



PLANNING COMMISSION AGENDA

Monday, June 23, 2025

Zoom meeting link: <https://clackamascounty.zoom.us/j/84828535863>

Contact: Darcy Renhard
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Also published on the internet at:
<http://www.clackamas.us/planning/>

1. CALL TO ORDER
2. ROLL CALL
3. PUBLIC COMMENT

This is an opportunity for attendees to provide comment on an issue of concern to the Planning Commission unless that item is on the agenda for public hearing. Public hearing items, if any, will include an opportunity for public testimony, which will be announced later in the agenda.

4. STUDY SESSION:

TSP Update ‡

Jeff Owen, Principal Planner

Jowen@clackamas.us

Karen Buehrig, LR Planning
Manager

KarenB@clackamas.us

5. STUDY SESSION:

ZDO-289: ZDO Diagnostic Report ‡

Martha Fritzie, Principal Planner

MFritzie@clackamas.us

6. MINUTES ‡

Jennifer Hughes

7. SCHEDULE REVIEW

Jennifer Hughes

8. OTHER BUSINESS

Jennifer Hughes

9. ADJOURN

‡ Attachments

Tammy Stevens * Louise Lopes * Brian Lee * Gerald Murphy, Vice-Chair *

Ryan Founds * Jennifer Satter * Thomas Peterson, Chair * Michael Wilson

Clackamas County is committed to providing meaningful access and will make reasonable accommodations, modifications, or provide translation, interpretation or other services upon request. Please contact us at least three (3) business days before the meeting at 503-742-4545 or DRenhard@clackamas.us.

¿Traducción e interpretación? | Требуется ли вам устный или письменный перевод? | 翻译或口译? | Cần Biên dịch hoặc Phiên dịch? | 번역 또는 통역?

Planning Commission Meeting Dates	Agenda Items / Notes
January 13, 2025	(SS) ZDO-291: Floodplain Compliance Measures
January 27, 2025	CANCELLED
February 10, 2025	CANCELLED
February 24, 2025	CANCELLED
March 10, 2025	Tentative: (SS) ZDO-291: Floodplain Compliance Measures
March 24, 2025	(SS) ZDO-292: Walk/Bike Clackamas Plan
April 14, 2025	(PH) ZDO-292: CP Amendment adopting Walk/Bike Clackamas Plan
April 28, 2025	Cancelled
May 12, 2025	Cancelled
May 26, 2025 (Memorial Day)	Cancelled
June 9, 2025	Cancelled
June 23, 2025	(SS) TSP Update; (SS) ZDO-289-ZDO Diagnostic Report
July 14, 2025	(PH) Z0109-2-CP/Z0110-25-ZAP
July 28, 2025	(SS) ZDO-290: Clear & Objective Standards
August 11, 2025	
August 25, 2025	
September 8, 2025	
September 22, 2025	
October 13, 2025	
October 27, 2025	
November 10, 2025	
November 24, 2025	
December 8, 2025	
December 22, 2025	

NOTE: (PH)=public hearing, (SS)=study session, (PM)=public meeting



MEMORANDUM

To: Clackamas County Planning Commission
From: Jeff Owen, Principal Transportation Planner
Karen Buehrig, Long Range Planning Manager
Date: June 23, 2025
RE: Transportation System Plan (TSP) Update

The purpose of this memo is to update the Planning Commission on a major transportation planning project that is just beginning and expected to last through the end of 2026.

The Clackamas County Transportation System Plan (TSP) guides transportation-related decisions, identifies the transportation needs and priorities in unincorporated Clackamas County, reflects all relevant national, state and regional transportation and planning requirements, and provides policies, guidelines and projects to meet transportation needs for residents, businesses and visitors in unincorporated Clackamas County for the next 20 years – through 2045.

Clackamas County adopted its current TSP in January of 2014. Over the past 10 years, important changes have occurred in the requirements for TSP updates as identified in the Oregon Transportation Planning Rule (TPR), in the plans impacting transportation facilities in the county, and in the populations that live and work in the county. In addition, there have been two significant updates to the Metro Regional Transportation Plan (RTP) in 2018 and in 2023 that increased the focus on safety, transportation equity and addressing the impact of climate change.

