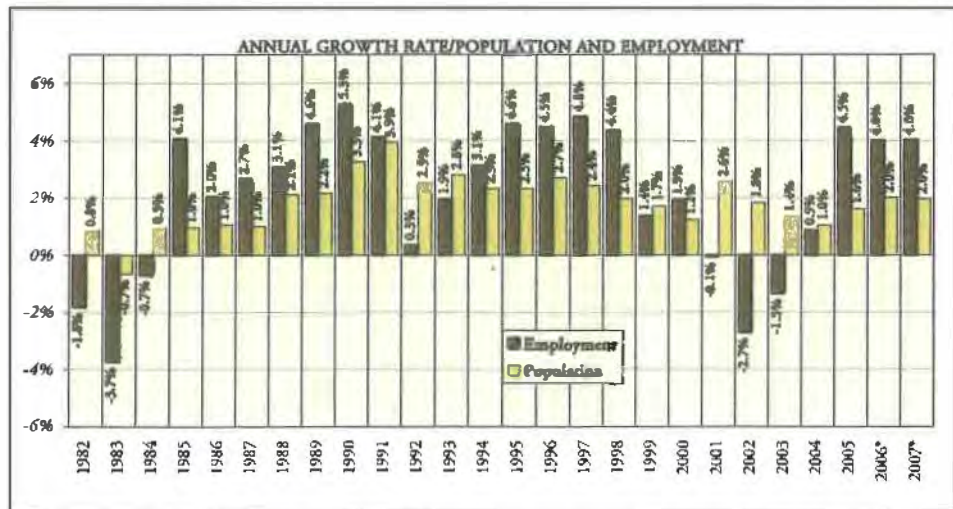
Employment gains during the last year were widespread, with all major industrial sectors reporting growth. In terms of the magnitude of growth, Manufacturing (4,900 jobs), Professional and Business Services (4,700 jobs), Education/Health Services (4,100 jobs), and Trade Transportation Warehousing and Utilities (3,600 jobs) led the way. In terms of rate of growth, Manufacturing (9.0%), High Tech (4.3%) and Professional and Business Services (3.8%) grew the fastest.



1/ Trade, Transportation, Warehousing & Utilities

Population & Residential Permitting

While a positive rate of population growth was maintained during the recent economic decline in the Portland metropolitan area, the strong positive employment growth is a welcome sign that the level of growth can be sustained. Population growth has ranged from 1.0% to 2.6% for the last decade, a pace we expect to continue. Employment growth is expected to be around 4.0% during the next couple years, followed by growth under 2.0%, allowing the locally high unemployment rate to continue to drop to a more sustainable level.



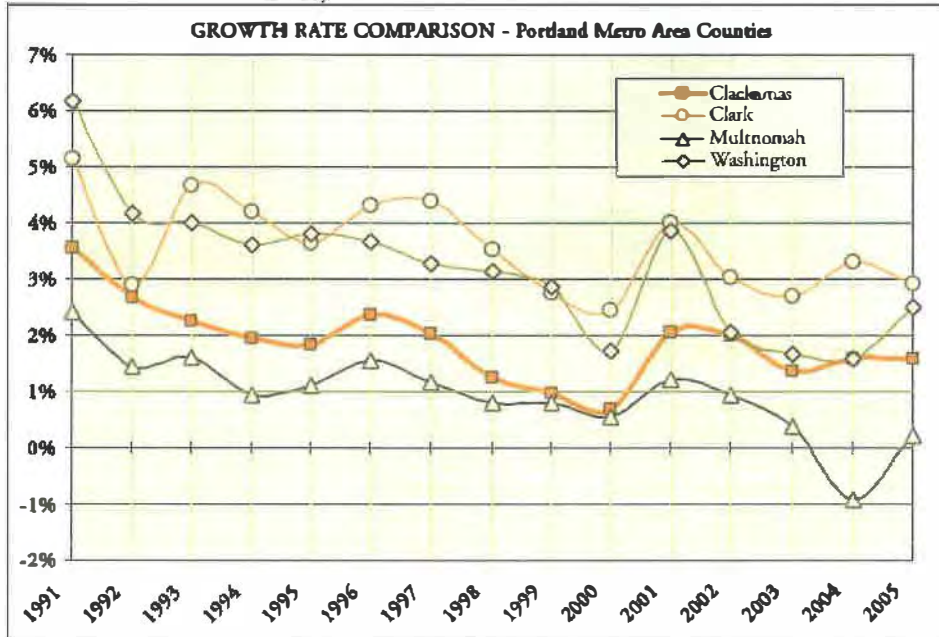
*Reflects 2008 Census; updated historical data not yet available.

SOURCE: Center for Population Research and Census, State of Washington Office of Finance, and Johnson Gardner

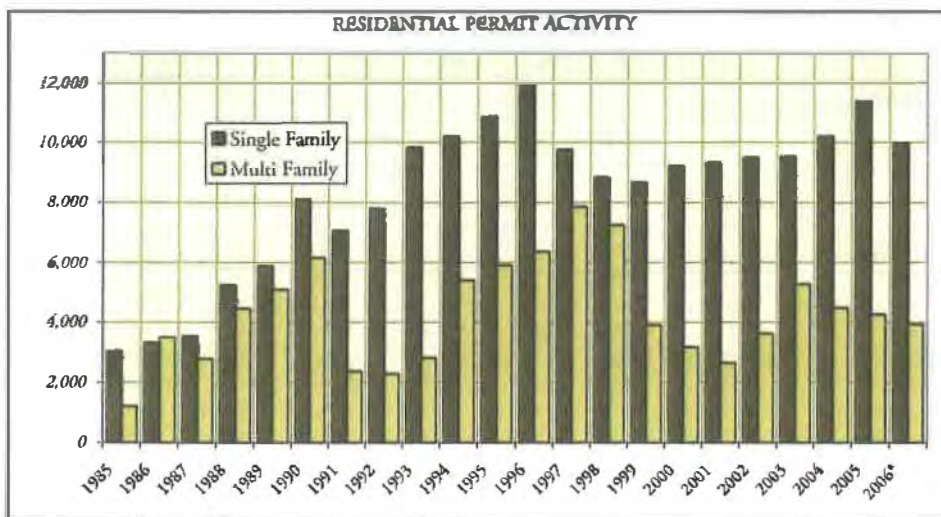
Population growth in the Portland metropolitan area has been shifting away from Multnomah County and towards the more suburban areas. Clatsop County has lagged behind both



Washington and Clark Counties in terms of population growth rate over the last decade, but increasing land scarcity in Washington County is expected to drive a greater share of metropolitan area demand to Clackamas County over the next decade.



Continued population growth allowed for a continued strong level of residential construction activity.



* 2006 permit activity annualized based on activity through March
 SOURCE: Bureau of the Census and Johnson Gardner

IV. MOLALLA AREA TRENDS

Population

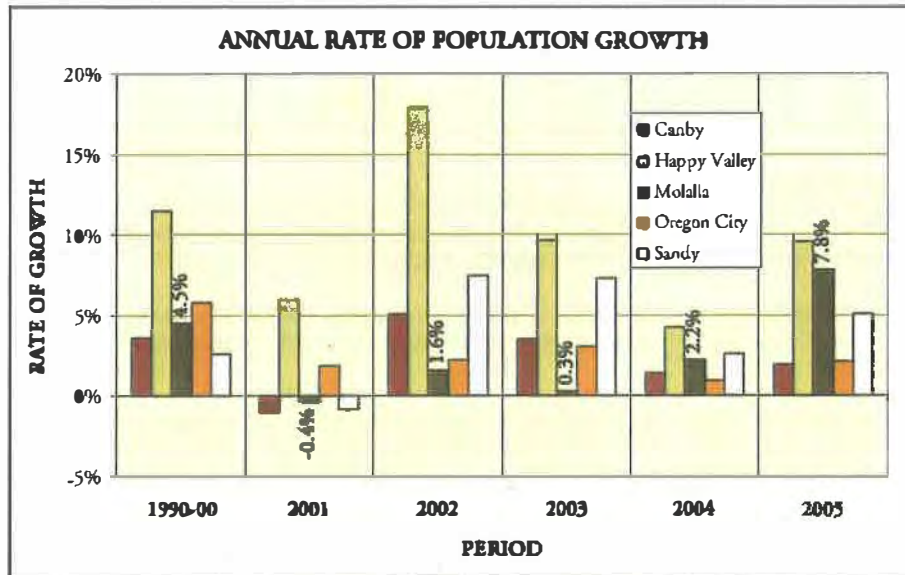
Despite having being geographically separated from the Portland metropolitan area, metropolitan area trends are substantively impacting the Molalla area. Rising housing costs within the Portland metropolitan area's Urban Growth Boundary (UGB) have led to an increasing number of households employed in the area to seek housing in more rural communities or small cities on the periphery. Other communities experiencing residential growth attributable to metropolitan area trends include Canby, Sheridan, Dayton, Estacada, Sandy and Newberg.



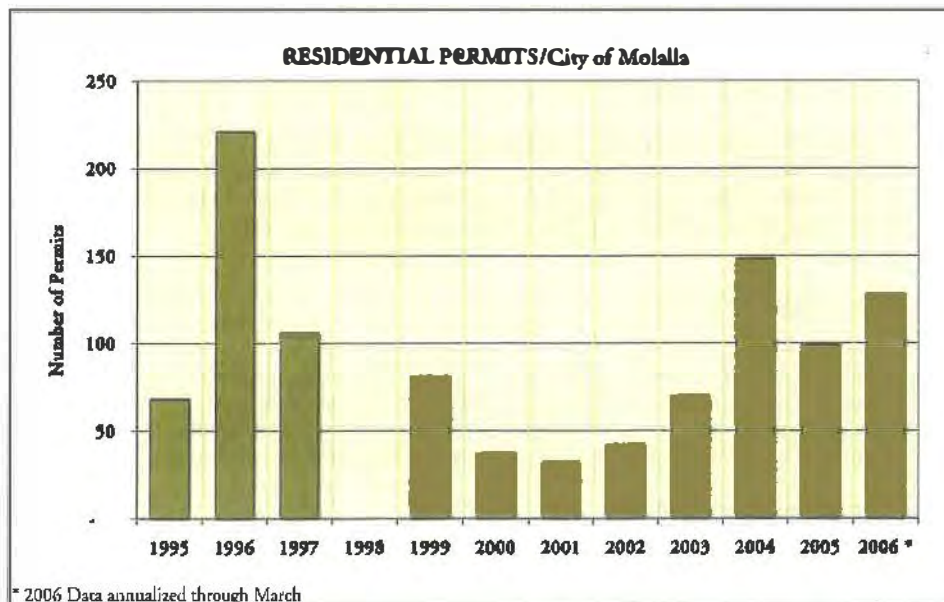
	July 1 Population Estimates						Census Population	
	2000	2001	2002	2003	2004	2005	4/1/2000	4/1/1990
CLACKAMAS	340,000	345,150	350,850	353,450	356,250	361,300	338,391	278,850
Barlow	140	140	140	140	140	140	140	118
Canby	12,910	12,790	13,440	13,910	14,110	14,385	12,790	8,990
Damascus						9,670		
Estacada	2,380	2,460	2,440	2,440	2,450	2,480	2,371	2,016
Gladstone	11,470	11,450	11,620	11,790	12,140	12,170	11,438	10,152
Happy Valley	4,650	4,930	5,810	6,370	6,640	7,275	4,519	1,519
Johnson City	635	630	630	630	630	630	634	586
Lake Oswego (part)*	33,115	33,270	33,428	33,530	33,595	33,740	32,989	28,317
Milwaukie	20,540	20,550	20,550	20,580	20,590	20,655	20,490	18,670
Molalla	5,710	5,690	5,780	5,800	5,930	6,395	5,647	3,637
Oregon City	26,200	26,680	27,270	28,100	28,370	28,965	25,754	14,698
Portland (part)*	750	760	759	770	780	785	747	707
Rivergrove (part)*	290	290	290	290	310	315	287	267
Sandy	5,425	5,380	5,780	6,200	6,360	6,680	5,385	4,154
Tualatin (part)*	2,695	2,725	2,740	2,820	2,895	3,065	2,664	1,406
West Linn	22,440	23,090	23,430	23,820	23,970	24,075	22,261	16,389
Wilsonville (part)*	14,360	14,165	15,585	14,225	14,595	14,855	13,987	7,096
Unincorporated	176,290	180,150	181,157	182,035	182,745	175,020	176,288	160,128

The City of Molalla's population base grew at an average annual rate of 4.5% from 1990 through 2000, more than twice the rate of growth for Clackamas County. Following relatively slow growth from 2000 through 2003, the City has seen growth accelerate in 2004 and 2005. While Happy Valley has been the County's fastest growing community over the last several years, land constraints are expected to shift an increasing share of demand to more peripheral communities such as Damascus, Sandy and Molalla.

Families with children have accounted for much of the growth in the City, while households without children represent a relatively low proportion of the overall household mix. The growth in families is likely attributable to the area's relative affordability as well as a quality school system.



Based on first quarter residential permit data, residential unit delivery in 2006 should be strong in Molalla. New subdivision activity in the area is expected to accommodate and help sustain the recent growth surge.





The City of Molalla's population projections anticipate an average annual rate of growth of 2.9% through 2025, increasing the population to just under 11,000 and number of household to 3,830. Based on recent trends, this forecast appears to be well within reasonable expectations. The City's share of Clackamas County's overall population would shift from 1.7% in 2000 to 3.1% in 2025.

Income and Employment

The income and employment characteristics of the City of Molalla are well documented in the City's Economic Development Profile, prepared by E.D. Hovee & Company in 2005. The following is a brief summary of the findings of that report regarding local income and employment.

- Household income in the area has increased at a rate above that of Clackamas County as a whole. Nonetheless, median incomes in the City were at 82% of the County median in 2000.
- While Molalla has historically been economically tied to the lumber industry, it has recently become more closely integrated with the overall Portland metropolitan area. This is reflected in the growing number of local residents who are employed outside of the community.
- The City of Molalla's work force grew substantially over the last decade, while the percentage of local workers employed within the City dropped from 36% to 23% from 1990 through 2000.
- Employment levels in the 97038 zip code have risen at an average annual rate of 6.3% from 1996 through 2003. Prior to this period, the area's employment base dropped substantially, due to the closure of a number of lumber mills.
- Manufacturing remains the area's largest employment concentration, led by lumber and wood products. The service sector has been growing rapidly, accounting for almost 22% of local employment in 2003. The retail sector is the third largest cluster, at just under 17%.
- The City of Molalla is targeting an average annual job growth rate of 5.5% through 2025. This reflects a fairly aggressive forecast, and is based on a policy decision to target 1.6 jobs per household. The expectation is that the services and retail sectors will provide much of this new employment, which is reflective of the area's residential growth.

V. RETAIL MARKET TRENDS

The retail market is an area of obvious opportunity in the Molalla area, as population levels arise and associated levels of local buying power increase. The City recently commissioned Marketek to complete a market analysis of downtown retail potential. This study was made available to us in draft format, and provides a substantial amount of the information summarized in this chapter.

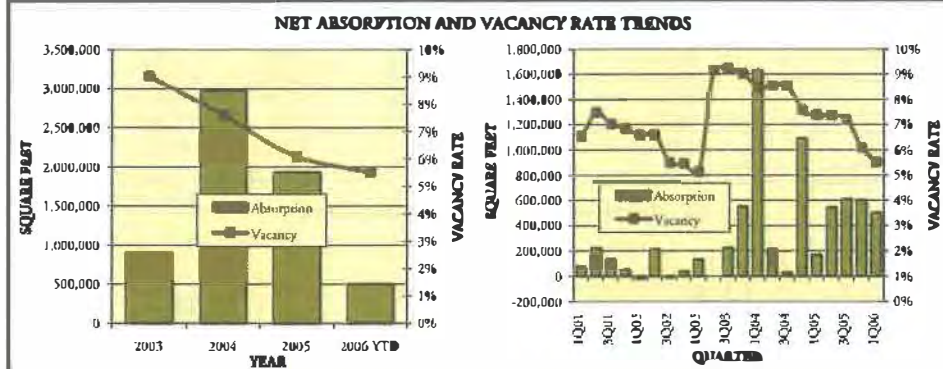
Portland Metropolitan Area Trends

The Portland metropolitan area's retail market vacancy rate continues its ten-quarter gradual decline from a high of 9.2%. In the first quarter, the market absorbed 504,000 square feet while adding



163,000 square feet of new space. Vacancy in tracked space on Co-Star¹ dropped from the last quarter to 5.5%. In regional and power centers, vacancy remained minimal, while community/neighborhood centers continued their positive trend, with vacancy dropping to only 4.2%. Mixed-use (9.9%) and strip/specialty/urban centers (8.8%) again had the highest vacancy rates, though occupancy was up substantially for both compared to the previous quarter.

BREAKOUT BY CLASS	Speculative	New	Inventory	Net	Vacancy	
	Inventory	Construction	Adjustments	Absorption	S.P.	Rate
Strip/Specialty/Urban	19,908,766	86,388	1,120,835	345,245	1,752,208	8.8%
Community/Neighborhood	24,740,783	0	-2,716,765	218,441	1,030,945	4.2%
Mixed Use	1,729,813	76,488	35,205	114,919	170,874	9.9%
Power/Regional	11,402,999	0	-2,497,855	-174,479	235,322	2.1%
Total	57,782,361	162,876	-4,058,580	504,126	3,189,349	5.5%



Mixed-use retail space typically reports vacancy levels well above average, as this type of space does not include typical anchor stores (such as a grocery or department store), and the tenants tend to turn over on a more regular basis.

The most significant recent retail development in the Region, Bridgeport Village in Tualatin, sold last year for a price of \$366 per square foot. The 465,000 square-foot lifestyle center has been well received and several new retail projects are scheduled for construction in the area along I-5. Major upcoming additions to Portland area retail include the 280,000 square-foot IKEA megastore, which is set to begin construction later this year at Cascade Station, and Kohl's, which will be building three stores and converting a fourth.

A total of 1.30 million square feet of new space is projected to enter the market over the next twelve months, while demand is estimated at 1.16 million square feet. While the Portland market has successfully absorbed recent surges in construction, this will be tested with the large amounts of new supply scheduled to enter the market in the next two years. Our demand model predicts market vacancy will edge up slightly to 5.6% by the first quarter of 2007, and continue upwards to 6.4% by the first quarter of 2008.

¹ CoStar is a firm that tracks commercial property listings in the Portland metropolitan area.

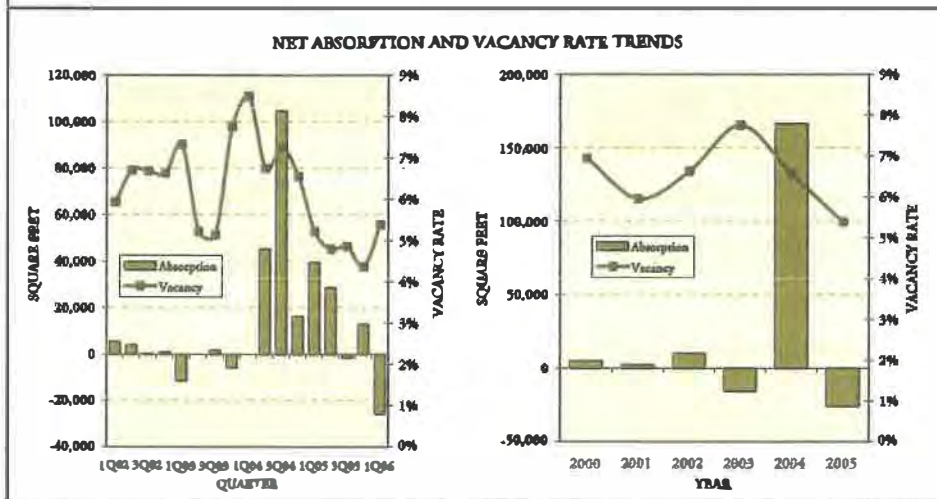
² Power Centers are regional-draw shopping centers that do not have covered common areas, such as the Clackamas Promenade.



The City of Molalla is included as part of the broader Oregon City/McLoughlin Corridor subregion. This market is among the healthiest in the Portland metropolitan area, with an overall vacancy rate of just over 5%. To-date, the area has been missing a regional retail center, but the proposed development by CenterCal in Oregon City will address that deficiency.

BREAKOUT BY CLASS	Speculative Inventory	New Construction	Inventory Adjustments	Net Absorption	Vacancy	
					S.F.	Rate
Strip/Specialty/Urban	551,236	0	66,472	7,142	19,334	3.51%
Community/Neighborhood	1,822,545	0	-182,300	-32,038	108,597	5.96%
Mixed Use	54,500	0	4,500	-808	2,850	5.23%
Power/Regional	0	0	0	0	0	N/A
Total	2,428,281	0	-111,328	-25,704	130,781	5.39%

BREAKOUT BY SUBMARKET	Speculative Inventory	New Construction	Inventory Adjustments	Net Absorption	Vacancy	
					S.F.	Rate
Damascus/Sandy	202,838	0	11,000	-23,388	72,058	35.52%
SE Outlying	406,611	0	-99,528	-5,360	3,970	0.98%
Oregon City	1,377,904	0	-29,200	4,995	52,457	3.81%
Canby	440,928	0	6,400	-1,951	2,296	0.52%
Total	2,428,281	0	-111,328	-25,704	130,781	5.39%



Molalla

The City of Molalla commissioned Marketek, Inc. to complete a retail market analysis, which was made available in draft form for the preparation of this memorandum. The recent work by Marketek provides a thorough assessment of market support for retail/service/restaurant uses in Molalla and the downtown Molalla commercial district. The following are key findings from this report:

- Population growth has been robust, with the population slightly younger relative to Clackamas County or the State of Oregon as a whole.



- An estimated 37% of the local work force is employed in “blue collar” occupations, compared to a countywide average of 23%. “White collar” employment represents 47% of Molalla marker area jobs, compared to 63% at the County level.
- The downtown area has a limited retail base, with expressed public desire for more specialty retail uses, particularly apparel and restaurants.
- Over half of residents surveyed did most of their non-grocery shopping in the Portland metropolitan area. The most common reason influencing shopping choice cited in the survey was the availability of a wide selection of goods and price-level.
- There are few vacancies in existing retail spaces in downtown Molalla.

The key to capturing a greater share of expenditures locally is to increase the desirability of the retail mix in the area. The Markerek report outlines a number of sound recommendations to strengthen the downtown retail mix. The key variable for generating development/redevelopment activity will be the degree to which marketable space can be marketed with viable tenants. New development will typically require pre-leasing commitments from tenants, at rates consistent with required returns. At this time, we do not have information with respect to marginal lease rates in the downtown area, but the Molalla Market Center is quoting rates of \$18.00 to \$22.00 per square foot triple net (exclusive of expenses). These rates are above those for older centers in Oregon City, indicating that the market is strong and may be able to support similar rent levels for new space in the downtown.

The retail market is currently sound in the Molalla area, with significant levels of leakage to the Portland metropolitan area. The recent and anticipated level of residential growth in the area should allow for an expansion of retail opportunities locally. Marginal rent levels appear to be adequate to support new construction, and are certainly high enough to support renovation/rehab of existing structures. Increasing the desirability of the retail mix in downtown Molalla is viable, but should be strategically approached. The benefits of a more vital commercial core would accrue to local property owners and businesses, as well as residents who would benefit from more attractive and convenient retail opportunities.

VI. OFFICE MARKET TRENDS

Portland Metropolitan Area

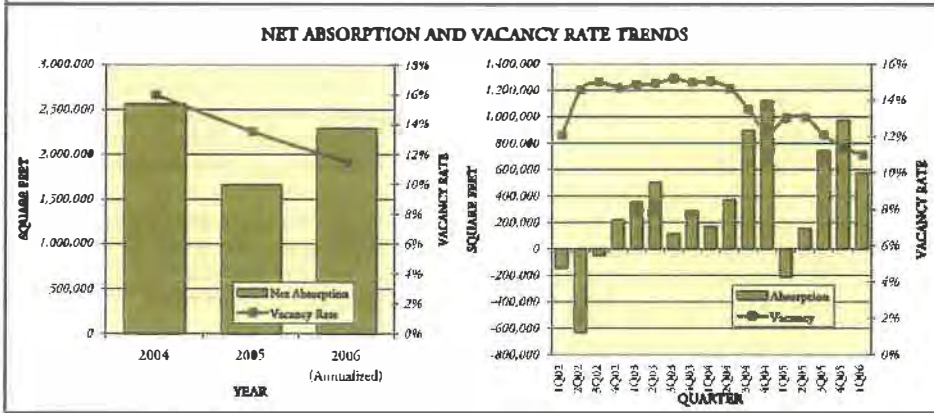
On a metropolitan area level, the office market has been recovering from an extended over-build period. While the overall market was soft, most of the vacancy was felt in the tech-heavy Sunset Corridor and downtown Portland submarkets. The suburban markets remained relatively healthy, as population growth continued bringing an associated demand for uses such as medical office.

The Portland metropolitan area's speculative office market reported an increase in overall occupied office space during the first quarter of 2006 of over 570,000 square feet, the fifth-largest quarterly gain in the past five years despite significant new construction. The strong absorption and general tightening of the market suggest a continued positive future outlook. The direct vacancy rate and total vacancy including sublease space dropped to 11.0% and 11.5%, respectively. Office space is typically underwritten with an assumed 10% vacancy rate, which is considered a structural rate of vacancy consistent with a balanced market. Using this baseline, the market overall is still somewhat over-supplied, but moving towards stabilization.



OFFICE MARKET SUMMARY, FIRST QUARTER 2006

	Speculative Inventory	New Construction	Inventory Adjustments	Net Absorption	Vacancy		Vacancy		
					Direct	Sublease	Direct	Total	
BREAKOUT BY CLASS									
Class A	25,707,577	0	66,975	1,344,623	1,962,987	165,588	7.64%	8.28%	
Class B	26,550,035	197,497	242,514	352,473	3,566,105	131,488	13.43%	13.93%	
Class C	14,402,115	0	462,647	85,959	1,742,335	43,857	12.43%	12.74%	
Total	66,279,527	197,497	772,136	573,055	7,271,427	340,933	10.97%	11.49%	



The direct vacancy rate for Class-A space is estimated at 7.6%, or 8.3% with sublease space included, a drop that is consistent with the overall market. Direct vacancy is estimated at 13.4% and 12.4% for Class-B and Class-C space, reflecting a continued move to quality in this buyer's market. An estimated 7.3 million square feet of tracked space is directly vacant, with 341,000 square feet of space identified for sublease. The amount of sublease space has now declined consistently over the past nine quarters, and both direct and total vacancies have been generally trending downward over the past three years.

We are seeing vacancy rates below 10% in the I-5 South Corridor, the Sunset Corridor/Hillsboro, and the East Multnomah County subregions. The first two markets, along with Kruse Way/Washington Square serve major executive housing concentrations, and have performed far better than the Portland CBD over the last decade. The strongest submarkets in terms of occupancy are Close-In Northeast Portland (3.8%), the I-205 corridor in East Multnomah County (5.6%), and Kruse Way in Lake Oswego (6.2%).

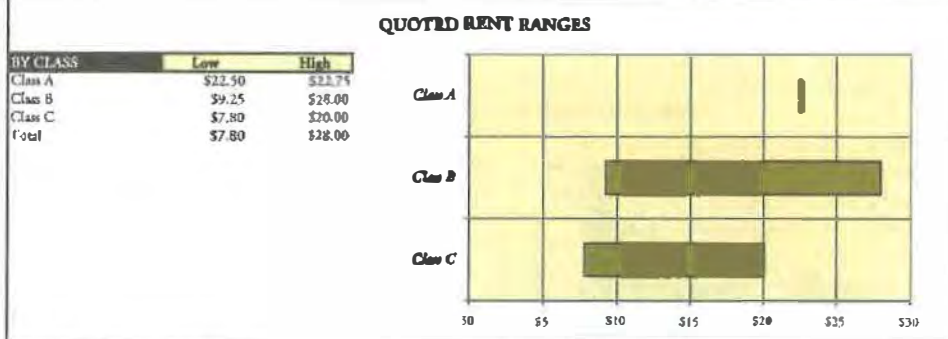
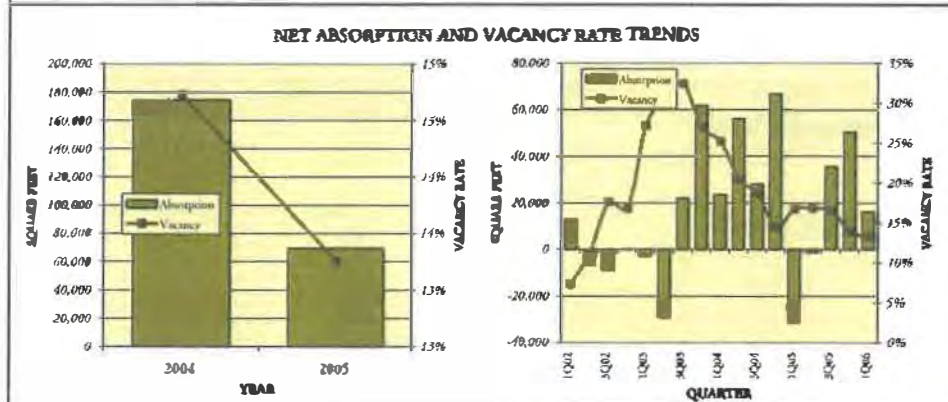
Soft market conditions and low net lease rates are expected to limit new supply over the next year to 1,084,000 square feet, while demand is forecasted to exceed 2.3 million square feet. Our demand forecasts for office space are employment driven, and as a result do not factor in the marginal impact of soft market conditions and reduced effective lease rates. During periods of relatively high vacancy, aggressive leasing tactics have the ability to generate demand through reducing the effective cost of space to tenants. While this can lead to an increase in net absorption, it is important to recognize that the impact is temporary, and does not change the underlying demand for space if priced appropriately. Our projected demand increase reflects predictions for improved economic performance in the region.



Molalla Area

The Molalla area is included within the broader Milwaukie/Gladstone/Oregon City submarket in terms of tracked office space. This market reported a 13.9% vacancy rate at the end of the first quarter of 2006, and is heavily weighted towards lower quality Class B and Class C space. The vacancy rate has improved significantly over the last few years.

BREAKOUT BY CLASS	Speculative Inventory	New Construction	Inventory Adjustments	Net Absorption	Vacancy		Total
					Direct	Sublease	
Class A	171,710	0	0	9,412	56,595	0	32.96%
Class B	941,960	4,192	33,000	-13,052	130,565	0	13.86%
Class C	855,749	0	49,223	19,757	73,893	0	8.69%
Total	1,969,419	4,192	82,223	16,117	261,053	0	13.26%
Milwaukie/Glad/OC	1,969,419	4,192	82,223	16,117	261,053	0	13.26%
Total	1,969,419	4,192	82,223	16,117	261,053	0	13.26%



SOURCE: CoStar and Johnson Gardner

Office space demand within the City of Molalla will likely be based on community needs, supported by the area's population base and industrial activity. Likely tenant types would include medical office, insurance brokerages, realty companies, title companies, and other professional office users.



These types of office tenants will often utilize ground floor commercial space, as they have a significant amount of customer traffic, but can be located in more traditional office configurations.

VII. INDUSTRIAL MARKET TRENDS

While industrial space is not seen as an appropriate use type within the downtown area, the success of the area's industrial properties to attract employment will be key to the ongoing strength of the downtown area.

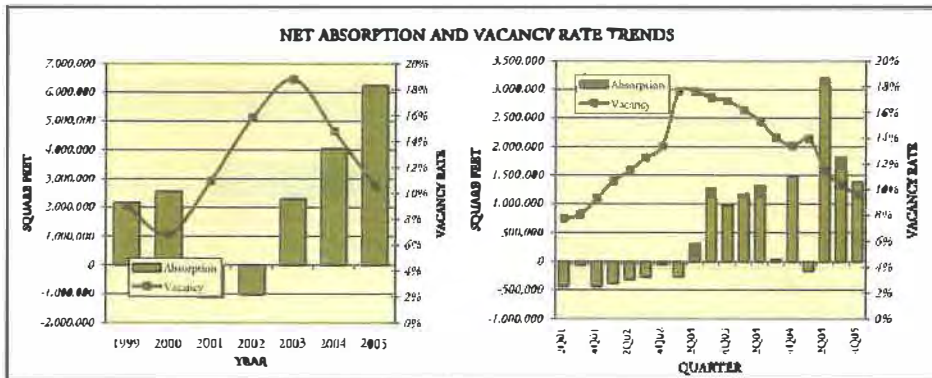
Portland Metropolitan Area

The metropolitan area's speculative industrial market experienced net absorption of 181,000 square feet during the first quarter of 2006, and an increase in direct vacancy from 9.6% to 10.1% in tracked projects. The overall occupancy rate for traditional industrial space is estimated at 10.2% with sublease space included. The flex market component of the industrial market had higher rates of 14.6% direct and 15.2% overall.

FIRST QUARTER, 2006

BREAKOUT BY CLASS	Speculative Inventory	New Construction	Inventory Adjustments	Net Absorption	Vacancy		Vacancy	
					Direct	Sublease	Direct	Total
Industrial	114,633,908	701,260	968,459	(127,739)	10,706,116	928,451	9.34%	13.15%
Flex	19,567,287	35,686	112,537	308,675	2,860,953	114,806	14.62%	15.21%
Total	134,201,195	736,946	1,080,996	180,936	13,567,069	1,043,257	10.11%	10.89%
BREAKOUT BY SUBREGION								
Westside	46,688,225	86,936	494,689	322,933	3,178,901	691,745	11.09%	12.57%
North-Northwest	26,510,973	438,750	167,525	(85,727)	2,282,387	67,622	8.61%	8.86%
Northeast	29,029,850	50,800	152,197	(110,857)	2,877,005	136,189	9.91%	10.38%
Southeast	18,517,548	99,110	(184,125)	(62,149)	2,133,551	53,718	11.52%	11.81%
Vancouver	13,454,598	62,150	458,710	116,737	1,095,225	93,983	8.14%	8.84%
Total	134,201,195	736,946	1,080,996	180,936	13,567,069	1,043,257	10.11%	10.89%

As with office space, the demand for industrial space is directly correlated with growth in industrial space using employment, and a rebound in this market will ultimately be directly tied to an economic rebound.





There has been a shift in demand for owners wanting to buy and occupy buildings, with a number of developers now actively targeting this niche. Sales prices are above what can be achieved in traditional speculative construction, making this type of product attractive in the right circumstances.

New supply is projected to total around 2.1 million square feet during through the second quarter of 2007, while demand is expected to reach 4.8 million square feet. The CoStar data used in this analysis includes some owner-occupied space, which tends to increase the overall occupancy rate. The following table summarizes fourth quarter data from CB Richard Ellis that is limited only to speculative space. As shown, the overall vacancy rate is significantly higher for speculative space at that time. During the same period, the estimated vacancy rate for all space was 11.4%, while the rate for speculative space was estimated at 14.24%.

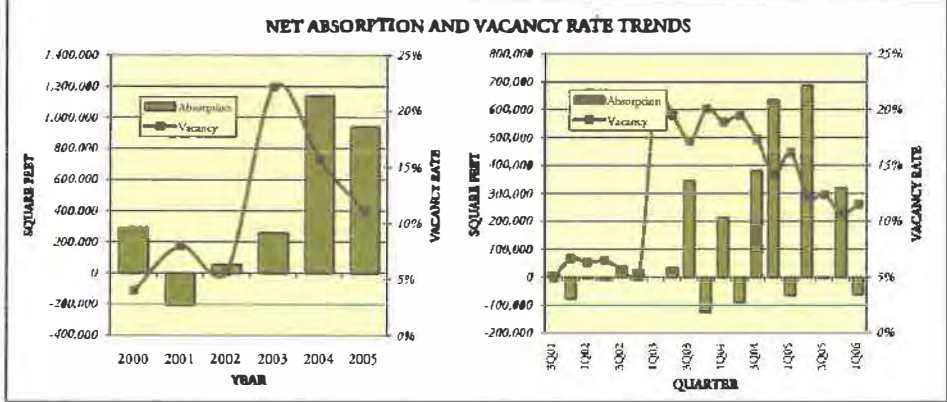
	FOURTH QUARTER, 2005				Net Absorption		
	Net Rentable S.F.	Available S.F.	Vacancy Rate	Quarterly Net Absorption	2002	2003	2004
<i>Northeast</i>	9,908,953	1,462,561	14.76%	152,542	306,494	3,583	213,060
<i>Northwest</i>	7,789,851	1,042,282	13.38%	109,350	-41,545	-58,371	251,039
<i>Southwest</i>	5,033,574	648,324	12.88%	54,496	162,447	-27,614	-42,015
<i>Southeast</i>	20,562,144	3,400,979	16.54%	313,807	-220,871	-547,372	306,214
<i>Vancouver</i>	8,072,235	762,826	9.45%	96,624	-5,703	180,659	156,643
<i>Overall</i>	51,366,757	7,316,973	14.24%	726,819	200,822	-449,115	884,941

Molalla Area

The Molalla area is included within the Portland metropolitan area's broader Southeast submarket in terms of tracked industrial space. This market reported an 11.5% vacancy rate at the end of the first, with the Oregon City area reporting a rate of 18.8%. As with the office market, industrial development is typically underwritten assuming a 10% structural vacancy rate. The current rate indicates that the market is soft, but it has been improving rapidly.



	Speculative Inventory	New Construction	Inventory Adjustments	Net Absorption	Vacancy		Total
					Direct	Sublease	
BREAKOUT BY CLASS							
Industrial	17,143,549	99,110	-172,125	-60,080	1,900,552	37,718	11.31%
Flex	1,374,000	0	-12,000	-2,068	232,999	16,000	18.12%
Total	18,517,549	99,110	-184,125	-62,149	2,133,551	53,718	11.52%
BREAKOUT BY SUBMARKET							
Clatsamas	5,724,900	0	-349,490	117,787	472,504	37,203	8.25%
Close-In Southeast	4,081,548	0	53,733	25,527	499,345	16,515	12.23%
Milwaukie	6,869,670	80,566	66,932	-148,582	883,692	0	12.86%
Oregon City	862,850	0	11,840	-40,101	162,327	0	18.91%
Other	978,581	18,544	32,860	-16,779	115,683	0	11.82%
Total	18,517,549	99,110	-184,125	-62,149	2,133,551	53,718	11.52%



BY CLASS		
	Low	High
Industrial	\$0.18	\$1.67
Flex	\$0.35	\$1.46

BY SUBMARKET		
	Industrial	Flex
Clatsamas	\$0.27 - \$1.00	\$0.54 - \$1.00
Close-In Southeast	\$0.20 - \$1.67	\$0.50 - \$1.17
Milwaukie	\$0.25 - \$0.80	\$0.69 - \$1.04
Oregon City	\$0.37 - \$0.90	—
Other	\$0.34 - \$0.54	\$0.49 - \$0.49
Total	\$0.20 - \$1.67	\$0.50 - \$1.17

QUOTED RENT RANGES

The Industrial chart shows rent ranges for Clatsamas, Close-In Southeast, Milwaukie, Oregon City, and Flex. The Flex chart shows a single range for the Flex class. The x-axis represents rent per square foot from \$0.00 to \$1.50.

SOURCE: CoStar and Johnson Gardner LLC

The Molalla's area distance from regional transportation network makes it a relatively weak site for warehouse/distribution uses. The availability of land and local labor force will likely be attractive to small manufacturers and end user firms, with the relative isolation of the discouraging the type of speculative activity seen along the Interstate corridors. Areas along the Interstate highway system are seen as more attractive to institutional investors, and tend to attract a greater level of speculative construction activity.



Memorandum

DATE: November 28, 2006

TO: Gene Green
 Jamie Johnk
 CITY OF MOLALLA
 Kirstin Greene
 COGAN OWENS COGAN

FROM: Jerry Johnson
 JOHNSON GARDNER, LLC

SUBJECT: Technical Memo #1: Market Analysis for Downtown Molalla

ADDENDUM

As part of our evaluation of the City's Downtown Development and Highway 211 Streetscape Plan, Johnson Gardner has been conducting a series of interviews with professionals in the development industry, both private sector developers and public agencies tasked with encouraging downtown development and/or redevelopment. To-date, the following interviews have been completed.

- Alice Rowyer, Executive Manager, City of Gresham
- David Copenhagen, Gramor NW
- Phil Whitmore, Metro
- Rob Hinnen, Trammell Crow Residential
- Eric Wentland, Developer

This memorandum will be updated as additional interviews are completed.

I. CONCLUSIONS

Persons interviewed had a range of experience with Molalla, but most were only occasional visitors. The interviewees were chosen based on their experience either locally or in developments of a scale and nature similar to what is envisioned in the planning efforts to-date. The general consensus was that Molalla's time will likely come, but it may not be there yet. While planning for mixed-use, keep in mind that this is a market in which achievable pricing is limited, and the form of development will vary substantively from areas with higher pricing.

A range of actions were recommended if the City wanted to influence development activity in the downtown area. It was stressed by all persons interviewed that the City shouldn't place unworkable limits on new development, or nothing will happen. If a decision was made to intervene in the market, it might include a decision for strategic acquisitions, establishing tools to encourage targeted development forms, or additional planning efforts to assist in local visualization of what is possible.



II. COMMENTS FROM INTERVIEWS

This section outlines selected comments obtained during our interviews. Comments are categorized by area of emphasis, and not directly attributed.

Familiarity with Molalla

- Developed a shopping center in Molalla
- Daughter takes equestrian lessons in Molalla area
- Regular visits to the area, personal reasons
- Haven't been to Molalla for about ten years
 - Used to ride through on bike rides

Primary Area of Professional Activity

- Commercial development, including some mixed-use and redevelopment projects
- Commercial and residential development, mixed-use and infill sites
- Encouraging and facilitating mixed-use developments for Metro in support of 2040 plan objectives

What Criteria Does Your Firm Use in Selecting Projects

- Demographics, path of growth favored
- Emerging areas, interesting projects

Would your firm have interest in developing properties in Molalla?

- Yes. Second phase of existing project is still planned, if anchors can be attracted
- Limited capacity, and probably opportunities in areas easier to supervise due to proximity

Opportunities

- Molalla could support a hardware/farm-type tenant (i.e., Wilco, Coastal). Area draws substantially from surrounding rural areas.
- Tenants like to locate in direction of growth, often on periphery.
- Marginal retail rents are in the \$26 to \$28 range, which can support new construction but of an affordable nature.
- The area may not be ready for significant density, but modest projects should be viable
- Much of the recent growth to-date has been driven by residential development.

Challenges

- Woodburn and Silverton are competitively strong.
- Have a lot of projects going, Molalla not seen as a priority
- This is an area we would not have any interest in, as the market is too thin to support the scale of development we need to do.
- Distance will make project management difficult for non-local developer

Recommendations for the City

- If the City intends to intervene in the development market, there should be a consensus regarding what it wants to achieve.
- Use design guidelines and a specific area plan as a base
- Keep public outreach focused
- Don't be too prescriptive, allow the development market some flexibility



- Tools used have included land assembly, grants, vertical housing tax abatements, SDC waivers or flexibility in payment, Low Income Housing Tax Credits (LIHTC) and second position debt.
- Grants and low income loans are available
- The City needs to be patient, but can opportunistically acquire key properties when available.
- If a developer is found, the City needs to be willing to support financially and politically
- If the public process is too early, it can create unrealistic expectations
- An Ad Hoc committee with a good cross section of representation can help get buy off prior to public release
- City could acquire key parcels and write down for targeted development types
- Use vertical housing tax abatements to encourage mixed-use
- Establish an Urban Renewal district
- Conduct a design charrette, allowing the public to visualize what Molalla could be
 - Need to find a way to engage interested buyers, prospective developers
- Hold focus groups to establish prospective buyer interest
- Initial projects should be modest in size
- The City can use public investments to drive private development activity, either through direct development, infrastructure development or serving as a tenant in a mixed use development.

320 WOODLARK BUILDING
813 SW ALDER STREET
PORTLAND, OREGON 97205-3111
503/225-0192 • FAX 503/225-0224
COGAN OWENS COGAN.COM • WWW.COGANOWENS.COM

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PLANNING
COMMUNICATIONS
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SUSTAINABLE DEVELOPMENT
ENVIRONMENTAL PROJECT MANAGEMENT
GOVERNMENTAL/COMMUNITY RELATIONS

MEMORANDUM

DATE: October 23, 2006

TO: Jamie Johnk, Gene Green, City of Molalla
Downtown/Oregon 211 Task Force
Downtown/Oregon 211 Project Management Team

FROM: Teak Wall, Kirstin Greene, AICP

RE: **Final Technical Memo # 2: Plans, Services, and Programmed Improvements**

This technical memorandum identifies plans and policies that are relevant to the Molalla Downtown Development & OR 211 Streetscape Plan (the Downtown/OR 211 Plan). It outlines planned infrastructure improvements and discusses opportunities and constraints on the provision of infrastructure for future growth in the Downtown Study Area.

STATE OF OREGON

1) State Goals

The foundation of Oregon's land use planning program is a set of 19 statewide planning goals, which express the state's policies on land use and related topics. Local governments, special districts and state agencies' plans must all be consistent with the goals.

The following goals are most applicable in guiding the Downtown/OR 211 Plan:

- a) Goal 1: To develop and implement a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.
- b) Goal 2: To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions. Attempts to ensure coordinated planning among cities, counties, special districts and other interest groups.
- c) Goal 5: To protect natural resources and conserve scenic and historic areas as well as open spaces.
- d) Goal 11: To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.
- e) Goal 12: To provide and encourage a safe, convenient and economic transportation system; includes provisions for freight, automobile, bicycle and pedestrian use.

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- f) Goal 14: To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban residential and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.

2) Oregon Highway Plan

The 1999 Oregon Highway Plan (OHP) describes the current conditions of the state highway system and establishes policies and strategies for future improvements and highway system standards. The plan emphasizes:

- Efficient management of the system to increase safety, preserve the system and extend its capacity;
- Increased partnerships, particularly with regional and local governments;
- Links between land use and transportation;
- Access management;
- Links with other transportation modes; and
- Environmental and scenic resources.

The OHP also allows for the designation of special transportation areas (STAs) and Urban Business Areas (UBAs). The purpose of STAs is to "provide access to community activities, businesses, and residences and to accommodate pedestrian movement along and across the highway in a downtown, business district and/or community center." UBAs are designated highway segments intended to maintain efficient traffic flow while allowing speeds and access appropriate to commercial uses.

CITY OF MOLALLA

3) Existing Comprehensive Plan

The City of Molalla Comprehensive Plan is a legally-binding document that describes community goals, desired land uses, and policies. The Comprehensive Plan map delineates land use designations for the city. Descriptions of Comprehensive Plan elements relevant to the Downtown/OR 211 Plan follow.

a) Commerce

The City's goal is to "develop a commercial district of a size and with a range of services related to the needs of the population and market area."

Relevant policies include:

- Ensure, through ordinance requirements that adequate off-street parking is provided to the core area of the city to the greatest extent possible.
- Locate commercial lands where good access and public exposure exist.
- Provide the additional land needed for commercial expansion to serve the projected population growth and to ensure choice in the market place.

- Provide for **maximum flexibility** in the use of the land by designing **specific areas** for a mix of commercial uses.
- Locate **commercial lands** where public services exist or can be provided.

b) Water

The City's goal is to maintain an adequate water quality, supply and distribution system to meet the needs of the citizens of Molalla.

Relevant policies include:

- To improve the condition of the water distribution system and curtail losses by leakage as soon as possible.
- To provide fire flows west of the SPRR Tracks as a high priority public facility project consistent with financial capability of the City.

c) Transportation

The city aims to minimize the vehicular impact upon the City of Molalla and to integrate Molalla with the various transportation planning and development systems within the state.

Relevant city policies that may affect the Downtown/OR 211 Plan include:

- Provide safe pedestrian access to schools, parks, and shopping to make walking a realistic alternative to driving within the city.
- Encourage bicycle paths within the city to the greatest extent possible
- Explore all possibilities for developing an alternate truck route to divert the heavy truck traffic away from the core area.
- Pursue with other government agencies the possibility of providing transit service for people at the senior center.
- Support the development of pedestrian/bikeways along Molalla's road network to the greatest extent possible.

An update to the Comprehensive Plan is underway and will be available for review by early October.

4) Existing Zoning Code

The City of Molalla Zoning Ordinance within the City implements the Comprehensive Plan policies. The map is the same as the Comprehensive Plan and identifies zoning designations for parcels within the city, while the ordinance provides standards and criteria for land use and development. The following zone designations can be found in the study area:

i) Residential

The R-2 District provides for detached single-family dwellings or duplexes.

The R-3 District provides for duplexes and multi-family dwellings.

ii) Commercial

The commercial districts are intended to provide shopping, business, and transportation serving the community and its trading area.

The C-1 Central Commercial district allows for a broad range of uses in keeping with Molalla's historic commercial area and central business districts. Development in the C-1 district is intended to be characterized by high building coverage and close placement of buildings. Development is also to be pedestrian-oriented with a strong emphasis on a pleasant streetscape.

Retail, services, public use facilities, and office uses are allowed outright in the C-1 zone. Central Commercial zones are located in downtown Molalla along North Molalla Avenue and West Main St.

The C-2 district allows a full range of retail and service businesses for a local or regional market. The district should be characterized by attractive development, an open and pleasant street appearance, and compatibility with adjacent residential areas. Development is expected to be generally auto-oriented, and intended to be aesthetically pleasing for motorists, pedestrians, and the businesses themselves. Retail, services, public use facilities, office uses, public buildings, and some rail uses are allowed outright in the C2 zone. This zone is found along Hwy 211 outside the city center.

iii) Industrial

Light Industrial (M-1) areas are designated for non-polluting industries, which are generally compatible with residential and commercial activities. In a light industrial district, attention is given to the protection of surrounding areas from off-site impacts. Light industrial parcels in Molalla are located along Hwy 211 and South Shaver Street.

The purpose and function of a manufacturing district (M2) is to encourage the location of uses that have a strong industrial orientation while protecting the health, safety and welfare of the public and character of the area. M2 zones are located on large parcels outside the city center.

iv) Public/Semi-Public

The purpose and function of this district is for the siting of public or semi-public facilities. This zone is found on large parcels scattered throughout the city.

5) Proposed Zoning Code

The proposed changes to the zoning code are expected to reflect the 2006 amended Comprehensive Plan. New residential (R-5) and highway commercial (C-3) zones are proposed, as well as a mixed-use, central business district zone.

a) Zoning Designations in study area

i) Residential

The R-2 District provides for low-density residential development, which is the major source of single-family housing. This zoning shall be located throughout the City, and allows for duplexes on corner lots only.

The R-3 District is primarily intended for duplex and multi-family dwelling structures; and the R-4 District provides for high density residential development.

The R-5 District will be applied to the historic area of the city. The purpose of this area is to maintain the look and feel of the city's with the Historic Downtown Central Business District to create uniformity in the Central Business District (CBD, described below).

The Timber Town Community Planning Area (TTCPA) District shall provide for very high density mixed use creating a pedestrian-friendly atmosphere.

ii) Commercial

The CBD zone shall apply to property located within the historic downtown section previously known as the Central Commercial (C-1) zone. The CBD intends to assure an intense mix of pedestrian-sensitive commercial, governmental and community service uses as well as hotels, offices, restaurants, artistic outlets, indoor recreational opportunities and other attractions. Residential uses are allowed as part of a mixed use environment.

The C-2 development is expected to be generally auto oriented, and intended to be aesthetically pleasing for motorists, pedestrians, and the business themselves. The zone allows for a full range of retail and service businesses.

The Highway Commercial zone shall apply to property zoned C-3 on the Comprehensive Plans Land Use maps. This zone allows large retail operations that provide for shopping for the community and its trading area.

iii) Industrial

Mixed Industrial/Commercial provides for heavy industrial uses with industrially supportive commercial uses.

