# Meeting minutes



## Tryon Creek Cove Trail Connection Plan: Project Advisory Committee Meeting #3

October 8, 2018

## **Committee members in attendance**

	. City of Portland, Bureau of Environmental Services
Jennifer Coker	. City of Portland, Bureau of Environmental Services
Bruce Powers	. City of Lake Oswego
Ivan Anderholm	. City of Lake Oswego
Seth Brumley	. Oregon Department of Transportation
Maria Sipin	. Oregon Department of Transportation
Prescott Mann	. Oregon Department of Transportation – Rail
Karen Buehrig	. Clackamas County Transportation Planning
Blair Whiteman	. Oregon Parks and Recreation Department
Jeff Gudman	. Lake Oswego City Council
Jeff Merrill	. Metro, Parks and Nature
Mel Huie	. Metro, Parks and Nature
Adam Stellmacher	. Metro, Parks and Nature
Patty Freeman	. The Street Trust
Terri Preeg Riggsby	. Tryon Creek Watershed Council
Charles (Skip) Ormsby	Birdshill Neighborhood Association
Craig Stephens	Old Town Neighborhood Association

## Others in attendance

John Cullerton	Parametrix
Jim Rapp	Parametrix
Mike Pyszka	Parametrix
Glen Leverich	Tryon Creek Watershed Council
Jeanne Lawson	JLA Public Involvement
Laura Oppenheimer	Metro, Parks and Nature
Ann Toledo	Metro, Parks and Nature

## WELCOME AND INTRODUCTIONS

The committee introduced themselves and the agenda was reviewed.

## **PROJECT UPDATES**

Laura Oppenheimer gave an overview of the online survey results. The results were the same as the preliminary results that were discussed in the second PAC meeting. Around 415 people responded to the survey.

Ivan Anderholm gave an update regarding potential funding measures for the Tryon Creek Bridge. He mentioned that the possible bridge over Tryon Creek was examined a few years ago and is in the City of Lake Oswego's capital improvement plan. It is currently unfunded, but the Parks and Recreation Department is going out for a bond measure in May 2019 and potential funding for the bridge may arise out of that. Jenny Coker gave an update regarding the sewer treatment facility expansion and mitigation within the Tryon Cove area. Although the discussions are preliminary, the City is looking at relocating the facility. It might move further south in the foothills area and could potentially have a much smaller footprint. It was confirmed that this relocation won't affect the placement of the trail bridge over Tryon Creek. *Attachment 1.* 

Jeff Merrill discussed Metro's Site Conservation Plan that he is primarily authoring regarding existing conditions, past work done on the site, desired future conditions, conservation targets, and access. Once a draft is in place, Jeff will be working with other agencies to review and provide feedback before finalizing.

## TRAIL BRIDGE OVER TRYON CREEK

Mike Pyszka discussed the trail bridge over Tryon Creek and showed the proposed placement, dimensions and materials. The potential width of the bridge is 12 feet, but Patty Freeman commented that the dimension could end up being too narrow once there are more users on the trail which would result when the planned trail connections north to Portland and east across the Willamette River are constructed. She also mentioned concerns with safety at a few sharp turns on the paved trail on the south bank approaching the bridge. Sharp turns are locations where there have historically been more accidents. The order of magnitude estimated cost for the bridge is about \$1.1 million, which includes permitting, design, and construction engineering. This cost assumes that there would be no need to acquire right-of-way (ROW). Due to the geology of the site, retaining walls might need to be utilized. One of the construction issues is the design of Stampher Road. Large construction equipment would not be able to utilize the road to access the site due to narrow width, sharp curves and limited clearance. The primary point of access will be the river, and the only way for larger construction equipment to access the site will be via barge. In addition, the bridge may need to be built in smaller sections and assembled on site prior to erecting. *Attachment 2, pp. 1-3.* 

## TRAIL ALIGNMENT IN COVE AREA

Jim Rapp discussed the trail alignments in Tryon Cove Park. There are two trails proposed: a soft surface nature pathway for walking, and a hard surface for pedestrian, bikes, wheelchairs and other mobility devices. The soft surface nature pathway will meander along the north bank of Tryon Creek, while the hard surface trail cuts through Tryon Cove Park and, although separate, generally follows the alignment of Stampher Road. Committee members had the following suggestions: that the width of the hard surface trail should be 12 feet instead of the proposed 10 feet, minimize sharp turns on hard surface trail, and consider switchbacks on steep sections. There was also a comment regarding wildfire management in the area and surface water management on Hwy 43.

The total cost for constructing these two trails is estimated at an order of magnitude of \$500,000, making the total cost for the bridge and trails in Tryon Cove Park approximately \$1.6 million. *Attachment 2, pp. 3-6.* 

## HIGHWAY 43 (STATE ST.) CROSSINGS

Two out of four Hwy 43 crossing alternatives were selected by the PAC at the last meeting to move forward for detailed evaluations by the consultant team: the new full traffic signal (Alternative 1) and the tunnel (Alternative 2). The remaining two alternatives received no further study, but the Foothills Connection (Alternative 4) was kept as a fallback option. *Attachment 2, pp. 6-17*.

