

**CITY OF THE DALLES PLANNING COMMISSION MINUTES**  
**Joint Work Session with City of The Dalles City Council**

**Thursday, September 3, 2009**

City Hall Council Chambers

313 Court Street

The Dalles, OR 97058

*Conducted in a handicap accessible room*

**CALL TO ORDER:**

Planning Commission Chair Lavier called the meeting to order at 6:00 pm.

**BOARD**

**MEMBERS PRESENT:**

Bruce Lavier  
Mark Poppoff  
Dean Wilcox (6:33 pm)  
Benjamin Hoey

**BOARD**

**MEMBERS ABSENT:**

Chris Zukin  
Ron Ahlberg

**COUNCIL**

**MEMBERS PRESENT:**

Nikki Lesich  
Carolyn Wood  
Jim Wilcox (6:13 pm)  
Bill Dick  
Dan Spatz

**COUNCIL**

**MEMBERS ABSENT:**

Brian Ahier

**STAFF PRESENT:**

City Manager Nolan Young  
City Attorney Gene Parker  
Community Development Department Director Dan Durow  
City Engineer Dale McCabe  
Senior Planner Richard Gassman  
Administrative Secretary Brenda Green

There was an introduction to the other interested parties in attendance, which included; Mark Radabaugh DLCD, Brad Dehart ODOT, Marc Butorac Kittelson and Associates, Susan Wright Kittelson and Associates.

**APPROVAL OF AGENDA:**

Chair Lavier asked if there were any changes to the agenda, hearing none, the agenda was approved by mutual consent.

**PUBLIC COMMENT (non agenda items):** none

**STAFF REPORT:** Senior Planner Gassman gave a brief explanation of the process that would be followed regarding decisions on the Interchange Area Management Plan (IAMP). He stated that the current meeting was a work session only. Gassman assured the public in attendance that they would have time to present comments at three different public hearings. Those hearings will include; one before the Planning Commission scheduled for September 17<sup>th</sup>, one before the City Council on October 12<sup>th</sup> and a final hearing to discuss the System Development Charges which will be scheduled after a plan is adopted.

Senior Planner Gassman then presented the Staff Report, explaining that it was very basic because the meeting was mostly about the presentation by the consultant. Gassman noted that after the City completes their approval and adoption process the plan will still need to be adopted by the County Planning Commission, the County Court and by the ODOT Commission.

**PRESENTATION:** Marc Butorac with Kittelson & Associates, Inc supplied a basic introduction of the presentation and explained that if a plan is adopted it will create an amendment to the City of the Dalles Transportation Plan. Butorac summarized the study document Kittelson & Associates had prepared by stating that the two most important chapters are number seven which explains the plan and chapter eight which explains how the plan would be implemented.

Susie Wright, Kittelson & Associates gave a presentation on the IAMP. She distributed a hand out entitled "I-84 Chenoweth Interchange Area Management Plan (IAMP) Joint Work Session". Wright explained who they were hired by and then summarized the history of the process to date as well as the reasons for adopting a transportation plan. She pointed out that the plan being proposed has flexibility. She also assured everyone that the decisions on how to fund the plan can be decided on at future work sessions. She then commented that based on questions and suggestions made at previous work sessions and public meetings, several additional alternatives were evaluated, which led to the modified IAMP currently being presented. Wright went over the proposed alternatives, specifically explaining each one's cost, property impacts, Chenoweth Interchange traffic impacts and Webber Interchange traffic impacts. Considering all those aspects, she stated that Kittelson & Associates is recommending the Hostetler Street Underpass as the preferred crossing plan.

Ms. Wright spoke on the aspects of the railroad crossing, pointing out that there was a potential to utilize the "at grade" crossing at least temporarily. Councilor Wilcox asked who the crossing license was granted to. Marc Butorac responded that the permission is granted to the tax lot. Director Durow added that it is granted on an annual renewal.