Light Industrial areas (M-2) are designated for non-polluting industries, compatible with residential and commercial activities.

A manufacturing district (zoned M-3) encourages the location of uses that have a strong industrial orientation. The regulations promote uses and developments which will support the economic viability of the City; while protecting the health, safety and welfare of the public, and character of the area.

iv) Public/Semi-Public

This district is for the siting of public or semi-public (PSP) facilities. This chapter ensures that these facilities are properly located and that they are compatible with their surrounding neighborhoods. Typical uses in the PSP include public parks or schools.

6) City of Molalla Transportation System Plan

The City of Molalla's Transportation System Plan (TSP) serves as the transportation element of the local comprehensive plan. It establishes a system of facilities and services to meet long-range transportation needs with a focus on integrating transportation and land use. The TSP must be consistent with the OHP and other required plans. The Downtown/OR 211 Plan must be consistent with both the Molalla TSP and Clackamas County's Functional Classification Plan.

City of Molalla Roadway System Plan

Molalla's roadway system plan provides guidance on how to best facilitate roadway travel over the planning period.

a) City of Molalla's Functional Classification Plan

The roadway functional classification determines:

- a roadway's intended purpose;
- the amount and kind of traffic it is expected to carry;
- the degree to which non-auto travel is emphasized;
- design standards.

The functional classification plan for the City of Molalla includes four functional categories: arterials, collectors, neighborhood streets, and local streets.

- i) Arterials are primarily intended to carry traffic into and out of the city. Circulation is the primary function of arterials; local access is secondary.
- ii) Collectors provide some local access while facilitating mobility within the city.
- iii) Neighborhood streets connect neighborhoods with collectors and arterials.
- iv) Local streets provide access to adjacent land uses.

b) Street Design Standards

Street design standards are used to establish the intended degree of access and circulation of each roadway class. Specific design standards are included in the city TSP. The TSP also sets forth general guidelines for the improvement of arterial/collector intersections.

Access Management Strategies

Access management is a tool used to preserve desired roadway access and circulation standards as development occurs. The Oregon Transportation Planning Rule (TPR) defines access management as a set of measures regulating access to streets, roads, and highways from public roads and private driveways. Spacing standards for access points are established based on the posted speed of a roadway. Different standards exist for UBAs and STAs. ODOT has the authority to regulate access on Highway 211 and Highway 213, while the City of Molalla has

authority over other roadways within its boundaries. Access standards for each roadway type are included in the Molalla TSP.

a) Potential STAs and UBAs

The OHP allows the establishment of Special Transportation Areas (STAs) for segments of state highways "in which growth management considerations outweigh the need to limit access." The Molalla TSP identifies the portion of Highway 211 between Hart Avenue and Grange Street as a potential STA.

Sections of the state highway within the city but close to the city limits may be designated as UBAs. Potential UBAs on Highway 211 include the areas between Hezzie Avenue Dixon Avenues and between Cole and Mathias Streets.

Pedestrian and Bicycle Plan

The pedestrian and bicycle plans included in the Molalla TSP are primarily intended to provide connections between major activity centers (e.g., schools).

a) The following components of the pedestrian system are outlined in the Molalla TSP:

- The provision of a sidewalk network from the Molalla High School campus to the adjacent existing and future residential neighborhoods.
- The continued development and enhancement of the downtown Molalla pedestrian environment.
- The provision of appropriate sidewalk and/or multi-use trails both to and from and within all new development in the city, and to the future park in the southern portion of the City.

The TSP also recommends specific enhancements to the pedestrian environment. See also list of opportunities and constraints.

b) The Molalla bicycle plan aims to create a safe and effective bicycle network. Bike lanes should be provided along all major collectors and arterials except in downtown Molalla. Recommended enhancements to the bicycle system are delineated in the TSP.

The City will begin a park master plan that will have a large priority placed on a bicycle and pedestrian path plan.

Roadway Improvement Plan

The roadway improvement plan identifies specific improvements needed to improve safety and accommodate future growth. Brief descriptions of these projects that fall within the study area follow.

Near-term (1-5 years)

Highway 211/Highway 213

As development occurs in the vicinity of this intersection, several improvements will be needed over time, including signalization, left-turn lanes on all approaches, and northbound and westbound right-turn lanes. These improvements will be constructed on an as-needed basis, concurrent with the development of nearby parcels.

Street reconstruction projects:

- May Avenue, between 5th and 6th Streets;
- Section Street, between Molalla and Hart Avenues;
- Heintz Street, between Cole Avenue and Grange Street.

Main Street/Grange Street/Berkley Avenue To improve pedestrian safety at these intersections, and to eliminate conflicting turning movements, a raised median with pedestrian refuge is proposed in the center of Main Street to serve the existing crosswalk and to block left turns into and out of Grange Street. This improvement will require the removal of on-street parking on Main Street between Swiegle and Lola Avenues.

Pedestrian and Bicycle Projects

These projects can include installing sidewalks on major streets, constructing off-street pedestrian and bicycle pathways, striping bicycle lanes and/or constructing curb extensions at intersections.

Long-Term (6-10 years)

Molalla Avenue/Main Street

A traffic signal will be required at this location. Left-turn lanes may be needed on some intersection approaches. Constructing left-turn lanes may create need for additional off-street parking in the downtown area.

Molalla Avenue/Toliver Road

A traffic signal will be needed at this location.

Toliver Road Widening -- COMPLETED

To provide an attractive east-west alternative to Main Street, and to serve traffic from future residential development in northern Molalla, Toliver Road should be improved to major collector street standards, including a three-lane cross section, bicycle lanes, and sidewalks.

Leroy Avenue/Main Street

This intersection may need to be signalized, depending on when adjacent land redevelops, particularly the industrial area south of Main Street.

Molalla Avenue/Shirley Street

Without an extension of Heintz Street, Shirley Street will become the major east-west route in northeastern Molalla. Its intersection with Molalla Avenue will need to be signalized.

Mathias Street/Main Street

This intersection is the eastern gateway to Molalla. The current "Y" intersection should be redesigned into a more conventional form to reduce the number of potential conflict points.

Downtown Bypass (existing Highway 211 section)

Highway 211 should be widened between its future intersection with Main Street and Highway 213 to provide a three-lane cross-section, bicycle lanes, and sidewalks.

Downtown Bypass (Molalla Forest Road section)

Molalla Forest Road should be reconstructed as needed and widened between Main Street and Mathias Road to provide one travel lane in each direction, a landscaped median, bicycle lanes, and sidewalks. Access should be limited in order to preserve its function as a bypass into the future.

Downtown Bypass (Mathias Road section)

Mathias Road should be widened to three lanes, with bicycle lanes and sidewalks, between Main Street and Molalla Forest Road.

Molalla Forest Road/Main Street

In conjunction with the opening of the downtown bypass, an intersection will be required where the downtown bypass intersects Main Street.

7) Capital Improvements Plan

The following list of projects is identified on the city's Capital Improvement Plan (CIP) and within the study area for the plan.

Items in strikethrough have been completed:

Wastewater Collection:

Toliver Road Trunk Upgrade
~~Molalla/Hwy 211 Sewer Improvements~~
 Highway 213 south trunk extension
 Bear Creek Trunk Upgrade
 Industrial (South) Trunk Extension

Water System Improvements:

~~Heintz St N Molalla Ave to N Cole St~~
~~South Cole St~~
 Hwy 211, Shaver to Leroy
 Toliver Road, North Molalla to Ridings
 Grange St, E Main to Heintz St
 3rd St, South Molalla to Eckerd
 Robbins Rd, N Molalla to Grange St

Transportation Improvements:

Reconstruct Section St from Hart Ave to South Molalla Ave
 Reconstruct Hart Ave from Section St to West Main St

Park Improvements:

~~Library Park~~

~~City Park~~
~~Pedestrian Trail connecting Molalla Ave to Mathias~~

Facilities:

- Remodel and Expand City Hall
- Design and Construct new Public Works Building

8) Clackamas County Transportation System Plan

Clackamas County owns sections of four roads in Molalla: Molalla Avenue, Feyrer Park Road, Toliver Road, Leroy Avenue and Mathias Avenue. Chapter Five of the County's Comprehensive Plan serves as the Transportation System Plan (TSP) for the county. The County coordinates with the State of Oregon, Metro, transit providers, its 16 cities and the unincorporated rural areas to carry out the TSP. The TSP focuses primarily on the County's responsibilities for its 1,435 miles of road and 165 bridges, balancing the needs of all land-based modes of travel, except rail and pipeline. The TSP includes the following sections: Roadway System Plan, Transportation Demand Management, Parking, Transit, Pedestrian and Bicycle Facilities, and Freight. A summary of goals and policies relevant to the Molalla Downtown/OR 211 Streetscape Plan follows.

Roadways

Clackamas County's Roadway System Plan provides guidance on how to best facilitate roadway travel over the planning period, including sections on Efficiency and Finance, Roadway Improvements, Functional Classifications, Access Requirements, Improvements to Serve Development, Operating Standards, Building Roads, and Scenic Roads.

a) Efficiency and Finance

The TSP includes several policies that encourage the Clackamas County roadway system to be built and maintained in an efficient manner. These policies cover:

- Using the existing road system most efficiently before building new roads, including the following Transportation System Management (TSM) strategies:
 - Access Management
 - Alternative/Modified Standards (Performance and/or Design Standards)
 - Intelligent Transportation System (ITS) applications
 - Operational Improvements
 - Parking Standards
- Emphasize maintenance of existing roadways, including developing a roadway maintenance program
- Cooperate with other jurisdictions in establishing a transportation financing plan
- Coordinate with the Oregon Department of Transportation (ODOT) in implementing the Oregon Transportation Plan (OTP), Oregon Highway Plan (OHP), Statewide Transportation Improvement Program (STIP), and with other state, local and regional jurisdictions in their roadway planning efforts.

b) Needed Roadway Improvements

The Roadway System Plan lists needed roadway improvements in the County for urban and rural areas. Map V-1b in the TSP shows rural transportation projects for the next 20 years. The following table is an excerpt from the TSP's Table V-1 and includes projects shown on map V-1b (attached) for Molalla.

Map Number	Project	Section	Description
295	Molalla Avenue/Vaughan (City of Molalla)	Highway 213 to Highway 211	Reconstruct and widen (rural)
296	Vick Road	Between Molalla Avenue and Highway 213	Widen and bring to County standards
297	Vick Road Railroad crossing	Between Molalla Avenue and Appaloosa	Construct new railroad crossing
298	Toliver Road	Between Highway 213 and Molalla Avenue	Install traffic signal curb and sidewalk widen and pave

Source: Clackamas County Comprehensive Plan, Chapter 5: Transportation, Table V-1

c) Functional Classification and Roadway Standards

Clackamas County's Functional Classification Plan includes six functional categories: freeways/expressways, major arterials, minor arterials, collectors, connectors, and local streets. Molalla Avenue and Feyrer Park Road are minor arterials, while Toliver Road, Leroy Avenue and Mathias Avenue are designated as collectors. The specific purpose and access standards for the County's minor arterials and collectors follow:

- i) Minor arterials connect collectors to higher order roadways and carry moderate volumes at moderate speeds. Direct access from these streets is limited, however to a lesser degree than major arterials. The number and location of driveways is also limited. Land access is restricted if an alternative is available and roadside parking is also generally restricted. Minor arterials can be between 2 and 5 lanes wide, with a minimum right-of-way width of 60'-115' and a paved width of 36'-90'. Landscape strips are required unless acquiring right-of-way is impractical due to wetlands, topographic conditions, resource protection, or preexisting development patterns. Sidewalks are required in urban areas and bikeways are required on all minor arterials.
- ii) Collectors are the principle carrier within neighborhoods or single land use areas. These streets link neighborhoods with major activity centers and arterials and are generally not intended for through traffic. Collectors carry low to moderate volumes of traffic at low to moderate speeds. New collectors should intersect minor arterials rather than major arterials. Collectors provide access to abutting land and to the arterial system. Access to individual parcels and roadside parking are usually allowed. Minor arterials can be between two and three lanes wide, with a minimum

right-of-way width of 60' -85' (less if volume and land use density are low and terrain allows) and a paved width of 32'-61'. Landscape strips are required unless acquiring right-of-way is impractical due to wetlands, topographic conditions, resource protection, or preexisting development patterns. Sidewalks are required in urban areas and bikeways are required on all minor arterials.

d) Access Requirements

It is the County's policy to plan and control access onto roads within the County, as shown on Table V-5, for urban areas and according to the American Association of State Highway and Transportation Officials (AASHTO) guidelines for rural areas, for both new and existing uses, and coordinate with the Oregon Department of Transportation for access control on state highways. Access standards need to be applied in a flexible manner that maintains reasonable access to property when access cannot be denied. Access requirements by functional classification are:

i) Minor arterials:

- The preferred spacing of signalized intersections is as follows: along minor arterials; at least 600 feet apart.
- Street access guidelines: If feasible, only collectors, connectors or other arterials should intersect arterials.
- Non-signalized intersections may be constructed along major arterials if they are located at least 400 feet from the nearest signal (300 feet from the nearest signal along minor arterials). Such intersections may be required to offer circulation from neighborhoods but there should be no expectation of future signalization.
- Street networks for Community or Design Plan areas shall be implemented as shown in Chapter 10: Open Space, Parks and Historic Sites of the County's Comprehensive Plan.
- Alternative spacing and access types may be used if an access management plan ensures that the arterial will operate within the acceptable standard.
- Driveway access guidelines: If feasible, access for developments located on arterial streets shall be located on streets with a lower functional classification. Joint accesses between developments shall be encouraged. Driveway accesses shall not be located within 400 feet of an intersection along major arterials or 300 feet of an intersection along minor arterials except when it is demonstrated that no other alternative is feasible.
- Single family residential driveways should not access a minor arterial.
- Access management targets shall be implemented when appropriate as shown in Chapter 10: Open Space, Parks and Historic Sites of the County's Comprehensive Plan.

ii) Collectors:

- If feasible, single family driveways should not access a collector street. When single family residential driveways are allowed, driveway spacing should be at least 100 feet, with shared access used to increase distance between driveways.
- Commercial, industrial, multi-family, and institutional uses may have exclusive driveway access to a collector, with a minimum driveway spacing of 150 feet when feasible.

e) Improvements to Serve Development

TSP policies regarding serving development with transportation may impact the Molalla Downtown and OR 211 Streetscape Plan infill strategies. Relevant policies include:

- Require right-of-way dedication, on-site improvements to the applicable roadway standard, and off-site improvements for new developments and land divisions necessary to handle expected traffic loads and travel by alternative modes.
- Require development to be served by adequate roadway facilities.
- Require implementation of a local street network for undeveloped sites. Existing streets shall be extended to provide a direct, connected street system.
- Where appropriate, develop and implement neighborhood traffic circulation plans intended to improve circulation while minimizing neighborhood disruption and environmental problems.
- Encourage a relationship between land use and roadways which decreases average trip length.
- Discourage through trips on local, connector and collector roadways.
- Develop neighborhood traffic calming policies that will enable the County to address inappropriate travel patterns and speeds.

There are also several requirements for new streets in new developments, but it is unlikely that new streets built in the Downtown/OR 211 study areas will be owned by the County, so these do not apply here.

f) Operating Standards

The County TSP requires that jurisdictions evaluate the capacity needs for regional roadways within Metro's boundaries using the Regional Motor Vehicle Performance Measures. Molalla is not within Metro's boundaries, so these do not apply to the Molalla Downtown/OR 211 Streetscape Plan.

g) Building Roads

The TSP requires that jurisdictions consider all transportation modes when building new roads or widening existing roads to maximize efficiency and safety for all users of the road.

h) Scenic Roads

There are no County designated Scenic Roads in the Molalla Downtown/OR 211 study areas.

Transportation Demand Management

Clackamas County promotes Transportation Demand Management (TDM) strategies that will help the county meet its Transportation Planning Rule (TPR) requirement for reduction in Vehicle Miles Traveled (VMT) per capital over the next 20 years. Goals for TDM include:

- Reduce single occupant vehicle trips on the roadway network during peak travel demand periods.
- Reduce Vehicle Miles Traveled per Capita by 10% by year 2020 (using year 2000 as a base year).
- Work with businesses in Clackamas County to support their efforts in reducing single occupant vehicle commuting, which in turn will reduce Vehicle Miles Traveled per Capita. Strategies include: subsidized bus passes, company owned vanpools, preferred parking for carpools and vanpools, bicycle racks, and flexible work schedules.

Parking

The goal of Clackamas County's parking standards is to insure that parking is provided in a manner that is convenient to users of all transportation modes. Relevant County parking policies include:

- Set minimum and maximum limits on allowed off-street parking relative to building size, location and use, and adjacent land uses.
- Encourage off-street parking in commercial, industrial, and high density residential areas to be at the sides or rear of buildings where practical, with buildings oriented to the street in a manner that is convenient to pedestrians and aesthetically pleasing to passers-by, but does not interfere with sight distance on the roadway, or preclude road widening.
- Existing curbside parking along arterials and collectors may be removed to allow the striping of bike lanes, construction of travel or turning lane improvements or for increasing sight distance.
- Allow developments along transit routes to decrease their parking area requirements if they provide pedestrian and transit amenities.
- Allow commercial and industrial developments to decrease their parking area requirements if they provide and maintain ridesharing programs.
- Allow shared parking where feasible, such as within mixed use development and where adjacent land uses are compatible. Such sharing of parking can be used to help satisfy compliance with parking standards.
- Increase on-street parking in residential areas by minimizing the width of driveway curb cuts.
- On-street parking may be prohibited in front of schools as needed to assure student safety and school security, and shall be reviewed on a school by school basis.

Transit

The TSP's map v-6b (attached) Molalla's transit system currently has a County designated "local transit district route" that runs along 213 and turns onto 211 (to Oregon City). There are also local bus routes that run along Molalla Avenue, Mathias, Toliver and cross Feyrer Park Road. Transit systems running on these roads are under County jurisdiction for short segments and therefore must take County transit policies into account. County policies that may affect the Molalla Downtown and OR 211 study areas include:

- Work with transit agencies to identify existing transit deficiencies in the County, needed improvements, and park and ride lots to increase the accessibility of transit services.
- Major developments or road construction projects along transit routes shall be required to include provisions for transit shelters, pedestrian access to transit and/or bus turnouts where appropriate.
- Emphasize corridor or roadway improvements to increase transit speed, convenience and comfort.
- Coordinate and cooperate with Tri-Met and other transit agencies to provide transportation to the elderly and people with disabilities.
- Promote park and ride lots, bus shelters and pedestrian/bikeway connections to transit.
- Emphasize transit improvements that best meet the needs of the County, including more east-west connections and service between the County's industrial and commercial areas and medium to high density neighborhood areas.
- Protect neighborhoods, recreation areas and pedestrian/bikeways from transportation related environmental degradation.
- Require pedestrian and transit-supportive features and amenities and direct access to transit through the Development Review Process. Such amenities may include pedestrian/bikeway facilities, street trees, outdoor lighting and seating, landscaping, shelters, kiosks, strict standards for signs, and visually aesthetic shapes, textures and colors. Parking should be at the rear or sides of buildings.
- Bus routes will be improved and coordinated with financing and implementation of necessary roadway improvements and in cooperation with transit service providers.
- Provide high capacity transit to the Oregon City and Tualatin areas, and in the I-205 corridor including the Gateway Transit Center. The purpose is to relieve traffic congestion, provide for transportation alternatives to the automobile, and to promote the economy of the Oregon City and Tualatin areas and the I-205 Corridor.

Pedestrian and Bicycle Facilities

Clackamas County's vision is to create an environment which encourages people to bicycle and walk on networked systems that facilitate and promote the enjoyment of bicycling and walking as safe and convenient transportation modes. Policies regarding pedestrian facilities pertain to county-owned roads in Molalla. Map v-7b (attached) in the County's TSP, which shows existing and planned bikeways in rural areas, indicates proposed bikeways along OR 211, Molalla Avenue, Feyrer Park Road, Mathias and Toliver Road, as well as proposed multi-use trails along both Creamery Creek and Bear Creek. Maps v-7a and v-8 pertain to urban areas and do not include the Molalla Downtown/OR211 study area. The following pedestrian and bicycle policies are relevant to the Downtown/OR 211 Streetscape Plan:

- Provide networked systems of walkways and bikeways connecting neighborhoods, transit stops, commercial areas, community centers, schools, parks, libraries, employment places, other major destinations, regional bikeways and walkways, and other transportation modes.
- Identify walkway and bikeway improvements necessary to ensure direct and continuous networks of walkways and bikeways on the county road system.

- Support acquisition and development of multi-use paths on abandoned public and private rights-of-way.
- Encourage bicycle and pedestrian access across rivers and other natural barriers.
- Promote grid-street development patterns to provide direct routes from neighborhoods to destinations frequented by pedestrians and bicyclists.
- Construct all bikeways, and trails as designated on map V-7b.
- Construct all walkways designated in this Plan and any other walkways proposed, according to the current county design standards, the American Association of State Highway and Transportation Officials (AASHTO) standards, and the Americans with Disabilities Act (ADA) standards.
- Construct all bikeways designated in this Plan and any other bikeways proposed, according to the current standards in the Oregon Bicycle and Pedestrian Plan and the American Association of State Highway and Transportation Officials (AASHTO) standards.
- The implementation of bikeways and sidewalks shall be considered in all new collector or arterial construction or reconstruction, even if not designated on Maps V-7a, V-7b, and V-8.
- Require that new development include construction of pedestrian and bikeway connections within the development and between adjacent developments for the purpose of increasing non-motorized mobility.
- Coordinate with pedestrian, bicycle, and trail master plans of the Oregon Department of Transportation, the United States Forest Service, Metro, parks districts, and city parks departments to achieve a safe and convenient off-road trail system connecting to the on-road pedway and bikeway network.
- Coordinate the implementation of pedways and bikeways with neighboring jurisdictions and jurisdictions within the county.
- Support the continuation of the "Bikes on Transit" program on all public transit routes.
- Require new development to provide bicycle parking, and initiate a program for adding bicycle parking in areas frequented by bicyclists.
- Encourage the provision of appropriate supportive facilities and services for bicyclists, including showers, lockers, bike racks on buses, bike repair and maintenance information/clinics, and secure bicycle parking.
- Support continuation of current (or equivalent) federal, state, and local funding mechanisms to construct county pedestrian and bicycle facilities.
- Develop dedicated funding sources to implement the Clackamas County Pedestrian and Bicycle Master Plans.
- Develop routine maintenance standards and practices for pedestrian facilities and on-road and off-road bikeways, including traffic control devices.
- Inform the public of their responsibilities for sidewalk and bikeway maintenance.
- Encourage the provision of street lighting for the purpose of increasing the visibility and personal security of pedestrians and bicyclists.
- Construct separate multi-use paths in rural areas according to American Association of State Highway and Transportation Officials (AASHTO) standards where travel lanes or wide paved shoulders along roadways may be unacceptable to pedestrians or bicyclists.

- In Rural Communities, construct walkways adjacent to or within areas of development, such as schools, businesses, or employment centers near or along highways.

Freight

Freight movement is an important part of the County's economy, which has a strong job base in the sectors of transportation and wholesale trade. Modes impacted by the County TSP include rail and trucks. Policies that deal with these modes are included below.

a) Rail

- Reduce the number of at-grade crossings from those that currently exist.
- On new or reconstructed arterials or urban collectors, prohibit at-grade crossings of heavy rail lines without traffic restrictive safety devices unless train traffic is very low.
- Encourage use of the rail system for freight and passenger high speed rail service.
- Encourage additional stations for heavy rail service.
- Work with the private transportation industry, Oregon Economic Development Department, Port of Portland and others to identify and realize investment opportunities that enhance freight mobility and support the County, Regional and State economy.

b) Trucking

Maintain a truck circulation plan, as shown on Map v-10 (attached) in the county TSP, for movements of freight on arterial roads where minimum impact will occur to neighborhoods, and industrial areas will have the service they need. Oregon 213 is designated as a freight route on Map v-10.

9) Buildable Lands Inventory

The City conducted a buildable lands inventory to identify acreage available for development in each zone. Buildable lands are vacant and do not have any identified environmental constraints that would prohibit development. One-quarter of this acreage is not considered "buildable" because it will be required for public facilities. Redevelopable land is included in the buildable lands inventory.

- c) Mathias Road (shoulders)
 - d) As development occurs, frontage is improved to current standards.
- The Y-intersection of Highway 211/Mathias has unusual geometry; various improvement concepts were identified.
- The former mill site provides opportunities to create a connected road network and allow 5th to serve as a parallel east-west route to Main Street. (+)
 - a) 5th was originally to connect to Ridings, to create a continuous collector street from the east to north sides of Molalla, but the development of BiMart precluded that option; 5th is now planned to connect to Leroy. (-)
- Portions of Main qualified for ODOT Special Transportation Area (Water to Grange) or Urban Business Area (Hczzie to Dixon, and Cole to a few hundred feet northeast of Mathias) designations.
 - a) Allows higher traffic levels before improvements are required (+ or -).
 - b) Can qualify road for state ped/bike funding. (+)

Future

- Not enough land within urban growth boundary (UGB) to accommodate projected 20-year housing need.
- Where growth occurs, it will have transportation and community impacts.
 - a) Growth to the south and east generally created more future roadway improvement needs than growth to the north and west.
 - b) Planning Commission at the time favored growth to the south and east, in part to try to get those residents to shop at downtown businesses on the way home, rather than never having to pass through downtown to and from worksites in Salem, Portland, and elsewhere.
- 2019 roadway needs not yet built include:
 - a) Main/Molalla (traffic signal), Molalla/Toliver (traffic signal), Leroy/Main (possible traffic signal), Molalla/Shirley (traffic signal), Mathias/Main (intersection reconstruction)
 - b) Raised median on Main at Grange and Berkeley streets, because of left-turn conflicts and to provide a refuge for a pedestrian crossing.

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Introduction



Downtown Molalla is home to a wide variety of architectural styles and construction types. Its commercial, residential, agricultural, industrial, and institutional buildings also represent a range of eras, dating as far back as the late nineteenth century and as recently as the early twenty-first.

Like much of the West Coast, Molalla has a number of bungalows in its Downtown, as well as a mixture of other residential types, including Cape Cods, townhouses, ranches, and trailer homes. The significant institutional buildings date to the mid-twentieth century.



Agro/industrial shed buildings are sprinkled throughout Downtown, and some of their design elements, especially the corrugated metal, have been incorporated into other commercial buildings. There are a number of Western Storefront buildings, with large windows, significant awnings, and false fronts. There are also many post-industrial, auto-oriented buildings (including strip malls and stand-alone structures), constructed primarily of concrete.

There are also several eclectic buildings Downtown that individually include elements from a range of architectural styles.



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Agricultural / Industrial



As a rural community with its roots in agriculture and timber, Molalla has its share of buildings initially constructed for agricultural / industrial purposes. Several of the buildings in the Downtown core reflect this heritage, which can be most clearly seen in the image to the upper left, with its overall shed appearance, moderately-pitched roof, horizontal wood siding, large, sliding equipment door, and metal roof. The building directly to the left represents the same construction type, with some more recent modifications, such as the updated windows, garage, and commercial storefront.



The outskirts of Downtown contain several modern shed buildings. These structures are characterized by their high floor-to-ceiling heights, open and airy interiors, low-slung roofs, and large openings for the storage of equipment. They are often clad in corrugated sheet metal.



Many of the characteristics of the city's agro/industrial shed buildings can be seen in more contemporary commercial structures. The auto shop to the left represents a smaller version constructed of concrete. The commercial building to the right is built at a larger scale and features the same low-pitched roof with a modified showroom interior.



Many of Downtown Molalla's commercial buildings that are found along Main Street and Molalla Avenue can be characterized loosely as Western Commercial Storefronts. These buildings often have the appearance of a single-story building - although some two-story versions do exist - with a prominent false front or parapet as a defining feature. Behind these facades are buildings that are often 1.5 stories tall, often with a pitched roof. Many of these buildings feature large storefront windows and an awning or overhang to provide protection from the elements.



Several of these storefront buildings have seen significant modifications over the years, including the application of additional materials and design details that have distanced them from their historic roots (although they often build on a Western "theme"). For example, the White Horse building (pictured above) has a Dutch Colonial barn element and signature white horse as the central features of its facade. This building also has a Western mansard roof (shingled), a design element utilized on several other commercial buildings Downtown (including the Molalla McCulloch Shop in the upper left). Faux stone siding, added perhaps in the 1960s, also appears on many of these Western storefront buildings (below).



Western Commercial Storefront

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The building above contains several of the current defining features of Downtown Molalla's Western Storefronts. Facing Main Street is a highly-crenelated (with repeated square indentations like those in a battlement) parapet, a prominent awning that divides upper and lower floors, and faux stone veneer on the lower floor. Around the corner (facing a parking lot) is a heavy Western mansard roof form (here broken by dormers).

Western Commercial Storefront



While many of the Western Storefront buildings date their original construction to the early twentieth (and possibly late nineteenth) century, this design aesthetic has been utilized by more recent builders and developers. The shopping complex shown here is of late twentieth century design, although it still utilizes a Western false front, slat siding, and prominent awning (here developed into a full arcade).



Early 1900s Commercial

Several of the Downtown commercial buildings are 'stand alones' in that they represent an architectural style or period not found elsewhere in Downtown. These buildings contain historic references - and may indeed be strong markers of the City's historic past.

The building to the upper right has the neoclassical appearance of a former bank building - with both a pediment (wide, low-pitched, triangular gable) and dominant columns. The building to the right has Moorish details (rounded crosses and scalloping).

The building to the right includes details of the Spanish Colonial style, including its reverse-curve pediment and the terra cotta roof shingles seen on either end. This commercial building is noteworthy for its transom windows, an element which may have existed in many other Downtown buildings - but which have since been covered up by awnings and / or the application of false fronts.

The building on the northwest corner of the Main / Molalla intersection has a pediment (which may at one time have contained a storefront frieze), large storefront windows, and regular architectural bays (marked by brick columns and awnings). The form of this building seems standard for an early-twentieth-century commercial building, but many of its original details have been lost over the years through a series of modifications, including the assumed covering of windows along its south face.

The building to the right has its roots in the same heritage that produced both the City's farmhouses and the working agricultural buildings. This structure combines elements of both, enjoying a seamless positioning among other commercial buildings (see p. 1). The retail configuration of its ground-floor only adds to the building's intriguing nature.



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Like most cities and towns across America, Downtown Molalla has its share of post-World War II, auto-oriented commercial buildings. These buildings are low-slung, concrete, stand-alone buildings that are often wrapped by parking. Some, like the building to the left above (which has the appearance of a '60s-era grocery), feature a curved roof. Several of these buildings, including the two featured above, have a faux-stone veneer similar to that seen on several of the Western storefront buildings. While they were originally built to cater to the auto, these buildings do enjoy a positive relationship to the street (i.e. they are built to the street with little setback) - rather than to their adjacent parking lots.

Post-WWII Commercial



Although of more contemporary, concrete construction, several of the Downtown commercial buildings have utilized the design vocabulary of the Western and/or agricultural / industrial buildings prevalent elsewhere in Downtown. The bank to the left uses brick on its ground floor, but has covered its upper level with vertical wood slats and divided the building with a Western arcade. The NAPA auto parts store has utilized the vertical agricultural sheet metal to encase its building and awning. Interestingly, this application has been painted the signature NAPA blue, thus turning the entire building into a sign, in a manner more striking even than the White Horse (discussed elsewhere).





Auto-Oriented Commercial



In addition to the strip commercial development and the post-war commercial buildings (described elsewhere), Molalla also has a variety of more recent, stand-alone commercial buildings that are clearly auto-oriented. Architecturally, this grouping is diverse, from the low-slung 50s-era ranch (with prominent eaves, above) to modified agro/industrial concrete buildings (below). These buildings are often set back from the street, with parking and/or auto access placed between the building and the street. Sidewalks, when present, are often marginalized by driveway curb-cuts and the provision of parking stalls. Drive-throughs are often important features, such as with the 60s-era bank building pictured to the left.



In some cases, the drive-through becomes the dominant design element, such as with the *porte-cocheres* of this utility provider (left) and this auto dealership (right). (A *porte-cochere* is a roofed structure covering a driveway at a building entrance.) (Note the postmodern effect of the trim and use of various materials on the utility offices.)



Some buildings, such as that pictured to the far left, have a more temporary feel. Smaller, built from a variety of lighter materials, these drive-up structures often occupy otherwise unimproved sites and cater to drive-by traffic. Others, such as the auto shop on the right, represent a rather simple (somewhat more permanent) concrete, tilt-up construction type.



The structures to the left epitomize more recent auto-oriented developments. These buildings are wrapped in asphalt parking areas, to which the structures are oriented. The building to the far left features a significant *porte-cochere*, while the near one (given its function as a tire shop) features large openings to allow for the entry of automobiles.



Strip Commercial

Downtown Molalla has its share of 70s-era strip malls. These concrete tilt-up buildings are auto-oriented commercial developments that have a single face that fronts a parking lot. The back-sides (example below) present a blank wall to the surrounding community.



Strip commercial developments (including those pictured here) often have a prominent central element, such as a pediment or sign frieze (i.e. "Molalla Thriftway") that serves to both break up a rather monotonous architectural character and signify the location of the anchor tenant.





There are several institutional buildings located Downtown. One of the most prominent is the neotraditional Fire Station building (left), which underwent significant modification in the early 2000s.

Institutional



The Molalla City Hall is an interesting, 1950s-era, low-rise institutional building. Built of post-and-beam construction, its hard, rectangular forms represent a heavy form of mid-century modernism.



The complex that houses both the Clackamas Community College and the Molalla Public Library is of the type of concrete, tilt-up construction common to post-war school buildings. It is marked by an overall lack of fenestration.



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The nineteenth-century former church building currently occupied by the Greenstone Montessori School contains a variety of styles and references that have been combined for dramatic effect. It has modest Queen Anne details in the steeple and gable and Palladian details on the entry overhang. The windows, meanwhile, represent a type of carpenter Gothic.

Eclectic / Composite



The Molalla Funeral Chapel building has clear European influences - chiefly Italo-Germanic. Like the nearby church building, it also contains a variety of styles that have been brought together. Its defining roof is a jerkinhead, a medieval form that experienced a revival in the late nineteenth and early-twentieth century. Its main entrance and current stucco-cladding suggest an Italian villa, while the Palladian entrance on its west side hints at neoclassicism.



The building currently occupied by the Pacific Learning Center clearly references the log-cabin designs of the early frontier. However, its sharp, double-pitched dormers are unique, and its gables are clearly Dutch Colonial.



The Craftsman-style bungalow has its roots in California, and is prevalent throughout much of the Northwest. Bungalows are common in Downtown Molalla, particularly in the residential neighborhood south of Main and east of Molalla. Bungalows are often one or one-and-a-half stories, and are generally characterized by a low-pitched roof, wide eaves with exposed rafters, and a front porch with square supporting columns. They also can have stone chimneys and gabled dormers, as well as “built-in” features in their interiors. Craftsman homes often contain details that exhibit a high-degree of carpentry skill (hence the name) and stylistic woodworking, such as is seen in the porch to the right.



Downtown Molalla also contains variations on the bungalow model. The first image at right shows a Craftsman inspired home with a full two stories, while the one on the far right shows a stucco-clad single-story version that has been converted to a commercial use.



Many of the bungalows in Molalla have been modified from their initial Craftsman appearance. The first image to the right shows a bungalow whose porch has been rebuilt with Victorian styling. The second image contains a bungalow that has seen more serious renovations, including window modifications and the addition of new siding.



Residential Bungalow





Given the city's rural location and historic link to agriculture, it is not surprising that a variety of farmhouses can be found throughout Downtown Molalla. American farmhouses cannot be strictly defined, as they collectively represent a wide variety of European influences that have been mixed together to form a residential 'frontier vernacular.' Those that exhibit clear symmetry have their roots in the English Colonial style (which also provides the gabled roof). Classical details and the typical white paint is derived from Greek Revivalism, while steep, hipped roofs and glass-paned doors demonstrate a French influence.



Many of Molalla's farmhouses are long and narrow, with a tall ground floor configuration originally designed to take advantage of natural ventilation. Upper stories are small, with space reduced by steep-pitched roofs. Some of the farmhouses have dormers, although it is not always clear whether these were original to the design or represent a later modification. Note that the farmhouse to the left has subtle Victorian styling, as evidenced by the scale details beneath the prominent gable.



Downtown also has some stater farmhouses, with full second stories, truncated hipped roofs, windows accentuated by shutters, and large, noteworthy porches.



American Farmhouse



A variety of vernacular residential styles are found throughout the neighborhoods surrounding the Downtown core. To the left are two modified Cape Cod style homes, characterized by their symmetry (with main door at center), steep roofs, and side gables. Significant modifications to the classic cape design include dormers (left) and aluminum siding (right).

Vernacular Residential



While the Craftsman bungalows date to the early 20th century, much of Downtown's single-family housing was built following World War II. The house above is a ranch-style that has been modified since its construction (c. 1950s). The house to the far left is a slab-on-grade ranch, while the home to the right is of a 1980s neotraditional suburban style.



Downtown Molalla also has its share of higher-density housing and mobile homes. The image on the left shows 1980s-era wood-frame townhouses; the photo on the right is of single- and double-wide mobile homes found in the northeast quadrant of Downtown.



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Also represented is an interesting modern one-off of a style not found elsewhere in Downtown. This post-and-beam commercial building appears highly-organized and logical. It features prominent storefront windows and a flat roof form with deep overhangs.

Miscellaneous



The two buildings to the right are typical examples of mid-century motel and apartment designs. Both are wood-frame, garden-style walk-ups with exterior corridors. The Pioneer Plaza building features T-111 siding.

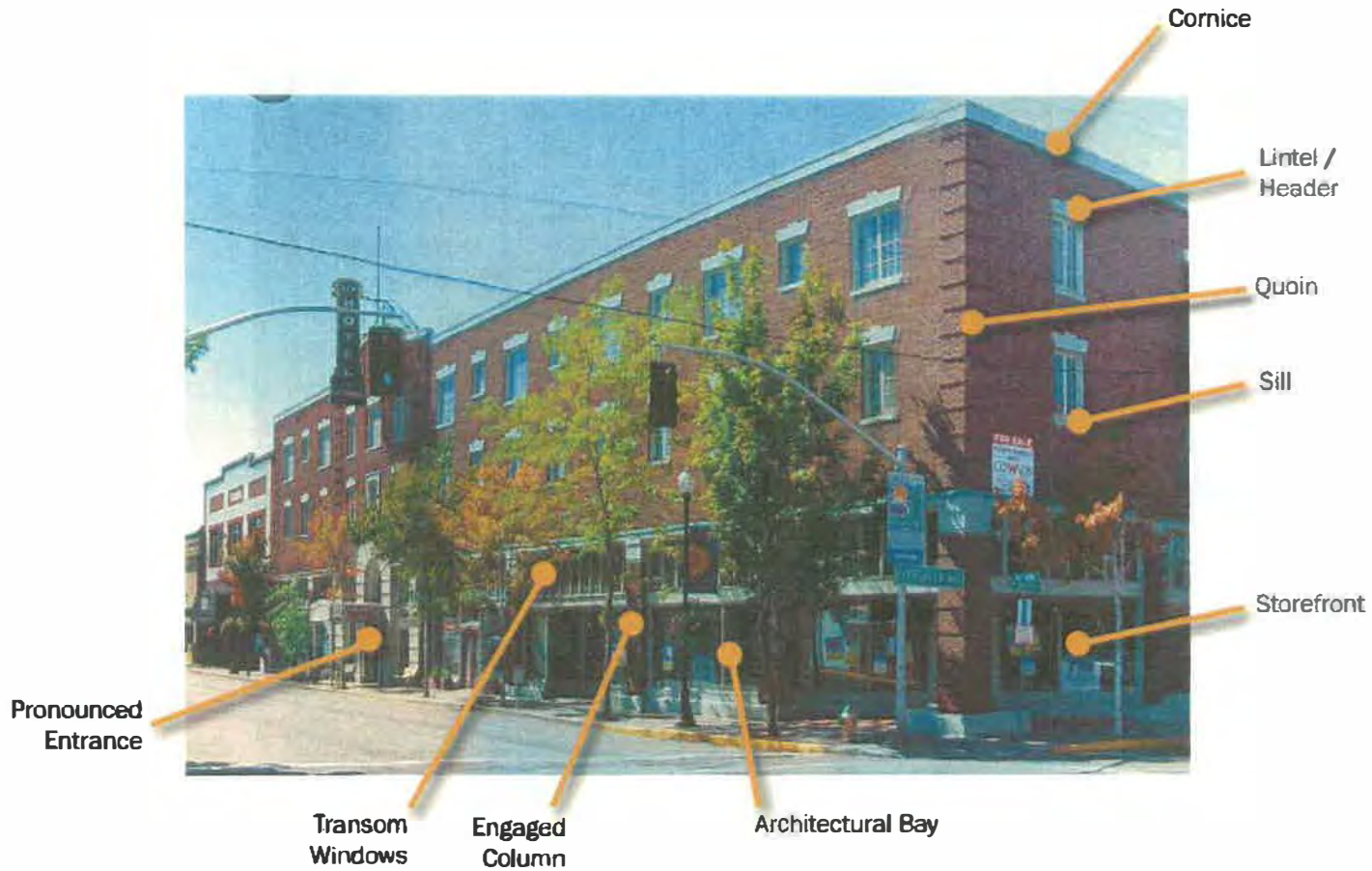


The Flat Iron is an interesting jumble of agricultural, residential, and commercial elements found elsewhere Downtown. Its basic form is that of an early 20th-century farm building, with a more-recent metal roof. (The residential dormers have also have sheet metal.) The storefront addition features both a parapet and western decoration (the boot & trailer).

The "General Store" to the right represents a unique birdhouse aesthetic, encapsulating the key details of Western storefront commercial buildings.



Architectural Design Elements



Architectural Design Elements



Belt Course - a horizontal band or molding set in the face of a building as a design element (also called a *string course*).

Blade Sign - Commercial signage that projects at a 90-degree angle from a storefront or business (usually 10-12' above the ground).



Belt course, here distinguishing ground floor and second floor



Blade signs

Chamfer - to cut off the edge or corner of.

Cupola - A small domelike structure surmounting a roof or dome, often used as a lookout or to admit light and air, or to define a corner.

Turret - a very small and slender tower attached to a larger building.



Chamfered buildings and elements such as turrets or cupolas can help define corners and intersections as important gathering places.

Architectural Design Standards:
A palette of objective, design-oriented elements that help ensure that proposed development conserves and enhances the recognized value of a site, building, and surrounding area.

Development Standards:
Required land use regulations that guide how sites and buildings can be developed

Arcade – an exterior covered passageway along a building façade that is open to the street frontage.

Awning – an overhead cover extending above the sidewalk (usually above windows and doors) as a shelter and/or sunshade (aka *canopy*).



Awnings, building overhangs, and arcades can help protect pedestrians from the elements while providing a pleasant retail environment.

Bay - Architectural bays are those zones between the outside edges of an engaged column, pilaster, post, or vertical wall area. In successful retail or commercial storefronts, these bays are no more than 30' on center.



Distinct architectural bays can help break up a building while distinguishing its ground floor and improving its appeal to passersby.

Clerestory - the upper level of a room that extends beyond the single story height; often penetrated by windows.

Transom - a horizontal glass plane, typically encased in a wood or metal frame that separates the storefront from the upper façade.



Transom windows allow more light into a ground floor clerestory, allowing for light and airy retail or office spaces

Tri-Partite Facade - Building frontages that have a clear and distinct base (ground floor), middle, and top (often defined by the cornice).

Cornice - decorative projection or crown along the top of a wall or roof.



The variation between ground floor and upper story colors and window types, the addition of upper-story balconies, and the use of sign bands can all help distinguish the middle of a building from its ground floor base. Distinct cornice lines or roof forms help to visually terminate the upper edge of the building.

Fenestration - the arrangement of windows in a building to provide interior light; also used as decorative elements in a façade.

Lintel - horizontal beam used as a finishing piece over a door or window (also called a **header**).

Sill - The horizontal member that bears the upright portion of a frame, especially the horizontal member that forms the base of a window.

Mullion - a vertical post or upright element dividing a window or other opening into two or more sections.



Windows with unified lintels and sills



Projected window sills help define a strong base



Integrated window mullions



Storefront frieze

Frieze - a decorative horizontal band, as along the upper part of a wall in a room; often used for signage in modern buildings, but derived from classical architectural principles.

Kick Plate - a thickened bottom rail at the base of a door that holds the bottom of a glazed panel up away from the ground.



Prominent, recessed entry that features transom windows, large glass entry doors (with kick plate), and flanking windows.

Medallion – a decorative element set into the upper portion of a building façade periodically, typically aligning with columns or pilaster.

Pilaster – a rectangular or round column or shallow pier attached to a wall, constructed to coordinate with the style of the building.



Building lighting, medallions, and transom windows



Pilasters can help break up a building facade, while defined footings can help anchor a ground floor at a human scale.



Quoin - An exterior angle of a wall or other piece of masonry or any of the stones used in forming such an angle, often being of large size and dressed or arranged so as to form a decorative contrast with the adjoining walls.

Parapet – a low, solid, protective screening or decorative wall as an extension of exterior building walls vertically beyond the roof or deck level.

Quoins (left) help define a building's corner, while a parapet with a cornice helps define a building's top




KITTELSON & ASSOCIATES, INC.
TRANSPORTATION ENGINEERING/PLANNING

610 S.W. Alder Street, Suite 700 • Portland, OR 97205 • (503) 228-5230 • Fax (503) 273-8189

TECHNICAL MEMORANDUM #3

Molalla Downtown Development and OR 211 Streetscape Existing and Planned Transportation System

Date: October 30, 2006

Project #: 7910

To: Kirsten Green

From: Paul Ryus, P.E., Selman Altun, and Matt Wiesenfeld

INTRODUCTION

This memorandum summarizes the existing condition of the transportation system within downtown Molalla and along Highway 211 (Main Street), focusing on the auto, public transit, pedestrian, and bicycle modes. The memo describes changes that have occurred since the City's Transportation System Plan was adopted in 2001, and lists the system improvements identified in the TSP that have not yet been constructed.

STUDY AREA

Figure 1, located with the other figures at the end of this memo, superimposes the project's study area on an aerial photograph of Molalla, and also shows the City's urban growth boundary (UGB). The study area includes Highway 211 from Highway 213 on the west to the Molalla city limit on the east, near Shirley Street. The study area also includes downtown Molalla and the surrounding area, defined for this study as an area roughly bounded by Ridings Avenue on the west, Molalla Forest Road and 5th Street on the south, Eckerd Avenue and Fenton Street on the east, and Shirley Street and Toliver Road on the north.

AUTO

Roadway Functional Classifications

A roadway's functional classification indicates its level of importance and role within the City's street network and also sets its design standards. *Arterial* streets carry the highest traffic volumes, including most of the traffic bound to, from, or through Molalla. Driveway access to arterial streets may be restricted. *Collector* streets are through streets that carry medium traffic volumes, and also provide a land access function. Molalla designates two levels of collector streets, major and minor. Finally, *local* streets are low-speed, low-volume streets that primarily

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serve a land access function. Molalla designates two levels of local street, neighborhood street and local. Neighborhood streets provide street connectivity within neighborhoods and carry somewhat higher traffic volumes than other local streets.

The following list gives the functional class of the roadways within the study area:

- **Arterial**
 - Molalla Avenue
 - Molalla Forest Road (future)
 - Highway 211 west of Molalla Forest Road and east of Mathias Road
 - Mathias Road
- **Major Collector**
 - Main Street (functions as an arterial until the Molalla Forest Road bypass is constructed)
 - Toliver Road
 - Shirley Street
 - 5th Street
 - Leroy Avenue
- **Minor Collector**
 - North Cole Street
 - Ridings Avenue
- **Neighborhood Streets**
 - Stowers Lane
 - Lola Avenue
 - Center Avenue
 - Heintz Street
 - Kennel Street
 - Lowe Road
 - Two unnamed future roads within the former mill site

All other study area roadways not listed above are local streets.

Traffic Operations

Weekday p.m. peak period traffic counts were conducted at twelve key intersections within the study area. Some counts were conducted in May 2006 for the ongoing Molalla UGB Expansion project. Most of the remaining counts were conducted in August 2006, which is the month with the highest traffic volumes on Highway 211. One count, at an intersection near Molalla Middle School, was conducted in September 2006, so that any school traffic influences on that

intersection's operations could be observed. The study intersections, along with the month they were counted, are given below:

- **May 2006**
 - Highway 213/Highway 211
 - Ona Way/Highway 211
 - Leroy Avenue/Main Street
 - Molalla Avenue/Main Street
 - Molalla Avenue/Shirley Street
 - Mathias Road/Highway 211
- **August 2006**
 - Ridings Avenue/Main Street
 - Dixon Avenue/Main Street
 - Kennel Avenue/Main Street
 - Molalla Avenue/5th Street
 - North Cole Street/Main Street
- **September 2006**
 - Leroy Avenue/Toliver Road

The May and September counts were adjusted to August (peak season) volumes, based on a review of permanent traffic recorder data from stations located east and south of Molalla on Highways 211 and 213, respectively. Count volumes were also balanced between intersections, where appropriate.

Two methods are used to establish traffic operations standards. The City of Molalla uses the concept of *level of service* (LOS), which is based on the average vehicular delay experienced at an intersection (for traffic signals and all-way stops), or the average vehicular delay experienced by the worst movement at all other types of intersections. Molalla's standard is LOS D, which represents a maximum of 55 seconds of average intersection delay at traffic signals and all-way stops, and a maximum of 35 seconds of average delay for the worst movement at other intersections.

ODOT uses the concept of *volume-to-capacity* (v/c) ratio, which expresses the percentage of a roadway or intersection's capacity that is in use. ODOT's standard for Highways 211 and 213 is a maximum v/c ratio of 0.90 in areas with a posted speed of 35 mph or less, meaning that no more than 90% of a roadway or intersection's capacity should be used up. In areas with a posted speed over 35 mph, the standard is a v/c ratio of 0.85. At state highway intersections, the more restrictive of ODOT's or Molalla's standard applies when determining whether an intersection is operating within its standard.

Figure 2 shows existing traffic operations at the study intersections, along with each intersection's LOS grade (from "A"/best to "F"/worst) and v/c ratio. The figure categorizes the

intersections as *within standard* (LOS A, B, or C, or a v/c ratio 0.10 or more below the ODOT standard on state highways), *approaching standard* (LOS D or a v/c ratio within 0.00-0.09 of the ODOT standard on state highways), and *exceeds standard* (LOS E or F, or a v/c ratio greater than the ODOT standard on state highways).

At present, no intersections exceed their traffic operations standard. However, the Main Street/Molalla Avenue intersection currently operates at 82% of capacity during the weekday p.m. peak hour, which is within 8 percentage points of its standard. The Main Street/Dixon Avenue intersection operates at LOS D, with 26 and 27 seconds of average delay during the weekday p.m. peak hour on the northbound and southbound approaches, respectively. If downtown Molalla were to be designated a Special Transportation Area (STA), the ODOT v/c standard in the downtown area would increase from 0.90 to 0.95.

Comparing 2006 traffic operations to the 1999 operations reported in the Molalla Transportation System Plan (TSP), the Main Street/Molalla Avenue intersection has gone from LOS B to LOS D. The other intersections included in both studies have generally the same LOS as before. The Highway 211/Highway 213 has been signalized since 1999, so the two results cannot be directly compared to each other. In 2006, the Highway 211/Highway 213 intersection operates at LOS C and a v/c ratio of 0.48.