## Alternative 1: New traffic signal

In order for this to come to fruition, a number of infrastructure changes will need to take place. Existing ramps to and from Terwilliger Blvd. would be eliminated, and a second southbound lane 400 feet north of Terwilliger would be added. This concept requires some pieces of ROW to be acquired, and a rock wall would need to be excavated in order to make the intersection work in a reasonable way. In addition, a sidewalk would be added on the east side, and there would be improvements to the Stampher Road undercrossing in order to get railroad approval. The reality of designing this to accommodate traffic and expanding into the rock face causes the cost to increase.

There are some safety issues including concern with bicyclists and pedestrians sharing Stampher Road with vehicles, and poor sight distance at the rail undercrossing. This would, however, improve vehicle safety for eastbound to northbound left turns. Traffic impacts include: additional signal in a congested area, full signal likely to meet ODOT signal warrants, located in transition area from 35 mph to 25 mph, and will increase shared use of the narrow Stampher Road. This alternative will have minimal environmental impacts on the creek and parks, but landscaping would need to be removed between the Terwilliger ramps and intersection. There are many institutional barriers to overcome, and ODOT Rail/Union Pacific Railroad must approve change in use of Stampher Road undercrossing. Stampher Road rail structure may need to be rebuilt.

The order of magnitude/pre-engineering cost estimate that includes all project elements is \$7.2 million.

## Stampher Road Crossing Order

A copy of the 1993 Stampher Road crossing order was presented to the committee. *Attachment 3*. John Cullerton highlighted the text on page 3 that says: "This variance will not preclude revisiting this matter if safety issues arise or there is a significant change in usage of the crossing." Therefore, if bicycle and pedestrian use of the undercrossing increases, the order can be revisited. For both alternatives, there is a risk of additional effort and costs regarding a rail crossing order (administrative hearings, safety improvements, etc.).

## **Alternative 2: Tunnel**

After a detailed analysis of the tunnel option, it was concluded that the tunnel would be about 330 feet in length and very complicated to build. It will take around 350 feet of ramp to get down to the tunnel entrance in order to accommodate an 8 percent slope with landing. The design would be similar to the bicycle/pedestrian area immediately south of the Steel Bridge in Portland. There are at least three ROW acquisitions needed. Safety features would include lighting and emergency communication. The tunnel would ideally be constructed as part of the culvert replacement project to minimize disruption.

This alternative avoids at-grade crossing of Hwy 43, but it lacks visibility from the highway and Stampher Road which creates a different safety concern. The route directness is ideal with this alternative. The tunnel has limited traffic impacts, but more environmental impacts than the full signal option. There are similar institutional barriers, but the constructability is more difficult.

The order of magnitude/pre-engineering cost estimate that includes all project elements is \$8.1 million.

## **OPTIONS FOR A PATH FORWARD**

Both the full signal and tunnel options are complicated and expensive, and the committee decided that they aren't ready to make a decision on either of those options due to lack of information. Committee members went around the room and each gave their opinions regarding the path forward. They agreed with Mel Huie's recommendation that we build the bridge over Tryon Creek and use existing sidewalk and street infrastructure along Hwy 43 to get down to Foothills Park (Alternative 4). This option would only add a small amount to the estimated \$1.6 million to construct the bridge over Tryon Creek and develop trails in the Tryon Cove area. There may be funding available from the May 2019 bond measure that Ivan Anderholm mentioned at the beginning of the meeting. This bridge would connect from Foothills Park to Tryon Cove and be a great first step. After this initial phase is complete, Alternative 1 (full signal) and Alternative 2 (tunnel) could be revisited when potential funding and political support are evident.

## **OPEN HOUSE #2**

## Needs

- Culvert replacement timelines and image.
- Images of tunnel and switchback possibilities, including image of what tunnel would look like next to culvert. This is important for the public to understand the interconnectedness of the tunnel and culvert and the complexity of the tunnel.

## Messages

- Make light of options that need continued evaluation.
- Trail Bridge over Tryon Creek can advance without having a recommendation on crossing Hwy 43—these two are not dependent on each other.
- Clearly state and get input on things that we can do, and help the public understand there are some good outcomes.
- Explain project phasing.
- Do not construe the railroad crossing as being a big issue.
- Ask for feedback regarding safety concerns with Stampher Road bike/pedestrian use.

## DECISIONS

- Alternative 4 will move forward as the interim option.
- Tryon Creek trail bridge and Tryon Cove trails are recommended to move forward.