The TSP Update will be created in coordination with the County's cities, the State of Oregon, area transit providers, and other affected agencies and partners. The project will utilize comprehensive public engagement techniques including open houses, workshops, and surveys, and technical and advisory committee meetings to inform the project's development in addressing both urban and rural areas of the county. With the changes to the TPR focusing on how systems planning is conducted within metropolitan areas, this project will acknowledge and address the uniqueness of both urban and rural areas in the county.

This project is utilizing assistance from a team of consultants in addition to County staff. The project was advertised in accordance with ORS and LCRB Rules on November 21, 2024. Proposals were opened on January 8, 2025. The County received two (2) responses, which were evaluated by a committee of DTD personnel. The Board of County Commissioners has just recently signed the personal services contract, and work is now beginning.

The Planning Commission will have the opportunity to ask questions of county staff and help to inform the plan just getting underway. This is a great time to become familiar with the project and shape this important work ahead.

Attachments:

A. Slides: Transportation System Plan (TSP) Update: Project Introduction and Overview

For more Information:

Please contact Jeff Owen at 971-429-0813 or jowen@clackamas.us

Transportation System Plan (TSP) Update

Project Introduction and Overview

June 2025



Presentation Overview

- What is a TSP?
- Background
- Priority Issue Areas
- Project Tasks and Schedule
- Expected Outcomes
- State Rules and Preparation
- Coordination
- Questions and Discussion



What is a TSP?

- Transportation System Plan (TSP): Provides policies, guidelines and projects to meet transportation needs for residents, businesses and visitors in unincorporated Clackamas County for the next 20 years.
- Reflects all relevant national, state and regional transportation and planning requirements.
- Addresses both urban and rural areas of the county.
- Chapter 5 of the Clackamas County Comprehensive Plan.





Background

- Clackamas County adopted its current Transportation System Plan (TSP) in January of 2014.
- Over the past 10+ years, important changes have occurred in the requirements for TSP updates as identified in the Oregon Transportation Planning Rule (TPR), in the plans impacting transportation facilities in the county, and in the populations that live and work in the county.
- In addition, there have been two significant updates to the Metro Regional Transportation Plan (RTP), in 2018 and in 2023 that increased the focus on safety, transportation equity and addressing the impact of climate change.



Priority Issue Areas

- Lead with safety
- Expand outreach and engagement
- Incorporate outcomes of completed projects and parallel efforts
- Comply with state and regional requirements
- Interagency coordination with ODOT, jurisdictions, and providers
- Address unique needs in urban and rural areas
- Identify and implement strategies to reduce GHG emissions
- Impacts of potential new funding strategies



Project Tasks and Schedule

Tasks

Draft Milestones:

1: Project Management	Ongoing
2: Public Engagement Program	Ongoing
3: Policy and Planning Framework	Summer 2025
4: Interagency Coordination	Summer 2025
5: Financial Forecast and Cost Estimating Process	Summer 2025
6: Vision, Goals, Objectives, Performance Standards and Evaluation Criteria	Summer 2025
7: Analysis Methods and Assumptions	Summer 2025
8: Existing Conditions and Needs Analysis	Fall 2025
9: Future Conditions and Project Identification	Spring 2026
10: Prioritization Solutions	Spring 2026
11: Recommendation of Project Lists for All Subareas	Spring 2026
12: Programs and Policy Recommendations	Summer/Fall 2026
13: Draft Transportation System Plan	Summer/Fall 2026
14: Final Transportation System Plan, Public Hearings and Adoption	December 2026

Outcomes

- The TSP Update will result in two primary products:
 1. A user-friendly online TSP document to access the full information on Clackamas County's analysis and identification of the county's present and future transportation needs as well as its transportation goals, policies, programs and proposed transportation improvements.
 2. An updated version of Comprehensive Plan Chapter 5 – Transportation System Plan that incorporates any changes required for compliance with the Transportation Planning Rule (TPR) and the Metro 2023 Regional Transportation Plan (RTP).