Crashes

Crash records for the study area covering the years 2001-2005 (the most recent available) were obtained from ODOT. The data identify reported crashes that resulted in a fatality, injury, property damage exceeding a threshold amount (\$1,000 through 2003, currently \$1,500), or (since 2004) a vehicle being towed from the crash scene due to damage. Table 1, on the next page, summarizes this information for the study intersections.

Unsurprisingly, the two Highway 211 intersections with highest cross-street volumes, Highway 213 and Molalla Avenue had the highest number of crashes: 11 in five years at Highway 213 and 6 in five years at Molalla Avenue. Most of the reported crashes at the Highway 211/Highway 213 occurred while the intersection was still a four-way stop and most of those have failure to obey the stop sign as a contributing factor. Since the installation of a traffic signal at the intersection, the crash rate appears to have gone down, although a few more years of data will be needed to allow a good comparison of before-and-after conditions.

Table 1
Study Area Reported Crashes, 2001-2005

Intersection	# Crashes	Collision Type					Severity	
		Sideswipe	Rear-End	Turning	Angle	Other	PDO	Injury
Highway 211/ Highway 213	11		6	3	2		7	4
Highway 211/ Ona Way	3		1		2		1	2
Highway 211/ Leroy Ave	2		1		1		0	2
Highway 211/ Ridings Ave	0							
Highway 211/ Dixon Ave	1				1			
Highway 211/ Kennel St	3		2	1			2	1 (Bike)
Highway 211/ Molalla Ave	6		3	2		1	4	2
Highway 211/ N Cole St	2		1	1			2	
Highway 211/ Mathias Road	4			2	1	1	1	3
Molalla Ave/ Shirley St	0							
Molalla Ave/ 5 th St	0							
Toliver Rd/ Leroy Ave	0							

PDO: property damage only

On-Street Parking

This project will be addressing parking in the downtown area during subsequent work tasks. Figure 3 shows the existing supply of on-street parking spaces within the downtown area, by block face, assuming 22 feet per parking stall (on-street parking stalls are unmarked in Molalla). This inventory was developed through a combination of through-the-windshield video shot by the project team, ODOT video log data for Highway 211, and aerial photography. For a few streets with particularly narrow cross-sections (e.g., the southern portion of Hart Street and within some mobile home parks), all of the parking has been assigned to one side of the street, although people may be able to park on either side.

The supply of on-street parking is reduced when there are frequent driveway accesses to a street, and especially so when a lot's entire frontage has access to the street. Poorly located mailboxes can also reduce the supply of on-street parking along a block face.

Access Management

The Oregon Highway Plan seeks to improve the safety and operations of state highways by managing access onto the highway. Providing reasonable amounts of separation between access points reduces the number of times that traffic on the state highway must change speed because

of other motorists turning on or off the highway, and reduces the number of locations that motorists turning onto the highway must check for potentially conflicting vehicles.

ODOT's access spacing standards depend on the highway's importance (the more important the highway, the greater the access spacing), the surrounding land use (e.g., rural vs. urban), the roadway's posted speed, and whether an area has been designated as a STA. The standards are applied to new driveway construction requests, changes of use of an existing driveway (e.g., redevelopment of a property that significantly increases driveway volumes), and ODOT modernization projects. The spacing standard that applies to Highway 211 is 500 feet, where the posted speed is 40 mph, or 350 feet, where the posted speed is 35 mph or less. Table 2 shows the access spacing standard by road segment, the total number of accesses within that segment, and the average access spacing within that segment. No determination has been made as to how many of these accesses have a valid ODOT permit or qualify for grandfather status (i.e., existed prior to 1949).

Table 2
Highway 211 Access Spacing

Segment Start	Segment End	Block Length (feet)	# of Accesses	Average Spacing (feet)	ODOT Standard (feet)	Meets Standard?
Highway 213	Molalla Forest Rd	2,060	23	86	500	No
Molalla Forest Rd	S Ona Way	560	2	187	500	No
S Ona Way	S Hezzie Ln	1,185	13	85	500	No
S Hezzie Ln	Leroy Ave	600	4	120	500	No
Leroy Ave	Ridings Ave	865	8	96	500	No
Ridings Ave	Dixon Ave	450	4	90	500	No
Dixon Ave	Alex Ave	590	2	197	350	No
Alex Ave	Shaver Ave	350	6	50	350	No
Shaver Ave	Hart St	265	3	66	350	No
Hart St	Water/Kennel St	100	0	100	350	No
Water/Kennel St	Metzler Ave	235	2	78	350	No
Metzler Ave	Molalla Ave	300	1	150	350	No
Molalla Ave	Engle Ave	310	3	78	350	No
Engle Ave	Center Ave	170	2	57	350	No
Center Ave	S Sweigle Ave	130	1	65	350	No
S Sweigle Ave	Berkley Ave	285	2	95	350	No
Berkley Ave	Grange St	60	0	60	350	No
Grange St	Lola Ave	200	2	67	350	No
Lola Ave	Fenton St	300	2	100	350	No
Fenton St	N Cole Ave	815	12	63	350	No
N Cole Ave	S Cole Ave	160	2	53	350	No
S Cole Ave	Stowers St	385	7	48	350	No
Stowers St	Mathias Rd (west)	575	7	72	350	No

Table 2 shows that ODOT's access spacing standards are currently unmet throughout the study area and, in many cases, the existing block spacing is shorter than the ODOT standard. This result means that as properties redevelop along Highway 211, ODOT will likely seek to move toward the access standard by closing and/or consolidating accesses where possible. Although ODOT must allow some sort of access (shared or direct) to properties that have no other public street frontage, it is not obligated to provide access to the state highway if an alternate access is available. Developing shared use of an access among two or more commercial properties is a technique that ODOT encourages to reduce the number of access points over time.

If an STA is created in downtown Molalla, the access spacing standard would become the existing city block spacing. If the agreement between the City and ODOT setting up the STA were to allow driveways, the minimum spacing would be 175 feet, or mid-block when a block is less than 350 feet long. It should be noted that east of downtown, the land use along Highway 211 mostly consists of single-family homes. It is unlikely that the number of accesses in that section will be able to be reduced.

Planned Roadway Improvements

The 2001 TSP identified a set of roadway improvement projects to address Molalla's transportation needs over the following 20 years. Since 2001, the following TSP projects have been constructed:

- Traffic signal at the Highway 211/Highway 213 intersection;
- 5th Street extension; and
- Toliver Road widening.

Table 3, on the next page, lists the remaining projects that are planned to be constructed by 2021, assuming available funding matches the assumptions used to develop the TSP list. This list includes a project description, the TSP's estimated project cost (in 2000 dollars), and the TSP's expectation for the project funding source(s). Figure 4 maps the locations of these projects. Note that this project's future work includes revisiting the need for and/or design of these projects.

**Table 3
Remaining TSP Projects Within the Molalla Urban Growth Boundary**

#	Improvement Location	Type of Improvement	Estimated Cost (2000 \$)	Funding Sources
1	Toliver Road/Highway 213	Turn lanes, traffic signal	\$330,000*	SDC/Development/ODOT
2	Meadow Drive/Highway 213	Traffic signal	\$150,000	SDC/Development/ODOT
3	Mathias Road/Feyrer Park Road	T-intersection	\$100,000	SDC/Other city
4	Main Street/Grange Street	Pedestrian median refuge	\$20,000	SDC/ODOT
5	Molalla Avenue/Main Street	Turn lanes, traffic signal	\$160,000	SDC/ODOT/County
6	Molalla Avenue/Toliver Road	Traffic signal	\$150,000	SDC/Other city/County
7	Leroy Avenue/Main Street	Turn lanes, traffic signal	\$200,000	SDC/Other city
8	Molalla Avenue/Shirley Street	Traffic signal	\$150,000	SDC/Other city
9	Mathias Road/Main Street	Roundabout, gateway	\$400,000	SDC/ODOT/County
10	Molalla Forest Road/Main Street	Roundabout, gateway	\$150,000	SDC
11	Highway 211	Widen roadway	\$185,000	SDC/ODOT
12	Molalla Forest Road	Reconstruct, widen roadway	\$4,300,000	SDC
13	Mathias Road	Widen roadway	\$1,300,000	SDC
14	Highway 213	Shoulder improvements	\$500,000	ODOT
15	Molalla Avenue	Widen roadway	\$1,875,000	Not identified

SDC = Systems Development Charge
ID numbers are keyed to Figure 4.

The TSP also budgeted \$25,000 per year for miscellaneous sidewalk and bicycle facility improvements throughout Molalla.

*More recent work for the City indicates that the Bear Creek culvert south of the Toliver/Highway 213 intersection would need to be replaced if left-turn lanes were constructed, as the roadway could not be tapered back to a 2-lane section prior to the culvert. This would raise the project cost to over \$1 million. A roundabout would avoid this problem, but the location may not satisfy ODOT policies for installing roundabouts on the state highway system.

PUBLIC TRANSIT

Public transit service in Molalla is provided by the South Clackamas Transportation District (SCTD), which operates three routes:

- The **Intra-City** route loops through the western and eastern halves of Molalla every hour between 7:30 a.m. and 5:35 p.m. on weekdays.
- The **Oregon City** route runs from Molalla City Hall to Clackamas Community College via Highways 211 and 213. Connections to TriMet routes serving Portland-area destinations are available at Clackamas Community College. Service is provided approximately hourly between 5:06 a.m. and 8:25 p.m. on weekdays, and approximately hourly between 7:09 a.m. and 4:55 p.m. on Saturdays. The one-way fare is \$1.
- The **Canby** route runs from Molalla City Hall to Canby via Highway 211 and the Canby-Marquam Highway, and returns via Mulino Road, Highway 213, and Molalla Avenue. Connections are available in Canby to Canby Area Transit routes serving Canby, Oregon City, and Woodburn, and to a South Metro Area Rapid Transit route serving Wilsonville. Service is provided every 60-105 minutes, from 7:30 a.m. to 5:15 p.m. The one-way fare is \$1.

Figure 5 shows the streets served by the three routes within the study area, and locations of bus shelters. The Intra-City route has no designated bus stops—buses will stop at any safe location along the route to pick up and drop off passengers. Discussions with SCTD staff indicate that there are no current plans to develop new routes.

In 2005, SCTD carried 68,785 passengers, corresponding to an average of over 250 boardings per day. The Oregon City route carried 43% of the total, the Intra-City route carried 36% of the total, and the Canby route carried 21% of the total. For the first eight months of 2006, SCTD ridership is up 15% over 2005, led by strong ridership growth on the Oregon City route, which is up 32% over the previous year-to-date.

The amount of transit service available in Molalla is excellent for a city of its size. The existence of a fixed revenue source to help support transit service—in Molalla’s case, a 0.3% payroll tax—is a major reason why this level of transit service can be provided.

PEDESTRIAN

The 2001 TSP noted that, at the time, sidewalks were most likely to be found in new residential subdivisions and in the downtown area. Figure 6 shows the current extent of Molalla’s sidewalk and path network. “Multi-use paths” are off-street facilities shared by pedestrians and bicycles. “Complete sidewalk” indicates block faces with a continuous sidewalk. “Partial sidewalk” indicates block faces with some sections of sidewalk, but not a continuous sidewalk.

The inventory of pedestrian facilities within the study area was developed from field observations and depicted with bright colors on the map. To illustrate potential connections to areas outside the study area, the remainder of Molalla’s pedestrian network is also mapped, based on data from the TSP and aerial photography. Pedestrian facilities depicted outside the study area have not been field checked, but have been reviewed by City staff.

A comparison of the TSP existing-conditions map to Figure 6 shows that Molalla’s sidewalk network has expanded considerably since 1999. The Toliver Road and 5th Street extension projects have provided long sections of new sidewalk, and a new multiple-use path, the Bear Creek Trail, has been developed in the southeast section of the city. There are also more sidewalks along Highway 211 west of Molalla Avenue than before, and all new residential development is providing sidewalks. In the future, additional sidewalks will be developed as part of street reconstruction projects and as properties redevelop.

Figure 6 also shows the inventory of marked crosswalks within Molalla, developed from aerial photography.

BICYCLE

Molalla's bicycle network is still limited in extent, although improvements have occurred since the time the TSP was developed. Toliver Road has new bike lanes or an adjacent multiple-use path for its entire length east of Highway 213, and the recently extended portion of 5th Street east of Molalla Avenue also has bicycle lanes. Main Street between Leroy Avenue and Molalla Avenue has shoulders that function as bicycle lanes. There are short sections of bicycle lanes on the approaches to the Highway 211/Highway 213 intersection which were added when the intersection was widened, and later signalized.

In the future, the Molalla TSP calls for bicycle lanes to be constructed along all collector and arterial streets outside the downtown area. Street widths are generally narrower downtown, particularly along Main Street east of Molalla Avenue, and a decision was made at the time the TSP was developed to favor on-street parking over bicycle lanes in downtown. Bicycles can more readily share the road with vehicular traffic in low-speed environments, such as downtown, and the more-connected street network downtown also provides opportunities for bicycle travel on streets paralleling Main Street and Molalla Avenue.

Figure 7 shows the existing and planned bicycle network within the study area. "Multi-use paths" are off-street facilities shared with pedestrians. "Bicycle lane" indicates that a continuous designated bike lane exists for the entire block face. "Incomplete bicycle lane" indicates that some portion of the block face has a bike lane, but not the entire block face. "Shoulder bikeway" indicates that a wide shoulder exists for the entire block face, adequate for bicycle travel. Along portions of Main Street west of Molalla Avenue, the lane striping provides sufficient room for both on-street parking and bicycle travel. "Incomplete shoulder bikeway" indicates that a wide shoulder exists for only a portion of the block face. Finally, "planned bike lane" indicates street segments that are planned to have bicycle lanes in the future, either as part of a road reconstruction project, or through frontage improvements as adjacent properties redevelop.

The rail section of the TSP states that if "the railroad chooses to abandon the line at some point in the future, the City should seek to preserve the right-of-way as a recreational pathway." The Molalla Branch runs from the Union Pacific mainline in Canby to Molalla, where it used to serve the former mill site south of Main Street and west of Molalla Avenue. In 1993, the Molalla Western Railroad (now the Oregon Pacific Railroad), a short-line railroad, leased the branch from Union Pacific. In summer 2003, the tracks were removed from the section of the line between Liberal and Molalla. (According to one web site, Oregon Pacific purchased the tracks from Union Pacific for use elsewhere.)¹ An official abandonment of the line would require an application by Union Pacific to the federal Surface Transportation Board, which does not appear to have occurred yet. The status of the right-of-way following an official abandonment would depend on whether Union Pacific owns the right-of-way outright (in which case, the railroad would retain ownership) or whether the railroad operated on an easement from adjacent landowners (in which case, the right-of-way could revert back to the adjacent landowners).²

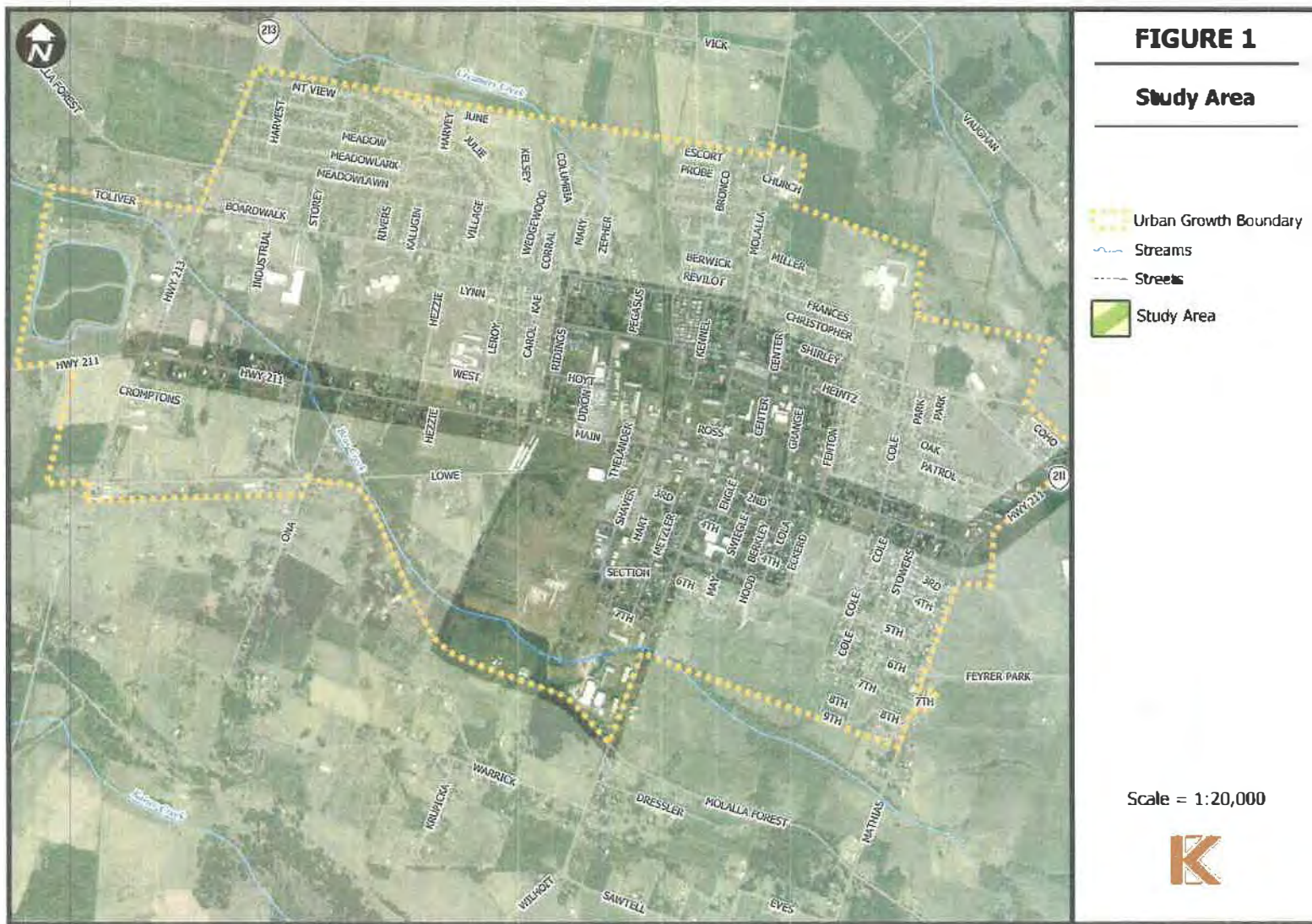
¹ Brian McCamish, "Active Short Lines of the Pacific Northwest," <http://www.brian894x4.com/OregonPacificRR.html>, accessed September 13, 2006.

² Rails-to-Trails Conservancy, *Acquiring Rail Corridors: A How To Manual*.

*Molalla Downtown Development and OR 211 Streetscape
October 30, 2006*

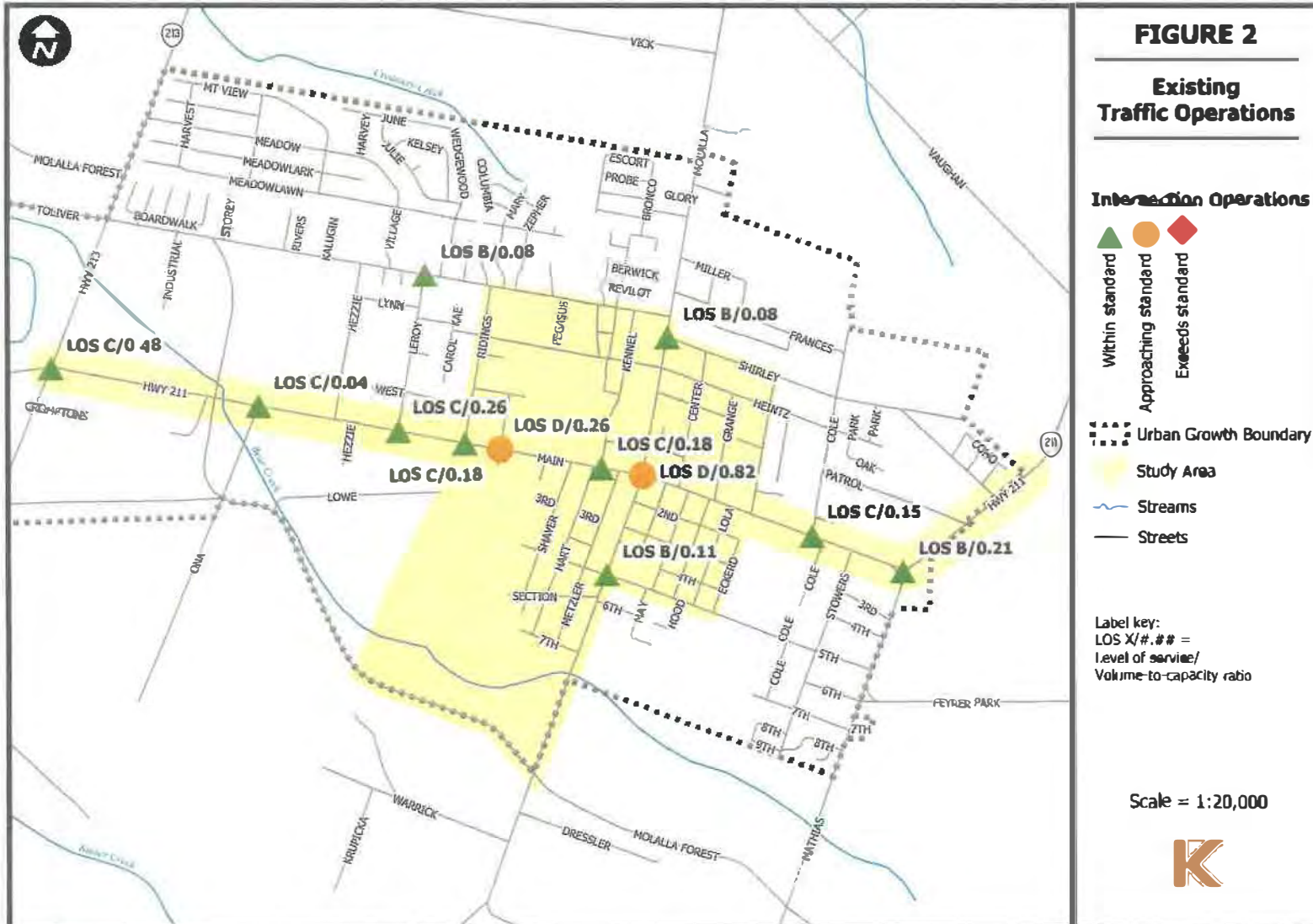
*Project #: 7910
Page 11*

Molalla's bicycle network has improved since the TSP was adopted, and if the City continues its efforts, the network can be expected to continue to grow in the future. The existence of the semi-abandoned railroad offers the potential to begin to develop recreational bike trails to connect Molalla to nearby communities and parks. However, the City may need to be prepared to act quickly if the opportunity to purchase the right-of-way comes up, in the event the railroad applies to officially abandon the line.



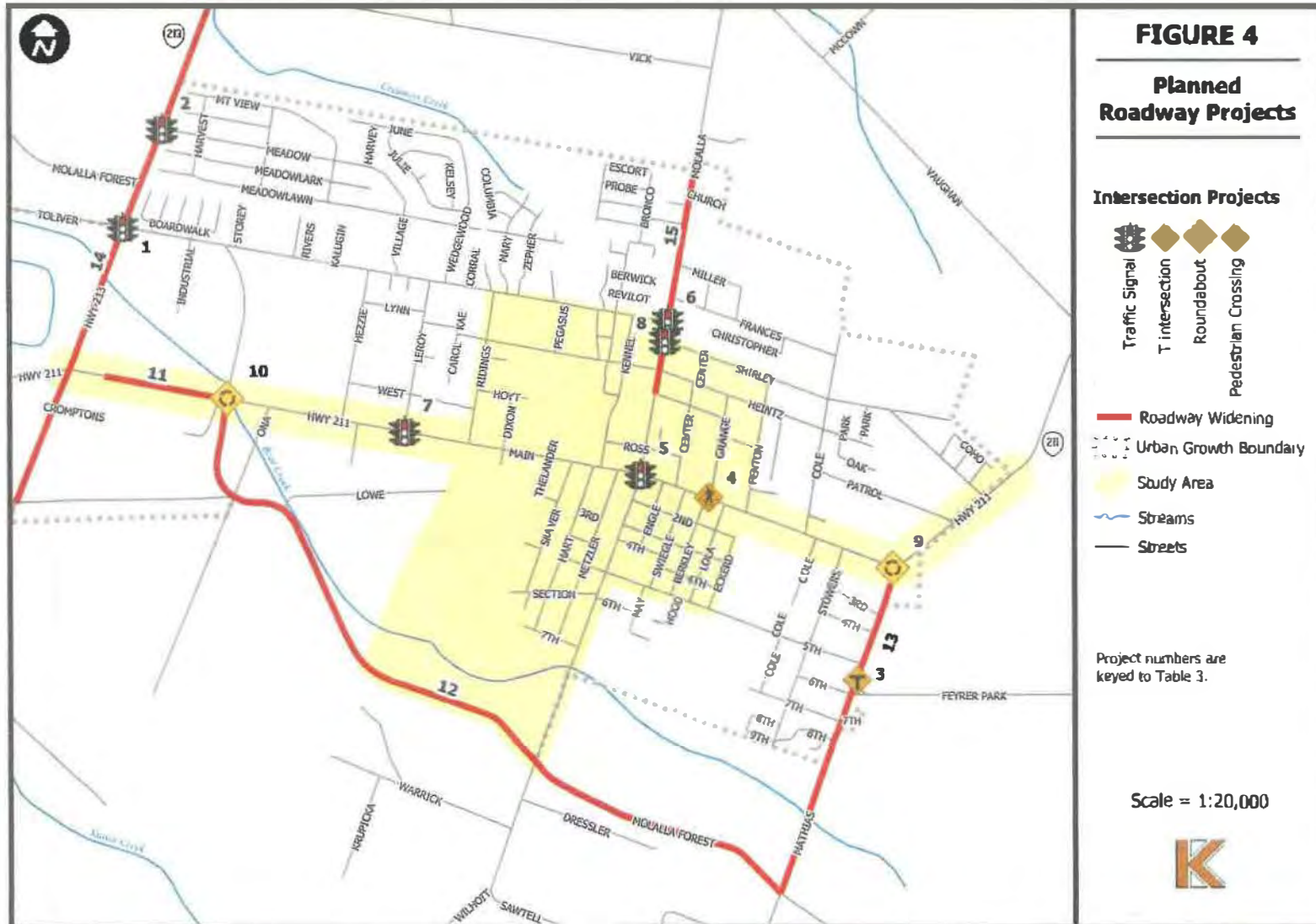
Molalla Downtown Development and OR 211 Streetscape Plan
 Technical Memorandum #3: Existing and Planned Transportation System

October 2006



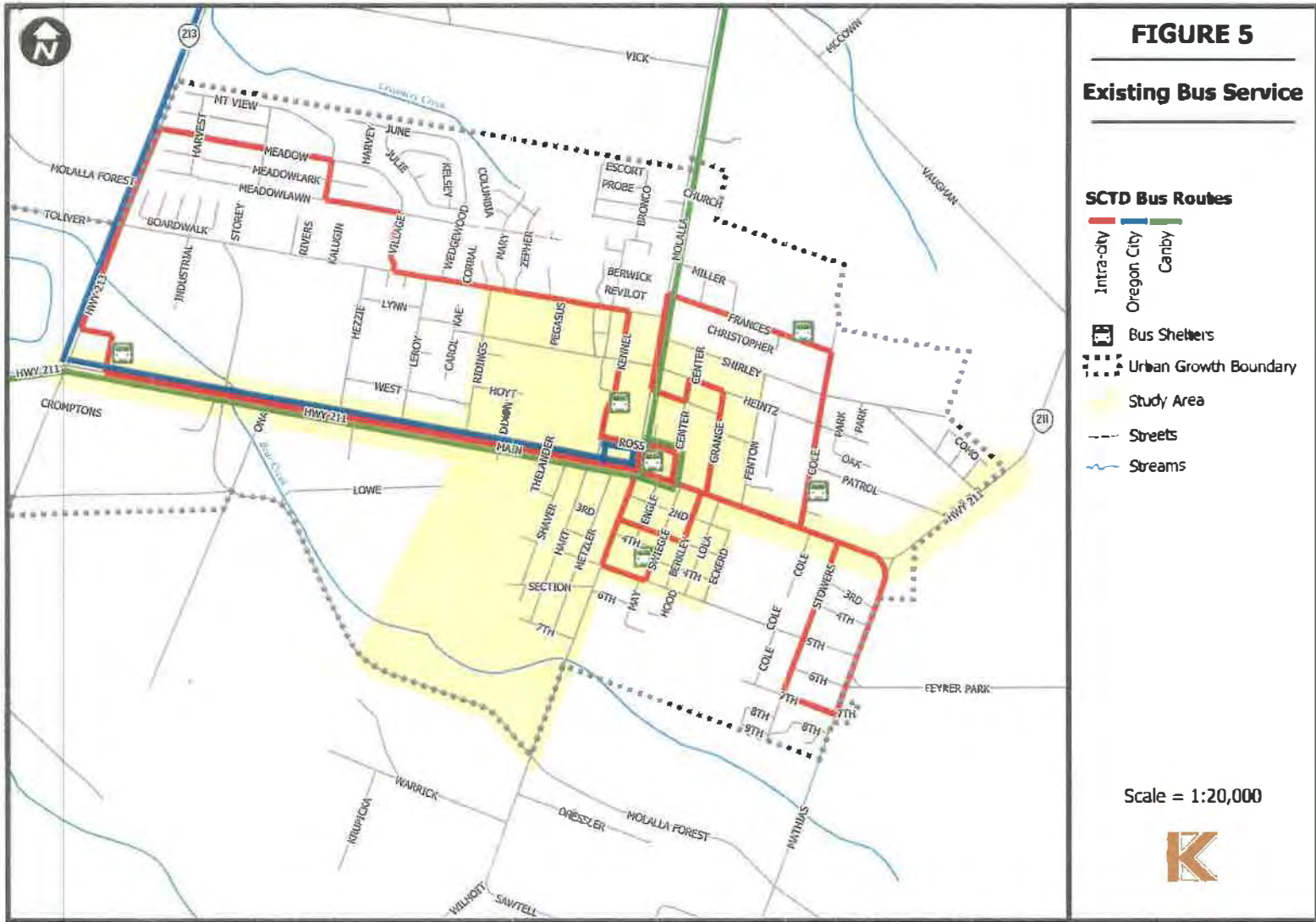
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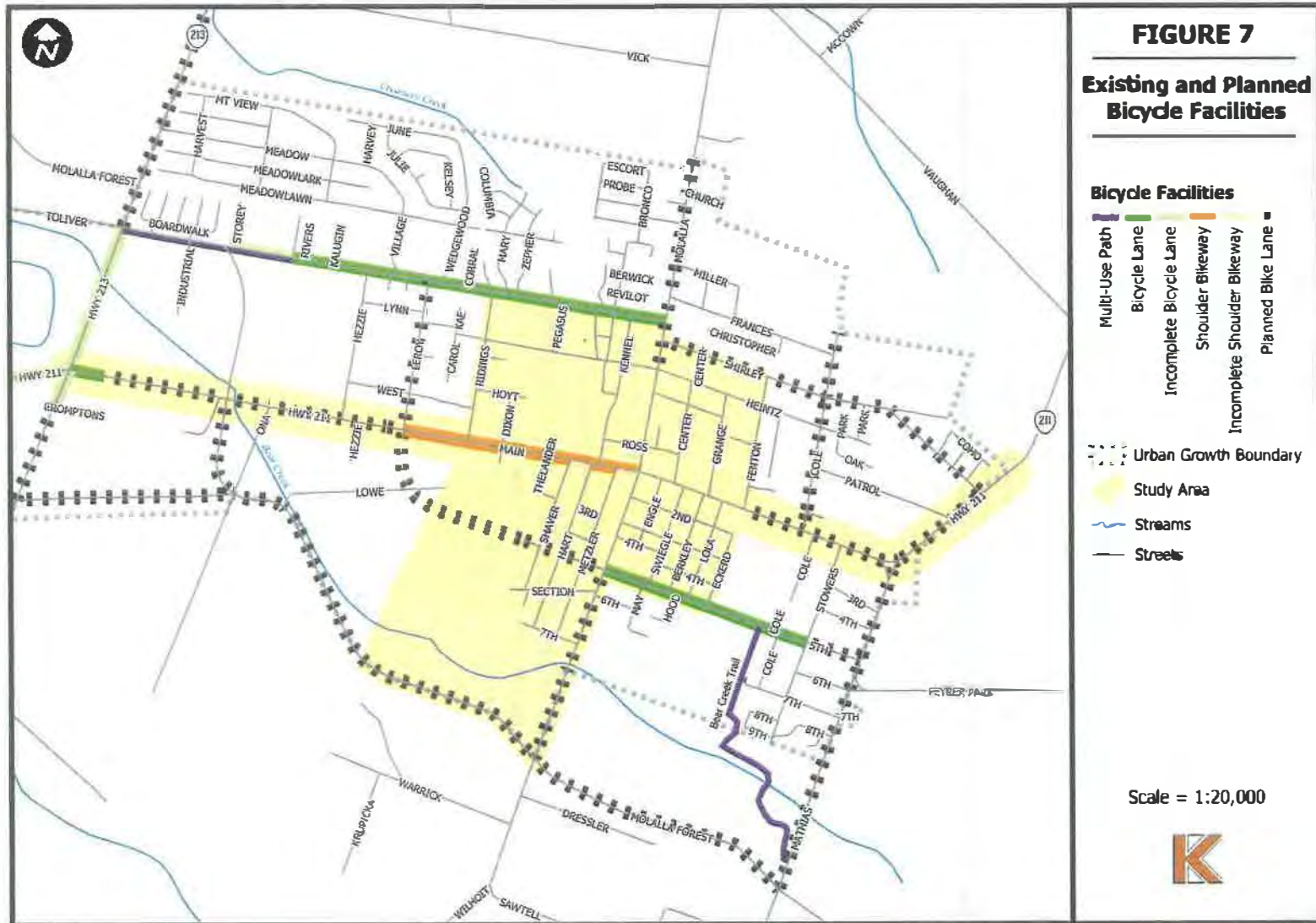
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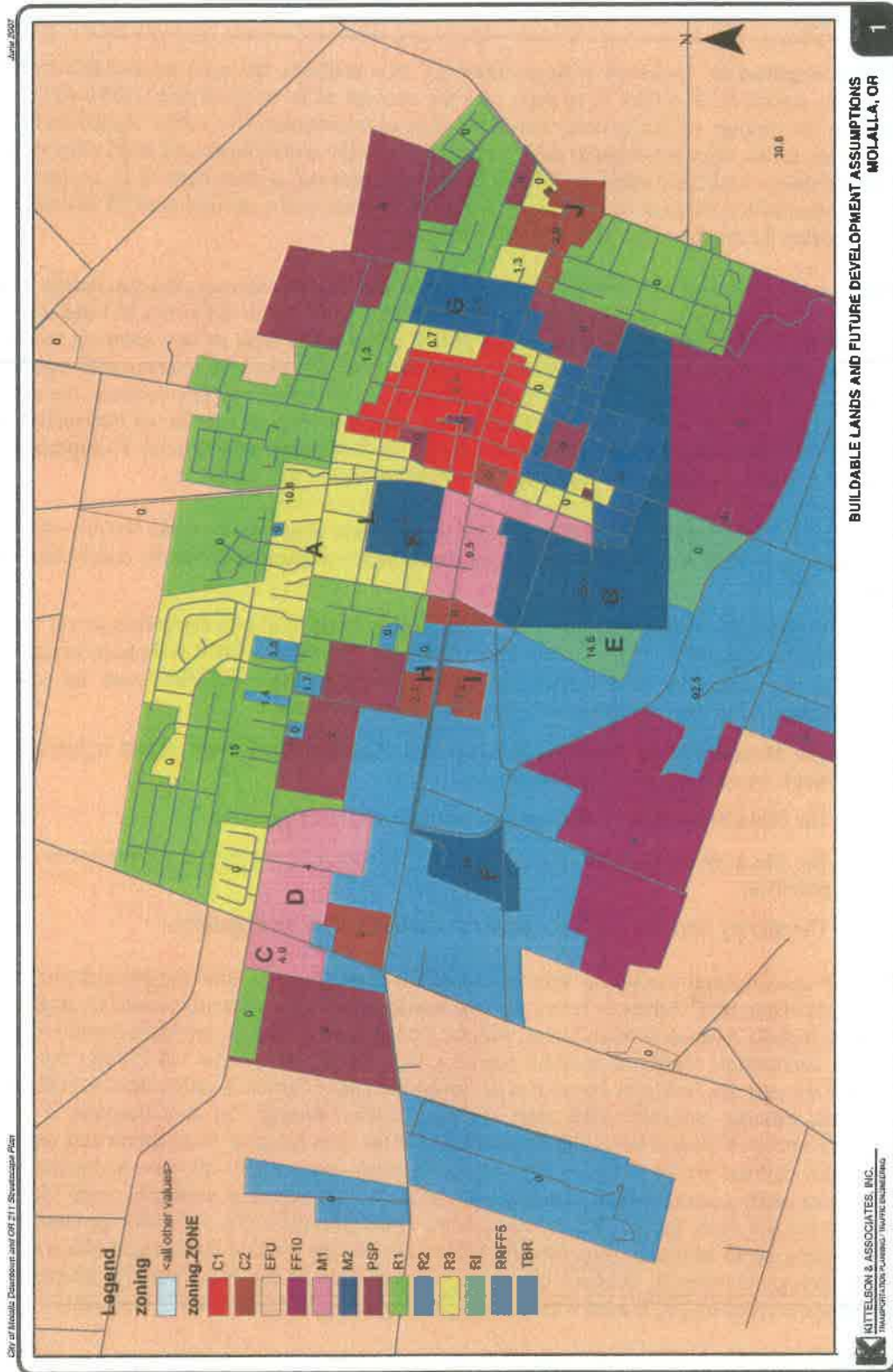
In some cases, existing land uses are proposed to be redeveloped as another kind of use in the future—for example, approximately 20 acres of land north of Main Street and west of the former railroad tracks is proposed to be rezoned from industrial to general commercial. In these cases, the net change in trip generation potential has been evaluated.

Figure I shows the locations of available buildable lands within Molalla. Letters within circles on that map are keyed to Table 1, which lists the assumed kind and amount of development for each site, based on the initial design concept's zoning.

Table 1. Future Development Assumptions

Map Key	Land Use Type	Size
A	Residential	22 units of single family residential 38 units of townhomes
B	Residential	132 units of single family residential 200 units of townhomes
C	Light Industrial	20,000 square feet
D	Light Industrial	20,000 square feet
E	Heavy Industrial	65,000 square feet
F	Heavy Industrial	20,000 square feet
G	Residential	6 units of single family residential
H	Pharmacy/Drugstore	15,000 square feet
I	Shopping Center	70,000 square feet
J	High Turnover (Sit-down) Restaurant	10,000 square feet
K	Big Box Retailer (replacing Light Industrial)	215,000 square feet (replacing 100,000 square feet)
L	Light Industrial (replacing Heavy Industrial)	35,500 square feet (replacing 35,500 square feet)

Table 1 shows a potential for 398 residential units, 145,000 square feet of industrial, and 310,000 square feet of new commercial developments within the urban growth boundary (UGB). There is also a reduction of 100,000 square feet of industrial areas within the UGB, which is replaced by commercial zoning.



As first described in Technical Memorandum #3, two methods are used to establish traffic operations standards. The City of Molalla uses the concept of level of service (LOS), which is based on the average vehicular delay experienced at an intersection (for traffic signals and all-way stops), or the average vehicular delay experienced by the worst movement at all other types of intersections. Molalla's standard is LOS D, which represents a maximum of 55 seconds of average intersection delay at traffic signals and all-way stops, and a maximum of 35 seconds of average delay for the worst movement at other intersections.

ODOT uses the concept of volume-to-capacity (v/c) ratio, which expresses the percentage of a roadway or intersection's capacity that is in use. ODOT's standard for Highways 211 and 213 is a maximum v/c ratio of 0.90 in areas with a posted speed of 35 mph or less, meaning that no more than 90% of a roadway or intersection's capacity should be used up. In areas with a posted speed over 35 mph, the standard is a v/c ratio of 0.85. At state highway intersections, the more restrictive of ODOT's or Molalla's standard applies when determining whether an intersection is operating within its standard. If downtown Molalla is designated as a Special Transportation Area (STA), the v/c standard for Highway 211 would be 0.95 within the STA.

The Molalla TSP identifies the following roadway projects that would impact traffic volumes and operations within this project's study area, and which we assumed would be constructed by 2027:

- The **Molalla Forest Road** would be reconstructed and used as a controlled-access truck and through-traffic bypass of downtown Molalla. If the City's UGB were to be expanded to the south, the road would also provide an alternative to Main Street for traffic generated by new development in the UGB expansion area.
- The **Molalla Forest Road/Main Street** and **Mathias Road/Main Street** intersections would be reconstructed as roundabouts.
- The **Main Street/Leroy Avenue** intersection would be signalized.
- The **Main Street/Molalla Avenue** intersection would be signalized, with left-turn lanes provided.
- The **Shirley Street/Molalla Avenue** intersection would be signalized.

The TSP contemplated that a new street grid would be constructed within the old mill site, and that an extension of 5th Street to Leroy Avenue would provide an alternative route for traffic to get from Molalla Avenue to Main Street, without having to pass through the Main Street/Molalla Avenue intersection. Option 2 provides such a grid, with the connection via Ridings Avenue. Because the mill site would be developed as residential under Option 2, rather than as industrial under the existing comprehensive plan, diverting traffic through the area becomes a less-attractive option. It should be noted, however, that if the area north of Main Street and west of the former railroad tracks becomes general commercial—particularly big-box commercial—a continuous north-south collector street (e.g., Thelander Street) would be needed between Molalla Forest Road and Main Street. This collector street would provide a way for traffic generated by new housing south of the existing Molalla UGB to get to the general commercial site without going through downtown. Without this route, the capacity of the Main/Molalla intersection would be exceeded by 2027, even with the mitigation options discussed later in this memo.

Table 4 lists the year 2027 traffic conditions during the weekday p.m. peak hour at the study intersections, based on the Option 2 land uses, and with the road improvements described above.

**Table 4. Year 2027 Weekday PM Peak Hour Traffic Conditions:
Option 2, TSP Projects**

Intersection	v/c Ratio	Avg. Delay (sec)	LOS
Highway 213/Highway 211 (signal)	0.93	40.8	D
Molalla Forest Road/Highway 211 (roundabout)	0.79	16.5	*
Leroy Avenue/Highway 211 (signal)	0.64	12.3	B
Dixon Avenue/Highway 211 (stop control)	0.38	32.3	D
Ridings Avenue/Highway 211 (stop control)	0.26	39.1	E
Kennel Avenue/Highway 211 (stop control)	0.20	23.1	C
Molalla Avenue/Highway 211 (signal+turn lanes)	0.97	59.6	E
N. Cole Avenue/Highway 211 (stop control)	0.39	32.9	D
Mathias Road/Highway 211 (roundabout)	0.49	6.4	*
Molalla Avenue/5th Street (stop control)	0.49	56.9	F
Molalla Avenue/Shirley Street (signal)	0.47	4.2	A
Leroy Avenue/Toliver Street (stop control)	0.33	20.3	C

*LOS ranges have not yet been defined for roundabout intersections.

As Table 4 shows, traffic operations on Highway 211 would be considerably improved if the Molalla Forest Road were available as a parallel facility to relieve some of the traffic. Stop-controlled intersections along Highway 211 west of downtown would sometimes exceed the City's level-of-service standard of "D", but would operate well within their capacity. These intersections would likely operate better than indicated in this table, as the new traffic signals would create longer gaps in traffic that side-street traffic could use.

With the availability of the Molalla Forest Road, less Oregon City-bound traffic would use Molalla Avenue through town. However, greater traffic volumes would occur through the Highway 213/Highway 211 intersection, which would exceed ODOT's v/c standard by 2027. The Main/Molalla intersection would meet operational standards, but would require long left-turn lanes, as discussed in the next section.

MAIN/MOLALLA IMPROVEMENT CONCEPTS

This section presents two improvement concepts for the Main/Molalla intersection and discusses both their traffic and potential community impacts. Both options assume that the Main/Molalla intersection will be signalized at some point in the future. Two other options—a north/south couplet, and one-way circulation around the block immediately northwest of the Main/Molalla intersection—were evaluated earlier in the project, but were not favored in the comments received through the public process.

Option #1: Left Turn Lanes on All Approaches

Under this option, on-street parking would be removed on the intersection approaches to provide room for left-turn lanes. The traffic signal would operate in a four-phase operation (i.e., north/south left turns, north/south through & right turns, east/west left turns, and east/west

through & right turns). The intersection's operation (v/c ratio of 0.97 and LOS E) would not meet ODOT and City standards (even with an STA designation), the required lengths of the left-turn lanes would be excessive, in some cases exceeding a block in length (for example, the required length for the northbound left-turn lane to accommodate 95th-percentile queues would be 650 feet in the year 2027). However, the intersection would still operate within capacity

Option #2: Prohibit Left Turns

A second concept, suggested by the City's Transportation System Plan, would be to prohibit all left turns at the Main/Molalla intersection, at least during peak periods. The intersection would operate efficiently as a two-phase signal. Overall traffic volumes could go up or down, depending on the routes motorists selected to make their left turn (i.e., turning left-right-left prior to the intersection would result in less traffic, while making three right turns after passing through the intersection would result in more traffic). For the purposes of this analysis, we conservatively assumed that half the traffic would pass through the intersection and turn right-right-right, while half would pass through the intersection and turn left-left-right, resulting in a v/c ratio of 0.79 and LOS B. To the extent that traffic turned prior to the intersection, operations would improve.

Traffic volumes on other downtown streets—including some residential streets—would increase as result of the turn prohibitions, but on-street parking could be retained on Main and Molalla.

Summary of Options

Option 1 (left-turn lanes) produces below-capacity operations in the year 2027, but would exceed both ODOT and City operations standards. It eliminates on-street parking on Main Street and Molalla Avenue within 1-2 blocks of the intersection. The required left-turn lane lengths would be excessively long, extending across more than one block on some intersection approaches.

Option 2 (left-turn prohibition) produces acceptable operations in the year 2027 and preserves on-street parking. However, traffic volumes and turning movements would increase on all of the streets surrounding the Main/Molalla intersection, which would have neighborhood impacts.

Prior to installing a traffic signal, ODOT would seek community input to help determine the community's preferred solution at that time. State rules regarding truck movements may preclude the left-turn prohibition option.

OTHER INTERSECTION IMPROVEMENTS

Highway 211/Highway 213

Providing right-turn overlap phasing (i.e., right turns move at the same time the corresponding left turn moves) would produce a year 2027 v/c ratio of 0.91, which is above the ODOT standard of 0.85. Further improvement would require additional lanes (e.g., dual westbound left-turn lanes produce a v/c ratio of 0.81) or the replacement of the traffic signal with a roundabout.

Molalla Downtown Plan/OR 211 Streetscape Study
June 14, 2007

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Highway 211/Ridings Avenue

If Ridings Avenue is developed to the south as a collector street, the Highway 211/Ridings Avenue intersection could require signalization in the future. Installing new traffic signals on state highways requires a detailed engineering study and the approval of the State Traffic Engineer.

Highway 211/Thelander Avenue

If the area north of Highway 211 and west of the former railroad right-of-way is developed as big-box commercial, the site access would likely require signalization. A preferred location to install a traffic signal would be opposite a public street serving the TimberTown area, for example, Thelander Avenue. Installing new traffic signals on state highways requires a detailed engineering study and the approval of the State Traffic Engineer.

320 WOODLARK BUILDING
811 SW ALDER STREET
PORTLAND, OREGON 97205-3111
503-225-0192 • FAX 503-225-0224
cogan@coganowens.com • www.coganowens.com

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PLANNING
COMMUNICATIONS
CONFLICT RESOLUTION
SUSTAINABLE DEVELOPMENT
ENVIRONMENTAL PROJECT MANAGEMENT
GOVERNMENTAL/COMMUNITY RELATIONS

MEMORANDUM

DATE: May 24, 2007
TO: Downtown/Oregon 211 Task Force Members and Interested Parties
FROM: Teak Wall, COC; Kirstin Greene, Principal, COC; Matt Hastie, Principal, COC; Jerry Johnson, Johnson Gardner; Jessica Roberts, Alta Planning and Design
RE: List of Funding Sources

Funding to implement the plan will need to come from a variety of sources, including local, state or federal grants, improvements made as properties are redeveloped, and city and county transportation budgets.

1. TRANSPORTATION

A. Federal Funding Sources

Federal funding is primarily distributed through a number of different programs established by the Federal Transportation Act. The latest act, The Safe, Accountable, Flexible, Efficient Transportation Equity Act – a Legacy for Users (SAFETEA-LU) was enacted in August 2005 as Public Law 109-59. SAFETEA-LU authorizes the Federal surface transportation programs for highways, highway safety, and transit for the 5-year period 2005-2009.

In Oregon, federal funding is administered through state (ODOT) and regional planning agencies. Most, but not all, of these funding programs are oriented toward transportation versus recreation, with an emphasis on reducing auto trips and providing inter-modal connections. Federal funding is intended for capital improvements and safety and education programs, and projects must relate to the surface transportation system.

SAFETEA-LU

There are a number of programs identified within SAFETEA-LU that provide for the funding of bicycle and pedestrian projects.

Surface Transportation Program

The Surface Transportation Program (STP) provides states with flexible funds which may be used for a wide variety of projects on any Federal-aid Highway including the National Highway System, bridges on any public road, and transit facilities.

Bicycle and pedestrian improvements are eligible activities under the STP. This covers a wide variety of projects such as on-street facilities, off-road trails, sidewalks, crosswalks, bicycle and pedestrian signals, parking, and other ancillary facilities. SAFETEA-LU also specifically clarifies that the modification of sidewalks to comply with the requirements of the Americans with Disabilities Act is an eligible activity.

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As an exception to the general rule described above, STP-funded bicycle and pedestrian facilities may be located on local and collector roads which are not part of the federally funded highway system. In addition, bicycle-related non-construction projects, such as maps, coordinator positions, and encouragement programs, are eligible for STP funds. ODOT estimates that they will receive an average of \$84 million annually for this program through the lifetime of SAFETEA-LU.

Highway Safety Improvement Program

This program funds projects designed to achieve significant reductions in traffic fatalities and serious injuries on all public roads, bikeways and walkways. This program includes the Railway-Highway Crossings Program and the High Risk Rural Roads Program. ODOT estimates that they will receive an average of \$14 million annually for this program through the lifetime of SAFETEA-LU. This program replaces the Hazard Elimination Program from TEA-21.

Railway-Highway Crossing Program (RHC)

Administered by ODOT, this program is funded by a set-aside of STP funds and is designated for improvements to highway-rail grade crossings to eliminate safety hazards. Funding for this program comes out of Highway Safety Improvement Program funds. ODOT estimates that they will receive an average of \$3.1 million annually for this program through the lifetime of SAFETEA-LU.

Transportation Enhancements

Administered by ODOT, this program is funded by a set-aside of STP funds. Projects must serve a transportation need. These funds can be used to build a variety of pedestrian, bicycle, streetscape and other improvements that enhance the cultural, aesthetic, or environmental value of transportation systems. The statewide grant process is competitive.

Congestion Mitigation/Air Quality Program

The Congestion Mitigation/Air Quality Improvement Program (CMAQ) provides funding for projects and programs in air quality non-attainment and maintenance areas for ozone, carbon monoxide, and particulate matter which reduce transportation related emissions.

These federal funds can be used to build bicycle and pedestrian facilities that reduce travel by automobile. Recreational facilities generally are not funded. ODOT estimates that they will receive an average of \$14 million annually for this program through the lifetime of SAFETEA-LU.