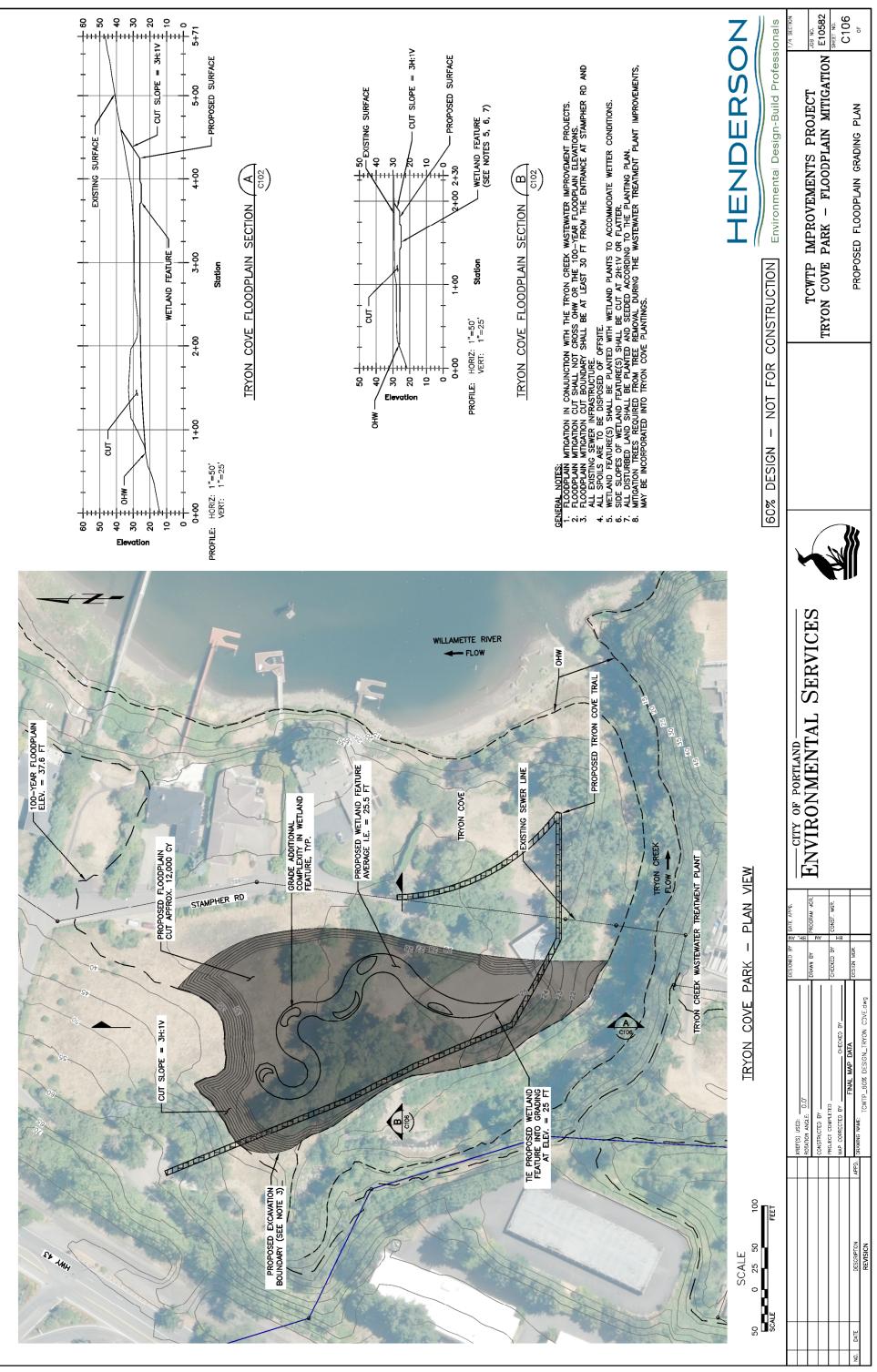
## ACTIONS AGREED UPON

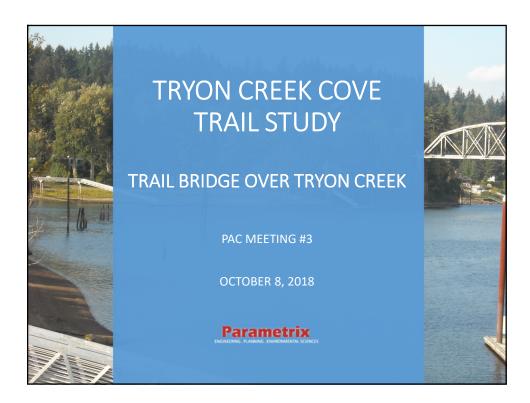
• Parametrix to add ROW acquisitions to the Order of Magnitude/Pre-Engineering Cost Estimate – All Project Elements slide as "to be determined."

## NEXT MEETING

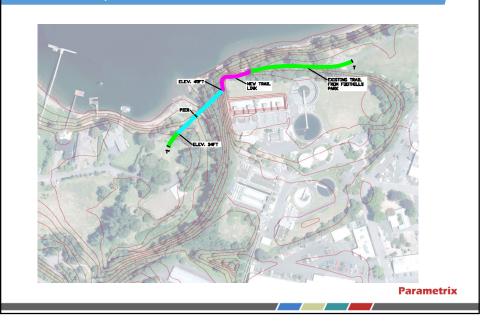
Tuesday, December 4 10 a.m. to noon Metro Regional Center

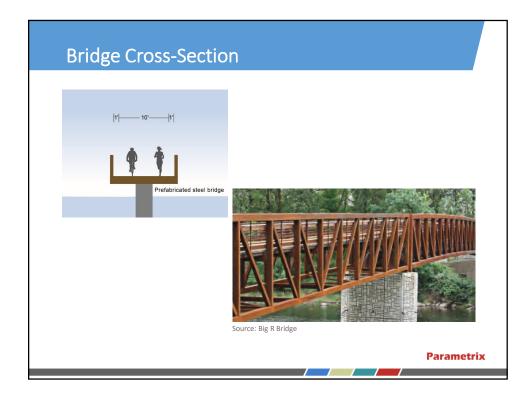
The meeting adjourned at 11:45 a.m.

