

# Goal 12 Transportation

## GOALS AND POLICIES

### GOAL 1: MAJOR STREETS SYSTEM

Lake Oswego shall develop a major street system consisting of major and minor arterials and major collectors, which will have minimal impact on the City's air quality, address the mobility needs of residents for all modes of travel and promote energy conservation (See Figures 16 & 17).

### POLICIES

1. The arterial and major collector street network shall be designed and maintained to service level "E" during peak hours. The design of the roadway system shall also take into consideration:
  - a. Balancing roadway size and scale with the need to provide efficient and safe transportation for all modes of travel, including bike, pedestrian and transit,
  - b. Giving preference to transportation projects that increase the efficiency, safety, design capacity or level of service of a transportation facility, without increasing corridor width; and
  - c. Preserving community aesthetics by considering existing topography and vegetation.
2. Direct access onto major streets shall be controlled and consolidated over time through the development review process and the implementation of major street projects. In particular, access to state highways shall be reviewed subject to the regulations of the Oregon Department of Transportation and the City of Lake Oswego. Where regulations conflict, the more restrictive requirements shall apply.
3. The major streets system shall consist of freeways, major and minor arterials and major collectors as described in Figures 16 & 17. The maximum number of lanes for major streets within the Lake Oswego Urban Services Boundary shall be as follows:
  - a. Freeways — four to eight lanes.
  - b. Major arterials — three to five lanes.
  - c. Minor arterials — two to four lanes.
  - d. Major collectors — two lanes.
4. Where residential neighborhoods are bisected by existing major streets, the impacts of traffic, noise, safety, aesthetics and air quality shall be minimized by the following actions:
  - a. Where feasible, traffic generated by new development, shall be routed to other available major streets that are not within or adjacent to residential uses.
  - b. Ensure that traffic generated by new land uses does not exceed the design capacity of the street system, or adversely affect adjoining neighborhoods.
  - c. Provision of safe and efficient bicycle and pedestrian improvements to connect residential areas to other areas of the community.

- d. Measures to physically re-orient residential areas away from major streets. This may include installation of major landscape elements such as landscaped buffers and tree plantings, and the development of neighborhood activity centers such as public open spaces, parks and community centers.
  - e. New commercial uses and neighborhood activity centers such as parks, schools and community centers shall provide direct, convenient access to and from adjacent residential areas to facilitate walking, bicycling and short auto trips. Measures shall be implemented to ensure that such routes do not attract or serve traffic from outside the neighborhood.
5. The City shall require the mitigation of negative impacts upon pedestrian and bicycle mobility, noise levels, safety, aesthetics and air quality when new residential development is located adjacent to major streets.
  6. The City shall consider the movement of freight within the City when:
    - a. Conducting multi-modal transportation studies,
    - b. Developing truck routing plans, and;
    - c. Developing freight loading and parking strategies.
  7. Streets designated as Regional Streets on the Regional Transportation Plan, shall be designed with consideration of the following when reconstruction or retrofitting occurs:
    - a. Promoting community livability by balancing all modes of transportation,
    - b. Relating the street to the function and character of surrounding land uses;
    - c. Controlling access to improve safety, function and appearance of streets and adjacent land uses.

**GOAL 2: INTER-GOVERNMENTAL COORDINATION**

Lake Oswego’s transportation system shall be planned, developed and operated in a coordinated manner with other state, regional and local transportation providers.

**POLICIES**

1. Lake Oswego shall develop a Comprehensive Transportation System (TSP) in conjunction with Clackamas County and adjacent counties where appropriate, the State of Oregon, Tri-Met and Metro for the area within the City’s Urban Services Boundary. The Comprehensive Transportation System Plan shall:
  - a. Be consistent with land use designations identified within the Lake Oswego Comprehensive Plan.
  - b. Identify the location of arterial and collector streets, bicycle paths and pedestrian ways and public transit facilities.
  - c. Identify the major street construction projects required to accommodate anticipated development and to address public safety issues.

