

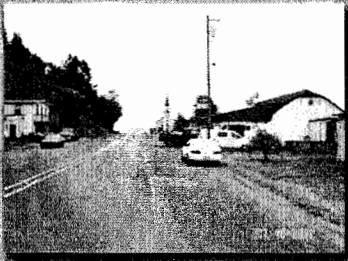
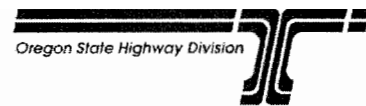
City of Bay City Downtown Transportation Plan

Prepared For:



City of Bay City
and

Oregon Department of
Transportation



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Executive Summary

The Bay City Downtown Transportation Plan addresses key transportation issues in the downtown area. These include street design (including cross sections, traffic circulation, on-street parking, pedestrian and bicycle facilities) and interpretive trails. The plan reflects the goals and vision of Bay City's community members, who participated through project advisory committee meetings and a public open house.

The plan's goals are:

- Improve transportation facilities to meet the objectives of the 2002 Bay City Vision Plan.
- Provide for improvements that can be implemented and that comply with applicable standards.

This plan has three sections: (1) Introduction, (2) Existing Conditions and Future Opportunities and (3) Alternatives and Recommendations. The recommendations are summarized below.

Summary of Recommendations

Downtown Street Design

- **Need:** The Bay City Vision Plan calls for downtown streets that are attractive, pedestrian friendly, and lined with successful businesses. To achieve this vision, changes to the existing streets are needed to provide sidewalks, formalized on-street parking and other features.
- **Recommendations:**
 - **Short-term:** Because of existing parking shortages in key locations downtown, preserve existing informal parking areas and address each key location on a site-by-site basis. Also, consider the addition of diagonal parking in locations where it would not interfere with private properties.
 - **Long-term:** Implement Cross Section Option 1 on 4th Street, A Street and B Street, and Cross Section Option 2 on 5th Street and Hayes Oyster Drive (also known as C Street). The cross sections provide for two-way traffic, sidewalks with planting buffers, on-street parking (a mixture of parallel and diagonal, depending on the location) and bicycle lanes on key streets.

Interpretive Trails

- **Need:** The Bay City Vision Plan recommends walking trails to improve pedestrian circulation and recreation in the city and to provide access to the streams and forest east of the city.

- Recommendations: the trail system shown in the vision plan should be developed following the design details presented in this transportation plan. The trail should be restricted to pedestrian use only.

Other Issues

- Gateways: The gateway treatments identified in the Bay City Vision Plan should be further developed in the future as other parts of the vision plan are implemented.
- U.S. 101 Crossing: The pedestrian bridge over U.S. 101 shown in the Bay City Vision Plan should be further developed as redevelopment occurs in the future.

SECTION 1

Introduction

The Bay City Downtown Transportation Plan addresses key transportation issues in Bay City (see Figure 1-1). The plan focuses on the downtown area of 4th, 5th, A and B Streets, and Hayes Oyster Drive (also known as C Street). Key transportation issues include street design (including cross sections, traffic circulation, on-street parking, and pedestrian and bicycle facilities), interpretive trails and pedestrian crossing of U.S. 101. This transportation plan provides detail for the concepts identified in the Bay City Vision Plan, in preparation for funding applications and implementation of the vision.

Planning Team and Process

Project Management Team and Public Involvement

A project management team (PMT) provided overall guidance and policy direction for this plan. The PMT, consisting of Bay City, Oregon Department of Transportation (ODOT) and consultant staffs, met initially in October 2002. PMT members met subsequently as part of the city-appointed project advisory committee (PAC) – made up of elected and appointed city officials, other agency representatives, business owners and citizens at large – and otherwise communicated regularly throughout the project.

To ensure the substantive participation of Bay City citizens, stakeholders and other interested parties in the plan, PMT members worked closely with the PAC throughout the process in a series of meetings. Topics discussed included project goals and objectives, evaluation criteria, existing conditions and future opportunities, and draft and preferred alternatives. In April 2003, the PMT hosted a public open house, attended by approximately 25 residents, including PAC members and elected officials. A summary of the PAC meetings and open house is included in Appendix A.

The PAC included members of the Bay City Vision Committee, which has been working since 2000 to produce a 20-year vision for the future of the city. The Bay City Vision Plan articulates a vision of a healthy downtown core commercial area with “main street” transportation features and a system of trails throughout the community. Core area streets will be lined with shops and will have curbs, sidewalks, walkways, period streetlights and plantings. The involvement of the Bay City Vision Committee in the transportation planning process was key to ensuring that the transportation plan is consistent with Bay City’s 20-year vision.