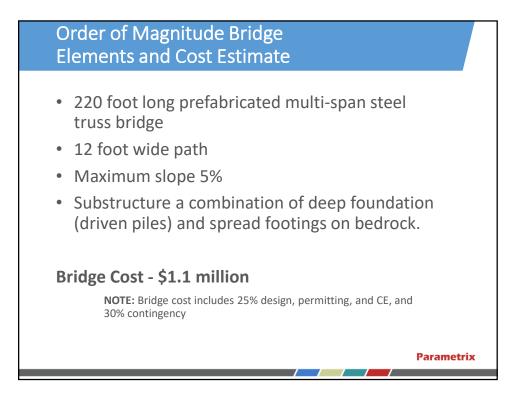


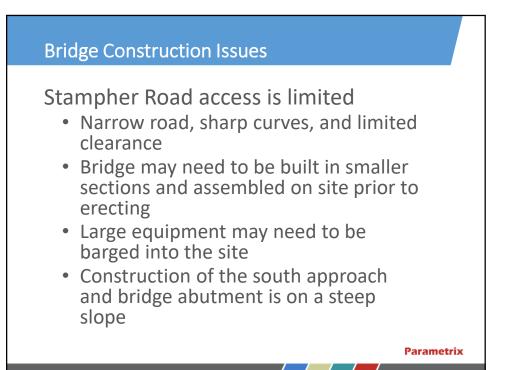


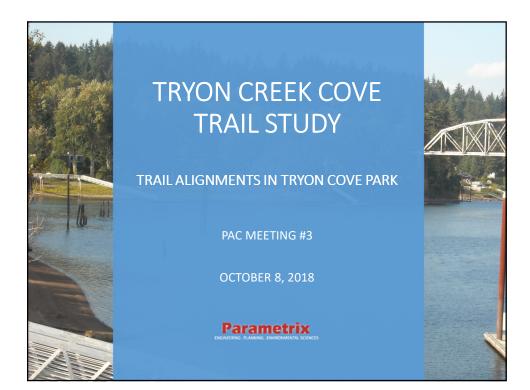
## Connections to Foothills Park Trail and Proposed Cove Trails

