# CITY OF EL PASO, TEXAS
# AGENDA ITEM DEPARTMENT HEAD'S SUMMARY FORM

**DEPARTMENT:** **Development Services Department**

**AGENDA DATE:** **Introduction: July 22, 2008**

**Public Hearing: July 29, 2008**

**CONTACT PERSON/PHONE:** **Chuck Kooshian, 541-4632**

**DISTRICT(S) AFFECTED: 4**

**SUBJECT:**

**An Ordinance amending the 2025 Proposed Thoroughfare System as detailed in the Map Atlas of the Plan for El Paso and its related documents as originally approved by the El Paso City Council in 1999, and as subsequently amended, to:**

**1. Downgrade Martin Luther King Blvd from a Super Arterial to a Major Arterial for the section from Stan Roberts Sr. Boulevard to Loma Real Avenue.**

**2. Downgrade McCombs Blvd from a Super Arterial to a Major Arterial for the section from Stan Roberts Sr. Boulevard to Patriot Freeway.**

**3. Upgrade Painted Dunes Blvd from a Collector Arterial to a Minor Arterial.**

**4. Create a Ring Road by making the following changes: Relocate the east-west Collector Arterial north of Painted Dunes to a point generally midway between the project boundary and Painted Dunes Boulevard and reclassify it as a Non-Residential 4-Lane Collector, consistent with the nomenclature in the recently amended Subdivision Ordinance. Reclassify the east-west Collector Arterial south of Painted Dunes to a Non-Residential 4-Lane Collector. Remove the portions of proposed Andrew Barcena Collector Arterial extension between Stan Roberts Sr. Boulevard and the north Ring Road; and between the south Ring Road and Loma Real Avenue. Reclassify the portion of Andrew Barcena between the north Ring Road and the South Ring Road to a Non-Residential 4-Lane Collector and connect it to form Ring Road.**

**5. Reclassify the proposed Minor Arterial extension of Loma Real between Martin Luther King Jr. Boulevard and McCombs Street to a Non-Residential 4-Lane Collector.**

**6. Delete the portion of the proposed Major Arterial generally located at the eastern edge of the project boundary between Painted Dunes and the NE Parkway. Reclassify the portion between Painted Dunes and US 54 from a Major Arterial to a Minor Arterial. Applicant: El Paso Water Utilities - Public Service Board (District 4)**

**BACKGROUND / DISCUSSION:**
See attached report.

**PRIOR COUNCIL ACTION:**
N/A

**AMOUNT AND SOURCE OF FUNDING:**
N/A

**BOARD / COMMISSION ACTION:**
Development Coordinating Committee (DCC) – Approval Recommendation
City Plan Commission (CPC) –Recommendation Pending

**********************REQUIRED AUTHORIZATION**********************

**LEGAL:** (if required) N/A

**FINANCE:** (if required) N/A

**DEPARTMENT HEAD:** _____
Victor Torres, Director, Development Services Department

**APPROVED FOR AGENDA:**

**ORDINANCE NO._____**

**AN ORDINANCE AMENDING THE 2025 PROPOSED THOROUGHFARE SYSTEM AS DETAILED IN THE MAP ATLAS OF THE PLAN FOR EL PASO AND ITS RELATED DOCUMENTS AS ORIGINALLY APPROVED BY THE EL PASO CITY COUNCIL IN 1999, AND AS SUBSEQUENTLY AMENDED.**

**WHEREAS,** *The Plan for El Paso* was formally adopted by the City Council on April 27, 1999, pursuant to the provisions of Section 213.002 of the Texas Local Government Code as the Comprehensive Plan for the City; and

**WHEREAS,** the Comprehensive Plan serves as a general guide for the future growth and development of the City to promote public health, safety and welfare; and

**WHEREAS,** its adoption was based on the recommendations of the Comprehensive Plan Advisory Committee following numerous public meetings and working sessions; and

**WHEREAS,** a well planned transportation system is a key element for improving quality of life, by balancing neighborhood concerns with provision of access for commerce and mobility for personal travel; and

**WHEREAS,** the El Paso Water Utilities - Public Service Board has submitted a request for modifications to the 2025 Proposed Thoroughfare Plan that corresponds with land use changes requested to the Plan for El Paso; and

**WHEREAS,** the Development Coordinating Committee ("DCC") has analyzed the possible effect on future traffic congestion and recommends approval of the proposed amendments herein presented, and

