



CITY OF REDMOND
Community Development Department

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South US 97 Corridor Plan Implementation
Project Advisory Committee (PAC) – Meeting #3
Thursday, June 20, 2013
Redmond City Hall Conference Room A – 6:00PM-8:00PM
716 SW Evergreen Ave, Redmond, OR

-AGENDA-

1. Welcome
2. Recap on May PAC Meeting
3. Discussion of Access Management Plan/Design Charette Idea
4. Discussion on Funding Options (Time Pending)
5. Next Steps/Next Meeting
6. Adjourn



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DATE: June 20, 2013
TO: South US 97 Corridor Plan Project Advisory Committee (PAC) Members
THROUGH: Heather Richards, Community Development Director
James J. Lewis, Planning Manager
FROM: Scott Woodford, Associate Planner
SUBJECT: Access Management

Report in Brief:

The report analyzes unresolved access management issues associated with the South US 97 Corridor Plan and provides recommendations for potential solutions that the PAC will review at the June 20th meeting. Specifically, the point of this report is to:

1. Review what Corridor Plan says about access management
 - a. Objectives
 - b. Tools
 - c. Recommendations
2. Discuss potential triggers for compliance with access management
3. Discuss ideas for planning future access

Background:

At the last PAC Meeting on May 16, 2013, there was significant discussion about the access management triggers in the South US 97 Corridor Plan. The question raised by staff was at what point are mitigation measures applied, such as requirements that access be shared with a neighbor, multiple accesses consolidated and/or when turning restrictions are necessary? Does that occur with a smaller or larger redevelopment or expansion or just with new development? What does the access management actually look like in real life?

While there were concerns raised by business and property owners about the possibility of access restrictions and the impact on business and other ideas were raised, such as lowering the speed limit to improve safety, there was no consensus reached. There was general agreement, though, that if there is no planning done for future access onto US 97, the access restrictions imposed on the businesses may not be acceptable to anyone, so it is in the best interest of all parties involved (the business, the City, and ODOT) to resolve these issues now.

Discussion:

Chapter 6 of the South US 97 Corridor Plan is the Access Management Plan. The Chapter begins with an overview of the benefit of access management to US 97 users. The Access Management Plan is designed to be used as a guide on access decisions during future development plans and street improvement projects. The following is a summary of the Access Management Plan:

Attachments:

Attachment A – Quick Response Team Information

Purpose of the Access Management Plan:

The purpose of the Access Management Plan is “to provide a long-range, comprehensive and coordinated strategy for accommodating access as property develops or as public improvement projects are constructed. It is anticipated that most improvements will occur incrementally over time. The goal of the plan is to provide clear direction and ensure progress is made toward improving the management of access in the corridor, while allowing sufficient flexibility to accommodate future development plans. Successful implementation will require continued collaboration between neighboring property owners, the City of Redmond, and ODOT staff.”

Access Management Plan Objectives:

The Access Management Plan includes access objectives that provided the basis for decision-making during the development of the Access Management Plan. The following are the objectives for different sections of the study area:

Non-Expressway Segment: Veterans Way to Yew Avenue

1. Create shared access points to reduce the overall number of accesses along the corridor.
2. Provide inter-parcel circulation through cross-over easements, frontage or backage roads, shared parking lots, or connecting driveways, where feasible.
3. Seek opportunities to position approaches on opposite sides of roadways to avoid turning conflicts.
4. Utilize easements, frontage/backage roads, and other City streets to allow for secondary access to facilitate large truck and emergency service vehicle circulation.
5. Prohibit or restrict movements to accesses adjacent to turning pockets at signalized intersections.
6. Recognizing that US 97 is designated as a State Freight Route and Federal Truck Route, highway modifications shall not reduce the through capacity of the highway.
7. Ensure that all properties are provided reasonable access to the public street network.
8. Per Policy 3B.3 of the *1999 Oregon Highway Plan* (as amended), consideration shall be given to installation of non-traversable medians.
9. Meet, or move in the direction of meeting, ODOT’s adopted access management spacing standards for Statewide Highways, as documented in the *1999 Oregon Highway Plan* (as amended). Applicable spacing standards for each US 97 access management zone within the non-expressway segments are shown in Table 6-2.