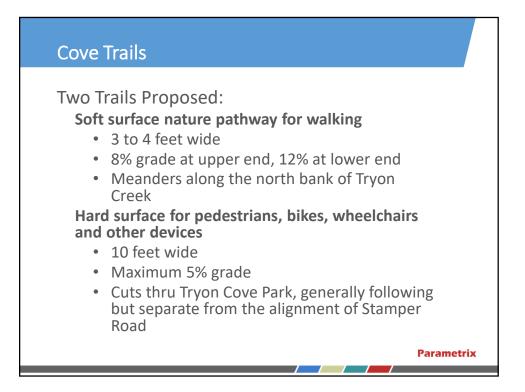


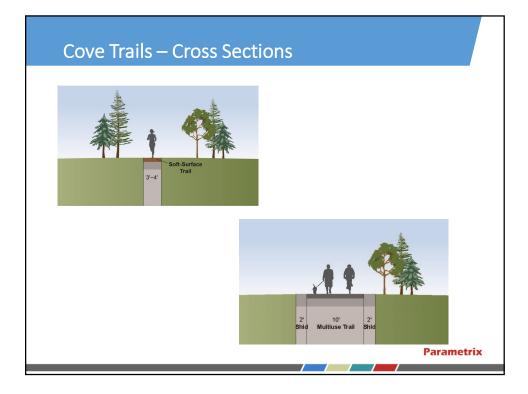




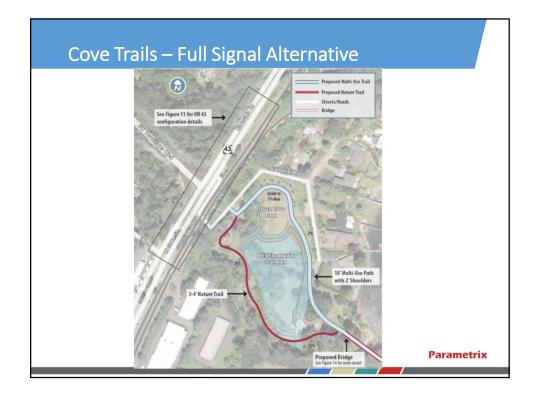




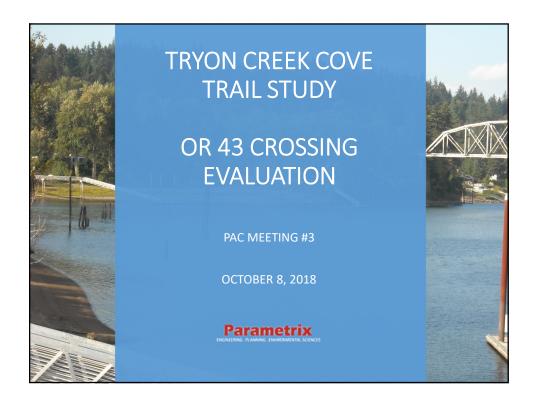






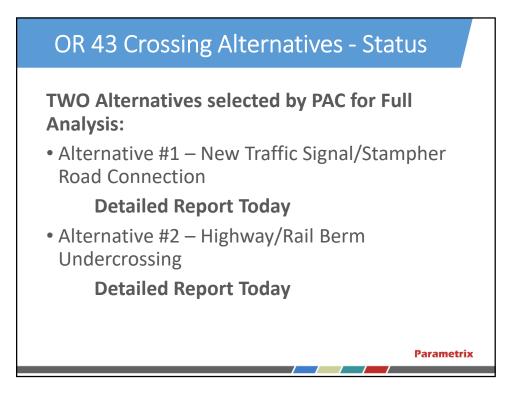


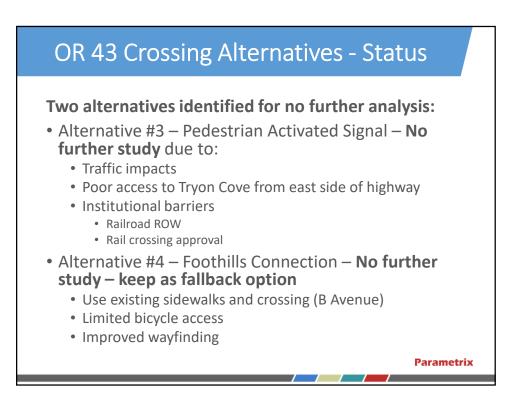
Cove Trails Order of Magnitude Cost Estimates	
Multiuse Pathway Soft-surface Pathway	\$400K \$100K
TOTAL Cove Trail Cost	\$500K
TOTAL Cove Trail + Bridge Cost	\$1.6M
<b>NOTE:</b> Costs for both alternatives include 25% desig and 30% contingency	n, permitting, and CE,
	Parametrix

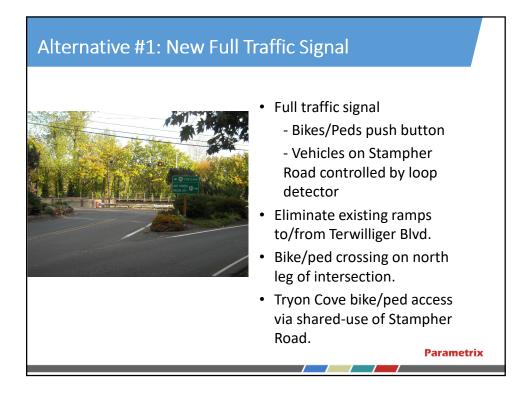


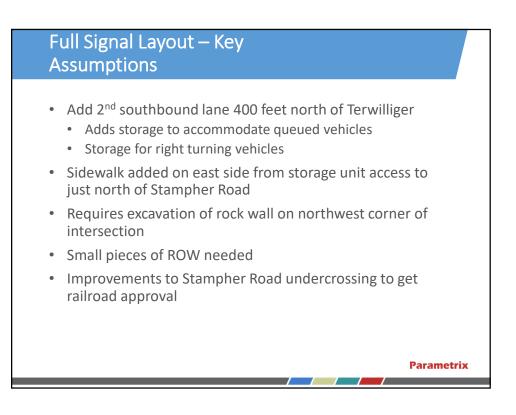


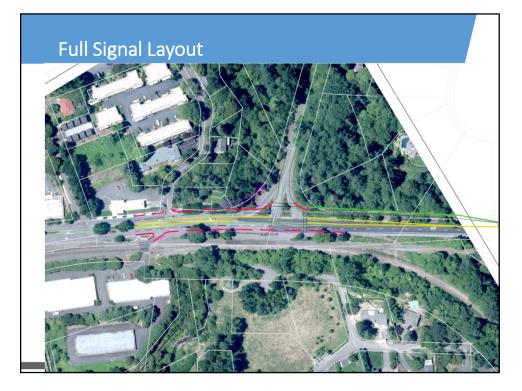












## Alternative #1: New Full Traffic Signal Initial Evaluation

#### Safety

- Signalized crossing
- Concern with bike/peds sharing Stampher Rd. with vehicles
- Poor sight distance at rail undercrossing, but roadway is low speed
- Improves vehicle safety for eastbound to northbound left turns

#### **Route Directness**

- · Bike/peds crossing on north side of Terwilliger
- Potential to connect to trail near existing pull out on Stampher Rd. east of rail undercrossing

**Parametrix** 

Parametrix

#### Cost

- Need to add a southbound lane ~ 400 ft. north of the intersection
- Removal of Terwilliger ramps
- Order of magnitude estimate \$4.9 \$5.6 M

#### Ease of Use

- Signalized crossing familiar to users
- Easy wayfinding

### Alternative #1: New Full Traffic Signal Initial Evaluation

#### **Traffic Impacts**

- · Additional signal in congested area
- Full signal likely to meet ODOT signal warrants
- Located in transition area from 35 mph to 25 mph
- Will increase shared-use of the narrow Stampher Rd

