

Memorandum

Date: April 9, 2020

To: West Linn Planning Commission

From: Darren Wyss, Associate Planner

Subject: Worksession #2: Proposed Community Development Code (CDC) and Transportation System Plan (TSP) Amendments: 28-Foot Local Street Cross-Section

At its February 19, 2020 meeting, the Planning Commission (PC) held a joint worksession with the Transportation Advisory Board (TAB) to discuss proposed amendments to the CDC and TSP that would 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. 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.

Staff has incorporated the first three items listed above into the proposed CDC amendments (Attachment 1) and proposed TSP amendments (Attachment 2). The fourth item above is more complex and requires further direction from the PC. Staff has provided some background information related to terminology in the CDC, recent subdivision approvals and how the design relates to the terminology, and options for the PC to consider (Attachment 3). The goal of the April 15, 2020 PC virtual meeting will be threefold:

1. PC review, discussion, and feedback on proposed amendments in Attachments 1 and 2;
2. PC review, discussion, and feedback on private street terminology in Attachment 3; and
3. PC recommendation on need for additional worksessions or for staff to initiate the legislative process and schedule public hearings (the TAB will be updated and briefed as necessary).

If you have questions about the worksession or proposal, 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.

As this will be the first virtual meeting of the Planning Commission, it will require some patience in the beginning as everyone gets familiar with the platform. Not being in the same room together eliminates the visual clues when someone wants to speak, so staff will work with Chair Walvatne to utilize the tools available in the virtual meeting platform to make it run as smoothly as possible. 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 and look forward to working with you on the 15th.

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 worksession 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 (Attachment 4).

City Council and the PC discussed this issue once again at a joint worksession 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.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:**

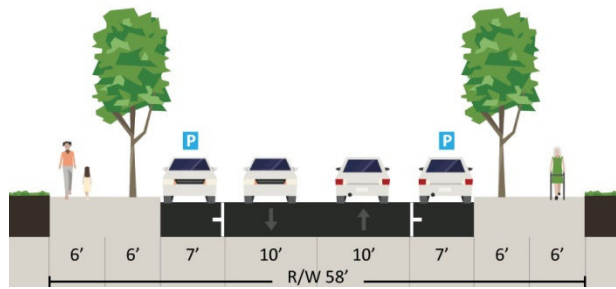
- a. The street design will help protect a Water Resource Area and complies with the submittal requirements and approval standards found in CDC Chapter 32.**
- b. The street design will help protect a Flood Management Area and complies with the submittal requirements and approval standards found in CDC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

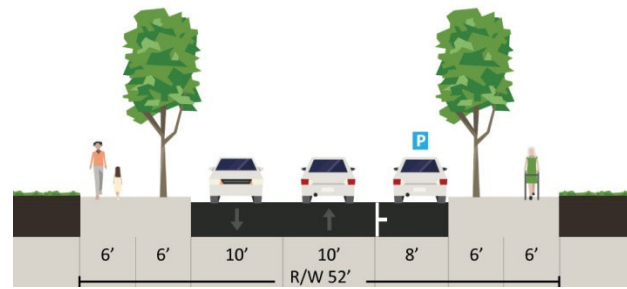
5. Additionally, when determining appropriate street width, the decision-making body shall consider the following criteria:

- 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.

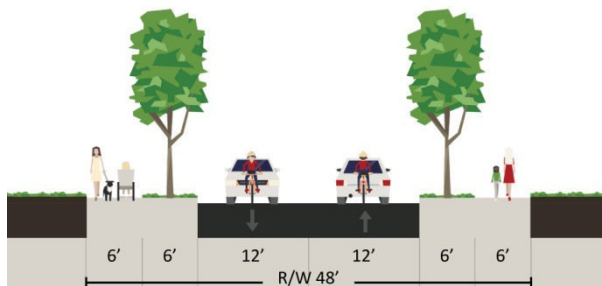
Exhibit 9: Local Street Cross Sections



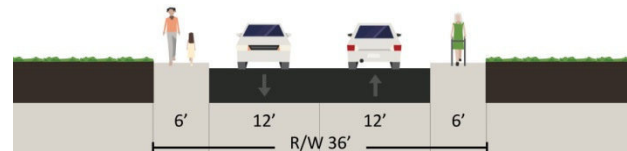
34-foot Local (Parking on Both Sides) **