Expressway Segment: Yew Avenue to the South Redmond UGB

1. Provide frontage/backage roads for access to US 97 adjacent properties.
2. Install non-traversable median.
3. The long-range plan is to have no direct access to US 97 from abutting properties.
4. Meet, or move in the direction of meeting, ODOT’s adopted access management spacing standards for Statewide Highways, as documented in the *1999 Oregon Highway Plan* (as amended). Applicable spacing standards for the expressway segment are shown in Table 6-3.

Access Management Plan Tools:

To address the access management objectives, a menu of tools are provided as possible mitigation options, although not all applications will be appropriate for various portions of the corridor. The appropriate combination will be determined during the development review. They include:

1. Frontage/Backage Roads – This is a road that runs parallel to the major roadway that provides direct property access from a lower-speed, lower volume facility, allowing the major roadway to function more efficiently with fewer disruptions. Because of the constraints in the area, including the canal and the railroad, provision of frontage/backage roads may be difficult in some areas.

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2. Shared/Consolidated Access Points – Shared access is a means of consolidating approaches while providing direct access to properties that might not otherwise have it because they are landlocked. Allowing legal access across another property requires a cross access easement, which involves cooperation among neighbors.

Consolidated access is used to eliminate multiple approaches to a single property where it is determined that the property can be adequately served with fewer approaches than it currently uses. This reduces the number of curb cuts to the highway, thus improving the safety by eliminating an additional conflict point.

3. Inter-parcel Circulation – This is where access is provided to allow vehicles to pass between adjacent properties without using the highway. Similar to shared access, a cross access easement agreement between property owners is necessary to establish the legal right to cross another property. Because this arrangement can effect site circulation the required for inter-parcel circulation is best applied during design review for new developments.
4. Turning Restrictions – The number of conflict points on a highway can be reduced by restricting turn movements, such as allowing only right-in and right-out movements, or prohibiting left-out movements only.
5. Public Street Connectivity – Where feasible, direct access to a property should be taken from a lower order (less busy) street, which lessens the number of potential conflict points on the highway and moves them to a lower speed, lower volume roadway where they can be more easily accommodated. The use of this mechanism requires access to a lower order, east-west cross street, of which this portion of US 97 does not have many. The extension of Quartz Avenue across the canal and US 97 will help provide additional public street connectivity.

Access Management Plan Recommendations:

A key goal of the Plan is to reduce the number of direct access points to US 97, while maintaining the accessibility of abutting businesses. Accomplishing this will require a combination of improvements to the public street infrastructure (i.e. extension of Quartz Avenue, 17th Place, etc.) as well as cooperation and collaboration among neighboring property owners in the corridor to establish effective access ways between businesses (i.e. agreements between owners for shared driveways or set aside corridors for inter-parcel circulation).

To help with the collaborate access planning, the Corridor Plan identifies multiple “access blocks” in Figures 6-4 through 6-8 in the Corridor Plan where general recommendations are provided for how the goals of the Corridor Plan can be achieved. The access block approach is intended to provide enough certainty and structure to guide future development and ensure progress is made towards the ultimate goal, but allow for enough flexibility to accommodate a wide variety of future development plans and site designs. Insurance of consistency with the access blocks would occur during development review or public infrastructure planning.

Triggers for Compliance with the Access Framework Plan:

According to the Corridor Plan, all development proposals within the overlay district (i.e., the area that encompasses the affected parcels along US 97) would need to demonstrate compliance with the circulation and planned located street network shown in the Access Framework Maps. For redevelopment or expansion proposals, a threshold would need to be established for when the Access Framework Maps would need to be implemented (for example, when proposed building improvements exceed a certain percentage of the assessed value or an increase of a certain number of vehicle trips to the property).

