

**CITY OF MILWAUKIE
CITY COUNCIL WORK SESSION AGENDA
JUNE 18, 2001**

MILWAUKIE CITY HALL
Second Floor Conference Room
10722 SE Main Street

WORK SESSION – 5:30 p.m.

Discussion Items:

	<u>Time</u>	<u>Topic</u>	<u>Presenter</u>
1.	5:30 p.m.	Dinner and Information Sharing	Group
2.	6:00 p.m.	Open Public Forum	
3.	6:30 p.m.	Joint Discussion with Riverfront Board	
4.	7:15 p.m.	Transportation System Plan Update	John Gessner
5.	7:45 p.m.	Adjourn	Mayor Bernard

The Council may vote in work session on non-legislative issues.

The time listed for each discussion item is approximate. The actual time at which each item is considered may change due to the length of time devoted to the preceding items.

At the end of the work session, the Council may hold an Executive Session under the authority of Oregon Revised Statutes 192.660 as needed.

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<i>The Council requests that all pagers and cell phones be either set on silent mode or turned off during the meeting.</i>



To: Mayor and City Council

Through: Mike Swanson, City Manager Pro Tem
Alice Rouyer, Planning Director *AR*

From: John Gessner, Associate Planner *JG*

Subject: Transportation System Plan (TSP) Implementation

Date: June 18, 2001

Action Requested

Final direction on Transportation System Plan Implementation Project.

Background

Staff has presented various elements of this project at several work sessions of the City Council and Planning Commission over the last five months. This staff report provides an overview of the project for final direction. With Council approval, staff will move into the code writing phase of the project.

The project consists of the following elements:

1. Transportation System Plan Implementation & Traffic Impact Analysis¹
2. Compliance with the State Transportation Plan Rule (TPR)
3. Compliance with the Regional Transportation Plan (RTP)
4. Creation of a Roadway Design Manual

Although, many concepts related to compliance with the State Transportation Plan Rule and Regional Transportation Plan have been presented in previous work sessions, many of the details were not resolved. The final details are presented here for Council direction as follows:

¹ An overview of how the Milwaukie Transportation System Plan (TSP) will be implemented is provided in Exhibit 1. The TSP will primarily be implemented by the traffic impact assessment element, which was reviewed in prior work sessions. Accordingly, no further direction is requested on TSP implementation and traffic impact analysis

Key Issues for Council Direction

1. *Are the proposed methods to comply with the Transportation Plan Rule acceptable?*
2. *Are the proposed level of service standards (for compliance with the Regional Transportation Plan) acceptable?*

Compliance with the State Transportation Plan Rule (TPR)

Request for Council Direction: Are the following compliance measures acceptable?

1. *Driveway spacing targets.*
2. *Sight and Stopping Distance Standards.*
3. *Notification to Oregon Department of Transportation for proposed revisions to the Comprehensive Plan and Zoning Map.*

The City is already in substantial compliance with the TPR. Certain provisions of the TPR will be met by traffic impact analysis requirements. A summary of the key compliance elements is provided below:

TPR Policy	Implementation Method
Adopt measures to protect major streets.	Create level of service, driveway spacing, sight distance, and stopping distance standards. (See discussion on level of service standards below)
Provide notice to ODOT of proposed changes to Comprehensive Plan and Zoning Map.	Amend administrative provisions of the Comprehensive Plan and Zoning Ordinance.

Access Management & Driveway Spacing

Oregon Department of Transportation recommends that driveways located on collector and arterial roadways be located no closer than 300 and 600 feet respectively. The purpose of the driveway spacing standard is to facilitate traffic flow, by reducing traffic conflicts and turning movements. The City's arterials and collectors are shown below:

<u>Arterials²</u>	<u>Collectors</u>	
McLoughlin Boulevard King Road Lake Road Linwood Avenue Harrison Street Oatfield Road	Main Street Railroad Avenue 17 th Avenue 32 nd Avenue 42 nd Avenue Monroe Street	Stanley Avenue Washington Street 37 th Avenue

² The City does not have jurisdiction over driveway placement on McLoughlin Boulevard and Highway 224, which are controlled by Oregon Department of Transportation.

For Milwaukie, the pattern of lot design and development will prevent compliance with the 300-foot and 600-foot spacing standards in most cases. Staff is recommending adoption of the ODOT spacing standards as “targets” and that adequate exceptions also be adopted to allow reasonable development of property when the targets cannot be met. The exceptions will ensure that potential access hazards are evaluated at time of development review and will help facilitate opportunities for shared access where practical.

Sight and Stopping Distances

Sight distance is determined by an engineering method that helps drivers see far enough to ensure safe entry onto the street. Stopping distance helps ensure that cars already in the street have enough distance to react to vehicles entering the street. The city already has sight distance regulations. Stopping distance standards will be incorporated in the Roadway Design Manual. Both methods are based upon published engineering practices.