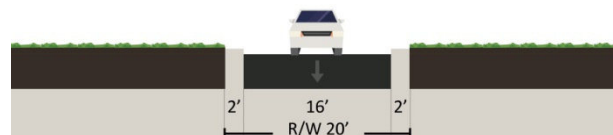
28-foot Local (Parking on One Side) *



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**

Attachment 3

Private Street Discussion and Recommendations

One of the four requested updates from the February 19, 2020 joint worksession between the Planning Commission (PC) and Transportation Advisory Board (TAB) was to require “private streets” in a new subdivision to also have a minimum pavement width of 28-feet.

While attempting to implement this request, staff identified a number of complexities that need additional clarification from the PC and TAB. The first complexity is the terminology, or lack thereof, in the Community Development Code (CDC). Here are the two terms in CDC Chapter 2: Definitions that bear the most relevance to the discussion:

Private street. An accessway which is under private ownership

Street. A public or private way that is created to provide ingress or egress for persons to one or more lots, parcels, areas or tracts of land, and the placement of utilities and including the terms “road,” “highway,” “lane,” “avenue,” “alley,” “place,” “court,” “way,” “circle,” “drive,” or similar designations.

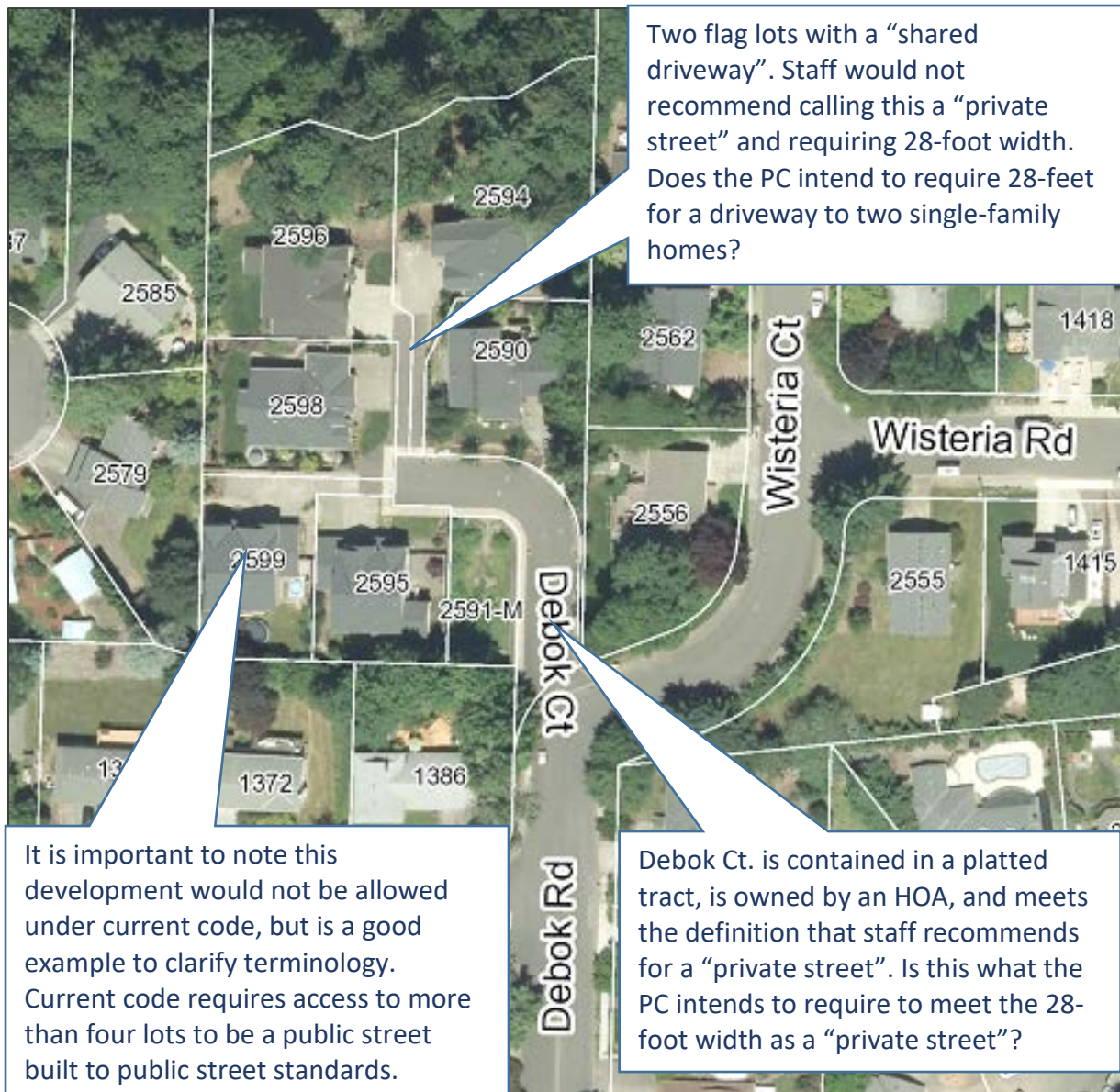
CDC Chapter 85: General Provisions contains the requirements for pavement, sidewalk, bike lane, and landscape strip widths for public streets, which is straight-forward and easily implemented.