**WHEREAS,** the City Plan Commission, after conducting a public hearing, has recommended the adoption of the changes to the Year 2025 Proposed Thoroughfare System map as herein presented; and

**WHEREAS,** the City Council finds that the adoption of *The Plan for EI Paso* and its changes to the thoroughfare alignments as herein presented will have no negative impact upon the public health, safety and general welfare of the City,

**NOW, THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF EL PASO:**

That the 2025 Proposed Thoroughfare System, as detailed in the Map Atlas of *The Plan for El Paso,* is herein amended as described below and as detailed in the attached and incorporated Exhibit "A."

**Northeast Planning Area**

1. Downgrade Martin Luther King Blvd from a Super Arterial to a Major Arterial for the section from Stan Roberts Sr. Boulevard to Loma Real Avenue.

2. Downgrade McCombs Blvd from a Super Arterial to a Major Arterial for the section from Stan Roberts Sr. Boulevard to Patriot Freeway.

3. Upgrade Painted Dunes Blvd from a Collector Arterial to a Minor Arterial.

4. Create a Ring Road by making the following changes: Relocate the east-west Collector Arterial north of Painted Dunes to a point generally midway between the project boundary and Painted Dunes Boulevard and reclassify it as a Non-Residential 4-Lane Collector, consistent with the nomenclature in the recently amended Subdivision Ordinance. Reclassify the east-west Collector Arterial south of Painted Dunes to a Non-Residential 4-Lane Collector. Remove the portions of proposed Andrew Barcena Collector Arterial extension between Stan Roberts Sr. Boulevard and the north Ring Road; and between the south Ring Road and Loma Real Avenue. Reclassify the portion of Andrew Barcena between the north Ring Road and the South Ring Road to a Non-Residential 4-Lane Collector and connect it to form Ring Road.

5. Reclassify the proposed Minor Arterial extension of Loma Real between Martin Luther King Jr. Boulevard and McCombs Street to a Non-Residential 4-Lane Collector.

6. Delete the portion of the proposed Major Arterial generally located at the eastern edge of the project boundary between Painted Dunes and the NE Parkway. Reclassify the portion between Painted Dunes and US 54 from a Major Arterial to a Minor Arterial.

**PASSED AND APPROVED** this _____ day of _____, **2008.**

**THE CITY OF EL PASO**

_____
John F. Cook
Mayor

CITY CLERK DEPT.
08 JUL 17 PM 12: 38

**ATTEST:**

_____
Richarda Duffy Momsen, City Clerk

**APPROVED AS TO FORM:**

_____
Lupe Cuellar
Assistant City Attorney

**APPROVED AS TO CONTENT:**

_____
Mathew McElroy, Deputy Director
Planning Division
Development Services Department

**JOHN COOK**
MAYOR

**JOYCE WILSON**
CITY MANAGER

**VICTOR Q. TORRES**
DIRECTOR, DEVELOPMENT SERVICES

**MATHEW S. MCELROY**
DEPUTY DIRECTOR, PLANNING

**CITY COUNCIL**
ANN MORGAN LILLY, DISTRICT 1
SUSANNAH M. BYRD, DISTRICT 2
EMMA ACOSTA, DISTRICT 3
MELINA CASTRO, DISTRICT 4
RACHEL QUINTANA., DISTRICT 5
*EDDIE HOLGUIN, JR., DISTRICT 6*
STEVE ORTEGA, DISTRICT 7
BETO O'ROURKE, DISTRICT 8

**DEVELOPMENT SERVICES DEPARTMENT**
**PLANNING DIVISION**

**CITY MANAGER:** _____ **DATE:** _____

# M E M O R A N D U M

**DATE:** **July 18, 2008**

**TO:** **The Honorable Mayor and City Council**

**Joyce A. Wilson, City Manager**

**FROM:** **Chuck Kooshian, Lead Planner**

**SUBJECT:** **Proposed Thoroughfare amendment for Arterials and collectors located in the Northeast Master Plan Area.**

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**The City Plan Commission (CPC), on July 17, 2008, (recommendation pending) to amend the 2025 Master Thoroughfare Plan as follows:**

**1. Downgrade Martin Luther King Blvd from a Super Arterial to a Major Arterial for the section from Stan Roberts Sr. Boulevard to Loma Real Avenue.**