- d. Propose funding mechanisms and related policies necessary to implement identified projects.
  - e. Describe public transportation services and identify service inadequacies.
2. The City shall coordinate transportation and land use planning efforts with federal, state and regional agencies, local jurisdictions and Tri-Met to make sure that:
    - a. The requirements of the various transportation modes are coordinated, and that conflicts between land use, operational characteristics and safety issues are minimized.
    - b. Effective notification and coordination occurs between affected agencies regarding the transportation impacts of proposed development within or adjacent to the Urban Service Boundary.
    - c. An effective citizen involvement program is implemented, including public notice and hearings if the development of transportation projects involves land use decisions or adversely impacts the existing transportation system or surrounding neighborhoods.
  3. The City shall work with Metro, Tri-Met, ODOT and Clackamas County to develop interim benchmarks for measuring progress towards transportation goals and policies over the planning period.

**GOAL 3: NEIGHBORHOOD COLLECTORS AND LOCAL RESIDENTIAL STREETS**

Lake Oswego shall develop a system of neighborhood collectors and local residential streets which preserves the quiet, privacy and safety of neighborhood living and which has adequate, but not excessive capacity, necessary to accommodate planned land uses. (See Figures 16 and 17).

**POLICIES**

1. The primary function of local residential streets and neighborhood collectors is to serve the circulation and access needs of residents adjacent to and abutting these streets. Neighborhood collectors will serve to channel local traffic to the major streets system. Through traffic (auto trips which have neither trip end within the neighborhood association boundary) on these streets shall be discouraged.
2. The City shall, in conjunction with the neighborhood association, plan for, develop and maintain a local residential street system at a service level and scale which:
  - a. Recognizes the need for safety for all modes of travel,
  - b. Recognizes the multi-use functions of neighborhood streets for walking, bicycling and social interaction, and which preserves the privacy, quiet and safety of neighborhood living,
  - c. Provides for safe access to abutting land; and,
  - d. Allows adequate and safe circulation from residential properties to the major streets system and neighborhood activity centers.
3. The City shall designate as local residential streets all streets not identified as major streets or neighborhood collectors in the Lake Oswego Comprehensive Transportation System Plan.

4. The City shall utilize flexible design criteria and construction standards for local residential street and neighborhood collector improvement projects. Design criteria shall be consistent with the adopted neighborhood plan. In particular these standards shall promote:
  - a. Street development which is compatible with the physical and social characteristics of each neighborhood to promote neighborhood identity and beauty.
  - b. The minimum scale of improvements necessary to provide adequate, but not excessive capacity, required to safely handle automobile traffic generated by planned land uses.
  - c. Solutions to storm water problems and surface water management issues.
  - d. The safety and utility of pedestrians, bicyclists, transit users and motorists.
5. The City shall ensure that new development which will use new and existing neighborhood collectors and local residential streets is compatible with these street's function and character. Development approval of new land uses shall ensure that:
  - a. The quiet residential quality of neighborhood streets is fostered and maintained.
  - b. Street improvements required to serve new land uses are designed in accordance with the adopted neighborhood plan and to the minimum necessary scale.
6. The City and neighborhood associations shall jointly plan for the use of public rights-of-ways in residential neighborhoods. Uses within rights-of-way shall be supportive of the multi-use function of neighborhood streets and may include:
  - a. Pedestrian paths and bikeways.
  - b. Vehicular related uses as on-street parking, transit facilities and driveways.
  - c. Urban design, public utility, safety and beautification elements such as street trees, public seating, streetlights, wheelchair ramps and sidewalk extensions.
7. Develop a truck circulation ordinance to reduce congestion, conflicts with residential neighborhoods and to decrease noise and air pollution.
8. Manage traffic on Neighborhood Collectors and Local Streets according to the policies established in this chapter. Traffic calming measures should be used where feasible to encourage non-local traffic to use streets with higher functional classifications and should not significantly divert traffic to other nearby streets of the same or lower classification.
9. Ensure that connectivity of local streets is achieved in order to:
  - a. reduce excessive trip lengths;
  - b. efficiently and safely accommodate emergency fire and medical vehicles;
  - c. promote the use of alternative modes of travel;
  - d. ensure even dispersal of local traffic; and
  - e. provide local street circulation patterns that provide connections to and from activity centers such as schools, commercial areas, parks and employment centers.

**GOAL 4: LAND USE AND TRANSPORTATION RELATIONSHIPS**

Amendments to land use designations, densities, and design standards within the Lake Oswego Comprehensive Plan shall be reviewed to ensure that traffic generation does not exceed the present design capacity and function of the planned transportation system.

