

MONDAY, APRIL 5, 2021
WORK SESSION ~ Alternative NW Local Connection Study, 6pm

Present: Mayor Scott Burge, Council President Megan Greisen, Councilor Joel Haugen, Councilor Josh Poling, Councilor Brandon Lesowske, Councilor Pete McHugh, Councilor Tyler Miller, Interim City Manager Alex Rains, Police Chief Norm Miller, City Planner Laurie Oliver Joseph, City Engineer Chris Negelspace, City Recorder Susan M. Reeves, Program Analyst Huell White, and Legal Counsel Peter Watts.

Remote: Public Works Director Dave Sukau, Consultant Reah Flisakowski, with DKS Associates, and Marisa Jacobs.

Program Analyst Huell White explained before Council this evening is the final report and presentation from DKS Associates pertaining to the Alternative NW Local Connection Study. On January 19, 2021, City Council directed staff to proceed with the study and report back to Council when the study was complete. DKS Associates produced a technical memorandum (attached as Exhibit A) that: discusses the benefits of local street connectivity, analyzes potential options for local street connections to EJ Smith Road, and recommends an alignment for the new local street connection. Northwest Scappoose was reviewed to determine the feasibility of local street connections. The consultant team identified three options with varying degrees of feasibility using a framework (Exhibit A, Table 2) to evaluate each option. Exhibit A: Technical Memorandum by DKS Associates.

Consultant Reah Flisakowski, with DKS Associates, gave an overview of their report.



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EXHIBIT A

TECHNICAL MEMORANDUM

DATE: March 30, 2021
TO: Huell White | City of Scappoose
FROM: Reah Flisakowski, PE and Kayla Fleskes, EI | DKS Associates
SUBJECT: Scappoose Local Connection Evaluation Project #21028-000

This memorandum documents a local street connection evaluation for the City of Scappoose. The memorandum discusses the benefits of local street connectivity, documents potential options for a planned local street connection to E.J. Smith Road and recommends an alignment for the new local street connection.

LOCAL STREET CONNECTIVITY

In Scappoose, much of the local street network is not well connected to due constraints such as topography, creeks and poor transportation planning practices in the past. Multiple access opportunities for entering or exiting neighborhoods are limited, resulting in out-of-direction travel for all roadway users and an imbalance of traffic volumes. As noted in the City's Transportation System Plan (TSP):¹

"A lack of connectivity can result in the need for wider roads, traffic signals and turn lanes (which can negatively impact traffic flow). By providing connectivity between neighborhoods, out-of-direction travel and vehicles miles travelled (VMT)² can be reduced, accessibility between various travel modes can be enhanced and traffic levels can be balanced among various streets. Additionally, public safety response time is reduced."

Due to the benefits of local street connectivity described above, the Oregon Department of Transportation (ODOT) requires local street connectivity be addressed in all Transportation System Plans (TSPs)³. The TSP identifies opportunities and need for future local street connections. Figure

¹ When roadway users are required to travel along a route that is not in the direction of their destination, this is typically a longer and less convenient route.

² 2016 Scappoose Transportation System Plan, Volume I, page 43, updated September 2016.

³ Measures the number of miles traveled by all vehicles in a geographic region over a given period of time.

⁴ Transportation System Plan Guidelines, Oregon Department of Transportation, April 2003.

EXHIBIT A

1 shows the TSP's functional classification map with proposed street connections. The TSP's proposed local connections are conceptual in nature and identify the beginning and end points for a local street. The proposed connections are intended to be used by City staff during development review to guide local connectivity requirements. The TSP does not set the specific street alignments to allow flexibility during the detailed design phase of the street project.