Recreational Trails Program

The Recreational Trails Program of the Federal Transportation Bill provides funds to states to develop and maintain recreational trails and trail-related facilities for both non-motorized and motorized recreational trail uses. Examples of trail uses include hiking, bicycling, in-line skating, equestrian use, and other non-motorized and motorized uses. These funds are available for both paved and unpaved trails, but may not be used to

improve roads for general passenger vehicle use or to provide shoulders or sidewalks along roads.

Recreational Trails Program funds may be used for:

- ✓ Maintenance and restoration of existing trails
- ✓ Purchase and lease of trail construction and maintenance equipment
- ✓ Construction of new trails, including unpaved trails
- ✓ Acquisition or easements of property for trails
- ✓ State administrative costs related to this program (limited to 7 percent of a State's funds)
- ✓ Operation of educational programs to promote safety and environmental protection related to trails (limited to 5 percent of a State's funds)

Safe Routes to School (SR2S)

Under the SR2S Program, federal funds are administered by ODOT. Under the Oregon Safe Routes to School Program, approximately \$3.7 million will be available for grants between 2006 and 2010. The grants can be used to identify and reduce barriers and hazards to children walking or bicycling to school. ODOT estimates that they will receive an average of \$1.37 million annually for this program through the lifetime of SAFETEA-LU.

New Freedom Initiative

SAFETEA-LU creates a new formula grant program that provides capital and operating costs to provide transportation services and facility improvements that exceed those required by the Americans with Disabilities Act.

Community Development Block Grants

The Community Development Block Grants (CDBG) program provides money for streetscape revitalization, which may be largely comprised of pedestrian improvements. Federal CDBG grantees may “use Community Development Block Grants funds for activities that include (but are not limited to): acquiring real property; reconstructing or rehabilitating housing and other property; building public facilities and improvements, such as streets, sidewalks, community and senior citizen centers and recreational facilities; paying for planning and administrative expenses, such as costs related to developing a consolidated plan and managing CDBG funds; provide public services for youths, seniors, or the disabled; and initiatives such as neighborhood watch programs.”

Rivers, Trails and Conservation Assistance Program

The Rivers, Trails and Conservation Assistance Program (RTCA) is a National Parks Service program which provides technical assistance via direct staff involvement, to establish and restore greenways, rivers, trails, watersheds and open space. The RTCA program provides only for planning assistance—there are no implementation monies

available. Projects are prioritized for assistance based on criteria that include conserving significant community resources, fostering cooperation between agencies, serving a large number of users, encouraging public involvement in planning and implementation, and focusing on lasting accomplishments.

Land and Water Conservation Fund

The Land and Water Conservation Fund (LWCF) is a federally-funded program that provides grants for planning and acquiring outdoor recreation areas and facilities, including trails. Funds can be used for right-of-way acquisition and construction. These funds are administered by the Oregon Parks and Recreation Department.

Transportation, Community and System Preservation Program

The Transportation, Community and System Preservation Program provides federal funding for transit-oriented development, traffic calming and other projects that improve the efficiency of the transportation system, reduce the impact on the environment, and provide efficient access to jobs, services and trade centers. The program is intended to provide communities with the resources to explore the integration of their transportation system with community preservation and environmental activities. The Transportation, Community and System Preservation Program funds require a 20 percent match.

B. State Funding Sources

Statewide Transportation Improvement Program

The Statewide Transportation Improvement Program (STIP) is ODOT's short-term capital improvement program, providing project funding and scheduling information for the department and Oregon's metropolitan planning organizations. It is a four-year program developed through the coordinated efforts of ODOT, federal and local governments, Area Commissions on Transportation, tribal governments and the public.

In developing this funding program, ODOT must verify that the identified projects comply with the Oregon Transportation Plan (OTP), ODOT Modal Plans, Corridor Plans, local comprehensive plans, and SAFETEA-LU planning requirements. The STIP must fulfill Federal planning requirements for a staged, multi-year, statewide, intermodal program of transportation projects. Specific transportation projects are prioritized based on Federal planning requirements and the different State plans. ODOT consults with local jurisdictions before highway-related projects are added to the STIP.

Oregon Revised Statute 366.514

Often referred to as the "Oregon Bike Bill," this law applies equally to bicycle and pedestrian facilities. The statute's intent is to ensure that future roads be built to accommodate bicycle and pedestrian travel. The statute requires the provision of bicycle and pedestrian facilities on all major arterial and collector roadway construction, reconstruction or relocation projects where conditions permit. The statute also requires that in any fiscal year, at least one percent of highway funds allocated to a jurisdiction must be used for bicycle/pedestrian projects.

Oregon Transportation Infrastructure Bank

The Oregon Transportation Infrastructure Bank is a statewide revolving loan fund designed to promote innovative transportation funding solutions. Oregon's program was started in 1996 as part of a 10-state Federal pilot program. Additional legislation passed in 1997 by the Oregon Legislature establishes the program in state law and includes expanded authority. Eligible borrowers include cities, counties, transit districts, other special districts, port authorities, tribal governments, state agencies, and private for-profit and non-profit entities. Eligible projects include:

- ✓ Highway projects, such as roads, signals, intersection improvements and bridges
- ✓ Transit capital projects, such as buses, equipment, and maintenance or passenger facilities
- ✓ Bikeway or pedestrian access projects on highway right-of-way

Eligible project costs include preliminary engineering, environmental studies, right-of-way acquisition, construction (including project management and engineering), inspections, financing costs, and contingencies.

ODOT Administered Programs

State Pedestrian and Bicycle Grants, administered by ODOT, are grants for pedestrian or bicycle improvements on state highways or local streets. Grant amounts are up to \$200,000, with a local match encouraged. The grants require the applicant to administer the project, and projects must be situated in road or highway rights-of-way. Projects include sidewalk infill, handicap access, street crossings, intersection improvements, and minor widening for bike lanes. The grant cycle is every two years, coinciding with State Transportation Improvement Program (STIP) update cycle. Cities and counties may apply.

The Special Small City Allotment Program is restricted to cities with populations under 5,000. No locally funded match is required for participation. Grant amounts are limited to \$25,000 and must be ear-marked for surface projects such as drainage, curbs, and sidewalks.

The program allows cities to leverage local funds on non-surface projects if the grant is used specifically to repair the affected area.

The Federal Surface Transportation Program is used to construct, re-construct, and restore roads and complete operational improvements on federal aid highways. In particular, Transportation Enhancement

Enhancement activities consist of projects that improve the cultural, aesthetic and environmental value of the state's transportation system. Twelve eligible activities, including bicycle and pedestrian projects, historic preservation, landscaping and scenic beautification, mitigation of pollution due to highway runoff, and preservation of abandoned rail-way corridors. A 10.27% minimum match is required. The funding cycle is every two years in conjunction with the STIP update process. Local governments, other public agencies (state, federal, tribal) and the five ODOT regions can apply.

The Oregon Transportation Infrastructure Bank provides loans and other financial assistance to local jurisdictions for federal-aid eligible highway and transit capital projects. Loans can cover all or a portion of an eligible project. Cities, counties, special districts, transit districts, tribal governments, ports, state agencies, and private for-profit and non-profit organizations can apply.

Measure 66 Funds – Oregon State Lottery

Ballot Measure 66 amends the Oregon Constitution to allow money from the State Lottery to be used for restoring and protecting Oregon's parks, beaches, watersheds and critical fish and wildlife habitat. Funds are coordinated by Oregon State Parks, and may be used for trail-related right-of-way acquisition and construction.

Special Transportation Fund

The Oregon Special Transportation Fund Program provides financial support to designated counties, transit districts and Indian tribal governments for special transportation services benefiting seniors and people with disabilities. The majority of the STF money (75 percent) is allocated on a population-based formula. The remaining funds are distributed by the Public Transportation Discretionary Grant Program.

Bicycle and Pedestrian Program Grants

The Pedestrian and Bicycle Grant Program is a competitive grant program that provides approximately \$5 million every two years to Oregon cities, counties and ODOT regional and district offices for design and construction of pedestrian and bicycle facilities. Proposed facilities must be within public rights-of-way. Grants are awarded by the Oregon Bicycle and Pedestrian Advisory Committee.

Bicyclist Safety Mini-Grant Program

The Community Cycling Center Bicyclist Mini-Grant Program provides funding to public agencies and non-profit 501(c)(3) organizations to promote the safety of bicyclists in Oregon. Funding is available statewide through a grant to the Community Cycling Center from ODOT's Transportation Safety Division. Funding is available for projects targeting youth and/or adults, with a focus on projects that incorporate a strong educational element, especially in communities that do not currently have access to bike safety education resources. For communities that currently do have access to these resources, innovative and creative project proposals are highly encouraged. Applicants may apply for grants between \$800 and \$5,000.

Pedestrian Safety Mini-Grant Program

Administered by Oregon's Bicycle Transportation Alliance and the Willamette Pedestrian Coalition, the Pedestrian Safety Mini-Grant Program is funded through ODOT's Traffic Safety Division. The program provides funds to police departments around the state to stage crosswalk enforcement actions against motorists who fail to yield to pedestrians. In these operations, a decoy police officer attempts to cross a street at an intersection or marked crosswalk (crosswalk laws apply to unmarked crosswalks as well). If passing motorists fail to stop and yield for the pedestrian, they are issued either a warning or a citation. The operations include a media outreach component, with the

purpose of raising awareness around motorists' responsibility toward pedestrians. Grant funds may also be used to offer diversion classes that violators can take in lieu of paying tickets. Applicants may apply for grants up to \$5,000.

Highway Bridge Rehabilitation or Replacement

Highway Bridge Rehabilitation or Replacement provides funding for local bridge rehabilitation or replacement, administered by ODOT, with a two-year funding cycle coinciding with the STIP update cycle. Any city or county with a structurally deficient or functionally obsolete bridge meeting criteria established by federal regulations or Federal Highway Administration policies may apply.

The Hazard Elimination Program carries out safety improvement projects to reduce the risk, number, or severity of accidents at highway locations, sections, and elements on any public road or public transportation facility. Applications are accepted at any time. Once the agency identifies a safety problem they should contact the appropriate Region staff and forward accident records, justification documents, and other pertinent project information. Region staff will then prepare a draft prospectus and send it to the Traffic Management Section to determine program eligibility. State and local agencies may apply.

The mission of the Transportation and Growth Management Program is to enhance Oregon's livability, foster integrated transportation and land use planning and development that result in compact, pedestrian, bicycle, and transit friendly communities. The program offers grants to local governments for transportation system planning and development assistance through the Quick Response and Community Outreach programs. The funding cycle is every two years.

The Public Lands Highways Discretionary Program is for projects that improve access to or within federal lands of the nation. The program can fund engineering or construction of highways and roads, transportation planning and research, and other facilities related to public travel on roads to or through federal lands. This program provides reimbursement rather than grants. This is a nationwide program with no guaranteed minimum for Oregon. The funding cycle is annual, with applications due in May. Selections in the following December are candidate projects to enter in the nationwide competition for funds. Any public agency may apply.

OECD-Administered Programs

The Immediate Opportunity Fund provides street and road improvements to influence location or retention of firms providing primary employment or revitalize business or industrial centers where the investment is not speculative.

The Special Public Works Fund has money targeted from lottery bond proceeds for loan and grant assistance to eligible public entities for the construction of infrastructure that leads to business location or expansion and the creation or retention of jobs. These are defined as providing "educational, commercial, recreational, cultural, social, or similar services to the public. This is program for which cities and counties may apply. The infrastructure must be needed primarily to support economic development, and 30% of jobs created or retained must be family wage jobs.

The Oregon Bond Bank pools municipal loans made under the Special Public Works Fund and Water/Wastewater Financing programs into state revenue bonds. The purpose of the bond bank is to provide small communities access to financial markets to finance infrastructure projects at lower rates.

Oregon Tourism Commission provides matching grants up to \$100,000, coordinated with OECDD's Needs and Issues process in order to give applicants more exposure to a greater number of potential funders. The focus is on tourism-related projects within a larger economic development strategy, with funds are for tourism projects such as marketing materials, market analyses, signage, visitor center development planning, etc., but not for construction of infrastructure. Non-profit agencies, municipalities, tribes, and ports may apply.

OECDD administers the state's annual federal allocation of Community Development Block Grants (CDBG) for non-metropolitan cities. The notational objective of the program is "the development of viable urban communities, by providing decent housing and a suitable living environment and expanding the economic opportunities, principally for persons of low and moderate income." Eligible projects include down-town revitalization projects such as clearance of abandoned buildings or improvement to publicly owned facilities or infrastructure such as curbs, gutters, storm drainage, sidewalks, streetlights, landscaping, water and sewer, and permanent benches. Matching funds are required.

C. Local Funding Sources

Local Bond Measures

Local bond measures, or levies, are usually initiated by voter-approved general obligation bonds for specific projects. Bond measures are typically limited by time based on the debt load of the local government or the project under focus. Funding from bond measures can be used for right-of-way acquisition, engineering, design and construction of pedestrian and bicycle facilities.

Tax Increment Financing/Urban Renewal Funds

Tax Increment Financing (TIF) is a tool using future gains in property taxes to finance the current improvements that will create those gains. When a public project (e.g., sidewalk improvements) is constructed, surrounding property values generally increase and encourage surrounding development or redevelopment. The increased tax revenues are then dedicated to finance the debt created by the original public improvement project. Tax Increment Financing typically occurs within designated Urban Renewal Areas (URA) that meet certain economic criteria and approved by a local governing body. To be eligible for this financing, a project (or a portion of it) must be located within the URA.

System Development Charges/Developer Impact Fees

System Development Charges (SDCs), also known as developer impact fees, represent another potential local funding source. SDCs are typically tied to trip generation rates

and traffic impacts produced by a proposed project. A developer may reduce the number of trips (and hence impacts and cost) by paying for on- or off-site pedestrian improvements that will encourage residents to walk or use transit rather than drive. In-lieu parking fees may be used to help construct new or improved pedestrian facilities. Establishing a clear nexus or connection between the impact fee and the project's impacts is critical in avoiding a potential lawsuit.

Street User Fees

Some jurisdictions administer street user fees through residents' monthly water bills. The revenue generated by the fee is used for operations and maintenance of the street system, and priorities are established by the Public Works Department. Revenue from this fund can be used to maintain on-street bicycle and pedestrian facilities, including routine sweeping of bicycle lanes and other designated bicycle routes.

Local Improvement Districts (LIDs)

Local Improvement Districts (LIDs) are most often used by cities to construct localized projects such as streets, sidewalks or bikeways. Through the LID process, the costs of local improvements are generally spread out among a group of property owners within a specified area. The cost can be allocated based on property frontage or other methods such as traffic trip generation. Some cities share the cost of improvements with LID funds.

Business Improvement Districts

Pedestrian improvements can often be included as part of larger efforts aimed at business improvement and retail district beautification. Business Improvement Districts collect levies on businesses in order to fund area-wide improvements that benefit businesses and improve access for customers. These districts may include provisions for pedestrian and bicycle improvements, such as wider sidewalks, landscaping, and ADA compliance.

Other Local Sources

Residents and other community members are excellent resources for garnering support and enthusiasm for a bicycle and pedestrian facility. Cities can work with volunteers to substantially reduce implementation and maintenance costs. Local schools, community groups, or a group of dedicated neighbors may use the project as a project for the year, possibly working with a local designer or engineer. Work parties can be formed to help clear the right-of-way for a new path or maintain existing facilities where needed. A local construction company could donate or discount services. Other opportunities for implementation will appear over time, such as grants and private funds. Cities can look to its residents for additional funding ideas to expedite completion of improvements such as a bicycle and pedestrian system.

D. Other Funding Sources

American Greenways Program

Administered by The Conservation Fund, the American Greenways Program provides funding for the planning and design of greenways. Applications for funds can be made by local, regional or statewide non-profit organizations and public agencies. The maximum award is \$2,500, but most awards range from \$500 to \$1,500. American Greenways Program monies may be used to fund unpaved trail development.

2. TOOLS FOR ENCOURAGING DOWNTOWN REDEVELOPMENT

A step to implementing the Molalla Downtown and OR 211 Plan will be inducing private-sector development activity consistent with established goals and objectives for the area. As currently planned, the study area is expected to realize development densities significantly higher than currently allowed in the area. While these densities may prove viable over the planning period, market intervention will expedite direct development activity. The following sections address challenges, strategies and potential solutions.

Tools

The financial viability of the targeted development forms in the study area represents the most significant impediment to achieving the desired development patterns. Addressing the viability gap must be a primary consideration in any strategy to realize more urban development forms in the Molalla Downtown and OR 211 over the short term. There are a number of direct and indirect ways in which viability can be improved. Direct methods include project specific actions, such as property tax abatements, SDC waivers and land write-downs. Indirect methods include public parking programs, directed public improvements and marketing.

In general, policies to impact development in the study area can be organized into two categories: incentive-based approaches and regulatory approaches. The incentive-based approaches are typically voluntary and offer various 'carrots' to developers to encourage them to develop targeted project. Regulatory approaches are not voluntary. The City can require that developers meet development objectives through policies and other requirements. It should be noted that requiring development forms that are not financially viable should not be expected to generate these development types without market intervention.

Alternative tools can be evaluated using the following three criteria:

- ✓ *Effectiveness. How great an effect is the policy likely to have on increasing density?*
- ✓ *Cost. What will it take to implement the policy?*
- ✓ *Equity. Who is likely to pay that cost?*

The following bullets summarize the different policy tools government can use to make it easier for developers to do what elected officials, and the citizens they represent, want. Many of these approaches are not necessarily focused on increasing density, but on

encouraging redevelopment and infill. Redevelopment and infill are important because of the already developed landscape in the Downtown.

- ✓ **Increased permitted density/Density bonus/Development rights transfer.** Allows densities at higher level than previously allowed
- ✓ **Mixed-Use zoning.** Allows flexibility to mix uses. This policy can be either an incentive ("allow") or a regulation ("require")
- ✓ **Regulatory relief: fee reduction.** Wide range: reduces SDCs, building fees, exactions, etc.
- ✓ **Regulatory relief: design standards.** Wide range: allows narrower streets, less parking, smaller setbacks, less landscaping
- ✓ **Land assembly.** Acquisition, by voluntary negotiation or eminent domain, of contiguous parcels to create large developable tracts
- ✓ **Subsidy for development/ public investment.** Direct grants or guaranteed or low-interest loans for land, infrastructure, parking, etc.
- ✓ **Property Tax Abatements.** Ten year property tax abatement for qualified residential and mixed-use development
- ✓ **Low Income Housing Tax Credits.** Tax credit program administered by OHCS
- ✓ **Reduce Planning and Information Costs**
- ✓ **Direct Grants/Parking Subsidy**
- ✓ **Split Rate Property Tax/Tax Abatement.** Measures to reduce ongoing property taxes.
- ✓ **Low Income Housing Tax Credits.** HUD, through the State of Washington, provides tax credits for affordable housing projects.

3. PARKS

The city's parks and recreation master plan will set local standards, including trail or open space connections between important destinations recommended in the Downtown/OR 211 Streetscape Plan. Implementation strategies will include:

- ✓ Amend parks and recreation, open space and trails master plans as necessary to be consistent with the goals and policies of the concept plan.
- ✓ Coordinate with the Parks and Recreation Master Planning process to identify appropriate amenities for new neighborhood parks.

APPENDICES

- ✓ Communicate with the school district to determine if school facilities in such areas have the capacity for greater community use.
- ✓ Evaluate natural areas for capacity to support recreation uses, such as hiking or biking.
- ✓ Coordinate with private property owners regarding development of the trail system.
- ✓ Establish and implement an equitable approach to funding acquisition of park lands and development of park and recreational facilities through a mix of system development fees, user fees and other available revenue sources. Ensure that property owners or developers pay their share of these costs in an equitable manner.

**MOLALLA
COMPREHENSIVE PLAN**

Volume I

MOLALLA, OREGON

Volume I:
MOLALLA COMPREHENSIVE PLAN

City of Molalla

*Amended September 24, 2014
Ordinance 2014-30*

Prepared by:
The City of Molalla Planning Department

With advice from
Winterbrook Planning

ACKNOWLEDGMENTS

The following group of dedicated citizens gave several years of their time to help in the drafting of the Comprehensive Plan revisions for The City of Molalla. The City particularly appreciates the dedication and service of advisory groups and Molalla Planning Commission. Both groups worked beyond expectation to create a quality policy document that will carefully direct the community's land use and development. The City's appreciation extends to the local, state, and federal resource agencies who provided assistance and information, and to the many citizens and interest groups who participated in the public workshop process critical to the development of this plan.

Advisory

Planning Commission

Professional Economic Development and Planning Services

- Winterbrook Planning (Portland, Oregon)
- Erik D. Hovee Associates (Vancouver, Washington)
- Cogan Owens Cogan (Portland, Oregon)

Staff Support

City of Molalla Planning Department

City of Molalla Public Works Department

VISION

The vision that informs the 2014 Comprehensive Plan is:

***“Molalla –
A recreationally oriented and family friendly community
with a vibrant downtown and livable neighborhoods”***

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PART I: MOLALLA’S COMPREHENSIVE LAND USE PLAN

Molalla Comprehensive Plan Purpose and Organization

The Oregon Legislature mandated Comprehensive Land Use Planning with Senate Bill 100 (ORS Chapter 197). Under ORS 197, the Land Conservation and Development Commission (LCDC) was created and directed to adopt Statewide Planning Goals and implementing “administrative rules” that establish a framework for local planning.

The Molalla Comprehensive Plan (“the Plan”) is intended to serve the principal policy document for land use within Molalla Urban Growth Boundary (UGB). It is intended to guide physical development of the City. The Plan is organized to reflect applicable Statewide Planning Goals. It includes a Land Use Plan Map and text. The text of the Plan is presented in five parts that provide a framework for land use decisions:

- **Part I: The Land Use Planning Process** (Statewide Planning Goals 1 – Citizen Involvement and 2 – Land Use Planning)
- **Part II: Open Space, Recreation and Community Livability** (Statewide Planning Goals 5 – Natural and Cultural Resources, 6 – Air, Land, and Water Quality, 7 – Natural Hazards, and 8 – Recreational Needs)
- **Part III: Economic Development and Housing** (Statewide Planning Goals 9 – Economic Development and 10 – Housing)
- **Part IV: Public Facilities and Transportation** (Statewide Planning Goals 11 – Public Facilities and Services, and 12 – Transportation)
- **Part V: Urban Form and Growth Management** (Statewide Planning Goals 13 – Energy Conservation and 14 – Urbanization)

Volume I of the Plan includes background text, goals, policies and implementation measures:

- **Goals** state the general land use direction to which the City and County are committed.
- **Policies** are mandatory and must be addressed when making major land use decisions, such as comprehensive plan map amendments or zone changes.
- **Implementing measures** offer specific but discretionary steps to carry out plan policies.

The Plan is supported by Background Documents and is implemented by Functional Plans, Community Plans and the Molalla Development Code (Titles 16 & 17 of the Molalla Municipal Code). The Plan also includes a Land Use Plan Map with general land use designations that control how land will be used over the 20-year planning period for the entire area within the Urban Growth Boundary (UGB). The City Zoning Map must be consistent with Land Use Plan Map and identifies which zoning districts apply to development within the City Limits. The Clackamas County Zoning Map determines how land can be used on an interim basis until it is annexed to the City in compliance with the city’s Plan.

The Plan Map illustrates the general land use concepts presented in the text of the Plan. The Plan Map shows the type, location and density of land development and redevelopment permitted in the future.

The Land Use Map of the Comprehensive Plan shows land designated for Public, Industrial, Commercial, and Residential use. However, the Plan text recognizes that certain combinations of uses can be beneficial and, therefore, language in the text provides for a mixing of those combinations through a Planned Development Review process. When interpreting the intent of the Plan, the text supersedes the map in the event of a conflict.

Supporting and Implementing Documents and Plans

The Comprehensive Plan is supported by a series of Background Documents, Functional Plans and Community Plans. Community Plans and Functional Plans may be initiated by the City Council or Planning Commission at any time in response to community needs.

- **Background Documents** – Volume II
- **Functional Plans** – Volume III
- **Community Plans** – Volume IV
- **Implementing Measures** – Volume V

Volume II: Background Documents

Background documents provide the factual and analytical basis for the goals, policies and implementing measures found in the Comprehensive Plan, but are not policy documents in themselves. The numbers and analysis found in background documents are expected to change over time. For example, the Buildable Lands Inventory will be updated regularly as land develops within the UGB. Therefore, periodic updates to these documents do not require an amendment to the Comprehensive Plan.

List of Background Documents

- A. *Molalla Economic Profile* (E. Hovee, 2004)¹
- B. *2009 Employment Land Needs Analysis* (Winterbrook Planning, 2009)¹
- C. *City of Molalla Residential Land Needs Report* (Winterbrook Planning, 2009)¹
- D. *Buildable Lands Inventory Methods and Maps for Molalla UGB* (Winterbrook Planning and the City of Molalla, 2007)
- E. *Downtown Molalla Development & OR 211 Streetscape Plan* (Cogan Owens Cogan, 2007)

¹ Please note: For this Comprehensive Plan, changes may have been made to the calculations shown in these reports to reflect the need for the City of Molalla to use the 20-year coordinated population forecast, per ORS 195.036) and OAR 660-024-0030. Relevant conclusions from these reports remain valid.

- F. *City of Molalla Local Wetlands and Riparian Inventories* (Pacific Habitat Services, 2001)
- G. *Capital Improvements Plan Summary Findings and Recommendations* (City of Molalla, 1999 - 2004)
- H. *Clackamas County Rural Cities Population Coordination Background Report and Forecasts* (Clackamas County, March 2013)

Volume III: Functional Plans

Description

City Functional Plans further implement the Comprehensive Plan policies and recommendations regarding specific topic areas of interest or concern to the City. Functional Plans may include, but are not limited to, parks and recreation, housing, open spaces, natural resources development and conservation, historic resources, culture and the arts, economic development, environmental quality and other topic areas or elements addressed in the Comprehensive Plan. City Functional Plans are prepared from time to time in response to community needs and are intended to guide the development and implementation of related functional programs or activities conducted by City agencies.

The *Molalla Transportation System Plan* (TSP) and the *Molalla Public Facilities Plan* (PFP) are considered part of the Comprehensive Plan. The TSP includes street classifications, policies and standards related to transportation improvements. The PFP identifies the timing, location and general cost of sanitary sewer, water and storm drainage projects necessary to support planned development within the UGB. Both the TSP and PFP must comply with State statutes and regulations relating to portions of public facility plans required to be included in the Comprehensive Plan. Those portions of public facility plans required to be included in the Comprehensive Plan shall be adopted by ordinance as major plan amendments to the Comprehensive Plan Text or Land Use Map.

Master plans for sanitary sewer, parks, water, schools, storm drainage, airport, and transportation also support the goals, policies and implementing measures found in the Comprehensive Plan but are not policy documents in themselves. The projects, cost estimates, timing and funding sources found in public facilities plans are not intended to function as plan policies, unless explicitly adopted as part of the Comprehensive Plan. Such master plans typically are “accepted” by the City Council, but are not necessarily adopted by the City Council or County board. Public facilities master plans along with their projections for growth and development are expected to change over time as new information and technology becomes available. Therefore, periodic updates to master facilities plans are not considered amendments to the Comprehensive Plan itself and their projections for growth and development are not limiting or overriding.

List of Functional Plans

- A. *Molalla Public Facilities Plan* (City of Molalla, 2007)
 - *Molalla Wastewater Facility Plan* (Tetra Tech / KCM, 2000)
 - *Molalla Water System Plan* (EAS Engineering, 1996)
 - *Molalla Storm Water Master Plan* (2007)
- B. *Molalla Transportation System Plan* (Kittelson, 2001)
- C. *Molalla Parks, Recreation, and Trails Master Plan* (City of Molalla, updated August 2014)
- D. *Molalla School District Facilities Plan* (2007)

Volume IV: Community Plans

A “community plan” means any plan, planning document or coordinated set of planning policies which establishes coordinated policies and development guidelines for the development of land uses and development activities within a specific geographic area of the City. A community plan is more detailed than the Comprehensive Plan and has Comprehensive Plan status and function relative to the specific geographic area to which it applies. A community plan may contain a map, policy statements and recommendation relating to development densities, public facility and utility improvements and the arrangement of land uses to guide future land use decisions and implementing measures for its geographic area. A community plan must be consistent with the Comprehensive Plan.

Community plans shall be adopted by the City Council as major plan amendments to the city’s comprehensive plan text or land use map as applicable. The City currently has no adopted Community plans

Volume V: Implementing Measures

List of Implementing Measures

A. *Molalla Development Code*

Molalla Development Code (MDC) contains zoning designations, development standards and land use decision-making procedures for implementing the Molalla Comprehensive Plan, functional plans and community plans. The MDC will be amended to implement the policies of the Plan in Phase II of the 2006-2014 growth management process. The MDC consists of two basic parts:

- A map of the zoning districts as they are assigned to lands within the City.
- Text that spells out in detail the standards of each zoning district and related review and amendment procedures.

Since the development code is the primary implementation tool of the Comprehensive Plan it must reflect the land use designations and policies set down by the Plan. Further, it must deal with those specific items which the plan is not intended to deal with such as permitted and conditional use, minimum lot sizes, yard setbacks, parking, and other special requirements

B. Molalla Public Works Design Standards

The Molalla Public Works Design Standards are being developed and will be incorporated into the Molalla Development Code when they are completed.

C. Molalla Capital Improvement Program

Molalla is developing a capital improvement program for all categories of public improvements. Like the Public Works Design Standards, it is anticipated that the capital improvement program will be incorporated into the Molalla Development Code upon completion. However, as a financial planning and implementation program, elements of the capital improvements program, in particular those portions that implement the City's System Development Charges (SDC's), may be added to the Molalla Municipal Code chapter regarding financial administration.

D. Intergovernmental Agreements

Clackamas County is a partner in the successful implementation of Molalla Comprehensive Plan. Since Clackamas County retains jurisdiction over unincorporated areas within Molalla UGB until land is annexed to the City, the City Council and County Board have adopted an intergovernmental agreement that spells out roles and responsibilities for land use review and decisions within the Molalla UGB. The City may also enter intergovernmental agreements with other partners in land use planning, such as the Oregon Department of Transportation (ODOT).

Geographical and Historical Context

The City of Molalla is a fast growing rural community located in the southwest section of Clackamas County. Molalla is approximately 14 miles south of Oregon City via State Highway 213, approximately 25 miles northeast of Salem, and approximately 27 miles southeast of Portland. The terrain in the study area is level to gently sloping. The highest point within the City Limits is 371 feet elevation. The surrounding area around Molalla is generally used for agricultural purposes. The Molalla River is located about a mile east of the city's current urban growth boundary (UGB).

William Russell took up the first land claim in 1840. The fertile soil, ample water and rich grasses of the Willamette Valley soon lured other settlers to follow. Soon the land, once the favorite hunting ground of the Native American, was under cultivation. Ten years later on April 9, 1850, the first post office was established near the present site of Liberal, approximately three miles to the north of the City. The post office was discontinued at Liberal in 1851. Records do not give the exact location, but it is assumed on December 7, 1868 the Post Office was reestablished in Molalla.

Legend has it that two pioneer trails, east-west and north-south, met at the present intersection of Molalla Avenue and Main Street, and naturally by 1856 Molalla was a thriving agricultural center with the first school and a general store opening a year later. Molalla developed rapidly as an important trade center and later, as a lumber-manufacturing town.

The year 1913 seemed to be the magical year for Molalla; the first railroad, the Willamette Valley Southern, steamed through town. With the railroad came a new post office, a new school, and the first weekly newspaper. The first Molalla Buckeroo was held in 1913, the year the City incorporated.

The name “Molalla” has had many different spellings over the years, and there are a number of theories as to its origin. William Hatchette “Uncle Billy” Vaughan, a pioneer of 1885, claimed that the name originated from two Chinook Indian words, “moolek” for elk and “olilla” for berries, both plentiful in the mountain region during that time. Whatever the case, the 27 different spellings have evolved into one and the community has settled on the spelling “Molalla”.

Molalla has a temperate maritime climate with dry, moderately warm summers and wet, mild winters. The prevailing winds are from the west and northeast in the summer and from the south and the southwest in the winter. Periods of easterly winds bring cold, clear weather in winter and exceptionally dry, hot weather in the summer. About 60 percent of the annual precipitation occurs from November through February while only about 10 percent occurs from June through September. In winter temperatures below 10 degrees and summer temperatures above 100 degrees are rare. Snowfall records are not kept for Molalla, however Salem is the nearest City where records are kept, and averages 6.2 inches of snow per year.

Molalla has been blessed with a wealth of local and regional recreation opportunities which enrich the City’s livability and desirability. The City, County, State and the local school district all contribute to the provisions of parks, recreational facilities, and activities in and around Molalla. The City’s proximity to Portland provides local residents with numerous recreational and entertainment opportunities provided throughout the metropolitan area, all within a 30-40 minute drive. The ocean beaches, Mt. Hood and other Cascade Mountains, rivers, lakes and campgrounds, all within a two hour drive, afford the citizens of Molalla an abundance of recreational activities.

GOAL 1: CITIZEN INVOLVEMENT

The purpose of Statewide Planning Goal 1 - Citizen Involvement is:

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

Background

Statewide Planning Goal 1 requires cities and counties to adopt and publicize a program for citizen and agency participation in “all phases of the planning process”. The citizen involvement program should be appropriate to the scale of the planning effort and provide information that enables citizens to recognize and comprehend the issues. The City has long recognized the importance of citizen involvement in the land use planning and decision-making process. The following goals, policies, and implementation measures provide support and guide future citizen and agency involvement in the Molalla planning process.

Citizen Involvement Goals and Policies

Molalla Citizen Involvement Goal:

Encourage and provide means for interested citizenry and affected governmental agencies to be involved in all phases of the land use planning process, on individual cases and city-wide programs and policies.

Citizen and Agency Involvement Policies

1. The City of Molalla shall assign the Molalla Planning Commission as the officially recognized Citizen Advisory Committee (CAC).
2. The City shall coordinate with County and State agencies with an interest in Molalla’s planning programs and policies.
3. The City shall keep copies of the Comprehensive Plan, the City’s land use code, adopted Community Plans and Functional Plans on file at City Hall for inspection by the public.
4. Copies of adopted plans shall be provided to the public and affected agencies at a reasonable cost.
5. The City shall provide for a wide range of public involvement in City planning programs and processes. The City should:
 - 5.1. Provide user-friendly information to assist the public in participating in City planning programs and processes, including available sources of media ranging from television (when available and free), radio (when available and free), Internet, newspapers, mailings, and meetings to provide for the highest involvement from citizens.
 - 5.2. Provide information for public review while it is still in “draft” form, thereby allowing for community involvement before decisions are made.

- 5.3. Provide for early public involvement to address neighborhood or community concerns regarding Comprehensive Plan and Development Code changes.
- 5.4. Provide data to interested citizens in non-technical and understandable terms.
- 5.5. Adopt procedures to allow interested parties reasonable access to information on which public bodies will base their land use planning decisions.
- 5.6. Provide data in a manner that is simple enough to give the public an opportunity to understand the issues. This includes technical data submitted by other parties.
6. The Planning Commission may hold periodic public meetings to discuss planning issues and projects of special concern to the City.
7. To maintain the qualifications to act as the CAC, the Planning Commission should schedule public hearings/meetings to carry out its responsibilities as the CAC.
8. The Planning Commission may conduct informal work sessions where necessary to engage the general public in an interactive discussion. These sessions may provide an open and informal exchange of ideas among the members of the general public and the Planning Commissioners. Such meetings may occur at a minimum of two times a year. If scheduled, the City will provide notice of such meetings in the local paper at least two weeks prior to the meeting.
9. In preparing public notices for Planning Commission meetings, staff will clarify the type of meeting to be held. These meetings should be identified by date, time, place, and topic so interested citizens can participate.
10. Draft documents shall be distributed to all agencies and utilities requesting comments. Comments shall be considered by the City and kept on file. Elements of this plan shall be coordinated with State, County and local agencies, which have an interest.
11. The Planning Commission and the City Council should establish and maintain an effective and continuing communication and dialogue with the various segments of the community on the Comprehensive Plan, Plan implementation measures, Community Plans, Functional Plans and City programs that implement the Comprehensive Plan.
12. The Planning Commission and City Council should hold a minimum of two joint meetings per year where the public may attend to ask questions.
13. At the onset of the citizen involvement program, the governing body should clearly state the mechanism through which the citizens will receive a response from the policy-makers.
14. Comments and recommendations resulting from the public involvement programs established for major and minor revisions of the Comprehensive Plan, City's Development Code, adopted Community Plans and Functional Plans should be collected and summarized by staff.
 - 14.1. Copies of the summarized comments will be made available for public review at the City Planning Department.
 - 14.2. Planning Commission recommendations and City Council decisions on major and minor revisions to the Plan, Community Plans, and Functional Plans and the rationale relied upon by policymakers to reach such recommendation and decisions should be made available to the public in the form of a written record.

- 14.3. The City should assure that recommendations relating from the citizen involvement program are retained and made available for public assessment. Citizens who have participated in this program should receive a response from policy makers.

GOAL 2: LAND USE PLANNING

The purpose of Statewide Planning Goal 2 – Land Use Planning is:

To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.

Background

Molalla began its first comprehensive planning process in 1975 by forming a citizens' advisory committee (CAC). By 1980, the CAC completed Molalla's first Comprehensive Plan that was generally consistent with the statewide planning goals adopted by the Oregon Land Conservation Development Commission (LCDC). Many notices and articles were published to provide citizens an opportunity to assist in the preparation of the Comprehensive Plan. Since that time, the Molalla Comprehensive Plan has guided growth and development in the City.

Molalla's 1980 Comprehensive Plan was adequate for its time. In 2002, the City determined a major revision to the Comprehensive Plan was necessary to address rapid population growth, changes to the City's economic base, and the City's recreation-based and family-oriented identity.

Over the last decade, the City has:

- Conducted extensive reviews of the Molalla Comprehensive Plan and Development Code;
- Prepared a detailed economic analysis ;
- Conducted a residential land needs analysis and buildable lands inventory;
- Prepared a Downtown Plan
- Prepared and updated a Parks & Recreation Plan;
- Held a number of Planning Commission meetings.

The City is now completing adoption of this document (the 2014 Molalla Comprehensive Plan), extensive revisions to the Molalla Development Code and a new Parks and Recreation Master Plan. The first phase of a two-phased comprehensive planning process:

Phase 1 includes adoption of this document (The 2014 Molalla Comprehensive Plan) and the adoption of the Parks and Recreation Plan.

Phase 2 includes an assessment and possible expansion of the City's 20-year Urban Growth Boundary (UGB) and adoption of:

- Extensive revisions to the Molalla Development Code; and
- Revisions to the Molalla Transportation Systems Plan.

The updates will provide for the coordination of both the growth and development projections and timing of facility expansions.

Population Projection

Population projections serve several purposes. First they allow cities to estimate the amount of public infrastructure capacity that will be necessary to serve city residents. This ensures that cities have sufficient public facilities, such as sewer, water and transportation to accommodate projected growth. These facilities require a substantial public investment and it is essential to have a reasonably accurate demand forecast.

Next, projections allow cities to develop estimates of how much housing, park, school, institutional, commercial, and industrial space will be needed over the planning period. These estimates in turn allow for a determination of how much land will be needed to accommodate that growth. Finally, the amount of land needed for growth can be compared with the City's buildable lands inventory to determine whether sufficient land is available to accommodate 20 (or more) years of growth.

Historic Population Trends

Based on the 2010 US Census, Molalla is a city of approximately 8,100 residents. Molalla's economy was hurt by the decline in the timber industry, which remained the mainstay of the community's economy until the 1980s. In recent years, the city has been making efforts to diversify its economic base with new manufacturing and commercial investments and creating an Enterprise Zone to encourage more economic development. Tourism is playing an increasing role in the city's economy as well.

Despite recent economic difficulties, Molalla remains an attractive location to reside. Molalla is near recreational activities and it has largely become a bedroom community to the Portland and Salem areas.

Population growth has been strong in Molalla, averaging 4.0% annually over the last 20 years, slightly higher than the 50 year average of 3.4% annual growth. The population increased steadily from 1970 to 2000, averaging approximately 70 persons per year. Population increases jumped from 1990-2010, averaging around 200 persons per year. Based on building permit data (Table 4), this jump in population growth may be largely due to the housing boom from 2000 to 2007, with an average of 72 new permits issues each year. In the latter part of the last decade, building activity declined dramatically, with an average of only 18 new permits issued annually from 2008 to 2010. Molalla also has a low supply of developable residential land, however, which could be exacerbating this slowdown.

20-Year Coordinated Population Forecast

In order to maintain and update Comprehensive Plans and urban growth boundaries (UGBs), a "coordinated" population projection is required by ORS 195.036. Population projections must be coordinated by the designated coordinating agency, Clackamas County.^{2,3}

²Note: Under House Bill 2254, the State legislature in 2013 changed the rules for coordinated population projections. These new rules will become effective Jan 1, 2015 and requires that population projections be completed and coordinated by the Portland State University Population Resource Center.

In 2013, Clackamas County adopted 20-year coordinated forecasts for its five rural cities (Barlow, Canby, Estacada, Molalla and Sandy). This forecast was completed over a year-long process of analysis and coordination in which staff from the City of Molalla participated. The adopted forecast for Molalla takes into account historic growth trends in the city, as well as factors that are expected to affect future growth both positively (i.e. efforts to attract more business investment and recent increases in home-building activity and interest from developers) and negatively (i.e. potential limitations in the water supply in the future and relatively few jobs and retail opportunities currently)

Historic and Projected Growth, City of Molalla

Year	Population	AAGR	Avg. annual increase
1960	1,501		
1970	2,005	2.9%	50
1980	2,992	4.1%	99
1990	3,683	2.1%	69
2000	5,738	4.5%	206
2010	8,108	3.5%	237
2032 (adopted)	12,760	2.0%	212
2035	13,400	2.0%	212

Source: US Census & Metro & Clackamas County

Extrapolating from this forecast for the 20-year planning horizon of 2014-2034, as specified for this Comprehensive Plan, the City of Molalla (UGB) is projected to contain approximately 13,130 people in 2034. This means the City must plan for a net growth of approximately 4,340 new residents, or roughly 1,530 households over the next 20 years.

The further out a population projection goes, the less reliable it becomes. This is especially true for smaller jurisdictions, where events such as the gain or loss of a single large industrial employer can have significant impact on the area population, and development of a large subdivision will comprise a substantial portion of the City’s projection. Lifestyle and migration patterns, key components of population growth, are logically less clear as we look into the future. As such, it is important for the city to monitor actual population growth, so that they may adjust and modify plans and projections to account for variances.

³ The urban cities in Clackamas County are part of Metro (the Metropolitan Service District), which is responsible for coordinating population forecasts within its boundary. Until the changes in HB 2254 take effect, Clackamas County is the coordinating body for the rural area of the County (the area outside the Metro boundary), including the five rural-area cities.(see note 2)

Comprehensive Plan Revision and Interpretation

Comprehensive plans or maps must adjust to changing attitudes and desires, economic and social conditions, and technology. The City expects to review the Comprehensive Plan every 5-10 years, to ensure the Plan remains up-to-date and in a workable framework for development. If changing conditions indicate that review of the Plan's Goals and Policies are warranted, the Planning Director, City Council, or Planning Commission may initiate modifications at any time. Any citizen or group may file the appropriate paper work and pay the appropriate fees to apply for a Pplan amendment. The City shall review proposed plan amendments as received. An assessment and/or expansion of the city's Urban Growth Boundary may only be initiated by the City Council.

Once public hearings before the Planning Commission and the City Council have been concluded and the Plan has been officially adopted, the Plan becomes the official policy statement of the City Council of the City of Molalla. The City will interpret the standards and requirements of either the text or maps of the Comprehensive Plan pursuant to the adopted process. The City Council shall have final authority for the interpretation of the text and/or the map when such matters come before the City Council for consideration.

Major and Minor Plan Amendments

All land use plans and implementation ordinances shall be adopted by the governing body after public hearing and shall be reviewed and, as needed, revised on a periodic cycle to take into account changing public policies and circumstances. Major and minor plan amendments are described below:

- A **major amendment** means any significant change to the Comprehensive Plan text or map initiated by the City Council or Planning Commission. A "major change" is one that refines, amends, or changes both the plan text and map, has an effect over a large geographic area and is likely to have significant environmental, energy, economic and social consequences. Major plan amendments include but are not limited to plan amendments that incorporate community plans as part of the Comprehensive Plan or use portions of the public facility plans as part of the Comprehensive Plan in accordance with State statute and regulations implementing Statewide Planning Goal 11.
- A **minor amendment** means change to the Comprehensive plan, which is not a major plan amendment. Minor plan amendments include all quasi-judicial, site-specific amendments to the Comprehensive Plan Map.

Jurisdictional Boundaries and Urban Growth Management

The Molalla Urban Growth Boundary (UGB) contains land under both City and County jurisdiction. The establishment and change of the UGB is a joint process that requires approval from both the Molalla City Council and the Clackamas County Board of Commissioners. To ensure consistency, the City and County coordinate efforts to manage all lands within these boundaries. The policy document used for this purpose is the "Urban Growth Management Agreement."

Molalla has land use decision making authority within the Molalla City Limits. Annexation to the City is required to access urban services necessary to support urban levels of development. The City's intent is

maintain an adequate supply of buildable and serviceable land within the City Limits to ensure that there are choices in type, location, and density or intensity of residential, commercial, industrial and public facilities development.

Clackamas County is responsible for making land use decisions outside the City Limits but within the Urban Growth Boundary (UGB). The City intends to update its Urban Growth Management Agreement (UGMA) with Clackamas County, as needed, regarding the preparation of long range plans for the properties within Molalla's UGB and outside the City limits. The City may participate in the land use planning decisions of nearby jurisdictions that may have an effect on Molalla.

Planning Process Goals

- To comply with the Statewide Planning Goals and ensure that changes to this Plan comply with these goals.
- To participate with other jurisdictions and special districts to ensure appropriate land use and related issues are coordinated.
- To ensure that, to the extent possible, land use reviews minimize cost and delay in administration.
- To implement the community vision through the comprehensive planning process.

Periodic Review

Pursuant to ORS 197.629, the City Planning Commission, with the assistance from the Planning Department, may review the Comprehensive Plan and initiate major or minor revisions of the plan in order to address city wide or community needs. As part of this responsibility, the Planning Commission may schedule and conduct a biennial public plan review process to consider requests for plan revisions from any property owner, city agency, government agency, or business or community organization.

Planning Roles

The following describes the roles of the Planning Director and Planning Commission:

- The **Planning Director** shall keep copies of the Comprehensive Plan, the city's Development Code, adopted Community Plans and Functional Plans on file at city hall and at all branches of the city library for inspection by the public. The Planning Department shall notify citizens and government agencies that copies of such adopted plans are available for public review and distribution.
- The **Planning Commission** considers and reviews amendments to the Comprehensive Plan, Functional Plans, Community Plans and the Molalla Development Code. The Planning Commission also acts as a decision-making body in reviewing quasi-judicial land use applications. At its discretion, the Council may assign this quasi-judicial review function to a land use hearings officer.

PART II: OPEN SPACE, RECREATION & COMMUNITY LIVABILITY

GOAL 5: NATURAL AND HISTORIC RESOURCES

A purpose of Statewide Planning Goal 5 is:

To conserve open space and protect natural and historic resources.

Urban Natural Resources

This section of the plan focuses on urban natural resources. Generally, all intensive urban development creates conflicts with natural resources such as wetlands, riparian corridors, and wildlife habitat. However, careful management within and adjacent to these areas can significantly reduce these conflicts and increase public safety by controlling development in hazardous areas. The City has identified significant natural resource areas that warrant special use management consideration in order to preserve water quality, visual quality, and sensitive wildlife habitats. Uncontrolled development of adjacent properties could diminish the natural quality of these areas.

Water Resources

In Molalla, urban natural resources such as fish and wildlife habitat and riparian vegetation, are associated with significant wetlands and stream corridors. In 2001, the City completed a local wetland inventory (LWI) and riparian assessment that describes and maps significant wetlands and streams within the City's UGB. The LWI was approved by the Oregon Department of State Lands (DSL) in March, 2004. Most significant wetlands are associated with the creeks and natural drainage ways described below.

As shown on LWI maps, the Molalla UGB area has three drainage basins:

- The northeastern portion of the UGB is within the Molalla River basin; drainage from this basin flows northeastward via a natural drainage way to the Molalla River.
- The central portion of the UGB is within the Creamery Creek basin; Creamery Creek flows diagonally from the southeast to the northwest before reaching the Molalla River north of the UGB.
- The southern portion of UGB is within the Bear Creek basin. Bear Creek joins Kaiser Creek (located south of the UGB) to flow to the Pudding River many miles to the west.

Because the LWI addressed wetlands within the existing UGB, it did not include two large concentrations of hydric soils located northeast and east of the UGB on predominantly Class IV agricultural soils. These "farmed" wetlands are located along Vaughn Road northeast of the current UGB, and generally south of Feryer Park Road east of the UGB.

Water Resource Goals and Policies

The City is committed to working with Clackamas County to protect Molalla’s natural water resource areas as the UGB is expanded and urban development occurs over time. The Goal 5 administrative rule (OAR Chapter 660, Division 23) includes “safe harbor” provisions for protecting locally significant wetlands and riparian corridors. As part of the 2010-2014 plan update process, the City has adopted provisions to protect significant wetlands and riparian corridors within the UGB.

Water Resources Goal:

Coordinate with Clackamas County to protect riparian corridors and wetlands – and associated open space, fish and wildlife habitat and riparian vegetation within the Molalla Urban Growth Boundary (UGB).

Water Resources Policies

1. Consider the results of the Molalla Natural Resources Report as a means of addressing potential environmental consequences prior to expansion of the Molalla UGB.
2. Adopt Goal 5 “safe harbor” provisions, per OAR 660 Division 23, to protect significant riparian corridors and wetlands within the Molalla UGB, as identified in the *City of Molalla Local Wetlands and Riparian Inventories* and on Maps 5a and 5b.
3. Maintain natural wildlife corridors along protected creeks and drainageways.
4. Give priority to preservation of contiguous parts of that network which will serve as natural corridors throughout the City for the protection of watersheds and wildlife.
5. Provide for residential density transfer from protected water resource areas to adjacent buildable land.
6. Conserve significant trees and vegetation within protected water resource areas.
7. Require planting of native vegetation/trees within protected water resource areas.
8. Development projects that may have an impact on natural resource areas as identified on the LWI map shall be reviewed by the Division of State Lands (DSL) for possible mitigation.

Historic and Cultural Resources

Identification, protection and preservation of historic and cultural resources are important to the character and quality of life in Molalla. Without the preservation of these resources, citizens will forever lose their accessibility to the history and events that fashioned the character of Molalla today. Long term public acceptance and support for historic preservation comes through public awareness and understanding. Historical resources are a source of pride, education and enjoyment for residents and visitors alike.. However, rapid growth and development threaten the existing historic fabric in Molalla’s downtown core and residential neighborhoods. Historical buildings continue to fall into disrepair and/or are being drastically altered from their historical appearance.

A brief history of Molalla is included in the introduction section of this plan. Two homes in the study area are included in the statewide Inventory of Historic Sites and Buildings:

- The Dibble House (c.1859), a three quarter New-England saltbox, is also listed in the National Historic Register.
- The Vonder Ahe (Von-derahe) House (c.1865) was moved to its present site in 1973.

Both structures are situated on the same property located on Molalla Avenue between Metzler Avenue and 7th Street. The half-acre site and structures are owned and maintained by the Molalla Historical Society.

