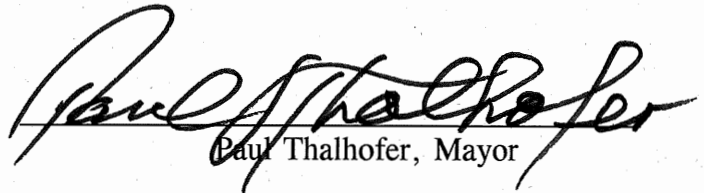


CITY OF TROUTDALE

AGENDA
TROUTDALE CITY COUNCIL - WORK SESSION
COUNCIL CHAMBERS
TROUTDALE CITY HALL
104 SE KIBLING AVENUE
TROUTDALE, OR 97060-2099

7:00 P.M. -- NOVEMBER 21, 1995

1. CALL TO ORDER, ROLL CALL
2. **DISCUSSION:** To Review and Discuss the Proposed Troutdale Transportation System Plan.
3. **ADJOURNMENT:**


Paul Thalhofer, Mayor

Dated: 11 - 16 - 95

D:\AGENDA\112195WS.AGE

MINUTES
Troutdale City Council – Work Session
Troutdale City Hall – Council Chambers
104 SE Kibling Avenue
Troutdale, OR 97060-2099

November 21, 1995

1. ROLL CALL

Mayor Thalhofer called the meeting to order at 7:01pm

PRESENT: Mayor Thalhofer, Councilor Ripma, Councilor Thompson, Councilor Kight, Councilor Lloyd and Councilor Burger-Kimber.

ABSENT: Councilor Smith.

2. DISCUSSION: To Review and Discuss the Proposed Troutdale Transportation System Plan.

Rich Faith stated I would like to walk you through the document to familiarize you with it. Primarily I want to point out some of the issues that you will be receiving testimony on at the public hearing next week. The Transportation System Plan has been in preparation for most of this year. The city hired DKS Associates to undertake that effort and have been guided by a citizen task force comprised of 11 members, nine of which are from the Citizens Advisory Committee, one representative from the Planning Commission and one from the City Council. Randy McCord is here tonight to represent DKS. The complete document is rather lengthy. For ease of public review the primary findings, conclusions and recommendations of the document have been condensed into a much shorter executive summary, which is the document that we have been circulating as our public review document. The Planning Commission held their hearing on October 18th and received a lot of public testimony. I will recap some of that testimony as I go forward. Even though the Planning Commission did receive a lot of negative comments on the plan, they have forwarded the plan to you with a recommendation to adopt it. They did recognize in their findings the testimony that was provided, however they are not recommending any changes to the plan. The driving force behind the Transportation System Plan has been the state transportation planning rule. That particular legislation that was enacted by the Department of Land Conservation and Development requires all local governments to adopt a transportation system plan that looks at the community needs with respect to all modes of transportation. There is a fairly rigid set of guideline that had to be following in preparation of the contents of the plan. This document does address all the various modes of transportation that would be used throughout the city. In the Executive Summary there are a series of goals and policy statements that encompass the broad picture of our aspirations for the future transportation system in the community and

those are carried out in further detail through the different elements of the plan. As we deal with automobile we talk about needed road connections in the city, the size and design of certain roads. On the issue of bicycle and pedestrian we have noted areas for future sidewalks or bikeways and tried to distinguish the desirable and the priority. Towards the back there is a chapter on funding, which talks about various revenue sources that could be used to pay for the different projects and it includes a project list that prioritizes the various projects and assigns an estimated cost and what the city's share would be in those projects. I would like to now go through the primary issues that have surfaced in the course of the planning commissions hearing. The first issue is one that Council has already received some testimony on in conjunction with the Sunrise Park Master Plan and that is the extension of Hensley Road/21st Street that would go through Sunrise Park. On page 10, figure 2 you will see a dashed line that shows a future road between Hensley and 21st Street and this is called a proposed neighborhood, that is the classification within our transportation system plan that would be given for that road. By showing this road on this map it is the same as saying the city is recommending and desires that road to go through there in the future. This is an issue that has been raised in the past and one that the Council had deferred, in conjunction with the Sunrise Park Master Plan, to take a look at it in the context of the transportation system plan. So, as the document now stands the recommendation is for this road project to go through. You will receive public testimony on this issue at the public hearing.

