



City of Stevenson

Planning Department

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Stevenson, Washington 98648

TO: City Council
FROM: Ben Shumaker
DATE: December 17th, 2019
SUBJECT: Engineering Standards Update-Amendment Process & Driveway Standards

Introduction

This memo transmits the Planning Commission's recommended changes to the *Stevenson Engineering Standards* (SES). The recommendations include amending SES Volume 1, Section 1.15 – Changes to Standards and SES V.1, Section 2.22 – Driveways. The recommendation is included as a draft ordinance with 2 exhibits in Attachment 1. The recommendation would modify the expectations for public involvement and planning commission review of proposed changes to the SES. It would also modify and reformat the requirements for driveways.

Public Involvement Actions and Concerns

The City Council forwarded this topic to the Planning Commission at its October 17th meeting. The Planning Commission reviewed the topic at its November 11th and December 9th meetings. One reason the City Council forwarded these recommendations to the Planning Commission was based in a concern that the public was not adequately involved in the review process. This concern persisted leading into and at the Planning Commission's December 9th meeting when the attached recommendation was made. This concern persisted despite an explanation of the current procedure for changes to the standards, despite an explanation of how that procedure has been implemented in the past vis-à-vis its implementation for the proposed change to driveway standards, and despite the expanded public involvement options offered by staff, the City Council, and the Planning Commission on the current proposal. At the time of this writing, no continued concerns have been expressed, however, if concerns are received prior to the Council meeting, they will be forwarded for consideration.

Proposed Amendment to SES V.1, Section 1.15 – Changes to Standards

The current procedure to amend the Standards is located at SES Volume 1, Chapter 1 – General Planning, Design, and Approval Requirements. This procedure relies on the City Engineer to propose changes for City Council consideration and approval.

This procedure anticipates the very technical level of review necessary for many of the specific standards (waterline valves, sewer pipe size, street curvatures, etc.) and relies on the City Council as the only sounding board for proposals made by City staff. A history of inconsistent implementation of this process coupled with standards that are less technical in nature challenge the assumptions underlying this procedure.

The Planning Commission's deliberation of this issue ranged greatly. As part of the initial response to the public involvement concerns, they were leaning on suggest everything be sent to the Planning Commission for their comments before the City Council could adopt. As part of their ongoing discussion, the Planning Commission processed through several alternate methods, focusing on how it could add value to amendment process. In the end, they've recommended to add greater general public involvement with proposals and to preserve the City Council's ability to choose proposals are reviewed by the Planning Commission. See Exhibit A to Draft Ordinance 2019-1148 for full text of the recommendation.

Driveway Standards

Exhibit B to Draft Ordinance 2019-1148 outlines the changes that are recommended to SES V.1, Section 2.22 – Driveways. At the high level, the recommended changes are very similar to the changes proposed for Council consideration at the October 17th, 2019 meeting. The recommended amendment would continue to:

- Provide greater alignment between the SES and the Stevenson Municipal Code (Providing the City Engineering with the discretion to limit new driveway access to certain categories of streets, changing the threshold for shared driveways from “homes” to “lots”),
- Remove inapplicable standards for driveways on streets with 4+ lanes,
- Require hard surfacing for additional categories of uses and for potentially longer distances, and
- Correct typos, provide bullet points and reformat the standards for readability purposes.

Community opposition to the proposal was wide ranging and included a) opposition to the new surfacing requirements, b) the presentation of required driveway widths, c) a cross reference to the fire code, d) the use of “lots” as the threshold for shared driveways, e) the number of users allowed to share a driveway, f) and the required parties to a shared driveway maintenance agreement. In the Planning Commission’s review and discussion, they sought to add clarity to the draft standards and to ensure the hard surfacing requirements did not preclude permeable pavement. The recommended changes include the following modifications to the initial draft:

- The preamble to SES Table 2.22A uses a new minimum width requirement of 8’ for driveways where they extend beyond public street rights-of-way or private road easements, while retaining the cross reference to the fire code when it would require a wider driveway.
- The preamble to SES Table 2.22A also references a new diagram showing where the width standards do and don’t apply.
- The above changes replace the text: “Where a driveway extends onto private property, its width may be wider or narrower subject to compliance with the most recent version of the International Fire Code adopted by the City”.
- The surfacing requirement was changed to allow a wider array of “suitable alternatives” than the initial draft which allowed only “suitable concrete alternatives”.
- **NOTE:** Staff made a modification to the surfacing section. The initial draft included provided the City Engineer with discretion to exempt single family residences from the requirement to provide hard surfacing. The plural “residences” was changed to the singular “a residence” to remove ambiguity about when the discretion is allowed. This change was made after the Planning Commission’s review and has not been considered by that body. If the City Council believes it is not capable of considering the impacts of or addressing any public concerns related to this staff change, it should either hold over the approval or refer it back to the Planning Commission for additional review.