CDC Chapter 48: Access, Egress, and Circulation contains the requirements for access and driveways to single-family homes, and multi-family, commercial, or industrial development. The chapter also contains the following language regarding “private streets”:

CDC 48.020.B. All lots shall have access from a public street or from a platted private street approved under the land division chapter.

This is where the complexity is introduced as there is no definition for “driveway”, “access”, or “accessway”, which all seem to be used interchangeably in the code. There is also conflict with the definition of “private street” simply being under private ownership and the code language above requiring it be located in a platted, private tract. Staff experience with development codes in other jurisdictions is that a “private street” has its own name and is located in a platted tract under ownership of an HOA or an adjacent property owner. The tract will have an access easement/maintenance agreement with all who use it and requires shared maintenance responsibilities (see examples below).

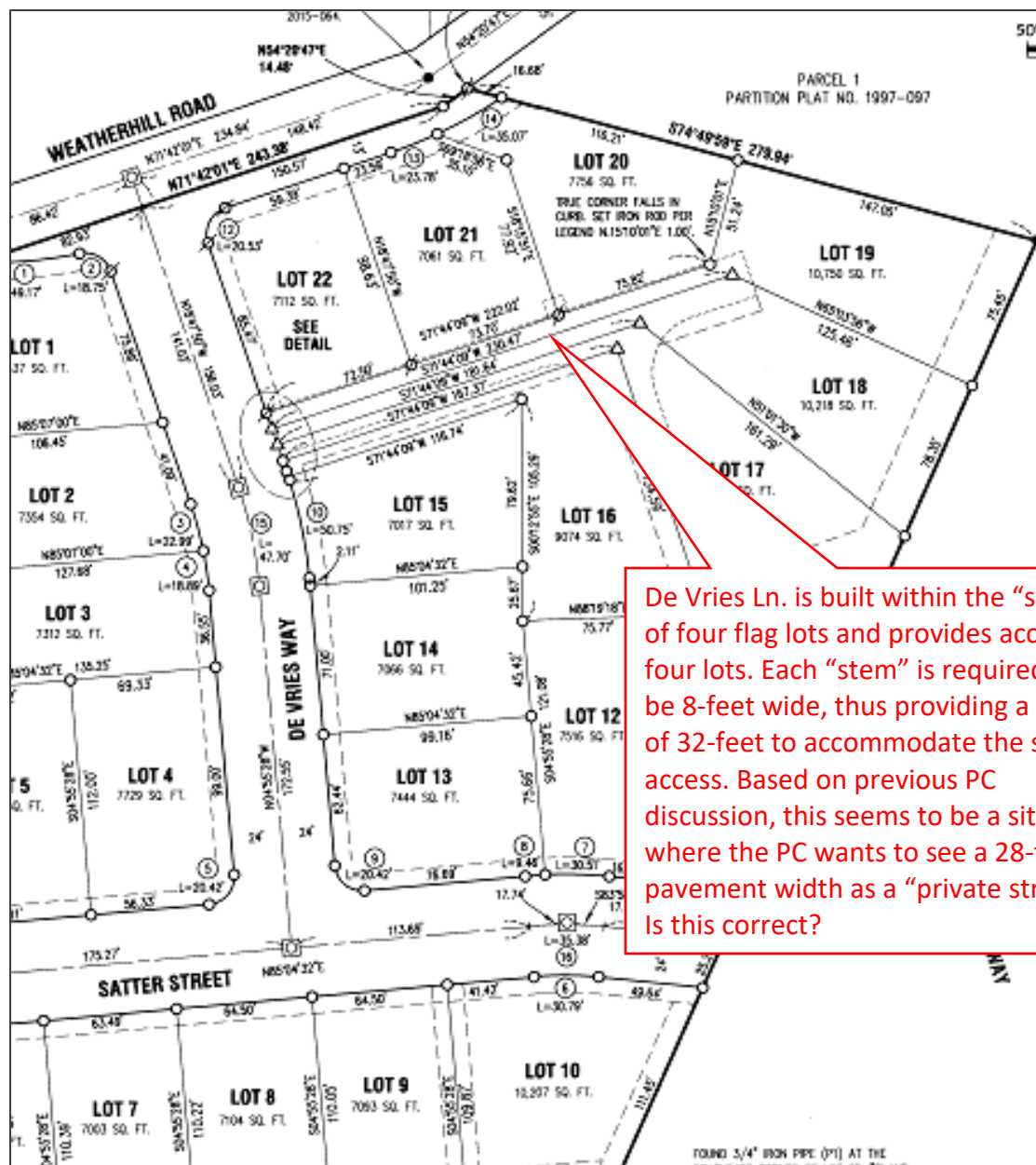
Here are some examples of subdivision approvals in West Linn with staff comment and questions for the PC to consider in the discussion.