Outcomes

- Public Engagement Program
 - Online Comment Maps, Virtual Open Houses, Geographic Sub Area (GSA) Workshops, Focus Groups, Community Engagement Liaisons (CELs)
- Financial Forecasting, Cost Estimating, and Prioritizing Projects
 1. Tier 1: Highest Priorities – Needed projects and investments matched with anticipated funding (what we can afford)
 2. Tier 2: Preferred Projects – Needed projects but without identified funding
 3. Tier 3: Long-Term Projects – Beneficial if funds were available
 4. Regional Capital Project List – ODOT facilities beyond our capacity




State Rules

- The Transportation Planning Rule (TPR) implement Goal 12: Transportation. The TPR specifies what must be included in local planning efforts for transportation, and what must be addressed and included in a transportation system plan.

An official website of the State of Oregon [How you know >](#)

OREGON.GOV Home About DLCD Commission > Laws and Rules > Oregon Planning DLCD Programs > News & Notices > 

 **Oregon Planning**
Department of Land Conservation and Development

[Home](#) > [Oregon Planning](#) > [Goal 12: Transportation](#)

Goal 12: Transportation

OREGON PLANNING

Oregon's Statewide Land Use Planning Goals

History of Land Use Planning

Get Involved in Local Planning

Required City and County Reporting

50th Anniversary of Oregon's Land Use Planning Program

Climate Change

Comprehensive Plan Updates

Farm and Forest

Housing Program

Measure 49

Natural Hazards

Natural Resources and Renewable Energy


Oregon Coastal Management Program

Rural Planning

Transportation and Growth Management Program

Urban Planning

People and businesses rely on daily access to the transportation services they need. From public transit to freight delivery, transportation impacts our quality of life, cost of living, environmental quality, and the flow of goods and services that support local and regional economies. Planning for transportation requires coordination between cities and counties, and the [Oregon Department of Transportation](#).



Goal 12 requires cities, counties and the state to create a transportation system plan that takes into account all relevant modes of transportation: mass transit, air, water, rail, highway, bicycle and pedestrian. The resulting plan should support a variety of transportation modes so residents are not limited in the ways they can access the jobs, goods, or services available in different parts of their community. A well designed transportation plan conserves energy while also minimizing adverse social and economic impacts for disadvantaged areas.

The [Transportation Planning Rules](#) (TPR) implements Goal 12. The TPR specifies what must be included in local planning efforts for transportation, and what must be addressed and included in a transportation system plan.

Original Adoption: 12/27/74; Effective: 1/25/75

 [Read full text version](#) of Goal 12

Administrative Rules that implement Goal 12:

[OAR 660-012](#) – Transportation Planning

[OAR 660-034](#) – Airport Planning

Related:

[Transportation Planning](#) (Urban Development)

[Transportation and Growth Management Program](#)

[Oregon Department of Transportation](#)

Contact

Bill Holmstrom
Transportation Planner
bill.holmstrom@dlcd.oregon.gov
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<https://www.oregon.gov/lcd/OP/Pages/Goal-12.aspx>

Preparation

- A grant from the Oregon Department of Land Conservation and Development (DLCD) has allowed some work to begin on an Equitable Engagement Framework. This work begins as an initial step, before the TSP update is significantly underway, and is developed to comply with state law.
- This guidance will be rooted in the required equity analysis and include the TPR required engagement activities that fit the unique needs in unincorporated Clackamas County.
 - Community Profile and Equity Analysis
 - Equitable Engagement Framework
 - Performance Measures

Preparation

- Community Profile and Equity Analysis
 - Fulfills requirements instituted through the Climate-Friendly and Equitable Communities (CFEC) program, adopted by the Oregon Department of Land Conservation and Development (DLCD) in April 2023.
 1. Reduce transportation-related climate pollution through the promotion of cleaner vehicles, cleaner fuels, and development patterns that require less driving.
 2. Establish standards for more equitable planning processes and outcomes for all Oregonians, but especially those who have been or are currently marginalized by land use and transportation policies.

