



Staff Report

Meeting Date: June 20, 2023

From Kelly O'Neill Jr., Development Services Director
23-011 CPA - Transportation System Plan (TSP) City Council

SUBJECT: Adoption

PURPOSE / OBJECTIVE:

This hearing is intended for the City Council to consider approving adoption of the Transportation System Plan (TSP). The hearing will include a review the draft TSP with the consultant team and opportunities for comments and questions from the City Council and the public.

BACKGROUND / CONTEXT:

The City of Sandy has been undergoing a planning process to comprehensively update the TSP. Project objectives included determining which projects, policies, and programs are important to protecting and enhancing the quality of life in Sandy and how to fund prioritized projects over the next 20 years. The current TSP was adopted in 2011. The proposed 2023 TSP will replace the 2011 TSP and once adopted will become the transportation element of the City's Comprehensive Plan. The TSP embodies the community's vision for an efficient, safe, and diverse transportation system. The TSP balances the needs of walking, bicycling, driving, transit, and freight by including strategies and projects that are important for protecting and enhancing the quality of life in Sandy through the next 20 years. The TSP is a collection of current inventory, future forecasts, past and current project ideas, decisions, and standards housed in a single document.

By setting priorities for available and anticipated funds in the 20- year planning period, the TSP provides a foundation for budgeting, grant writing, and requiring public improvements with private development. It also identifies and advocates for the projects and services that the City would like to implement but cannot reasonably expect to fund during the next 20 years.

This plan is intended to serve areas within the Sandy urban growth boundary. Areas outside of the urban growth boundary are served by the Clackamas County TSP.

The TSP was led by a project team that included City staff members and the consultant team. The project team worked closely with a Community Advisory Committee (CAC) comprised of local partners to develop and review interim work products and address major issues collaboratively. Two online and one in-person public open house events were conducted during the development of the TSP to solicit additional community feedback.

The draft TSP has been discussed with Planning Commission and City Council at three separate work sessions. A Planning Commission hearing was held to consider adoption of the TSP as well. Each work session and the Planning Commission hearing is summarized below.

The first City Council and Planning Commission work session was held in December 2021. This work session included information on the Sandy Bypass Feasibility Study and early TSP findings.

Staff Report: [December 2021 staff report](#)

Video: [December 2021 meeting video](#)

The second City Council and Planning Commission work session was held in November 2022. This work session presented the draft TSP project list and priorities for future funding.

Staff Report: [November 2022 staff report](#)

Video: [November 2022 meeting video](#)

The third City Council and Planning Commission work session was held in April 2023. This work session presented updates and additions to the financially constrained project list, updates to typical street cross sections, and proposed amendments to the Sandy Municipal Code.

Staff Report: [April 2023 staff report](#)

Video: [April 2023 meeting video](#)

The Planning Commission hearing was held in May 2023. The hearing included a review of the draft TSP and time for staff and the consultants to discuss any questions or comments from the Planning Commission and the public. The Planning Commission recommended that City Council approve adoption of the draft TSP with some edits, which are discussed in this staff report.

Staff Report: [May 2023 Planning Commission hearing staff report](#)

Video: [May 2023 Planning Commission hearing video](#)

KEY CONSIDERATIONS / ANALYSIS:

Package 1 TSP Projects

The TSP process identified over 133 projects, totaling an estimated \$710 million. Most of the identified projects are unlikely to secure funding in the TSP planning horizon (before 2040). Therefore, the TSP organizes projects into two “packages” based on priority and available funding. Package 1 projects are financially constrained, meaning the estimated total of \$10.2 million among these projects can likely be funded by the City by 2040. Package 2 projects are considered “aspirational” and are less likely to secure funding by 2040. There is a total of 29 Package 1 projects. The following table lists all 29 Package 1 projects, including motor vehicle/roadway projects, pedestrian projects, and safety projects. See Draft TSP Chapter 3 – Improvements – for more

information on proposed TSP projects, including prioritization methods, improvement/project types, and a complete list of all 133 projects.