Historic Resources Goals and Policies

Identification and management of cultural resources promotes public awareness and appreciation of the community's history, advances community pride and identity, contributes to the community's economy, and enhances local property values. The City recognizes that historic features form a desirable link with the past and that they form a vital part of and contribute to the overall character of Molalla. The City, therefore, will cooperate with the Molalla Historical Society, the State Historic Preservation Office, Clackamas County and other interested parties to evaluate and identify potential historic sites and structures and proceed with the Goal 5 process. The City may determine which sites and structures, if any, are suitable for inclusion on the Plan Inventory and will contact the owners of potentially historic properties to determine whether they object to having their properties listed. These sites shall be incorporated into the City's recreation theme to emphasize their importance to the City.

Historic Resources Goal:

Inventory and preserve historically significant sites and structures within the Molalla Urban Growth Boundary.

Historic Resources Policies:

1. Highlight the City of Molalla's role in the development of the Willamette Valley through preservation and retention of historic structures, areas, sites and cultural resources throughout the City.
2. The City shall strive to incorporate the historic sites as a part of the recreational community plan.
3. Encourage the preservation of the Dibble House and Vonder Ahe House in their original character.
4. Cooperate with the Molalla Historical Society and State Historical Preservation Office as necessary to identify and protect other significant cultural resources in Molalla. Encourage new development within the City to be harmonious in appearance with the historical character of the community.
5. Recognize and comply with applicable State and Federal Statutes governing protection of cultural resources.
6. Investigate the possibility of receiving funding and tax benefits from the federal, state and local levels in order to support historic preservation.

7. The City shall work closely with property owners and all interested parties to identify and encourage the preservation of cultural resource sites within the planning area.
8. The exterior of designated historic buildings should be rehabilitated to their original, architectural quality with careful application of design standards relating to signage, architectural detail and ornamentation.
9. The City shall strive to foster community pride and a sense of identity based on the recognition and use of City owned historic and cultural resources.
10. The City shall incorporate the historical and cultural resources into Molalla's recreation theme.
11. Historic inventories shall be adopted as a supporting document to the Comprehensive Plan.
12. Emphasis shall be placed on the preservation of the site and/or exterior appearance of historic and cultural resources.
13. The Planning Department shall coordinate with all applicable agencies regarding historic building remodels.

GOAL 6: ENVIRONMENTAL QUALITY

The purpose of Statewide Planning Goal 6 is:

To maintain and improve the quality of the air, water, and land resources of the state.

Environmental Quality Goals and Policies

Statewide Planning Goal 6 requires cities and counties to maintain and improve the quality of air, water and land resources.

Air, Water and Land Resources Goal:

The City of Molalla, recognizing that the health, safety, welfare, and quality of life of its citizens may be adversely affected by air, water and noise pollution, supports efforts to improve air and water quality and to reduce noise levels.

Air, Water and Land Resources Policies:

1. Support and participate in the implementation of state and regional plans and programs to reduce pollution levels.
2. Ensure that all State and Federal regulations for air, water and noise quality are met.
3. The City will cooperate with the appropriate State and Federal agencies for enforcement of air, water, noise and other environmental quality standards.
4. Cooperate in the development and implementation of regional efforts to maintain and improve air, water and noise quality.
5. Prior to approval of a legislative or quasi-judicial action, the City shall notify all appropriate agencies as per State Statute and Rule to solicit comment on the proposal with respect to air and water quality, and noise levels.
6. Establish and implement a mechanism to receive and report complaints regarding the quality of air, water and noise pollution.
7. Land use activities, which result in conflicting impacts on the air, land, or water, shall be separated and/or buffered to minimize the negative effects of the conflicting activities.
8. Continue to maintain healthy ground and surface water resources, to prevent contamination of drinking water.
9. Discourage the development of noise-sensitive uses in areas of high noise impact.
10. Evaluate noise problems throughout the urban area, and if appropriate, adopt a noise impact overlay zone.
11. Continue to utilize performance standards, in addition to site development standards, which will limit emissions of smoke, dust, odor, glare, noise, and vibration from industrial and commercial uses.

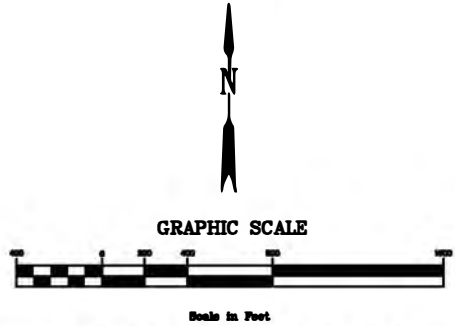
12. The City, County and DEQ shall cooperate to perform more thorough monitoring of the air quality of the Molalla urban area, and the City shall work with DEQ to ensure that State and Federal ambient air quality standards shall not be exceeded.
13. Encourage public sewer extensions into areas served by private septic systems within the city limits.
14. Limit noxious and fugitive air emissions that create a public nuisance and have a negative effect on livability in the community based on Oregon Department of Environmental Quality standards.
15. Monitor air quality, and if appropriate, adopt threshold air emission standards.



T. 5 S. R. 2 W. W.M.

LEGEND

Project Boundary	Division of State Lands Determination
Watershed Boundary	Potentially Jurisdictional Wetland
Creeks/drainages	Access Denied
	On-site permission
	Wetland Code BC-7



Funding for this project was provided by a grant from the Oregon Department of Land Conservation and Development.

**THIS MAP IS FOR PLANNING PURPOSES ONLY
WETLAND BOUNDARIES ARE APPROXIMATE
AND SUBJECT TO CHANGE**

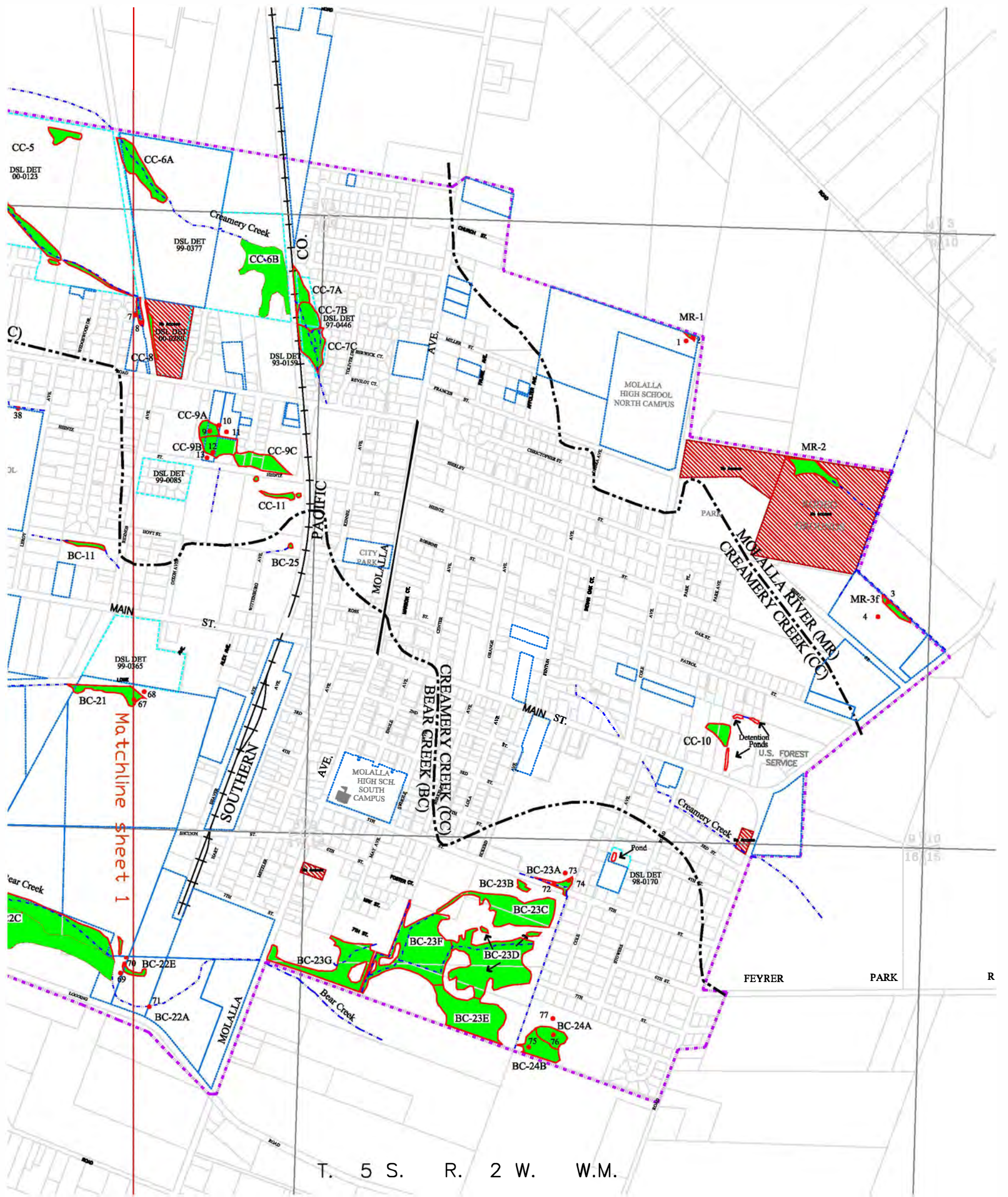
Information shown on this map is for planning purposes only and wetland information is subject to change. There may be unmapped wetlands subject to regulation and all wetland boundary mapping is approximate. In all cases, actual field conditions determine wetland boundaries. You are advised to contact the Division of State Lands and the U.S. Army Corps of Engineers with any regulatory questions.

DATE: June, 2001
 BASE MAP INFO: Supplied by City of Molalla,
 Clackamas County ISGIS
 JOB NO.: 2250

MAP 5a: MOLALLA Local Wetlands Inventory

Pacific Habitat Services, Inc.
 9450 SW Commerce Circle, Suite 100
 Wilsonville, Oregon 97070
 Phone: (503) 570-0800

Sheet: 1
 of: 2



T. 5 S. R. 2 W. W.M.



GRAPHIC SCALE



Scale in Feet

Funding for this project was provided by a grant from the Oregon Department of Land Conservation and Development

LEGEND

Project Boundary	--- (dashed line)	Division of State Lands Determination	--- (dashed line)
Watershed Boundary	- - - - (dotted line)	Potentially Jurisdictional Wetland	■ (green)
Creeks/drainage	- - - - (dotted line)	Access Denied	■ (red hatched)
		On-site permission	■ (blue hatched)
		Wetland Code	BC-7

**THIS MAP IS FOR PLANNING PURPOSES ONLY
WETLAND BOUNDARIES ARE APPROXIMATE
AND SUBJECT TO CHANGE**

Information shown on this map is for planning purposes only and wetland information is subject to change. There may be unmapped wetlands subject to regulation and all wetland boundary mapping is approximate. In all cases, actual field conditions determine wetland boundaries. You are advised to contact the Division of State Lands and the U.S. Army Corps of Engineers with any regulatory questions.

DATE:	June, 2001
BASE MAP INFO:	Supplied by City of Molalla, Clackamas County ISGIS
JOB NO.:	2250

MAP 5b: MOLALLA Local Wetlands Inventory

Pacific Habitat Services, Inc.
9450 SW Commerce Circle, Suite 100
Wilsonville, Oregon 97070
Phone: (503) 670-0800



Sheet: 2

of: 2

GOAL 7: NATURAL HAZARDS

The purpose of Statewide Planning Goal 7 is:

To protect life and property from natural disasters and hazards.

Background

The Molalla area is subject to a number of potential natural hazards, including:

- Flooding – associated with the Molalla River
- Slope Hazards – generally south of town
- Earthquakes – associated with weak foundation soils

Each type of natural hazard is discussed below.

Slope Hazards

Slopes of 25% or greater are subject to slide and erosion hazards and are considered “unbuildable” for purposes of meeting the City’s future housing needs. Such areas would require geological analysis prior to extensive tree removal, excavation or construction. Steeply sloped areas within the current Molalla UGB are limited to stream embankments within riparian areas, and have very little impact on buildable land supply. However, an escarpment south of the current UGB includes slopes of 25% or greater, which is a consideration for long-range planning analyses.

Seismic and Fault Hazards

Oregon is located within the circum-Pacific belt of crustal instability along with California, Washington, British Columbia and Alaska. All of these states and provinces, which border the Pacific Ocean, have received violent earthquake shocks in recent years. Since 1841, the state has experienced 167 earthquakes and of these, 47 were centered in the Portland vicinity. Molalla experienced an earthquake in March of 1993 with a magnitude of 5.7 centered approximately 13 miles southwest of the City.

Flood Hazards

Flood hazards are shown on Federal Emergency Management Agency (FEMA) maps. These maps show the floodway, 100-year floodplain, and 500-year floodplain associated with the Molalla River.

Protection of riparian areas associated with Molalla’s creeks will also protect nearby development from periodic flooding.

Natural Hazards Goals and Policies

Natural Hazards Goal:

To protect life and property from natural disasters and hazards.

Natural Hazards Policies:

1. Areas subject to natural disasters and hazards shall be inventoried, designated on the Comprehensive Plan Map, and the degree of hazard and disaster potential determined. This information shall be used to determine the suitability of a location for development. Lowering density requirements and intensity of development from what the land is designated shall be considered an appropriate limitation on a use in a natural disaster and hazard area.
2. To protect life and property within the planning area from natural disasters and hazards, developments capable of causing damage to other property or resulting in loss of life shall not be allowed in known natural disaster or hazards areas without appropriate safeguards.
3. Limited development may be permitted on land shown on the Buildable Lands Inventory with slopes of 25% or greater, if such development consistent with the recommendations of a professional geologist.
4. Limited development may be permitted on land within the 100-year floodplain, consistent with the City's floodplain regulations.
5. The City of Molalla and Clackamas County have completed a *Hazard Mitigation Plan*, available for review on the City's website. The City shall continue to work cooperatively with Clackamas County to implement that plan.

GOAL 8: RECREATIONAL NEEDS

The purpose of Statewide Planning Goal 8 is:

To satisfy the recreational needs of the citizens of the state and visitors.

Background

As of 2014, the City of Molalla owns 77.5 acres of park land, including eight parks and a variety of public and private recreational sites and facilities, both inside and outside of the existing UGB. In addition, about 37 acres of playing fields owned by the Molalla River School District are available for community use when not in use by the school district. The City's recreational facilities help define the "livability" of the community.

Public Parks

The following public parks are located within and near the city's current UGB:

- **Clark Park** is 10.15 acres in size and lies in the northeastern portion of the City along Cole Avenue and Shirley Street. This park has one softball field and a grove of trees that contains a play structure as well as benches and barbecue areas, restrooms, covered picnic area, and concession stands. This park lies directly west of the Molalla Buckeroo Grounds. The high school uses these fields for school sports during the school year.
- **Oddfellows Park** is .25 acres in size and lies in the downtown area along S. Molalla Avenue. This small pocket park has a few benches and a mural.
- **Ivor Davies Park** is 38 acres in size and is located south of 8th Street along Mathias Road. This park is currently outside the urban growth boundary. This park has been modified to include a walking trail, which ties into 5th Street. The park's natural setting with a large pond lying within it makes this park a nice area for picnics and family gatherings giving the feel of a natural area.
- **Molalla Aquatic Center** is located directly across the street from the Molalla High School on Frances Street. The aquatic center is owned by the Molalla River School District and leased to the City of Molalla who will operate the facility for the next fifty (50) years.
- **Fox Park** 2.3 acres in size. This park lies next to the Molalla Library on the corner of 5th Street and South Molalla Avenue. The Molalla High School was located at this site until an earthquake destroyed most of the building in the early 1990s. Fox Park contains a massive play structure for kids, a water feature, a half court basketball court, numerous picnic tables, and a large open grass area. Fox Park is also home to a free standing timber/logging mural which recalls the City's history.
- **Long Park** is one acre in size. Long Park lies in the downtown section of Molalla next to the Molalla Fire Department near North Molalla Avenue and Robbins Street. This park is the City's oldest park. The park's amenities include a gazebo, wired for the use of electronic equipment, a large play structure, picnic tables, wood art and restrooms.
- **Skateboard Park** is nearly a quarter acre in size and contains a skateboarding facility. This park is located just north of Ross Street on Kennel Avenue.

- **Sheets Field** is 3.4 acres in size. This park is located directly north of the City shops along Toliver Street. This park has a highly respected BMX track, which has recently been expanded. Each year this track is heavily used during the spring, summer and fall. There is also a small baseball/softball field located on this property, ideally suited for younger children.
- **Feyrer Park** is a Clackamas County park located on the Molalla River approximately two (2) miles from the City outside of the Urban Growth Boundary. Feyrer Park is heavily used during summer months and provides a baseball diamond, horseshoe pitch, covered and uncovered picnic areas, and swimming and camping areas.
- **West Main Green Space** – This small park is located within a commercial corridor near the 500 block of West Main Street in across from Dixon Avenue. Consisting of .36 acres, this green space was developed in 2014 from a vacant undevelopable parcel of land that was deeded to the City. Improvements consist of open lawn, benches, trees, shrubs and meandering walkway.

Buckeroo Stadium

The Molalla Buckeroo Stadium is a private facility located in the eastern section of Molalla along Shirley Street and is owned and operated by the Molalla Buckeroo Association. The facility, which is situated on approximately 28 acres of land, has a seating capacity of 6,000 people.

Molalla Adult Community Center

The City owned Adult Center is located at 315 Kennel Avenue, in the rear portion of Long Park. The center provides a wide range of recreational activities for Molalla area seniors.

Other Recreational Facilities

Molalla is located central to a large number of recreational facilities. Within a few miles of Molalla there are secluded and up- to-date camping facilities, recreational lodging, trails, waterways, hunting, angling, winter sports, and mineral resource facilities. . The community is to host events that highlight the City as a recreational community.

- **Skydive Oregon:** Skydive Oregon is a popular skydive stop in Oregon. During spring, summer, and fall months Molalla skies are lit up with skydivers’ bright colorful parachutes throughout the area. Skydive Oregon has become a well known skydive area.
- **Mulino Airport:** The Port of Portland owns Mulino Airport. Currently there are flying classes and lessons taught here. The Port of Portland has identified a future desire for expansion.
- **Molalla River Corridor:** Numerous recreational activities involve the Molalla River, including fishing, hunting, sightseeing, swimming, kayaking, walking, biking, and horseback riding, hiking and camping.
- **Arrowhead Golf Course** is located approximately three miles north of Molalla at Liberal. A private eighteen-hole course, clubhouse, and a public restaurant are included in the existing facilities.
- **Ranch Hills Golf Course** is a public golf course located approximately six miles to the north in Mulino – just off of Highway 213.

Molalla School District

The District provides traditional physical education programs as part of their regular school curriculum plus competitive sports programs in the upper grade levels. Molalla Youth Services and a variety of non-

profit organizations provide sports programming. The School District's community education program also provides recreational programs for both youth and adult activities and coordinates the use of District facilities. As the City continues to grow, additional facilities and services will need to be developed. Coordination with the school district to allow a shared use of facilities provides opportunities for recreational use by residents of the City.

Park and Recreation Land Needs

As seen in the Park and Recreation Policies below, the Molalla Comprehensive Plan provides a standard of 1.25 acres of park per 100 persons. Of this need, 0.25 acres per 100 are intended to be natural areas or trail systems – typically located in unbuildable areas. The remaining 1.0 acres per 100 persons are allocated to developed parks. This 1.0 acres per 100 person ratio determines future park needs on *buildable* land, however the overall standard remains 1.25 acres per 100 persons.

Using the Comprehensive Plan's ratio of 10 acres of park per 1,000 population, we can determine future park needs. Molalla currently has 36 acres of developed park land. To serve its existing population, Molalla would need 81 acres, or an additional 40 acres for park lands. The most significant need for developed parks is in the northwest part of the city.

Park and Recreation Goals and Policies

Park and Recreation Goal:

To develop, acquire, and maintain a balance of recreation opportunities and open spaces in order to improve the livability within the urban growth boundary.

Park and Recreation Policies:

The *Molalla Parks, Recreation, and Trails Master Plan* (2014) includes policy direction, maps and standards related to the acquisition and development of park and recreational facilities. The following policies also shall be considered when making land use decisions regarding park development.

1. The *Molalla Parks, Recreation, and Trails Master Plan* shall ensure an adequate system of public parks, recreational facilities and pedestrian, bicycle, and equestrian trails that meet the needs of existing and future Molalla residents.
2. The City shall provide adequate park space in Molalla in order to enhance Molalla's character as a recreation community as well as keeping the sense of a small town. The City shall maintain a standard providing 1.25 acres of park space per one hundred (100) people.
 - 2.1. Developers shall meet the City standards of 1.25 acres of park per one hundred (100) people.
 - 2.2. Developers shall be required to provide park space or a fee in lieu of to ensure parks are available to citizens and/or funds for improvements of existing parks are available. Donation of park land is encouraged to meet the needs of Molalla citizens.
 - 2.3. The amount of park acreage and the numbers and type of recreation facilities and recreation programs shall increase with the population growth of the planning area.

3. The City shall provide for a safe park system by providing:
 - 3.1. Fences or other appropriate safety features in recreational areas that are near highways or other conditions which could be potentially hazardous, and locate parklands away from such areas whenever possible.
 - 3.2. Safe and convenient access to Park and recreation facilities is an important factor in a successful park system.
 - 3.3. A natural setting while making safety a priority for all parks and open space areas.
 - 3.4. Site development buffering between any residential land use and park or activity using open space wherever possible.
 - 3.5. Preserving trees where feasible when designing parks.
 - 3.6. Working with the Molalla Buckeroo Association to upgrade and update the Buckeroo event center.
4. The City shall work to use the resources of its surrounding areas in determining additional recreational needs above and beyond those normally associated with cities by designating the City as a recreational community and implement policies to support this designation. The City shall work on an Inter-Governmental Agreement (IGA) with Clackamas County and the State of Oregon to implement this goal.
5. The City shall periodically review the condition, quantity and service levels of existing park and recreational facilities by updating the *Molalla Park, Recreational and Trails Master Plan*.
6. The Molalla Urban Growth Boundary park system should enhance the livability in the Molalla UGB by:
 - 6.1. Providing quality natural areas, and recreation sites for passive and active recreation through public and private parkland throughout the community.
 - 6.2. Establishing a system of inter-connected trails.
 - 6.3. Coordinating the development of future park sites with school sites to serve the expanding urban area population.
 - 6.4. Promoting and encouraging a physically fit and healthy community.
7. The following Park and Recreation policies are further supported by policies in the Land Use and Comprehensive Plan:
 - 7.1. Developing parks and open spaces where the land and surrounding development make it least suited for intensive development.
 - 7.2. Developing an extensive system of trails along stream courses and power line easements.
 - 7.3. Encouraging early acquisition of recreation sites to protect these sites from development and to reduce the public cost of acquiring the land.
 - 7.4. Encouraging commercial recreation lands carefully sited within, or adjacent to, other uses.
8. The City shall develop a capital improvements program for parks and recreation facilities with adequate funding shared by new development and the community.

9. The City shall coordinate with the private sector for use of certain lands, other than forest or agricultural lands, that are currently undeveloped and which would be better left in their natural state.
10. The City shall coordinate with the Molalla River School District regarding the siting and use of City and District facilities.
11. Certain private recreational uses should be permitted in residential areas provided the location, design and operation are compatible with surrounding residential developments and infrastructure impacts are compatible with the Public Facilities Plan.
12. Schools and parks should be distributed throughout the residential areas of the community and dwelling units in the area should be within reasonable distance of the outdoor facilities of a school or a park.
13. New concepts of mixing public recreational activities with revenue-generating commercial uses, such as recreation equipment rentals or concession activities should be explored in order to help finance recreation programming, park acquisition and maintenance.
14. At the time of trail design, conceptual trail alignments may be modified to address environmental and topographic constraints, and to provide safe bicycle and pedestrian connections and crossings of state highways and city streets consistent with the requirements of the road authority.

PART III: COMMUNITY DEVELOPMENT & LIVABILITY

Part III addresses community employment, housing and livability needs – consistent with Molalla’s vision of a recreation community.

- Industrial development is a primary concern in Molalla’s growth. Industrial development provides the City its economic base. Economic trends have fluctuated significantly, perhaps cyclically, since Molalla was incorporated in 1913. As with much of Oregon, the local economy hit a low point in the early 1980s but boomed throughout the 1990s.
- Commercial development is also important in that it creates secondary employment and provides retail outlets for manufactured goods. The commercial sector also provides support services for industry and personal goods and services (doctors, lawyers, food, clothing) for local residents and workers. Providing commercial services in proximity to homes and other businesses reduces the need for travel and helps to meet state and regional goals for energy, air quality and traffic congestion.
- While commercial and industrial developments are generally associated with economic growth, housing is an important element of the local economy. Housing development provides employment in engineering, architecture, construction and real estate. More important, however, is the relationship of the availability of affordable housing to the local labor market and business operators.
- Land use compatibility, protection of natural and historic resources, and good urban design are critical to the community’s livability and Molalla’s recreational concept.

GOAL 9: ECONOMIC DEVELOPMENT

The purpose of Statewide Planning Goal 9 is:

To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.

Background

The present industrial pattern in Molalla was established when the City was heavily involved in the timber industry. Molalla has changed from a town relying solely on the timber industry. Nearly all of the industrial development outside of the City limits but within the Urban Growth Boundary lies to the west along Highway 211 and 213.

Economic Opportunities Analysis and Employment Land Needs

In 2004, the City of Molalla contracted E.D. Hovee and Company (Hovee) to prepare an economic analysis and strategic plan in order to meet Statewide Planning Goal 9 (Employment) requirements, and for use in determining 20-year employment (industrial and commercial) land needs. The *Molalla Economic Profile* (Hovee, 2004) provides 20-year population and employment projections, an

assessment of employment trends, and a commercial and industrial land demand analysis. The Economic Profile notes:

“The approach taken in this analysis to Molalla’s future employment is based upon the city’s policy objective to improve its jobs-housing balance and regain its status as a somewhat independent economic region rather than a bedroom community serving employers elsewhere in the region. This employment projection is therefore appropriately termed as a policy projection rather than a market-based forecast. It is recognized that this policy projection is more aggressive than Metro’s preliminary jobs forecast for the Molalla area. Molalla’s employment policy projection is based upon a 2025 jobs-housing target of 1.6 jobs per housing unit, equivalent to the jobs-housing balance of the entire metropolitan region as of 2002. *This recommended jobs-housing target represents a significant increase from Molalla’s current jobs housing balance, but would be roughly half of the community’s peak jobs to housing ratio experienced in the mid 90s.*” (Pages 11-12)

The Goal 9 (Economy) administrative rule provides guidance to local governments regarding the preparation of economic plans (OAR Chapter 660, Division 009). OAR 660-009-0025(1) states that:

“...the plan must identify the approximate number, acreage and site characteristics of sites needed to accommodate industrial and other employment uses to implement plan policies.”

Molalla’s long-term objectives, as expressed in its Comprehensive Plan, are to continue to increase its employment/population ratio while fostering a strong traded-sector “industrial” job base. The *2009 Employment Land Needs Analysis*:

- builds on the analysis provided in the *Molalla Economic Profile* (2004);
- extends the 20-year planning period from 2025 to 2030;
- adjusts projected population to reflect “safe harbor” population growth through 2030; and
- identifies and projects site requirements of firms that are likely to locate in Molalla over the next 20 years.

However, because the *2009 Employment Land Needs Analysis* relies on the simple “policy objective” employment forecast and to facilitate this planning process by providing Molalla with as much security as possible, this analysis uses the 660-024-0040(9) “safe harbors” for determining employment needs until such a time as the Economic Opportunities Analysis can be updated to reflect current conditions

The “safe harbor” provided by OAR 660-024-0040(9)(a) allows that:

“A local government may estimate that the current number of jobs in the urban area will grow during the 20-year planning period at a rate equal to either:

(A) The county or regional job growth rate provided in the most recent forecast published by the Oregon Employment Department; or

(B) The population growth rate for the urban area in the adopted 20-year coordinated population forecast specified in OAR 660-024-0030. “

Utilizing option (B), projecting employment growth at the same rate as the rate found in the 20-year population forecast (2.0%), yields the results shown in Table 9-1. Given the findings of the earlier economic reports that Molalla currently lacks employment and the city desires to and is making efforts to improve the job/housing ratio above its current low levels, the city will likely need to complete a new Economic Opportunities Analysis prior to any assessment of the UGB to understand if there is a way to create more employment for city residents or if the “site needs” methodology is more appropriate.

Table 9-1: 2014-2034 Safe Harbor Employment Forecast

2014 Employment (Est)	2,876
2034 Employment	4,299
Projected 2014-2035 Employment Growth	1,423

Source: Clackamas County and City of Molalla

As shown in Table 9-1, applying the employee/acre ratios used in the 2009 *Employment Land Needs Analysis* to the safe harbor 2034 employment forecast results in a year 2034 employment land need of 123 net developable acres for the projected 1,423 new employees.

Table 9-2: 2014-2034 Net Employment Land Needs

Factors	
Projected “safe harbor” 2014-2034 Employment Growth	1,423
2034 Commercial %	68%
2034 Industrial %	32%
2034 Commercial Employment/Acre	15
2034 Industrial Employment/Acre	8
2014-2034 Commercial Employees	968
2014-2034 Industrial Employees	455
2014-2034 Commercial Land Need	65
2014-2034 Industrial Land Need	57

Source: Hovee, Clackamas County and City of Molalla

Economic Development Goals and Policies

This section states Molalla’s overall economic development objectives, and is followed by more specific goals and policies related to:

- The Central Business District and Community Planning Areas;
- Commercial Development; and
- Industrial Development.

Economic Development Goal:

To expand the economic base to increase the economic independence of the area – through expansion and retention of existing businesses and recruitment of new businesses.

Economic Development Policies:

The following general policies are related to all types of existing and planned employment in Molalla:

1. Encourage the siting and growth of employers which pay family wages as identified in Molalla Economic Opportunities Analysis (EOA).
2. Designate adequate suitable land with site size and locational characteristics required by targeted employment as set forth in the Economic Opportunities Analysis (EOA).
3. Identify industrial sites that are immediately available and serviceable for industrial development consistent with the Goal 9 rule. Request Oregon Economic and Community Development Department (OECD) certification for “shovel ready” industrial sites pursuant to Executive Order 03-02.
4. Ensure Molalla’s planning area contains adequate amounts of industrial and commercial lands for projected growth.
5. Land use designations within the Molalla Planning Area shall be designed to accommodate projected commercial and industrial growth and population densities through the year 2034.
6. The UGB may need to be expanded to ensure adequate lands for commercial and industrial development through 2034.
7. Coordinate with property owners to retain large commercial and industrial sites identified in the EOA for their intended commercial and industrial uses through zoning and master planning.
8. Actively support redevelopment efforts for under-utilized commercial and industrial sites within Molalla UGB.
9. Protect large redevelopment sites for their intended uses as identified in the EOA.
10. Commercial and service uses in the City’s industrial zones should be limited to small-scale uses that cater primarily to local area employees and customers.
11. The City of Molalla shall encourage commercial and industrial development. More jobs can be created causing less reliance on the automobile for travel away from the City.
12. The City shall strive to reduce the home to work distance by encouraging industrial and commercial development thus reducing the dependency on the auto and saving energy.
13. The city shall establish and maintain an inventory of industrial and commercial land of a quantity and quality to attract industry to the City of Molalla. The City of Molalla shall maintain a five-year supply of vacant and serviced industrial land to comply with the Goal 9 Administrative Rule.
14. Continue to work with the Oregon Department of Economic Development in seeking new commercial and industrial development.
15. The City shall work with the Port of Portland to assist in industrial development strategies.
16. The City shall ensure adequate amounts of suitable lands for the business community to thrive.

17. The City shall make every effort possible to work with interested businesses to draw them to the community.
18. In the process of administering the City's Comprehensive Plan, careful consideration will be given to the economic impacts of proposed policies, programs and regulations. Efforts will be made to simplify and streamline the planning and zoning review process while maintaining the quality of development to improve the economic base of the community.
19. The City shall encourage businesses that support the recreation concept and encourage all businesses to provide a choice of goods and services to the community.
20. The City shall encourage business to locate or relocate to Molalla to provide for the needs of the community.
21. The City shall provide a safe convenient and attractive place to live to draw small business to the community.
22. Diversify and improve industry in the City of Molalla in order to insure the lack of dependence upon any single industry.
23. Expand, improve and diversify the economy of the Molalla Urban Growth Boundary area by encouraging home occupations while maintaining Molalla's quality of life.
 - 23.1. The City shall work with existing businesses and encourage businesses to come to Molalla to provide family wage jobs thus creating a diverse economy and reduce energy consequences.
 - 23.2. The City shall work with these businesses to draw them to the community thus reducing the number of people leaving the community for such jobs by travel.
 - 23.3. The City shall work to retain and pursue opportunities to draw businesses to the City and ensure businesses remain in the City and shall work with interested businesses to encourage moving to Molalla.
24. Move industrial lands away from Molalla's Central Business District and focus them in areas where Highway access is appropriate.
25. The City should give a high priority to extending and improving the infrastructure needed for economic development
26. The City and County shall continue to work cooperatively with the State and Federal government and economic development agencies to implement economic development within the Molalla Urban Growth Boundary.
 - 26.1. The City of Molalla shall review and revise, as necessary, the existing Urban Growth Management Agreement (UGMA) with Clackamas County clearly stating the respective roles of the City and Clackamas County within the Molalla Planning Area.
 - 26.2. The UGMA should address the concept of a recreation community in that the City should have input on decisions that may affect this concept, such as: camping facilities, river rafting facilities, fishing and hunting lodges, resorts or any facility that will have an impact on the safety and livability of the City.

Central Business District & Community Planning Areas

The Central Business District (CBD) and potential Community Planning Areas (CPA) provide for mixed retail, service and residential uses with a strong pedestrian orientation and respect for Molalla's history.

The Central Business District (downtown area) is located in an approximately twelve-square-block area divided by state Highway 211 running east and west, and by Molalla Avenue running north and south. The area is bound on the east, north and south by residences, and to the west by a large industrial complex. For this reason the City has developed with this Comprehensive Plan the tools to provide the necessary elements to help the CBD to thrive. The CBD consists of small shops offering a variety of merchandise and unique shopping experiences. The CBD can accommodate uses such as office, theatres, restaurants, bicycle sales and repair, sports related activities and stores, fly tying shops, gun shops, boat sales, and repair activities. These shops should enhance the City's concept as a "Recreational Community".

Many of the older buildings have undergone an exterior and interior upgrading which has done much in improving the overall appearance of the core area. Much of the "facelift" of the older commercial structures as well as the new construction has been voluntarily done in theme lending itself to the recreational concept. There is broad community support for the continuation of remodeling and new construction as indicated by letters from various community organizations and the City's desire to become a recreational center.

Many new stores and buildings have been placed in the CBD and a great deal of redevelopment and remodeling has occurred, while maintaining the historic feel of older buildings.

Parking is a big concern for the CBD. As the vacancy rate goes down a need for additional parking becomes evident. The City is working on new ways to increase the amount of signage showing additional downtown parking as well as searching for ways to provide additional parking areas. The City is currently seeking funding for a downtown revitalization plan. This plan will give the City the ability to identify potential downtown parking areas. The goal and policy framework for the CBD and potential future CPAs are outlined below.

Downtown Development Goal:

To protect and insure the permanency of the Central Business District (CBD) as a vital economic base and to maximize customer access and exposure, and convenience.

Downtown Development and Policies:

The *Molalla Downtown Plan* (Cogan Owens Cogan, 2007) includes detailed policies and implementation measures to revitalize the Central Business District (CBD). The following policies apply in conjunction with Downtown Plan policies when making land use decisions in the CBD.

1. Within the CBD alleyways should be maintained and used as pedestrian walkways, for rear entrance delivery and/or customer access.
2. Downtown commercial development shall be encouraged through the reduction of truck traffic through the downtown core area.

3. Bicycle and pedestrian access to the CBD from the surrounding areas should be improved.
 - 3.1. Secure and safe bike storage areas should be considered.
 - 3.2. Sidewalk and street activity that will stimulate pedestrian traffic should be encouraged.
4. The City shall consider incentives to preserve historically significant buildings in the Downtown Core.
5. Commercial development should be based on the following goals, guidelines and principles:
 - 5.1. Separation of pedestrian and through motor vehicle traffic.
 - 5.2. Grouping of retail opportunities conducive to pedestrian shopping movement.
 - 5.3. Convenient, identifiable and accessible parking.
 - 5.4. By-pass industrial traffic around commercial areas, particularly the CBD.
 - 5.5. Improve CBD shopping environment and amenities.
 - 5.6. Provide for CBD growth needs.
6. The look and feel of the CBD commercial area shall be protected and maintained by encouraging CBD compatible businesses as defined below to locate or expand within or adjacent to that area identified as the CBD.
7. A concerted effort should be made to revitalize the central business district through rehabilitation or redevelopment of existing areas. Encourage and identify new businesses that enhance the Central Business District.
8. The central business district shall provide a variety of services; cultural, recreational, social, professional and governmental activities. The history of Molalla should be a consideration in a redevelopment opportunities as well as even promotion.
9. The City shall encourage new businesses to promote the City's recreational theme, services of all types, medical and dental offices, federal, state, and city offices to enhance the CBD of Molalla.
10. Through the Molalla Municipal Code the City shall place specific criteria upon new development and redevelopment in the CBD, which matches the style found in the early 1900s.
11. The CBD shall have adequate parking that is well lit and attractive. The City shall encourage unique shops and restaurants into the CBD.
12. Kiosks should be encouraged in the downtown area to increase shopping convenience and public awareness of downtown facilities and services.

Community Planning Area Goal:

Provide for higher density mixed-use development within designated community planning areas.

Community Planning Area Policies:

1. The Community Planning Area (CPA) designation may be applied to create pedestrian-oriented, mixed use centers near the Central Business District.

2. CPA plan designations shall be implemented through the establishment of a zoning district that includes the following:
 - 2.1. Provisions that reduce off-street parking requirements;
 - 2.2. Development and design standards for buildings, streets and public spaces that are oriented toward the pedestrian not excluding the automobile;
 - 2.3. Concentration of housing near the downtown where all sorts of services are available;
 - 2.4. Provisions for public and private amenities (including parks, plazas, and other facilities to support the higher densities and mixed use development);
 - 2.5. A multi-modal circulation system that links uses of bus, bicycle, carpool/vanpool, and shuttle services with pedestrians; design review standards.
3. A wide range of housing types shall be authorized within CPA, including but not limited to small lot single-family residential detached, attached single-family residential, townhouses or row houses, ancillary dwelling units, garden apartments, mid-rise apartments, high density apartments, student housing, senior housing, and housing above retail and office space
4. Those areas included in a CPA shall transition the type and density of new housing to be compatible with the established area at such time one is developed.
5. Future population expansions shall include additional community planning area zones to maximize densities while providing the public with unique concepts.
6. CPAs are intended to preserve and enhance the historic, open space, and architecture qualities of the historic nature of the area. In addition to general standards in the zoning ordinance, all development within CPA shall comply with specific design standards aimed at preserving the historic and architectural character and qualities of the area.
7. The development of housing shall allow for the retention of lands for open space and recreation within the planning area, encourage the preservation of trees within developments where possible, and be consistent with goals and policies of this Plan.
8. Industrial uses shall be moved, when feasible, from this area to the southwest section of the City.

Small Scale Mixed Use Development

1. In addition to larger-scale CPAs, the City shall incorporate minor commercial activities to reduce energy and enhance Molalla's quality of life.
2. Minor commercial activities, which are compatible with residential uses, shall be dispersed throughout the planning area to serve the public and conserve energy resources.
3. Minor commercial activities shall be reviewed by the Planning Department to ensure the integrity of the residential zone is not impaired.

Commercial Development

The Comprehensive Plan Map indicates where commercial development will be encouraged. Commercial areas are planned to allow for the optimum utilization of the land to provide retail and service business to the community.

Population projections for the study area indicate an increase of approximately 4,340 residents by the year 2034. In order to meet the demands created by this increase in population, the City may need to

designate additional land for commercial use. A number of businesses have recently developed in the City, adding to the economic base. This commercial base has enough capacity to serve some of the increase in population.

The variety of commercial establishments and services which serve the community should be expanded to provide a wider range of facilities for the convenience of the residents and the benefit of the community at large. The Molalla business district at the junction of Molalla Avenue and Main Street is becoming a traffic-congested area. With additional truck traffic this intersection will only get worse in the future, negatively impacting commercial businesses in the downtown area. The Transportation System Plan identifies the Molalla Forest Road as a by-pass road for truck traffic travelling to the industrial areas of the City. Additional suitable commercial land may also need to be provided to allow for commercial expansion.

Potential Commercial Districts

The Downtown Plan looked at the different sections of town outside the CBD and potential Community Planning Areas (CPAs) to create ways to provide auto-oriented commercial services to the community including:

- **Highway Commercial Overlay:** Commercial development in this section should be anchored by a few major department and grocery stores.
- **General Commercial District:** This commercial section should offer a variety of uses filling the gap between Highway Commercial and the Central Business District (CBD).

Commercial Zoning Designations

The Comprehensive Plan Map indicates where commercial development will be encouraged. Commercial designations are implemented with the Central Commercial (C-1) and General Commercial (C-2) zones:

- **Central Commercial (C-1):** Central Commercial (C-1) areas are designated to provide principle shopping, business and transportation to the community and its trade area. This district allows for a broad range of uses in keeping with Molalla's historic commercial area.
- **General Commercial (C-2):** General Commercial (C-2) areas are designated to provide those types of retail, wholesale, transportation and service uses which, because of traffic, size and other requirements, depend upon particular locations to serve the needs of the community and its trade area.

Commercial Development Goals and Policies

Commercial Development Goal:

Develop an attractive and economically sound community.

Commercial Development Policies:

Molalla must provide commercial land to serve its growing population, without taking business away from the CBD or planned CPAs. Thus, the location and design of commercial areas should be given very careful consideration. Commercial developments occur at points of maximum traffic movement and directly affect the visual quality of the community. If Molalla is to retain its image of a thriving recreational community and desirable place to live, its commercial areas must be well-designed and inviting.

1. The Molalla planning area shall contain adequate suitable sites for commercial use. Sufficient vacant commercial lands with a diversity of sizes, types, and service levels for future commercial uses shall be designated on the comprehensive plan/zoning map.
2. The City shall develop and apply design standards relating to appearance and neighborhood compatibility.
3. Large retail development shall comply with design standards relating to appearance, functionality, and neighborhood compatibility.
4. The City will continue to support a cooperative and active working relationship with the business community through the Chamber of Commerce as well as those businesses that are not members of the Chamber of Commerce and will seek their input when making decisions having economic impacts on the business community.
5. As existing businesses are renovated and new ones are constructed, the City will require high standards of compatibility with surrounding development, landscaping, architecture and signage. The ability of a site to function properly in relation to the surrounding area will be emphasized.
6. The City shall assure efficient development of land consistent and compatible with the community's needs and resources.
7. The City is designating itself a recreational community and shall ensure adequate parks and opportunity for a host of recreational activities to encourage business supporting the recreational activities. This shall be in addition to the City supporting a wide range of other business opportunities which will provide for the needs of the citizenry.
8. The City shall work cooperatively with commercial development to ensure that City park needs are met, either through land dedication or payment of system development charges (SDCs).
9. Major commercial activities shall be concentrated in areas receiving a high volume of traffic in order to minimize auto use and conserve energy resources. Commercial land shall be designated in a manner which locates high volume trade activities near major roads, groups a variety of medical facilities and services together, preferably near hospitals, and groups professional and governmental facilities near the downtown area and other major commercial locations.
10. Inefficient strip development patterns that increase congestion and therefore waste energy resources shall be avoided.
11. Provide for additional land needed for commercial expansion to serve the projected population growth and to ensure choice in the market place while also encouraging private revitalization of existing commercial structures.
12. Encourage a rate of commercial development consistent with serving the needs of residents of the City and adjacent rural and agricultural lands.

13. Provide an atmosphere that is inviting to potential businesses while maintaining the City's feel and desire to maintain a rural community feeling.
 - 13.1. Through the code incorporate language that invites development yet protects the City's character.
14. Provide buffers between industrial uses and residential uses for the benefit of all concerned.
15. Commercial development adjacent to arterial streets and highways may be subject to access restrictions.
16. Commercial development shall be encouraged to provide service access roads, which feed into arterial and collector streets at designated points.
17. Sign standards shall be designed to enhance the appearance of the City and provide for the advertising needs of the business community.
 - 17.1. Signs shall serve as a marker for businesses.
 - 17.2. Signs shall not become the focal point of the City.
 - 17.3. Signs shall not occupy any portion of the right-of-way.
18. Shopping centers shall be attractive and pedestrian oriented.
 - 18.1. Retail shopping centers should be safe, comfortable and attractive environments, with convenient access, and designed for the safe and convenient movement of pedestrians and other non-auto transportation.
 - 18.2. The Molalla Municipal Code shall provide standards for planting trees and other landscaping for all commercial development.
 - 18.3. The City shall adopt a bicycle, pedestrian, and equestrian plan, which provides safe, convenient, and recreational activities throughout the City.
 - 18.4. Shopping centers shall have pedestrian ways with attractive landscaping.
 - 18.5. Lighting in the shopping area shall be attractive and allow for safe ingress and egress from the shopping area into the parking lot.
19. A sufficient number of locations should be made available for shopping centers and other commercial activities as the urban area population increases.
 - 19.1. Provide adequate lands along major arterials.
20. Commercial establishments shall be landscaped and maintained and provide off-street parking for employees, customers and access of delivery of goods.
21. Shopping areas should be pleasant environments to live near and to do business within.
 - a. They should not be designed in a manner only to attract attention. Buildings need not be painted in an offensive manner or have obtrusive signs to secure their share of the shopping public. In fact, the reverse trend tends to be the case, with centers providing a pleasant shopping environment often being more prosperous.
 - b. Commercial development demands special consideration in terms of traffic. The City must balance the needs of both the commercial and non-commercial sectors of the community in reviewing proposed development and considering the traffic impacts that will result.

- c. All commercial districts are planned in the form of centers or complexes rather than as a strip development along major streets.

Industrial Development

When discussing the attraction of new industry, it should be pointed out that industry has several criteria on which it bases selection of location. Among these are:

- adequate site size;
- relatively flat topography;
- good access to highways or railroads to facilitate the transporting of raw materials and finished products;
- compatibility with adjacent or nearby residential and commercial development;
- the availability of housing for managers and workers;
- the availability of water and sewer service;
- the availability of utilities such as storm drainage and gas, electricity and telephone; and
- the availability of advanced technology communications infrastructure.

Industrial Comprehensive Plan Designations and Zoning

The Comprehensive Plan Map indicates where industrial development will be encouraged. Industrial areas are planned for the economic benefit of the City and located so as to minimize impacts to residential development. The City shall continue to provide enough industrial land to optimize its chances for industrial development. . Providing land for light industrial development, as a buffer between heavy industrial and commercial or multi-family development is priority. The City, by providing a healthy amount of industrial lands, is proving its support to bring industrial development to the City of Molalla.

To meet the needs of the present and future residents of Molalla and the surrounding area for industry and to comply with state and local goals and the policies established to implement those goals, the following are established to provide a suitable quantity and quality of land in the most beneficial locations for each industrial development in the City of Molalla.

- **Light Industrial District (M-1):** Light industrial (M-1) areas are designated for non-polluting industries, which are generally compatible with residential and commercial activities. The light industrial concept for future development is envisioned in areas primarily west of the current City limits. Larger parcels have been designated in this location to attract industries that require greater land areas for the operation, or for several industries to cooperatively design an industrial park. The location of the land designated for light industrial use is based on existing industrial uses, proximity to public services, highway access and the goals and policies of the plan to utilize land for industrial use which meets the needs of those industries most likely to locate in Molalla.
- **Heavy Industrial District (M-2):** Heavy Industrial (M-2) uses include manufacturing, fabrication and processing, bulk handling, storage, warehousing and heavy trucking. Most heavy industrial uses are incompatible with residential and commercial uses.

Industrial Development Goals and Policies

Industrial Development Goal:

To develop a diverse industrial base offering an increasing number of employment opportunities.

Industrial Development Policies:

1. The City shall provide suitable industrial sites to maintain and attract a diversified industrial base.
2. Provide for developments that, whenever possible, will allow residents of the City of Molalla to work in Molalla and not have to seek employment in other areas.
3. Industrial land should be located to take advantage of Highway access or rail transportation that is available.
4. To minimize impacts on Clackamas County's agricultural land base, Class I agricultural soils shall be preserved outside the UGB. At the same time, it is important that industrial lands be located in relatively flat areas, which have suitable soils and that are free from flooding dangers.
5. The City shall protect industrial lands from being converted to commercial uses by prohibiting or significantly limiting commercial uses in industrial land in the M-1 (Light Industrial) and M-2 (Heavy Industrial) zones.
6. The City shall designate industrial land on the Comprehensive Plan map limiting the impacts to citizens in the community and the Molalla Municipal Code shall establish standards to reduce impacts on other areas.
7. All industries shall meet federal, state and local environmental quality standards.
8. The City shall attract and accommodate both labor intensive and land intensive industrial activities.
 - 8.1. The City shall establish an industrial area that has limited impact on citizens of the community.
9. Ensure Molalla's planning area contains adequate amounts of industrial lands for projected growth.
10. Land use designations within the Molalla Planning Area shall be designed to accommodate projected industrial growth and population densities through at least the year 2030.
11. The UGB may be expanded to ensure adequate lands for industrial development through 2034.
12. Encourage "non-polluting industry" development.
13. Designate large areas of land together for several industries to cooperatively design an industrial park.
14. Maintain a light industrial zone, which eliminates excessive noise, smoke, odor, dust, and gas.
15. The City shall work with existing employers to move industrial development to the southwest section of Molalla. By placing all industrial development in the southwest corner of the City the citizens will have a reduced possibility of odor since the southwest wind blows away from the City.

16. Both residential and industrial development shall be responsible for minimizing impacts in areas where residential uses border industrial.
17. Sufficient vacant industrial lands with a diversity of sizes, types, and service levels for future industrial development shall be designated on the comprehensive plan/zoning map.
18. Publicly owned lands shall not be given a competitive advantage over private ownership through governmental land use regulations.
19. Industrial areas should be set aside primarily for industrial activities. Other supporting uses, including some retail uses, may be allowed if limited to sizes and locations intended to serve the primary uses and the needs of people working or living in the immediate industrial areas
20. Industrial developments are subject to development standards relating to setbacks, landscaping, signs, exterior lighting, parking, building height, massing and visual impacts, and architectural styles and outside storage.
21. Molalla shall provide a suitable site within its UGB to allow large scale agricultural or nursery processing industries to locate within the City.
22. Industrial areas that are located adjacent to arterial streets or to residential areas should be controlled through site plan review and buffer zones so as to minimize the impact of industrial uses.

GOAL 10: HOUSING

The purpose of Statewide Planning Goal 10 is:

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

Background

Housing is a basic human need that concerns the entire community. As housing costs increase, satisfying this basic need becomes more difficult. The City of Molalla supports Oregon's housing goal to "encourage the availability of adequate number of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households."

Molalla saw unprecedented residential development in the late 1990s through 2008. The rate of residential growth experienced by Molalla between 1996 through 2008 clearly indicates the popularity of this community as a place to live and supports the City's decision to continue and further develop the recreation concept for the City. The proximity to the Molalla River, Mt Hood, the Forest, and the coast benefits the City's decision to support the recreational community concept.

This housing boom has provided a greater variety of housing that meets modern structural, electrical, plumbing, and energy codes. As a result, most of the buildable land supply within the City's urban growth boundary had been consumed.