**POLICIES**

1. The City shall use the following criteria when reviewing proposals for new street development or for improvements to the existing system:
  - a. The service level and scale of new street improvements are appropriate to the land use or area to be served.
  - b. Surface water management considerations are adequately addressed.
  - c. The character of surrounding residential neighborhoods as defined by the adopted neighborhood plan is preserved. When improvements are made to major streets that are adjacent to, or bisect, residential areas, measures shall be taken to mitigate noise, aesthetic and safety impacts and discourage cut-through traffic on adjacent residential streets.
  - d. The project’s impacts upon the natural and human-made surroundings are clearly defined. This includes consideration of topography, hydrology, distinctive natural areas, vegetation, and surrounding land uses. The commitment to mitigate impacts shall occur in the project planning stages through the application of specific design techniques.
  
2. The costs of mitigation of the negative impacts (reduced safety and aesthetics, increased noise, reduced bicycle and pedestrian mobility), resulting from street improvements needed to serve a specific development, shall be paid for by the developer of the property. When street projects are needed to improve the capacity, operation and safety of the street system as a whole, the mitigation of negative impacts shall be paid for by the City and/or appropriate funding agencies.
  
3. The City shall provide for an ongoing transportation planning program to:
  - a. Monitor changes in the area’s transportation network, and ensure that traffic counts and other transportation planning information are kept current and usable for planning purposes.
  - b. Develop and maintain a transportation facility planning effort, which identifies and prioritizes projects for implementation.
  - c. Develop and implement measures to change travel behavior to improve performance of existing transportation facilities and reduce the need for additional road capacity.
  - d. Periodically review the City’s land use ordinances to encourage development that reduces dependence on single-occupancy private automobiles, while encouraging the use of mass transit, bicycles and pedestrian movement.
  
4. The City shall require that a proposed increase in land use intensity be accompanied by a detailed traffic analysis, using current information, which finds that existing streets and intersections both on and off site will accommodate the projected traffic increases, or; necessary improvements can be constructed which are in conformance with the Comprehensive Plan Transportation Map.

Mitigation of negative impacts (noise, aesthetics, safety, bicycle and pedestrian mobility) shall be paid for by the developer of the property.

5. A change in the functional classification of any road or street in the Urban Services Boundary or the development of any new arterial or collector, shall require an amendment to the Lake Oswego Comprehensive Transportation System Plan.
6. The City shall require dedication of right-of-way for transportation facilities as a condition of development approval where:
  - a. The abutting transportation facilities do not include sufficient right-of-way to comply with the Comprehensive Plan Transportation Policies, standards and street classification or with transportation facility design standards adopted by the City Council; and
  - b. The proposed development will result in increased use of or greater impact on the abutting transportation facilities.
7. Allow property owners to realize tax benefits when right-of-way, not required as a condition of development approval, is dedicated for roadways, pedestrian and bicycle paths.
8. Lake Oswego shall develop and maintain an up-to-date transportation system development charge which shall prevent existing residents from subsidizing the cost of any new development. Transportation SDC's shall be applied directly to projects which implement the Lake Oswego Transportation System Plan.
9. The City shall, for all development projects, evaluate the adequacy of all transportation modes, to, from, and within the development site.

The City shall ensure that:

  - a. The design and location of driveways provides for safe and efficient property access and does not interfere with the safe flow of traffic or degrade the design capacity and adjacent streets; and
  - b. Alternative transportation modes have been provided for, such as public transit, bicycling and walking.
10. The City shall require new development, through building and site design measures, to address the needs of the disabled and those who utilize alternative transportation modes such as van and car-pools, bicycles, public transit and walking.
11. The City's transportation planning efforts shall consider and promote energy conservation and enhancement of air quality.
12. The City shall oppose construction of a new Willamette River Bridge that allows automobile traffic within the Lake Oswego Urban Services Boundary because of negative impacts on:
  - a. Regional jobs-housing balance by providing a direct automobile commute option to the Washington County job market;