Attachments:

Attachment A – Quick Response Team Information

The recommended code language for trigger threshold in the Corridor Plan is:

4. *Applicability. All development proposals within the Corridor Overlay District that are subject to Article IV Site and Design Review shall be subject to the requirements of Section 8.0180. In addition, proposals that meet one or more of the following criteria shall also be subject to the requirements of Section 8.0180:*
 - A. *Redevelopment proposals where the cost of proposed building improvements are greater than or equal to [75% of the Deschutes County Assessor's estimate of Market Value] of the existing site improvements.*
 - B. *Development or redevelopment proposals where proposed building improvements are expected to generate up to or greater than [50 PM peak hour trips].*
 - C. *Proposals for a Zoning Permit where a change in use is proposed that will generate up to or greater than [50 PM peak hour trips].*

If a project met the applicability section above, the following are the proposed code language for what they would be required to do:

5. *Access Management and Vehicle Circulation. In addition to the standards and requirements of the Access Management sections of this ordinance (Section 8.2465), parcels wholly or partially within the Corridor Overlay District are governed by the Access Management Framework maps in the Redmond South US 97 Corridor Plan. The following applies to land use and development applications for parcels within the Corridor Overlay District that are subject to the requirement of Article IV Site and Design Review or Change in Use permits pursuant to Section 8.0030. Where the recommendations of the Access Management Framework conflict with other access and spacing requirements in Section 8.2465 of the Development Code, the Access Management Framework shall govern.*
 - A. *Access Approval. Prior to approving access for tax lots that are identified in the Access Management Framework (see Figures X, X, X), the City shall require that:*
 1. *The applicant demonstrate how cross access can be accomplished for sites contiguous to the subject property or properties, consistent with the circulation and planned local street network shown in the Access Management Framework.*
 2. *If access across an adjacent parcel or parcels is necessary for the development of the subject site, as indicated by the Access Management Framework or because a planned street has not yet been constructed, a signed cross access agreement is submitted with the application granting this access.*
 3. *For applications reviewed as part of a subdivision approval process, necessary cross access easements are shown and recorded on the final plat. Access widths shall consistent with [City Public Works or Access Management Framework] standards.*
 4. *For applications that propose an alternate location for accessways across properties other than what is shown in the Access Management Framework, applicants must demonstrate that the proposed location does not inhibit safe, efficient, and logical circulation through neighboring parcels and, if applicable, that it is consistent with previously permitted and platted accessways in the vicinity of the site.*

B. Public Streets.

1. *Right-of-Way Dedication & Public Improvements. Adequate right-of-way dedication and improvements to streets, sidewalks, bikeways and other public ways shall be provided by*

Attachments:

Attachment A – Quick Response Team Information

the Owner that conform to City of Redmond adopted [Transportation Plan/Redmond South US 97 Corridor Plan], Transportation Impact Analysis & Access Management Standards, Public Works Standards & Specification and the local service street policies, including the grid policy. In lieu of actual construction of improvements, the City may choose to accept financial payment, contribution, other approved security or agreement for the purpose of providing the needed improvements. The City may require that no building permit be issued until public improvements are completed; this shall be clearly identified (if applicable) within the Site Improvement Agreement.

C. *Private Streets. Pursuant to this Section, property owners shall:*

- 1. Record a private roadway with the deed allowing cross-access to and from other properties served by the joint-use driveways and cross-access or service drive;*
- 2. Record a joint maintenance agreement with the deed defining maintenance responsibilities of property owners.*

When a property does develop, there a few ways the access management could be implemented:

1. If a property has direct access to a lower order street, such as Veterans, Odem Medo or the future extension of Quartz Avenue, then they will be required to take access from that lower order street and may be required to either close off the US 97 access or restrict it to right-in/right-out.
2. If a property does not have direct access to a lower order street, because it is landlocked, then they may be required to consolidate accesses or share an access with a neighboring property or, if the neighbor is not willing, demonstrate how cross-access across a neighboring property to a lower order street could be accomplished consistent with the circulation and planned local street network shown in the Access Management Framework, and submit a signed cross access easement agreement across the subject property. Then, when the neighboring property owners develop or redevelop, a similar agreement will be required until there is legal access in the form of a frontage or backage road that links a lower order street and the properties. At that point, direct access points to US 97 would be reduced or may be eliminated altogether.

Discussion Items:

The following are some discussion items for the next PAC meeting:

1. Triggers – The PAC needs to discuss the appropriate triggers for implementing the access framework plan when redevelopment is occurring (if the project is new development, then compliance with the access management plan is required).