Discussion and Decisions

This is a “blue sky” discussion that could take any direction desired by the City Council. This includes delaying all deliberation on adoption, recommending additional review by the Planning Commission, requesting additional analysis, or any other action.

Prepared by,

Ben Shumaker

Attachments

1. Draft Ordinance 2019-1148 (7)

**CITY OF STEVENSON
ORDINANCE 2019-1148**

**AMENDING THE CITY OF STEVENSON ENGINEERING
STANDARDS VOLUME 1 – DESIGN AND PLANNING,
CHAPTER 1 – GENERAL PLANNING, DESIGN, AND
APPROVAL REQUIREMENTS, SECTION 1.15 – CHANGES
TO STANDARDS, AND CHAPTER 2 – STREETS, SECTION
2.22 – DRIVEWAYS.**

WHEREAS, The *City of Stevenson Engineering Standards for Public Works Construction*, herein after referred to as the “Standards”, 1) contain a procedure to allowing for amendments thereto and 2) establish expectations for the improvement of travel corridors including public streets, private streets, shared driveways, and driveways; and

WHEREAS, the current procedure for amending the Standards lacks adequate provisions for public involvement prior to the City Council’s adoption of changes; and

WHEREAS, the Planning Commission has advised, and the City Council concurs that greater public involvement efforts related to changes to the Standards are necessary; and

WHEREAS, to differentiate between the Standards’ requirements for different travel corridors, the Standards rely primarily on the number of “lots” served by the corridor. However, the requirements for shared driveways are an exception and rely on the number of “homes” served by the driveway; and

WHEREAS, this notable exception creates unintentional confusion during the construction process, for multi-family housing and accessory dwelling units; and

WHEREAS, the Standards for driveways contain guidance and scrivener’s errors and is formatted in such a way to create additional confusion; and

WHEREAS, the city desires to reduce this confusion and facilitate multi-family development; and

WHEREAS, amendments to the Standards are permitted according to Volume 1 – Design and Planning, Chapter 1 – General Planning, Design, and Approval Requirements, Section 1.15; and

WHEREAS, the amendments approved herein implement Objectives 1.1, 1.2, 1.2-1, 2.13, 2.14, 3.2, 3.2-2, 3.6, 3.8, 7.1-5, 7.2, 7.5, 7.11, and 8.7 of the 2013 *Stevenson Comprehensive Plan*; and

WHEREAS, the City has decided a Threshold Determination under the State Environmental Policy Act is not necessary for these amendments; and

AND WHEREAS, after considering all public comments and evidence, the City Council determined that the proposed amendments 1) comply with all applicable laws and rules, and 2) are necessary to promote the health, safety, and welfare of the city;

NOW THEREFORE, THE CITY COUNCIL OF THE CITY OF STEVENSON DO ORDAIN AS FOLLOWS:

Section 1 – Amendment to Standards. The *City of Stevenson Engineering Standards for Public Works Construction*, Volume 1 – Design and Planning, Chapter 1 – General Planning, Design, and Approval Requirements, Section 1.15 – Changes to Standards shall be amended by adding the underlined and deleting the ~~struck through~~ text as shown in “Exhibit A”.

Section 2 – Amendment to Standards. The *City of Stevenson Engineering Standards for Public Works Construction*, Volume 1 – Design and Planning, Chapter 2 – Streets, Section 2.22 – Driveways shall be amended by adding the underlined and deleting the ~~struck through~~ text as shown in “Exhibit B”.

Section 3 – Severability. If any section, subsection, sentence, clause, phrase, or other portion of this Ordinance, or its application to any person, is, for any reason, declared invalid, in whole or in part by any court or agency of competent jurisdiction, said decision shall not affect the validity of the remaining portions hereof.

Section 4 – Effective Date. This ordinance shall become effective following passage and publication as provided by law.

PASSED by the City Council of the City of Stevenson and approved by the Mayor this ____ day of _____, 20__.