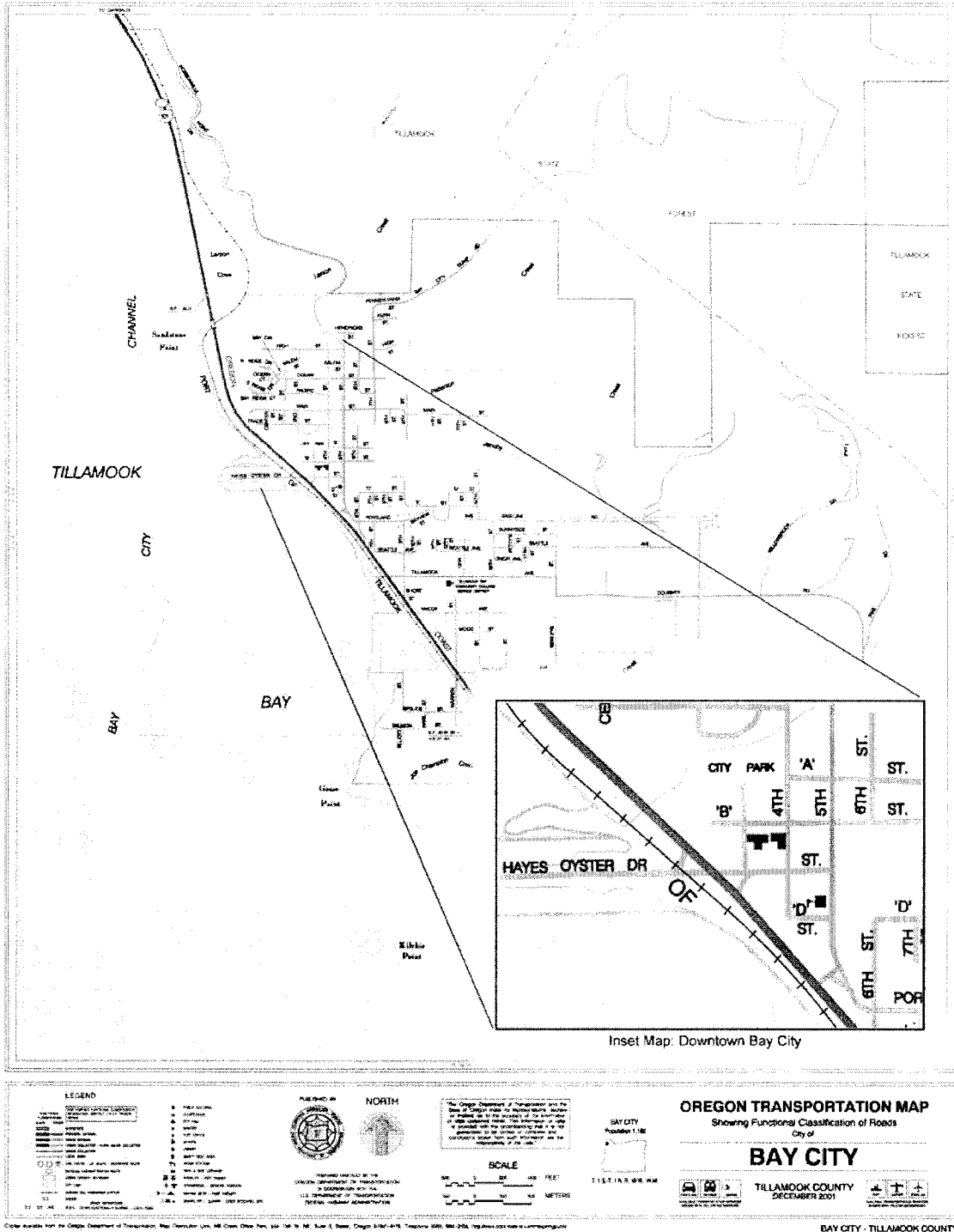


FIGURE 1-1
City of Bay City—Location Map

Goals and Objectives

The PMT and PAC developed the project goals and objectives. The purpose of the goals and objectives is to create a framework for the transportation plan and help ensure that the plan responds to the needs and desires of the community. To a large extent, the goals and objectives were drawn from existing planning documents for Bay City, such as the city's comprehensive plan and available draft vision plan documents.

Goal 1: Bay City Vision Plan

Improve transportation facilities to meet the objectives of the 2002 Bay City Vision Plan.

Objectives:

- Plan for sidewalks in downtown, along with crosswalks, curb extensions, and signage, for safe and pleasant pedestrian travel.
- Provide an urban trail system throughout Bay City, connecting downtown, residences and marina facilities.
- Improve on- and off-street parking opportunities for residential, business and recreational destinations.
- Improve U.S. 101 pedestrian and vehicle access and crossings to improve safety and better connect Bay City to the bay.
- Ensure that proposed changes to vehicle access to U.S. 101 are consistent with the Oregon Highway Plan (OHP).
- Identify appropriate streetscape improvements, including landscaping, pedestrian-scale lighting, benches and street trees.
- Ensure that the downtown transportation plan supports existing businesses in Bay City.

Goal 2: Implementation

Provide for improvements that can be implemented and that comply with applicable standards.