Population Projection

As explained in Chapter 2, Clackamas County recently completed a coordinated 20-year population forecast for the city of Molalla, provided for by ORS 195.034(2) and OAR 660-024-0030(4) for the 2012-2032 timeframe, resulting in a population estimate of 12,760 for year 2032. Extrapolating from this forecast for the 20-year planning horizon of 2014-2034, as specified for this Comprehensive Plan, the City of Molalla (UGB) is projected to contain approximately 13,130 people in 2034.⁴

Demographic Trend Analysis

Molalla's 2009 Housing Needs Analysis and the 2013 Rural Cities Coordinated Population Background Report and Forecasts review regional and local demographic trends based on Census data, and extrapolated assumptions related to housing needs from those trends as well as City policy. Preliminary demographic findings showed that Molalla is still a relatively homogeneous community with relatively affordable housing, although this is likely to change somewhat over the next 20 years. Increased employment opportunities, young commuting households, and a growing Hispanic community, are likely to push the demand for a broader range of housing.

⁴ Both the 2014 and 2034 numbers were extrapolated from the coordinated forecast using an assumption of exponential growth between the starting and end points. The 2014 forecast was extrapolated because the PSU Population Research Center has not received the data from the city to provide annual population estimates since the 2010 US Census.

The *Housing Needs Analysis* also describes base housing need assumptions, reviews future housing type and density needs, and concludes with recommended dwelling unit types, densities, and plan district allocations.

Housing Need Assumptions

Basic housing land need assumptions include determination of household size and vacancy rate, and establishing a projected density for future residential development. To facilitate this planning process and to provide Molalla with as much security as possible this analysis uses the OAR 660-024-0040 “safe harbors” when possible.

Household Size

The “safe harbor” provided by OAR 660-024-0040(8)(a) allows that:

“A local government may estimate persons per household for the 20-year planning period using the persons per household for the urban area indicated in the most current data for the urban area published by the U.S. Census Bureau.”

The 2010 Census determined a household size for Molalla of 2.84 persons per household. Therefore, Molalla assumes a household size of 2.84 through 2034 for the purposes of this analysis.

Vacancy Rate

The “safe harbor” provided by OAR 660-024-0040(8)(e) allows that:

“A local government outside of the Metro boundary may estimate its housing vacancy rate for the 20-year planning period using the vacancy rate in the most current data published by the U.S. Census Bureau for that urban area that includes the local government.”

The 2010 Census determined a vacancy rate for Molalla of 5.3%. Therefore, Molalla assumes a vacancy rate of 5.3% through 2034 for the purposes of this analysis.

Dwelling Units Projected

Using the projected population for 2034 and the assumptions above, projected dwelling units are 1,616 for 2034

Table 10-1: Projected Dwelling Units

Year	2034	
Projected Population Increase (2014-2034)	4,340	
Households @ 2.84 Persons per HH	1,530	
HHs Including 5.3% Vacancy Rate	1,616	

Source: US Census, Clackamas County and City of Molalla

Density

The “safe harbor” provided by OAR 660-024a Table 1 allows a city planning for between 10,001 and 25,000 people to assume an overall density of 7 dwelling units per net buildable acre. Therefore, this analysis assumes an overall density of 7 dwelling units per net buildable acre.

As shown on Table 10-2, Molalla will require 231 net buildable acres to accommodate housing for the estimated 2034 population,

Table 10-2: Net Buildable Acres Required for Housing

Year	2034	
Households	1,616	
Net Density	7	
Net Buildable Acres Required	231	

Source: US Census, Clackamas County and City of Molalla

Net to Gross Conversion

According to OAR 660-024-0010, a “Net Buildable Acre” consists of 43,560 square feet of residentially designated buildable land after excluding future rights-of-way for streets and roads.” Molalla assumes a 20% right-of-way factor to account for future streets and roads related to housing development.

As shown on Table 10-3, Molalla will require 289 gross buildable acres to accommodate housing for the estimated 2034 population,

Table 10-3: Gross Acres Required for Housing

Year	2034	
Net Buildable Acres Required	231	
Right of Way Assumption	20%	
Gross Buildable Acres Required	289	

Source: Clackamas County and City of Molalla

Housing Mix

Molalla intends to use the safe harbor for housing mix provided in OAR 660-024a Table 1 should it forecast UGB needs. The relationship between housing mix and zoning changes would be detailed in any future UGB analysis.

Housing Goals and Policies

Housing Goal:

To allow for a variety of housing options for all income levels in both existing neighborhoods and new residential areas that match the changing demographics and lifestyles of Molalla residents.

Housing Policies:

1. Residential development shall consider the physical characteristics of the site by meeting applicable zoning and building code requirements.
2. The City shall adopt clear and objective design standards to ensure that new residential development in existing residential areas is reasonably compatible with surrounding developments with respect to landscaping, massing, architectural styles, lighting, and appearance.
3. To provide greater flexibility and economy of land use, the Zoning Ordinance shall allow variable lot sizes in single-family residential subdivisions.
4. The City shall encourage rehabilitation and maintenance of housing in existing neighborhoods to preserve the housing stock and increase the availability of safe and sanitary living units.
5. As set forth in the City's Housing Needs Analysis, a variety of housing types shall be encouraged throughout the planning area for households of all incomes levels, ages and living patterns. Such housing should include but not be limited to:
 - 5.1. large and small lot single-family residences;
 - 5.2. accessory dwellings;
 - 5.3. duplexes;
 - 5.4. multiple-family housing (including for-rent apartments and for-sale condominiums);
 - 5.5. attached single-family residences; and
 - 5.6. manufactured dwellings in parks and on individual lots.
6. Specific locations for each type of housing shall be consistent with the comprehensive plan and development code.
7. The City shall work with the private sector and non-profit housing development to encourage housing at various prices and rents in order to maximize housing choices of the public.
8. The development of low- to moderate-income housing is appropriate throughout the planning area and shall be of a design and construction consistent with policy of this Section.
 - 8.1. Such housing shall not be so concentrated as to create a recognizable or exclusively low-income district.
 - 8.2. The City and County should encourage government assisted housing to be located at a variety of locations within the UGB.
9. The development of mid-rise housing (up to 3 1/2 stories) is appropriate near the downtown area, in Community Planning Area Districts, and in other designated areas adjacent to arterial streets that are on transit routes. Such developments shall be subject to special planning and development review or meet specific Community Planning Area design and development standards.
10. Housing for the elderly shall be encouraged.
 - 10.1. The livability of these developments shall be a prime concern in the review process.
 - 10.2. Large-scale developments for the elderly would be most appropriately located near the City core area for shopping, public transportation, medical and other similar facilities.

- 10.3. Alternative housing options, such as cooperative housing with common facilities, shall be allowed outright in medium or high density areas and as a conditional use in low density areas as outlined in the Zoning Ordinance.
11. Higher-end housing opportunities shall also be encouraged, especially in areas with view and natural amenities.
12. The City shall review housing needs and projections periodically and make necessary revisions during the major revision process as outlined in the Planning and Citizen Involvement section of the Comprehensive Plan.
13. The City shall provide for manufactured dwelling parks in the R-3 zone to allow persons and families a choice of residential settings.
14. In order to minimize the adverse impacts of higher density housing on adjacent properties, The City shall establish clear standards for:
 - 14.1. The placement and design of mobile home or manufactured dwelling parks;
 - 14.2. Buffering by means of landscaping, fencing or distance from conflicting uses;
 - 14.3. Compatibility of design, recognizing the conflicts of mass and height between apartment buildings and houses; and
 - 14.4. On-site recreation space as well as pedestrian and bicycle access to parks, schools, mass transit stops and convenient shopping;
 - 14.5. Placement of buildings to minimize the visual effects of parking areas and to increase the availability of privacy and natural surveillance for security.
15. New residential developments in areas without an established character or quality should be permitted maximum flexibility in design and housing type consistent with densities and goals and objectives of this Plan.
16. The City shall encourage new and innovative residential planning and design techniques that, while different from standard subdivision developments and design requirements, are consistent with the policies of this Comprehensive Plan and the Development Code.
17. Minimum and maximum densities shall be established for all areas designated for residential use or mixed-use on the Comprehensive Plan Land Use Map.
 - 17.1. Minimum residential density zoning standards shall be prescribed for all residential areas.
 - 17.2. The minimum densities are intended to ensure the Molalla Comprehensive Plan achieves the residential density objectives, while retaining flexibility for residential development patterns and projects tailored to local conditions.
 - 17.3. No land use regulation provision or process may be applied, nor shall any condition of approval be imposed that would have the effect of reducing the density permitted under the minimum density standard of an applicable residential zone.
18. Manufactured homes on individual lots shall be permitted in all residential zones subject to:
 - 18.1. Conformance with applicable local, state, and federal standards in force at the time of installation pursuant to Chapter 50 – Prefabricated Structure Code
 - 18.2. Installation on excavated and backfilled foundations

- 18.3. Removal of all transport related gear.
- 18.4. Placement and design standards allowed by State statute to insure the harmonious integration of this housing type with other housing in the vicinity.
19. Residential density designations are intended to discourage development at lower densities. The densities of new developments shall be monitored and reviewed annually to assure that residential construction is implementing the Comprehensive Plan designations. If the residential density designations are not being implemented, additional land within the City shall be designated or re-designated to help assure that the overall density will be attained.
20. Plan for and permit a variety of housing types consistent with the objectives and policies set forth under this section of the Comprehensive Plan, while maintaining a reasonable balance between the economics of building and the cost of supplying public services.
 - 20.1. It is the City's desire to ensure there are a variety of housing types needed to meet a wide range of personal preferences and income levels.
 - 20.2. The City also recognizes the fact that adequate public facilities and services must be available in order to build and maintain a decent, safe, and healthful living environment.
21. Encourage the construction and development of diverse housing types, while maintaining a general balance according to housing type and geographic distribution, now and in the future.
22. Require new housing developments to pay an equitable share of the cost of required capital improvements for public services.
23. The City shall adopt specific goals for low and moderate cost housing to ensure that sufficient and affordable housing is available to households of all income levels that live within the City of Molalla.
24. Housing units shall be designed, constructed, and maintained so that the community is assured of safe, sanitary, and convenient living conditions in dwellings that are sound, energy efficient, and attractive in their appearance. Conservation of housing resources shall be encouraged through code enforcement, renovation, and rehabilitation of the existing housing stock.
25. Site plans shall provide for adequate yard space for residents and play space for children.
 - 25.1. The yards shall have distinct area and definite shape, and are not just the residue left after buildings are placed on the land.
 - 25.2. The Planning Department shall review development to ensure adequate yard space is available.

Residential Zoning and Implementation

The following implementing measures are intended to provide for the range of housing types and densities identified by OAR 660-024a Table 1, with an overall density of 7 dwelling units per net acre.

Single Family Residential Measures

- Small lots ranging from 4,000 to 5,000 square feet in area can accommodate single family development. Minimal to "zero" side yard setbacks can be used with a generous setback provided for the other side yard.
- Variable lot dimensions can be used to allow flexibility in platting irregular blocks and result in greater land use efficiency and lower development costs. Alternating narrow and wide lots can be used to accommodate different housing plans and appeal to target markets.
- Accessory dwelling unit additions can be made to existing single family neighborhoods with reasonable design guidelines. A new, generally small accessory dwelling unit can be created by converting a garage, building over garages, dormer additions on second stories, or basement apartment conversions.
- Cluster housing can increase the standard single family densities of 6 units per acre to anywhere from 8 – 10 units by clustering homes together and sharing open spaces.
- Attached housing in the form of duplexes, triplexes and four-plexes can be added to existing neighborhoods on relatively small lots; allowing such development on large corner lots, while reserving interior lots for more traditional housing.
- Attached single-family development (townhouses or rowhouses) provide affordable homeownership opportunities. A single family attached dwelling with a common wall shared with other units and typically occupy narrow lots (25' to 32' wide) arranged in clusters or rows of 2 to 10 units, producing densities of from 8 to 12 units per acre. Each townhouse and townhouse lot (2,000 to 3,500 square feet) is individually owned and may be sold or rented, appealing to many markets.

Multiple Family Residential Measures

- Garden apartments are typically two to three stories, contain 10 or more rental units within a single building, but do not have an elevator. This is the most common type of apartment construction, yielding 15 to 20 units per acre. Units can also be individually owned, with a condominium association owning exterior and common elements of the building, and the site and parking area. Condominium ownership can be built into a new project, or an existing apartment building can be converted to condominium ownership.
- Mid-rise apartments typically range from 4 to 8 stories in height and require service by an elevator, and may be constructed to densities of 20 to 50 units per acre.

Mixed Use Residential Measures

- Mixed-Use (Commercial and Residential) developments can take many forms, including retail space on the ground floor with office space above, rental apartments above ground floor retail space, and structures combining offices and hotels or hotels and private residential units.
- These mixed-uses are often targeted in downtowns and neighborhood commercial areas where "around the clock" pedestrian activities are desired. There are few such projects in Oregon, and Molalla should not rely on any significant movement toward this type of real estate product over the planning period. It is likely, however, that "Mom and Pop" type of store fronts and small retail operations can develop in homes designated for mixed use as an affordable small business

opportunity. Mixed-uses could also take the form of adjacent commercial and residential uses in separate buildings within a neighborhood center.

- Home occupations can provide low overhead cost and assist in business start ups by allowing them to be operated from the home. These small scale businesses are typically allowed in residential zones, but require that the primary use of the premises remain residential. Careful regulation is needed to protect the residential character of neighborhoods while allowing reasonable business starts. Criteria generally focus on a list of allowable uses and conditions, or may be performance based (i.e. related to traffic and other impacts). In all cases, the home business is expected to move to a business zone when it out grows the permit parameters.

Residential areas should be designated to avoid incompatible commercial, industrial and other uses. The Molalla Municipal Code should not be so restrictive as to create large, exclusively residential areas that deprive their residents of convenient access to necessary commercial, cultural and transportation facilities.

Residential Land Use

The *Molalla Comprehensive Plan* Map indicates where residential development will be encouraged.

- **High-density development** is encouraged near the Central Business District. This density will assist the downtown in growth of its commercial business while providing a large amount of residential growth and maintaining the look and feel of Molalla and for the potential redevelopment of the downtown area.
- **Low-density** lots shall be provided in areas that provide scenic views and have access to trail and park (existing and proposed) sites throughout the City. Additional medium density single family residential shall be located in areas to the north of Main Street (Highway 211). These residential areas provide a buffer between commercial and residential living. This places homes in close proximity of schools and neighborhood parks.
- **Duplex Units:** Duplex units shall be encouraged in new single-family residential subdivisions on all corner lots. This requirement will assist in density and duplexes are a needed housing option, which integrates with the existing community, are energy and cost efficient.

Preservation of Residential Densities: If a parcel of land is sized and designated to allow development of substantially more than one dwelling unit, the siting of a single new dwelling unit on the parcel shall allow development of the remainder of the parcel to the density range of the zoning designation.

Residential Plan Designations

Low Density Residential: This density provides for single-family dwellings and duplexes at densities of 4 to 8 dwelling units per net buildable acre. This plan designation is implemented by the Low Density Zone (R-1).

- Environmental Resources and Community Design Objectives.

- Provide quality and affordable housing.
- The City shall incorporate this zoning throughout the City in order to provide a balance in housing options and locations.

Medium Density Residential (renamed, previously “Two-Family Residential”): This plan designation provides for a mix of multi-family, attached and single family housing, and manufactured dwelling parks. This plan designation shall provide a density of 6 to 12 dwelling units per net buildable acre. This plan designation is implemented by the Medium Density Zone (R-2).

- Environmental Resources and Community Design Objectives.
- Provide mixed-use residential areas in close proximity to services and activity areas.
- The City shall monitor the location, density and design of these developments in this zone to enhance the City livability and safety.

Medium-High Density Residential: This plan designation provides for a mix of multi-family, attached and single family housing at 8 to 24 dwelling units per net buildable acre. This plan designation is implemented by the Medium-High Density Residential Zone (R-3).

- Environmental Resources and Community Design Objectives.
- Provide quality multi-family housing, which assists in buffering commercial and light industrial uses from single-family residential where possible as well as providing affordable housing alternatives.
- The City shall monitor the location, density and design of these developments in this zone to enhance the City livability and safety.

Community Planning Areas shall be identified with Community Planning Area Overlay on the Comprehensive plan map and may authorize more intensive land use densities and floor area ratios than residential zoning designated elsewhere in the City. Specific zoning districts shall be applied to implement policies and objectives for the Community Planning Areas, including minimum residential and employment density objectives. .

- A mix of pedestrian supportive commercial and residential uses shall be encouraged within Community Planning Areas.
- The Development Code shall provide for sufficient land and shall establish development regulations and design standards that coincide with these objectives and encourage new commercial and residential development within Community Planning Areas.
- Minimum floor area ratios shall be applied based on the implementing Community Planning Area Overlay District as depicted on the Comprehensive Plan Map.
- Garages should be accessed from alleys where alleys are provided.
- City owned alleys should be cleared and opened for access to rear garages.
- As development occurs garages shall be located off of alleys where feasible.

Criteria for the location of multi-family housing shall include proximity to the City core, major transportation corridors, schools, services, parks, shopping, employment centers, and transit corridors.

Molalla Community Livability

Land Use and Development

The type, location and design of development and supporting public facilities is critical to the livability of the community. In combination, community design standards are intended to blend the natural environment with urban development. The design criteria ensure the protection of significant natural resources and enhance the visual attractiveness of the community – consistent with the need to provide an adequate supply of land for jobs and housing over the 20-year planning period.

Residential Livability Goals and Policies

Residential Livability Goals:

- ***Establish residential areas that are safe, convenient, and attractive places to live which are located close to schools, services, parks, natural areas, shopping and employment centers.***
- ***Provide housing, employment opportunities and an environment with a high degree of livability for the citizens of Molalla.***
- ***To provide for urban growth while maintaining community livability while ensuring the efficient provisions of public facilities and services.***

Residential Livability Policies:

1. Development standards shall be established for churches, parks, schools and other public uses and services that recognize the residential character of the neighborhood. Design standards shall provide for off-street parking and maneuvering, landscaping, access control, sign regulations, design review, and limitations relative to scale and services provided.
2. Public and semi-public buildings should be located in residential areas where those services are necessary or desirable. Such facilities should be compatible with their surroundings and meet planning and design review standards to ensure compatibility with surrounding residential neighborhoods.
3. The City shall coordinate with the Molalla fire and police departments to ensure residents have a safe environment in which to live.

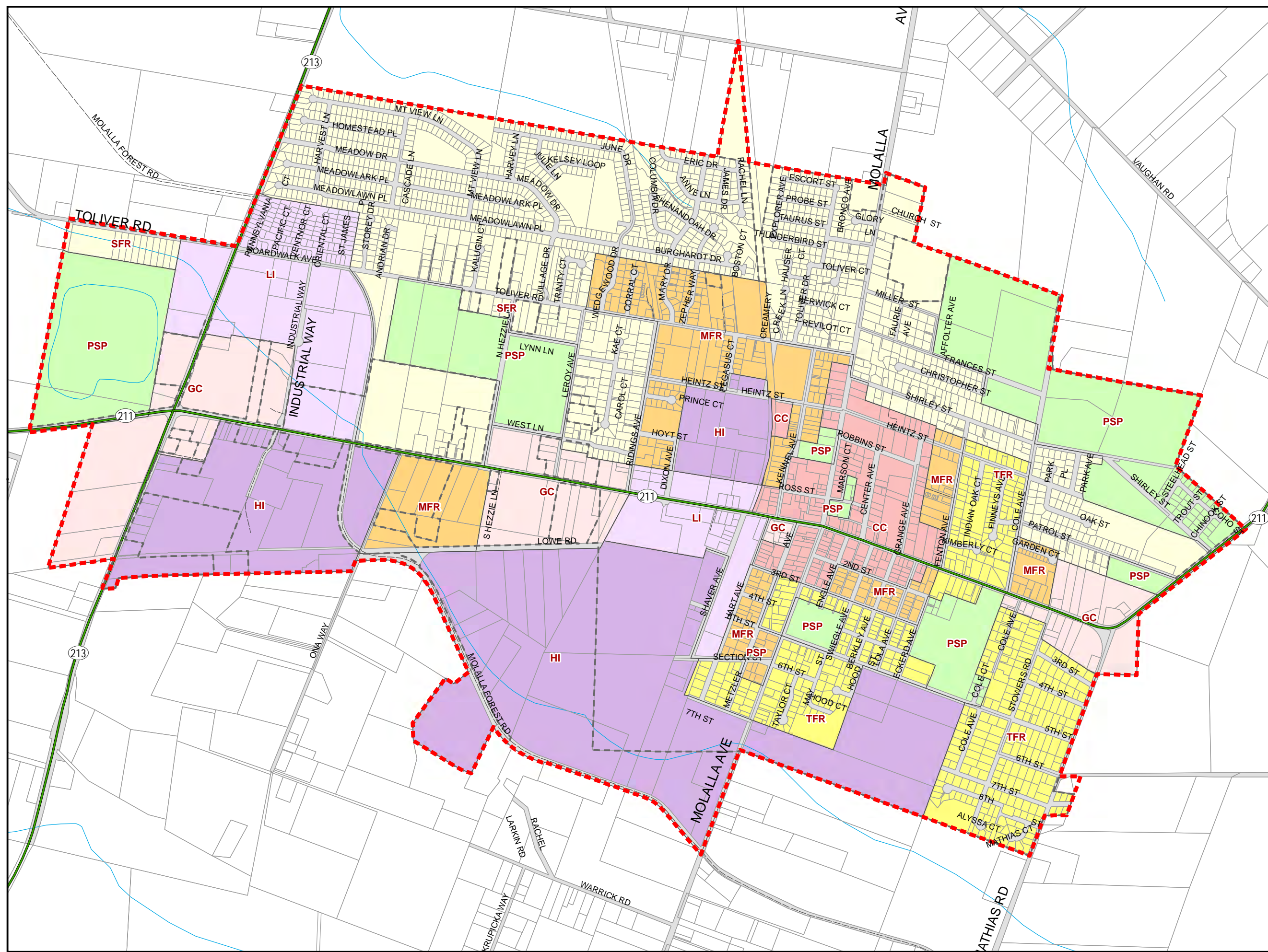
4. The City shall establish areas for housing development, schools and parks that are convenient to shopping areas and employment centers.
5. The Molalla Municipal Code shall contain special planning and design review for public buildings, semi-public buildings, non-residential public buildings, and quasi-public buildings to ensure compatibility with the surrounding area.
6. Private and public developers shall be required to landscape their developments in order to create a park-like nature in the community.
7. The Molalla Municipal Code shall establish criteria for landscaping new development.
8. The City shall establish criteria for signage and sign placement.
 - a. Signs located throughout the City should be aesthetically pleasing, though not restricted in design as to significantly limit their economic purpose.
 - b. Specific sign design standards shall be applied in Community Planning Areas and along designated pedestrian streets.
 - c. Sign standards shall control the visual impact of signs on the community and minimize sign clutter.
9. The City shall work with housing and employment agencies to improve the housing and employment opportunities in the city to create a high degree of livability for the citizens of Molalla.
10. The City shall establish park locations throughout the City as well as encourage other recreational uses of the surrounding area.
11. The City shall ensure homes are built to federal, state and local standards.
12. Master land development and conservation plans may be required prior to annexation of land to the City. Master plans shall show how and where:

The annexed property will be provided with adequate sanitary sewer, water, storm drainage, transportation, fire, police, school and park facilities, as called for in adopted plans and standards.

 - a. Urban public facilities can be provided efficiently with the above public facilities and services.
 - b. Urban level development will be phased to ensure that adequate public facilities will be provided to each phase of development.
 - c. Inventoried natural hazards and resources will be protected consistent with adopted plans and standards.
13. The City shall coordinate with property owners in the development of housing, schools and parks that are convenient to shopping areas and employment centers.
14. Private and public developers shall be required to landscape their developments and protect identified natural features in order to develop needed parks and protect inventoried natural features in the community.

15. Design of developments within the community shall consider the design of individual buildings in relationship to the broader community.
 - a. Good architectural design is necessary to provide visual variety and allow for individual identity.
 - b. At the same time, good community design provides a sense of unity with other development while eliminating conflicting appearances.
 - c. The City shall establish criteria for signage and sign placement.
16. Provide for an attractive, interesting, and convenient downtown as a place to do business, work, shop, reside and visit.
 - a. Residential units should be permitted above or as an incidental use in conjunction with commercial development in the downtown area. These uses must go through a design review process.
 - b. Through the Transportation Systems Plan the City shall make efforts to relieve truck traffic through the downtown area.
 - c. The City may create and adopt a downtown revitalization plan.
17. Encourage landscaping of streets throughout the City.
 - a. The City shall establish landscaping requirements throughout the City including industrial zones in order to uphold the recreational theme and enhance the surrounding area.
 - b. The landscaping criteria shall be reviewed for each proposed land use application for industrial development.
 - c. Existing trees shall be preserved where feasible. New trees shall be incorporated into each landscape plan.
 - d. Landscaping and/or open space may be used to buffer non-compatible uses. It is intended to soften the visual impact and provide a sense of openness and should be used to complement good building designs and may be used to screen certain types of development.
18. When possible, schools shall be established close to housing, parks, and services.
 - a. Designate the school district's property and facilities for school purposes and coordinate expansion of the facilities, as they are needed.
 - b. The City will provide information to the school districts about proposed and actual residential developments within the City as well as continue to coordinate with the school districts for planning, scheduling, and construction of needed educational facilities.

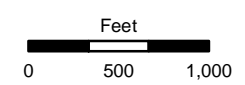
City of Molalla Comprehensive Plan Adopted 2014



Legend

- Comp. Plan Designations**
- Single-Family Residential
 - Two-Family Residential
 - Multi-Family Residential
 - Public or Semi-Public
 - General Commercial
 - Central Commercial
 - Light Industrial
 - Heavy Industrial
 - Urban Growth Boundary
 - City Boundary

1:12,800



GEOGRAPHIC INFORMATION SYSTEMS
DEPARTMENT OF INFORMATION SERVICES/GEOGRAPHIC INFORMATION SYSTEMS
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OREGON CITY, OREGON 97045

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PART IV: PUBLIC FACILITIES & TRANSPORTATION

GOAL 11: PUBLIC FACILITIES AND SERVICES

To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

Background

Public facilities provide support for urban development and ensure a livable environment for citizens and businesses. These include sanitary sewer, water, storm drainage, transportation, parks, schools, local government, fire and police. Functional plans for public facilities are included in Volume III of the Molalla Comprehensive Plan. Park facilities are addressed in Part II of this Plan.

Functional plans for public facilities master plans along with their projections for growth and development are expected to change over time as new information and technology becomes available. Therefore, periodic updates to background sections of public facilities plans are not considered amendments to the Comprehensive Plan itself.

1. **Primary Facilities and Services include:** Those which significantly impact public health and safety and are directly linked to the land development process, in terms of service capacity, location, and design, or directly affect public health and safety. Therefore, adequate provision must be made for these facilities/services prior to or concurrently with urban level development. These facilities and services include: sanitary sewer; water service; roads and transportation; storm drainage; police and fire protection.
2. **Complementary Facilities and Services include:** Those which complement the public health, safety and general welfare of urban residents and workers, but are not necessarily directly linked to the land development process or public health and safety. These facilities include: schools, library, and educational services; parks, recreation, and open space; solid waste; semi-public utilities; city administration; and health and social services. Complementary facilities and services directly affect livability and must be planned for in anticipation of development. However, complementary services may be provided subsequent to actual development – so long as there are binding agreements with service providers and the City to provide these services at a specific future date.

Public Facilities Goals and Policies

Public Facilities Goal:

- *To plan and develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for urban development.*
- *To ensure livable and complete neighborhoods – with adequate sanitary sewer, water, storm drainage, transportation, park and school facilities.*

- ***To ensure that development pays its fair share for needed public facilities as called for in adopted plans.***

Public Facilities Policies:

1. Molalla uses a three-step approach to planning for public facilities.
 - 1.1. First, general Policies and Implementation Measures are contained in the Comprehensive Plan.
 - 1.2. Second, individual master plans (e.g., Storm Water Master Plan, Transportation Systems Plan, etc.) are prepared and periodically updated to deal with specific facility requirements.
 - 1.3. Finally, the City shall periodically update its five-year Capital Improvement Program, based on these master plans, that is used for scheduling and budgeting of improvement projects.
2. The City shall coordinate with service providers and property owners to encourage the development of the public and private facilities that meet the community's economic, social, cultural, health, and educational needs.
3. The City shall require future urban level development to be served by an adequate level of public sanitary sewer, water, storm drainage, transportation, park and school facilities through the annexation and master planning process.
4. The City shall plan and provide an orderly and efficient arrangement of public facilities and services, consistent with an adopted schedule and approved functional plans.
5. As development increases, so does the requirement for improved and greater capacity facilities and services.
 - 5.1. The City continues to emphasize the need for providing adequate facilities and services in advance of, or in conjunction with, urban development. However, it also recognizes that not all facilities and services require the same level of service adequacy, simultaneous with development.
 - 5.2. The Comprehensive Plan, therefore, prioritizes facilities into primary and complimentary categories and establishes specific development policies for each facility or service.
6. The City shall ensure prior to issuance of building permits that construction will comply with federal, state, and local regulations.
7. The City shall coordinate with service providers to ensure that an adequate level of public facilities is available in advance of or in conjunction with urban development. In cases where adequate public facilities are not immediately available:
 - 7.1. The City may impose reasonable conditions of approval on that development, in terms of the provision of adequate services/facilities; and/or
 - 7.2. Land use permits may be conditioned upon future provision of an adequate level of facilities subject to a binding agreement that such facilities will be provided prior to the issuance of building permits.
 - 7.3. A phased development plan may be approved, subject to future provision of an adequate level of public facilities for each future phase.

8. Except where specifically approved by the City Council and as allowed by state law, new private water, sanitary, and storm systems are not allowed within the City limits. .
9. Where a shortage of facilities/services exists or is anticipated in the near future, and other alternatives are not feasible to correct the deficiency, the City may initiate a moratorium on development activity or to manage growth through a public facilities strategy, as provided by statute. In the event that State laws provide other alternatives to address shortages of facilities/services, the City will consider those alternatives as well.
10. The City shall coordinate with service providers to provide, maintain, and promote the enhancement of state of the art infrastructure, including, but not limited to, transportation systems, sewer, water, natural gas, power, telecommunications, and air service to support the commercial and industrial needs of the community.
 - 10.1. Public facilities shall enhance the health, safety, educational, and recreational aspects of urban living.
 - 10.2. The City shall provide current state of the art facilities as required by federal, state and local government.
11. The City shall time the provision of facility construction and services to support planned urban development. Urban development will be allowed only in areas where adequate public facilities and services can be provided, and only within the City Limits, unless otherwise allowed by law.
12. Urban sanitary sewer and water service shall not be extended outside the Urban Growth Boundary in any case, except as allowed by state law.
13. Urban sanitary and water service shall not be extended outside the City Limits, with the following exceptions:
 - 13.1. An immediate and demonstrable threat to the public health exists, as a direct result of the lack of the service in question;
 - 13.2. A Governmental agency is providing a vital service to the City;
 - 13.3. It is reasonable to assume that the subject area will be annexed to the City within a reasonable period of time. To meet this criterion the owner of the property must sign an agreement that the City may annex or may require the applicant to annex at any time of the City's choosing.
 - 13.4. For this purpose when the City believes one of the criteria above have been proven and an extension appears necessary the recipient shall pay all costs incurred by the City and sign an annexation agreement or service provisions agreement with the City.
14. The City shall provide or coordinate the provisions of facilities and services concurrent with need, which may be created by new development, redevelopment, or upgrades of aging infrastructure. Those parties causing a need for expanded facilities and services, or those who benefit from such facilities and services shall pay for them.
15. The City shall coordinate with service providers such as utility companies to ensure adequate and efficient installation of needed services and equipment. The City of Molalla shall coordinate planning activities with the utility companies, to insure orderly and efficient installation of needed service lines and equipment.

16. The City shall coordinate with the appropriate agencies to ensure adequate provision of health and social services and facilities. The adequacy of these facilities should be considered during the process of planning for future growth.
17. City facilities shall be installed in accordance with the City's urban growth policies, Public Works Design Standards, and the functional plan associated with each facility. The City shall monitor its facilities and determine when updates and upgrades are necessary to handle projected growth.
18. Developments shall be required to extend services/facilities to the full width of the property being served to provide for connection to adjoining properties.
 - 18.1. Unusual existing circumstances may necessitate creative solutions for the extension of services/facilities.
 - 18.2. When a major line is to be extended, the City may authorize and administer the formation of a Local Improvement District (LID).
19. To enhance aesthetic quality, promote public safety and to protect service lines from damage (e.g., ice/wind storms or vehicle accidents), as new development occurs all utility service lines serving the developing property shall be placed underground where feasible, in accordance with the City's Public Works Design Standards.
 - 19.1. The City shall encourage utility companies to place existing aboveground services underground, at the earliest possible time frame possible.
 - 19.2. Aboveground facilities such as transformers shall be placed within a building, which can maintain a common use for the area. Where possible such facilities should be coordinated with the landscaping to provide screening.
20. All major lines shall be extended in conformance to the line sizes indicated on the Master Plan and, at a minimum; provisions for future system looping shall be made. If the type, scale and/or location of a proposed development warrants minimum fire flows, the Director of Public Works may require completion of looped water lines in conjunction with the development.
21. Development, including temporary occupancy, that threatens the public's health, safety, or general welfare due to a failure to provide adequate public facilities and services, will not be permitted. Development applications will be allowed to proceed on the following basis:
 - 21.1. The cost of all utility line extensions and individual services shall be the responsibility of the developer and/or property owners(s) seeking service.
 - 21.2. In the course of site development, developers and service providers may be required to retain or improve native vegetation in identified riparian zones and landslide prone areas to decrease the amount of surface water run-off, to shade areas of surface water, to preserve areas of natural percolation, help stabilize landslide-prone areas, and reduce erosion. Replacement, enhancement, and/or restoration of vegetation, including the removal of invasive plants, may also be required depending on the type, scale, and location of development.
22. The City shall continue to construct, operate and maintain its water, sewer and storm facilities in conformance with Federal, State and Regional quality standards.

23. Semi-public facilities are privately owned and operated, but have general public benefit and may be regulated by government controls. They include a wide range of services from electric utilities to day care.
24. The City will continue to prepare/update and implement master plans for facilities/services, as sub-elements of the City's Comprehensive Plan and continue to implement the Water and Sewer Master Plan.
25. Priorities will be established to ensure that adequate public facilities are available to support desired industrial and commercial development.
 - 25.1. A high priority shall be given to improvements to water, storm drainage, traffic circulation, and safety.
 - 25.2. It is not the intent of this policy for the City to subsidize commercial or industrial development. Developers continue to be primarily responsible for providing needed improvements.
 - 25.3. The City acts as the coordinating agent to ensure that adequate facilities coincide with development.
26. Development will coincide with the provision of utilities. These facilities shall be:
 - 26.1. Capable of adequately serving all intervening properties as well as the proposed development; and,
 - 26.2. Designed to meet City standards.
 - 26.3. Require the placement of utilities underground in new developments and seek means of under grounding existing above ground utilities, other than storm drainage facilities.
27. The Transportation Systems Plan shall ensure standards for street development, to include ingress and egress, street control, parking, on and off street, street landscaping and sign requirements in the development stage.

Public Facilities Funding Policies

28. The City shall establish Systems Development Charges (SDCs) to provide and improve sanitary sewer, water, transportation, storm drainage, park, and recreation facilities.
29. The City may use the following or similar implementation measures to encourage achievement of the air, water and land resources goal: tax incentives and disincentives, land use controls and ordinances, multiple use and joint development practices, capital facility programming, and enforcement of local health and safety ordinances.
30. The City shall establish and maintain revenue sources to support the plan policies for urbanization and maintain needed public services and facilities.
31. Developers will continue to be required to pay for demands placed on public facilities/services that are directly related to their developments.
 - 31.1. The City may establish and collect Systems Development Charges (SDCs) for any or all-public facilities/services, as allowed by law.

- 31.2. The City may give SDC credits allowed by law when a proposed development provides additional improvements above and beyond what is normal.
32. The City shall continue to prepare and implement a Capital Improvement Program, with annual funding decisions made as part of the municipal budget process. As part of the Capital Improvement Program the City shall plan and schedule improvements to its water, sewer, park, or storm improvements needed to serve continued development.
33. The City Council shall investigate funding alternatives to property taxes for funding public facilities and services. The City shall seek outside funding for expansion, improvements, and repairs of City facilities wherever possible.
34. The City may explore opportunities for financing the development and maintenance of parks and open space, including a Park and Recreation or Special Service District to provide a full range of recreational opportunities to Molalla area residents.
35. Developers in the Molalla urban area shall be responsible for constructing public improvements that benefit their developments.
36. The City shall be responsible for planning, scheduling, and coordinating all street improvements through the on-going Capital Improvements Plan.
 - 36.1. Maintenance of the developed City Street System is a public obligation.
 - 36.2. The City shall coordinate routine and necessary maintenance with the appropriate State or County agencies.
37. The City shall coordinate with Clackamas County and ODOT to provide improvements to regional transportation facilities, which, due to inadequate carrying capacities, may hamper implementation of the City's Transportation Plan.
38. The City shall periodically update the Transportation Systems Plan (TSP) to meet changing transportation needs in the City..

Wastewater Facilities (Sanitary Sewer)

39. The City shall coordinate with Clackamas County to monitor septic tanks both in the City and outside the City but within the urban growth boundary.
 - 39.1. Because of the poor percolation qualities and shallow water table associated with much of the soil in the planning area, urban level development will be required to utilize sanitary sewers.
40. All parcels within the City shall be served by sanitary sewer.
 - 40.1. The City of Molalla shall require all existing and new development within the City to connect to the sewer line within one (1) year of annexation.
 - 40.2. New development shall be required to connect to City sewer.
41. The City shall update its storm sewer and sanitary sewer master plan. The plan shall be designed to accommodate the growth anticipated in undeveloped portions of the Molalla Planning Area.
42. The City shall develop implementation measures necessary to ensure that a storm sewer and sanitary systems are provided to areas designated urban.

43. Create and continually update a storm sewer master plan.
44. Adopt a general drainage policy outlining responsibilities, procedures, and guidelines for joint public and private participation in local drainage improvements.
45. The Master Plan and the Capital Improvement Program will continue to be the basis of establishing Systems Development Charges for storm drainage. The funds are used to upgrade the storm drainage system beyond those improvements required to serve individual developments. Provision of drainage control within a given development shall remain the responsibility of the developer, with the City assisting only so far as to assure the new system will also accommodate off-site drainage. In reviewing planned improvements, the City Engineer may specify the use of on-site or off-site storm water detention, based on specific site characteristics and drainage patterns of the area.
46. Molalla has established a single-storm drainage runoff standard that is applied throughout the City. That standard requires developers to plan for at least a 25-year storm event. The appropriate criteria will be established and implemented through the City's Public Works Design Standards.
47. Natural drainage ways shall be established as necessary below drainage and culvert discharge points for a distance sufficient to convey the discharge without channel erosion. The City Engineer may require the use of energy dissipaters to help minimize erosion.
48. Sediment and erosion control shall be provided consistent with the Public Works Design Standards. All approved open drainage channels and open detention/retention basins shall be designed, constructed, and maintained with appropriate safeguards to insure public health and safety.
49. All development proposals shall be accompanied by a storm drainage plan and hydrologic analysis adequate to meet the above policies and standards, unless waived by the City Engineer for good cause. No development permit shall be issued for any project until the Director of Public Works approves a storm drainage plan.

Water

50. Obtain additional water supplies to meet the needs of Molalla through the year 2030.
51. Work with developers to secure underground water rights where feasible.
52. The City shall review and, where necessary, update the Water System Master Plan to conform to the planned land uses shown in the Comprehensive Plan and any subsequent amendments to the Plan.
53. The City shall continue to develop, operate and maintain a water system, including wells, pumps and reservoirs, capable of serving all urban development within the UGB.
54. In all water related issues, the City will comply with applicable State and Federal water quality standards.
55. All waste and process discharges from future development, when combined with such discharges from existing developments shall not threaten to violate or violate applicable state or federal environmental quality statutes, rules and standards.
56. All government agencies responsible for assuring air, water and land resource quality in the planning area shall be contacted when plans affecting waste and process discharges are proposed. These proposals should be coordinated with other plans affecting waste and process discharges within the

air shed and river basin encompassing the planning area, and respective roles and responsibilities of the government agencies determined.

57. High quality water supply and distribution systems shall be maintained to meet current and future domestic and industrial needs. The City will encourage coordination of water supply planning between the City and other water districts and private water systems where necessary.
58. Development and siting in locations without fire protection service shall be contingent upon the developer providing the services or the subsidizing of those services.

Storm Sewer

59. Ensure that the City has an adequate storm detention system.
60. Where feasible existing culvert or piped drainage ways will be “day lighted” (converted from underground to surface facilities). Open drainage ways may be used as open space requirements for developments, provided that they meet the design requirements of the Planning Department.
61. Conversion of existing swales or drainage ways to culvert, piped systems, or linear ditches shall be permitted only where the Director of Public Works determines that there is no other reasonable site development option.
62. Ensure adequate storm drainage.
63. During development of a storm sewer master plan (see Public Facilities and Services element) the issue of water quality aspects of urban storm runoff shall be addressed.
64. Maximize the use of the natural drainage system to allow for ground water infiltration and other benefits to community aesthetics as well as habitat enhancement. This does not mean that natural drainage ways will be left unimproved. The City must approve alterations of any kind.
65. Regulations regarding the cleaning of private commercial and residential parking lots shall be addressed during development of the storm sewer master plan.
66. This City shall require developers to utilize natural drainage ways in the storm drainage plan.
67. Require all future utilities to be placed underground, other than storm drainage facilities.

Solid Waste

Currently solid waste from the City of Molalla is transported by contractors to Oregon City, which is in the Portland Metro Area. Within the Portland metropolitan area solid waste disposal has been a concern for many years. The average family of four generates about 4 tons of garbage a year, which ends up in sanitary landfills. The existing landfills in the metropolitan area have been filled and it is no longer feasible to site new ones. Garbage from the Portland region is now hauled, at considerable expense, to Eastern Oregon for disposal.

68. This Plan recognizes that a successful solid waste management plan will have to deal with much broader issues than just landfills.
69. Such a regional plan must address the issue of throwaway products and emphasize programs for waste reduction rather than discard as a long-term solution.

70. Work to assist in solid waste management wherever possible and seek economical and convenient solid waste disposal for City residents through the franchise granting process.
71. The City shall support the district supplying solid waste service to Molalla in its efforts to provide suitable sites for solid waste disposal. The City shall coordinate with contractors to ensure the City has solid waste disposal service.
72. Processing techniques designed to recycle sludge and other solid waste materials shall be encouraged and utilized where feasible to conserve energy resources.
73. The City shall encourage a continued cooperative recycling effort within the Molalla Urban Growth Boundary as well as work together to gain one hundred (100) percent disposal of waste at appropriate landfill sites and discourage the dumping of wastes on public and private lands. The City shall ensure the collection of solid waste.
74. The City shall promote and encourage service organizations and/or industry to establish recycling programs and centers for newspapers, magazines, glass, metal and other recyclable materials.

Molalla River School District No. 21

The Molalla River School District provides the Molalla community with kindergarten through twelfth grade with school facilities located both inside and outside the city's UGB. . The following coordination policies commit the City to working with District 21 in planning for community growth:

75. The City and the District 21 School District Board shall coordinate regarding planned urban development and the location and service needs of District schools.
76. The City shall coordinate with District 21 to ensure that adequate future school sites are available within the Urban Growth Boundary (UGB), depending on the timing of planned facilities, as necessary.
77. Future schools should be located to provide reasonable access to the student population served as recommended in Policies 78-80 below.
78. Elementary Schools:
 - 78.1. Should be located near the center of existing or future residential neighborhoods within safe and reasonable walking distance of as many students as possible.
 - 78.2. Whenever possible, be on residential streets which provide sufficient access for buses and other necessary traffic but have a minimum of non school-related vehicle activity.
79. Middle and High Schools:
 - 79.1. Should have adequate, safe and direct access from the principle street network.
 - 79.2. Should be in locations central to the population served.
 - 79.3. Should be designed, sited and constructed to encourage the use of walkways, bikeways and public transit.
80. Developers shall coordinate with District 21 through the master planning process, to ensure that an adequate level of school facilities are provided to support residential development, as land is annexed to the City.

Police and Fire Protection

Police protection in Molalla is provided 24 hours a day, 7 days a week. The police department is presently located in the rear section of the City hall building located at 117 North Molalla Avenue.

81. The location of City Hall and the Molalla Police Department should be in a central location.
82. The police department coverage includes all areas within the existing City Limits and shall continue to do so as land is annexed to the City.
83. The City shall maintain a police level-of-service standard appropriate to service level and budgeting availability.

The Molalla Rural Fire Protection District is responsible for maintaining and upgrading fire-fighting apparatus and making necessary capital improvements such as new fire stations. However, the overall effectiveness of its operations is significantly affected by the location and design of urban development.

84. The Fire District coverage includes all areas within the existing Urban Growth Boundary.
85. Provide fire protection consistent with the health, welfare, and safety of Molalla citizens.
86. The City shall require that all buildings be designed to meet such standards as may be agreed to by the City and the Fire District.
87. The City shall also continue to coordinate with the Fire District in maintaining accurate maps (including addressing) and land development records.
88. New construction shall meet state fire marshal requirements for accessibility and water supply.

City Hall and Library

The City has a need for a larger more up-to-date building in which to house the City Hall and the Police Department. The building currently being used is outdated and much too small to handle the needs of the City. Molalla's City Hall is located on North Molalla Avenue, north of Main Street. City Hall provides office space for all administrative functions of the City.

89. There is a need for the City to find a suitable replacement for the current outdated and undersized City Hall and Police Station. This site shall be easily accessible to the public.

The Public Library is located in the southern portion of the City on 5th Street just east of South Molalla Avenue; it houses computer labs, a small conference room, offices, and accommodates library staff.

Semi-Public Utilities

Semi-public utilities are privately owned and operated companies, but have general public benefit and may be regulated by governmental controls. They include energy and communications facilities and services. Utilities in this category include communications, broadband, natural gas, and electric services. These services and facilities are adequate to serve the City of Molalla at this time.

90. The City shall coordinate with semi-public utilities in the provision of services to new development and in planning for future development.

Health and Social Services

Health care facilities and services are provided by a variety of public and private agencies throughout the area. There are two hospitals approximately 17 miles from Molalla: Willamette Falls Hospital lies to the north in Oregon City; and Silverton Hospital lies to the south in Silverton. There are several other medical facilities throughout the City including Silverton Hospital's urgent care facility in Molalla. Social services are also provided by a variety of agencies, including State and County facilities and volunteer or non-profit organizations. Many of these facilities within the City of Molalla are extremely limited in capacity and additional facilities will be needed to support future population growth.

91. The City shall coordinate with health and social service providers in planning for future development.
92. As Molalla grows it will eventually require its own hospital facility and should plan accordingly.

United States Post Office

A United States Post Office is located on Robbins Street west of Grange Street. Postal service is provided over a large area via rural route carriers. Rural carriers or post office boxes provide service within the City limits. As the City has grown the post office has maintained its current size.

Electrical Services

93. Transmission lines should be located within existing corridors, which shall be utilized for multiple purposes to the greatest extent possible.
94. Substations and power facilities shall be landscaped.

GOAL 12: TRANSPORTATION

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

Background

The City has an approved Transportation Systems Plan or TSP. (2001 Molalla Transportation Systems Plan). The Molalla TSP provides background information, analysis, policies and standards for the various modes of transportation that serve the City's growing population. The TSP has been acknowledged for compliance with Goal 12 (Transportation) and the Goal 12 administrative rule (OAR Chapter 660, Division 12) by the Land Conservation and Development Commission.

Molalla is served by State Highway 211 (designated as Main Street within the City Limits) and State Highway 213, which runs north and south along the western edge of the city, connecting it to I-205 in Oregon City and I-5 in Salem. Highway 211 is the only east/west through street within the City. Highway 211 connects with State Highway 26 in Sandy, 40 miles to the northeast, and State Highway 99E in Woodburn, 13 miles west of Molalla. There is also an interchange with Interstate 5 in Woodburn. Highway 211 is the major traffic carrier between Woodburn and Estacada.

State Highways 211 and 213 provide essential transportation linkages for Molalla's growing economic and population growth – and connect the City to the Portland and Salem metropolitan areas. However, traffic volumes on most transportation routes in Molalla have risen over the years as the population has increased. Without appropriate mitigation measures, increased congestion and delays conflict with local and statewide planning goals and rules. These increasing volumes, which include a high percentage of trucks and other large vehicles, are changing the atmosphere of the downtown commercial district and causing an unsafe and unattractive environment for pedestrians and bicyclists. Improving and maintaining system capacity over time creates challenges to the City, County and ODOT planners. Policies to address the continued functionality of these highways are found in the TSP.

Transportation Goals and Policies

Transportation Goals:

- ***To reduce congestion and provide for a safe and convenient transportation system throughout the City of Molalla.***
- ***Conserve energy.***
- ***Minimize the vehicular impact upon the City of Molalla and integrate Molalla with the various transportation planning and development systems within the state.***
- ***Ensure that the roadway network is adequate in terms of function, capacity, level of service, and safety.***
- ***Identify and prioritize transportation improvement needs in the City of Molalla, and identify a set of reliable funding sources that can be applied to those improvements.***

- *The City will promote alternative modes of transportation.*
- *The City of Molalla is committed to the promotion of a balanced, safe and efficient transportation system and shall make every effort to satisfy this commitment.*
- *Minimize the vehicular impact upon the City of Molalla and to integrate Molalla with the various transportation planning and development systems within the state.*
- *Ensure that the roadway network is adequate in terms of function, capacity, level of service, and safety.*
- *Identify and prioritize transportation improvement needs in the City of Molalla and identify a set of reliable funding sources that can be applied to those improvements.*

Goal 12 Policies

Streets and Roads

1. Molalla is committed to updating the TSP, to reflect anticipated updates to this Comprehensive Plan, UGB and the Molalla Zoning Ordinance (Title 18 of the Molalla Development Code. Any zone change made prior to the TSP update will require a transportation impact study.
2. Require right-of-way dedication during redevelopment for new street, sidewalk or accessway connections.
3. Require reciprocal access easements during redevelopment to facilitate shared access between non-residential developments.
4. Ensure property owners maintain the streetscape (between the curb and their property).
5. Consider designating sections of State Highway 211 as a Special Transportation Area.
6. Consider implementing the preferred development Downtown District alternatives listed in the Downtown Development/OR 211 Streetscape Plan, including
 - a. The preferred cross section into the City's proposed TSP; and
 - b. Requiring right-of-way dedication north and south of State Highway 211 a Downtown STA to obtain the required 66 foot wide right-of-way width through new development.
 - c. Require dedication of right-of-way along State Highway 211 west of Molalla's downtown where necessary to allow for upgrades.
 - d. Ensure that redevelopment places utilities underground.
7. Strengthen the City of Molalla's business community by considering the implementation of a mixed use Central Business District (CBD) that concentrates pedestrian-oriented commercial/retail uses within a district that is easily walkable. Allow residential uses in the CBD and high density residential nearby to allow for sufficient local population to support the CBD.
8. Improve pedestrian circulation and safety by requiring sidewalk improvements with redevelopment and enforcing maintenance of pedestrian facilities.
9. Where possible, the General Commercial zone shall accommodate pedestrian-oriented designs.
10. Access Management:

- a. The function of existing and planned roadways as identified in the adopted Transportation System Plan shall be protected through the application of appropriate access control measures.
 - b. The function of existing or planned roadways or roadway corridors shall be protected through the application of appropriate land use regulations.
 - c. The potential to establish or maintain accessways, paths, or trails shall be considered prior to the vacation of any public easement or right-of-way.
 - d. Right-of-way for planned transportation facilities shall be preserved through all practical means.
 - e. Consolidate driveways/curb cuts to the greatest extent practicable.
 - f. Minimize the width of curb cuts.
11. Develop a network of streets, accessways, and other improvements, including bikeways, sidewalks, and safe street crossings to promote safe and convenient bicycle and pedestrian circulation within the community.
 12. Cooperate with and notify all appropriate local, state and federal agencies and transportation interest groups when a land use application is submitted that potentially impacts a transportation facility. Notification will help to identify agency standards and provide an efficient and economical transportation system.
 13. Planning decisions shall conform to the Comprehensive Plan, Zoning Maps, and supporting documents. The future roadway network plan as identified by the Transportation Systems Plan shall be the conceptual framework for future streets. Final street alignments will be refined through the development review process.
 14. A list of transportation system improvements which are allowed, conditionally allowed and permitted through other procedures will be listed in the Zoning Ordinance to implement the TSP.
 15. Continue to designate arterial, collector, and local streets for urban and rural areas with the Urban Growth Boundary.
 16. Emphasize maintenance of existing roadways with improvements where appropriate to improve traffic flow and safety at a reasonable cost.
 17. Strive to upgrade substandard streets as funds become available.
 18. Investigate all possible sources of funding for street improvements.
 19. Coordinate with the Oregon Department of Transportation to improve State Highway 211 in Molalla to provide general improvement of traffic circulation and safety.
 20. Coordinate efforts with Clackamas County with regard to actions that affect Molalla Avenue.
 21. Continue to explore possibilities for developing an alternative truck route to divert truck traffic away from the Central Business District (CBD).
 22. Develop a multi-modal transportation system that avoids reliance upon one form of transportation as well as minimized energy consumption and air quality impacts.
 23. Protect the quality of neighborhood and the community.

