

CITY OF MILWAUKIE
PLANNING COMMISSION MINUTES
TUESDAY, OCTOBER 24, 2006

COMMISSIONERS PRESENT

Jeff Klein, Chair
Teresa Bresaw
Lisa Batey
Scott Churchill
Dick Newman

STAFF PRESENT

Katie Mangle,
Planning Director
Ryan Marquardt,
Assistant Planner
Randy McCourt
DKS and Associates

COMMISSIONERS ABSENT

Catherine Brinkman

1.0 CALL TO ORDER

The meeting was called to order at 6:30 p.m.

2.0 PROCEDURAL QUESTIONS -- None.

3.0 CONSENT AGENDA

3.1 Planning Commission Minutes -- September 12, 2006

Commissioner Bresaw moved to approve the minutes of September 12, 2006 as revised. Commissioner Churchill seconded the motion.

Ayes: Bresaw, Churchill, Klein, Newman

Nays: None

Abstentions: Batey

The motion carried 4-0 with 1 abstention; Commissioner Batey did not read the minutes.

Commissioner Bresaw moved to approve the minutes of September 26, 2006 as revised. Commissioner Churchill seconded the motion.

Ayes: Bresaw, Churchill, Klein, Newman

Nays: None

Abstentions: Batey

The motion carried 4-0 with 1 abstention; Commissioner Batey did not read the minutes.

4.0 INFORMATION ITEMS -- City Council Minutes

City Council minutes can be found on the City web site at www.cityofmilwaukie.org

5.0 PUBLIC COMMENT -- None.

6.0 PUBLIC HEARINGS -- None.

7.0 WORKSESSIONS

7.1 Traffic Studies 101

Ms. Mangle introduced Randy McCourt, with DKS and Associates, the City's Traffic Engineering Consultant. She stated that he is here tonight to do a presentation on the fundamentals of traffic engineering.

Mr. McCourt began his presentation stating that there are seven common principles of transportation impact studies: motor vehicle volume analysis, system operations analysis, trip generation, warrants for traffic control and stop signs and signals, multi-modal access needs (driveway and site distance issues to pedestrian, bicycle and transit accessibility), collision and safety issues and neighborhood impacts. All of these are a part of the checklist the City uses for traffic impact studies.

Measurements are taken showing a.m. and p.m. peak hour analysis; which hours of the day and why. Most commonly the evening peak is the highest. For certain uses it can be different; i.e. a school use results in an afternoon peak, and for a theater the peak hours are in the evening.

Commissioner Batey asked how the counts are taken. **Mr. McCourt** stated that most of the 24-hour counts are machine counts; usually collected with road tubes. Two tubes are used to count lanes or measures speed in addition to volume. Individuals do evening counts at intersections with clickers counting left turns, through traffic and right turns. License plates are collected to figure out cut-through traffic; sometimes done with cameras. Camera counts are video taped and then watched and counted later.

The traffic flow on the highway is measured by speed (miles per hour), the volume (vehicles per hour) and density (vehicles per mile). These three characteristics are related, and the basis for what is assessed to determine performance. Volume to capacity ratio is a term used by ODOT (Oregon Department of Transportation) and Metro to measure the level of performance or

level of service. It was found that a delay measure at intersections is a more appropriate measure of performance.

Levels of Service (LOS) measurements are based on delay. The Volume to Capacity (V/C) used by Metro and ODOT is a ratio of the amount of volume capacity of an intersection versus the demand (a fraction of 100%). The delay can be measured in the field; most commonly it is computed through calculations. At a stop sign intersection the gaps in the traffic is a primary determinate on delays at the intersection; the signalized intersection measures the conflicting movements (through traffic against the left turning traffic). Studies of intersections are done to determine which one of the actions causes constraints.

The analysis of a signalized intersection and the level of service and delay is a cumulative analysis of all the movements of the intersection; an aggregate of the intersection. An un-signalized measurement, the constraints are usually the lefts going out and the lefts coming in; a signalized measurement averages everything together.

Commissioner Churchill asked Mr. McCourt to comment on the analysis between the signalized intersections versus a stop sign intersection. **Mr. McCourt** stated that when they review the intersections they are looking at the variations in 15-minute periods through the hour by the peak hour factor. This is an assumption that is put in the analysis for existing conditions versus future conditions; this changes the result. Sometimes the inputs (lane geometry, signal timing, etc.) make a difference in terms of the calculations.

A lot of research has gone into the Institute for Traffic Engineering (ITE) Manual; however some of the methodology in the manual does not pick up on certain factors, such as backups. The tools do not cover all points, but it does tell when an intersection is at or below capacity. There are now tools available that compute driver behavior, signal timing software, etc.; this information must be accurate but it is very effective in being able to assess the intersection-to-intersection system analysis versus a single intersection.