SIGNED:

ATTEST:

Scott Anderson
Mayor of Stevenson

Leana Kinley
Clerk/Treasurer

APPROVED AS TO FORM:

Kenneth B. Woodrich
City Attorney

1.15 Changes to Standards

- A. Applicability. From time to time changes may be needed to add, delete, or modify the provisions of these standards. This section provides the process by which such changes are may be initiated, considered and take effect.
- B. Initiating Changes. ~~The Engineer may propose changes to these Standards and upon approval of the City Council, they shall become effective and shall be incorporated into the existing provisions.~~The Council may, upon recommendation of the City Engineer, or upon its own motion, consider changes to these Standards.
- C. Process.
1. The City Council shall hold a public hearing prior to adopting any change to these Standards. Notices of the public hearing shall be published in the local newspaper once a week for 2 consecutive weeks prior to the hearing date.
 2. On a case-by-case basis, the City Council may refer proposed changes to the Planning Commission for its report on the proposed change.
- A.D. Adoption. All changes to these Standards shall be made by ordinance and shall become effective upon date specified therein.

2.22 Driveways

A. General Requirements.

1. Standard residential or commercial driveways shall be required for all developments.
2. A private intersection opening shall be used in lieu of a conventional driveway in commercial areas where the following criteria as determined by the City are met:
 - a. Projected driveway usage is greater than two-thousand (2,000) vehicles per day.
 - b. In any case where traffic signalization is approved and provided.
 - c. A minimum one-hundred (100') foot storage area is provided between the street and any turning or parking maneuvers within the development.
 - d. The opening is at least one-hundred and fifty feet (150') from any other intersection opening.
 - e. The opening is at least one-hundred and fifty feet (150') away from any other driveway on the property frontage under control of the applicant.
 - f. Easement dedication is made for traffic control devices.
3. New driveway approach construction shall include a minimum 30' length of culvert installation, size as required.
4. ~~A shared driveway will be allowed for up to 2 homes being served provided that the driveway approach is surfaced with a minimum 2" Class A HMA over 6" crushed surfacing for a distance of 30'. Driveway approach shall be a minimum 20' wide, maximum 30' wide. The approval would be subject to shared roadway maintenance agreements. [Reserved].~~

B. Conditions of Approval.

1. Driveways directly giving access onto arterials or major collectors may be denied if alternate access is available.
2. All abandoned driveway areas on the street frontage to be improved shall be removed and new curb, gutter, and sidewalk shall be installed.
3. No commercial driveway shall be approved where backing onto the sidewalk or street will occur.
4. Left turns from and to a driveway may be restricted as a development condition or in the future if such maneuvers are found to be unduly hazardous.
5. Driveways shall be aligned wherever possible with existing driveways on the opposite side of the street ~~on two (2) or three (3) lane streets.~~

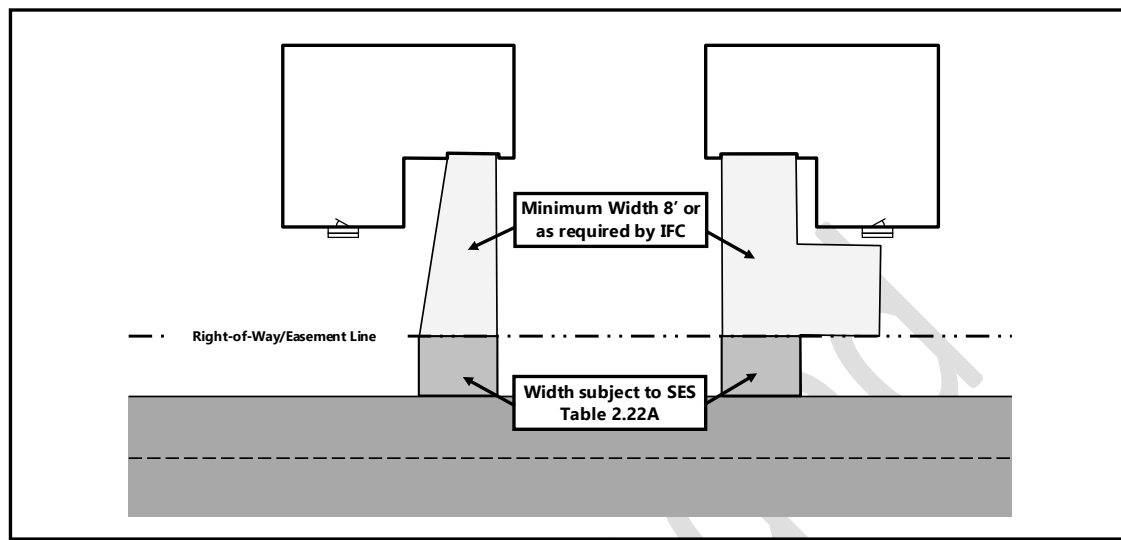
6. ~~Driveways shall be offset a minimum of one hundred feet (100') from existing driveways on the opposite side of streets with four (4) or more lanes whenever possible. [Reserved].~~
7. All driveways shall be angled ninety-degrees (90°) to the street, unless designated as right turn only with the approval of the Engineer.
8. ~~A shared driveway serving 2 lots shall be approved subject to compliance with the width and surfacing criteria below and the recording of a roadway maintenance agreement.~~
- 7.9. Parking lot circulation needs shall be met on site. The public right-of-way shall not be utilized as part of a one way parking lot flow.