24. Provide for adequate street capacity and optimum efficiency.
25. Promote adequate transportation linkages between residential, commercial, public, and industrial land use.
26. Provide for the needs of the transportation disadvantaged in the greatest extent possible.
27. Maintain an up-to-date functional classification system that addresses all roadways within the urban growth boundary.
28. In conjunction with the functional classification system, identify corresponding street standards that recognize the unique attributes of the local area.
29. To identify existing and potential future capacity constraints and develop strategies to address those constraints, including potential intersection improvements, future roadway needs, and future street connections.
30. Evaluate the need for modifications to and/or the addition of traffic control devices.
31. Identify existing and potential future safety concerns as well as strategies to address those concerns.
32. Develop and periodically update a prioritized list of transportation improvement needs in the study area.
33. Develop construction cost estimates for the identified projects.
34. Continue to evaluate the adequacy of existing funding sources to serve projected improvement needs.
35. Continue to evaluate innovating funding sources for transportation improvements.
36. Develop a comprehensive system of pedestrian and bicycle routes that link major activity centers within the City and coordinated with the Parks Master Plan.
37. Encourage the use of alternative modes of transportation by providing a system that ensures mobility for all users.
38. Encourage the continued use of public transportation services and identify improvements to further promote transit in the community.

Other Modes of Transportation

1. Coordinate with Southern Pacific Railroad to construct a future multi-use trail or path along the rail corridor located in Molalla.
2. Encourage the use of alternative modes of transportation through a system that ensures mobility for all users.
3. Encourage a multi-modal transportation system that avoids reliance upon one form of transportation as well as minimized energy consumption and air quality impacts.
4. Encourage the continued use of public transportation services and identify improvements to further promote transit in the community.
5. Support the development of pedestrian/bikeways along Molalla's road network to the greatest extent possible.

6. Coordinate with the public and private sector for the establishment of pedestrian/bikeways.
7. Seek outside funding wherever possible for bicycle pathways and other energy saving methods of transportation.
8. Develop a comprehensive system of pedestrian and bicycle routes that link major activity centers within the City.
9. Provide for the needs of the transportation disadvantaged in the greatest extent possible.

Molalla's Goal 12 policy framework is found in the adopted and acknowledged Molalla Transportation System Plan (TSP). This functional plan addresses all applicable transportation modes in Molalla and includes transportation facility policies and design standards. Molalla is committed to updating the TSP to reflect anticipated updates to this Comprehensive Plan, UGB and the Molalla Zoning Ordinance (Title 18). Any zone changes made prior to the TSP update will require a transportation impact study.

PART V. URBAN FORM AND GROWTH MANAGEMENT

GOAL 13: ENERGY CONSERVATION

Land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles.

Energy Conservation Goals and Policies

Energy Conservation Goal

- ***To conserve energy in existing and proposed community development.***

Energy Conservation Policies

1. The City shall encourage alternative energy sources. Conservation of energy shall be encouraged at all times.
2. In order to reduce future demands for electrical energy, the City shall:
 - 2.1. Encourage incorporation of alternative energy sources (e.g., solar, etc.) into new construction, as well as retrofitting of existing development.
 - 2.2. Consider joint efforts with PGE, Army Corps of Engineers, ETO (Energy Trust of Oregon), Clackamas County, and other government agencies, to study the potential for local power generation.
3. To set an example for proposed developments, the City will incorporate energy efficient designs into construction of City buildings and facilities.
4. The City will review and revise existing street lighting standards to provide adequate safety while minimizing the demand for power (e.g., use of minimum number of lights, use of energy-efficient lights such as high pressure sodium lamps.).
5. To conserve energy by using energy conservation as a determinant in:
 - 5.1. The location of various land use activities (residential, commercial, industrial).
 - 5.2. The design and development of a transportation system.
 - 5.3. The design and construction of housing and other structures.
6. The City may use the following or similar implementation methods to encourage achievement of the energy goal:
 - 6.1. Reduced lots sizes and increased housing density;
 - 6.2. Increasing solar access;
 - 6.3. Use of alternative energy sources, such as wind;

- 6.4. Systems and incentives for the collection, reuse and recycling of metallic and nonmetallic waste;
- 6.5. Encourage energy responsive state building codes and use of LEED standards⁵
7. Measures designed to conserve energy resources shall be consistent with the goals and policies of this Plan.
8. Energy conservation shall be addressed in the Transportation System Plan by reducing reliance on single-occupancy vehicles. This should include development of bicycle/pedestrian paths, or express bus system.
9. The City shall:
 - 9.1. Actively assist and encourage the development of alternative sources of energy.
 - 9.2. Encourage conservation techniques for all new industrial, commercial, and multi-family developments, and encourage site planning, landscaping and construction which support solar energy use and conservation.
 - 9.3. Encourage renewal and conservation of existing neighborhoods and buildings, and create a multi-centered land use pattern to decrease travel needs. Infill development is encouraged. Close relationships among developments for living, working, shopping and recreation are encouraged through planned mixed-use zoning.
10. Provide for higher density, encourage more common-wall residential development types as an alternative to single family detached housing.
11. Encourage recycling and conservation efforts.
12. With any proposed change in the Urban Growth Boundary, consideration shall be given to energy conservation.
13. Land use planning shall encourage the efficient use and re-use of buildable lands within the urban area.
14. Consider and foster the efficient use of energy in land use and transportation planning.
15. The City shall consider adoption of the Oregon Department of Energy's Model Conservation Ordinance.
16. Local building officials shall perform initial and final inspections after completion of all new construction and provide stamped certification of compliance with state building codes.
17. Research appropriate standards to protect the availability of sunlight and wind as energy sources.
18. The City shall explore the feasibility of a mini-transit system as funds are available.
19. Compliance with approved public facilities plans is expected. Information shall be made available concerning local conservation programs.

⁵ The Leadership In Energy and Environmental Design (LEED) Green Building Rating System is an independent certification program that provides voluntary guidelines for developing high-performance, sustainable buildings.

GOAL 14: URBANIZATION

Agricultural and Forest Lands Protection

Molalla is a rural community with farmland located near the City in all directions. One of the factors considered in location of the Urban Growth Boundary was the preservation of that agricultural land and buffering between agricultural and urban uses. Large agricultural areas remain in all directions of the City outside the existing growth boundary. There is a large residential exception area directly to the south of the existing UGB. If the City should ever expand its current Urban Growth Boundary, consideration will be given to agriculture and forest land to minimize impacts on such lands as required by the priorities for urban growth boundary expansion in ORS 197.298.

Statewide Planning Goals 3(Agricultural Lands) and 4 (Forest Lands) do not apply within Molalla Urban Growth Boundary (UGB) because there are no lands designated for farm or forest use within the UGB. Impacts on agricultural and forest land were considered when the UGB was adopted and acknowledged by the Land Conservation and Development Commission (LCDC) in 1981 and will be considered further during any UGB amendment process. Goals 3 and 4 will continue to protect agricultural and forest land outside the UGB.

Rural Land Protection Policy

- ***Protect agricultural and forest land outside Molalla Urban Growth Boundary until needed for development consistent with Statewide Planning Goal 14 (Urbanization)***

The Urban Growth Boundary

Statewide Planning Goal 14 requires that Molalla and Clackamas County jointly adopt a 20-year urban growth boundary (UGB) that defines where urban services will be provided to serve existing and planned urban development. Urban services cannot be extended outside the UGB to serve rural land. Thus, the UGB defines where urban growth can occur, and where it cannot. The UGB separates urban from rural land. The initial Urban Growth Boundary was adopted in 1981.

The “need” section of Goal 14 requires that the UGB must be large enough to accommodate population and employment growth needs (including parks and schools) for the 20-year planning period:

Establishment and change of urban growth boundaries shall be based on the following:

- (1) Demonstrated need to accommodate long range urban population, consistent with a 20-year population forecast coordinated with affected local governments; and***
- (2) Demonstrated need for housing, employment opportunities, livability or uses such as public facilities, streets and roads, schools, parks or open space.***

In determining need, local government may specify characteristics, such as parcel size, topography or proximity, necessary for land to be suitable for an identified need.

The “location” section of Goal 14 sets forth criteria for determining the direction of urban growth:

The location of the urban growth boundary and changes to the boundary shall be determined by evaluating alternative boundary locations consistent with ORS 197.298 and with consideration of the following factors:

- (1) Efficient accommodation of identified land needs***
- (2) Orderly and economic provision of public facilities and services;***
- (3) Comparative environmental, energy, economic and social consequences; and***
- (4) Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB.***

If the UGB is ever expanded, the City will show how land within the UGB can be developed at urban densities and served efficiently with sanitary sewer, water, storm drainage and transportation facilities. The City will also consider economic, social, environmental and energy consequences of alternative growth options. ORS 197.298 requires all cities in Oregon to include rural residential areas before moving into farm and forest resource land, and to include lower value resource areas (such as grazing land without irrigation) before bringing in higher value resource areas. Thus, the locational criteria in Goal 14 require a comparative evaluation of potential UGB expansion areas that can reasonably be expected to meet identified needs.

Molalla's Urban Growth Boundary (UGB)

Urban growth boundaries shall be established to identify and separate urbanizable lands from rural land.

Urban Growth Area Information

Molalla's history of growth is partly the result of its physical location and price of land. Molalla continues its cooperative and participatory approach to growth management in order to preserve the local quality of life as additional people move into the urban area. As a participant in regional planning efforts, Molalla must deal with complex issues accompanying growth and maintain a common framework for the community for traffic congestion, loss of open space, speculative pressure on rural farm lands, rising housing costs, diminishing environmental quality, demands on infrastructure such as transportation systems, schools, water and sewer treatment plants, and vulnerability to natural hazards.

Based on a preliminary analysis, utilizing the housing and jobs projections discussed in previous sections, and a buildable lands inventory completed by the City in 2008, it is likely that the current urban growth boundary (UGB) is not sufficient to accommodate the required 20 years of growth.

Phase II of this Plan update will include a detailed analysis of the UGB and if it is found inadequate, will include all the analyses needed to identify areas to expand the UGB to accommodate growth. However, based on preliminary buildable lands inventory figures, it is likely Molalla's UGB has a deficit of both residential and employment lands.

Table 14-1: Preliminary 2014-2034 Residential and Employment Land Surplus (Deficit)⁶

Land Use	Land Need - Gross Acres	Buildable Acres	Land Surplus/ (Deficit)
Housing	289	71	(218)
Employment	121	212	91

Source: Winterbrook Planning, 2009 and City of Molalla

The Urban Growth Boundary defines where urban growth will occur in the future. It is inevitable that there will be impacts on the community due to this growth. Social impacts associated with urbanization are difficult to measure but affect everyone in the community. General congestion and inconvenience is felt from an increased number of people at banks, stores or restaurants. The City shall work to alleviate congestion problems usually associated with urbanization by designating enough commercial lands and locating these commercial lands strategically around residential and industrial development with adequate ingress and egress from the area.

The economic impacts of urbanization can be counted as benefits and costs to a community. Economic benefits result from increased tax revenues from businesses and homeowners. Local businesses also benefit through increased sales to additional people who shop in our town. Molalla is encouraging the economic benefits by designating adequate amounts of industrial and commercial land to provide jobs for local residents and stimulate the flow of money through the local economy. Urbanization also creates additional demands on energy supplies. New homes and businesses will need energy in the form of oil, natural gas, and/or electricity. Urbanization may lead to traffic congestion and an increased consumption of gasoline by automobiles. Molalla has attempted to reduce increased energy demands by encouraging energy efficient homes and supplying sufficient industrial and commercial lands to keep more citizens in town rather than commuting.

Urbanization can lead to a wide range of environmental impacts. Molalla plans to mitigate these impacts by providing adequate land, appropriate land use designation, the proper location of its urban growth boundary and judicious land use planning to reduce environmental impact in the Molalla UGB:

- Water pollution can be caused by increased runoff from development, industrial waste and erosion when ground cover is removed. By providing adequate services to developing areas and protecting water resources during development water pollution can be reduced.
- Noise pollution is a result of urban development due to consideration of activities in a relatively small area. By locating services of noise away from residential areas and providing buffer shall reduce noise pollution.

Molalla's Urban Growth Boundary was established in 1981 to provide a 20-year supply of land. It is now nearly 30 years later, and the City has not updated its UGB. Substantial analysis indicates that Molalla currently does not contain an adequate supply of residential, commercial, industrial, or public land to meet the needs of the City.

⁶ Does not account for land needed for public/semi-public uses.

A land survey of the City shows 82% (1,326 acres including streets) of the City's land mass is currently developed. The remaining 282 vacant acres are in all land classifications. Residential lots vary from 5,000 square feet, mainly in the downtown section of the City, to over six (6) acres in size.

Commercial uses occur mainly along Main Street and Molalla Avenue and along Highway 211 and Highway 213. There is also limited commercial development at the intersection of Highway 211 and Mathias Road in the eastern section of the City.

ORS 197.298 Priorities for urban growth boundary expansion and Area Soils

If utilizing the coordinated population forecast, ORS 197.298 requires that once 20-year need has been demonstrated, the City must consider bringing in rural residential exception areas into the UGB before farm or forest land resource land, and that agricultural lands with lower quality soils be included before those with higher quality soils. Because much of Molalla's lower quality Class III and IV soils are hydric (wet) in character, and because wetlands are not suitable for meeting the City's planned growth needs, little purpose would be served by bringing unbuildable wetlands into the UGB.

Soil data is important in determining possible limitations for various potential uses on specific parcels of land. Further, the statewide goals require that plans be based upon an inventory of known hazards in an attempt to avoid such problems as development occurs.

Molalla is located in an area of soils called Concord-Clackamas-Amity and Briedwell Associations. These associations of soils have high seasonal water tables and a depth to hard rock of 20 to 40 inches. These soil types can be characterized within the silt classification as clay, gravel or loam; all being somewhat poorly drained.

Definition of Land Classification – The State has defined the soil types within Oregon by each county. For this purpose the City of Molalla will use the report for Clackamas County, which identifies eight (8) types of soils. These soils are classified with Roman Numerals I through VIII.

- Class I – Soils have few limitations that restrict their use.
- Class II – Soils have moderate limitations that reduce the choice of plants or that require moderate conservation practices.
- Class III – Soils have severe limitations that reduce the choice of plants that require special conservation practices, or both.
- Class IV – Soils have very severe limitation that reduce the choice of plants, require very careful management, or both. They are poor for cultivated crops. All four-capability classes can be used for pasture, woodland, and wildlife food and cover.
- Class V – Soils are not likely to erode but have other limitations, impractical to remove, that limit their use.
- Class VI – Soils have severe limitations that make them generally unsuitable for cultivation.

- Class VII – Soils have very severe limitations that make them unsuitable for cultivation.
- Class VIII – Soils and miscellaneous areas have limitations that nearly preclude their use for commercial crop production.

The soils in the Molalla area are generally Class II, III, and IV soils. There are very few areas with Class I soils. There are very few Class V, VI and VIII soils.

Proposed Land Efficiency Measures

In response to rapid growth over the last several decades, the City may consider plans to implement provisions to establish a framework for efficient growth management:

1. Minimum density standards for all zones;
2. Increased opportunities for affordable housing types (small lot single family, attached dwellings, multiple family, and manufactured dwellings) in medium density zones;
3. A new high density overlay district to ensure that *only* multiple family construction occurs in certain areas of the community;
4. A Community Planning Area Overlay for more efficient land use and higher density housing mixes;
5. Design standards to allow and mitigate for these smaller lots and higher densities, while maintaining a small-town feel.

Urbanization Goals and Policies

Urbanization Goals:

- *To adopt an urban growth boundary (UGB) which assures that adequate vacant buildable land is available for all uses to the year 2034.*
- *To coordinate with Clackamas County in order to manage the urban growth boundary and the conversion of land within the boundary for urban uses.*
- *To provide for the orderly and efficient provision of public facilities and services.*
- *To encourage development in areas already served by major public facilities before extending services to unserved areas.*
- *To plan for future growth opportunities recognizing the limitations imposed by farm and forest land immediately outside the existing UGB.*

Molalla Urban Growth Management Policies:

The City believes that uncontrolled rapid growth can seriously impact the city’s current living and working environment and overload available public facilities and services. The City recognizes the area will continue to grow and has taken on the responsibility to provide for anticipated growth.

State law requires the City to designate a 20-year supply of buildable land for planned urban development: that is, for needed housing, employment, and community services. State law and local

policy also require that adequate public facilities be provided to serve this land and to ensure community livability. This plan seeks a balance of those factors by insuring that a reasonable service level of public facilities is maintained to support urban growth.

Molalla's rapid growth is clearly demonstrated within the current City Limits. There was twice as much development from 1996 to 2003 as was developed from 1979 to 1995. During this time the population in the City of Molalla has doubled.

Immediate Urban Growth Areas and Annexation to the City

1. Urban development will be encouraged within the UGB consistent with applicable zoning standards and where other requirements of the Comprehensive Plan have been met.
2. The City will encourage a balance between residential, commercial, and industrial land use, based on the provisions of this Comprehensive Plan.
3. All lands in the City Limits are available for development when desired by property owners, and are consistent with the Comprehensive Plan, zoning and subdivision provisions.
4. Immediate urban lands may be annexed to the City subject to approval of a master land development and conservation plan.
 - 4.1. Immediate urban lands are, by definition, those which can be readily served, at an adequate level, by public facilities and services identified in Part IV of this Plan and are located inside the city's UGB.
 - 4.2. Efficient land use and provision of urban services will be maximized by encouraging new development at densities prescribed by the Comprehensive Plan and Land Use Ordinances, and through the infilling of partially developed lands.
5. The City may require master land development and conservation plans prior to – or in conjunction with – annexation of land to the City. Master plans shall show how and where:
 - 5.1. The annexed property will be provided with adequate sanitary sewer, water, storm drainage, transportation, school, fire, police, and park facilities, as called for in adopted plans and standards.
 - 5.2. Urban level development will be phased to ensure that adequate public facilities will be provided to each phase of development.
 - 5.3. Inventoried natural hazards and resources will be protected consistent with adopted plans and standards.

Planning/Zoning Procedures

The City is building out, with much less undeveloped property than in the past. Portions of the undeveloped areas are currently served with adequate public facilities for urban level development. Other areas are not adequately served and the service levels vary throughout the City.

Therefore, in order to provide a process to insure orderly development consistent with the availability of adequate public facilities, and to mitigate adverse impacts to existing neighborhoods and inventoried

natural features, the City shall review development applications for conformance with procedures and standards set forth in the Molalla Municipal Code. The Development Code clearly defines the standards that must be met to obtain a Zone Change and/or Site Development Permit.

6. The City shall encourage redevelopment activities and increased population densities based on clear and objective standards found in the Development Code.
7. Development shall be coordinated with the extension of public facilities and services necessary to assure safe, healthy, and convenient living conditions.
8. New development shall be encouraged at maximum densities prescribed by the Comprehensive Plan, subject to design standards found in the Development Code, and through the infilling of partially developed areas.
9. Community Planning Areas may be used as a tool to focus on higher densities and various revitalization projects. These planning areas shall encourage walking and bicycle use. Key components of the Community Planning Areas shall include:
 - 9.1. A pedestrian orientation
 - 9.2. Increased intensity of certain land uses
 - 9.3. Public amenities, including pedestrian spaces and community facilities
 - 9.4. Multi-modal circulation linkages and
 - 9.5. Convenient access to commercial areas.
10. The City may require that development along significant natural features shall include public access.
11. The Comprehensive Plan shall include an inventory of significant natural features – Goal 7 natural hazards and Goal 5 resources such as stream corridors – and shall protect such resources based on clear and objective development standards.

City of Molalla

CITY COUNCIL

STAFF REPORT SUMMARY AND RECOMMENDATIONS

To: City of Molalla Planning Commission

From: Martha Fritzie; Senior Planner, Clackamas County Planning and Zoning Division; Contract Planner, City of Molalla

Date: September 10, 2014

RE: P-10-2014; Proposed Comprehensive Plan Text Amendments

1. PROPOSAL OVERVIEW AND BACKGROUND

File #P-10-2014 is a proposal to adopt an updated Comprehensive Plan for the city. This proposal includes a substantial revision of the city's Comprehensive Plan and an updated Parks, Recreation and Trails Master Plan.

In 2010, the City of Molalla adopted a substantial revision of its 1980 Comprehensive Plan. The 2010 draft included an Urban Reserve Area (URA), which was subsequently rejected by the Clackamas County Board of Commissioners in April 2011. As a result, the 2010 draft Comprehensive Plan was never acknowledged by the State. Over the last several years, city staff has been working with the county, state and other agencies to make necessary revisions to the Plan to make it comply with all the applicable regulations.

The current proposal, the *2014 Molalla Comprehensive Plan*, is the result of that work and contains amendments the 2010 draft Comprehensive Plan, including the following:

1. The removal of all references to the Urban Reserve Area (URA) and 2060 population projections (50-year population projections).
2. The addition of language and population figures consistent with county's coordinated 20-year population forecast that was adopted in March 2013, per ORS195.034.
3. The removal of any references to changes in the Comprehensive Plan Map (which will not be taking place at this time).
4. A comprehensive edit to clarify language, eliminate repetition, fix grammatical errors and/or correct typos.

5. The deletion of repeated policies or policies that could not realistically be implemented by the city. No new policies were added.

Planning Staff understands that a great deal of effort and community involvement went into the revision of the Comprehensive Plan that was adopted by the City Council in March 2010. Care was taken by Staff to make minimal substantive changes to the goals and policies vetted through the community, other agencies, the Planning Commission and City Council during that effort. The only substantive changes that were made were to the population projections and the associated analyses that rely on the population projections and to policies that were determined to be either inappropriate for the Plan or were something the city could not realistically implement.

The complete revised text of the Plan (in mark-up format) is included with this staff report as Attachment A. This mark-up draft reflects the difference from the March 2010 Plan rather than changes from the 1980 Plan, because the changes are so substantial from the existing Plan. Comments previously provided by DLCD regarding the 2010 draft have been incorporated into this current version. The city's current acknowledged Plan (1980) can be found on the city's website at <http://www.cityofmolalla.com/planning/page/long-range-planning>.

Along with the proposed Comprehensive Plan text revisions, Staff will be asking the city to adopt *The City of Molalla Parks, Recreation and Trails Master Plan (updated August 2014)* which has been updated to reflect coordinated population forecast, and is included as Attachment B. The *Downtown Molalla Development and OR 211 Streetscape Plan* (July 13, 2007) is included as Attachment C and will be a part of the package sent to the State for acknowledgement.

2. PUBLIC NOTICE

Notice of this application was sent to the DLCD, interested parties and the local newspaper (Molalla Pioneer), per notice requirements outlined in Title 19 of the Molalla Development Code.

DLCD has not responded with any comments, aside from a brief email requesting one deletion (see Exhibit 1). DLCD had responded to a previous request for input in 2011. Comments at that time related to the completing the removal of references to the URA and the 50-year population projections and a need to proof read and edit the draft of the Plan that was sent with the notice. Staff has addressed all of DLCD's comments through revisions that are incorporated into the *2014 Molalla Comprehensive Plan*, currently being proposed for adoption (Attachment A).

No other comments have been received.

3. PLANNING COMMISSION ACTION

A public hearing was held before the city's Planning Commission on August 6, 2014 to consider File #P-10-2014. Only one member of the public testified at the hearing. Her

testimony was directed at the *Parks, Recreation and Trails Master Plan*. After some discussion, the Planning Commission voted unanimously to recommend approval of the Comprehensive Plan text. After further discussion about the *Parks, Recreation and Trails Master Plan*, the Planning Commission also voted to recommended approval of that document pursuant to one requested change to the language in the section about population growth, which appeared to be inconsistent with the language in the Comprehensive Plan text, as adopted in the county's 20-year coordinated population forecast. The requested changes have been made to the *Parks, Recreation and Trails Master Plan* and are reflected in the draft currently proposed for adoption (“*updated August 2014*”)

4. SIGNIFICANT ISSUES AND FINDINGS

The majority of changes made to the proposed *2014 Molalla Comprehensive Plan* related to the population forecast, which was identified by both the County and The State as the major problem with the 2010 draft Plan.

The 2014 Molalla Comprehensive Plan currently being proposed for adoption has been found by Staff to comply with all the applicable State and City rules and regulations. Please reference Attachment D, *Planning Commission Staff Report and Recommendations* and Exhibit 2, Excerpts from *Molalla Comprehensive Plan and Development Code – Goal Findings and Conclusions*, for detailed findings.

5. STAFF RECOMMENDATION

Based upon the Findings in this report, the City Planning Staff recommends the Planning Commission take following actions:

- A. Adopt the *2014 Molalla Comprehensive Plan*, as revised by Planning Staff, dated August 6, 2014.
- B. Adopt *The City of Molalla Parks, Recreation and Trails Master Plan*, updated August 2014.

6. ATTACHMENTS AND EXHIBITS

Attachment A. The full text of the Comprehensive Plan being proposed for adoption – *Volume 1: Molalla Comprehensive Plan*, August 6, 2014

Attachment B. *The City of Molalla Parks, Recreation and Trails Master Plan* (updated August 2014)

Attachment C. *Downtown Molalla Development and OR 211 Streetscape Plan* (July 13, 2007)

Attachment D. Planning Commission Staff Report & Recommendations (August 6, 2014)

Exhibit 1. Email from Jennifer Donnelly, DLCD, June 26, 2014

Exhibit 2. Relevant excerpts from *Molalla Comprehensive Plan and Development Code – Goal Findings and Conclusions, March 3, 2010*

Exhibit 3. Copy of notices sent to DLCD, interested parties, local media

City of Molalla

PLANNING COMMISSION

STAFF REPORT AND RECOMMENDATIONS

To: City of Molalla Planning Commission

From: Martha Fritzie; Senior Planner, Clackamas County Planning and Zoning Division

Date: August 6, 2014

RE: P-10-2014; Proposed Comprehensive Plan Text Amendments

1. OVERVIEW AND BACKGROUND

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1. The removal of all references to the Urban Reserve Area (URA) and 2060 population projections (50-year population projections).
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Exhibit 2. Relevant excerpts from *Molalla Comprehensive Plan and Development Code – Goal Findings and Conclusions*, March 3, 2010

Exhibit 3. Copy of notices sent to DLCDC, interested parties, local media

4. FINDINGS AND CONCLUSIONS

Evaluation of Statewide Planning Goals

The majority of changes made to the proposed *2014 Molalla Comprehensive Plan* related to the population forecast. Goals and most policies did not substantively change from the 2010 version of the Plan. Therefore, the findings generated in March 2010 for the extensive goal and policy revisions that had taken place at that time were relied upon heavily for the following analysis. Please reference Exhibit 2, Excerpts from *Molalla Comprehensive Plan and Development Code – Goal Findings and Conclusions*, for more detailed findings.

A. 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.*

Staff Findings: The 2010 Molalla Comprehensive Plan was generated through a four-year public process that included:

- 149 public Planning Commission work sessions
- 8 joint public Planning Commission/City Council work sessions
- 19 public Planning Commission hearings
- 9 City Council hearings

These work sessions and hearings also included consideration of revised development codes, the Downtown Plan, the Parks, Recreation and Trails Master Plan and several background documents. Throughout that process agencies and the public were given opportunities to participate and comment. The Comprehensive Plan policies developed through that process have largely remained the same in the proposed *2014 Molalla Comprehensive Plan*.

In addition to the previous public process, two work sessions, open to the public, have been held with the Planning Commission to discuss the current draft of the Plan being proposed for adoption. Two or more advertised public hearings will also be conducted before the City of Molalla Planning Commission and the City Council which will provide an opportunity for additional citizen involvement and input for the revised *2014 Molalla Comprehensive Plan*.

Title 19, Section 19.1.500 of the Molalla Development Code contains adopted and acknowledged procedures for notification for legislative actions. This application has been processed consistent with the notification requirements in Section 19.1.500 including public notice to affected agencies, interested parties, newspapers and the Department of Land Conservation and Development (DLCD).

The relevant requirements of Goal 1 have been satisfied.

- B. Goal 2; Land Use Planning: *To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.*

Staff Findings: Goal 2 requires coordination with affected governments and agencies. Molalla has coordinated extensively with state agencies, particularly DLCD and ODOT, in the development and modification of this Comprehensive Plan and its background documents. The Comprehensive Plan and background documents underwent extensive revisions through several years of public and agency involvement. Notice of this proposal for the adoption of the *2014 Molalla Comprehensive Plan* has been provided to the Department of Land Conservation and Development (DLCD) for comments.

Molalla's Comprehensive Plan includes a series of background studies that, combined with the use of the coordinated population projection and housing provisions for analysis in this Comprehensive Plan of provide an adequate factual basis required by Goal 2. The Comprehensive Plan is implemented through a series of Functional or Area Plans and the Development Code, which will be reviewed and likely revised after the adoption of the *2014 Molalla Comprehensive Plan*.

The relevant provisions of Goal 2 have been satisfied.

- C. Goal 3; Agricultural Land: *To preserve and maintain agricultural lands.*

Staff Findings: The City of Molalla comprehensive planning area contains no lands designated for Agricultural uses.

Statewide Planning Goal 3 is not applicable.

- D. Goal 4; Forest Land: *To conserve forest lands by maintaining the forest land base and to protect the state's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water and fish and wildlife resources and to provide for recreational opportunities and agriculture.*

Staff Findings: The City of Molalla comprehensive planning area contains no lands designated for Forest uses.

Statewide Planning Goal 4 is not applicable.

- E. Goal 5; Open Spaces, Scenic and Historic Areas, and Natural Resources: *To conserve open space and protect natural and scenic resources.*

Staff Findings: Goal 5 is implemented by OAR 660-023, which requires cities to address riparian corridors, wetlands, and wildlife habitat. The rule does not require cities to prepare scenic or historic inventories.

Molalla's Local Wetland Inventory (LWI) was completed in 2004 and has been approved by the Division of State Lands (DSL). This inventory addresses wetlands, streams, and associated fish and wildlife habitat values within the existing UGB. Molalla has also adopted plan policies and land use regulations to protect inventoried riparian corridors and wetlands in a manner similar to the "safe harbor" provisions of OAR 660-023-0090 and 660-023-0100.

The *2014 Molalla Comprehensive Plan* includes policies to protect inventoried stream corridors and wetlands and historic resources. Molalla is also committed to a goal of creating an inventory and preserving historically significant sites and structures within the Molalla UGB.

The relevant provisions of Goal 5 have been satisfied.

- F. Goal 6; Air, Water and Land Resources Quality: *To maintain and improve the quality of the air, water and land resources of the state.*

Staff Findings: The Comprehensive Plan contains goals and policies to coordinate with the Oregon Department of Environmental Quality (DEQ) to ensure that air, land and water quality resources are not degraded.

The relevant provisions of Goal 6 have been satisfied.

- G. Goal 7; Areas Subject to Natural Disasters and Hazards: *To protect life and property from natural disasters.*

Staff Findings: Molalla has inventoried its natural hazards as required by Goal 7.

There are two categories of natural hazards affecting land within the Molalla UGB and the proposed urban reserve area (1) flood hazards and (2) landslide and erosion hazards. The Comprehensive Plan contains goals and policies to limit development in floodplains and on steep slopes.

The relevant provisions of Goal 7 have been satisfied.

- H. Goal 8; Recreational Needs: *To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate to provide for the siting of necessary recreational facilities including destination resorts.*

Staff Findings: To address long-term park and recreational needs in the community, the City of Molalla has developed *The City of Molalla Parks, Recreation and Trails Master Plan* (updated January 2014). This plan includes an inventory of existing facilities, recreational goals and policies, and future park and recreational facilities needs. The park plan identifies a target ratio of 10 park acres per 1,000 population. This ratio was used in the *2014 Molalla Comprehensive Plan* to determine 20-year parks land needs in the community based on the county's coordinated population forecast. The *2014 Molalla Comprehensive Plan* also includes policies to ensure an adequate system of parks and recreation facilities are made available in the city.

The relevant provisions of Goal 8 have been satisfied.

- I. Goal 9; Economic Development: *“To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare and prosperity of Oregon's citizens.”*

Staff Findings:

Goal 9 is implemented by the Goal 9 rule (OAR Chapter 660, Division 009). Molalla had prepared the following economic studies pursuant to Goal 9 rule requirements to inform previous drafts of the Plan. These studies are included with the Comprehensive Plan as background documents:

- *Molalla Economic Profile* (Hovee, 2004)
- *2009 Employment Land Needs Analysis* (Winterbrook, 2009)

The *2014 Molalla Comprehensive Plan* includes a coherent economic development strategy, based on the conclusions in the *Economic Profile* and the *Employment Land Needs Analysis*, as well as extensive feedback from the public and City officials. The strategy is implemented through the comprehensive plan policies addressing: general economic development; downtown development; community planning areas; and commercial and industrial development.

However, the employment forecast in the *2009 Employment Land Needs Analysis* is dated and is a “policy objective” forecast and it was determined that the forecast was not appropriate for inclusion in the current draft of the Plan. Therefore, analyses in

the *2014 Molalla Comprehensive Plan* utilize the 660-024-0040(9) “safe harbors” for determining employment needs, until such a time as the Economic Opportunities Analysis can be updated to reflect current conditions.

The relevant provisions of Goal 9 have been satisfied.

- J. Goal 10; Housing: *“To provide for the housing needs of citizens of the state.”*

Staff Findings: Goal 10 requires that cities designate sufficient buildable land – under clear and objective approval standards – to meet identified housing needs by type and density.

Molalla had previously conducted a “housing needs analysis” to determine the amount of land that will be needed within the UGB, pursuant to Goal 10 requirements. This study, the *City of Molalla Residential Land Needs Report* (Winterbrook, 2009), is included with the Comprehensive Plan as a background document. The study’s analysis utilizes the housing type and density “safe harbors” found in OAR 660-024a, Table 1. These “safe harbors” were then used in the *2014 Molalla Comprehensive Plan* to determine 20-year land needs in the community for housing based on the county’s adopted coordinated population forecast.

The *2014 Molalla Comprehensive Plan* includes policies and measures to necessary to meet the city’s housing affordability obligations under Goal 10. These policies are described in the Comprehensive Plan’s Goal 10 Housing Policies. Single-family, multi-family, and mixed-use measures are found in the Comprehensive Plan Goal 10 Zoning and Implementation section. The Plan includes three primary residential plan designations: Low, High and Medium Density Residential, designated to meet housing density requirements.

The relevant provisions of Goal 10 have been satisfied.

- K. Goal 11; Public Facilities and Services: *“To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.”*

Staff Findings: Goal 11 requires cities to prepare “public facilities plans” (PFPs) that identify the timing, location and funding sources of sanitary sewer, water, storm drainage and transportation projects necessary to serve projected population and employment growth during the 20-year planning period. Goal 11 is implemented by the Goal 11 Rule (OAR 660, Division 011).

The *2014 Molalla Comprehensive Plan* includes a discussion of sanitary sewer, water, storm drainage and transportation facilities necessary to support planned growth inside the UGB. The Plan also contains policies to ensure that an adequate level of public facilities and services is provided to new development within the Molalla UGB. The city recognizes that the PFP will need to be updated prior to any

future expansion of the UGB.

The relevant provisions of Goal 11 have been satisfied.

L. Goal 12; Transportation: *“To provide and encourage a safe, convenient and economic transportation system.”*

Staff Findings: Goal 12 is implemented by the Transportation Planning Rule (the TPR or OAR Chapter 660, Division 012). Goal 12 and the TPR require that each city prepare and adopt a Transportation System Plan (TSP) to provide for all modes of transportation. The TSP must describe the timing, location, cost and funding mechanisms for transportation projects necessary to serve planned land uses within the UGB. The Molalla TSP (Kittelson, 2001) is designed to address transportation impacts through the year 2020. Following the adoption of the *2014 Molalla Comprehensive Plan*, the TSP will need to be amended to address planned growth through at least the year 2034.

Throughout the entire planning process Molalla coordinated extensively with ODOT in amending its comprehensive plan and development code to ensure Goal 12 compliance.

The relevant provisions of Goal 12 have been satisfied.

M. Goal 13; Energy Conservation: *To conserve energy.*

Staff Findings: The comprehensive plan addresses energy conservation through over 20 energy conservation policies, found in the Comprehensive Plan Goal 13 Energy Conservation Policies.

The relevant provisions of Goal 13 have been satisfied.

N. Goal 14; Urbanization: *To provide for an orderly and efficient transition from rural to urban land uses.*

Staff Findings:

Goal 14 requires that cities establish and maintain urban growth boundaries to accommodate 20-year land needs. UGBs are adopted by both the city and the county and separate urban from rural lands. Goal 14 requires cities and counties to coordinate the efforts to ensure that land is used efficiently within UGBs.

Molalla has policies and development standards to ensure the efficient use of land within its existing UGB. With a rapidly dwindling supply of buildable residential land remaining in the existing UGB, Molalla anticipates a UGB amendment in the next few years. Any UGB amendment proposal will be consistent with OAR Chapter 660, Division 024, Urban Growth Boundaries.

The relevant provisions of Goal 14 have been satisfied.

- O. Goals 15 – 19: Willamette Greenway (15), Estuarine Resources (16), Coastal Shorelands (17), Beaches and Dunes (18), and Ocean Resources (19).

Staff Findings: The City of Molalla and its environs are not located in an area where Goals 15 through 19 are applicable.

Statewide Planning Goals 15 – 19 are not applicable.

Statewide Goals Conclusions: The Planning Staff finds this application is consistent with all applicable Statewide Planning Goals.

Evaluation of Relevant Oregon Revised Statutes (ORS) and Oregon Administrative Rules (OAR)

The single largest issue surrounding the various attempts by the City of Molalla to update its Comprehensive Plan over the last several years has been the population forecasts used in the document. At the time this process began, Clackamas County had not adopted a coordinated population forecast of its rural cities (Metro is responsible for coordinating forecasts for the county's urban cities). In 2013, however, Clackamas County did complete and adopt a 20-year forecast for the cities of Molalla, Canby, Barlow, Estacada, and Sandy. This forecast is consistent with ORS 195.036 and is now the forecast that these cities must use for their growth planning. ORS 195.034 and OAR 660-024-0030 state the following (emphasis added):

ORS 195.034 Alternate Population Forecast. *(1) If the coordinating body under ORS 195.025 (1) has adopted, within 10 years before a city initiates an evaluation or amendment of the city's urban growth boundary, a population forecast as required by ORS 195.036 that no longer provides a 20-year forecast for an urban area, a city may propose a revised 20-year forecast for its urban area by extending the coordinating body's current urban area forecast to a 20-year period using the same growth trend for the urban area assumed in the coordinating body's current adopted forecast.*

OAR-660-024-0030 Population Forecasts.

(4) A city and county may apply one of the safe harbors in subsections (a), (b), or (c) of this section, if applicable, in order to develop and adopt a population forecast for an urban area:

a) If a coordinated population forecast was adopted by a county within the previous 10 years but does not provide a 20-year forecast for an urban area at the time a city initiates an evaluation or amendment of the UGB, a city and county may adopt an updated forecast for the urban area consistent with this section. The updated forecast is deemed

to comply with applicable goals and laws regarding population forecasts for purposes of the current UGB evaluation or amendment provided the forecast:

(A) Is adopted by the city and county in accordance with the notice, procedures and requirements described in section (1) of this rule; and

(B) Extends the current urban area forecast to a 20-year period commencing on the date determined under OAR 660-024-0040(2) by using the same growth trend for the urban area assumed in the county's current adopted forecast.

Clackamas County's adopted a coordinated population forecast for its rural cities was for the 20-year period from 2012 to 2032. The forecast projected an average annual growth rate for the city of 2.0%, resulting in a population estimate of 12,760 for year 2032. Extrapolating from this forecast for the 20-year planning horizon of 2014-2034, assuming the same 2.0% average annual growth rate for that period, the City of Molalla (UGB) is projected to contain approximately 13,130 people in 2034. This means the City must plan for a net growth of approximately 4,340 new residents, or roughly 1,530 households over the next 20 years. This methodology is consistent with state law.

This application is in compliance with the ORS 197.034 and OAR 660-024-0030.

Summary of Findings and Conclusions on Proposed Comprehensive Plan Amendment

- A. This report outlines and addresses all of the applicable policies, standards and criteria found to pertain to the proposed *2014 Molalla Comprehensive Plan*.
- B. Based upon the findings in this report, the *2014 Molalla Comprehensive Plan* satisfies all applicable Statewide Planning Goals and relevant State Statutes and Oregon Administrative Rules pertaining to 20-year population forecasting for planning within the urban growth boundary.

5. RECOMMENDATIONS

Based upon the Findings in this report, the City Planning Staff recommends the Planning Commission take following actions:

- A. Recommend adoption of the *2014 Molalla Comprehensive Plan*, as revised by Planning Staff, dated August 6, 2014.
- B. Recommend adoption of *The City of Molalla Parks, Recreation and Trails Master Plan*, updated January 2014.

CITY OF MOLALLA PARKS, RECREATION AND TRAILS MASTER PLAN



DRAFT REPORT



August 2014

ACKNOWLEDGEMENTS



City of Molalla Park, Recreation and Trails Master Plan July 2007 Updated August 2014

City Council

Deborah Rogge, Mayor
George Pottle
Jimmy Thompson
Stephen Clark
Glen Boreth
Dennis Wise
Jason Griswold

Parks & Recreation Board

Scott Clarke
Amy Cain
Shane Potter
Julie Harris
Alice Flintjer
Betty Martin

City of Molalla Staff

Dan Huff
Melissa Georgesen

Consultants

Cogan Owens Cogan, LLC
Matt Hastie
Ellie Fiore
Nancy Marshall

Alta Planning + Design

George Hudson
Jessica Roberts

A special thanks to the citizens of Molalla who participated in this project by providing their time and support for the community, including those who took part in our public meetings.

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Appendices: The following appendices are available in a separate document.

List of Appendices:

- A. PAC Meeting Summaries
- B. Public Meeting Summaries
- C. Meeting Flyers
- D. Media Releases
- E. Questionnaire
- F. Questionnaire Summary
- G. Trail Design Standards
- H. Tables: On-street, off-street trails
- I. List of Funding Sources
- J. Trail Maintenance Guidelines
- K. Implementation Report

EXECUTIVE SUMMARY



CITY OF MOLALLA PARKS, RECREATION AND TRAILS MASTER PLAN – DRAFT REPORT • AUGUST 2014



Planning Process

This Plan is a guide for future decisions and activities concerning how the City of Molalla will acquire, develop, operate and maintain land, facilities and programs related to parks, recreation and trails over a 20-year period. It should be updated approximately every five to ten years to ensure that goals, objectives and recommended actions continue to reflect the changing needs of City residents.

The Plan is intended to meet the needs and reflect the desires of Molalla residents. Molalla is a fast-growing rural community located in the southwest section of Clackamas County. The City has a wealth of recreation opportunities available to its citizens and visitors. The City plans to promote the theme of a recreational community as it grows, ensuring adequate recreational opportunities to people who live and visit there.

This Plan was developed through a participatory process that involved community members through the following activities:

- A Project Advisory Committee (PAC) that met four times to provide guidance on plan goals, priorities and approaches to meeting future needs. This group reviewed and commented on all draft work products and assisted in informing other Molalla residents about the process.
- Two public meetings to review draft approaches, priorities, goals and strategies for meeting park, recreation and trail needs.
- Community survey distributed with the City's water bill to solicit opinions about priorities for different types of parks, recreation programs and facilities, and trail locations.
- Information about the project on the City's website and via notices and news articles in the Molalla Pioneer.
- Public work sessions and hearings with the City's Planning Commission and City Council.



Overall Goals

This Plan includes the following overall goals for meeting future park, recreation and trail needs:

- Provide neighborhood and community parks to serve all residents of Molalla.
- Develop and maintain a city-wide system of trails to provide recreational opportunities such as walking, bicycling, jogging and horseback riding and to encourage safe alternative modes of transportation consistent with community priorities identified in this plan.
- Provide sports and recreation facilities and programs for city residents of all ages and abilities.
- Preserve open space throughout the city.
- Provide adequate funds to develop, improve, maintain and operate park and recreation facilities consistent with City goals, policies and standards.

Chapter 7 of the Plan includes detailed strategies recommended to implement each goal.

Summary of Needs

To achieve the goals summarized above and provide park, recreation and trail facilities to the standards identified by city residents, the City has identified the following overall needs:

- **Acquire and develop space for additional park space** within existing and new portions of the City over the next twenty years. Neighborhood park needs are concentrated in the western portions of the City, particularly the northwestern



area and in potential future urban growth boundary expansion areas.

- **Create a strong trail system that links parks, other community facilities and destinations throughout the City** and ultimately provides opportunities for connections to recreation areas outside the city. Priority trails include the Molalla Rail Trail, Bear Creek Corridor and on-street trail connections along Highways 211 and 213 and Toliver Road.
- **Build a new community recreation center.** The City will explore the feasibility of building a new multi-purpose, multi-generational community center. It could include a variety of facilities to meet community meeting and recreational needs.
- **Improve existing facilities** at Fox, Clark and Ivor Davies Parks, as well as the Molalla Aquatic Center.
- **Expand recreational programming** with an emphasis on health and wellness programs and activities for youth and seniors.
- **Use a variety of funding sources and tools to acquire land and develop facilities**, and establish adequate on-going funding for regular maintenance and operation of facilities as well as large-scale capital improvements.

Overall Recommended Approach to Meeting Needs

The following approaches are recommended to meet specific needs:

- Acquire land adjacent to existing housing developments for new neighborhood parks whenever possible, including upon bringing additional land into the city limits.
- Identify and pursue acquisition of park sites well before development occurs, including during the annexation process.
- Consider joint development and maintenance of play equipment and picnic areas at one of the school sites on the west side of town to create a neighborhood park facility on an existing site.
- Develop one new 10- to 15-acre community park inside the city limits in the western part of town. Develop one new 10-15-acre community park outside the current city limits when additional land is brought into the urban area.
- Develop playing fields in conjunction with development of new neighborhood and community parks. Partner with local sports groups to develop and maintain these facilities.
- Consider the need for, and economic feasibility of, constructing a new community center based on a more specific assessment of community recreation needs and the cost-effectiveness and financial feasibility of building and operating the facility. Consider constructing the center adjacent to the Molalla Aquatic Center.
- Update the City's system development charge methodology, rate and fees to reflect the needs identified in this Plan.
- Assess the ability of grants, land dedications, voluntary donations and SDCs to cover the cost of needed facilities. If more funds are needed, consider use of bond measures or other funding tools to cover any identified funding shortfalls.
- Conduct an analysis of needed operation and maintenance funding. Regularly update these assessments and adjust plans and standards as needed to ensure consistency between identified needs and available funding.

1. EXISTING CONDITIONS

The City of Molalla is a fast-growing rural community located in southwest Clackamas County. Molalla is approximately 14 miles south of Oregon City via State Highway 213, approximately 25 miles northeast of Salem, and approximately 27 miles south of Portland. Molalla is generally surrounded by farmland and other agricultural land uses.

Molalla has always had a wealth of recreation opportunities available to its citizens and visitors. The City plans to promote the theme of a recreational community as it grows, ensuring adequate recreational opportunities to people who live and visit there.

The City of Molalla's Park, Recreation and Trails Master Plan is a guide for future decisions about how the City acquires, develops, maintains and operates parks, facilities and trails over a 20-year period.

This Plan identifies service standards, park acreage, trail priorities and other recreational facilities needed to meet the City's need over the planning period. It also outlines goals

and strategies for meeting the needs and standards identified in the Plan.

This Plan establishes the planning framework for the City's park, recreation and trails system for the next 20 years. However, this is a living document that should be updated regularly. The City should continue to revisit this Plan as the community grows and periodically survey residents about their preferences and priorities for parks and recreation facilities and programs.

Park and Recreation Facilities

The City of Molalla currently owns a variety of park facilities. Some are used primarily for active recreation (e.g., neighborhood and community parks, playing fields), while others are designed more for passive uses (open spaces and natural areas such as Ivor Davies Park).

The City currently owns about 75 acres of park space, over half of which is in undeveloped parks or open space. In addition, about 37 acres of playing fields owned by the Molalla River School District are available for community use when not in use by the school district. Park conditions vary greatly by park and within parks. The condition of park facilities is closely related to age. Only about half of all public facilities are ADA accessible. Generally, playing fields are heavily used and many are reportedly in poor condition, including both tracks.



Tables 1 and 2 briefly describe different types of parks and recreation facilities. Table 1 indicates the number of facilities and total acreage that the City currently owns. In addition to the facilities listed in Tables 1 and 2 that fall into typical categories, the City owns a Skate Park and a playing field at Sheets Field. The school district owns playing fields at its elementary school, middle school, high school, Heckard Field and tennis courts at 5th and Swiegle, all of which are used in part by the community.

Molalla Youth Sports, funded in part by user fees and donations, provides youth sports opportunities from kindergarten through eighth grade. The school district’s community education program also provides recreational programs for both youth and adults and coordinates the use of school district facilities.

Most of the existing City-owned park and recreation facilities are concentrated on the east side of town, while the west side of town is served primarily by school-district properties (see Figure 1). Long Park and Fox Park are the two facilities that serve as neighborhood parks; both of these are located near downtown towards the east side of town (see Figure 2). The northwestern part of the city – particularly where new, relatively dense housing development has occurred – is most in need of park land.

Major roads and other physical features act as barriers to some park facilities. For example, Oregon Highway 211 is an obstacle

Table 1. City of Molalla Existing Facilities

Type of Facility	Number	Total Existing Acreage
Neighborhood Park	2	3.3
Community Park	1	10.15
Aquatic Center	1	1.2
Natural Areas/Open Space	3	44.5
Other Parks and Facilities	4	18
Total Acreage		77.5

to people walking from areas south of the highway to City-owned parks north of the highway. Other roads that act as barriers to some degree include N. Molalla Avenue and N. Cole Street.

In addition to City-owned and school district facilities, recreational areas outside the city provide opportunities for city residents. Future trails within and outside the city ultimately could provide connections and access to these areas. Those include Molalla River State Park in Canby, which is a multi-use natural area at the confluence of the Molalla, Willamette and Pudding Rivers and Hardy Creek mountain biking trails – a popular destination for mountain bikers from throughout the region.

