

ORDINANCE NO. 1540

AN ORDINANCE AMENDING THE CITY'S 2010 TRANSPORTATION SYSTEM PLAN TO REFLECT A REVISED ALIGNMENT FOR A CONNECTOR ROAD BETWEEN CANBY PIONEER INDUSTRIAL PARK AND STATE HIGHWAY 99E.

WHEREAS, City staff proposed amendments to the adopted 2010 City of Canby Transportation System Plan to reflect changes in the planned alignment of a new roadway connecting the City's Pioneer Industrial Park with State Highway 99E; and

WHEREAS, said amendments would facilitate the future funding, development, and construction of that future roadway consistent with the public interest and goals identified in the City of Canby Comprehensive Plan; and

WHEREAS, the Canby Planning Commission, after providing appropriate public notice opened a public hearing on said amendments on November 9, 2020 and continued said public hearing to a date certain on December 14, 2020, during which the citizens of Canby were given the opportunity to come forward to present written comments and provide testimony on these proposed changes; and

WHEREAS, the Planning Commission found that the standards and criteria of Section 16.88.170 and 16.88.180 of the Land Development and Planning Ordinance concerning Text Amendments and Comprehensive Plan Amendments were met, and recommended approval to the City Council on a 5-0 vote the proposed changes as specified in their Findings and Final Order; and

WHEREAS, the City Council, after reviewing the record of the Canby Planning Commission regarding the subject amendments, concluded that the Planning Commission's findings of fact and the amendments are appropriate as recommended; therefore:

NOW, THEREFORE, THE CANBY CITY COUNCIL ORDAINS AS FOLLOWS:

- (1) CPA 20-01/TA 20-02 is hereby approved and the City of Canby 2010 Transportation System Plan is amended as detailed in Exhibit A, which is a technical memorandum prepared by DKS Associates and submitted to the City on November 7, 2019.


SUBMITTED to the Council and read the first time at a regular meeting thereof on January 20, 2021, ordered posted in three (3) public and conspicuous places in the City for a period of five (5) days, as authorized by the Canby City Charter; and to come up for final reading and action by the Canby City Council at a regular meeting thereof on February 3, 2021, commencing after the hour of 7:00 p.m., in the Council Chambers located at 220 NE 2nd Avenue, Canby, Oregon.



Melissa Bisset, CMC
City Recorder

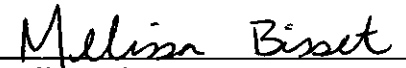
PASSED on the second and final reading by the Canby City Council at a regular meeting thereof on February 3, 2021 by the following vote:

YEAS 6 NAYS 0



Brian Hodson, Mayor

ATTEST:



Melissa Bisset, CMC
City Recorder

AFFIDAVIT OF POSTING

STATE OF OREGON)
)
County of Clackamas) ss:
)
CITY OF CANBY)

I, Melissa Bisset, being first duly sworn, depose and say that I am the City Recorder for the City of Canby, Clackamas County, Oregon, a City duly incorporated under and by virtue of the laws of the State of Oregon.

That on the 20th day of January, 2021 the Council for said City of Canby held a Regular City Council Meeting, at which meeting Ordinance No. 1540 was read for the first time and passed by the vote of said Council and was then and there ordered posted in at least three (3) public and conspicuous places in said City for a period of five (5) days prior to the second reading and final vote on said Ordinance, as provided in Section 2 of Chapter 8 of the Charter of the City of Canby, and

Thereafter, on the 21st day of January, 2021, I personally posted said Ordinance in the following three (3) conspicuous places, all within the said City of Canby, to wit:

- 1. Canby Civic Building – Front Doors
- 2. Canby Post Office
- 3. City of Canby Web Page

That since said posting on the date aforesaid, the said Ordinance will remain posted in the said three (3) public and conspicuous places continuously for the period of more than five (5) days and until the very 3rd day of February, 2021.

Melissa Bisset
Melissa Bisset, City Recorder

Subscribed and sworn to before me this 27th day of January, 2021.

Erin Elizabeth Burckhard
Notary Public for Oregon
My Commission Expires: September 4, 2022



MEMORANDUM

DATE: November 7, 2019

TO: Bryan Brown, City of Canby
Matilda Deas, City of Canby

FROM: Kevin Chewuk, DKS Associates
Dock Rosenthal, DKS Associates

SUBJECT: Canby S Walnut Road Extension TSP Amendment

P19113-000

This memorandum summarizes a traffic study for the proposed S Walnut Road extension between SE 1st Avenue and Pacific Highway (OR 99E) in Canby, Oregon. The objective of this traffic study is to update the 2010 TSP with recommended improvements needed with the S Walnut Road extension.

Alternative Alignments

The Canby Transportation System Plan (TSP) included an alignment for extending Otto Road from its current terminus, east to the intersection of SE 1st Avenue/S Mulino Road (see Figure 1). An alternative alignment was also previously analyzed that would have extended Hazeldell Way north to OR 99E, as shown in Figure 1. These alignments are no longer under consideration due to environmental and other development constraints. Previous memos^{1,2} were completed that contained preliminary analysis results of these alternatives. A new alignment has been proposed that would extend S Walnut Road from SE 1st Avenue to OR 99E, roughly between the Otto Road and Territorial Road intersections (see Figure 1).