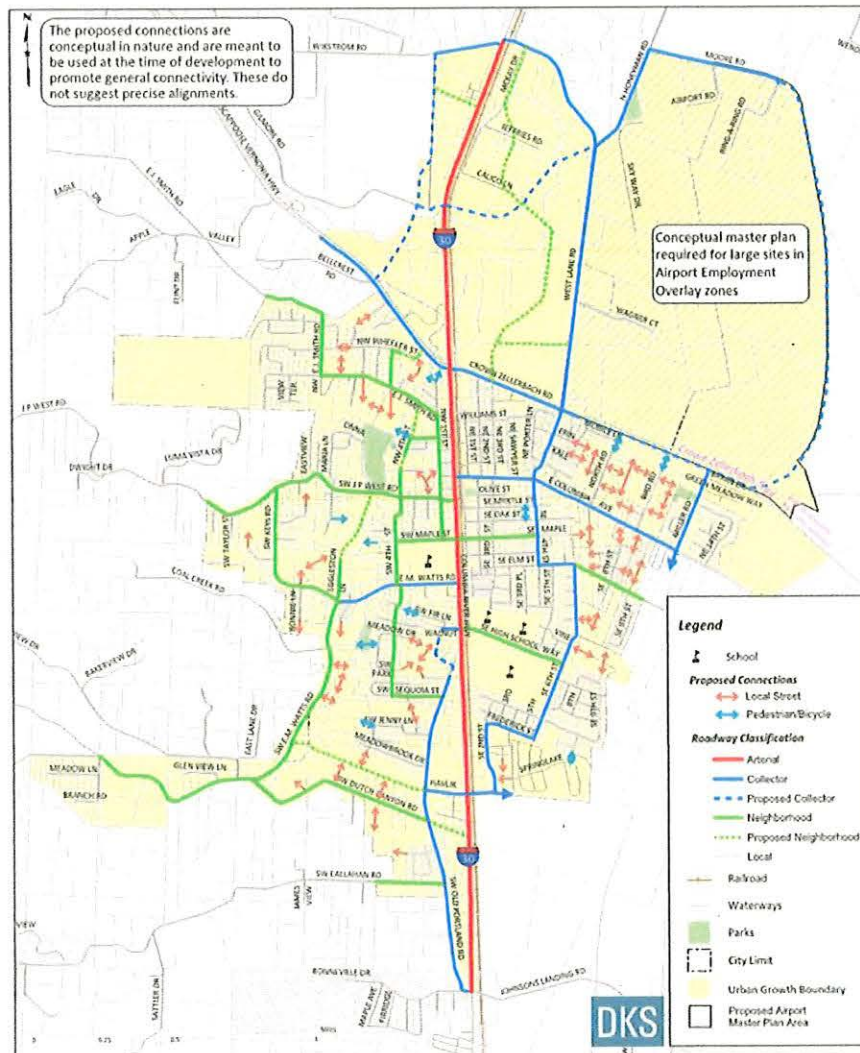


FIGURE 1. FUNCTIONAL CLASSIFICATION MAP
Source: City of Scappoose 2016 Transportation System Plan, Figure 15

NORTHWEST SCAPPOOSE CONNECTIVITY

There is limited local street connectivity in Scappoose west of US 30 between JP West Rd and E.J. Smith Road. In particular, along E.J. Smith Road, there are limited local street connections to the south, with connectivity only provided at 1st Street. There is nearly 1,750 feet (0.33 miles) between 1st Street and the next street access to the south, private Willow Lane, which does not connect to the neighborhood to the south.

To improve local street connectivity, the TSP identifies a proposed extension of 4th Street (classified as a neighborhood street) which would connect E.J. Smith Road and J P West Road. This proposed connection could only be made for pedestrians due to floodplain constraints that were discovered during preliminary design.⁵ The TSP also identifies additional local street connections between E.J. Smith Road and Onna Way, including a Pedestrian/Bicycle connection over the creek. These local street connections are aimed at reducing potential neighborhood traffic impacts by better balancing traffic flows on neighborhood routes, providing better emergency vehicle access and supporting additional connections for people walking and biking.

LOCAL STREET CONNECTIVITY CONSTRAINTS

Feasible options for improving local street connectivity in northwest Scappoose are limited due to topography, existing development and the street network in the area. Topography is the most significant constraint for local street connectivity. East of 5th Street, E.J. Smith Road has a relatively low grade. West of 5th Street, E.J. Smith Road rises steeply, with an average slope of approximately 9%. Any local street connection west of 5th Street would likely be expensive due to the cross-slope grades that would require extensive cut and fill with construction.

While there are several existing local streets that extend south of E.J. Smith Road (such as Willow Lane, Five Peak Terrace and Terrace View Place), the extension of these streets is typically blocked by private property. In many cases, extending the existing local streets may result in impacts to existing nearby structures and require the purchase of private property or a dedication of land during redevelopment.