#### **Environmental Impacts**

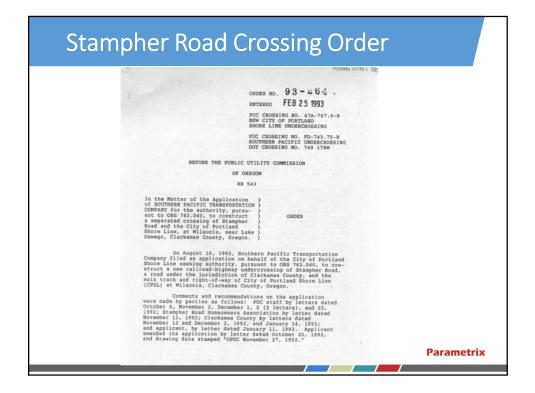
- Minimal impacts on creek and parks
- Removal of landscaping between Terwilliger ramps and intersection

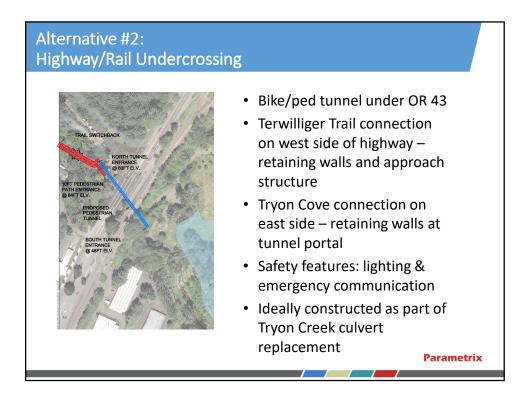
#### Institutional Barriers

- · Likely meets ODOT warrants, but several hoops to get through
- ODOT Rail/UPRR must approve change in use of Stampher undercrossing
- · Stampher rail structure may need to be rebuilt

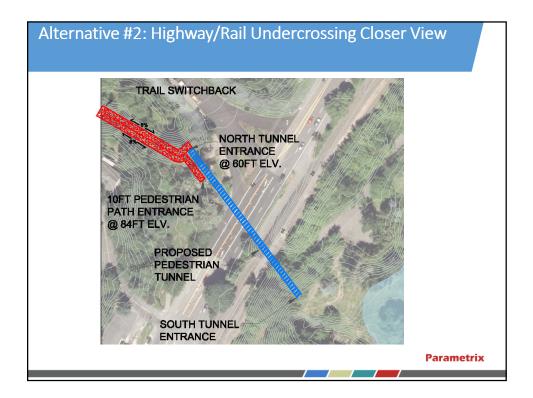
#### Constructability

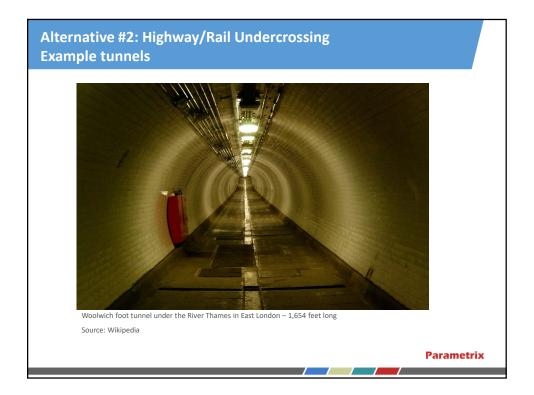
• Traffic impacts during construction



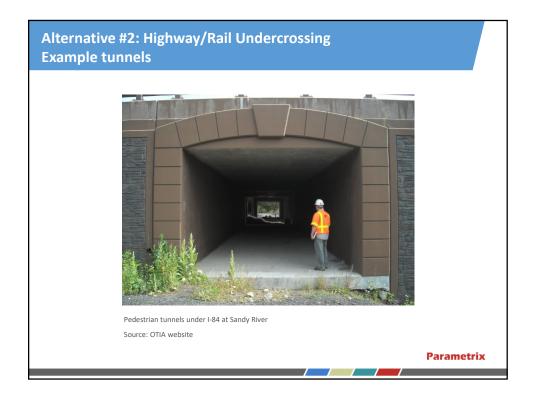




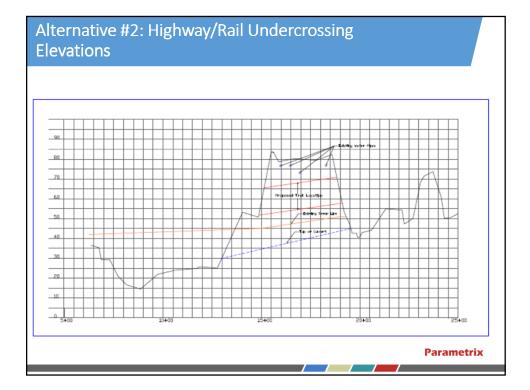












# Alternative #2: Highway/Rail Undercrossing Initial Evaluation

#### Safety

- Avoids at-grade crossing
- Lack of visibility from State Street (OR 43) and Stampher Road

### **Route Directness**

- Direct connection from Terwilliger Trail
- Good connection on east side into Tryon Cove