Additions to an existing building of less than 25% of the total building square footage that are 1,000 square feet or less are exempt from Site Design Review and therefore would not be subject to the Corridor Overlay District requirements as long as 4 A., B. or C. above do not apply.

The 50 P.M. peak hour trip was discussed as a trigger for the Corridor Overlay District's access requirements because it is consistent with ODOT's Division 51 threshold where a change of use also requires an approach permit. This threshold is quite high, especially for reviewing access options from an adjacent local street or granting cross access to an adjacent property.

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City Staff expressed concerns regarding the determination and evaluation of building improvement assessed values, but this tool is commonly used in jurisdictions to discontinue non-conforming uses.

2. Demonstration project – The Access Framework Maps starting on page 6-9 of the Corridor Plan provide general guidance and recommendations for implementing the goals of the Plan, but are not specific in terms of exactly where inter-parcel circulation could or should go. Because there has been no clear picture of what a future access might look like in the corridor, it has been difficult for people to envision.

An idea that the TAC group came up with at the last meeting was to do several demonstration projects that show conceptually how access could fit into existing or future development. To facilitate this process, a Transportation and Growth Management Quick Response Team could be used, which would consist of a team of engineering consultants and facilitators to facilitate a design charrette at the July PAC meeting (more info about the Quick Response Team can be found in Attachment A). The result could be a design solution for individual blocks of properties that meets the needs of the businesses, the City and ODOT and could form the basis with which to go forward with future development. More about this concept will be presented at the meeting.

Submitted by: Scott Woodford, Associate Planner

Attachments:

Attachment A – Quick Response Team Information

Transportation and Growth Management

Department

Quick Response

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QUICK RESPONSE

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With a view to helping communities create compact, pedestrian-friendly, and livable neighborhoods and activity centers, TGM's Quick Response program assists local governments with an immediate need for design assistance with an imminent development.

TGM Grants

Publications

Typical Projects

Bicycle Policy & Research

Local governments often seek the assistance of the Quick Response program in response to a development application that, though it may meet the letter of the law, does not address the community's vision for efficient transportation and quality development. Alternatively, a developer may propose an intense development that meets the community's overall goal of using land efficiently, but is opposed by neighboring residents or property owners. In either case, the Quick Response project would not focus exclusively on the parcel proposed for development, but would also include planning for coordinated future development of adjoining parcels.

Climate Change, Transport & Land Use

Issues

Modeling/Mobility Standards

School siting is another issue that can be addressed through Quick Response, especially when a school district is evaluating the relative merits of renovating an existing centrally located school versus constructing a new facility on a more distant site.

Pedestrian & Walkability Issues

Projects that do not involve immediate development prospects – i.e., projects that are more general, proactive or speculative – may be candidates for TGM's larger grants program (see <http://www.oregon.gov/LCD/TGM/grants.shtml>), but would not qualify as Quick Response projects.

Policies & Plans

Design

Power Point Talks

An underlying premise of TGM's Quick Response program is that design matters, and that putting time and effort into improving a project's design will result in a plan that can meet the objectives of the community, the developer, and the TGM program. TGM seeks to ensure that both transportation and land use decisions are made in a comprehensive process that addresses their complex interrelationship. Specific program objectives include mixed uses, efficient use of land, vibrant downtowns, support for all modes of travel (with special attention to encourage walking, bicycling and transit) and better connectivity within local street networks.

Research & Reports

Safe Routes to School

Statistics

Street Planning

Application and Selection

Transit

Local jurisdictions can apply for a Quick Response project with a letter describing the project and requesting assistance. There is no specific application form and no application deadline. The local jurisdiction is not required to provide a cash match, but each project does require significant involvement of local staff and support including public notice and meeting logistics. Projects are selected based on the immediacy of the pending development and the opportunity to advance TGM objectives.

Walkable Schools

Consultants

Useful Web Sites

Assistance is provided by a team of consultants selected by TGM based on the skills and experience appropriate to the specific project.

Typical Process

Reconnaissance: The primary activity is looking and listening. The consultants are listening to what residents, owners, and local officials have to say about the site, including opportunities and potential constraints. The consultants would visit the site and surrounding area to see the situation for themselves.