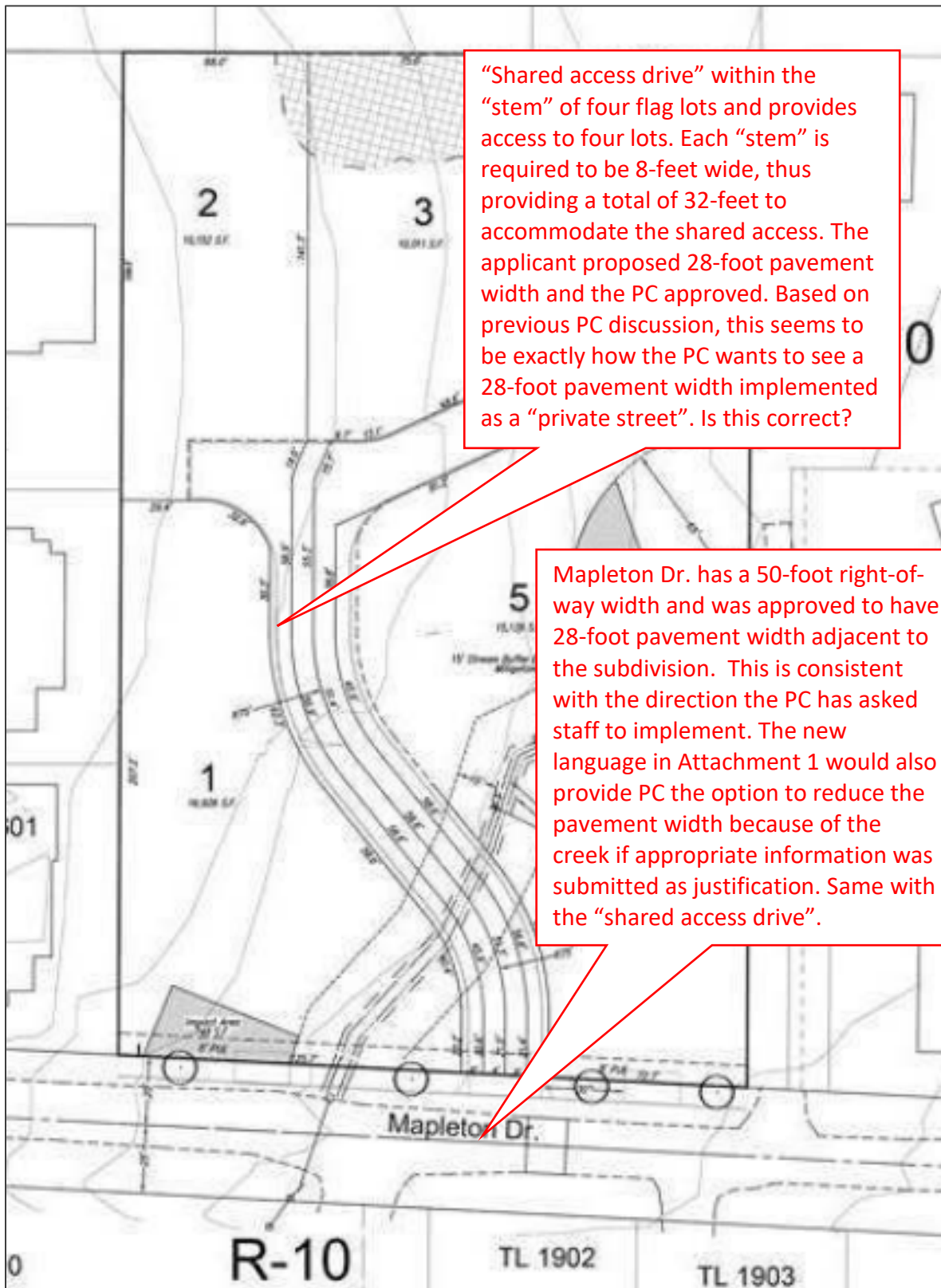
Two flag lots with a “shared driveway”. Staff would not recommend calling this a “private street” and requiring 28-foot width. Does the PC intend to require 28-feet for a driveway to two single-family homes?

It is important to note this development would not be allowed under current code, but is a good example to clarify terminology. Current code requires access to more than four lots to be a public street built to public street standards.

Debok Ct. is contained in a platted tract, is owned by an HOA, and meets the definition that staff recommends for a “private street”. Is this what the PC intends to require to meet the 28-foot width as a “private street”?