Faith stated the second major issue has to do with the extension of Corbeth Lane to Stark Street. On the same map, figure 2 page 10, you will see a number of arrows indicated. Many of these are at the end of what are now stubbed out streets. The arrows are meant to indicate where an undefined connection is. This means that it is not exactly known where the road would go, but we do know that there should be a connection of roads between the arrows or as indicated by the arrows. If you look at the arrow at the end of Corbeth Lane, on Stark Street between 257th and Troutdale Road there is an arrow pointing northerly to a stubbed out street, which is Corbeth Lane. The residents along Corbeth Lane came out in force at the planning commission hearing in opposition to that extension. In essence what they are saying is take the arrow off of the map, we do not want the road to go through because they do not want through traffic.

Councilor Ripma stated where this road would go is the only undeveloped piece of property along Stark Street across from the college. It is zoned apartments and the owner/developer of that land is pushing the neighborhood to come out against this road. The owner obviously stands to gain of couple of extra lots if there is not road put through, that is part of the issue.

Faith replied that is correct.

Councilor Lloyd asked is there an apartment project pending for that property?

Faith replied no. We have had informal meetings with the developer in which we have indicated that there should be a road built through the project to connect to Corbeth. We note that these are undefined connections because we are not determining the exact layout of the road. It does not have to be a straight line between tow points, there could be a number of

different traffic management measures used, both in the design and construction that will take care of traffic control.

Faith stated point three in my staff report is just talking about the issue of stub streets in general. We have a number of them on the map. Not all of the neighborhoods know about the plan for the street to be extended or know about the implications of the transportation system plan. I think that other neighborhoods may feel the same way that the residents on Corbeth Lane do. All of these streets have the potential of the neighborhoods being opposed to them at the time the development occurs.

Councilor Lloyd stated I notice that there are several stub streets without an arrow, does that mean that they wouldn't be extended?

Faith replied there is some clarifying language that is being offered to address that because that very question has come up and we felt the plan did not adequately address that. I will be going over that language later in my report.

Faith stated issue four on page 3 of my staff report address the recognition of Edgefield Station within the plan. At the planning commission hearing representatives from Edgefield stated concerns that the document did not recognize that project and in fact there were a few areas where they felt that some of the text and statements might be detrimental to their efforts. One of the issues in particular, found on figure 3 page 13, you will see that there are numbers associated with the roads, particularly the arterial and collector roads. Those numbers refer to the number of lanes of traffic. You will see Halsey Street indicated as a three lane arterial. Edgefield Station people feel that should be a five-lane street to accommodate the anticipated traffic in association with their project. That is one of the major points that they brought up. I will address other concerns they had as we talk about some of the proposed changes.

Councilor Kight stated I see you have a connector with Sandy Boulevard connecting with Historic Columbia River Highway. Was there any discussion about exit 16B or an additional exit besides 17A?

Randy McCord, DKS Associates, replied yes. On figure 3 you will see a dashed line that connects the interchange between 238th and the extension of 242nd down to 244th, which intersects with that over crossing of Sandy and the Historic Columbia River Highway. The intent was that with the closure of exit 16B that some other alternative form of access from the freeway to 242nd/244th would have to be provided. What that frontage road is showing is a potential means of connection. The County and ODOT have looked at other ways of connecting.

Council discussed exit 16B and alternatives.

Faith stated issue number 5, because what we are showing on the map is consistent with a policy that has raised some eyebrows. On page 6, this policy would prohibit any streets within Troutdale except three of them (257th, the proposed 242nd connector and Stark Street

west of Troutdale Road) to exceed one travel lane in each direction with turn lanes allowed to accommodate demand. Multnomah County has reviewed our plan and I believe that they will be submitting some written testimony for your hearing. They take strong objection to that particular policy because they feel that it is overly restrictive and is outside the scope of what the city's transportation system plan. There are a number of arterials that are reflected on the map and that are affected by this policy. Those are roads that are under the jurisdiction of Multnomah County and they feel that the design and capacity of those arterials should be the purview of the regional transportation system plan not the local transportation system plan.

Councilor Lloyd asked since they own the road if they decide to put in five lanes what difference does it make what we have on our plan?

McCord replied I think there are a couple of things of importance in developing that policy. One was we went out and used the 2015 forecast, which is consistent with the regional modeling and identifying regional need for looking at Troutdale. When we looked at that there was no call for those facilities to be bigger. I think that was probably the driving force. There wasn't anything in the 20-year period that this plan represents that would call for those facilities to be bigger. The Council, within their purview, and their working relationship with the city in the past, is they would work with the city if something were to change. This is consistent with the way Metro has forecasted traffic in the region.

