

Clackamas County and Happy Valley TSDC Update Process



SPRING 2017 PUBLIC OUTREACH SUMMARY

Summary of outreach activities and public comments submitted during the spring 2017 outreach period

May 2017

PREPARED FOR

Clackamas County

PREPARED BY

JLA Public Involvement

1. INTRODUCTION

OVERVIEW AND PURPOSE

In spring 2017, Clackamas County and the City of Happy Valley reached out the public to ask for input on the Transportation System Development Charges (TSDCs) Update and the projects TSDCs fund. The purpose of the outreach was to:

- Solicit input on the projects list and criteria for project prioritization.
- Solicit input on how to simplify the rates for TSDCs and calculate traffic impact of new developments.

This report summarizes public outreach activities and input heard through the online open houses.

OUTREACH ACTIVITIES

Outreach activities included two concurrent online open houses, email and mailings to interested parties, press releases, and social media outreach. In total, about 230 people visited the online open houses (with 167 unique visitors to the Clackamas County online open house and 59 unique visitors to the Happy Valley online open house). 45 people submitted completed comment forms.

Online Open Houses

The online open houses were the primary portal for members of the public to provide input on the TSDC Update. Two online open houses were available: one for the Clackamas County TSDC update process, and one for the Happy Valley TSDC update process. The online open house content for each was mostly the same, except for the project list portion which was specific to the geographic area.

The online open house included background information about the project, a geographic interactive map of potential projects, and survey questions. They asked specific questions about the project criteria, approaches to simplifying the TSDC rates, and methods for calculating traffic impacts of new developments.

The public was invited to view and provide comment on the online open houses between April 18 and May 19, 2017.

Notification and Invitations

The project team invited stakeholders and the public to participate in the online open house through a variety of tools, including:

- Announcements on the City of Happy Valley and Clackamas County websites
- Article in the City of Happy Valley newsletter
- Direct emails to stakeholders (Clackamas County staff sent out more than 1,300 email notifications of the open house; including notifications to Chambers of Commerce and the Home Builders Association (HBA). The HBA sent the link out to approximately 900 members.
- Happy Valley and Clackamas county Social media (Facebook and Twitter)
- Press releases



2. DETAILED SUMMARY

This report summarizes the 34 responses received through the Clackamas County online open house and 11 responses through the Happy Valley online open house. Because of the similarity of the Clackamas County and Happy Valley online open houses, the results are presented together, where appropriate.

I. ABOUT THE TRANSPORTATION SYSTEM DEVELOPMENT CHARGES

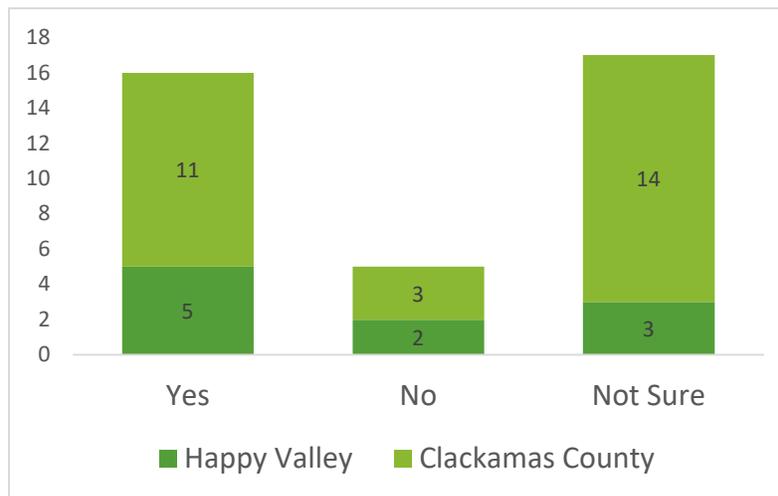
The first station at the online open house provided information about transportation system development charges, how the fees are calculated, and how TSDC revenues can be spent.

II. POTENTIAL PROJECTS

Information was provided about how transportation projects make it onto the draft TSDC project list using a set of baseline criteria and prioritization process. An interactive project map illustrated projects on the Clackamas County and Happy Valley draft TSDC project lists. Participants were asked to review the projects against the baseline criteria presented and answer questions. Responses are summarized below.

Do you believe we used the right criteria to identify projects?

Most participants said they were not sure if the project team used the right criteria. However, most participants from the Happy Valley event believed that the project team used the right criteria to identify projects.



Are there other criteria you think we should have used?