In regards to the costs expected for each option, Councilor Spatz asked for clarification of private funds. Ms. Wright explained those were the improvements that an applicant puts in as part of a condition of approval. Spatz asked if the amounts were represented in current dollars. Wright responded yes, they are in today's dollar; the amounts will be adjusted each year and will be tied to the Construction Cost Index. She added that the amounts will be periodically reviewed and adjusted as necessary.

Mr. Butorac summarized the presentation by explaining that it is a dynamic plan which can be adjusted based on development. He explained that most of the improvements suggested are quite a ways in the future. Butorac shared the benefits to a community if they have a transportation agreement including; the benefits to a big company looking to come to The Dalles, the benefits of shovel ready projects, and

the idea of a fairness doctrine in which every developer coming in pays into the pot rather than waiting until the scale is tipped and then the next developer gets hit with most of it.

#### **COMMISSIONER & COUNCILOR COMMENTS:**

Councilor Wilcox asked about the division of private and public funds and how it would fit under the Davis Bacon Act. Mr. Butorac explained the Davis Bacon Act, and which improvements would come under the act. City Manager Nolan compared the projects to a subdivision where some of the development will be done on the public side, and some might be done on the private side. Butorac shared that costs were figured on Davis Bacon amounts; consequently if some projects are done privately the projects could possibly cost less.

Councilor Spatz asked for an explanation of level of service at an intersection. Ms. Wright shared the ODOT formula that is used as well as the different levels of service. She stated that the proposed plan is built around a "D" level of service. Spatz asked what a lower level of service does. Wright explained that overall it increases the amount of queuing.

Councilor Dick asked a question in regards to the focus on improving 6<sup>th</sup> Street. He questioned why it was not being discussed to build more roads on the East side of the freeway where the development is occurring. Mr. Butorac responded that the studies found the roads were adequate and that they had plenty of capacity going North and South; the problem areas were the intersections. Dick suggested adding bigger roads on the East side where there are currently only country roads, and where construction is trying to be maximized, then redirecting traffic to those roads. Butorac and Wright responded with an explanation and demonstration of the driving assumptions that were made, and the interplay of traffic. They summarized that residential and commercial needs are what generate the traffic patterns. There was a general discussion about where different councilors and commissioners lived, the routes they choose to take, and improvements that could be done on those roads.

Councilor Wilcox spoke in regards to the intersection at Hostetler and 6<sup>th</sup> Street. He asked if he understood correctly that additional right of way would need to be acquisitioned. Senior Planner Gassman replied that the ROW in that area is already dedicated.

Councilor Dick commended the job the city did on filling the potholes on Pomona Street.

Councilor Wilcox felt that "the rubber will meet the road" when the funding and SDCs are discussed; he felt the true decisions will be if the business coming in or those that are already there will be making the payments. Wilcox added that if Oregon does not fix its tax structure, companies will not relocate to The Dalles anyway, so the financial discussions would be a mute point.

Councilor Dick expressed that the concerns he has heard from citizens are that development will happen faster than what is being predicted, and that property owners who are already in The Dalles will be negatively impacted. He expressed his displeasure that the proposed box store was not asked to contribute more. Dick would like to see a set plan for how the current property owners who have been paying into the community will be taken care of.

Mayor Lesich stated that she did not want to overlook the businesses that are already established; first do no harm. She added that they are second and third generation businesses whom have been in those locations for decades. Lesich would like them to know that The City is doing what it can to protect

them, and that they will be taken care of.

Councilor Wilcox agreed that the four properties which could potentially be rendered useless because of access need to be dealt with fairly. Councilors Wilcox and Dick both agreed that just talking about the future possibility of no access had already put a cloud over those properties values.