All of these constraints would likely add significant cost to the design and construction of a local street connection. Adequately funding transportation needs in the City is a significant challenge and should focus on priority needs and projects. The expected high costs due to the identified constraints would be difficult to justify based on the community benefit of making the local street connection.

⁵ Flood Insurance Rate Map panel 41009C0444D

FUTURE CONNECTIVITY OPTIONS

The northwest Scappoose area was reviewed to determine the feasibility for local street connections. Three local street extension options were identified south of E.J. Smith Road including:

- Option 1: View Terrace Place to Eastview Drive
- Option 2: Willow Lane to Maria Lane
- Option 3: Captain Roger Kucera Way to E.J. Smith Road

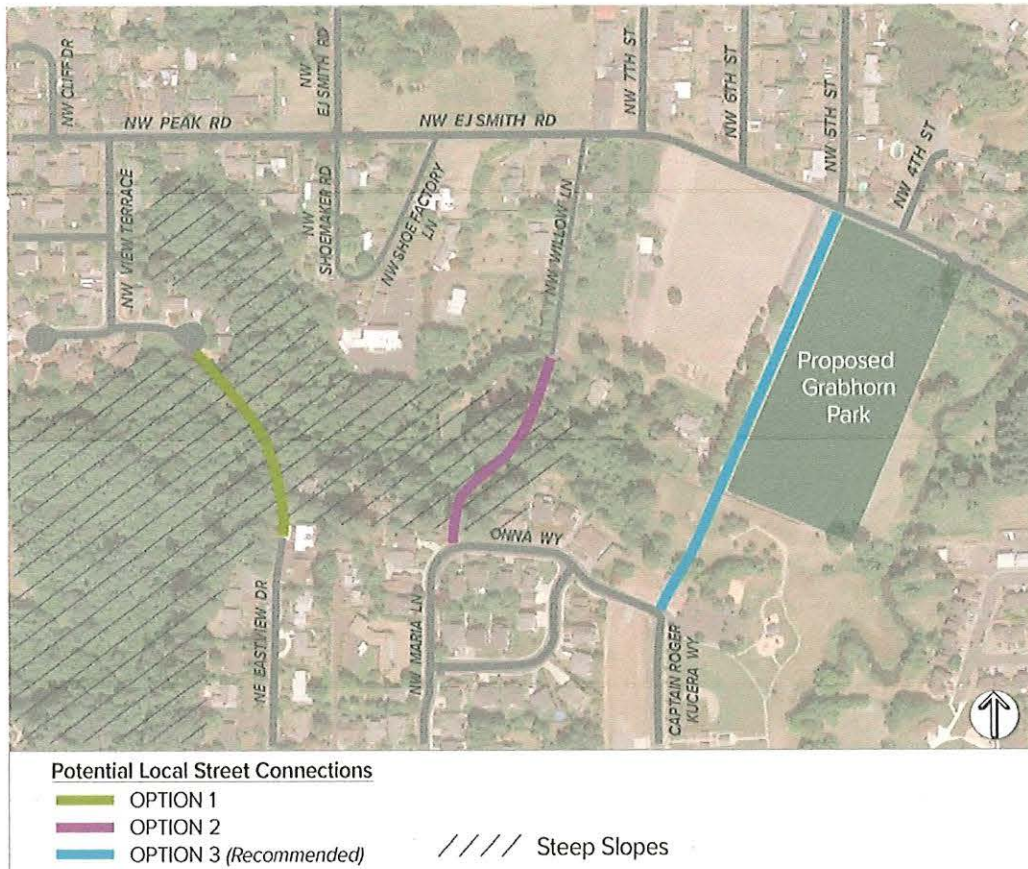


FIGURE 2. POTENTIAL FUTURE CONNECTIVITY IN NORTHWEST SCAPPOOSE

OPTION 1: VIEW TERRACE PLACE EXTENSION TO EASTVIEW DR

Figure 2 shows a potential alignment for a new local street connection between View Terrace Place and Eastview Drive. This connection would provide a local connection to E.J. Smith Road. There is undeveloped land on both ends of the connection that could reduce impacts to existing buildings. However, the potential extension would cross through existing forested land with a grade up to 40%, as shown in Figure 3. The connection would not facilitate emergency vehicle access due to the excessive grade, particularly during inclement weather. The steep grade would also be challenging for walking and biking use.