13 participants in the Clackamas County online open house and 4 participants in the Happy Valley online open house provided comments on the criteria used for identifying projects. Below is a summary of comments heard from both the County and City participants and additional key comments are listed.

Some of the comments on the County's criteria provided support for prioritizing funding for active transportation projects, and others provided support for vehicle connectivity projects. Some participants said they need more information in order to provide feedback. They had questions about criteria the project team rejected, funding sources, and project specifics.

Half of those who commented on the Happy Valley TSDC update said that the criteria should prioritize projects that reduce congestion for vehicles or improve vehicle movement. One participant gave detailed feedback on problem areas.

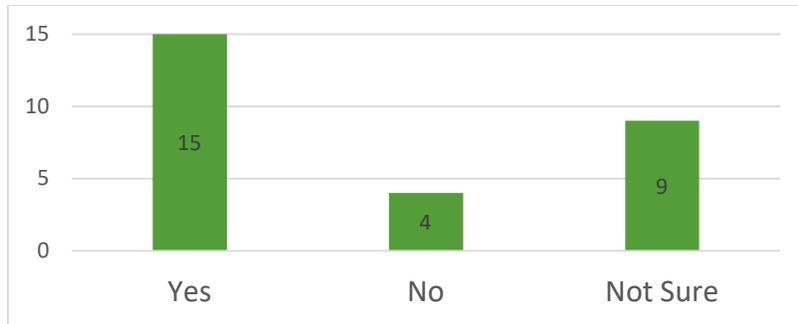
Additional key comments from the County participants include:

- Prioritize projects on secondary and tertiary arterials/collectors. There are many roads not as heavily traveled as others that have become "heavy mixed use" roads. For example, there are often pedestrians and cyclists on the narrow shoulders of Stafford Road and other roads. Because the shoulder is narrow, careless drivers routinely cross solid yellow lines, endangering oncoming traffic.
- Multi-use pathways should not be removed, unless there are other funding sources to support the development of these projects. These pathways are important for non-motorized transportation.
- Consider water run-off management and air pollution in the criteria.
- Connectivity for bicycling and walking is important, and it is good to see it is being emphasized. That's a major barrier to having a useful system, as piecemeal efforts don't really do anything.
- TSDC funds should be prioritized for connectivity and vehicle use. Bike and pedestrian improvements should be limited to areas of danger or poor conditions that provide a minimum level of use. TSDC funds should also first be applied to areas where new development is directly having an impact, not throughout the county.
- Project should support the Action Plan for a Sustainable Clackamas County and support positive health outcomes through investment in active transportation
- Consider projects that improve *safety* for pedestrians, bicyclists and transit-riders.

Do you believe the project list focuses on roads and intersections that would benefit a majority of travelers in that area? (Clackamas County version only)

Most participants said they believe the project list focuses on roads and intersections that would benefit a majority of travelers in that area, although a fair number said they were not sure.





Please provide any comments, questions or concerns about the Clackamas County/Happy Valley TSDC project list.

17 participants provided comments on the Clackamas County TSDC project list and 5 participants provided comments on the Happy Valley TSDC project list. Participants in both the County and City open houses specifically mentioned Sunnyside Rd as a problem area that needs congestion relief— noting that the most attention is needed at intersections with I-205, 172nd and Hwy 212.

Most of the comments on the County’s project list requested more detailed information on projects. The information requested included a longer description of the projects, estimated completion dates, data on how roads and intersections were chosen, and background information on traffic patterns for the area. Support was again split between prioritizing funding for active transportation projects and vehicle connectivity projects.

Most participants in the Happy Valley online open house left comments on projects they wanted to be added for consideration. Project suggestions included an additional east/west arterial to connect I-205 and 172th; adding a connection through Pleasant Valley Villages (between project R11 and W2); and a project to relieve traffic on Sunnyside Rd.

Additional key comments from the County participants:

- Most of these projects are costs that should be supported through a county wide bond -- not development fees.
- More detail on the listed projects would be helpful to give feedback.
- Multi-use pathways should be included as projects on the list. They relieve congestion because they provide an alternative to driving for short trips and improves bicycle/pedestrian access to transit.
- Intersection at Sunnyside / Foster and highway 212 is a major bottleneck that needs improvement.

Additional key comments from the City participants:

- Consider adding Connection through Pleasant Valley Villages (between R11 and W2) to match updated TSP.
- There is a need for another east west arterial to connect I-205 to 172th.
- One Happy Valley online open house participant suggested prioritizing the following projects:
 - Sunnyside Rd to Damascus (Hwy 212)
 - Working with Multnomah County to complete the 172nd to Foster Rd congestion at the intersection.