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**The CPC determined that this Master Thoroughfare Plan amendment is in conformance with The Plan for El Paso; and the proposed amendment protects the best interest, health, safety and welfare of the public in general.**

**Attachments: CPC Staff Report**.

## Northeast Master Plan MTP amendments

**Background:** The Public Service Board of the El Paso Water Utility has requested to amend the Major Thoroughfare Plan (MTP) for the area serving the 4,800+ acres being sold in the Northeast of the City. The MTP was not amended in 2007 when the General Land Use Map amendment and the Land Study for the Northeast PSB Properties were approved. A condition of those approvals was the submission of an amended Land Study and, if necessary, an MTP amendment, before the final sale of the land.

The PSB is submitting a General Land Use Map amendment, a rezoning request and a Land Study concurrently. This MTP amendment is intended to ensure the conformity of those applications with the MTP.

**Location:** The area is generally located northwest of Patriot Freeway (US 54), north of Loma Real Drive and East of the Franklin Mountains.

**Legal description:** A portion of Sections 9, 10, 15, 16, 17 and 18, Block 81, Township 1, Texas and Pacific Railway Company Surveys; and a portion of Sections 11, 14 and 19, Block 81, Township 1, Texas and Pacific Railway Company Surveys; and a portion of Sections 11, 12, 13, 14, 19, 20 and 21, Block 81, Township 1, Texas and Pacific Railway Company Surveys; and a portion of Sections 7, 17, 18, 19, 20 and 30, Block 80, Township 1, Texas and Pacific Railway Company Surveys, City of El Paso, El Paso County, Texas
***Please refer to Figure 1. Current Major Thoroughfare Plan***

**Representative District:** 4

**Area:** 4,833 acres

**Present Zoning:** Ranch and Farm (R-F)

**Present Use:** Undeveloped Land

**Proposed Use:** Commercial, residential, mixed use, schools, open space, and golf course.

**Surrounding Land Uses:** Undeveloped land, residential, and schools.

***Year 2025 Designation:*** Residential, mixed use, and open space.

**Requests:**

1. Downgrade Martin Luther King Blvd from a Super Arterial to a Major Arterial for the section from Stan Roberts Sr. Boulevard to Loma Real Avenue.

2. Downgrade McCombs Blvd from a Super Arterial to a Major Arterial for the section from Stan Roberts Sr. Boulevard to Patriot Freeway.

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***Please refer to Figure 2- Requested MTP Amendments***

## Staff Recommendation:

The Major Thoroughfare Review team's recommendation is as follows:

## Engineering Department - Traffic Division:

Recommends approval as follows:

1. Traffic does not object to the proposed amendment to downgrade McCombs and Martin Luther King, currently shown as super arterials, to major arterials; provided that additional connections to US 54, Dyer and Railroad are provided to maintain LOS "C" at all roadways and intersections. Several intersections in the TIA reflect LOS "D" and "E"

2. Traffic approves the upgrade of Painted Dunes from a collector arterial to a minor arterial to provide better east-west connectivity for the development. Traffic also recommends that Ring Road (north) be extended eastward to connect to either US 54, or the future connection to NE parkway.

3. Traffic does not recommend approval of the request to delete a proposed major arterial extending north at the east corner of the development to the future NE parkway. A connection to the NE parkway is necessary in this area.

4. Traffic does not object to deleting the extension of a proposed collector arterial (Andrew Barcena) through the development, but the connection should be made of Andrew Barcena to Ring Road (south).

5. Land Study needs to be revised to conform to the MTP request, if approved.

6. TIA and land study do not show proposed cross-sections of roadways.

7. TIA shall include LOS of roadways for all arterials, including collector arterials

8. Although the TIA shows significant congestion at full build-out, super arterials are discouraged in new development in favor of a transportation system that provides additional options for pedestrian, bike and transit opportunities. Transit has not been factored into the TIA, but walkways and bike paths are proposed in the text and presumably are included in the internal capture rate.

9. Additional justification/explanation is needed for the 40% internal capture rate (ITE uses 25-26%, need to provide supporting evidence that 40% is achievable for this development, i.e. other similar mixed-use developments)

10. Subsequent detailed TIAs shall be required at each phase of development to ensure that mitigation measures and capacity improvements are provided to result in LOS "C" or better.