Table 2. Parks and Recreation Facility Descriptions

Type of Facility and Examples	Description	Sample Facilities
Neighborhood Park • Long Park	Parks that meet the recreational needs of the surrounding residential neighborhood, including informal play areas, green open space and opportunities for informal recreation. Typically 2-5 acres in size.	Children’s play areas; picnic areas; trails, open grass areas; outdoor basketball courts; pet areas; multi-use sports fields.
Community Park • Clark Park	Larger parks that provide active and passive recreation opportunities. Accommodates large group activities, including facilities for organized recreation and programs.	Sports fields; group picnic areas; informal lay areas; walking paths; community gardens; skate or BMX facilities; pet areas; rest rooms and associated parking.
Aquatic Center • Molalla Aquatic Center	Indoor and/or outdoor swimming pools and associated facilities that provide opportunities for swimming and other aquatics classes, leisure pool activities, competitive swimming events and other water-related activities.	Swimming pools and associated facilities (e.g., restrooms, changing rooms) and instructional programs.
Community Center • None	Facilities that provide year-round community, social, cultural and recreational activities, including services and programs for children, adults, teens, seniors and families.	Community meeting rooms; gymnasium; multi-purpose classrooms; fitness room; performance spaces; parking and play areas.
Linear Park/Trails • Trails in Ivor Davies Park	Land following corridors such as abandoned railroad rights-of-way or power line corridors. Preserve open space and provide public access to trail-oriented activities such as walking, biking, hiking, etc.	Paved bikeways and walkways, directions and control signage; multi-purpose paved trails; soft-surface trails; boardwalks; gates; benches; overlooks; interpretive facilities; connections to the City sidewalk and street system.
Natural Areas/Open Space • Ivor Davies Park • Bear Creek Annex North • Aquatic Center open space	Relatively undeveloped areas that may incorporate wetlands or other water areas or be predominantly characterized by tree/forest cover. Greenways are relatively undeveloped lands that may follow stream corridors or other natural features and may provide trails.	Trails; signage; interpretive features and natural areas

6

Project staff analyzed the existing street network and land uses to identify areas of greatest need and potential for trails.

Improvements that connect to significant environmental features, schools, public facilities, local neighborhoods and business districts in Molalla and throughout the region are recommended.

Population and Demographics

The population of Molalla was estimated to be 8,108 in 2010. Population growth has been strong in Molalla, averaging 4.0% annually over the last 20 years, slightly higher than the 50 year average of 3.4% annual growth. The population increased steadily from 1970 to 2000, averaging approximately 70 persons per year. Population growth jumped between 1990-2010 to an average of around 200 persons per year. On average, households in Molalla are much younger (31.4 year old versus 40.6 year old) and slightly larger than those in the region (2.82 persons per household versus 2.56).



Table 3. Inventory of Parks, Open Spaces and Recreational Facilities

Name	Size (acres)	Features	Accessibility	Condition	Other Comments
Long Park	1	Playground, shelter, restrooms	Not compliant	Newer playground structure Facilities are in mixed condition	
Skatepark	0.25				
Fox Park	2.3	Basketball, restrooms, playground, splash pad, shelter	Fully compliant	New/Very Good	
Clark Park	10.15	Multiple playing field, concession stand, restrooms, horse shoes, Frisbee golf, shelter and playground	Not compliant	No sidewalks through park Facilities in mixed condition	Fields used by various youth sports in the community.
Sheets Field	3.4	BMX track, playing field, concession stand, restrooms	Not compliant	Good condition	BMX track attracts hundreds of people during state wide meets. Fields used by various youth sports in the community.
Oddfellows Pocket Park	0.25	Picnic area	Fully compliant		
Ivor Davies Park	38	Picnic area, open space, trails, shelter, pond	Fully compliant		
Bear Creek North Annex	3				Will be added to natural area. Added restroom and parking are planned.
Molalla Aquatic Center Park	3.5		Fully compliant	New/nearly new condition	Owned by school district with long-term lease.
Molalla Elementary School	9.75	Playground and track		Track in poor condition	Fields used by various youth sports in the community.
Molalla Middle School	9	Playground, shelter and multiple fields			Soccer and Baseball fields used by Molalla Youth Sports about 60% of the time. Fields used by various youth sports in the community.
Tennis Courts	0.14			Poor condition	Owned by the Molalla River School District.
Heckard Field	18.62	Multiple playing field, concession stand, restrooms		Track in new condition	Fields used by various youth sports in the community.
Molalla Aquatic Center	1.2	Swimming pool, restrooms	Fully compliant	Like new condition	Owned by school district with long-term lease.
West Main Green Space	.36	Lawn, benches, path	Fully compliant	New/very good	Urban green space

2. FUTURE CONDITIONS AND PRIORITIES

Future Population and Growth

The City of Molalla has experienced significant growth in recent years, including a significant amount of new housing development. According to population estimates, the city population grew 20% between 2001 and 2006 (from 5,690 to 6,830). These trends are projected to continue; the population estimate for 2032 is approximately 12,760.

The draft updated Comprehensive Plan for the City of Molalla includes a vision of the City as a complete recreation community with adequate recreational facilities for residents as well as outdoor attractions for regional visitors. The City hopes to exceed typical city recreation standards and establish Molalla as a recreation center for the region.

Public Involvement and Community Priorities

Public participation was a key element of the master planning process and consisted of three approaches.

A Project Advisory Committee (PAC) consisting of City employees, City Council members, representatives from Clackamas County, Molalla River School District, Molalla Youth Sports, Molalla Buckeroo, Molalla Area Chamber of Commerce and TEAM Molalla provided guidance throughout the planning process.

The PAC met four times during the course of the planning process to advise City and consulting staff on priority park, recreation and trails needs, level of service standards, plan alternatives and to review the draft master plan.

Two public meetings hosted by the City were open to all interested community members and provided a variety of mechanisms for feedback. The meetings were held to solicit community input on park and recreation needs, plan alternatives and strategies. Both meetings included brief presentations from staff and consultants, a question and answer session, and opportunities for written input through voting exercises and comment forms.

The City distributed a community questionnaire to all residents in their water bills in March, 2007. The questionnaire (see Appendix B) asked residents to identify the greatest needs for parks, recreational programs and trails and to identify specific areas they would like to see the City focus on.

Feedback from all three sources was fairly consistent and community members indicated very similar levels of support for most types of recreational facilities.

Figure 1: Molalla Parks, School Facilities, Future Trail and Shared Facilities

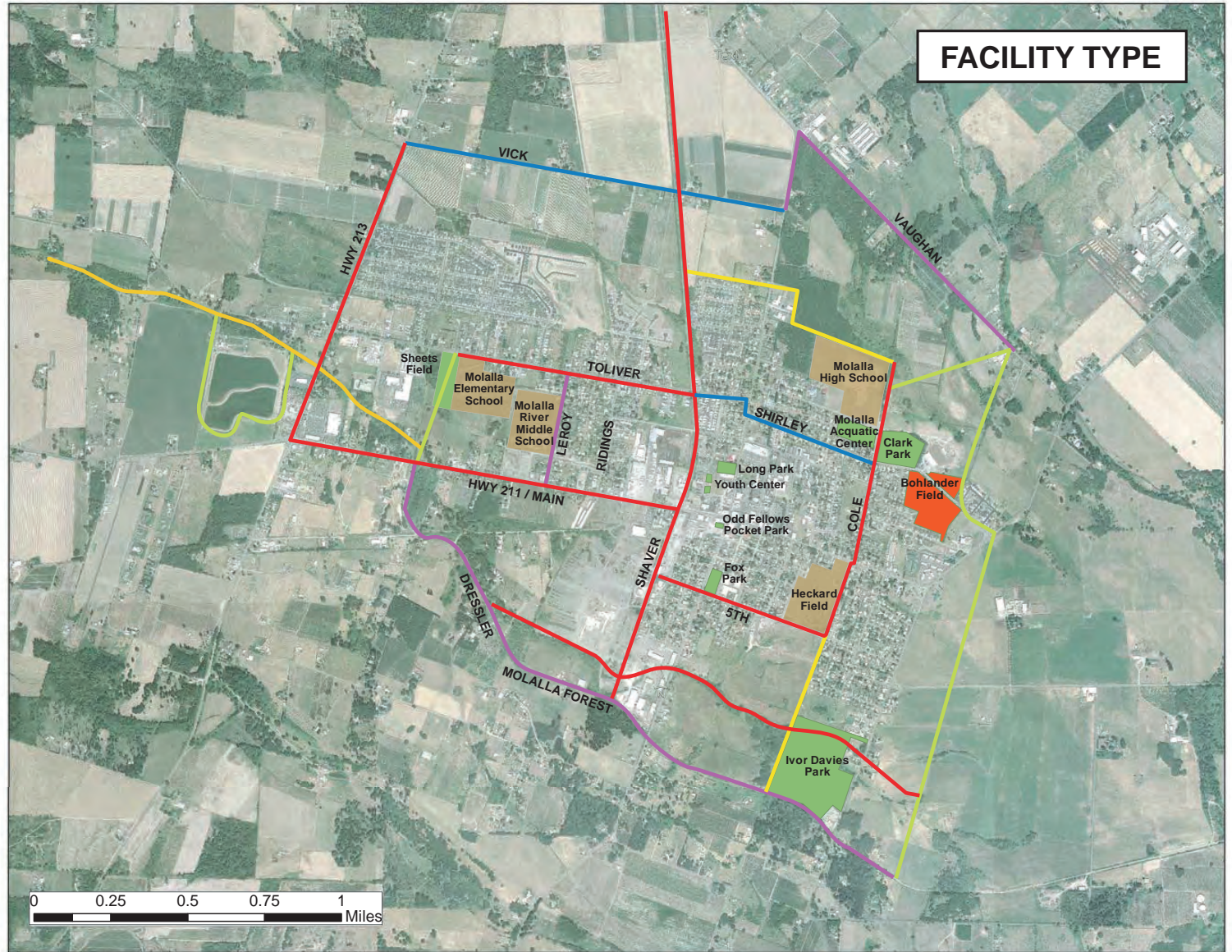
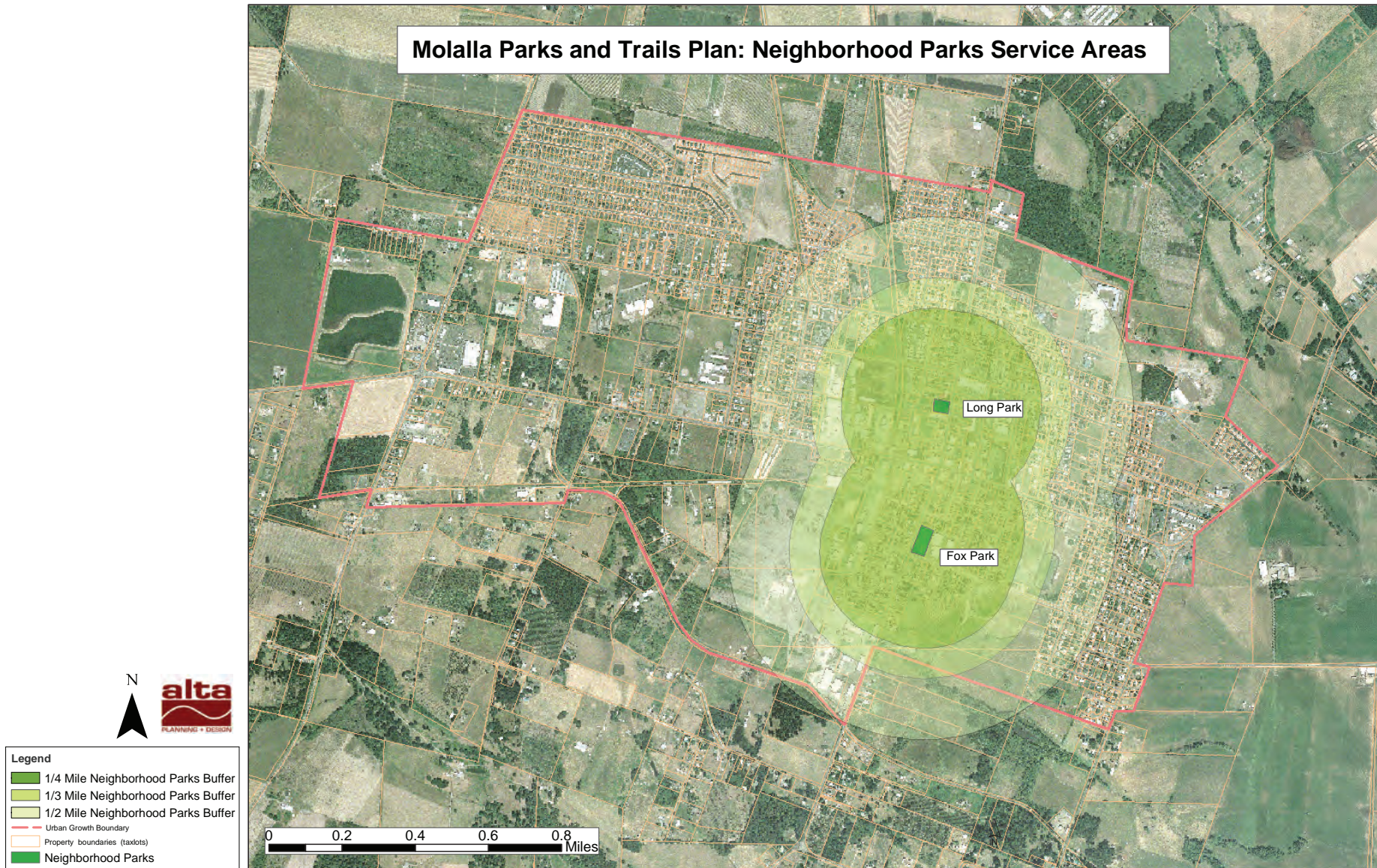


Figure 2: Molalla Neighborhood Parks



3. PROPOSED PARK, RECREATION AND TRAIL STANDARDS

Level of service standards are used by communities to evaluate current conditions and determine future park and recreation needs. The National Recreation and Park Association (NRPA) recommends standards for several types of parks, playing fields and other facilities. Recently, the NRPA has moved away from recommending specific standards at the national level. Instead, they have moved toward suggesting general guidelines that allow greater flexibility at the local community level. The following is a summary of proposed level of service standards for the City of Molalla. These standards are based on an analysis of existing conditions and input from the PAC.

Overall Standard

The City of Molalla’s Comprehensive Plan recommends an overall standard of 10 acres of parks and open space per 1,000 people, including approximately 10 acres of developed park land and 2.5 acres of open space. This Plan assumes this overall standard for all planning alternatives.

Parks and Playing Fields

The proposed standard for neighborhood parks is toward the higher end of the scale suggested by the National Park and Recreation Association (NPRA). This relatively high standard is consistent with community and PAC input that places a relatively high priority on neighborhood parks and on locating parks within relatively close proximity to residents (approximately ¼ mile).



Implementing this standard would require the creation of several more neighborhood parks, particularly on the west side of the City.

City staff and PAC members also have recommended relatively high standards for playing fields which exceed NPRA guidelines. Preliminary proposed City standards are 25% to 50% higher than NPRA guidelines. While public meeting participants suggested even higher standard for baseball and softball fields, those increased measures are not recommended in this Plan at this time. This is because of the resulting cost and significant differential between existing and future standards. The City may choose to increase standards for those facilities at a later time, depending on its progress in implementing the recommendations in this Plan.

One goal of this Plan is to create an integrated system of trail loops.

Open Space

The City currently has a significant amount of passive open space and exceeds recommended standards for natural areas based on the current supply. Community members have expressed support for preserving these spaces and acquiring additional open space throughout the City as new development occurs.

Figure 3 - Trail System Concepts

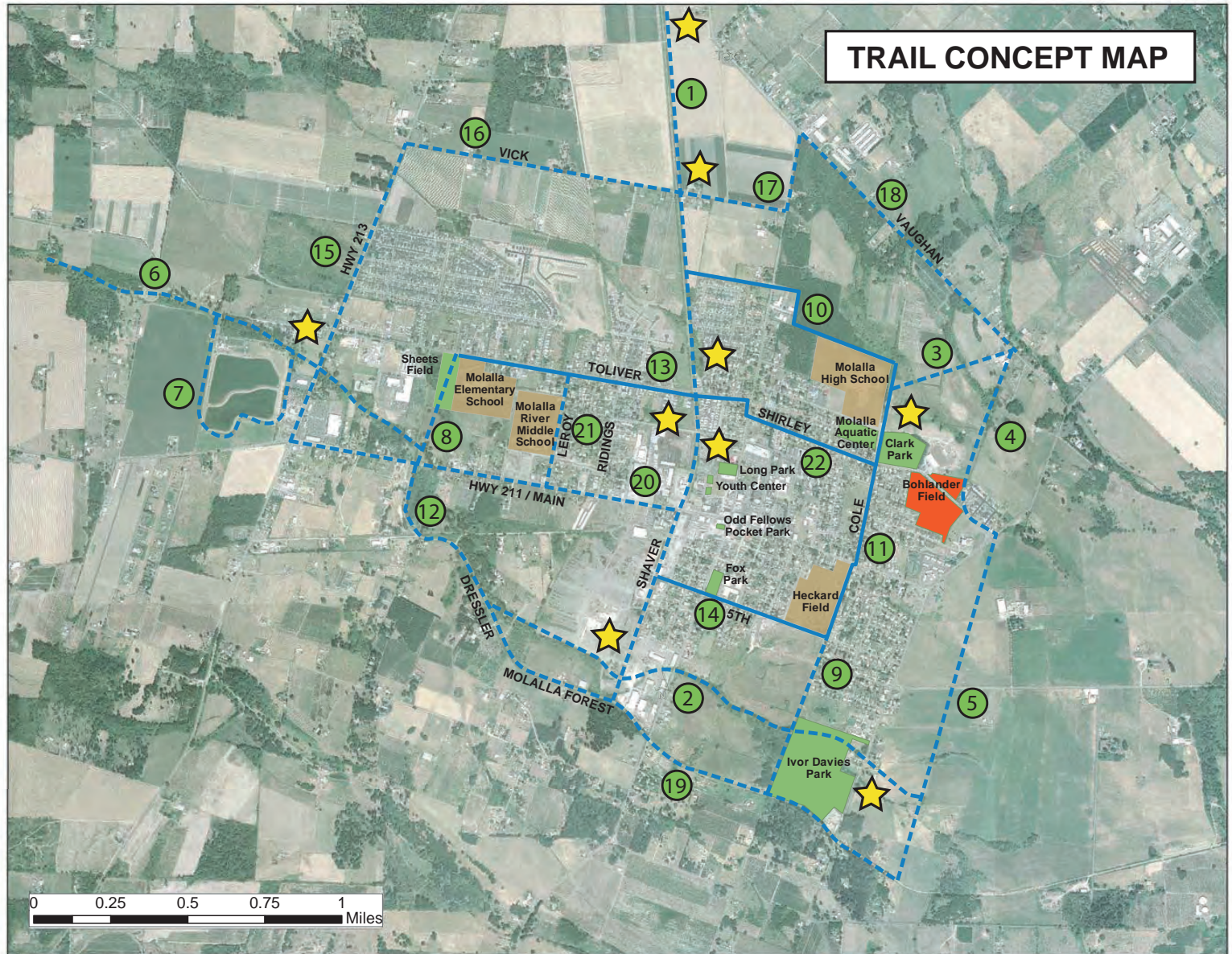


Table 4. Inventory of Parks, Open Spaces and Recreational Facilities

Type of Amenity	Size	NPRA Guideline (acres per 1,000 residents)	Proposed Molalla Standard
Neighborhood Parks	2-5 acres	2-4	3 acres/1,000 residents; within ¼ to ½ mile of all city households
Community Parks	10-25 acres	3-5	3 acres/1,000 residents; within 1 to 1 ½ mile of all city households
Natural/Open Space	NA	NA	4 acres/1,000 residents
Other Facilities (e.g., community center, aquatic center, etc.)	NA	NA	2.5 acres/1,000 residents
Trails	NA	NA	Within ½ mile of all residents
Baseball/Softball Fields	NA	1 per 2,000	1 per 1,500 residents
Soccer Fields	NA	1 per 1,500	1 per 1,000 residents
Football/Rugby/Lacrosse Fields	NA	1 per 5,000	1 per 4,000 residents
Basketball Courts	NA	1 per 500	1 per 500 residents
Tennis Courts	NA	1 per 2,000	1 per 1,500 residents

Recreational Programs

Currently, the Molalla Adult Center provides a range of activities and recreational options for local seniors. As the population of the City ages and many new families move into the City, there is expected to be a need for continuing this type of programming as well as adding programs for youth, including before- and after-school programs. Community survey and open house respondents strongly supported these two types of programs, among others.



Improvement of existing facilities is a higher priority for most respondents (61%).

4. RECOMMENDED APPROACH

Based on input from the PAC and the community, this Plan generally recommends Alternative A as the preferred alternative for the City. In this alternative, the City meets its overall park, recreation and trail needs on its own, without relying on school-district owned properties to help meet its long-term needs for playing fields. However, given the aggressive standards for playing fields and the expense associated with acquiring and operating those and other facilities, it is recommended that the City continue to pursue its relationship with the school district for joint use of some school district-owned facilities where there are opportunities to do so. Following is a suggested approach for meeting park, recreation and trail needs in Molalla. Additional recommended goals and strategies are incorporated in the Strategic Planning Element in the following section of the Plan.

Parks

Neighborhood Parks

An acreage standard of three to five acres is recommended for new neighborhood parks. Size of neighborhood parks will be determined in part by the availability of land. As such, new parks outside the existing city limits may be somewhat larger than those within the city limits.

This is likely to result in:

- 18 acres in five new parks within the city boundaries

- 15 acres in three to four new parks outside the current city limits

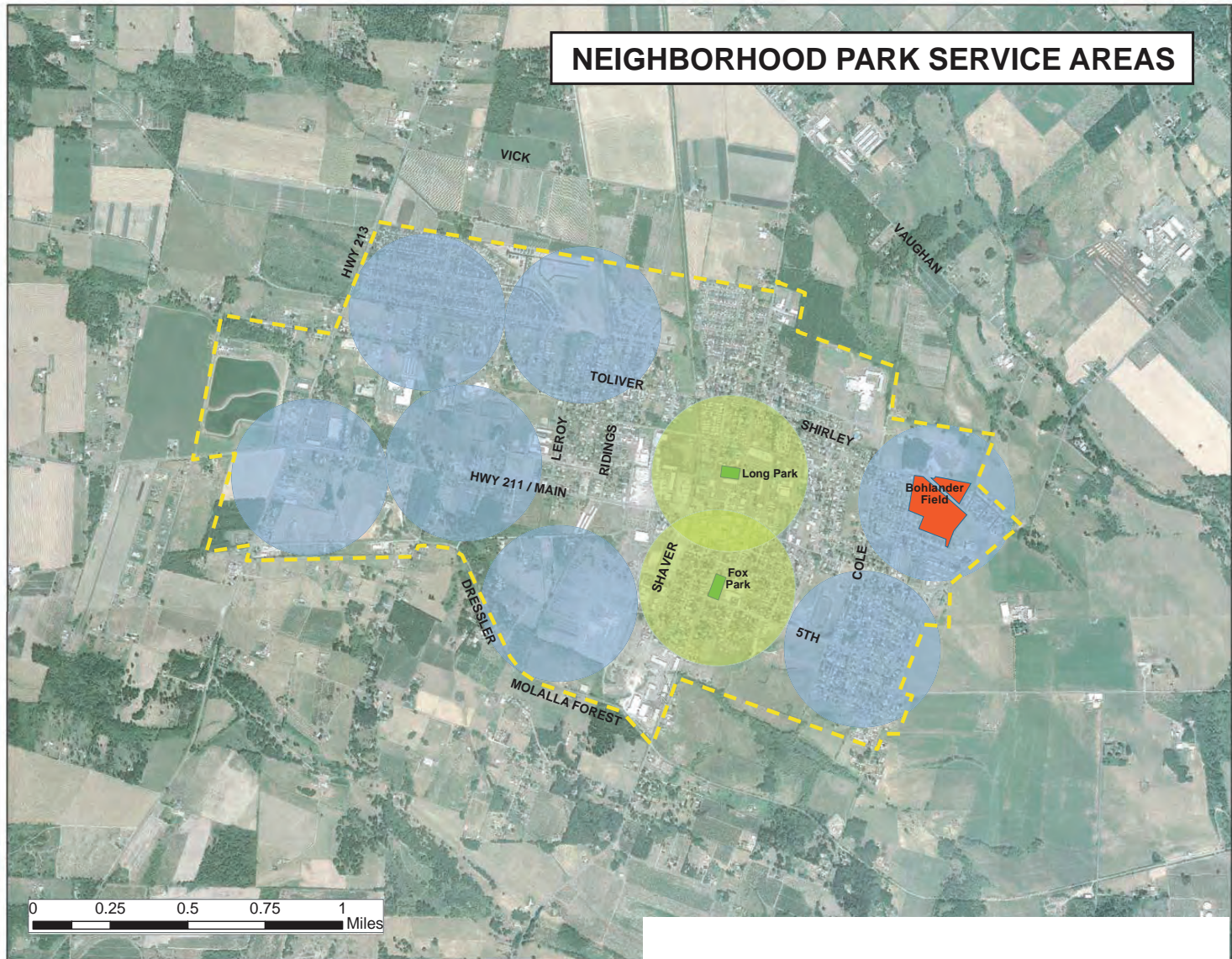
The most significant need for neighborhood parks is in the northwest part of the city. However, this area is relatively densely developed, restricting the potential to develop new parks. Strategies to overcome this shortage include:

- Develop and jointly maintain play equipment and picnic areas at one of the school sites on the west side of town
- Acquire land adjacent to existing housing developments for new neighborhood parks whenever possible, including upon bringing additional land into the city limits
- Identify and pursue acquisition of park sites well before development occurs, including during the annexation process. This will help the City reduce land costs and improve the chances of identifying and acquiring sites before they are programmed for development.

The most significant need for neighborhood parks is in the northwest part of the city.



Figure 4: Neighborhood Park Site Opportunity Areas



LEGEND

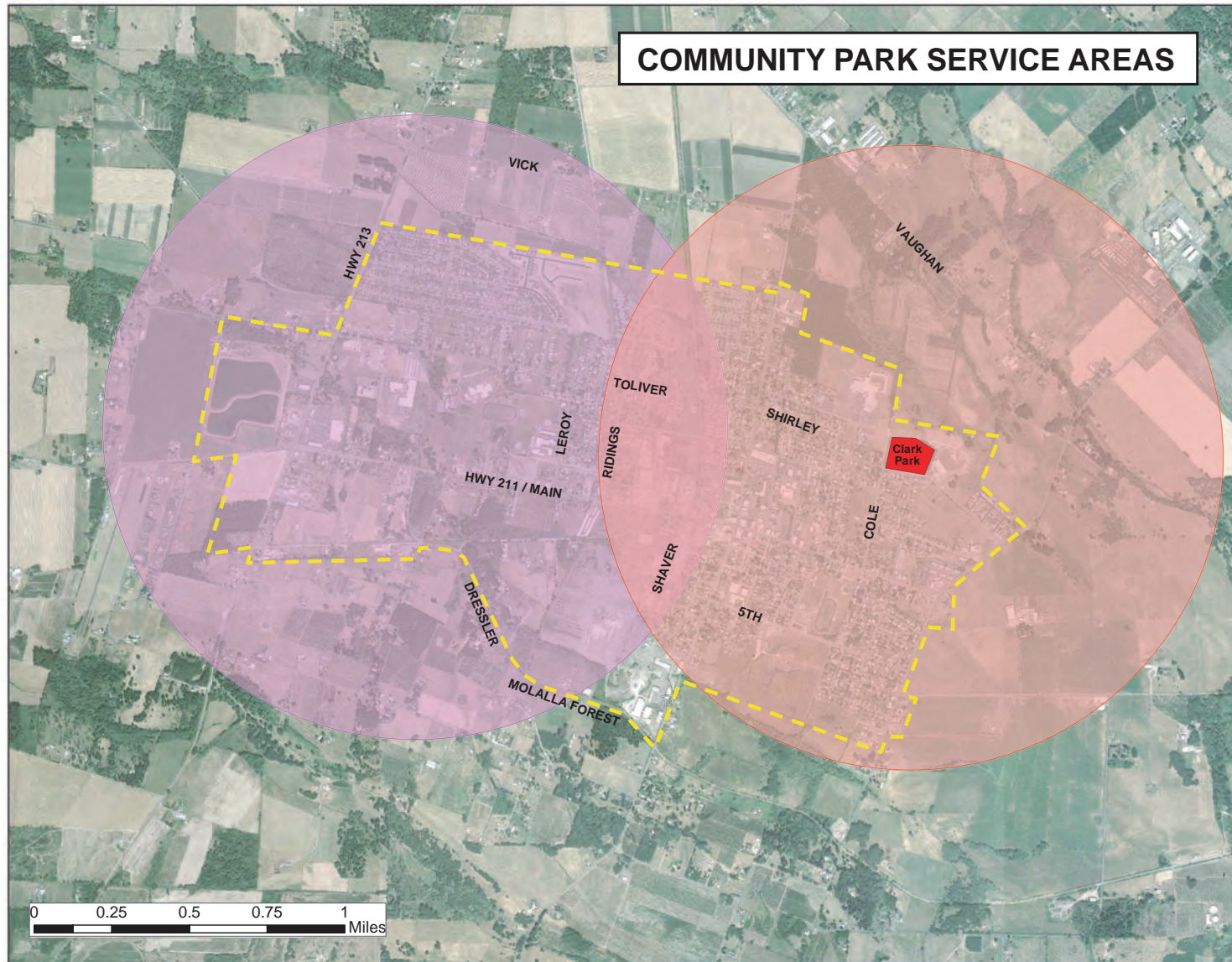
- Existing Parks
- Existing Park 1/4 Mile Service Area
- City Property
- Proposed Park 1/4 Mile Service Area
- Urban Growth Boundary

alta
PLANNING + DESIGN

N

0 0.25 0.5 0.75 1 Miles

Figure 5: Community Park Site Opportunity aAreas



One strategy for building a community center would be to construct it on the same site as the Molalla Aquatic Center to create a combined aquatic/community center. This would be consistent with trends in many communities and recreation districts which tend toward construction of multi-purpose, multi-generational facilities, including combined recreation and aquatic centers.

Open Space

Ivor Davies Park contributes to most of the existing open space in the City. To meet City standards for open space, it is recommended that the City maintain and potentially expand Ivor Davies Park. In addition, the City should incorporate the following types of areas in establishing a city-wide open space system:

- Continue to require dedication of a specific percentage of open space as part of the subdivision and residential development review processes.
- Combine designation of open space with protection of environmentally sensitive or natural areas.
- In targeting specific areas for open space acquisition, dedication or protection, prioritize natural area and open space protection and management to maximize natural resource values.
- Identify, acquire and conserve key open space areas adjacent to proposed trail corridors or linear parks, including the Bear Creek corridor. Use these to enhance the trail system and provide for well-connected pockets of open space throughout the community.



Trails

In order to determine the appropriate location for trails, existing opportunities and constraints to trail development were analyzed. Specific information is presented in the following tables.

Trails Concept

Different trail types can be used throughout the trail network to respond to the environment and urban context and meet the trail plan’s major goals of trail connectivity, access, community linkages and trail loops.

Trail types recommended in the Molalla Trails Plan include:

Off-Street facilities	On-Street Facilities
Shared Use Paths	Sidewalks/Pathways
Natural Trails	Bicycle Lanes
	Shared Roadways
	City Trails
Accessways	Accessways

Backbone Trails

Molalla’s “backbone trails” form the heart of the trail network. One north-south trail and one east-west trail provide residents with corridors with outstanding scenic value and outstanding community connectivity. Both trails have the potential for future expansion as the city grows and/or opportunities arise. Both are off-street shared use paths.

There are two planned backbone trails in Molalla:

- Molalla Rail Trail: this is a north-south rail-to-trail project along the historic rail alignment that runs through the heart of Molalla.

- Bear Creek Greenway: this is an east-west trail following Bear Creek, which runs along the south edge of Molalla.

These two backbone trails should have their own right-of-way and minimize conflict between users and automobile traffic.

These trails should be designed to meet the Americans with Disabilities Act (ADA) standards, American Association of State Highway and Transportation Officials (AASHTO), the Manual on Uniform Traffic Control Devices (MUTCD) standards, Oregon Department of Transportation (ODOT) standards and other State

and Federal guidelines. These backbone trails serve bicyclists, pedestrians, wheelchair users, skaters and others.

Primary Ring Trail Network

Molalla’s two backbone trails are connected with a primary ring trail network, creating a large loop around the city. This trail network is made up of several different trail types (covered in the design guidelines section). The ring network provides community linkages to schools and parks, as well as providing opportunities for user-defined trail loops.

Table 5. Site Specific Opportunities

#	Location	Description of Issue
Opportunities		
1	Abandoned rail corridor	Former rail corridor runs north-south through the center of Molalla, providing an excellent rail-to-trail conversion opportunity. The corridor is already well used as an informal trail.
2	Molalla River State Park	Eventual opportunity may exist to connect to Molalla River State Park in Canby.
3	Long Park, Adult Center, Skate Park	Potential destinations of trail users and residents of all ages. Adult Center may have trailhead potential.
4	Toliver Road	A recent project provided bike lanes on both sides and a continuous south-side sidewalk on Toliver Rd, making this route a good on-street connector between trails. Toliver is used by both elementary and high school students as a primary school access route for walking and biking.
5	Heintz Street path	Informal, well-used pathway already exists between Ridings Ave and the rail corridor.
6	Molalla Elementary School	Major attractor and generator for trail users: about 400 children. Toliver Rd right-of-way can provide access to the trail.
7	Sheets Field	Connection to well-used sports fields and BMX park.
8	Public lands	Public land may facilitate trail planning and construction.
9	Existing trail	Existing substandard trail from Highway 213 to elementary school

Table 5. Site Specific Opportunities (continued)

#	Location	Description of Issue
Opportunities		
10	Highway 213	Existing bike lanes and sidewalks provide on-street connection to potential trails.
11	Highway 211	ODOT is currently developing a plan for OR 211 that will upgrade most of the corridor to bike lanes and sidewalks, significantly improving this route for pedestrians and cyclists.
12	Downtown Molalla	A major destination for many residents and visitors. Provides parking, shopping, and dining opportunities in addition to numerous services.
13	Existing trail near Buckeroo Grounds	Existing substandard trail across from Molalla Buckaroo Grounds.
14	Molalla High School, school fields, Clark Park, Molalla Buckeroo Grounds	Major hub of potential destinations for trail users. Trail would serve high school students biking and walking to school as well.
15	Fifth Street	A recent project upgraded Fifth Street bicycle and pedestrian facilities, providing bike lanes and sidewalks. Good on-street connection.
16	Bear Creek wetlands	Wetlands provide a possible trail interpretive site.
17	Ivor Davies Park and Trail	Connection to park facility and on-site trails.
19	Hardy Creek mountain biking trails	Possible eventual on-street connection to trails at Hardy Creek, approximately 10 miles southeast of Molalla at the Molalla River. Trails are open to both mountain bike and equestrian uses.
19	Molalla River Middle School, Fox Park	On-street connection from potential rail-trail to middle school (with approximately 700 students) and well-used community park.
20	Bear Creek	Stream corridor may be good candidate for trail development, which provides an opportunity to improve the stream conditions.
21 22 23 24	Potential Trailheads	Potential trailhead locations at Vick Rd (25), Heintz Rd (26), Main St/ OR 211 (27), South Molalla Ave (28)
25	Potential Trail Access Points	Possible access to rail trail at Creamery Creek Ln (27) and Toliver Rd (28)
26	5.5-acre parcel adjacent to Bohlander Field	Potential property for trade, sale or development

Table 6. Site Specific Constraints

#	Location	Description of Issue
Constraints		
1	Heintz Street wetlands	Wetlands may limit where trails may be placed and/or require special construction techniques (such as boardwalks).
2	Wetlands near rail corridor	Wetlands may limit where trails may be placed and/or require special construction techniques (such as boardwalks).
3	S. Vick Road	No pedestrian facilities on S. Vick Rd.
4	North Rail line in active use	Rail corridor is in active agricultural use north of Vick Rd, potentially limiting northward expansion of rail-trail.
5	Bear Creek wetlands	Wetlands may limit where trails may be placed and/or require special construction techniques (such as boardwalks).
6	Wetlands near S. Hezzie Lane and Highway 211	Wetlands may limit where trails may be placed and/or require special construction techniques (such as boardwalks).
7	Highway 211	Pedestrian and bicycling conditions are poor on Highway 211, with many segments lacking sidewalks or served only by a substandard sidepath. No bike lanes are present on Hwy 211.
8	Highway 211 trail crossing	Potential rail-trail alignment will have to cross Hwy 211 at this unsignalized location. Traffic speeds and volumes will make an untreated crossing difficult.
9	Existing industrial use	Former rail alignment is in active industrial use. Easement or acquisition may be challenging.
10	Main Street (Hwy 211)	Main St through historic downtown has extremely limited right-of-way, which may result in poor connections for bicyclists and pedestrians.
11	Highway 211 crossing	Trail or on-street connection at Shaver Ave must to cross Hwy 211 at this unsignalized location. Traffic speeds and volumes will make an untreated crossing difficult.
13	S. Molalla Avenue trail crossings	Any trails at Bear Creek or Molalla Forest Rd must to cross S. Molalla Ave at an unsignalized location. Traffic speeds and volumes may make an untreated crossing difficult.
14	Ivor Davies Park and Trail	No parking or trailhead facilities limit use of this facility.
15	Residential developments	Completed residential development in northwest area of city limits corridors available for trail development

Most trails in the primary ring trail network are either off-street shared use paths or separate facilities (i.e., a sidewalk or pathway for pedestrians and on-street bike lanes for bicyclists) that meet State and Federal standards. Safety for bicyclists and pedestrians on these routes is paramount, especially as they parallel Highway 213, a busy roadway.

However, some primary ring network trails follow neighborhood streets, in which case pedestrians are accommodated with a sidewalk or shared use path and bicyclists share the roadway with vehicles. Primary ring network trails on arterial and collector streets will be implemented when the roadway is widened or improved.

Recommended Strategy

The recommended trail network provides a comprehensive network of trails that connect to schools, parks, community centers, the downtown business district and natural areas. It sets the stage for future trail connections to Canby and other parts of Clackamas County. It serves multiple users, multiple interests, and improves access for residents of varying physical capabilities, ages and skill levels.

The following details of the network should be noted:

- The Conceptual Trails Plan Map shows all proposed trails, including all trail design types detailed in the design guidelines in Appendix L. Many trail projects call for improvements to existing but substandard facilities.
- “Accessways” – those providing a direct connection from cul-de-sacs and other disconnected developments – will be



determined through development review and permitting processes. Since accessway locations cannot be known until the development applicant provides a site plan, accessways are not shown on the map.

- The trails shown are largely conceptual. Most need to be further studied and designed. The location of the trail may change as a result.
- Some sidewalks are shown as local trails because they fulfill the needs of local pedestrian circulation and connections.

Trailheads and Trail Access

Good access to the trail system is a key element to its future success. Trailheads (formalized parking areas) serve the local and regional population arriving to the pathway and trail system by car. Neighborhood trail access points do not require a parking lot, and primarily serve residents who live near the trail.

As seen on the Conceptual Trails Map, this Plan identifies several potential trailhead and/or trail access locations. Trailheads provide essential access to the trail system and provide amenities like parking, restrooms, and signage for trail users. Additional trailhead siting will occur with further planning processes for individual projects.

Development

Many of the trails shown on the Conceptual Trails Map, particularly local trails located along roadways or intended as accessways, will be developed over time by Molalla property owners and new development, much like the sidewalk system has been developed. In some cases, the City will be able to

require the property owner to construct the trail as part of the development review process. In other cases, the City will work with the property owner to ensure the City itself can develop the trail in the future.

Goals and Objectives

This Plan aims to develop a comprehensive network of multi-purpose trails that link important pedestrian generators, environmental features, historic landmarks, public facilities, town centers and businesses districts. The following goals were derived from existing plans with input from Project Advisory Committee members, public workshop participants, City staff, elected officials, and citizens of Molalla.

Goal 1: Trail Connectivity

Goal 1 serves to provide a trail system within Molalla that, when fully implemented, will permit residents to travel entirely around the community using only the trail network and ensure that new development and subdivisions connect to this system. It would establish future potential trail connections to the adjacent communities of Canby, unincorporated Clackamas County and the greater Portland metropolitan region, as well as providing a nonmotorized connection to the natural areas southeast of the city.

Goal 2: Access

Goal 2 is to develop a trail system for people of all abilities, pedestrians, bicyclists, equestrians and other non-motorized trail users which would connect to a complementary system of on-road bicycle routes and pedestrian facilities.

Goal 3: Community Linkages

Goal 3 would link trails to residential neighborhoods, community facilities (such as the library and city hall), parks, schools, the aquatic center, downtown, other commercial and retail activity centers in Molalla, and would support and enhance existing and future parks and recreation facilities.

Goal 4: Trail Loops

Goal 4 would provide a trail system that creates integrated loops of various distances to provide residents with opportunities to travel different distances and experience varied scenery.

Project Priorities and Phasing

The projects in each category were ranked based on a consideration of feasibility and community priorities. These priorities were vetted with the Project Advisory Committee and at Public Meeting #2. As a result, the projects have been grouped by trail type (on-street and off-street) into Tier 1 and Tier 2 project priorities (Table 7).

Tier 1 projects are the top priority trail projects for short-term project implementation and are targeted for completion in the next five to fifteen years from Plan adoption.

Tier 2 projects are long-term projects recommended for implementation between the next 15 and 50 years from Plan adoption.

The near and long-term schedule may change according to available funds, changing priorities, new roadway projects, new development and redevelopment opportunities, or other factors.

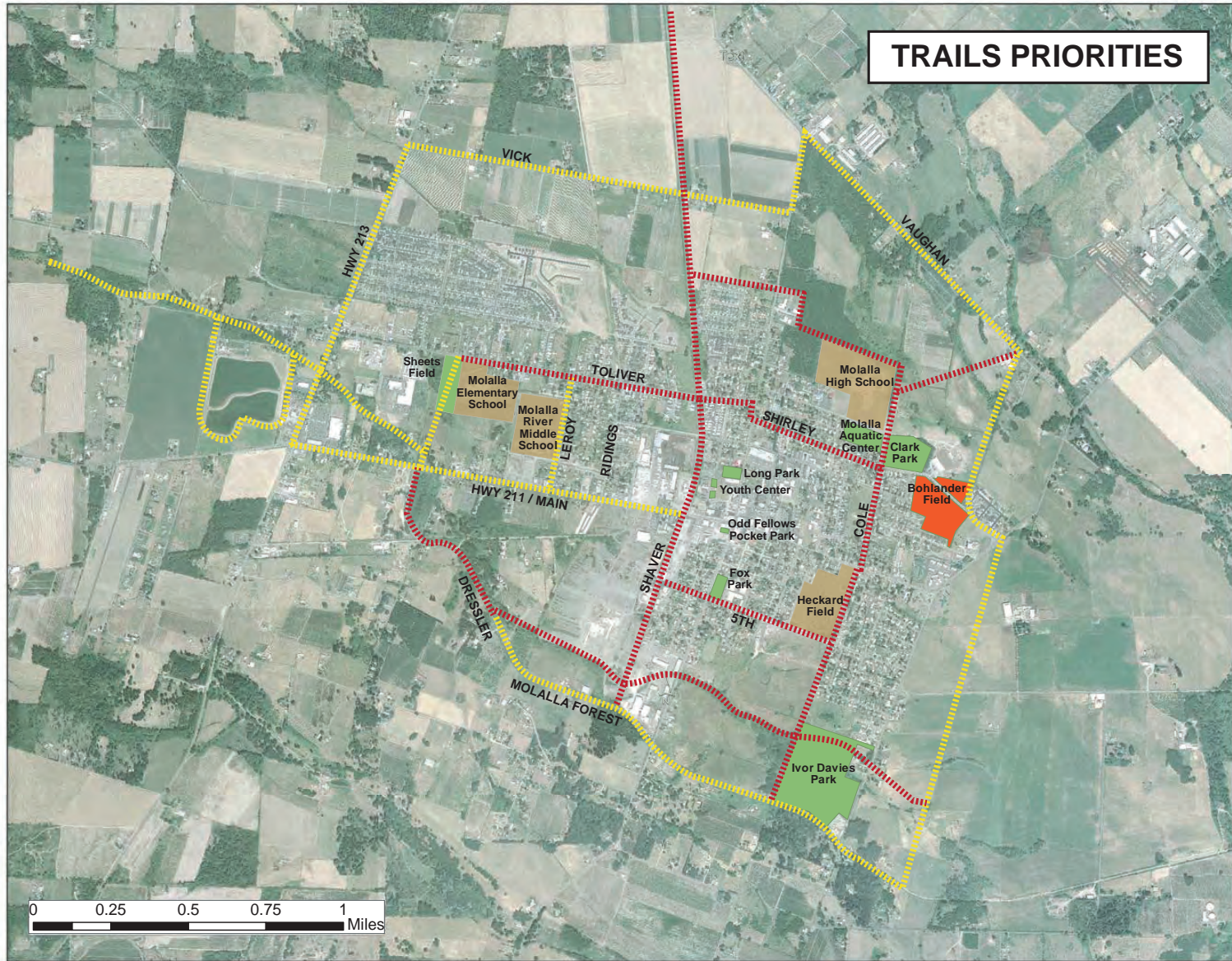


It should be noted that the purpose of this exercise is to understand the relative priority of the projects so that the City may apportion available funding to the highest priority projects. Long-term projects also are important and may be implemented at any point in time as part of a development or public works project. The ranked lists should be considered a “living document” and should be frequently reviewed to ensure they reflect current Molalla priorities.

Table 7: Molalla Trail Priorities: Off-Street Facilities

Tier 1: 5-15 years	Tier 2: 15-50 years
Molalla Rail Trail	Buckeroo to Land Lab
Bear Creek Greenway	Buckeroo Equestrian Trail
Land Lab Trail	Bear Creek West Trail
Cole Avenue Trail	Water Treatment Trails
Rail to High School Connector	OR 211 to Toliver Connector

Figure 6: Molalla Trails Planning Priorities



5. COST AND FUNDING SOURCES

The cost of implementing the recommended approach alternative will include both capital costs for new facilities (land acquisition and facility development), capital improvements to existing facilities, and annual maintenance and operation costs. Capital improvements are identified in the City's Park System Development Charge methodology prepared in 2004. That document also identifies a community center and the railroad right-of-way linear park.

These costs are based on the following assumptions:

- Facility development, operation and maintenance costs are based on unit costs (per acre) from other park and recreation service providers.
- Land costs are based on local current local land prices per acre.
- Costs should be considered for planning purposes only and viewed in total. Costs for individual facilities may vary significantly.
- Costs for playing fields assume construction of grass fields. The cost for synthetic fields would be significantly higher. However, the capacity of synthetic fields is also higher and annual average maintenance costs are much lower. At the same time, replacement costs are also higher.
- Costs for baseball and soccer fields have been reduced

somewhat to reflect the fact that most fields are expected to be multi-purpose fields (i.e., used for different sports during different times of the year). A 20% shared-use reduction has been applied to these costs.

Funding Sources

Acquisition and Development

The City expects to use the following funding sources to help pay for the acquisition and development of future park and recreation land and facilities:

- System development charges;
- Land dedication;
- State, federal and local grants;
- Voluntary land donations or fundraising;
- Bond measures.



6. STRATEGIC PLANNING ELEMENTS

The following goals, objectives and actions are intended to help the City meet park, recreation and trails needs over the next 20 years as identified in this plan.

Goal: Provide neighborhood and community parks to serve all residents of Molalla.

- Provide neighborhood parks at a standards of 3 acres/1000 and within ¼ to ½ mile of all city households
- Provide community parks at a standard of 3 acres/1,000 residents and within 1 to 1 ½ mile of all city households.
- In planning for new parks, consider the impact of arterial roads and state highways as barriers to nearby parks. Locate parks to minimize and/or take into account such barriers.
- Provide other parks and facilities (such as community center, skatespots and others) consistent with this Plan.
- Work with neighboring residents to design parks and park amenities to meet local community needs.
- Regularly maintain neighborhood and community parks and the amenities within them.
- Work with local community groups and neighboring residents to develop partnerships for maintaining neighborhood parks.
- Make targeted improvements to existing parks and recreational facilities consistent with community priorities.

Goal: Develop and maintain a city-wide system of trails to provide recreational opportunities such as walking, bicycling, jogging and horseback riding, and to encourage safe alternative modes of transportation consistent with community priorities identified in this plan.

- Attempt to make some trails fully accessible to people of all abilities.
- Link trails to community destinations such as parks, schools and shopping areas.
- Furnish trails with amenities such as interpretive and directional signage, benches, parking and other services.
- Link trails to on-road bicycle lanes and sidewalks/pedestrian routes; use on-street facilities to provide links between off-street trails.
- Designate selected trails for equestrian uses.
- Establish easements for trails in developing areas as part of the development approval process consistent with proposed trail corridors identified in this plan.

Goal: Provide sports and recreation facilities and programs for city residents of all ages and abilities.

- Offer recreational options to meet a range of community needs, including continuing to offer programs for seniors at the Adult Center and create before- and after-school programs for city youth.



- Regularly assess the programming needs and priorities of residents in establishing and refining program offerings.
- Improve ADA accessibility for city parks and facilities.
- Explore the possibility of developing a community center.
- Increase the number of sports fields of all types throughout the city, consistent with level-of-service standards identified in this Plan.
- Explore partnerships with the school district, Molalla Buckeroo or other entities for joint development, use, maintenance and operation of facilities; formalize such partnerships through agreements.
- Ensure the safety of park users and provide adequate policing of parks and trails; explore opportunities to co-locate park or trail facilities near public safety offices (e.g., police or emergency service offices).

Goal: Preserve open space throughout the city

- Continue to maintain and improve Ivor Davies Park as the city's primary community open space facility. Explore opportunities to expand the park, and/or facilities within it, to better utilize it as open space.
- Acquire open spaces to serve as buffers between developed areas.
- Require dedication of open spaces/parks in housing developments consistent with zoning and subdivision ordinance requirements.

Goal: Seek to provide adequate funds to develop, improve, maintain and operate park and recreation facilities, consistent with City goals, policies and standards.

- Use a variety of funding sources and tools to acquire land in order to develop park and recreational facilities, including system development charges (SDCs), grants, bond measures, private donations and other mechanisms.
- Consider increasing the SDC methodology and rate to aid in funding the park improvements identified in this Plan; incorporate information from this Plan related to levels of service and capital improvement needs in the update process.
- Establish adequate on-going funding for regular maintenance and operation of facilities as well as large-scale capital improvements. Options may include dedication of general funds, use of a special district, community partnerships and other means.
- Establish user fees where appropriate to recover costs for use of recreational facilities to the greatest extent reasonably possible.

Implementation Priorities

The following priorities should be used to help guide and prioritize use of resources, particularly in the short term. Other actions also may be identified as priorities, depending on specific opportunity areas, funding sources or other factors.

- Refine and implement the City's Capital Improvement Plan for existing park, recreation and trail facilities, including identifying specific funding sources and a schedule for making needed improvements.
- Identify future urban growth areas and identify appropriate sites within these areas for acquisition and improvement for park, recreation and/or playing facilities.
- Develop a short-term implementation plan for acquiring the right-of-way or an easement for the rail corridor trail, and establish a schedule and approach for implementation.
- Identify potential grant programs that may be used to meet specific park, trail or other facility needs, and identify an approach and schedule for pursuing the most viable opportunities.

