

Memorandum

Date: May 28, 2020

To: West Linn Planning Commission

From: Darren Wyss, Associate Planner

Subject: Work Session #3: Proposed Community Development Code (CDC) and Transportation System Plan (TSP) Amendments: 28-Foot Local Street Cross-Section

At its June 3, 2020 meeting, the Planning Commission (PC) will hold its third work session on proposed amendments to the CDC and TSP to implement minimum pavement width standards for streets in new subdivisions. The proposed amendments are in response to City Council direction to make the 28-Foot Local cross-section the default for new subdivisions. The first work session was held with the Transportation Advisory Board (TAB) on February 19, 2020. After discussion, the PC and TAB found consensus on four items and requested the proposed amendments be updated accordingly and brought back for review and further discussion. The four items:

1. Clarify the 34-Foot Local cross-section can still be utilized in new subdivisions.
2. Both internal streets and streets adjacent to the new subdivision should be subject to the minimum width standard.
3. Create clear and objective standards the PC can utilize to review and make findings against in order to approve a new subdivision proposal with street pavement width less than 28-feet. For example, standards to protect natural resources or steep slopes.
4. Private streets in a new subdivision should also be subject to the minimum 28-foot width standard.

The PC held a second work session on April 15, 2020 where it reviewed the first three items listed above that were incorporated into the proposed CDC amendments (Attachment 1) and proposed TSP amendments (Attachment 2). The PC also discussed the fourth item above to clarify the definition of a private street and provide direction on how to implement the request. To help with the discussion, staff provided background information on the terminology in the CDC, recent subdivision approvals, and how the design relates to the terminology. Staff presented options for the PC to consider. The outcome of the meeting was:

1. The PC found consensus the proposed amendments in Attachments 1 and 2 were ready for the legislative process, with one minor change to correct the code reference CDC 85.200.A(4) under the Table in Attachment 1;

2. The PC agreed that the CDC should be amended to make access to more than three lots/parcels by a public street built to public street standards. The code currently allows a private street or shared driveway for up to four lots/parcels and requires a public street built to public street standards for access to five or more lots/parcels. The PC asked for a companion proposal to be brought forward with the proposed amendments in Attachments 1 and 2; and
3. The PC agreed that private streets should be prohibited and to amend the CDC to remove all references to and definitions of private streets.

After the April meeting, Interim City Manager John Williams advised that because items two and three would create additional maintenance costs for the public and they are outside the original project approval from Council, the Council would need to provide policy direction on this issue before proceeding. The Council appointed Mixed-Use Working Group faced a similar situation in 2018 where code improvements were identified but outside of the direction given by City Council. The working group recommended the specific code amendments as directed by Council and also recommended five items to add to and prioritize on the docket for future amendments.

Staff is looking for direction from the PC on how to proceed with items two and three above. Here are the options:

1. Commence the legislative process on the proposed amendments in Attachments 1 and 2 right away. Include a recommendation on the additional items, with a description of the issue, for City Council to discuss and potentially prioritize for a subsequent amendment process.
2. Include a companion code amendment proposal by delaying the legislative process, hold a joint meeting with City Council to discuss the issue, and request Council to direct staff to delay work on another docket priority project while focusing on the companion proposal.

If you have questions about the work session, please feel free to email or call me at dwyss@westlinnoregon.gov or 503-742-6064. As always, submitting questions prior to the meeting is beneficial to the efficiency and effectiveness of the discussion as it allows staff to prepare materials and distribute them for your consideration.

If you have questions about the mechanics/logistics of the virtual meeting, please contact Lynn Schroder at lschroder@westlinnoregon.gov or 503-742-6061.

Thanks, I look forward to working with you on the 3rd.

Background Information from the February 19, 2020 Memorandum

The proposed amendments are in response to community concerns, previously brought to the PC, over lack of adequate street parking in new subdivisions. The TSP and CDC currently allow a 24-Foot Local street cross-section that is typically utilized in subdivisions with steep cross-slopes or for protection of natural resources.

The PC forwarded this concern to City Council and discussed at a joint work session in February 2019. The outcome was City Council directed staff to amend street cross-section standards to require the 28-Foot Local as the default in new subdivisions moving forward. Staff implemented this direction through a policy memorandum until an amendment could be brought forward.

City Council and the PC discussed this issue once again at a joint work session on October 21, 2019. The group reached consensus that the policy memorandum needed codified so it could be easily found and implemented into the future. The group reiterated that the 28-Foot Local would be the default for new subdivisions and not in older, existing neighborhoods. City Council directed staff to put together an amendment proposal and bring it through the legislative process.