Alternatives: There is always more than one way to design a development, and every Quick Response project includes multiple concepts that are used to explore the possibilities. Public input on the alternatives is crucial to moving into the final stage.

Refinement: The consultant will take the best alternative, or elements of several alternatives, and prepare an overall plan for the site. Plans are general, or "concept-level," and will not address every detail of the development. The developer and local jurisdiction will need to take the plan and run with it to completion.

Although this is the typical process, every project is different reflecting the specific issues and characteristics of the community. A project may be initiated in a little as two months, although complicated situations may require a longer lead time. Once started, a typical planning project would last three to six months.

Quick Response Reports on Completed Projects

- [Newport-South Beach Peninsula](#)

Contact

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MEMO

TO: South US 97 Corridor Project Advisory Group
FROM: Mike Caccavano, City Engineer
DATE: May 16, 2013
SUBJECT: Potential Funding Mechanisms for Improvement Projects

The June, 2010 Redmond South US 97 Corridor Plan included cost estimates for a number of potential corridor improvements. As summarized in Appendix E, these improvements include:

Frontage Improvements	\$10,486,000			
Multi-Use Trail	\$4,721,400			
Access Management Plan-Frontage Roads				
No Sidewalk on Frontage Roads		\$12,677,800		
One Sidewalk on Frontage Roads			\$18,839,800	
Two Sidewalks on Frontage Roads				\$25,001,800
TOTAL		\$27,885,200	\$34,047,200	\$40,209,200

The total cost estimates range from \$28 to 40 million based on the inclusion of sidewalks on the frontage roads. There are a number of options for funding these improvements including:

- **Developer/Property Owner Funded:** Improvements are constructed along the property frontage and through the property (frontage or backage roads) by the property owner or developer as the property develops or redevelops. Improvements are constructed piecemeal and there are likely to be sidewalk and connecting road gaps. Full improvements over the length of the corridor are reliant upon property development/redevelopment and could take significant time.
- **Reimbursement District:** Improvements can be constructed over a section or the full length of the corridor. Full funding for construction is required, either by a public agency or developer. A reimbursement district is then set up and approved by the City Council. When properties that receive a benefit from the improvements develop or redevelop, property owners are required to reimburse the entity that constructed the improvements. Full improvements are funded up front and constructed in a timely manner.

- **Local Improvement District:** Similar to a reimbursement district in that the City pays for the improvements up front and is then paid back by property owners that benefit from the improvements. The construction cost is typically bonded, but financing has become more difficult to obtain and significantly more expensive. Bonding cost can exceed \$100,000. Property owners are required to make regular payments. The City has experienced high default rates with recent LID's. City Council support may be difficult to obtain. Full improvements are funded up front and constructed in a timely manner.
- **Urban Renewal Tax Increment Financing:** The City of Redmond has the ability to form an Urban Renewal District to capture tax increment financing to fund improvement projects that reverse blighted conditions, stimulate private investment and create jobs. In order to do so, the City of Redmond needs to conduct a blight analysis of the area and develop a plan for reversing that blight. After development of the Plan, the City will need to obtain 75% of the overlapping taxing districts' concurrence and support of the Plan. After the Plan is adopted an Urban Renewal District is formed and the frozen assessed base value is established. After that any incremental tax revenue generated above the frozen base is directed to the Urban Renewal Agency for expenditure on projects identified in the approved Plan. Timeframe for construction of projects is dependent upon generating enough tax increment to finance debt, which sometimes occurs very quickly if there is private investment at the beginning of the Plan or could take a significant amount of time.
- **System Development Charges:** Only projects that are included in the City's Capital Improvement Project (CIP) list can be paid for with system development charges (SDCs). South Highway 97 is not currently included in the CIP. It is possible to add a project, but it will impact SDC rates for the City. A significant revision to the CIP requires a public process and City Council approval.
- **Grant Funding:** These projects would likely fit well into ODOT's Enhance It funding program which is a combination of many sources of state and federal funding for motor vehicle, bicycle and pedestrian improvements. Area Commissions on Transportation recently selected projects to recommend to the Oregon Transportation Commission for funding in the 2016 to 2018 Statewide Transportation Improvement Program (STIP). ODOT updates the STIP every two years.

We are not limited to one type of funding and these options may be combined as necessary.