A bridge or retaining wall would be required to span the existing valley, which would add significant construction cost. The local wetlands inventory⁶ identifies a small stream and associated riparian area within the potential alignment. It is likely that additional environmental impacts would need to be mitigated as further environmental review is conducted. The connection would require the purchase of right-of-way to accommodate the new roadway. A planning level cost estimate for the conceptual local street connection is \$14.2 million.

Given these constraints, Option 1 is not feasible as a local street connection. Note that a connection to Shoemaker Road was also considered (to provide better connectivity to E.J. Smith Road to the north) but the existing roadway is fully on private land and an extension would require significant impacts to existing buildings.

OPTION 2: WILLOW LANE TO MARIA LANE

Figure 2 shows a potential alignment for a new local road connection between Willow Lane and Maria Lane. Willow Lane currently operates as a narrow, private drive. Similar to Option 1, this alignment would result in a steep grade up to 35%, as shown in Figure 3, and require a structure to span the existing valley. The connection would not facilitate emergency vehicle access due to the excessive grade, particularly during inclement weather. The steep grade would also be challenging for walking and biking use.

Similar to Option 1, the local wetlands inventory⁷ identifies a small stream and associated riparian area within the potential alignment. It is likely that additional environmental impacts would need to be mitigated as further environmental review is conducted. The alignment of this option would likely be difficult to achieve without impacts to existing buildings. The connection would require the purchase of right-of-way to accommodate the new roadway. A planning level cost estimate for the conceptual local street connection is \$12.4 million. Given these constraints, the connection is not feasible.

⁶ City of Scappoose Local Wetlands Inventory and Riparian Inventory, Figure 5B, Pacific Habitat Services, Inc., December 22, 1998

⁷ Ibid



OPTION 3: CAPTAIN ROGER KUCERA WAY TO E.J. SMITH ROAD

Figure 2 shows a potential alignment for a new local road connection between Captain Roger Kucera Way and E.J. Smith Road. The local street connection would cross through primarily undeveloped land with limited grade (less than 2% as shown in Figure 3). The relatively flat grade would significantly reduce construction costs when compared to Options 1 and 2. The local wetlands inventory⁸ identifies a small stream within the potential alignment but not an associated riparian area. It is likely that further environmental review would be needed to determine if impacts would require mitigation.

The extension aligns well with the intersection of E.J. Smith Road and 5th Street. Option 3 is the only option that would result in a local street connection between JP West Road and Scappoose Vernonia Highway. The recommended extension would allow people walking and biking from the north convenient access to Scappoose Veteran's Park and would help improve emergency services access. The connection would not require the purchase of right-of-way to accommodate the new roadway, the land would be dedicated as part of the Grabhorn Park development. A planning level cost estimate for the conceptual local street connection is \$1 million. Based on these findings, the connection would be feasible.