Notification of Comprehensive Plan and Rezoning Amendments

The Transportation Plan Rule requires that Oregon Department of Transportation be notified of proposed changes to land use designations in the Comprehensive Plan and proposed changes to the Zoning Map. Minor revisions to the Comprehensive Plan and Zoning Ordinance are required to implement this requirement. Since proposed land use and zoning map changes are rare, compliance with this requirement should not have an appreciable impact or cost on departmental operations.

Compliance with the Regional Transportation Plan (RTP)

Request for Council Direction: Are the following compliance measures acceptable?

1. *Level of Service Standards.*
2. *Revised Functional Classification for 17th Avenue & Johnson Creek Boulevard.*

Level of Service Standards

There are two proposals for adoption of traffic performance measures. One affects local intersections only, the other affects “links” on regional facilities. Based on previous work sessions, staff is proposing the following:

1. Adopt Level of Service-D as an “adequate public facility” standard for all city intersections, except intersections on McLoughlin Boulevard. This standard is to be used for development review purposes.
2. For intersections on McLoughlin Boulevard and Highway 224, adopt Level of Service-F for the first hour of the two-hour morning and evening peak, and Level of Service-E for the second hour of the morning and evening

two-hour peak. For planning purposes the standards are thresholds of roadway capacity, against which traffic impacts of comprehensive plan and rezoning proposals are judged. For review of development proposals, intersections on McLoughlin Boulevard would be subject to Level of Service-E and -F.

Functional Classifications of 17th Avenue & Johnson Creek Boulevard

Changes to the classification of Johnson Creek Boulevard (between Harney Drive on the east and Tacoma on the west) and 17th Avenue are recommended in order to comply with the new Regional Transportation Plan. Both roadways are now classified as arterials in the Milwaukie Transportation System Plan, while they are classified as “collectors of regional significance” in the Regional Transportation Plan.

Collectors generally have a lower level of performance than arterials in terms of road size, travel speed, and vehicle capacity. Based upon the Milwaukie TSP, arterials can be sized up to 4 lanes. Collectors on the other hand are sized up to three lanes. Revising 17th Avenue and Johnson Creek Boulevard to a collector is consistent with the way the streets actually function and is compatible with surrounding land uses. The definition of “collectors of regional significance” is found in Exhibit 2.

Milwaukie Roadway Design Manual

The following is provided for information only. It appears that there are no policy issues related to the manual.

The Roadway Design Manual is intended to be a comprehensive resource for a wide range of transportation design elements. The manual gains its legal authority by the Council's adoption. Administered by the City Engineer, the manual must be flexible in order to respond to changes in engineering practices and standards. However, because some of its elements may involve compliance with state or regional laws, or affect city transportation policy, staff is recommending that revisions be subject to Council resolution.

The content of the manual has not been finalized at this time, but the following is an example of likely content:

1. *Right-of way Standards and Exceptions: preferred right-of-way widths, and guidelines for exceptions to r-o-w and design standards.*
2. *Street Cross Section and Design Standards: preferred construction details for streets, bike lanes, sidewalks, parking, and planter islands.*
3. *Traffic Impact Analysis: Threshold Scoring for determining when a study is required and required contents of a Traffic Impact Study.*
4. *Access Management and Driveway Spacing Targets.*
5. *Intersection Design and Construction Standards.*

Exhibit 1-Transportation System Plan (TSP) Implementation

The TSP policies regarding bicycle, pedestrian, transit, streets, freight, and rail systems are summarized below:

TSP Policy	Implementation Method
1. Improve connections within the bicycle, pedestrian, and transit systems.	1. During review of traffic impact analysis: <ul style="list-style-type: none"> a. Identify when projects are on the Bicycle and Walkway master plans. b. Identify gaps in the existing system. 2. Require improvements at time of development.
2. Improve handicap accessible facilities in pedestrian and transit networks.	1. Adopt design standards. 2. Require improvements at time of development.
3. Reduce bicycle, pedestrian, and vehicle accidents.	During review of traffic impact analysis, identify accident history and needed improvements.
6. Ensure safe streets and implement TSP intersection improvement list.	During review of traffic impact analysis: <ul style="list-style-type: none"> a. Identify known and projected traffic problems.³ b. Coordinate with projects in the TSP, System Development Charges, Neighborhood Traffic Management, and Capital Improvement Plan. c. Continue to use adequate public facility requirements. d. Assess traffic impacts at time of development. e. Mitigate traffic impacts.

These policies will be implemented primarily through the traffic impact assessment process and design standards of the Roadway Design Manual

³ The TSP identifies numerous intersections that are expected to congest based on estimates of future traffic growth. The Traffic Impact Analysis process will require identifying the impact on these intersections when affected by future development.

Exhibit 2-Definitions

Collector of Regional Significance: This term refers to routes that connect the regional arterial system and the local collector system by collecting and distributing neighborhood traffic to arterial streets. Collectors of regional significance have three purposes. First, these facilities ensure adequate access to the primary and secondary land-use components of the 2040 Growth Management Concept. Second, collectors of regional significance allow dispersion of arterial traffic over a number of lesser facilities where an adequate local network exists. Third, collectors of regional significance help to define appropriate collector level movement between jurisdictions. (*Metro, 2000 Regional Transportation Plan, August 10, 2000*)