Councilor Spatz asked staff what the capacity was for city staff to monitor the trigger points on their own without adopting an IAMP. Director Durow explained that if a plan is not adopted then it would be hard to know what to monitor. Spatz asked about the possibility of The City developing a plan on its own. Durow responded that although the City could potentially complete their own plan they would still need to hire traffic specialists and other consultants to do the studies that City staff is not trained in. Spatz acknowledged that the longer a plan is delayed, and the longer the city waits to collect SDCs from incoming businesses, the less money will be available to complete the projects. City Manager Young acknowledged that the City had the potential ability to monitor a plan. Young explained how much time and money had already been invested by the City and ODOT on consultants for both the Periodic Review and the development of the IAMP. Young also stated that if an IAMP is not adopted there will be restrictions set by ODOT on how future development can take place.

Councilor Dick spoke in regards to the agreement with ODOT that stated the city would work towards adopting an IAMP. He pointed out that it did not specify what the terms of the IAMP would be, nor did it provide for what would happen if the City wanted to enter into an IAMP that was a different version of the one that ODOT or the county wanted. Dick wondered if The City could go on record as yes, they want to enter into an IAMP, but one that is in variance with ODOT or the consultants. Dick stated that if an agreement is reached he would like to feel it was the best plan that could be done under the circumstances and that all questions had been answered. Dick stated that he did not feel that it was the best that could be done and that there were still questions that had not been answered.

City Manager Young suggested compiling everyone's questions/concerns so that answers could be identified.

Councilor Wilcox felt that an IAMP was necessary especially due to the request the City is making in regards to the Urban Growth Boundary, as well as the need to have a plan in place so that when businesses look into The Dalles, there are direct answers as to what will be expected of them. Wilcox felt that one question that should be on the list is the mitigation of the businesses that would be affected by a Hostetler under crossing.

Councilor Dick asked if there were other options that could perhaps be engineered better. He suggested that although it might take more money to do something completely different, the end result could possibly be better. He stated that he understood that the Hostetler crossing was the best choice according to the consultants, but what if something else could be done. Dick called attention to what was done in Pendleton to make their streets and intersections easier to navigate.

Councilor Spatz pointed out that solutions were being based around Chenowith only. He felt that there were other options; like improvements to Webber and to Second Street.

Chair Lavier suggested the question of creating a road equivalent to Second Street on the other side of the railroad track. There was a general discussion that the overall need is more and/or better ways to



cross the railroad tracks.

Councilor Wood sympathized with people traveling on Sixth Street and the troubles with limiting access points. She referenced Hwy 97 in Bend, sharing that the trouble there was all of the access points. Wood stated that she liked some of the aspects of the proposed IAMP; such as trying to limit access points. She also liked that the plan wouldn't affect properties or property owners until major changes were made to those properties.

Chair Lavier asked who could initiate a review of the plan, and what the process would be. Mr. Butorac responded that any of the parties could ask for a review, he then explained the process and added that periodic reviews were built into the plan.

Commissioner Poppoff questioned the proposed plan to make Sixth Street a five lane road between Hostetler and River Road. He suggested the possibility of keeping Sixth a three lane road and adding a separate two lane road just for access to the businesses. Mr. Butorac responded that they had looked at that possibility, then explained the reasons it was deemed as not a workable option. Butorac also gave details of the current number of cars per minute on Second Street and the future forecast.

Councilor Wood inquired about the proposed Walmart and where that project would put the city in relation to the proposed IAMP. Mr. Butorac replied that it would jump the city into about the mid-term of the plan.

City Manager Young summarized the essence of the questions that he heard and came up with the following list of items for staff and consultants to look into.

Is there a better way to get "it" done, and before you can decide if there is a better way to get "it" done you need to figure out what "it" is. Young heard "it" defined as:

- Allow the development to take place with low negative impact on current businesses.
- Achieve strong job creation and economic activity development of vacant land without a loss of effectiveness of the traffic system, which was defined as a drop in service level such as longer delays, congestion, safety loss, etc.

Ideas that City Council and the Planning Commission would like looked at in order to come up with a better "it".