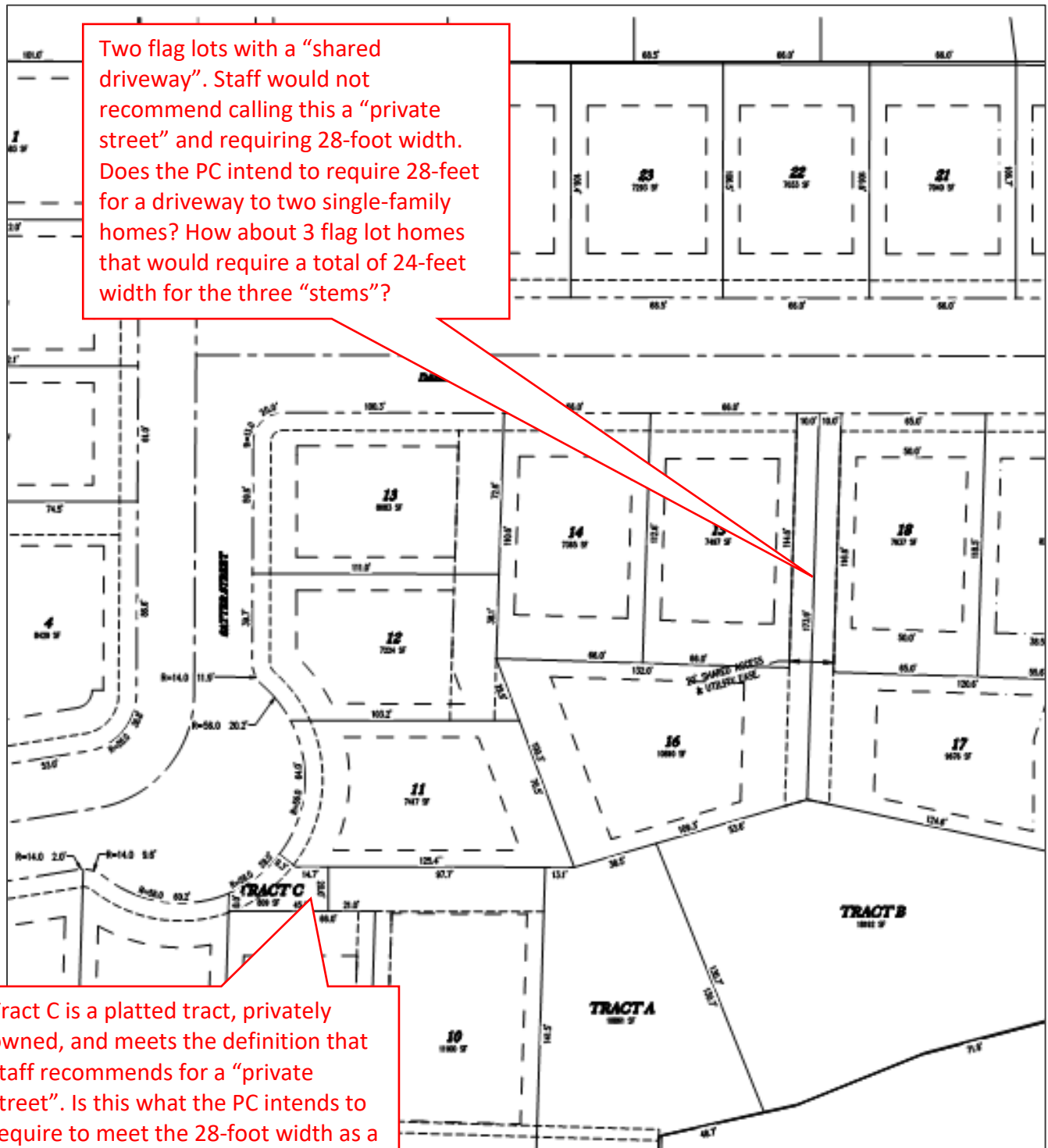


De Vries Ln. is built within the "stem" of four flag lots and provides access to four lots. Each "stem" is required to be 8-feet wide, thus providing a total of 32-feet to accommodate the shared access. Based on previous PC discussion, this seems to be a situation where the PC wants to see a 28-foot pavement width as a "private street". Is this correct?



Two flag lots with a “shared driveway”. Staff would not recommend calling this a “private street” and requiring 28-foot width. Does the PC intend to require 28-feet for a driveway to two single-family homes? How about 3 flag lot homes that would require a total of 24-feet width for the three “stems”?

Tract C is a platted tract, privately owned, and meets the definition that staff recommends for a “private street”. Is this what the PC intends to require to meet the 28-foot width as a “private street”? In this case it provides access to two homes and a tree preservation tract. Would access to three properties warrant 28-feet?



Based on staff review of the CDC and the examples of subdivision approvals above, staff recommends the PC consider the following in its discussion:

1. Add new definitions (the language below is a draft and subject to improvement) to the CDC, including:

Access. The way or means by which pedestrians and vehicles enter and leave a public street.

Driveway. Access to a single-family home, or up to three single-family homes with a shared driveway, and built to standards found in Community Development Code Chapter 48.

Private Street. Access contained in a recorded tract owned and maintained by property owners benefitting from its use. Allowed for a maximum of four homes in a subdivision and built to standards found in Community Development Code Chapter 85.

Public Street. Located in a public right-of-way, assigned a functional classification in the West Linn Transportation System Plan, and built to standards found in Community Development Code Chapter 85.