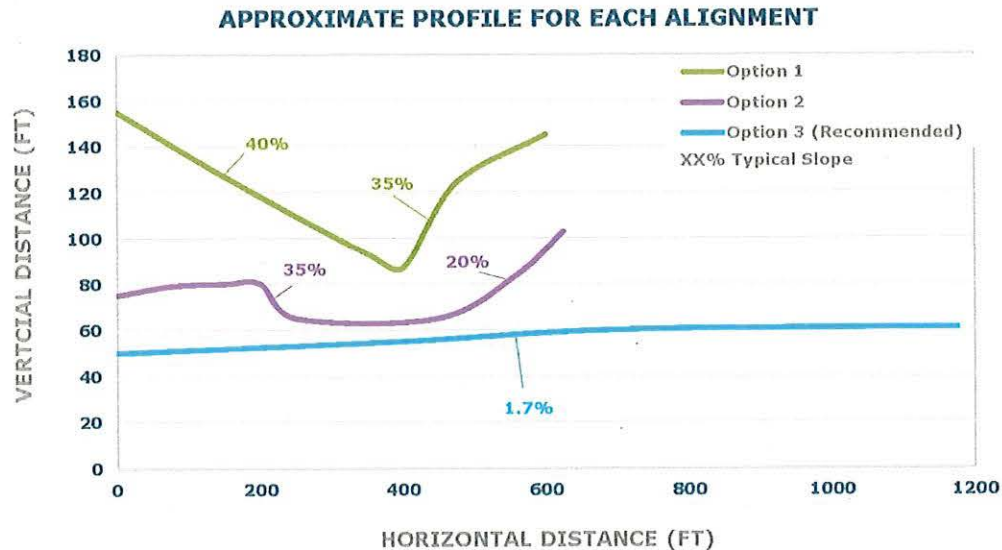


FIGURE 2. APPROXIMATE PROFILE FOR EACH ALIGNMENT

Source: Google Earth

⁸ City of Scappoose Local Wetlands Inventory and Riparian Inventory, Figure 5B, Pacific Habitat Services, Inc., December 22, 1998

EXHIBIT A**SUMMARY OF OPTIONS**

Table 2 provides a summary of the connection options and various characteristics to allow a comparison for feasibility. Based on the findings, Option 3 is the only feasible connection option.

TABLE 2. CONNECTION OPTION SUMMARY

	OPTION 1 VIEW TERRACE PLACE EXTENSION TO EASTVIEW DR	OPTION 2 WILLOW LANE TO MARIA LANE	OPTION 3 CAPTAIN ROGER KUCERA WAY TO E.J. SMITH ROAD
CONSTRUCTION COST PER LINEAR FOOT	HIGH	HIGH	LOW
LEVEL OF CONNECTIVITY	LOW	LOW	MEDIUM
IMPACTS TO EXISTING NEIGHBORHOOD	MEDIUM	MEDIUM	LOW
ENVIRONMENTAL IMPACTS	HIGH	HIGH	LOW
NEED FOR PROPERTY ACQUISITION	HIGH	HIGH	NONE
EMERGENCY SERVICES RESPONSE	LOW	LOW	HIGH
OPEN NEARBY LAND FOR FUTURE DEVELOPMENT	LOW	LOW	HIGH



Councilor Haugen thanked Reah for the presentation. He asked if Reah can quantify the connectivity need.

Reah Flisakowski replied as you can see in the Transportation System Plan, they did a review back in 2015 of all the local streets City wide to see if there were any opportunities to improve local street connectivity, and it is a very important part of your Transportation System Plan. You want to have those local streets to serve local trips. She stated it is really important that the City can provide that grid whenever possible. She explained typically good planning is we would like to have a local street every five hundred feet. She stated in a perfect flat world that is what we would like to see in a City. She explained Scappoose is just like anywhere else, there are topography issues, there's creeks, so at times we do have to make a decision when it is not a flat and affordable road where do we make those connections. She explained in the area being discussed you can see there are quite a few locations where there could be existing houses, they are not that are apart, but you have to drive all the way around to get from point A to point B. She explained what we are trying to do is improve those local street connections whenever they are not cost prohibitive or where it is feasible to make that connection.

Councilor Haugen stated in the 2016 Transportation System Master Plan that Reah worked on, in that plan there was no street that connected Kucera to Smith as a proposed project. He explained there was a street from Watts to Eastview, but there is no such road connecting Kucera and Smith. He stated the real question is if there is no need, he wants to be perfectly candid that he was opposed to even doing this study, because he didn't see the need for it, to him he doesn't see the traffic demand, and there are alternatives for emergency access by using a multi path purpose pathway. He stated there are alternatives and he just finds is personally, just an absolutely terrible idea to put a road through a park.

Reah Flisakowski explained when we go through this effort with the Transportation System Plan, they add the arrows showing where they think the beginning and ends of roadways could be but because it is a Transportation System Plan, they don't get into the detailed engineering that would be required to show specific alignments, so they are conceptual. She stated looking at a figure in the Transportation System Plan they do show a local street connection starting at EJ Smith where 5th Street is today, and it is a red arrow pointing to the South into where the new park would be.

Councilor Haugen replied those arrows are all in the floodplain as you are aware. He stated some of the model plans that ODOT provides for guidance don't even have conceptual road connection in them. He used the Brookings 2017 Transportation Master Plan as an example, you will find no conceptual connections in there.

Reah Flisakowski replied she is not sure why it is not in the Brookings plan as it is a requirement, and it is in every Transportation System Master Plan she has done. She stated she would argue that the TSP does have a connection showing there is a need for a local street coming off of EJ Smith at 5th to the South, while it is straight North/South it doesn't exactly follow the Kucera alignment that we are talking about tonight, it does show that there needs to be local street connections further down in that area.