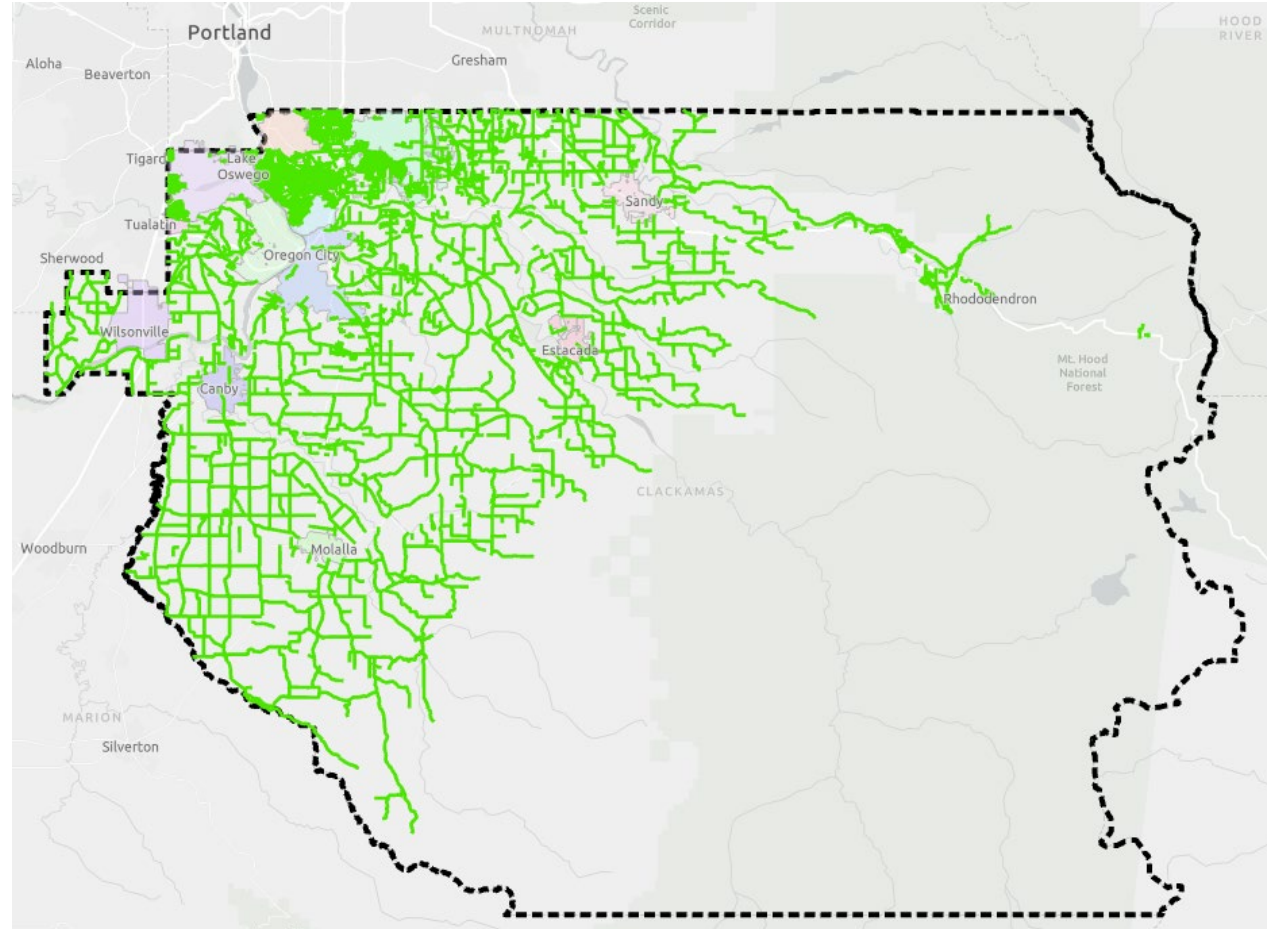


Coordination

- The focus will be on the transportation system in unincorporated areas—both urban and rural—between cities and are home to a variety of unincorporated communities.
- A major theme throughout the TSP Update is **coordination:**
 - 10 Urban and Suburban Cities within the Metropolitan Planning Area
 - Gladstone, Happy Valley, Johnson City, Lake Oswego, Milwaukie, Oregon City, Rivergrove, Tualatin, West Linn, and Wilsonville.
 - 5 Rural Cities outside the Metropolitan Planning Area
 - Barlow, Canby, Estacada, Molalla and Sandy.
 - Interstates and Oregon Department of Transportation (ODOT) Routes
 - Including I-5 and I-205; US 26, 35, 99E, 211, 212, 213, and 224.