Service Drive. Access to multi-family residential, commercial, industrial, or mixed-use development and built to standards found in Community Development Code Chapter 48. *(note: this term is used consistently in Chapter 48)*

2. Currently, Chapter 48 allows two to four single-family residential homes to share a 14 to 20-foot driveway. A minor partition application is for a maximum of three parcels and usually involves an existing home that benefits from some flexibility. Continue using this standard in a minor partition, but change the language to limit it to two or three single-family homes.
3. Access to three lots in a subdivision proposal would continue using the Chapter 48 standards referenced in #3 above. A shared driveway would be located in the 16 to 24-feet of flag lot stems required by code (eight-feet per flag lot).
4. Access to four lots in a subdivision would be by a “private street”. The “private street” would replace the four flag lot stems as seen in the examples above and would be constructed with curb/gutter and 28-foot pavement width. No sidewalks would be required on a “private street” as it is providing access to only four homes and is not a transportation connection.
5. Add street width standard for a “private street” into the table found in CDC Chapter 85 (see Attachment 1).
6. Requiring additional width for a “private street” will increase stormwater runoff and result in larger stormwater treatment facilities (this also applies to public street widths).

7. Requiring additional width for a “private street” will increase maintenance costs by minimum 40% for future property owners (current standard is 14 to 20-feet versus proposal for 28-feet). This applies to public streets too with a 17% increase (24-feet versus 28-feet).
8. Requiring additional width for a “private street” could impact the ability to preserve as many trees (this also applies to public street widths).

Staff is looking for direction from the PC on:

1. Do the definitions make sense?
2. Is a shared driveway width of 14 to 20-feet reasonable for up to three single-family homes in a new subdivision, considering the public street it provides access to will have 28-feet of pavement width?
3. Is there agreement that the “private street” definition and implementation appropriately addresses the PC request from the February meeting?
4. Is there additional discussion or concerns that need addressed in regards to known or potential impacts from increased pavement widths?



CITY OF West Linn

Memorandum

Date: April 24, 2019
To: Mayor Axelrod and City Council
Chair Walvatne and Planning Commission
From: John Williams, Deputy City Manager/Community Development Director *JRW*
Subject: Policy change on Chapter 96, Street Improvement Construction – Street Width

Purpose:

To address the concerns with the City's 24-foot local street width standard cross-section identified in the February 19, 2019 joint City Council/Planning Commission meeting.

Background:

The 24-foot local street standard has been a part of the City's Transportation System Plan (TSP) for at least 20 years. This street standard was in the July 2000 TSP, the December 2008 TSP, and the most recent March 2016 TSP. While the standard has been in place for a number of years, its use has been limited to predominately areas with steep cross slopes. Examples include Cheryl Drive & Katherine Court in the Willamette NA along with narrower examples such as Chelan Loop and Saint Moritz Loop in the Savanna Oaks NA.

Residents have recently raised concerns about the 24-foot standard in several locations, including most recently the newly developed Satter Street where steep cross slopes exist, but also in other sites with many driveways that reduce available on-street parking. These concerns were a point of discussion at the February 19, 2019 joint Council/Commission meeting and at other recent meetings. On February 19, the City Council directed that the City begin a process to amend the standard.

Resolution:

With clear direction from the City Council on this item, staff reviewed the Municipal Code and Public Works Standards and has determined staff can incorporate this direction into decision-making without code amendments. Therefore, City Public Works Engineering staff is now requiring all new subdivision streets to use a minimum 28-foot local street width cross-section. The only exception to this minimum standard would be in water resource areas where the local constrained cross section would be used or in special circumstances where the Planning Commission and/or City Council specifically allow a variation from this standard due to individual site conditions. As such, staff does not recommend immediate code revision or further action on the part of the Planning Commission or City Council. A note could be added to the TSP explaining this policy change, but since TSP amendments require significant process, staff recommends waiting until the next amendment to undertake this change.

Staff work and recommendations on future development applications will reflect this policy direction. We appreciate your attention to this issue and the clear direction.