Council discussed concerns with the policy of only allowing only one lane of traffic in each direction with turn lanes allowed if needed with regards to Halsey and Troutdale Road.

Council recommended adding language at the end of Policy 2B that says that Halsey Street shall be sized to adequately support Edgefield Station.

Faith stated issue number six, which is the designation of Stark Street, east of Troutdale Road as a collector. Referring you to figure 2 on page 10. The background is that in the past this segment of roadway has been designated as a local street by Multnomah County. They have recently amended their functional load classification map to designate this stretch of road as a minor arterial. Our transportation system plan map shows this as being designated as a collector and the county takes objection to that and would like us to modify our map to be consistent with their designation for this road.

Councilor Kight asked what changes?

McCord stated there are only two things that are affected from a design context. First is access control, their standards for spacing and access on an arterial are different than they are on a collector. The placement of driveways or roadways spacing would change because the arterial needs to have greater spacing. The second issue is in terms of their functional classification of the plan and how they fund streets, collectors are a secondary level priority than arterial. In terms of their prioritization for maintenance or other improvements it is at a different level for them in terms of funding and support.

Council discussed whether this section of road should be designated as a minor arterial or a collector street.

Faith stated the last thing on my list of issues is a miscellaneous category. Multnomah County, in reviewing our proposed plan had a laundry list of recommended changes. Most of those were intended to clarify some ambiguities of the meaning of certain statements in the document. I think they wanted a clear distinction between when were talking about local or city streets versus regional streets that they have more at stake in. They have recommended a number of changes in the document. We have worked with Randy and came up with some proposed language to address that and that will be talked about when we get into the next piece. Going to that, I guess what I wanted to point out is that the planning commission has forwarded this document to you without any recommended changes from them, however, in response to some of the testimony that was presented at the planning commission as well as since that time, namely with Multnomah County, we do think that there are some changes that would improve the plan. Staff has prepared some recommended changes. We do not believe that any of these recommended changes are substantive in nature. It was our intent that we were not going to suggest anything that would be of substantial nature. A lot of these changes are minor text changes or minor map changes, clarifications and correcting errors. What I have here is a list of corrections. The changes appear in four broad categories. Revisions that are being proposed to address comments from Multnomah County. Revisions that are being proposed to address comments from Edgefield Station. Revisions to provide clarifying information and revisions proposed for improved readability. We have some annotations that are provided in the right hand column of these pages so that you know the reason or purpose behind the recommended change. We also have a couple of map changes that I will review. I would like to run through these with you. On page one of my memorandum, there is language that is being added as suggested by Multnomah County to indicate that our plan must be consistent with other plans that are being prepared, the regional transportation system plan that Metro is doing as well as Multnomah County's urban road classification study and their bicycle plan and ODOT's transportation plan. This is just clarifying the purpose and coordination of our document with others. On page five, at the top there are some minor text changes and it spells out that these are goals and policies and the italicized language is simply some background information or explanation for the implementation of the policy. We have actually now labeled these as policies where we didn't before and that lead to some confusion as to what these really were. Under Policy 1A, there is some change requested by Multnomah County to change from freeway to highway and we struck out the italicized language because it is now specifically identified as a policy and there was no need to leave that statement in there. Policy 1B, 1C, 1D, and 1E are more changes requested by Multnomah County, these are all pretty much the same type where we are specifying either local or city streets. Number six on page six, 2A and 2B are pretty much the same thing. Policy 2D where we had some testimony from Edgefield Station at the planning commission meetings regarding concerns where we stated that large retail leases in the areas not zoned commercial should be avoided. This seemed to fly in the face of what they had in mind on that industrial park property and so we are proposing a change that will clarify that this wouldn't apply if it is designed and built as part of the transit oriented development as Edgefield Station is. Then we defined what that is, there is a definition in the transportation planning rule for a transit oriented development so everyone knows what we

mean by a transit oriented development. On page seven policy 3C is a change requested by Multnomah County that references their bicycle master plan. A whole new policy that is being added on the bottom, number 3F is in response to a request by Edgefield Station to get recognition to that project and we felt that it was very appropriate to put one in that speaks to that. On page eight at the top, policy 4A, additional clarifying language was requested by Multnomah County to explain what is meant by the type of gate and grade separation and controls that we would be talking about for the railroad crossings.