Councilor Haugen replied he acknowledges that, but they are all in the floodplain. He is not sure why the arrows would be in the floodplain and the proposed road through Grabhorn is also in the floodplain for the first three hundred feet.

Reah Flisakowski replied when they go through the exercise in the TSP they do look at the floodplain and the inventory but they don't complexly exclude the need for every local street

connection because of it. She explained some of the connections are worth showing so that the concept could be vetted further in the future when there is more information available, like we are right now. She explained now that we are getting into the details of an exact location, we can take a deeper dive into it to see if it is feasible or not and that is the same with topography and other things.

Councilor Haugen stated from his planning experience the local street connections are designed for local development and not as collector streets.

Reah Flisakowski replied she is not sure what Councilor Haugen meant by local development. She explained these are designed for local trips within the City, as opposed to a collector arterial which would be used at times for people who are leaving the City. She explained this area clearly doesn't have enough local connectivity.

Councilor Haugen talked about the City of Portland closing streets in ten parks last year to create a better park environment.

Mayor Burge stated he drives around Portland a lot and he passes tons of their parks and all of them have roads along the edges of their parks. He stated some of the large parks they have closed the streets, but the smaller parks like ours, they have not closed the streets through, and they are not closing those roads. He explained there is not a proposed road going through this park, it is going on the edge.

Reah Flisakowski replied she has done lots of traffic studies for parks and the real concern would be if a road went through a park, they would be encouraging walking and biking trips across the road because there would be park facilities on both sides. She explained where this proposed road would be, all the park activities would be on one side of the road.

City Planner Oliver Joseph stated she would like to point out that there is already a road through Veterans Park, it was always planned that way and it functions now. She would agree that we are looking to extend a road on the edge of the park to the North. She stated to Marisa's point in her letter that she has seen a child run out into the street, is that going to happen, are there ways to prevent that, possibly, as we have talked about a few different options and things that we can look at. She explained we do already have this situation now. She does feel it is important that we are following our TSP, that we are making those connections. She stated as Reah pointed out that is pretty important to make sure that we are following and creating more opportunity for connectivity.

City Engineer Chris Negelsbach explained we have earmarked that alignment for water and sewer. He stated if the property to the West were to develop, we would condition there to be a road, so they would end up doing a 2/3 which we would then be obligated to do the rest, because there is no other alignment that works with the other streets, because we can't do offset streets. He explained most of the issues that he has seen for the traffic in that park isn't because of the people using the park, it's people that live in the community that are sort of using the road as a short cut. He explained these aren't trips that are using the park they are pass through trips to get to the neighborhood. He explained he sees it every day, because he runs that park every day. He stated people are not going ten miles an hour.

Council President Greisen asked staff for any comments regarding the floodplain and where the proposed road would be going?

City Engineer Chris Negelspach replied the proposed road would be mostly out of the floodplain.

Councilor Haugen handed staff information regarding the floodplain.

City Engineer Chris Negelspach explained the City has had surveys done based on the elevation.

Councilor Miller stated he keeps hearing reference to the 2016 TSP, and he is wondering if there were any public comments at that time?

Mayor Burge replied if he remembers correctly all the public comments had to do with the Crown Z trail.

Councilor Haugen explained the conversations he had with ODOT and DLCD, ODOT basically stated they don't care what we do as long as it doesn't affect Highway 30 and DLCD said this is a routine matter in regard to changing the master plan. He stated that doesn't seem to be an impediment to him to make a change.

City Planner Laurie Oliver Joseph replied in the general sense, she would agree that it is routine to amend the TSP it is just a matter of looking at local connectivity in this particular region where we are trying to get the connectivity and seeing that there aren't other options. She explained she is not sure what the obligation is to fulfill that.

Councilor Haugen replied you can have local connectivity for local development, it doesn't have to go through. He stated he invites everyone to take a look at the 2017 TSP for Brookings.

Councilor McHugh asked about funding for the road.

Public Works Director Dave Sukau explained this is SDC eligible, and at the time of construction there are adequate funds in the budget to cover this.

Interim City Manager Alexandra Rains explained the grant can't fund the road. She explained any road development will be excluded. She explained when we go through site development review what staff has to come up with is reasons why we are not putting that road through. She explained we will still have to run utilities through this property, so there will be costs no matter what.