Staff explored options to codify the policy direction and arrived at the attached proposals. While this proposal does not eliminate the 24-Foot Local cross-section, it creates clear direction to applicants on expectations for new street cross-sections in a subdivision proposal. Staff felt keeping the 24-Foot Local option in the TSP and CDC was important to maintain flexibility in older, established neighborhoods where street and right-of-way widths can vary significantly.

These older neighborhoods also have varied levels of stormwater infrastructure available to collect and treat run-off from impervious surfaces. Having flexibility for pavement widths will ensure the stormwater is handled appropriately and effectively. In addition, mature trees are often seen as valuable amenities of these older neighborhoods and have existed with the current right-of-way configuration for many years. Once again, providing some flexibility in the design of street improvements can lead to the retention of mature trees and maintaining the feel of the neighborhood.

Proposed Community Development Code Amendments

3. Street widths. Street widths shall depend upon which **the** classification of street is proposed. The classifications and required cross sections are established in the adopted TSP.

The following table identifies appropriate street width (curb to curb) in feet for various street classifications. The desirable width shall be required unless the applicant or ~~his or her~~ **their** engineer can demonstrate that site conditions, topography, or site design require the reduced minimum width. For local streets, a 12-foot travel lane may only be used as a shared local street when the available right-of-way is too narrow to accommodate bike lanes and sidewalks.

City of West Linn Roadway Cross-Section Standards

Street Element	Characteristic	Width/Options
Vehicle Lane Widths (Typical widths)	Minor Arterial	11 – 12 feet
	Collector	10 – 12 feet
	Neighborhood Route	10 – 12 feet
	Local	10 – 12 feet
On-Street Parking	Minor Arterial	Limited (in designated commercial zones)
	Collector	Optional (8 feet typical width)
	Neighborhood Route	Optional (8 feet typical width)
	Local	Optional <u>*</u> (8 feet typical width)
Bicycle Lanes (Typical widths)	Arterial	5 feet
	Collector	5 feet
	Neighborhood Route	5 feet
Cycle Track	Minor Arterial (30 MPH or greater)	7 feet
	Collector (30 MPH or greater)	7 feet
Sidewalks (Typical widths)	Minor Arterial	6 feet, 10 – 12 feet in commercial zones
	Collector	6 feet, 8 feet in commercial zones
	Along Cycle Track	6 feet, 10 – 12 feet in commercial zones
	Neighborhood Route/Local	6 feet (4 – 5 feet in Willamette Historical District), 8 feet in commercial zones
Landscape Strips	Can be included on all streets	6 feet typical (5 feet for minor arterials)
Raised Medians	5-Lane	Optional
	3-Lane	Optional

City of West Linn Roadway Cross-Section Standards

Street Element	Characteristic	Width/Options
	2-Lane	Consider if appropriate
Neighborhood Traffic Management	Arterials	None
	Collectors	None
	Neighborhood Route/Local	At the discretion of the City Engineer
Transit	Minor Arterial/Collector	Appropriate
	Neighborhood Route	Only in special circumstances
	Local	Not recommended

*** The minimum paved width for both internal and adjacent Local streets in new subdivision proposals shall be 28-feet, unless reduced in CDC.85.200.A(4).**

4. The decision-making body shall consider the City Engineer's recommendations on the desired right-of-way width, pavement width and street geometry of the various street types **for streets within or adjacent to the subdivision, after consideration by the City Engineer of, the following criteria: To approve a street design less than the desirable width in CDC 85.200(3), the applicant shall demonstrate with proper documentation that one of the following applies:**

a. The street design will help protect a Water Resource Area and complies with the submittal requirements and approval standards found in CDC Chapter 32.

b. The street design will help protect a Flood Management Area and complies with the submittal requirements and approval standards found in CDC Chapter 27.

c. The street design will help protect the Willamette Greenway, Tualatin Greenway, or a Habitat Conservation Area and complies with the submittal requirements and approval standards found in CDC Chapter 28.

d. The street design will help protect steep slopes and complies with the submittal requirements found in CDC 85.170(C) and approval standards found in CDC 85.200(E).

e. The street design will help protect a cluster of significant trees and complies with CDC 85.200.J(9).