Trip generation data comes from different land uses from different sites, and from research that engineers have been collecting for 30 years. This document is continually changing. This results in a lot of good data, but most of the time there is not good data for specific uses. Trip generation surveys are done for specific sites to be sure to get an accurate picture of what is going on.

Commissioner Churchill asked if there is a difference of a big box trip generation in Los Angeles versus trip generation in Portland. **Mr. McCourt** stated that generally over time, when data is accumulated, it dissipates. The same use (Target, Wal-Mart, electronic stores, etc.) can begin with counts that are off the map, but later they stabilize back to normal trips. Trips can go up and down dramatically in a two-year period; there is a honeymoon period for the first year.

Commissioner Batey asked how the counters know when a trip is a diverted trip or a pass by trip. **Mr. McCourt** stated that there are research standards that are applied. Counters will go out and observe the vehicles or people are asked a series of questions and the information is averaged. This data ranges from studies on shopping centers, gas stations, quick marts, etc. and are documented and updated consistently from all over.

When a study is being done a decision has to be made on how far to study the site. A 10% impact is viewed as an average but that 10% can affect different areas in different ways. The key intersections must be studied to find the key problems. The principal arterials and key intersections should be a part of the analysis.

A national committee on Manual Uniform Traffic Control Devices (MUTCD) guides traffic control improvements. Warrants are criteria for when traffic signal or a stop sign control is deemed appropriate.

The issue of access is critical for motor vehicles. Placing driveways every 50 feet degrades the performance of a collector or arterial road. Local roads were made for driveways every 50 feet. Driveway frequency and driveways have a direct correlation to collisions on the roadway. There are less driveways and access points on the arterial roads. A stacking area on the site can be used so that vehicles are not backing up in the public right-of-way to do their maneuvering. Other stacking areas are needed off public roads for drive-through and school areas for drop off/pick up, to make sure there is adequate space for these uses to occur.

Research is ongoing to make sure there is an actual network for pedestrians in place. The network would also include facilities within 500 feet of the site for pedestrian connections. It's hard to require off-site pedestrian facilities unless there is a clear safety issue.

There is consideration for ADA (Americans with Disabilities Act) accessibility; making sure there is an accessible path and dropped curbs. Access to transit facilities must exist so people can get across the street to the bus stop safely. Public transit users usually come from within 1,000 feet of the site; consideration should be given to accommodations to use the facility.

Bicycle lanes and paths are accommodated through the Transportation System Plan to be included with frontage improvements. Bicycle lockers and storage is also a consideration; bicycle spaces can be incorporated in parking lots using dead-space. Bicyclists usually come from 3-5 miles of a site. When the frequency of service is in higher use areas, it is important to make sure that investments are made to make nice parking areas and safe crossings.

There are tools available that allow them to review how trucks turn and maneuver on site. Trucks have trouble negotiating narrow roads and sharp turns; an industrial site area must take into consideration freight loading access.

There are parking ratios that provide information as well as Milwaukie code. There is adequate data for different uses, such as soccer fields. Shared parking in a mixed-use center is important; this allows the maximum value out of the uses.

Safety is a tough issue with regard to traffic impact studies. Historical work has been done and information is available from ODOT on collisions, high-accident locations, etc. A lot of studies will include historical and current safety issues data.

It is important to public safety to make sure that all driveways and accesses have safe site distances; it affects pedestrians, bicycles, cars, etc. There are standards in place for site distances and they need to be applied on every project.

Commissioner Churchill asked if there is data on reader-board signs and the dangers they create. **Mr. McCourt** stated that research has been done and it was found that there was no substantial correlation between the reader-board signs and collisions. Because of the First Amendment, the signs have been allowed. He personally feels there should be caution taken on red and green illuminated reader-board signs as they conflict with the signals. These signs are fairly new. As more input comes in, the engineers will know more.

Commissioner Batey asked if information is available for accident records before a sign is put in and after a sign is put in. **Mr. McCourt** stated that ODOT has historical records for accidents for most roads. Any collisions that are recorded to the State can be obtained from the State.

Commissioner Bresaw asked what the recommended width of a neighborhood street is. **Mr. McCourt** stated that the standard TSP generally calls for a street width of 28 and 32 feet.