11. Several issues/revisions pending on TIA per Traffic comments dated June 20, 2008 (attached)

12. Inconsistency with development agreement/bid documents.

Page 20 of bid document requires a Master TIS with all roadways meeting a minimum LOS "C" at full build-out. TIA does not reflect this.

Exhibit B.1 Roadways

"c. Keep all streets as narrow as possible and no more than four travel lanes." MTP currently shows Martin Luther King and McCombs as super arterials. TIA shows MLK and McCombs as 6 lane divided (major) arterials.

## **Texas Department of Transportation (TxDOT)**:

Recommends approval based on the following:

1. Need to use and reference the latest TxDOT Standards and Specifications in the report.
2. Need to use and reference the latest Highway Capacity Manual in the report.
3. Need to analyze both the intersections and the roadway segments together as a system not individually.
    - Intersections- delay, level of service (LOS)
    - Roadways-LOS, peak volumes,
4. Need to use existing signal timings, if available from the city, as part of the existing conditions
5. Existing traffic counts were collected on May 15, 2008. But many large traffic generators like UTEP, El Paso Community College, other colleges, K-12 schools might not have been in session. Need to verify if traffic counts represent actual peak hour counts. Need to verify counts when these traffic generators are in session or explain in the TIA, how you were able to address this issue.
6. The TIA Scope or study area needs to be based on the City of El Paso, Chapter 19: Subdivision Regulations, Section 19.18.3, Criteria for Determining Traffic Impact Analysis Requirements, Table 19.18-3: CRITERIA FOR DETERMINING TRAFFIC IMPACT ANALSIS.
7. Need impact and mitigation on existing and proposed interchanges/intersections at US 54:
    - Sun Valley Dr.
    - Martin Luther King Jr. (MLK) Blvd
    - Sean Haggerty Dr.
    - McCombs St.
    - Painted Dunes Dr.
8. As stated above (Item 7), TxDOT has no plans to improve existing or proposed intersections on US 54. TIA needs do show these impact and mitigation.
9. Need impacts and mitigation at the intersection of MLK Blvd and Stan Roberts Sr. Road.
10. Need impacts and mitigation at the intersection of McCombs and Stan Roberts Sr. Road.
11. Traffic impacts and mitigation on McCombs St. including all the intersections will need to be coordinated with TxDOT as soon as possible.

## **El Paso Metropolitan Planning Organization (MPO)**

Recommends approval based on the following:

1. Need to verify flows via TransCAD files. Please identify changes and provide all modified files.

2. There are State improvements assumed in the TIA. Please provide information without State improvement as noted by TxDOT.

3. Need to provide a range of internal capture with the deletion of State Improvements.

- 40 % capture is questionable and not properly justified.

The El Paso Metropolitan Planning Organization believes that the Public Service Board's Northeast El Paso Master Plan is an important correlation and integration of land use and transportation and views this opportunity as a footprint and mode for the rest of the MPO Study Area. Although the El Paso MPO is a strong proponent of sustainable land use and multi-modal transportation amalgamation, staff requests the following comments be addressed.

## Trip Generation

1 The MPO recognizes that the ITE Trip Generation Handbook is a widely referenced manual; however, the Handbook is only a guide. Additionally, the MPO is not aware of any empirical material used by the consultant that clearly illustrates where the Handbook references Smart Growth applications as a whole. Therefore the assigned trips for internal capture should receive further attention considering that the consultant only analyzed a single preference. Clarification if the action by the consultant follows a directive from the standing City Code or City staff is requested. The consultant is requested to provide information on similar Smart Growth projects in reference to the MPO's question of internal trip making.

2 The Level of Service at several intersections does not meet the standing City Code.

3 No transit component is evident in the submitted TIA. The analysis without this element may undermine the goal of reducing automobile dependency and the concepts of Smart Growth. More importantly transit is a vital component of a multi-modal transportation system as are bicycle and pedestrian trip making. The consultant is requested to provide a multi-modal transportation system for this proposed development.