¹ Canby Otto Road Alternative Preliminary Transportation Analysis Memorandum, DKS Associates, April 27, 2018.

² Canby Otto Road Alignment Alternative, DKS Associates, November 27, 2018.

6. SE 1st Avenue / S Mulino Road (existing unsignalized intersection; planned future roundabout)

OR 99E Access Rights Research

Access rights and access control information along OR 99E in the project area was provided by the Oregon Department of Transportation (ODOT)³. This information shows locations where the S Walnut Road extension could potentially connect to OR 99E.

ODOT owns access control rights along portions of OR 99E through the project area, generally south of Territorial Road to Sequoia Parkway. In areas with access control, no right of access between the property and the highway remains unless a reservation of access is present. Reservations of access represent specific locations where access rights remain. Where no reservation of access is present, an application for an approach permit cannot be accepted.

Only the properties along the highway from which the access rights were acquired have a right to use the access reservations that were established along their frontage. A reservation of access affords the property owner the right to apply for an approach permit but does not guarantee ODOT approval for a driveway at that location for the proposed use of the property. Applications for approach permits are reviewed under current ODOT access management regulations (OAR 734-051). Existing reservations of access can be relocated or slightly modified upon approval from ODOT through a process called indenture of access.

For traffic from other parcels or the local street system to use an access to the highway, a grant of access would be required. This is a much more complex process than applying for an indenture of access. When it comes to the grant of access, the City will need to demonstrate why an additional public access will benefit the highway. In the grant of access application, ODOT has identified some situations where a new highway approach could potentially benefit the highway, such as:

- Where existing rights of access can be relocated, controlled, and/or combined; or
- Where operations could be improved through off-system connectivity, traffic diversions, or other traffic engineering techniques.

Figure 2 shows the locations along the highway where reservations of access remain. Yellow lines with solid blue circles identify the locations of access reservations with existing driveways, while

³ Email from Seth Brumley, August 20, 2018.

- **TSP Baseline (with the Otto Road Extension)** – This scenario assumes the Otto Road extension from the TSP (TSP Project L1). These projects would extend Otto Road from the current terminus, east to SE 1st Avenue near the S Mulino Road and S Bremer Road intersections (see Figure 1). It includes the improvement projects listed in the “Baseline Transportation System Improvements” section. S Walnut Road would not be extended under this scenario.
- **S Walnut Road Extension** – This scenario assumes S Walnut Road will be extended from SE 1st Avenue to OR 99E, roughly between the Otto Road and Territorial Road intersections (see Figure 1). It includes the improvement projects listed in the “Baseline Transportation System Improvements” section. Otto Road would not be extended under this scenario.

Baseline Transportation System Improvements

The starting point for the future operations analysis relied on a list of street system improvement projects contained in the Canby TSP and subsequent analysis work. These projects represent only those that are expected to be reasonably funded, and therefore can be included in the Baseline scenario. The improvements assumed include:

- Install a traffic signal at the **Otto Road and S Walnut Road connections to OR 99E** (TSP Project L2)
- Install a roundabout at **SE 1st Avenue / S Haines Avenue / Bremer Road / S Mulino Road** intersection (TSP Project O1)
- Install a traffic signal at the **SE Hazel Dell Way / Sequoia Parkway** intersection (on-going improvement project resulting from subsequent analysis work)

Estimating Driving Trips

Determining future street network needs requires the ability to forecast traffic volumes resulting from estimates of future population and employment. The objective of the transportation planning process is to provide the information necessary for making decisions about how and where improvements should be made to create a safe and efficient transportation system that provides travel options.

Future traffic volumes were forecasted using the Canby Small Community Model developed for the Canby TSP. The modeling and volume forecasting performed for the TSP was based on the year 2009 (existing) and year 2030 (horizon). Model forecasts are refined by comparing outputs with observed counts and behaviors on the local system. This refinement step is completed before any evaluation of system performance is made. The growth was then linearly increased to the future forecast year 2035. Once the traffic forecasting process is complete, the 2035 volumes are used to determine the areas of the street network that are expected to be congested and that may need future investments to accommodate growth.

The recommended improvement for the SE 1st Avenue / S Walnut Road intersection that is expected to exceed the mobility standard in the 2035 S Walnut Road Extension scenario can be seen in Table 2. The traffic control was first analyzed as an all-way stop, however, with this improvement the intersection would still not meet the City’s mobility standard in 2035. Therefore, the intersection was analyzed as a single-lane roundabout. With the roundabout, the intersection will be expected to meet standard. A single-lane roundabout at this location will increase safety and reduce delay but should be designed to accommodate the significant amount of heavy truck traffic that would travel through the intersection.