- b. The capacity and safety of the City’s road system including, State Street, “A” Avenue, Country Club Road, Boones Ferry Road and Kruse Way;
  - c. The destination status of the Lake Oswego Town Center and its future development potential by providing for regional travel through the community;
  - d. Air quality and the Willamette River and its Greenway, and;
  - e. The general character and livability of the City due to visual blight, increased noise, air pollution, decreased traffic safety and the potential for traffic dispersion onto local residential streets.
13. The City shall, in conjunction with the neighborhoods, promote the safe and convenient use of walking and bicycling as viable transportation alternatives by:
- a. Developing and implementing a local bicycle and pedestrian circulation plan as part of the Comprehensive Transportation System Plan.
  - b. Working with the neighborhood associations to ensure that pedestrian and bicycle ways are compatible with neighborhood character.
  - c. Developing a system of off-street recreational pathways which also provide alternative routes to major activity centers.
  - d. Coordinating with other jurisdictions to promote the development of regional and inter-city pathways.
  - e. Providing for an ongoing City-wide sidewalk and pathway construction and maintenance program.
14. Require building and parking placement for new development to be supportive of pedestrian, bicycle and transit users. Facilities supportive to these transportation modes shall also be required (e.g., bike racks, bus shelters, benches, etc.)

**GOAL 5: TRANSPORTATION DEMAND MANAGEMENT**

Lake Oswego shall develop strategies and implement programs that reduce the number of automobiles traveling in Lake Oswego, especially during peak morning and evening traffic hours.

**POLICIES**

- 1. Work with ODOT, Metro, Tri-Met and Clackamas County to develop travel demand management programs to maintain the total number of vehicle miles traveled per-capita in the City at current levels to the year 2005 and to reduce current vehicle miles traveled by 10% by the year 2015.
- 2. Support the Department of Environmental Quality (DEQ) Employee Commute Options (ECO) goals for trip reductions.
- 3. Increase the attractiveness of alternative transportation through mixed-use development in areas consistent with the Region 2040 Plan.
- 4. The City establishes the following alternative transportation targets\* for trips into, out of and within Lake Oswego's land use design type areas which it will strive to achieve by 2040. The City will analyze its progress toward these targets every five years.

| ALTERNATIVE TRANSPORTATION TARGETS BY DESIGN                                |  |  |
|---|--|--|
| Land Use Design Type Areas<br>(See Figures 26-29 of the Comprehensive Plan) | Current Estimate<br>of Alternative<br>Transportation Share | Alternative<br>Transportation<br>Targets |
| Lake Oswego Town Center   | 35%  | 55%                                      |
| Lake Grove Town Center  | 31%  | 31%                                      |
| Lake Oswego Main Streets  | 35%  | 44%                                      |
| Boones Ferry Main Street  | 31%  | 44%                                      |
| Kruse Way Employment Center   | 29%  | 45%                                      |
| Corridors:  |  |  |
| • State Street  | 35%  |  |
| • A Avenue  | 35%  | 44%                                      |
| • Boones Ferry  | 28%  |  |
| • Kruse Way   | 29%  |  |
| Inner Neighborhoods (all other areas)                                       | 35%  | 45%                                      |

- The City shall identify and support actions that will implement the adopted alternative transportation targets.

**GOAL 6: WALKING**

The City shall provide a continuous citywide network of safe and convenient walkways that promotes walking as a mode of travel for short trips.

**POLICIES**

- Integrate pedestrian access needs into planning, design, construction and maintenance of all transportation projects.
- Improve access to and use of the public transportation system through pedestrian improvements and changes in land use patterns.
- Connect local walkways to activity centers such as schools, employment areas, parks, commercial areas, and transit centers and corridors.
- The City shall make the pedestrian environment safe, convenient, attractive and accessible for all users through:

- a. Planning and developing a network of continuous sidewalks, pathways, and crossing improvements that are accessible per the requirements of the Americans with Disabilities Act (ADA),
  - b. Providing adequate and safe street crossing opportunities for pedestrians, and
  - c. Improving street amenities (e.g., landscaping, pedestrian-scale street lighting, benches and shelters) for pedestrians, particularly near transit centers, town centers, main streets, employment centers, and transit corridors serving the primary transit network.
5. Involve citizens in the pedestrian facility planning process as well as in facility design.
  6. The City shall ensure that planned bike and pedestrian paths are not obstructed as the result of new land development.
  7. The City shall require developers to provide pathway connections from new development projects to the existing bicycle and pedestrian system.
  8. The City shall work to preserve existing railroad rights-of-ways and other easements to maintain opportunities for future mass transit, bike and pedestrian paths.