~~a. The type of road as set forth in the Transportation Master Plan.~~

~~b. The anticipated traffic generation.~~

~~c. On-street parking requirements.~~

~~d. Sidewalk and bikeway requirements.~~

~~e. Requirements for placement of utilities.~~

~~f. Street lighting.~~

~~g. Drainage and slope impacts.~~

~~h. Street trees.~~

~~i. Planting and landscape areas.~~

~~j. Existing and future driveway grades.~~

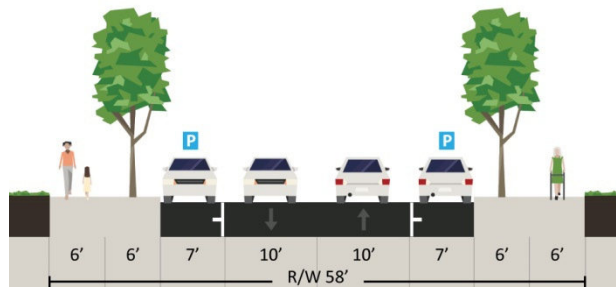
~~k. Street geometry.~~

~~4. Street furniture needs, hydrants.~~ *(Staff note: these are things already considered when creating the adopted cross-sections being implemented by this code section).*

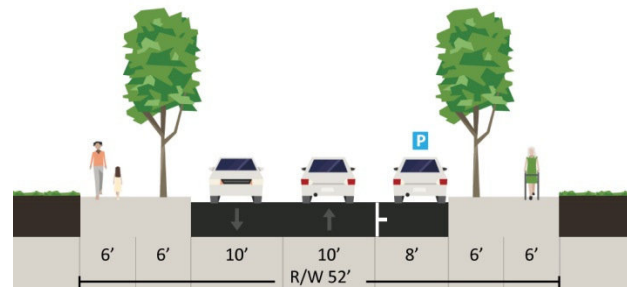
5. Additionally, when determining appropriate street width, the decision-making body shall consider the following criteria:

- a. When a local street is the only street serving a residential area and is expected to carry more than the normal local street traffic load, the designs with two travel and one parking lane are appropriate.
- b. Streets intended to serve as signed but unstriped bike routes should have the travel lane widened by two feet.
- c. Collectors should have two travel lanes and may accommodate some parking. Bike routes are appropriate.
- d. Arterials should have two travel lanes. On-street parking is not allowed unless part of a Street Master Plan. Bike lanes are required as directed by the Parks Master Plan and Transportation Master Plan.

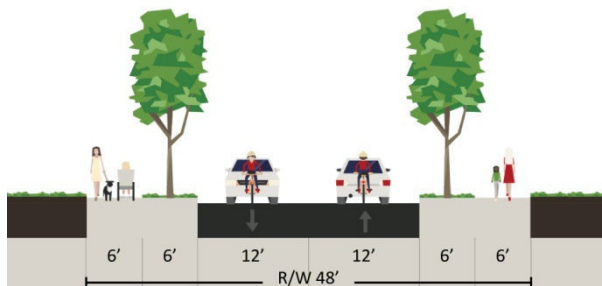
Exhibit 9: Local Street Cross Sections



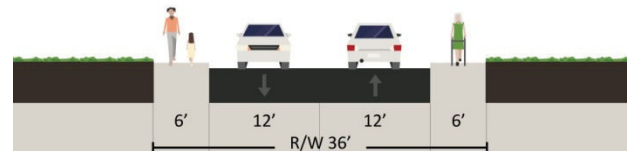
34-foot Local (Parking on Both Sides) **



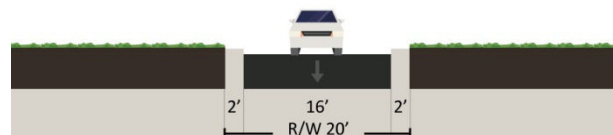
28-foot Local (Parking on One Side) *



24-foot Local (No Parking)



Local Constrained



Alley

Table 30: Local Street Cross Section Standards

Standards ³	Local Streets
Vehicle Lane Widths	10-12 feet
On-Street Parking	7-8 feet ¹
Sidewalks	6 feet (4-5 feet in Willamette Historical District)
Landscape Strips	6 feet ²
Median/Turn Lane Widths	None
Neighborhood Traffic Management	At the discretion of the City Engineer

1. Allowance of on-street parking shall be based upon the nature and intensity of adjacent development and physical constraints.

2. Landscape strips may be reduced and/or removed at the discretion of the City Engineer.

3. The City Engineer or Planning Director may recommend green street variations of each cross section. These variations may include replacing the standard landscape strip with a rain garden or swale, using pervious material for the sidewalk, and in some cases providing a sidewalk on only one side of the street.

*** Standard cross-section for internal and adjacent streets in new subdivision proposals**

**** Cross-section also allowed in new subdivision proposals**