- 162nd Ave connection to Sunnyside.
- Extension of Monner Rd or speed bumps or some kind of traffic calming measure.

III. SIMPLIFYING THE RATES

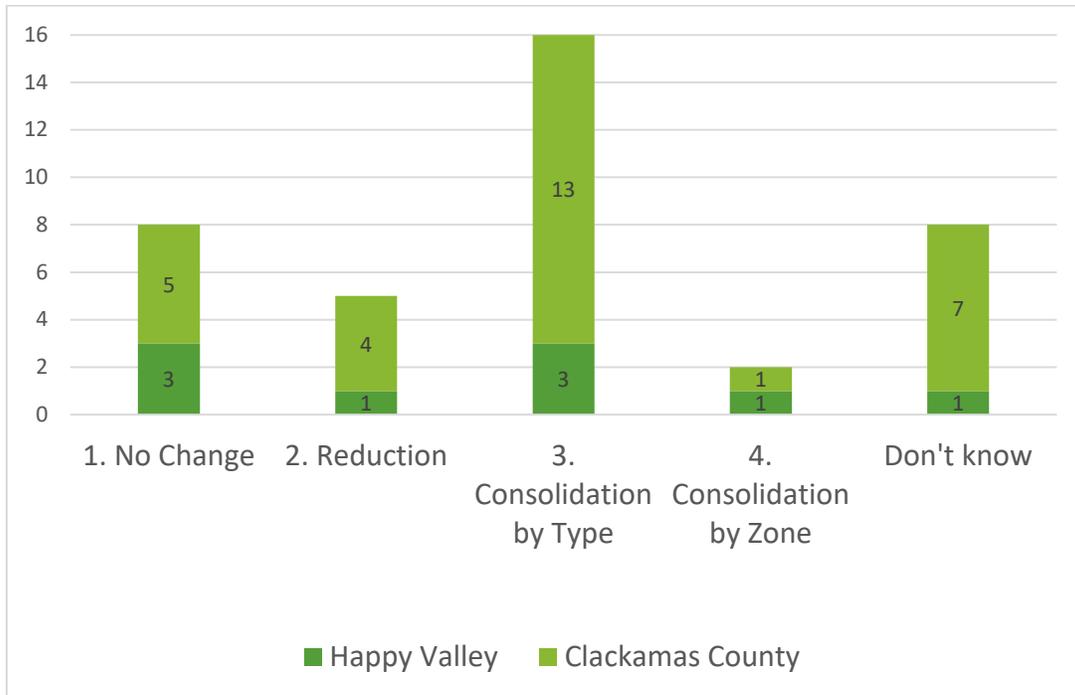
The County and City are currently using 94 separate rates to calculate TSDC fees. Information was provided on different approaches that could be used to simplify the rates. The approaches include:

1. **No Change** – Use the 94 separate rates and continue to adopt rates for new development types.
2. **Reduction** – Reduce the number of land use rates by removing rates on developments that have less than four studies available that estimate traffic rates.
3. **Consolidation by Type** – Consolidate land uses into similar use categories and average the traffic generated by these similar uses to create a broader category.
4. **Consolidation by Zone** – Combine land uses based on zoning where the development is located.

Participants were presented with rates for each approach based on the current cost per trip. They were asked to select their preferred approach and explain why it was preferred.

We can use the current approach, or we can reduce the number of rates. Please check the box next to the option you prefer.

While Happy Valley participants were split between not changing the rates and consolidating rates by type, there was huge support for consolidation by type among Clackamas County participants.



Why do you prefer this approach to simplifying rates?