Project ID	Project Name	Description	Cost	Lead Agency
D3	US 26 & 362nd Drive Intersection Improvement	Reduce congestion for the westbound left turn and accommodate the 362nd Drive Extension 1. Project may minor widening to accommodate a northbound through lane, construction of a three-lane southbound approach with a right turn lane, through lane, and left turn lane, and an eastbound left turn lane.	Funded	ODOT
D6	OR 211 & Proctor Boulevard Intersection Improvement	Reduce northbound congestion. Project may include restriping northbound approach to include an exclusive left turn lane and through/right lane.	\$15,000	ODOT
D9	Highway 211 & Dubarko Road Multimodal Improvement	Reduce intersection congestion and improve safety. Project	\$500,000	City

Project ID	Project Name	Description	Cost	Lead Agency
		includes multimodal improvements such as improved pedestrian crossings. Coordinate with C2, C23, D20, D27		
D14A	Bell Street Extension 1A	Extend Bell Street to 362nd Drive Extension 1 at Minor Arterial standards.	Funded	City
D15A	362nd Drive Extension 1A	Extend 362nd Drive to Bell Street Extension 1 at Minor Arterial standards.	Funded	City
D20	Dubarko Road Extension	Extend Dubarko Road to US 26/Vista Loop Road (west) at Minor Arterial standards, coordinate with D9, C2, C17, and D27.	\$3,900,000	City
D21B	Gunderson Road Extension	Extend Gunderson Road from existing terminus near OR 211 to 362nd Drive at Collector standards.	\$13,750,000	City
D21D	Cascadia Village Extension 2	Extend Cascadia Village Drive from Village	\$2,175,000	City

Project ID	Project Name	Description	Cost	Lead Agency
		Boulevard to Pine Street at Collector standards.		
D21F	Village Boulevard Extension 1	Connect Village Boulevard at Collector standards between Cascadia Village Drive and Juniper Street.	\$875,000	City
D24	Highway 211 & Gunderson Road Intersection Improvement	Intersection improvement project includes a northbound left turn lane from Highway 211 to Gunderson Road.	\$1,000,000	City
D27	Highway 211 & Dubarko Road Intersection Control Evaluation	Study intersection control and other options to improve safety and capacity. Coordinate with D9, D20, and C2.	\$50,000	City
D31	Sandy Bypass Planning	Planning to support the proposed US 26 Sandy Bypass.	\$1,000,000	City
P1	362nd Drive – West sidewalk of Chinook Street to Industrial Way	Infill sidewalk gaps.	\$1,000,000	City
P3	Bluff Rd - West sidewalk gap	Infill sidewalk gaps.	\$875,000	City

Project ID	Project Name	Description	Cost	Lead Agency
	infill from Bell Street to 15931 SE Bluff Road			
C5	CRMS - Bluff Road at Marcy	Install Rectangular Rapid Flashing Beacon (RRFB) with School Crossing Assembly (S1-1 and W16-7P), and high visibility crosswalks across the north and east sides of the intersection.	\$125,000	City
C6	CRMS - Bluff Road at Hood	Install a curb extension including perpendicular curb ramps and tactile domes at northeast corner of Hood St. Install a curb extension to provide clearance from existing pole, including perpendicular curb ramps and tactile domes, at southeast corner. Mark crosswalk and stop bar across the east leg of intersection.	\$125,000	City

Project ID	Project Name	Description	Cost	Lead Agency
C7	CRMS - Bluff Road at US 26	<p>Increase pedestrian signal crossing time.</p> <p>Reconfigure crossing to provide perpendicular curb ramps with tactile domes and reduce curb radius at all corners. Add pedestrian-scale lighting. Reallocate existing roadway space to provide buffered bike lanes along Highway 26 and consider the use of green pavement markings near Bluff Rd. Consider installing vertical delineators with buffered bike lanes contingent on city maintenance agreement or construct a fully grade-separated bicycle facility.</p>	\$125,000	ODOT
C8	CRMS - Hood Street at Beers	At Beers Ave, repaint stop	\$25,000	City

Project ID	Project Name	Description	Cost	Lead Agency
		bars on west and east sides of intersection. Consider installation of a 4 way stop at Beers Ave.		
C9	CRMS - Hood Street at Scales	Install perpendicular curb ramps with tactile domes at northwest and southwest corners of the intersection of Hood St and Scales Ave. Install tactile domes at the northeast and southeast corners. Repaint stop bars.	\$25,000	City
C10	CRMS - Hood Street at Bruns	Install tactile dome at southwest corner of Bruns Ave and Hood St.	\$25,000	City
C11	SGS - Hood/Strauss	Relocate southbound school advance crossing assembly (S1-1 & W16-9P) and school speed limit assembly (S4-3P & R2-1) along Strauss Ave to approximately	\$350,000	City