- Could some traffic be captured on the East side, like perhaps a mirror of Second Street on the other side of the railroad tracks?
- Could Second Street be improved to take some of the pressure off of Sixth Street?
- Are there other alternatives that even though may cost more, would have less negative impact on current businesses and the community?
- A mitigation plan for the four businesses that would be impacted by a Hostetler underpass, if indeed that is the best direction to go.

Councilor Wood inquired if the property had not been rezoned to commercial, would the requirement of creating this IAMP have been triggered. City Manager Young replied no, however, The City would have more industrial land and less commercial, which would equal less economic activity.

Community Development Department Director Durow explained the history of the aluminum plant land and the struggles to figure out how to develop the land and especially the infrastructure. He described how the land could be utilized at maximum efficiency by creating a master plan. Durow also explained the need to show DLCD and the Gorge Commission that the land was being utilized at maximum efficiency. Durow emphasized the benefits of an adopted plan when The City is talking to potential developers. He also pointed out that although this plan looks expensive, not having a plan would be even more expensive.

Councilor Wilcox confirmed that when companies come to look at an area they want to know what the traffic is going to be and what will be required of them.

Mayor Lesich summarized the work session by stating that everyone had their own priorities and expectations based on their job, their constituents or their personal feelings. She explained to the consultants that they appreciated the work and the plan that had been put together; the questions and concerns were coming from each person's personal experience and the desire to know that they are providing the best option possible.

Councilor Wilcox stated that the bottom line is that if West Sixth has more traffic on it, then there will be more business on West Sixth for every business owner there.

Mayor Lesich pointed out that although the Councilors and Commissioners know that any decision that is made will have reactions, the goal is to try to minimize as many of the negative reactions as possible.

**NEXT MEETING:** The next scheduled meeting of the Planning Commission is September 17, 2009.

**ADJOURNMENT:** The Planning Commission / City Council joint work session was adjourned at 7:49 p.m.

Submitted by  
Brenda Green, Administrative Secretary

# I-84 Chenoweth Interchange Area Management Plan (IAMP) Joint Worksession

*September 3<sup>rd</sup>, 2009*



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I-84 Chenoweth IAMP

## Technical Advisory and Steering Committees

- › City of The Dalles
  - Dan Durow
  - Richard Gassman
  - Dale McCabe
- › Wasco County
  - Todd Cornett
  - Marty Matherly
  - Gary Nychyk
- › ODOT District 9 Staff (The Dalles)
  - Sam Wilkins
  - Brad DeHart
- › ODOT Region 4 Staff (Bend)
  - Ana Jovanovich (ODOT Project Manager)
  - Mark Devoney
  - Rod Cathcart
  - David Boyd
- › ODOT Highway Division (Salem)
  - Tracy White
- › Department of Land Conservation and Development
  - Mark Radabaugh



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## History

- › TAC/SC meetings – 7
- › Public Open Houses – 2
- › Joint Work Session #1 - June 18<sup>th</sup> at Civic Auditorium
  - *Presented Draft Preferred Plan*
- › City Council Work Session – July 27<sup>th</sup>
  - *Presented additional crossing alternative (Chenoweth Loop), additional crossing comparisons, and memo discussing issues associated with at-grade and grade separation of a railroad crossing at Hostetler*
- › Joint Work Session #2 – Draft IAMP
- › Next Steps
  - *Planning Commission Hearing (September 17<sup>th</sup>)*
  - *City Council Hearing (October 12<sup>th</sup>)*
  - *City Council Work Session on SDCs (pending)*
  - *County Hearings (October 6<sup>th</sup> and November 4<sup>th</sup>)*
  - *Oregon Transportation Commission Hearing*
  - *City Council Hearing on SDCs*



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## Overview

- › Background on IAMP
  - *Need*
  - *Benefits*
  - *Study Process*
- › Summary of Alternatives Analysis
  - *East-west Crossing Location Evaluation Summary*
- › Draft Plan
  - *Intersection Control Options (Roundabouts or Signals)*
  - *6th Street Cross-section and Access*
  - *Rail Crossing Phasing*
- › Implementation
  - *Roadway Improvement Costs*
  - *Proportional Cost Sharing*



