

MEMORANDUM

DATE: May 26, 2022

TO: Jeff Adams, City of Cannon Beach
Robert St. Claire, City of Cannon Beach

FROM: Eddie Montejo, Parametrix
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SUBJECT: City of Cannon Beach Draft Transportation Plan – Responses and Clarifications to May 10, 2022 Joint Planning Commission and City Council Meeting

CC: Karen La Bonte, City of Cannon Beach
Michael Duncan, ODOT

INTRODUCTION

This brief memorandum addresses several of the topics discussed during the Joint Planning Commission and City Council (JPCCC) Meeting on May 10, 2022 regarding the Draft Transportation System Plan (TSP) and adoption process. The project team has drafted the following points in response to the public testimony heard during the meeting, as well as discussion points shared by members of the Planning Commission and City Council. The intent of this memorandum is to clarify and provide responses to the key comments and questions shared during the meeting. This memo also includes clarifying notes on the nature and intent of TSP recommendations to provide community members, the Planning Commission, and City Council the most accurate information possible to support future adoption of the TSP.

RESPONSES AND CLARIFICATIONS

TSP Recommendations

- **The TSP is recommending sidepaths as opposed to sidewalks.** The TSP does not recommend the construction of new sidewalks anywhere. The recommended sidepaths are at-grade, hardpacked connections that would utilize existing shoulder spaces, where available. Sidepaths are more appropriate for the village context.
- **The TSP recommends managing and making more efficient use of existing parking.** The TSP is not recommending the construction of new parking. The aim of the TSP parking recommendations is to identify strategies to better manage the City's existing supply of on- and off-street parking. The construction of new parking stalls or lots are not recommended anywhere in the TSP.
- **The TSP is not recommending tree removal.** The future implementation of TSP projects could potentially impact adjacent trees and vegetation, although refined designs and plans for these projects would actively look for ways to completely avoid, minimize, or otherwise mitigate potential impacts.
- **The TSP is not recommended signalized intersections.** Signalized intersections were determined to be inconsistent with the village character of Cannon Beach.
- **The TSP is not recommending full-sized roundabouts.** Traditionally sized roundabouts are not appropriate for the village context nor would fit along Hemlock Street without major impacts to surround land uses. Therefore, "*mini-roundabouts*" are recommended based on [guidance from the Federal Highway Administration](#). These smaller roundabouts are compact in size, can be constructed within the existing

right-of-way, and can preserve access for larger vehicles and freight. They can also be landscaped and incorporate aesthetic elements aligned with the local character.

- **The TSP is focused on addressing the needs of year-round residents.** The TSP recognizes the impact that tourism places on residents, property owners, and business owners. However, the intent of the TSP is not to make new investments specifically to better serve tourists. The TSP aims to provide practical solutions to address tourism-related transportation impacts to *make it easier for locals to travel comfortably and safely through town*, whether driving, walking, biking, or riding the bus.
- **The TSP recommends almost no new paved areas.** The only paving recommendation in the TSP is limited to the gravel segment along Pacific Street between W Delta St and W Surfcrest Ave (PB-6 and B-5). Paving this short segment would help address drainage issues while providing a safe connection for use by people walking, biking, using wheelchairs, or other mobility assistance devices. The TSP also includes an option for improving the gravel segment of the existing Ecola Creek Trail.
- **The TSP does not recommend the creation of a scooter program in Cannon Beach.** The TSP does recognize that the City has an opportunity to put proactive policies in place to manage and regulate potential future scooter programs, including potentially deciding to *disallow scooters from operating in Cannon Beach* as a new Citywide policy. The TSP arms the City with the ability to advance these conversations. The TSP also recognizes that future priorities may change, and scooters could become viable transportation options. It's also important to note that the TSP is not the "final word" on how the City should or should not handle scooters; the TSP simply provides a starting point for framing such policies that will ultimately be shaped by conversations with local community members, the Planning Commission, and City Council after the TSP is adopted.

TSP Adoption – Intent and Nature of the Plan

When moving for or against approving the TSP, does this mean that votes must be to take all or take nothing?

- The intent is to adopt the TSP in its entirety as planning and policy document. However, the Planning Commission and City Council can recommend specific modifications prior to adoption. Furthermore, the TSP is meant to be a "living document" that Cannon Beach can continue to refine, modify, or amend over time.

Do TSP projects become legally binding requirements that the City must build over time?

- No – the Cannon Beach TSP – and generally all TSPs in the State of Oregon – are intended as long-range planning documents that provide a *menu* of potential projects, policies, and programs that have been vetted by the community and that have demonstrated some potential to address known transportation issues in Cannon Beach. Cannon Beach is not legally or contractually bound to implementing any of the recommendations in the TSP and will need to refine, modify, and change project recommendations moving forward as funding to build projects is obtained and as new City priorities emerge over time.

What is the intended level of detail for the TSP projects?

- TSP projects are *planning-level recommendations* – this means project opportunities are presented at a high level to support local transportation policies and help guide future investment programming. The exact cost, size, scale, location, and configuration of all TSP projects is not defined and provided at a conceptual planning level only. None of the recommendations in the plan have been designed or engineered at any level.
- *Implementing future projects with require multiple additional levels of community outreach and analysis.* All TSP projects would still require project development, design, engineering, public input, and funding before transitioning from "dots on a map" to real projects with known physical impacts to the community.