**GOAL 7: BICYCLING**

The City shall provide a network of safe and convenient bikeways integrated with other transportation modes to increase modal share of bicycle transportation for all trip purposes.

**POLICIES**

1. Integrate bicycle access needs into planning, design, construction and maintenance of all transportation projects.
2. Connect local bicycle facilities for bicyclists to ride to local and regional destinations, activity centers, connections to other transportation modes and the regional bicycle network.
3. Maintain existing and future bicycle facilities to encourage use.
4. Require, as appropriate, and encourage the placement of bicycle lockers and bicycle racks at major destinations and activity centers. Encourage covered bicycle parking whenever possible.
5. The City shall work to preserve existing railroad rights-of-ways and other easements to maintain opportunities for future mass transit, bike and pedestrian paths.

**GOAL 8: TRANSIT SYSTEM**

The City shall encourage transit ridership by working with Metro, Tri-Met, and ODOT to develop a transit system which is fast, comfortable, accessible and economical through development of land use patterns, development design standards and street and pedestrian/bikeway improvements which support transit.

## ***POLICIES***

1. Transit shall be a viable alternative to the single-occupant automobile in the City's highest density employment and housing areas. The City shall develop, in conjunction with Tri-Met, a network of transit routes to connect these areas with Main Streets, Town Centers, Employment Centers, downtown Portland and major transit and transfer stations.

Areas not directly served by transit shall be served with park and ride lots, which shall be located to provide convenient auto access to regional trunk route service.

2. Develop transit centers in Town Centers and Employment Centers where there is a need for transfer points between bus lines and local shuttle services or transit trunk routes. Transit centers will be conveniently located for all modes of transportation, in particular pedestrian, bike and transit.
3. The City will work with Tri-Met to ensure that the needs of the community's transportation disadvantaged are met by making transportation services more accessible.
4. The City will work with Tri-Met to determine appropriate locations and design of bus turnout lanes to enhance transit usage and public safety and to promote the smooth flow of traffic.
5. The City shall work with Tri-Met to ensure that the potential for transit to meet transportation needs is addressed in compliance with the Transportation Planning Rule.
6. The City shall work to preserve existing railroad rights-of-ways and other easements to maintain opportunities for future mass transit, bike and pedestrian paths.

## ***GOAL 9: COMMERCIAL RAIL AND WATER TRANSPORT***

Lake Oswego shall work with commercial rail and water transportation providers and associated regulatory agencies to ensure their activities are safe and compatible with the City's transportation system.

## ***POLICIES***

1. Lake Oswego shall ensure that the development of marine oriented land uses and transportation facilities along the Willamette River are coordinated with the appropriate governmental agencies and those businesses who currently use the river for transport.
2. The City shall coordinate future transportation planning and roadway improvements with rail service providers and the Public Utilities Commission to ensure the installation of efficient and safe crossings.
3. The City shall, through the Public Utilities Commission, ensure that rail traffic does not impede the smooth and safe flow of bicycle, pedestrian and vehicular traffic.

**GOAL 10: CITIZEN INVOLVEMENT**

Lake Oswego shall ensure that opportunities are provided for citizen involvement in decisions affecting the City's transportation system.

**POLICIES**

1. Public involvement opportunities shall be provided for all major transportation projects.

**GOAL 11: PARKING**

Adequate on-site parking and loading facilities shall be provided for all land uses.

**POLICIES**

1. The City shall develop and maintain parking regulations that require off-street employee and customer parking and loading facilities be provided on-site and commensurate with the size and relative needs of each new development, balanced with the need to reduce auto trips, encourage alternative transportation and retain the natural drainage system.
2. When commercial, industrial or institutional uses are changed or intensified, customer and employee parking shall be adjusted commensurately.
3. Commercial and industrial parking shall not intrude into adjacent residential neighborhoods. The impacts on adjacent residential areas of new commercial and industrial parking facilities or increases in the size of existing lots shall be reduced through buffering and screening.
4. The City, through the neighborhood associations, shall develop residential area parking guidelines to maintain the safety, character and utility of residential streets.
5. Require 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 which is convenient to pedestrians, bicyclists and transit riders.

Attachment 3b