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## IAMP Need

- › **Limited land supply** requires that the City maximize the development potential for all developable land.
  - *Per statewide planning goals the City must maintain a 20-year supply of employment land and a transportation plan to serve it.*
  - *A plan that maximizes use of the existing buildable land inventory will support efforts to obtain future UGB expansions.*
- › **Intergovernmental Agreement (IGA) between City and ODOT** requires that an IAMP is adopted in order for:
  - *Comp Plan or Zoning map or language changes impacting the I-84 Chenoweth Interchange to be considered*
  - *ODOT to revisit the mobility standard of the interchange*

## IAMP Benefits

- › **Simplified and Expedited Development Review**
  - *Trip generations letters rather than full Traffic Impact Studies for developments producing within 25 trips or 25% of their trip allocation*
- › **Flexibility**
  - *City to determine the best intersection treatments (signal or roundabout, at-grade or grade separated) at the time a decision is necessary.*
- › **Clarity**
  - *City, property/business owners, and developers know the long-term circulation and access plan for the area.*
- › **Minimize Future Spending**
  - *A phasing plan based on market demand will prevent expensive, unforeseen fixes in the future.*
- › **Sustainable and Balanced Funding Plan**
- › **Shared Costs**
  - *Contributions from private development, SDC's, City, County, and ODOT.*
- › **Qualify for Future Transportation Infrastructure Grants**
- › **Commitment from ODOT to Invest over \$5 million**

## Alternative Evaluation Summary

23 unique alternatives developed at two design workshops

- *Technical Advisory Committee Meeting on February 11th, 2009*
- *Open House #1 on March 5th, 2009*

## Alternative Evaluation Summary

- 1 A local connection from 6<sup>th</sup> Street to 2<sup>nd</sup> Street and into the industrial/ commercial area is critical to providing for future development
- 2 Evaluated over- and under-crossing options of the UP at:
  - North end of 2<sup>nd</sup> Street
  - East extension of Hostetler
  - East extension of Chenoweth Loop Road (per direction from PC and CC at Joint Work Session #1)
  - East extension of Snipes Road





## North 2<sup>nd</sup> Street Overpass

- › Cost
  - + \$19.8 million
- › Property Impacts
  - + Low number of properties impacted (7)
- › Chenoweth Interchange Traffic Impacts
  - Low potential to divert traffic from Chenoweth Interchange
- › Webber Interchange Traffic Impacts
  - High potential to direct traffic onto 2<sup>nd</sup> Street south to Webber

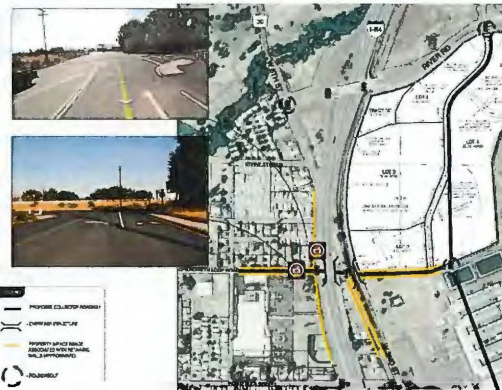


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## Chenoweth Loop Underpass

- › Cost
  - \$20 to \$30 million
- › Property Impacts
  - 20 properties impacted
- › Chenoweth Interchange Traffic Impacts
  - + Moderate potential to divert traffic from Chenoweth Interchange
- › Webber Interchange Traffic Impacts
  - + Low potential to divert traffic toward Webber



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## Hostetler Street Underpass

- › Cost
  - + \$14.1 million
- › Property Impacts
  - + *Least number of properties impacted (4)*
- › Chenoweth Interchange Traffic Impacts
  - + *Highest potential to divert traffic from Chenoweth Interchange*
- › Webber Interchange Traffic Impacts
  - *Moderate potential to direct traffic toward Webber*