Questions and Discussion

- What coordination issues are important to you as we move forward with this project?
- In what ways should the Planning Commission be involved throughout the process?
- Do you have any initial thoughts related to transportation as we start the process?



Thank You

Jeff Owen

Principal Transportation Planner

Transportation & Development: Long-Range Planning

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MEMORANDUM

To: Clackamas County Planning Commission

From: Martha Fritzie, Principal Planner
Karen Buehrig, Long Range Planning Manager

Date: June 23, 2025

RE: Study Session: The Zoning & Development Ordinance (ZDO) Diagnostic Report,
Planning File #ZDO-289

A portion of the June 23rd study session will be dedicated to updating the Planning Commission on progress being made on File ZDO-289, the ZDO Diagnostic Report. The purpose of that project is to conduct a comprehensive assessment of the county's Zoning & Development Ordinance (ZDO) to (1) identify needed updates to comply with State land use laws, (2) identify areas where the ZDO can be streamlined to reduce inefficiencies and development barriers and to be more understandable and easier to implement, and (3) identify obstacles to employment and housing land development, and opportunities for simplifying and streamlining the ZDO for commercial, industrial and residential development in the urban area.

The results of this review and assessment will be a Diagnostic Report, which is expected to contain a compilation of recommended improvements to the ZDO and an action plan that will allow county staff to move forward quickly into the code drafting and adoption process.

Why is the county doing this assessment?

The county's Zoning and Development Ordinance (ZDO) initially became effective in 1980 and, since then, has been amended numerous times. None of the amendments, however, included a holistic look at the ZDO, and the result of more than four decades of a "piecemeal" approach to amendments is a document that is difficult to navigate and contains conflicts, inefficiencies, and redundancies.

Despite Planning staff's best efforts to audit and update the ZDO over the last several years, it remains unwieldy and, in some places, outdated and is in need of a comprehensive overhaul. This overhaul will begin with an assessment of options for removing regulatory obstacles to employment and housing development and ways to streamline the document to make it more accessible and understandable to people who use it regularly.

How long will this assessment take?

Work has already started on the assessment. About a year ago, Planning staff presented the Planning Commission with background and initial information about the ZDO Diagnostic Report, for which grant funding had just been obtained. Since that time, a consultant team has been contracted to do the comprehensive assessment of the ZDO, develop recommendations, and

develop the Diagnostic Report. The final Diagnostic Report and recommendations are expected to be completed in late 2025/early 2026.

What will this assessment look like and what have we learned so far?

In general, this assessment will be completed through three major steps.

1. Discovery:

- Identify issues
- Address changes in state guidance, clear and objective standards, changes needed to support development

2. ZDO Review and Outreach:

- Deep dive into ZDO to identify sections impacted by previously identified issues
- Guidance regarding making the ZDO more efficient
- Outreach - focus groups and online survey(s)

3. Diagnostic Report Development:

- Summaries of identified issues and of public engagement
- Recommendations for specific ZDO updates required to comply with state rules on clear and objective standards
- Examples of text and graphics, information on possible approaches for supporting housing as well as employment and industrial uses
- Action plan with guidance on how to move county forward quickly into drafting and adopting code amendments
- Recommendations for better access to the ZDO online

The final Diagnostic Report document will include a compilation of several “technical memorandums” that focus on specific issue areas in the ZDO, including the following:

- Technical Memo 1: Land use changes needed for compliance with the Transportation Planning Rule
- Technical Memo 2: Clear and objective standards, recent legislation related to supporting housing development, and existing barriers in ZDO for housing development
- Technical Memo 3: Changes needed to support industry clusters, review of Comprehensive Plan Chapter 8, existing barriers in ZDO for employment land development, and transportation standards related to development review
- Technical Memo 4: Identification of places in the ZDO and other supporting documents that need to be addressed per issues outlined in Tech Memos 1, 2, and 3. Tech Memo 4 will include review and recommendations related to employment/commercial uses and urban housing development
- Technical Memo 5: Identification of areas in the ZDO that could be amended for greater efficiency, including, but not limited to, combining and consolidating multiple zoning districts into one, removing duplicative and vague standards, and simplifying/clarifying the categories/types of allowed uses

To date, consultants have provided staff with drafts of Tech Memo #1 (TSP compliance for land use) and Tech Memo # 3 (employment lands). The initial draft of Tech Memo #2 (housing and clear and objective standards) is expected at any time.

General concepts that are emerging from these initial drafts include:

- Too many urban zoning districts: Some of the many urban commercial and residential zoning districts contain redundancy and functional overlay that effectively make the differences between the districts negligible; there may be ways to consolidate some of these districts to ease administration and confusion.
- Clarity needed in use tables and definition: Use tables and definitions often lack accommodation for newer business formats like hybrid office/production facilities, clean tech, etc. In addition, many definitions are outdated or do not clearly distinguish between uses listed in the use tables for each zoning district.
- Some design standards may be incompatible with industrial development: Some design standards that apply to both commercial and industrial development may not be appropriate for both development types.

Staff will discuss these concepts in more detail at the study session.

What's next?

Throughout the summer, the consultants are expecting to lead outreach efforts to stakeholders from the development community, other agencies that may use the county's ZDO, and interested community groups. More detail about expected public outreach is in *Attachment A*.

At the June 23rd study session the Planning Commission will have the opportunity to discuss the Diagnostic Report and to ask county Planning staff questions about the assessment. Suggested discussion items/questions for the Planning Commission include:

- 1) Do you have knowledge of any specific issues in the county's ZDO that you think need to be resolved? What types of challenges have you seen with the applications that come before you?
- 2) How would Planning Commissioners like to be engaged, either as a whole Commission or individually, throughout this project?
- 3) Do you have any recommendations for stakeholders who may be interested in participating in this project, particularly in focus groups?

Attachments:

A. Summary of Community Engagement Process, ZDO Diagnostic Report

For more Information:

Please contact Martha Fritzie at 503-742-4529 or mfritzie@clackamas.us

Attachment A – Community Engagement Process Detail

1) Coordination with County Staff and Outreach to Underrepresented Groups

From the outset, close coordination with County staff will be essential to identify underrepresented groups and leverage existing relationships with community leaders.

- **Identifying Participants:** During the initial meetings taking place in Task 1, the consultant team will coordinate with County staff, who will help identify potential representatives of traditionally underrepresented groups, including racial and ethnic minorities, low-income residents, and non-English speakers.
- **Tailored Communication:** Successful communication techniques identified by County staff will be employed to reach and engage these groups. Recruitment efforts will be supported by partnerships with community organizations and networks.
- **Ongoing Engagement:** The strategy will prioritize building trust and encouraging ongoing involvement by offering multiple engagement opportunities throughout the process.

2) Targeted Online Survey

In order to set the stage for Task 3, deliverables D2 and D3, the engagement process will begin with a targeted email survey aimed at key stakeholders, including potential focus group participants. The survey will gather information on respondents' experiences and interactions with the development code, as well as broader land use and development concerns. It will also assess their preferred methods for ongoing participation in the zoning code review process.

- **Stakeholder Identification:** Key stakeholders will include developers, housing advocates, commercial property owners, business leaders, and community groups, ensuring that diverse perspectives are captured.
- **Survey Structure:** The survey will focus on identifying issues with the current development code and gauging interest in participating in further discussions. A Spanish-language version will be provided, aimed in part at encouraging participation in a focus group conducted in Spanish by staff from Otak and Urbsworks.
- **Initial Outreach:** Survey distribution will be coordinated with key community organizations and stakeholder networks to ensure broad dissemination.

3) "Deconstructed Charrettes" for Focused In-Person Engagement

To implement Task 3, deliverables D2 and D3, a series of two "deconstructed charrettes" will be held, each focusing on in-person engagement within a carefully planned day. The charrettes will incorporate multiple focus groups, individual interviews, and workshops, segmented by topic to gather detailed feedback.