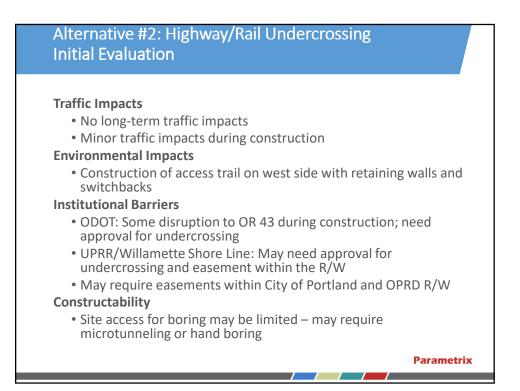
### Cost

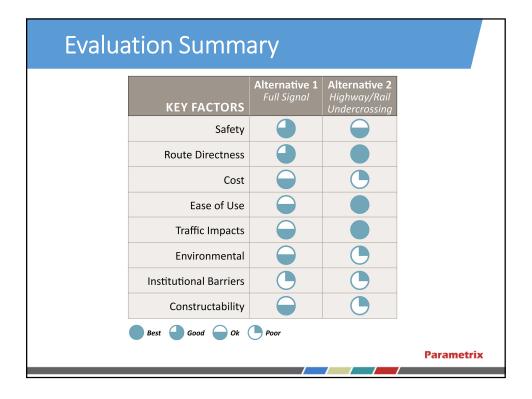
• Order of magnitude cost \$6.6 M

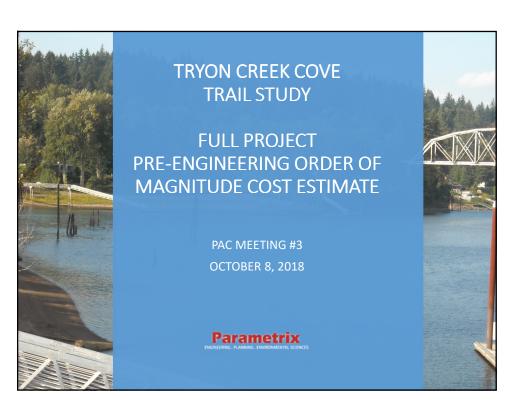
## Ease of Use

- Most direct connection
- Easy wayfinding for trail users

Parametrix







## Order of Magnitude/Pre-Engineering Cost Estimate – All Project Elements

OR 43 Signalization and Improvements		\$ 4.9 M	
Stampher Road Improvements		\$ 700 K	
Multiuse Pathway		\$ 400 K	
Soft-Surface Pathway		\$ 100 K	
Tryon Cove Bridge/Approaches		\$ 1.1 M	
	Total	\$ 7.2 M	
ternative 2 – OR 43 Undercrossing			
Tunnel/approaches		\$ 6.7 M	
Multiuse Pathway		\$ 400 K	
Soft-Surface Pathway		\$ 100 K	
Tryon Cove Bridge/Approaches		\$ 1.1 M	
	Total	\$ 8.1 M	

Attachment 3

ORDER NO. 93-264,

ENTERED FEB 2 5 1993

PUC CROSSING NO. 47A-767.9-B NEW CITY OF PORTLAND SHORE LINE UNDERCROSSING

PUC CROSSING NO. FD-743.75-B SOUTHERN PACIFIC UNDERCROSSING DOT CROSSING NO. 749 178W

### BEFORE THE PUBLIC UTILITY COMMISSION

#### OF OREGON

#### RX 543

In the Matter of the Application ) of SOUTHERN PACIFIC TRANSPORTATION ) COMPANY for the authority, pursu- ) ant to ORS 763.040, to construct ) a separated crossing of Stampher ) Road and the City of Portland ) Shore Line, at Wilsonia, near Lake ) Oswego, Clackamas County, Oregon. )

ORDER

On August 10, 1992, Southern Pacific Transportation Company filed an application on behalf of the City of Portland Shore Line seeking authority, pursuant to ORS 763.040, to construct a new railroad-highway undercrossing of Stampher Road, a road under the jurisdiction of Clackamas County, and the main track and right-of-way of City of Portland Shore Line (CPSL) at Wilsonia, Clackamas County, Oregon.

Comments and recommendations on the application were made by parties as follows: PUC staff by letters dated October 6, November 2, December 1, 2 (2 letters), and 23, 1992; Stampher Road Homeowners Association by letter dated November 12, 1992; Clackamas County by letters dated November 12 and December 2, 1992, and January 14, 1993; and applicant, by letter dated January 11, 1993. Applicant amended its application by letter dated October 20, 1992, and drawing date stamped "OPUC November 27, 1992."

# ORDER NO. 93-264

Copies of the application, amendments, and responses thereto were served upon CPSL; Clackamas County; Stampher Road Homeowners Association; City of Lake Oswego; Portland General Electric Company; and Oregon Department of Transportation, Highway Division. No objection has been made by any party to granting the application.

Applicant proposes to construct a new railroadhighway undercrossing of Stampher Road. The new undercrossing is part of the project to extend CPSL's main track into the City of Lake Oswego from its presently southern terminus at Wilsonia, a distance of approximately 3,200 feet. CPSL's trackage was formerly Southern Pacific's Jefferson Street Branch. The line was truncated at Wilsonia when it was sold to CPSL.