Mayor Thalhfer asked are the folks from Edgefield Station agreeing to this language.

Female stated I thought the text was well written. I would like to suggest that where it speaks to the modes to destination points in the Columbia Gorge National Scenic Area, Mt. Hood Recreation area **and** the Metropolitan Region. We see this as a dispersal point for people coming off of the freeway will also enjoy activities in our region so I think we would want to add that if that is agreeable.

Council agreed to that addition of the Metropolitan Region.

Faith stated on page eleven we have quite a bit of new text being proposed. In the first paragraph that is a clarification about lane configurations and what they mean on the map. This was a comment by Multnomah County that it was inappropriate for us to include lane configurations in our transportation system plan for Multnomah County roads. So this language is to clarify that this is merely for reference and that we do recognize that Multnomah County has the ultimate decision and responsibility on that. In the following two paragraphs this language is being proposed for addition to speak to that whole issue of improved connectivity and circulation between and amongst neighborhoods. Again getting back to the stubbed out streets and why our plan is showing arrows for the extension of these streets. Again, this is also trying to indicate that there does need to be some kind of traffic management devices or designs incorporated in these to address the through traffic or speeding vehicles that might occur in the absence of those. We are attempting to speak to some of the concerns that we heard at the planning commission by incorporating additional language and it also indicates that the arrows indicate priority connections and other stub streets in the city's road network may become cul-de-sacs or provide local connections. Connections from these stubbed streets could be deemed appropriate and beneficial to the public as future development occurs. We are not ruling out the possibility that those other stubbed out streets that do not have an arrow may need to be extended, but they are not being looked upon as a priority and we will have to take a look at those on a case by case basis. On page twenty-four we have some additions there dealing with transit oriented development. On page thirty, there is some additional language that explains that some of that gas tax money does to go to pedestrian and bicycle needs. On pages thirty-four, thirty-five and thirty-six, what the changes amount to here is they are proposing to eliminate those two columns that you see in this table. I think I am going to let Randy explain this.

McCord stated the intent originally was this table was used to be a guide, what if we took some real generic assumptions about the cost of these roadways and who would pay for them and is there enough money and revenue within the city and county to cover all of these

improvements. We went through a very simple straightforward process that says if we allocated these projects in certain ways, would there be enough money. It was just a simple way to see if there was enough money programmed that we are not going to have to raise gas tax to accommodate these. The question we were trying to answer was, are we close? And the answer is yes. The concern in talking with the county and our concern is it could quickly become the concern that by looking at this somebody could say that is the county's responsibility and that is the cities and we don't have any responsibility for that. That wasn't the intent. The intent that we are going to have to work as a group regionally with the amount of money that is available to be effective anyway. We thought that over time people might start interpreting that as roles and responsibilities. To solve the problem, we have accomplished our goal of answering the question of are we okay financially and we determined yes. So we added some text regarding that and we removed those columns from the document so there would be no ambiguity in the future.

Faith stated there are two maps to look at that we are also proposing some changes to. The first one, figure 2, what you will see here is the addition of five arrows that were not included in the map within the document as it was forwarded to you by the planning commission. These particular arrows four of them are actual extensions of existing stubbed in streets that we had overlooked. After giving more careful review of these we felt that they also should be listed as desired connections or priority connections. The fifth arrow off of 242nd is one that reflected the commercial development that has already been approved and a connecting road between Sturgis Drive and 242nd on the backside of the commercial project. The second map, figure 3, in the document figure 3, which is the automobile master plan, we did not have these arrows, yet in the text we referenced the master plan map as where these arrows are given. It was an error in when the map was drawn up and so what we are proposing is that these arrows and connection points would also be reflected on the master plan map figure three to be consistent with the text. It would be identical in terms of what is on figure two for the connecting arrows. Those are the changes that staff will be proposing to the document at next weeks hearing. I feel all of those changes are minor or non-substantive, the substantive issues are those that were outlined in my staff report and the ones that you will have to give due consideration to next week and I am sure you will be hearing testimony on most if not all of those.

3. ADJOURN

Paul Thalhofer, Mayor

Dated: _____

**Unapproved Minutes
Recorded by George Martinez, City Recorder**

**Prepared by Debbie Stickney
January 2003**