If the Planning Commission decides we don't want a particular project ever, do we ask that project to be taken out of the plan entirely?

- Yes, the Planning Commission and City Council may request modifications and changes to the TSP prior to adoption. The TSP is a living, working document to be iterated over time.

This plan is for 20 years – why must the entire plan be passed? Why not pass TSP in necessary increments?

- The Oregon Transportation Rule (OAR 660-012-000) requires the creation of TSPs to “promote the development of safe, convenient and economic transportation systems” designed to reduce reliance on the automobile. The format and 20-year planning horizon of Cannon Beach’s TSP is consistent with best practices and TSPs across the State of Oregon.

How will the TSP projects change Cannon Beach in the near-term? How do we know if what is recommended is really needed?

- This is a 20-year plan that will act as a guideline for future investments in the City’s transportation system; not all these changes will happen right away as they are dependent on further project development, funding, and design before being ready for construction.
- The intention of the TSP is to preemptively address recurring issues within the community and create a plan before issues become a bigger problem. The traffic, parking, and pedestrian safety issues in Cannon Beach are well known and will become worse over time if nothing is done. For example, the traffic modeling shows that several intersections along Hemlock will reach significant gridlock by the year 2040 if nothing is done. The impacts of tourism are only expected to continue over time, so it is important for the City to take a proactive approach towards these local transportation issues.
- The recommended TSP projects have been vetted extensively with the community. However, they will still require additional analysis, review, and approval by the community, Planning Commission, and City Council to move forward. There is no risk of all these projects happening at once, and the TSP gives the City an ability to move slowly through these projects as priorities and funding opportunities align. Projects can be put on hold if the community decides that the project is not appropriate.

What about future changes in the City? How can we test the TSP recommendations to make sure they are still valid in a variety of future scenarios? With transportation methods rapidly changing how can we design for 2040?

- An important tool that we have in anticipating future transportation issues is by using software models and traffic engineering best practices to create 20-year forecasts of how the City’s traffic will flow based on current observations. These models are not perfect, but they provide a powerful lens for anticipating future needs and how to plan for them.
- Any individual project will require additional levels of analysis, planning, design, engineering, funding, and public process before moving forward. This means that as projects begin to advance over time, the community and City will have an opportunity to re-vet these projects to ensure that the original TSP recommendations are still aligned with current conditions.
- Recommendations will go through a project development phase once they’re funded and ready to move forward, which will take new stock of community characteristics. However, the transportation issues that the recommendation seek to address are not really tied to local population growth or decline, but rather to address current and future expected tourism impacts.

What public outreach was conducted throughout the development of the Draft TSP?

- The TSP has been developed through a rigorous public engagement process beginning in June 2021 and extending to May 2022. Outreach has included the publishing of a project website (cannonbeachtsp.com), a project flyer, four (4) public advisory committee meetings, four (4) public webinar presentations, three (3) online open houses and corresponding community surveys, one (1)

supplemental parking survey, Spanish translations of the online open house, two (2) Joint Planning Commission and City Council sessions, as well as dozens of staff updates to City leadership, direct email outreach, one-on-one conversations, and notifications on social media.

- All told, the online open houses have captured 266 unique survey submissions, 81 email signups, 77 demographic surveys and numerous public comments that are collected on the project's website.

Funding – Impacts and Future Planning

How will implementation of TSP projects impact the City's debt load? What is the impact on taxpayers?

- Implementation of TSP projects are not expected to impact the City's debt load. The cost-constrained project list describes projects that the City could pay for over the next 20 years using existing revenues and does not assume that the City would need to take on any additional debt. Furthermore, adoption of the TSP would enable the City to pursue a variety of external state and federal grants and funding sources that the City does not qualify for today. It is anticipated that most of the future cost of implementing TSP projects would come from state and federal sources – not from the City.
- If the TSP is not adopted, taxpayers would generally pay for any project that happens in the town; the City doesn't qualify to have these costs paid for if there isn't a TSP.
- The TSP is being paid for by the ODOT Transportation Growth Management Program (TGM).

The City of Cannon Beach needs to repair the water system, the sewage system, and City Hall before funding these projects.

- Funding for the transportation projects included in the TSP come from separate funding sources that apply specifically to transportation projects and are not expected to interfere with other efforts to invest in the City's water system, sewage system, or City Hall.

How will future inflation affect project costs? With the increase of rates when borrowing how will it increase costs?

- Future inflation will likely increase the cost of projects. During the project development phase, more detailed cost estimating will be performed to refine the original planning level cost estimates. These more detailed estimates will also account for future changes in the cost of labor and materials. Then projects will be refined even further using "cost-engineering" – a common civil engineering practice to assess each element of the project life cycle to identify the most cost-effective project configuration that still meets the community's needs. Adopting the TSP enables the City to then apply for grants to pay for these future project costs as opposed to shifting the burden onto local taxpayers.
- The TSP does not recommend that the City borrow or take on additional debt to fund TSP projects – projects would be funded through a combination of existing City revenues and external state and federal funding sources.