Councilor McHugh replied but it would still be less. He asked would be the cost difference from adding just the utilities or adding the utilities and the road?

Council President Greisen asked what would the type of infrastructure be required if this were just an emergency access road?

City Engineer Chris Negelspach replied it would be an all weather surface, probably pavement, and there would be a section that is essentially what you would build for a public street.

Council President Greisen stated so we are basically putting in the road, just not connecting it.

Councilor McHugh stated one thing we haven't received is how the rest of the community feels about the proposed road. He would just like to find out what the actual cost is going to be.

City Engineer Chris Negelsbach explained one thing that we think about with impacts of roads is how is that network going to be used. He doesn't see that people are going to chose to drive three quarters of a mile on a 10 mph road versus being on NW 1st Street at 25 mph. He thinks people will take a direct route.

Reah Flisakowski talked about the proposed road being very narrow, in addition to the discussion of having traffic calming devices as well. She explained she knows staff is aiming the design to be a low volume, low speed road. She feels the volume will be low, but enough to justify the connection.

Councilor Poling thinks having more information would be great, but he also thinks we need to think about the future of Scappoose and how limited we are on space and the future of our developments and the Urban Growth Boundary. He knows staff is trying to do a good job to figure out some planning of the City going forward and part of that is taking that into consideration, does that look like the possibility of helping growth in that area in the future or not. He explained he can see that side of our City lacking in a lot of areas.

Council President Greisen explained how much this project is doesn't sway her feelings on the connectivity and the need for it. She thinks it is about making the right decision for our community and she definitely stands by the Park & Rec Committee and their dedication to connectivity around the City and she thinks when we have an opportunity to create connectivity then we need to do that. She stated also it is something that has been a long-term plan for us. She talked about the way Veterans Park is set up invites traffic flow into their neighborhood. She stated from a standpoint of traffic flow, connectivity for pedestrians and vehicles she stands by Reah's point and several others that have been made that this road is not for someone who wants to get to their house faster. She stated she doesn't believe it is cutting through a park, if that is the belief by some people then we should close down Roger Kucera Way and people could walk to the park. She thinks we have to be consistent with our thoughts, we have to follow the plan, we have to look at what is best for the future. She stated at the root of it we want people to recreate and we want it to be equitable for all citizens and by having a road go through that it creates that opportunity.

Councilor Haugen stated a couple of items that we did not touch on; one being the rehab project for South Scappoose Creek. He doesn't think any environmentalist would think putting a lot of pavement across there is going to enhance the percolation into the creek and the thermal characteristic for our salmon that we are trying to rehab. He explained the second aspect is people coming around on NW 1st, it is not going to be a traffic jam. He explained in the 2035 Master Plan talks about the peak hour on 1st and EJ Smith was at 15%, so we are not talking about a traffic jam, we are talking maybe 500 cars. He stated think about what we are trying to do with our Downtown revitalization on 1st Street, we are trying to create a commercial zone that ha ambience for the future, so we are going to divert basically 500 cars from that experience. He stated we are working in opposition of our own process. He would invite everyone to park a chair on Smith Road for 30 minutes some afternoon around 3:30pm or 4:00pm and listen to the traffic going past there, and then take that same experience and go to Chief Concomly Park where there was supposed to have a street going through there and sit under the gazebo and do the same. He stated compare those two experiences from a parks esthetics perspective. He stated

if you can have that experience and come back and say put a road through the park, more power to you, but he thinks if you take that experience and see if that informs your judgement or opinion on this.

Councilor Haugen talked about letting the community weigh in with the ad hoc committee and if the community wants a road through the park, then so be it.

Mayor Burge stated he thinks this information is good and it shows us what we were looking for, and this will be presented to the ad hoc committee.

Council thanked Reah.

Legal Counsel Peter Watts explained there are things that will trigger this road getting built that are completely unrelated to the park. He explained when development to the West happens at that point the road will get built because they will be required to build three quarters of the road. He stated something to keep in mind is we could end up where the road exists and the park doesn't.


Adjournment

Mayor Burge adjourned the work session at 6:58 p.m.



Mayor Scott Burge

Attest:



City Recorder Susan M. Reeves. MMC