Commissioner Batey asked Mr. McCourt to comment on the 5-10 mile an hour excessive speed; police monitor the 85th percentile speed. **Mr. McCourt** stated that the 85th percentile speed is commonly used. The 85th percentile speed out of 100 vehicles on the roadway is the prudent person's speed on the roadway. A lot of speed zones are set with this measurement. When there are 5-10% of people driving 10 miles per hour over the speed limit on a neighborhood street (28 or 32 foot width) it is an immediate red flag that will result in mitigation of some sort; this is not a good characteristic for this size street.

When they are defining transportation impacts they are looking for situations where traffic control devices, capacity issues or warrants are being triggered by the land use. They are constantly looking for triggers or changes that affect

changes in the network; something where the condition has changed from its original situation.

Mr. McCourt cited an example where there is a park in a neighborhood where people were walking to the park. A project that comes in which results in the addition of more people walking to the park, but they didn't create the problem of not having facilities to get to the park. Proportionality issue in defining impacts is another legal issue they have to be sensitive about. The most important issue is when a project changes the base condition (vehicle volume, delay, warrant, access to transit, parking, etc.), the impact is addressed.

Asking questions is the right thing to do. Any time the studies do not answer the question of whether this project will meet Milwaukie's standard, it is time to ask questions. If it doesn't, the questions that need to be asked are what is necessary to meet the standard, what is necessary to make the improvement and who will make that improvement. Applicants are not looking for ways to increase their project costs. Commissioners need to be able to ask specific questions relative to the proposed project in regards to traffic issues.

Chair Klein asked Mr. McCourt to comment on a situation where the applicant's traffic report and the City's traffic report do not agree. **Mr. McCourt** stated that there is a point where the numbers are going to be different because of different input; however, what is important is that the facilities that are necessary are being accommodated and put into place. The difficulty is where the applicant does not want to build what the City Engineer feels is appropriate. It is a rare case where staff is off base; the Commissioners should ask questions about the issue that is causing the conflict and whether it should be mitigated.

Mr. McCourt stated that an important question for the Commissioners to ask is regarding site distance. Will the applicant sign their plans that the site distances are adequate? If the applicant is confident that the plans are correct, they will have no problem with this condition.

A member of the audience asked the difference between a primary trip and pass-by trip. **Mr. McCourt** stated that a primary trip is from the principal source (house) to the origin (land use). A pass-by trip is generated from a principal source (house) going to the office and along the way there is a stop to get a donut. The trip for the donut is a pass-by trip; this pass-by trip subtracts out a through trip and adds a right-turn into the site and a left turn out of the site. Two trips are being added that didn't exist on the site. Traffic after the use in that case would be the same; there would not be a change in traffic on that road. **Ms. Mangle** stated that this is important because not all uses add trips to the system and it is important to differentiate between new trips coming in and the trips that are already in the system.

Mr. McCourt stated that the trips generated for a gas station might be a lot; however, a majority of those trips are pass-by trips. This applies to Wal-Mart, Fred Meyer, fast food uses, banks, retail stores, restaurants, etc. because they are common high pass-by trip generators. Including pass-by trips would change the consideration of a use because the main street trip generation will remain the same, but there will be high pass-by trips added. Because of air quality and different kinds of analysis the diverted trips are important to understand; they impact turning movements, intersections in the area, etc. Commissioners can ask questions about pass-by traffic and whether it is reasonable for the use being considered.

It was asked what the requirements are to meet the warrants for traffic change. **Mr. McCourt** stated that there are three basic warrants: a traffic control warrant (stop signs and signals), left-turn lane warrants and right-turn lane warrants. The traffic control warrants are measured against the standard that is produced by the Manual of Uniform Traffic Control Devices, which includes volumes, pedestrian levels, accident levels, school issues, etc. The volumes are looked at in 8-hour, 4-hour and peak hour and then reviewed on a combination of streets (alignment). This information is compared to the thresholds to determine if they are above or below the standard levels. There are several warrant criteria that have to be met before the change is made. Just because the situation meets a warrant doesn't mean that it is warranted; there are alternatives to traffic signals. Commissioners can ask questions about whether the warrants are actually appropriate for the situation.

Both the left-turn and right-turn warrants are called out in AASHTO (American Association State Highway Transportation Officials) that includes thresholds for left and right turn warrants. Turn lane warrants are based on volume data and it determines when, from a safety standpoint, a lane is needed. Left-turn lanes are the number one safety devices available; the collision reduction is solid.

Discussion followed on examples of traffic calming devices (circles, round-about devices, rotaries, islands, donuts); all are safety devices that can be used to slow traffic.

A member of the audience asked if the assumptions in the traffic study could be politically motivated. **Mr. McCourt** stated that from his standpoint they are not. He does not feel they are as politically motivated as they are swayed to align with the proposed project.