## Roadways

1. Planning assumptions stated by the proposal are not consistent with programmed transportation projects in the TransBorder 2035 Metropolitan Transportation Plan and 2008-2013 Transportation Improvement Program. FM 3255 (Martin L. King Jr.) and FM 2529 (McCombs St), both State facilities, are modeled with capacity improvements. The El Paso MPO is not aware of any request from the TxDOT El Paso District to improve the affected facilities. The MPO does recognize that the PSB or the City of El Paso may offer to improve the regional significant roadways. The El Paso MPO requests that the:

    - Rights of way, if needed, be acquired or donated to the State before any approval be granted for development bound by a recorded agreement, and

    - Affected roadways be constructed within the lifespan of the proposed development. The El Paso MPO understands that the project has three tiers/phases that will collectively be built in twelve years. The submitted TIA makes assumption for the year 2035; however, delay and mobility decay will occur much faster if the State facilities are not upgraded in the suggested time frame. Improvements to FM 3255 and FM 2529, even if developer

driven, must be included in the MPO's Metropolitan Transportation Plan and Transportation Improvement Program because the stated State facility are *regionally significant*.

- LOS mitigation initiatives need to be identified and approved by the City Traffic Engineer. The self imposed residential caps for the development must adhere to a *covenant running with the land*. The TIA indicates in some areas, those road capacities may be approaching LOS "F", if the self-imposed residential development caps are lifted. Other more detail comments will be made, as subdivisions are process.

2. A roadway extension to the eastern portion of the development to facilitate transportation ingress and egress and access to the Northeast Park Way must be planned and built to access Railroad Drive.

## Context Sensitive Solutions

1. The El Paso MPO encourages that attention to the character of the development be incorporated into design of the roadways.

    - The pedestrian and bicycle facilities in all parkways areas of the arterial system by landscaped as was done for Resler Drive south of Transmountain Drive.

    - All pedestrian/bicycle facilities be intergraded within this proposed development.

To conclude, the El Paso MPO advocates a continuous, transparent partnership as this initiative follows the City of El Paso's planning process for permit issuance.

**Development Services Department - Planning Division**:

Recommends approval as follows:

1. Downgrade Martin Luther King Blvd from a Super Arterial to a Major Arterial for the section from Stan Roberts Sr. Boulevard to Loma Real Avenue.

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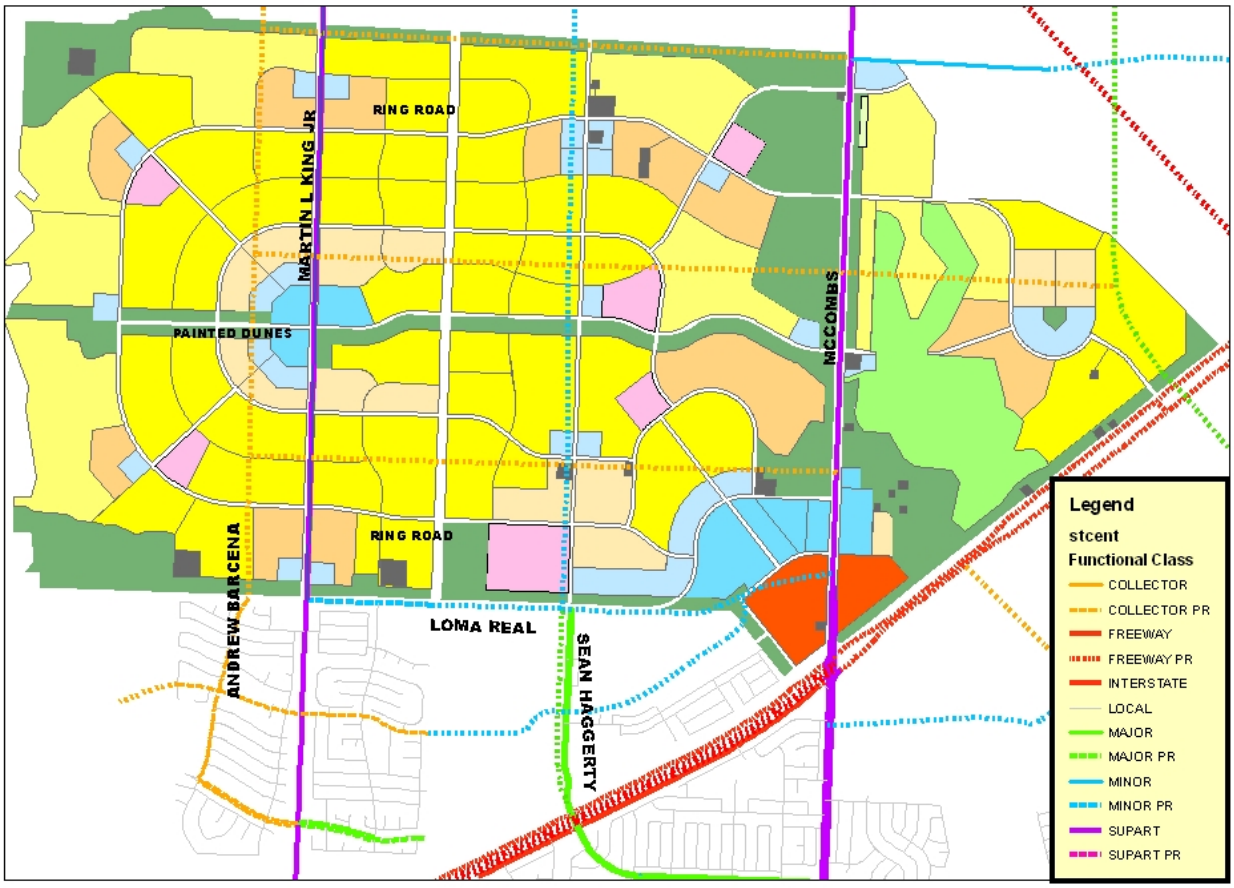
**<u>Development Coordinating Committee (DCC)</u>**