17 Clackamas County participants and 3 Happy Valley participants left further comments on simplifying the rates.

Simplifying Rates Approach	Comments that relate to this approach
No Change	<p>Clackamas County online open house comments:</p> <ul style="list-style-type: none">• Grouping and averaging the land use categories and rates diminishes the impacts to traffic some projects may have.• None of the changes reduces the rate for single-family dwellings. Home builders should only have to pay TSDC fees if the County will actually incur costs and change infrastructure in the vicinity of the new home.
Reduction	<p>Clackamas County online open house comments:</p> <ul style="list-style-type: none">• Transportation improvements should be paid for by a bond paid by all property owners—not by the development community.• This option simply removes less frequent uses from classification. Makes assessment easier as there are fewer options. Has no significant impact on rates and simplifies process for staff and development community.• 94 rates is too many.• Prices are getting out of control for the regular buyer. <p>Happy Valley online open house comments:</p> <ul style="list-style-type: none">• It makes no sense to utilize ITE land use case studies that are based on very limited studies.
Consolidation by Type	<p>Clackamas County online open house comments:</p> <ul style="list-style-type: none">• It makes sense to consolidate rates by type because this helps developers and community members identify the correct rates.• It is the best option in my opinion with the choices to select from.• Consolidation by type and seems more equitable to specialty retail, (Reduces number of rates by about 50%.)• Industry usually demands heavier vehicles, requiring increased costs in road costs and maintenance. Suggest also dividing type into size and expected use as a small gift store wouldn't cause nearly as much traffic as a Target. Of course, then rates are on their way to being complicated again. Would like to see a pros and cons analysis of what is working now and what isn't.• It seems to best balance reducing complexity while still providing for the uniqueness of various types of land uses.• Simple.• This is the most balanced approach and would result in fewer issues when a tenant improvement comes to the counter. The zoning would almost eliminate the need to review a tenant improvement, so from a staff perspective, this is helpful but it will



be difficult to sell customers on that benefit when the result is a significant increase in rates.

Happy Valley online open house comments:

- Equaling it out is a good way to go. It provides consistency, rather than an always changing rate.
- This provides the most revenue. I assume a portion of the revenue can go to critical highway transportation plan.

Consolidation by Zone

No further comments were provided by those who selected Consolidation by Zone.

Don't Know

Clackamas County online open house comments:

- The approach selected should not produce a heavier burden upon a user. However, if the 94 categories could remain and be lumped together, then a consolidation/reduction would at first appear to exist. This has the potential to maintain TSDCs for those who may otherwise experience an unnecessary "fee", while others would potentially pay less.
- The rate needs to be fair. Rates should treat the sort-of-urban areas of the county different, as they're going to be generating a lot more foot and bike trips with much less impact on our system than the inaccessible big-box outposts where you can assume every trip is by car. Your estimates are going to be way off for a lot of this. Suggest doing what the city of Portland did and hire the SDC experts from Portland State to help you. Consolidation and simplification sounds good, but if it results in inappropriate rates, it's not good policy.

IV. FIGURING OUT THE TRAFFIC IMPACT

Participants were presented with two different options for how to determine the traffic impact of a development. The first option is to measure based on average daily trips to and from a site (total impact), which is how the fees are currently calculated. The second option is to measure it by the number of trips during afternoon rush-hour traffic (commute impact). A table presented several types of developments and an example of how they would be measured using both options. Participants were then asked to select their preferred option and explain why they chose that approach.

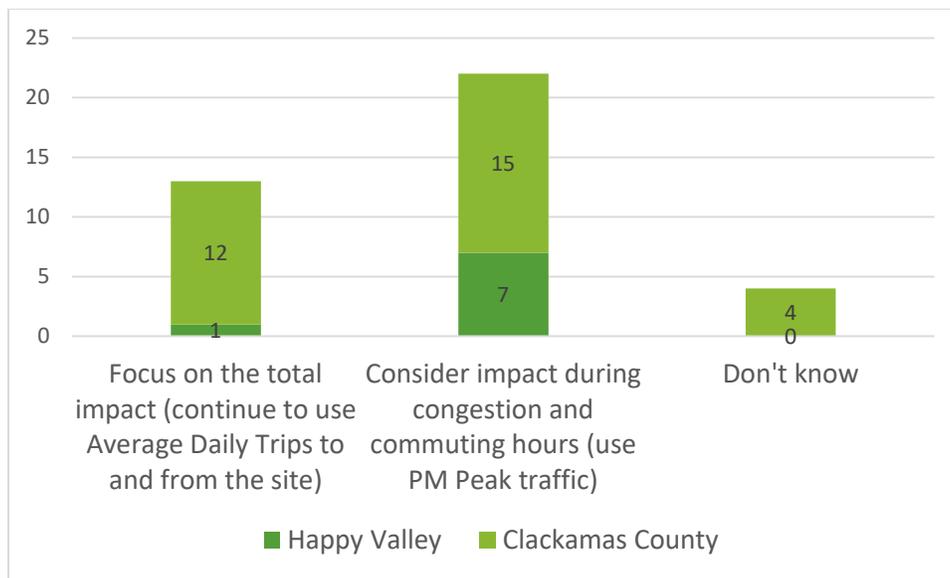


Land use type	Adjusted Trips to and from a site	
	Option 1: Average daily trips to and from a site	Option 2: Afternoon rush-hour traffic, impact during commutes
Single-family home	≈ 10 trips	≈ 1 trip
Specialty retail (5,000 Sq. Ft.)	≈ 123 trips	≈ 9 trips
Medical Office (5,000 Sq. Ft.)	≈ 66 trips	≈ 5 trips
School (10 classrooms with 25 students per class)	≈ 128 trips	≈ 37 trips

Screenshot of Traffic Impact Options table.