Ms. Mangle asked if it is correct that some of the assumptions about land use in the downtown and mixed-use areas are still cutting edge in terms of the manuals and data available. Questions about this issue should address concerns; what assumptions are going into the proposal, what numbers are being used, and are the numbers the same as Metro's numbers, etc. **Mr. McCourt** stated that ITE has mixed-use reductions of about 25% of vehicle trips with the blend of residential

and retail together. There have been cases where the 25% reduction was used and the use performance was over the estimated trips; it can go either way. A downtown area is an area where there are opportunities for that reduction in auto trips to happen.

Mr. McCourt stated that the Commissioners should consider whether an applicant must include traffic analysis for pending applications in the area that may be approved before the current application is completed. There may be a need to use a background growth factor of 2-3% to pick up additional traffic that may come in. Future applications factor in with the reasonable proportionate share cost.

Commissioner Churchill asked Mr. McCourt to address things that the Commission should be address to not encourage reducing the intersection level to decrease the pedestrian quality of the downtown area. **Mr. McCourt** stated that it wouldn't take much to reduce the pedestrian quality of the downtown area. The solution may not be reducing intersections; there are other alternatives that allow for circulation of pedestrian traffic (other roadways, overpasses, other connections, other transit networking) and help offset the network.

Mr. McCourt stated that it is a political choice to decide to not go further at this intersection and will work with other things elsewhere. There have been cases where this works and there are cases where the Metro standards have been called in and the intersection was not limited.

Mr. Ashenbrenner noted that Harrison and Main is a four-way stop that has pedestrian problems. There are other intersections that have the same type of bottleneck. He asked what solutions could be considered for the downtown area. **Mr. McCourt** stated that the stretch from Harrison from 21st to Main and Highway 99 to McLoughlin will need to be reviewed in the TSP. There may need to be a signal at some point. In the westbound direction towards 17th on Harrison, all the capacity of the intersection cannot be delivered because there are not enough cars up to the stop line; they are stopping one block back. This is a tough situation to meet every standard and make things work in consideration of a creek, railroad, freeway, river, etc. There are not a lot of options.

Chair Klein asked Mr. McCourt to summarize the main issues that the Commission should focus on. **Mr. McCourt** stated that most of the transportation impact studies will focus on the capacity. He encouraged the Commission to honor that because the code calls for it. Other considerations should be that access needs are met (site distance, pedestrian issues, transit issues, bicycle issues, etc.). It is a lot easier to deal with applicants on these issues at the early planning stage rather than getting it changed later. The pre-application meetings provide an opportunity to work with the applicant to incorporate issues so that they don't have to be dealt with at hearings.

The Commissioners and staff thanked Randy McCourt for a thorough presentation.

7.2 Transportation System Plan Project Update

Ms. Mangle reported that this item will be discussed at a later date.

8.0 DISCUSSION ITEMS -- None.

9.0 OLD BUSINESS -- None.

10.0 OTHER BUSINESS / UPDATES

10.1 Matters from the Planning Director

Ms. Mangle reported that the Commission's denial of the Milwaukie High School sign application has been appealed to City Council; the hearing will be held on November 9th. The City Attorney has advised that the Commissioners pick one person to be a representative at that hearing if they desired to have a voice supporting their decision.

Chair Klein stated that he plans on being at that hearing as a representative. He stated that he feels the important issues to relay as the representative are safety, aesthetics, and appropriateness for the neighborhood (sandwiched between historic Milwaukie and the Downtown District). He will make comments as a group, not his individual reasons for his decision. **Ms. Mangle** stated that each Commission member came to an individual opinion and as a group the reasons stated in the findings resulted in the Commission's decision.

Ms. Mangle reported that the Spring Park Master Plan hearing will be held on the same night.

Chair Klein announced that the November 28th meeting is being cancelled because no hearing is scheduled and due to Thanksgiving.

11.0 NEXT MEETING -- November 14, 2006

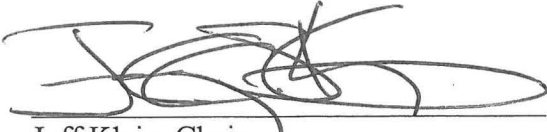
Commissioner Bresaw moved to adjourn the meeting of October 24, 2006. **Commissioner Churchill** seconded the motion. MOTION PASSED UNANIMOUSLY.

The meeting adjourned at 9:30 p.m.