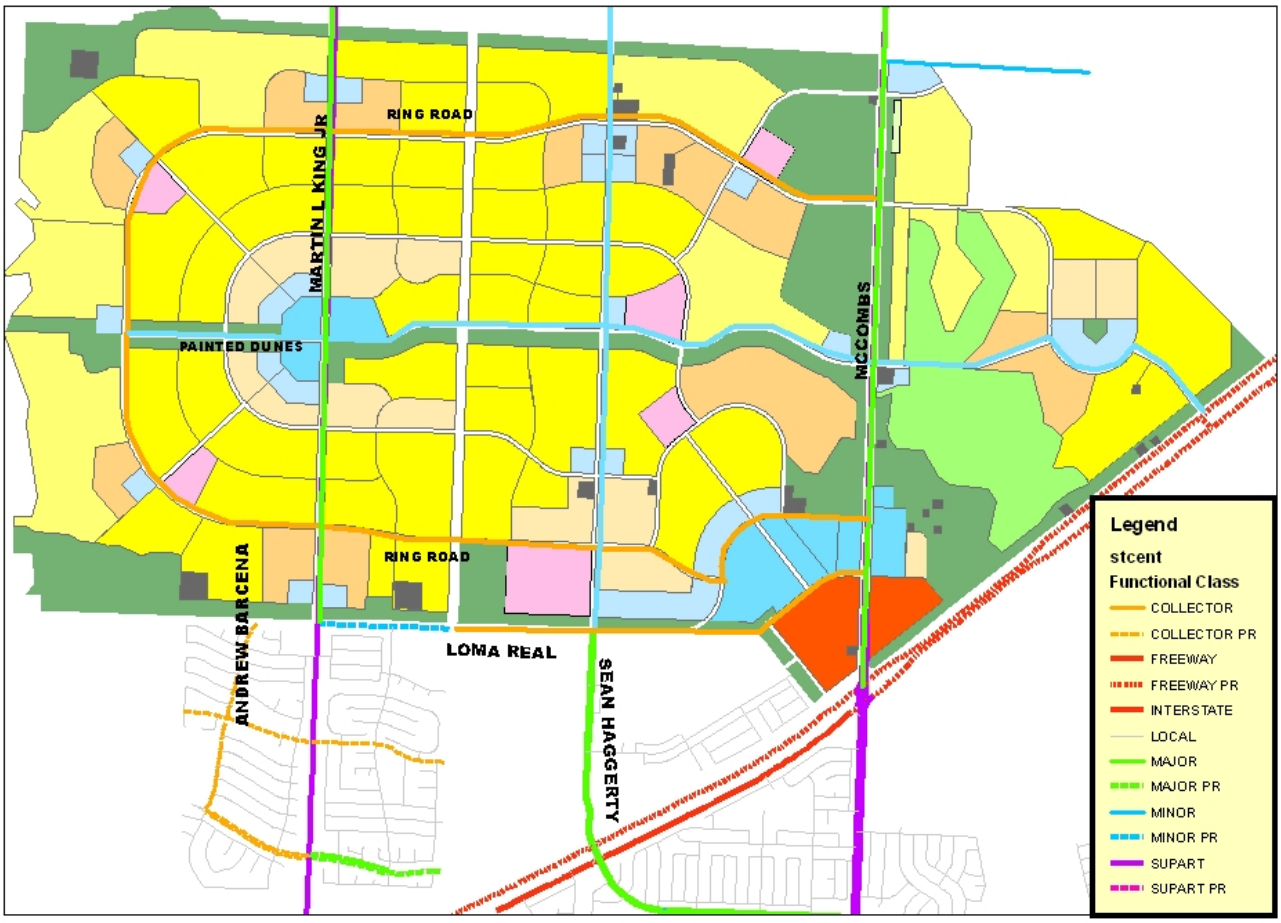
Recommends approval.