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## Snipes Street Overpass

- › Cost
  - \$32.2 million
- › Property Impacts
  - *Greatest number of properties impacted (26)*
- › Chenoweth Interchange Traffic Impacts
  - *Low potential to divert traffic from Chenoweth Interchange*
- › Webber Interchange Traffic Impacts
  - + *Low potential to direct traffic toward Webber*



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## Alternative Evaluation Summary

Crossing Location	Cost Estimate Rank	Property Impact Rank (# of Properties Impacted)	Potential to Divert Traffic from Chenoweth Interchange Rank	Potential to Negatively Impact Webber Interchange Rank	Total Ranking Score
North 2 <sup>nd</sup> Street Overpass (A)	2	2 (7)	3	4	11
Chenoweth Loop Underpass (B)	3	3 (20)	2	2	10
Hostetler Street Underpass (C)	1	1 (4)	1	3	6
Snipes Street Overcrossing (D)	4	4 (26)	4	1	13



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## UP Railroad Crossing Evaluation

- › Existing private at-grade crossing at Hostetler/2<sup>nd</sup> that serves the vacant 67-acre Northwest Aluminum property.
- › Approximately 27 freight trains per day on this track
  - Range from 80 to 100 cars each
  - Train car lengths typically range from 60 to 85 feet in length and travel at speeds between 25 to 40 mph.
  - Average closure time of apx. 3 minutes per train crossing including clearance times
- › Original alternative evaluation included grade-separation only
  - Based on current ODOT Rail policies, experience throughout the state, and TAC/SC recommendations
- › Based on feedback from Joint Work Session #1 and city discussions with the UP, an assessment of at-grade rail crossing operations was conducted



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## UP Railroad Crossing Evaluation

- › Evaluated: safety, operations/accessibility, property impacts, cost, and emergency response time.
- › PM peak hour queue forecast
  - 1,200 feet queue if at-grade
  - 550 foot queue if grade-separated
- › Construction cost of grade-separated option expected to exceed at-grade option by \$10 million
- › Benefits of at-grade must be weighted against the disadvantages
  - Benefits: construction cost & property impacts
  - Disadvantages: safety & operations



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## UP Railroad Crossing Evaluation

Criteria	At-Grade Crossing	Grade-Separate Crossing
<b>Safety</b>	(-) Increased Exposure (+) Higher probability of rear-end and angle crashes	(+) Eliminates exposure for all modes (+) Queuing can be contained within the proposed design concept.
<b>Operations</b>	(-) Queues exceed available storage	(+) Provides adequate storage
<b>Impacts to ROW widths</b>	Equal	Equal
<b>Impacts to property access</b>	At-least 2 properties would need access restricted to right-in/right-out due queues and traffic on 2nd Street and Hostetter Street.	(-) 2 properties would lose access and up to 4 properties would need to be purchased to consolidate access
<b>Impacts to the Webber and Chenoweth Interchanges</b>	(-) Increases traffic at Interchanges due to the rail crossing delays and unreliability	(+) Minimizes diversion to Interchanges
<b>Accessibility to Industrial Area</b>	Improved, but not reliable	(+) Significantly improved
<b>Preliminary Cost Estimate</b>	(+) \$2 million (not including signals)	(-) \$12 million (not including signals)
<b>Emergency Response Time</b>	(-) Increased in the event of a train crossing	(+) No impacts to emergency response time
<b>Train Horn Use</b>	(-) Train horns will be sounded during the approach of all trains	(+) No train horn

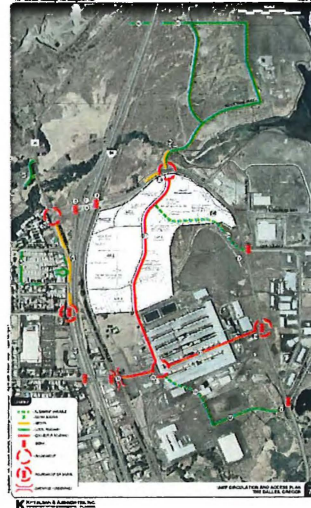


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## Draft IAMP Circulation and Access Plan