The new railroad-highway undercrossing will lie immediately adjacent to and west of Southern Pacific's Tillamook Branch main track and east of State Street, Oregon Highway Route No. 43. (The distance between the centerline of the Tillamook Branch track and the eastern edge of State Street is approximately 45 feet. The distance between the centerlines of the Tillamook Branch track and the CPSL's track at the new undercrossing will be 14 feet and requires a variance from the Commission's track center standard of 15 feet.) The Tillamook Branch track, the projected CPSL track, and State Street lie basically north and south and parallel to each other on the approaches to the proposed undercrossing site.

Stampher Road is under county jurisdiction. It provides the only highway access to 13 residences, located in an enclave bounded on the north and west by the curved railroad embankment of the Tillamook Branch, on the south by Tryon Creek, and on the east by the Willamette River. Stampher Road intersects State Street at a very tight angle. Northbound motorists on State Street entering Stampher must negotiate a tight 180-degree turn, proceed southerly on Stampher on a descending grade of 7.5 percent, pass under the Tillamook Branch track on another almost 180-degree The undercrossing was authorized by PUC Order curve. No. 25481, entered August 22, 1950, in Docket F-2260. The roadway is approximately 14 feet in width at the undercrossing. Its easterly approach includes a sharp curve and a 3 percent ascending grade.

Clackamas County requested a variance from the roadway standards set forth in OAR 860-42-225(1) for the new undercrossing. The county points out the topographic problems and limited space available to permit significant improvement to the roadway. The county stresses that Stampher Road residents have consistently stated their general satisfaction with the existing roadway and highly value their unrestricted access

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across the railroad. In an effort to improve the visibility of opposing traffic movements for approaching vehicles and pedestrians, the county will install polished convex mirrors on each side of the undercrossing, enabling motorists' to "see around the corner."

Approximately 150 vehicles will use the undercrossing each day.

The existing Stampher Road undercrossing does not meet the design provisions of OAR 860-42-225(1). The width of the roadway and its configuration do not adequately accommodate two-way traffic. However, Stampher Road serves a very small, established neighborhood, which has very little potential for additional housing unit growth. The primary users of the road are very familiar with its characteristics. They insist it is adequate and want no significant changes to the roadway, the crossing approaches, or the undercrossing. The county supports their position.

Installation of the two convex-polished mirrors will significantly increase the ability of vehicle users and pedestrians to see around the blind spots on each approach to the undercrossing. The Commission will grant a variance from the crossing design standards of OAR 860-42-225 with reluctance. This variance will not preclude revisiting this matter if safety issues arise or there is a significant change in usage of the crossing.

Due consideration has been given to all representations in the application, amendments, and responses thereto. No matters within the scope of ORS Chapter 763 are in issue and no hearing will be required.

Based upon amended application, staff field investigation, and files, the Commission finds that the requested undercrossing is required by the public safety, convenience, and general welfare. The application should be granted upon the following terms and conditions.

-3-

- IT IS THEREFORE ORDERED that:
- 1. The authority to construct the railroad-highway undercrossing as requested herein is granted upon the condition that physical construction of the

## ORDER NO. 93-264

undercrossing must be substantially in progress within 15 months of the effective date of this Order. If this condition is not met, then the authority expires on that date.

2. A variance from the provisions of OAR 860-44-155 is granted. The distance between the centerlines of the SP and CPSL tracks will be 14 feet rather than the standard 15 feet for main line and subsidiary tracks.

3. A variance from the provisions of OAR 860-42-225 is granted provided the road authority (Clackamas County) installs and maintains two polished convex mirrors at appropriate locations on the approaches to the crossings. The Commission may reconsider the variance if usage of the crossing changes substantially or if safety problems related to the width or configuration of the roadway arise.

#### 4. Applicant shall:

- a. Construct the railroad trestle and open deck steel stringer span as set forth on Southern Pacific Transportation Company's drawing No. 36611, sheet 2 of 12, and date stamped "OPUC 27 Nov 1992," and bear all the cost thereof.
- b. Notify the Commission upon completion of the project.
- 5. Clackamas County shall:
  - a. Subject to reimbursement as provided herein, maintain the undercrossing structure up to the bottom of the beams, except for the beam bearing assemblies.
  - b. Maintain all highway appurtenances to the undercrossing structure, including the two polished convex mirrors, and bear all the cost thereof.
- 6. City of Portland Shore Line shall:
  - a. Bear all the cost of maintenance of the undercrossing structure up to the bottom of the beams, except for the beam bearing assemblies.

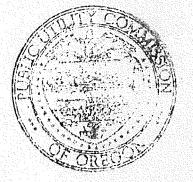
Attachment 3

ORDER NO. 93-264

- b. Maintain the undercrossing structure above the bottom of the beams, including the beam bearing assemblies, and bear all the cost thereof.
- c. Maintain the railroad tracks, railroad drainage, and all railroad facilities, and bear all the cost thereof.

Made, entered, and effective \_\_\_\_\_FEB 2.5 1993

RON EÁCHUS Chairman



JOAN H. SMITH Commissioner

Mon Mull

ROGER HAMILTON Commissioner

A party may request rehearing or reconsideration of this order within 60 days from the date of service pursuant to ORS 756.561. A party may appeal this order pursuant to ORS 756.580.

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