***Figure 1- Current Major Thoroughfare Plan***




**Current Major Thoroughfare Plan**

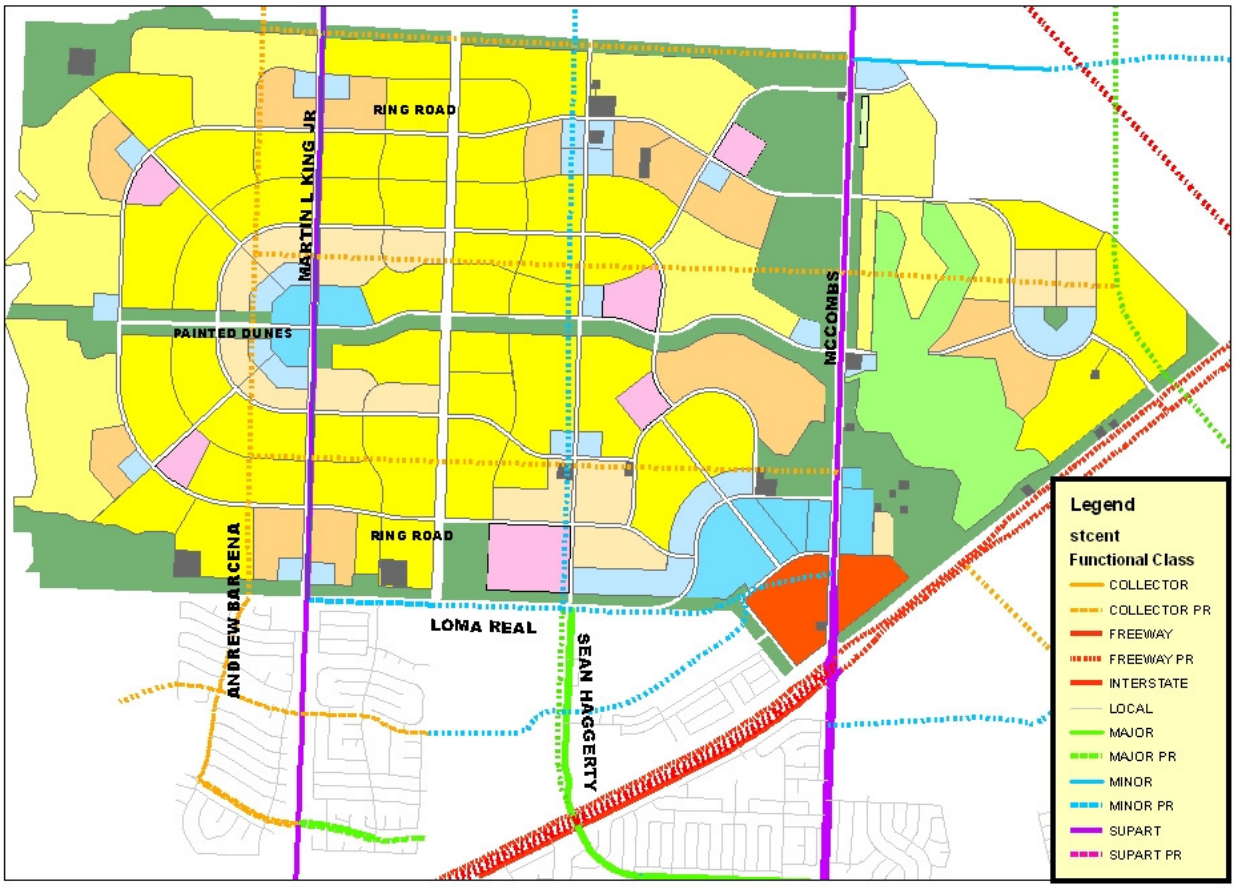
*Figure 2- Requested Major Thoroughfare Plan Amendments*