Table 2: Operations with S Walnut Road Extension and Recommended Improvement (2035 PM Peak Hour)

Intersection	Mobility Standard	S Walnut Road Extension with Recommended Improvement		Recommended Improvement
		v/c	LOS	
SE 1st Avenue / S Walnut Road	LOS D, v/c ≤0.85	B	0.63	Install a roundabout

Roadway Network Evaluation

The proposed street system modifies some of the classifications of the Canby TSP. Given the City’s standards, the estimation of traffic volumes on area streets and overall circulation needs, recommended classifications/reclassifications and cross-sections are as follows:

- **S Walnut Road between SE 1st Avenue and OR 99E** is a newly identified street that was not in the TSP and is recommended as a collector and a truck route. Provide three-lane cross-section, to include two 12-foot travel lanes and a 14-foot center turn lane, bike lanes (50-foot paved width), and sidewalks (consistent with SE Hazeldell Way).
- **S Walnut Road between SE 1st Avenue and Sequoia Parkway** is recommended as a collector, modified from a local street in the TSP. It is also recommended as a truck route. Provide three-lane cross-section, to include two 12-foot travel lanes and a 6-foot striped median (30-foot paved width), sharrows for bike travel, and sidewalks (consistent with S Walnut Road south of the project site).
- **SE 1st Avenue between Hazel Dell Way and S Mulino Road** is recommended as a collector, modified from a local street in the TSP. A truck route is also recommended. Provide three-lane

Parkway		
SE 1st Avenue / S Walnut Road	Install a roundabout	\$1,800,000
Total Transportation Improvement Costs		\$17,100,000

S Walnut Road Extension

The proposed S Walnut Road extension would connect to OR 99E just south of mile point 19.61, at the Double Aught property. The following sections evaluate a signal warrant and spacing analysis for the proposed intersection with OR 99E.

Signal Warrant Analysis

The control at the OR 99E / S Walnut Road extension intersection was assumed to be a traffic signal in the future, consistent with the recommended control at the OR 99E / Otto Road extension intersection in the TSP (TSP Project L2). A signal warrant analysis was performed for this intersection to determine if side-street volumes are high enough to justify (i.e. warrant) the construction of a traffic signal. Hourly volumes were estimated using the automatic traffic recorder (ATR) data for station #36-004 in Newberg, Oregon. The station's hourly ratios were assumed to be similar to the hourly ratios on OR 99E in Canby, Oregon using the ODOT ATR Characteristic Table.

Using the hourly volume data from station #36-004 and future 2035 peak hour volumes, the MUTCD⁴ Signal Warrant #1 (8-Hour Volume), Warrant #2 (4-Hour Volume) and Warrant #3 (Peak Hour) were assessed. Based on the analysis, the intersection would meet all three warrants by 2035.

Signal Spacing Analysis

According to Oregon Highway Plan (OHP) Policy 3A (Action 3A.3), the location and spacing of traffic signals on state highways should be managed "to ensure the safe and efficient movement of people and goods. Safe and efficient traffic signal timing depends on optimal intersection spacing. It is difficult to predetermine where such locations should exist, although half-mile intersection spacing for Statewide and Regional Highways is desirable."

The proposed traffic signal at the S Walnut Road extension intersection with OR 99E would be located approximately 2,900 feet (0.55 miles) from the existing traffic signal at Sequoia Parkway and 1,700 feet

⁴ Manual on Uniform Traffic Control Devices 2003 Ed., Federal Highway Administration, November 2004.

- These recommended street functional classifications for the study area should update the classifications in the TSP:
 - Classify S Walnut Road between SE 1st Avenue and OR 99E as a collector
 - Classify S Walnut Road between SE 1st Avenue and Sequoia Parkway as a collector
 - Reclassify SE 1st Avenue between Hazel Dell Way and S Mulino Road as a collector
 - Reclassify Otto Road between OR 99E and the eastern terminus as a local street
- These recommended truck routes for the study area should update the designations in the TSP:
 - Classify S Walnut Road between SE 1st Avenue and OR 99E as a truck route
 - Reclassify S Walnut Road between SE 1st Avenue and Sequoia Parkway as a truck route
 - Reclassify SE 1st Avenue between Hazel Dell Way and S Mulino Road as a truck route
 - Remove truck route along Otto Road between OR 99E and the eastern terminus

Summary

The proposed S Walnut Road extension would connect to OR 99E just south of mile point 19.61, at the Double Aught property. This tax lot has three existing driveways with access reservations. These driveways are proposed to be closed to this property, with access to be taken off the proposed S Walnut Road extension signalized intersection to OR 99E.

Only the SE 1st Avenue / S Walnut Road intersection is expected to exceed standard under the S Walnut Road extension scenario. With the recommended roundabout, the intersection will be expected to meet standard. The OR 99E / S Walnut Road extension, SE Hazel Dell Way / Sequoia Parkway and Bremer Road / S Haines Avenue / S Mulino Road intersections will be expected to meet standards with the assumed future baseline intersection improvements.

Sidewalks and bike lanes are recommended as part of the S Walnut Road extension. In addition, sidewalks and bike lanes are recommended along S Walnut Road between SE 1st Avenue and Sequoia Parkway and SE 1st Avenue between Hazel Dell Way and S Mulino Road.