Project ID	Project Name	Description	Cost	Lead Agency
		<p>100 ft and 175 ft north of intersection, respectively. Repair approximately 150 LF of degraded sidewalk along the east side of Strauss Ave at the intersection with Hood St and widen sidewalk at encroaching utility pole. Install a curb ramp on the east side of the south leg of the intersection of Strauss Ave at Hood St. Add tactile domes and a stop bar associated with the crosswalk across the west leg of the intersection.</p>		
C12	SGS - Pleasant/Strauss	<p>Mark stop bars in advance of crosswalks. Consider revising the intersection of Pleasant St and Strauss Ave to be a four-way stop (currently STOP control north- and</p>	\$25,000	City

Project ID	Project Name	Description	Cost	Lead Agency
		southbound only).		
C13	SGS - Pleasant/Alt	Mark stop bars in advance of crosswalks. Replace existing diagonal curb ramps at all four corners with perpendicular curb ramps with tactile domes. Construct a raised intersection at Pleasant St at Alt Ave.	\$350,000	City
C14	SGS – Smith/Pleasant	Mark stop bars in advance of crosswalks. Relocate southbound school advance crossing assembly (S1-1 & W16-9P) and school speed limit assembly (S4-3P & R2-1) along Smith Ave to approximately 100 ft and 175 ft north of intersection, respectively.	\$25,000	City
C15	SGS – Alt/US 26	Increase pedestrian signal crossing time. Upgrade	\$125,000	ODOT

Project ID	Project Name	Description	Cost	Lead Agency
		pedestrian pushbuttons to meet current standards with audible indications. Consolidate the two existing crosswalks across Highway 26 at Alt Ave with one high visibility continental crosswalk on the east side of the intersection including advance stop bar, bulb outs, curb ramps, and pedestrian scale lighting.		
C23	Hwy 211 Pedestrian Improvements	ADA Improvements along Highway 211.	Funded	City
S1	US 26 Adaptive Signal System	Install an adaptive signal control system on US 26 between Orient Drive and Bluff Road.	\$200,000	ODOT
S2	US 26 at Ten Eyck Road Study	Study improvements to business access at Ten Eyck Road and US 26.	\$50,000	ODOT
S3	US 26 Speed Zone Study	Study speeds east of Ten Eyck	\$75,000	ODOT

Project ID	Project Name	Description	Cost	Lead Agency
		Road/Wolf Drive along US 26. Coordinate with C17 and D20 to consider the impact of the Dubarko extension (D20) and if an intersection control modification is necessary.		

TSP Edits

Clackamas County and the Planning Commission each provided a brief list of edits to incorporate into the final adoption draft of the TSP. The edits have been added to the current draft of the TSP. The edits from the County and Planning Commission are summarized below.

Clackamas County edits:

- Add text on page 22 – Note that as the City of Sandy grows, it is anticipated that the City and County will coordinate regarding jurisdictional transfer of roadways as appropriate.
- Add text on page 22 – Acknowledge Figure 8 Motor Vehicle Projects includes future projects located outside the current city limits and UGB and clarify that these projects would only occur with a UGB expansion and city annexation.
- Add text on page 14 - Acknowledge the partnership with Mt Hood Express, providing an important connection to Timberline Lodge.
- Add text on page 65 to recreation congestion discussion - Mention the work of Vision Around the Mountain to coordinate transit investments in the corridor.

Planning Commission edits:

- Make sure Cedar Ridge Middle School (CRMS) and Sandy Grade School (SGS) are defined.
- Ensure other acronyms are defined.
- Add local street connectivity map.
- Update maps to have consistent legend for the UGB and city limits.

Next Steps

This is the second adoption hearing being held for the draft TSP. The TSP related Code amendments will be combined with the Clear and Objective Code Audit project that is

already in process and presented as a package later in 2023. The adoption of these code amendments will be completed separately from the TSP adoption.

In coordination with the TSP update project, DKS Associates is also working with the FCS Group to update the Sandy Transportation System Development Charges (SDCs) in anticipation of needed fee increases. The updates to the SDCs are already ongoing and it is anticipated proposed changes will be brought forward for City Council review sometime in 2023.

RECOMMENDATION:

The Planning Commission and City staff recommend that City Council approve adoption of the 2023 Sandy Transportation System Plan.

BUDGETARY IMPACT:

None at this time.

LIST OF ATTACHMENTS/EXHIBITS:

- Ordinance No. 2023-24
 - Exhibit A. Transportation System Plan (TSP)
 - Exhibit B. Transportation System Plan Appendix
 - Exhibit C. Findings for Ordinance No. 2023-24
- ODOT Comment Letter