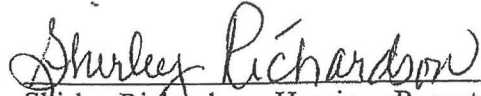
CITY OF MILWAULKIE PLANNING COMMISSION

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Jeff Klein, Chair



Shirley Richardson, Hearings Reporter

MILWAUKIE PLANNING COMMISSION

MILWAUKIE CITY HALL
10722 SE MAIN STREET

AGENDA TUESDAY, OCTOBER 24, 2006 6:30 PM

		ACTION REQUIRED
1.0	Call to Order	
2.0	Procedural Matters If you wish to speak at this meeting, please fill out a yellow card and give to planning staff. Please turn off all personal communication devices during meeting. Thank You.	
3.0 3.1 3.2	Planning Commission Minutes September 12, 2006 September 26, 2006 Approved PC Minutes can be found on the City web site at: www.cityofmilwaukie.org	Motion Needed
4.0	Information Items – City Council Minutes City Council Minutes can be found on the City web site at: www.cityofmilwaukie.org	Information Only
5	Public Comment This is an opportunity for the public to comment on any item not on the agenda	
6.0	Public Hearings - None	Discussion and Motion Needed For These Items
7.0 7.1 7.2	Worksession Items Traffic Studies 101 training Transportation System Plan project update	
8.0	Discussion Items This is an opportunity for comment or discussion by the Planning Commission for items not on the agenda.	Review and Decision
9.0	Old Business	
10.0	Other Business/Updates Appeal of CSU-06-05	Information Only Review and Comment
11.0	Next Meeting: November 14, 2006 The above items are tentatively scheduled, but may be rescheduled prior to the meeting date. Please contact staff with any questions you may have.	

Forecast for Future Meetings: November 28, 2006

Milwaukie Planning Commission Statement

The Planning Commission serves as an advisory body to, and a resource for, the City Council in land use matters. In this capacity, the mission of the Planning Commission is to articulate the Community's values and commitment to socially and environmentally responsible uses of its resources as reflected in the Comprehensive Plan

Public Hearing Procedure

1. **STAFF REPORT.** Each hearing starts with a brief review of the staff report by staff. The report lists the criteria for the land use action being considered, as well as a recommended decision with reasons for that recommendation.
2. **CORRESPONDENCE.** The staff report is followed by any verbal or written correspondence that has been received since the Commission was presented with its packets.
3. **APPLICANT'S PRESENTATION.** We will then have the applicant make a presentation, followed by:
4. **PUBLIC TESTIMONY IN SUPPORT.** Testimony from those in favor of the application.
5. **COMMENTS OR QUESTIONS.** Comments or questions from interested persons who are neither in favor of nor opposed to the application.
6. **PUBLIC TESTIMONY IN OPPOSITION.** We will then take testimony from those in opposition to the application.
7. **QUESTIONS FROM COMMISSIONERS.** When you testify, we will ask you to come to the front podium and give your name and address for the recorded minutes. Please remain at the podium until the Chairperson has asked if there are any questions for you from the Commissioners.
8. **REBUTTAL TESTIMONY FROM APPLICANT.** After all testimony, we will take rebuttal testimony from the applicant.
9. **CLOSING OF PUBLIC HEARING.** The Chairperson will close the public portion of the hearing. We will then enter into deliberation among the Planning Commissioners. From this point in the hearing we will not receive any additional testimony from the audience, but we may ask questions of anyone who has testified.
10. **COMMISSION DISCUSSION/ACTION.** It is our intention to make a decision this evening on each issue before us. Decisions of the Planning Commission may be appealed to the City Council. If you desire to appeal a decision, please contact the Planning Department during normal office hours for information on the procedures and fees involved.
11. **MEETING CONTINUANCE.** The Planning Commission may, if requested by any party, allow a continuance or leave the record open for the presentation of additional evidence, testimony or argument. Any such continuance or extension requested by the applicant shall result in an extension of the 120-day time period for making a decision.
12. **TIME LIMIT POLICY.** All meetings will end at 10:00pm. The Planning Commission will pause hearings/agenda items at 9:45pm to discuss options of either continuing the agenda item to a future date or finishing the agenda item.

The Planning Commission's decision on these matters may be subject to further review or may be appealed to the City Council. For further information, contact the Milwaukie Planning Department office at 786-7600.

Milwaukie Planning Commission:

Jeff Klein, Chair
Dick Newman, Vice Chair
Lisa Batey
Teresa Bresaw
Catherine Brinkman
Scott Churchill

Planning Department Staff:

Katie Mangle, Planning Director
Susan Shanks, Associate Planner
Brett Kelter, Assistant Planner
Ryan Marquardt, Assistant Planner
Jeanne Garst, Office Supervisor
Karin Gardner, Administrative Assistant
Marcia Hamley, Administrative Assistant
Shirley Richardson, Hearings Reporter