- › Improvements implemented as development occurs
- › Provides for 75% of the maximum build-out scenario
  - Anticipated to be adequate for more than 20 years and will reduce improvement costs by approximately \$15 million
- › Includes new local and collector roadway system (including connection at Hostetler Street)

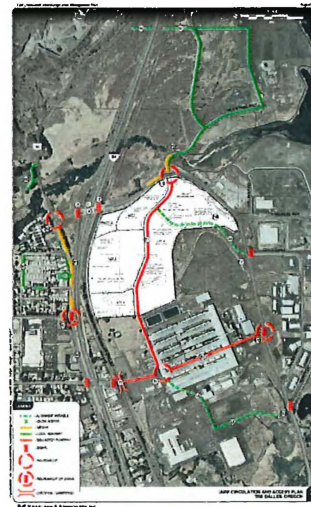


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## Draft IAMP Circulation and Access Plan

- › Flexibility provided to allow for future evaluations by the City at time of need
  - *Hostetler Rail Crossing*
    - Plan language allows for at-grade crossing at Hostetler with long-term plan for grade separation
    - Will allow for the Hostetler crossing to be upgraded to a public at-grade crossing if permitted by UP and ODOT Rail at time of improvement
  - *Accommodate roundabouts or traffic signals*
    - 6<sup>th</sup> Street/Chenoweth Loop
    - River Road/Hostetler Street Extension



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## Draft IAMP Circulation and Access Plan

### › W. 6<sup>th</sup> Street improvements

- Median on W. 6<sup>th</sup> Street between Chenoweth Loop and River Road
  - Left-turn Lanes at Division and Irvine
  - Flexibility for the city to revisit plan during design phase
- Roadway widening from 3-lanes to 5-lanes per the TSP when warranted
- Access management measures, as needed.



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## Fuel Station Access

- › Southbound right-in
- › Exit to right
  - U-turn at roundabout, or
  - Continue south
- › Northbound left-in
- › Exit to right
  - U-turn at roundabout, or
  - Continue south

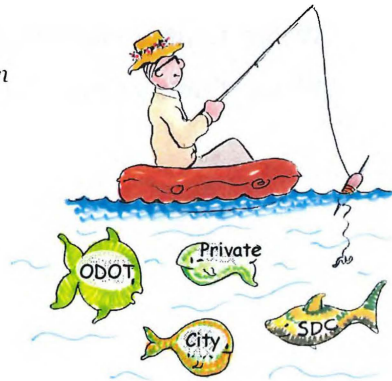


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I-84 Chenoweth IAMP

## Long-Term Project Cost Sharing

- › Long-term improvement projects estimated to cost between \$36 (excluding ROW) to \$54 million (including ROW)
- › Proposed cost sharing:
  - Supplemental SDC: \$14 to \$16 million
  - City: \$3 to \$5 million
  - ODOT: \$3 to \$5 million
  - Private: \$16 to \$28 million
- › Future work session on SDC
  - ROW, private vs SDC, credits, etc.



## IAMP and SDC Reviews

- › IAMP and SDCs Periodically Reviewed and Adjusted
  1. Every 5 years
  2. Every 250,000 sq. ft. of development.
  3. Trip generation estimates for developed parcels exceeds allocations by 200 trips.
  4. Plan map and zone changes within the IAMP Overlay District significantly affecting the I-84 Chenoweth Interchange
  5. Mobility measures at the River Road/I-84 Ramp Terminal intersections or River Road/West 6th Street/US 30 intersection exceed the forecasted mobility presented in Section 7 of IAMP.

## Hearing Dates

- › The Dalles Planning Commission Hearing – 09/17/09
- › The Dalles City Council Hearing – 10/12/09
- › Wasco County Planning Commission Hearing – 10/06/09
- › Wasco County Court – 11/04/09



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