Which model would you would prefer the County/City use?

Both Clackamas County and Happy Valley participants preferred to calculate traffic impact based on number of trips during rush-hour traffic. While a majority of Happy Valley participants preferred the rush-hour traffic impact option, only a slight majority of Clackamas County participants preferred the rush-hour traffic impact option versus the total impact option.



Why do you think we should use this approach to measure traffic impact?

16 participants from Clackamas County and 4 participants from Happy Valley provided further comment on the traffic impact calculation.

Supporters of Option 1 (average daily trips) said that this option better measures all of the traffic a development would add to roadways, versus only capturing a couple hours of traffic.

Those that supported Option 2 (PM Peak traffic) thought it was a more useful measurement because that is when most congestion issues arise. If the roads can accommodate peak rush hour traffic, they should be able to accommodate most daily trips. One person noted that Option 2 makes sense because it yields fewer trips, and often trips are by pass or linked trips.

Additional key comments from the County participants include:

- Select the approach that overall reduces costs for developers, county, city and tax payers.
- Question about why PM Peak traffic and ADT are the only options. There is an AM congestion impact and a noon time congestion impact that should factor in.

V. FINAL QUESTIONS

On the final page participants were given information on the projects next steps and asked for feedback on the online open house. There was also an open-ended comment box for participants to share any additional feedback to the project team. The results are summarized below.

Other Comments for Project Team

Participants thanked the project team for looking to the public for feedback. Many participants reiterated points they made earlier in the online open house. A few participants requested more detailed information.

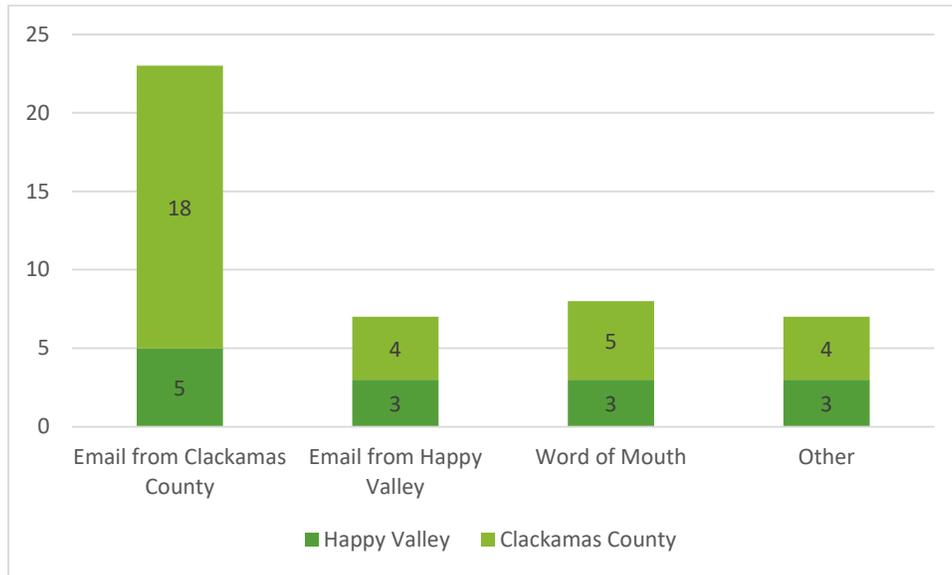
Additional key comments:

- The project team should look at general obligation bonds rather than development fees to pay for the projects identified. Adding to development charges to support non-development related improvements (bike and pedestrian improvements in particular) is an unreasonable form of taxation that unfairly targets the builder/development community.
- Please consider holistic elements such as water management, soil erosion and air pollution as well as impact to natural areas when looking at traffic/traffic changes.
- It makes sense to charge fees in the event that the county has to actually put out money to build transportation infrastructure for a new development. But when the County literally has to do nothing in the event of a new home being built in rural Clackamas County, the fee should be waived.
- Request to see the worksheet of assumed costs that went into developing the estimated costs for the proposed new capital improvement projects for the City of Happy Valley TSDC.



How did you hear about the online open house?

Most participants heard about the Clackamas County online open house through emails from the county. Most participants also heard about the Happy Valley online open house through emails from the county.



What is your role in the development process?

Most the participants identified as community members, and there were a fair number of residential builders. In the Happy Valley online open house, most participants identified as business owners.