- **Charrette 1: Housing Development Code Issues:** The first charrette will focus on housing-related development code issues, involving housing advocates, developers, and residents.
- **Charrette 2: Employment & Commercial Development Code Issues:** Following approximately two weeks later, the second charrette will concentrate on commercial and employment aspects of the code, engaging business leaders, economic development organizations, and commercial developers.
- **Spanish-Language Focus Group:** A dedicated Spanish-language focus group will be organized, with outreach supported by the initial survey and community partnerships.

- **Format:** Initial technical memos will help identify issues to guide discussions. Focus groups and workshops will explore key challenges and opportunities, while individual interviews will offer deeper insights into specific stakeholder concerns. Each day-long event will culminate with a summary of key takeaways presented to County staff.

4) General Public Outreach via Project Website and ArcGIS Story Map

To reach a broader audience, an interactive project website and ArcGIS Story Map will serve as the central hubs for public participation.

- **Story Map Structure:** The Story Map will guide participants through a series of short, illustrated sections about zoning, planning, and development, providing accessible information to support informed feedback.
- **Interactive Feedback Opportunities:** At key intervals, participants will be prompted to provide input, comment on specific zoning issues, and highlight geographic concerns using interactive "pins" on a map. This feature will help contextualize zoning code concerns at a neighborhood and countywide scale.
- **Inclusive Participation:** The website will be promoted widely, with targeted outreach to ensure diverse and underrepresented groups are aware of the opportunity to provide feedback.

5) Follow-Up Focus Groups for Draft Code Recommendations Review

To implement Task 4, deliverable D2, follow-up focus groups will be held later in the process to discuss draft solutions identified in the report drafts. Stakeholders who participated in earlier charrettes, focus groups, and workshops will be actively encouraged to continue their involvement to ensure continuity and deeper engagement throughout the process.

- **Draft Review Process:** Focus groups will provide detailed feedback on report drafts, helping to refine recommendations before formal presentations to the public and decision-makers.
- **Outreach Continuity:** Special effort will be made to re-engage earlier participants to foster consistent input and ensure that voices heard earlier in the process have the opportunity to influence final outcomes.



Approach to Engagement

Otak will collaborate with UrbsWorks and the County to develop a community engagement plan that will direct outreach activities for this work, aimed at promoting public involvement by offering many chances for dialogue in different platforms and locations.

A key component of our approach is a carefully tailored engagement process. We proactively engage stakeholders through focus groups and interviews, providing targeted questions and concepts to maximize the value of their feedback. This ensures that their time and effort contribute meaningfully to the project, guiding our work with relevant, actionable insights. By integrating stakeholder input early and effectively, we enhance the relevance and effectiveness of our recommendations, ensuring they align with community needs and project goals.

In collaboration with County staff, our team will develop a thorough and thoughtful engagement plan, establish connections with key stakeholders and community partners, and use a wide variety of tools we have developed over the years to support meaningful input. We propose refining the twenty stakeholder focus groups described in Task 3 of the RFP into a combination of techniques, such as the following:

- **Deconstructed Charette:** A series of interviews with County staff, taking place on a single day, to understand issues with the code in practice, and insights from development review planners and other departments at the County.
- **Stakeholder Interviews:** Targeted interviews with key stakeholders, including development review staff, real estate development professionals, and frequent code users. This step will help us gather nuanced insights into specific issues and identify core areas for further exploration.
- **Focus Groups:** Following these interviews, we will organize a series of focus groups for both housing and commercial/employment codes. These initial focus groups will provide a broad range of perspectives and help pinpoint key issues and potential solutions.

- **Online Engagement:** To complement these efforts, we will implement an online engagement portal using a GIS Storymap to introduce the project, its goals, and gather open-ended feedback. This platform will allow users to “pin” issues directly onto a map, making the feedback more geographically relevant and accessible. For those interested in more detailed involvement, we will also offer an online survey and a live online workshop to further explore and refine the gathered input, ensuring that all feedback is relevant and effectively guides our work.