C. Design Criteria.

1. Width. Driveways within a public right-of-way or private road easement shall be subject to the width standards in Table 2.22A. Where a driveway extends onto private property, it shall have a minimum width of eight feet (8') or such wider dimension as may be required by the most recent version of the International Fire Code adopted by the City. See Figure 2.22A.

<u>Table 2.22A</u> <u>Driveway Widths</u>		
	<u>Minimum Width</u>	<u>Maximum Width</u>
<u>Residential Driveways</u>		
<u>One-Way Residential</u>	-	<u>10'</u>
<u>Two-Way Residential</u>	-	<u>20'[1]</u>
<u>Shared Residential</u>	<u>20'</u>	<u>30'</u>
<u>Commercial Driveways</u>		
<u>One-Way Commercial</u>	-	<u>22'</u>
<u>Two-Way Commercial</u>	-	<u>26'[2][3]</u>
<u>Shared Commercial</u>	<u>[4]</u>	<u>[4]</u>
<u>Private Intersection</u>	<u>[4]</u>	<u>[4]</u>
<u>Notes to Table 2.22A</u>		
<u>[1] Where serving a single family home from a local street, the City Engineer may approve a larger width up to 30'.</u>		
<u>[2] Where serving a commercial use from an arterial street, the maximum width shall be 30'.</u>		
<u>[3] Where a commercial driveway serves a substantial percentage of oversized vehicle traffic, the City Engineer may approve a larger width to accommodate the largest vehicles using the driveway.</u>		
<u>[4] As determined by the City Engineer.</u>		

Figure 2.22A – Applicability of Width Standards



The maximum two (2)-way driveway width shall be twenty feet (20') for residential uses and thirty feet (30') for commercial uses. A wider commercial driveway width may be approved by the Engineer where a substantial percentage of oversized vehicle traffic exists. In this case the driveway should be sized to accommodate the largest vehicles. Commercial driveways shall be thirty feet (30') on any arterial, twenty six feet (26') to thirty feet (30') on any local street. Where intersection openings are approved the width shall be as determined by the Engineer. Maximum one-way driveway width shall be ten feet (10') for residential and twenty two feet (22') for commercial driveways. ~~Parking lot circulation needs shall be met on site. The public right of way shall not be utilized as part of a one-way parking lot flow.~~ Driveways on local access streets serving single-family homes may be up to 30 feet in width, subject to approval by the Engineer.

1.2. Elevation.

Back edge of driveway shall be at the same elevation as the back of the sidewalk adjacent to the driveway approach.

3. Clearance from structures.

a. No object (including fire hydrants, light or power poles, street trees) shall be placed or allowed to remain within fifteen feet (15') of the driveway edge.

a.b. _____ Where the building facade or other design element is less than ten feet (10') behind the sidewalk front setback both pedestrian and vehicular sight distance shall be maintained. ~~Vehicular sight distance shall be per section 2.15.~~

4. Sight Distance.

a. Vehicular Sight Distance. ~~Vehicular sight distance shall be per section 2.15.~~

b. Pedestrian Sight Distance.

Pedestrian sight distance shall be as follows: The driver of an exiting vehicle shall be able to view a one-foot (1') high object fifteen feet (15') away from either edge of the driveway throat when the driver's eye is fourteen feet (14') behind the back of the sidewalk.

2.5. Maximum driveway grade shall be fifteen percent (15%).

3.6. On sloping approaches, a landing as described in section 2.09, shall be provided.

7. Approach grades and configuration shall accommodate future street widening to prevent major driveway reconstruction.

4.8. Surfacing. All portions of a driveway within a public right-of-way and/or within 30' of a public right-of-way shall be surfaced with a minimum 2" Class A HMA, or suitable alternative, over 6" compacted aggregate base. The Engineer may exempt driveways serving a single-family residence from the asphalt surfacing requirement.