**Proposed Changes to Major Thoroughfare Plan**

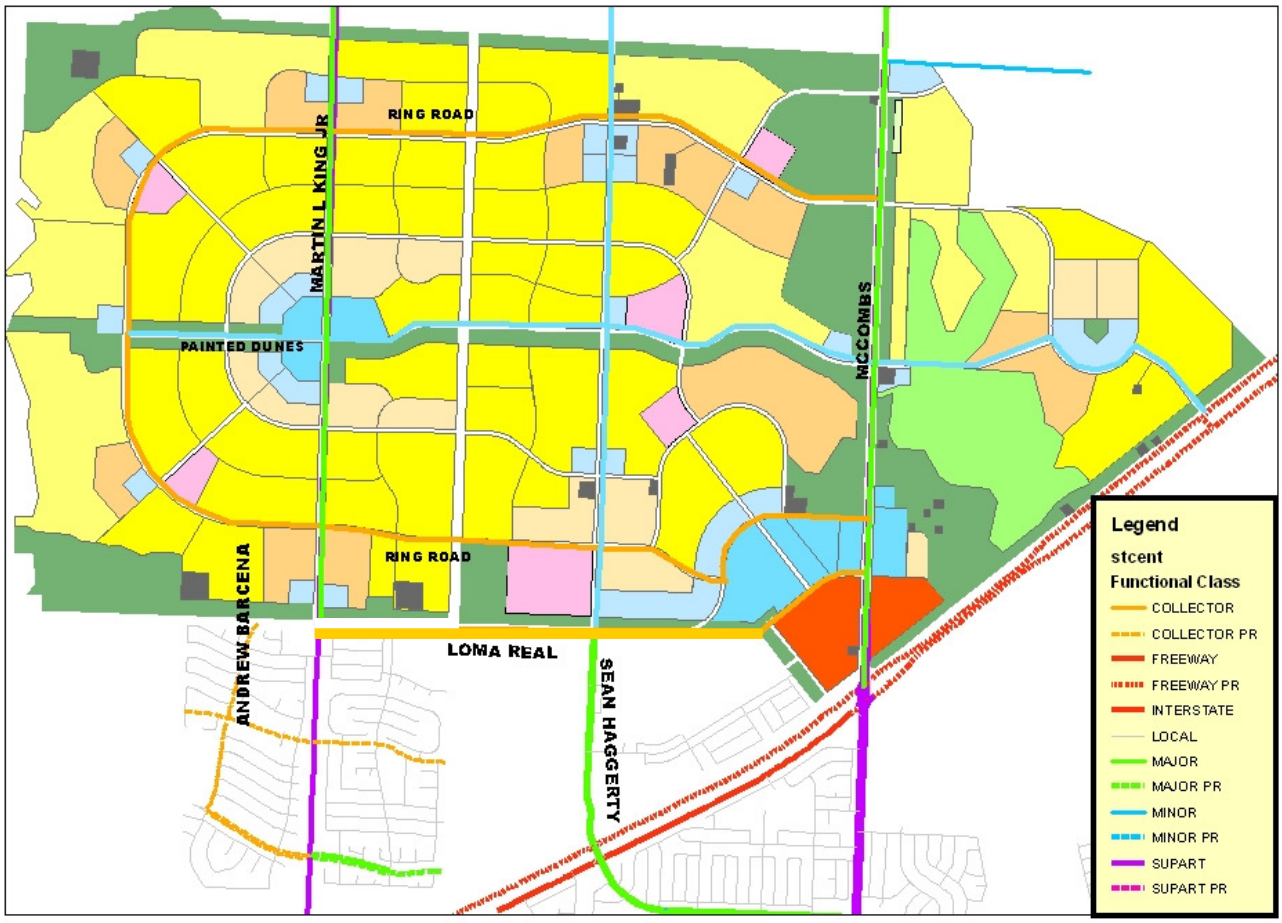
# Exhibit "A"

***Figure 1- Current Major Thoroughfare Plan***




**Current Major Thoroughfare Plan**

***Figure 2- Requested Major Thoroughfare Plan Amendments***




**Proposed Changes to Major Thoroughfare Plan**