Objectives:

- Propose new or updated design standards for city streets, in particular to emphasize traffic calming and pedestrian and bicycle travel.
- Develop designs that improve local street connectivity as applicable.
- Ensure that new facilities (and existing facilities as feasible) comply with the Americans with Disabilities Act (ADA).
- Develop designs that minimize environmental impacts.
- Develop designs that are cost-effective.

- Develop designs that meet applicable local, county, state and federal plans, standards and criteria.
- Develop a plan with sufficient detail to qualify for funding of engineering and construction phases.

Plan and Policy Review

As an initial step in the planning process, the consultant team reviewed applicable city, county and state plans and policies relevant to the transportation planning process. The purpose of this review was to provide a policy context for the planning effort, help ensure that proposed projects were consistent with existing relevant plans and policies, and aid in the development of implementing ordinances for the transportation plan.

The consulting staff reviewed documents for the jurisdictions that own, regulate or provide public services on the public roadways in Bay City. These jurisdictions include the city, Tillamook County, the Tillamook County Transportation District (TCTD) and the State of Oregon. Results of the plan and policy review are included in Appendix B.

The following documents were reviewed:

Bay City

- Comprehensive Plan (1978, amended 1997)
- Development Ordinance (1978, amended October 2001)
- Street and Storm Drainage System Design Standards (July 1994)
- Road Development and Drainage Standards (October 2000)
- Bay City Vision Plan (2002)

Tillamook County

- Draft Tillamook County Comprehensive Plan (spring 2002)
- Tillamook County Zoning Ordinance (December 2002)
- Tillamook County Land Division Ordinance (December 2002)
- Tillamook County Public Road Improvement Ordinance (1999)
- Urban Growth Area Agreements Between County and Cities (1996)
- Tillamook County Transportation District

State of Oregon/ODOT

- State Planning Goals (1973)
- Transportation Planning Rule (Oregon Administrative Rule [OAR] 660-012)
- Oregon Transportation Plan (1992)
- Oregon Highway Plan (1999)
- Draft Oregon Rail Plan (2001)
- Oregon Public Transportation Plan (1997)

- Oregon Bicycle and Pedestrian Plan (1995)
- Oregon Transportation Safety Action Plan (1995)
- Access Management Rules (OAR 734-051)
- Freight Moves the Oregon Economy (1999)
- Transportation System Planning Guidelines (2001)
- Proposed Oregon Coast Highway Corridor Master Plan (ODOT, 1995)
- Scenic Byway Management Plan for the Nehalem, Tillamook, and Nestucca Regions of the U.S. 101 Corridor in Oregon (ODOT, 1997)
- Pacific Coast Scenic Byway Corridor Management Plan for U.S. 101 in Oregon (ODOT, 1997)

Federal

- Transportation Equity Act for the 21st Century (TEA-21) and Implementing Regulations (23 Code of Federal Regulations [CFR] 450 and 49 CFR 613)

SECTION 2

Existing Conditions and Future Opportunities

This section describes existing transportation conditions and deficiencies and identifies future opportunities in the study area. The project study area is downtown Bay City with a focus on 4th, 5th, A and B Streets, and Hayes Oyster Drive. Existing elements, such as roadway and intersection geometry, vehicle traffic, pedestrian conditions and bicycle conditions, were evaluated. Where appropriate, future conditions and opportunities also are identified.

Existing Conditions and Deficiencies

Street Inventory

There are three principal public agencies (ODOT, Tillamook County and the City of Bay City) that own the roadway rights-of-way in the project area. Table 3-1 shows the functional classification of each street. Field measurements of the streets in the study area are shown in Appendix C (Part 1).

TABLE 2-1
Street Ownership and Functional Classification

Street Name	Right-of-way Ownership	Functional Classification
U.S. 101	Oregon Department of Transportation	Arterial Statewide Highway—National Highway System (NHS) Scenic Byway Non-Freight Route
4th Street	Tillamook County	Local
5th Street	Tillamook County	Collector
A, B and D Streets, and Hayes Oyster Drive	City of Bay City	Local

The proper classification of a given road segment is important to help determine appropriate traffic control, design standards, pedestrian and bicycle facilities, and access to adjacent properties. The following are common definitions used for the various functional classifications:

- **Arterial Roadways.** The primary function of an arterial roadway is to provide mobility. Arterials typically carry higher traffic volumes and allow higher travel speeds while providing limited access to adjacent properties. In Bay City, U.S. 101 is the only designated principal arterial. In addition, U.S. 101 is on the National Highway System

(NHS), is classified by ODOT as a statewide highway and is classified as a scenic byway in the adopted 1999 OHP.

- **Collector Roadways.** The function of a collector roadway is to collect traffic from local streets and provide connections to arterial roadways. Generally, collectors operate with moderate speeds and provide more access in comparison with arterials.
- **Local Roadways.** The primary function of a local roadway is to provide access to local traffic and to route users to collector roadways. Generally, local roadways operate with low speeds, provide limited mobility, and carry low traffic volumes compared with other roadway classifications.

Pavement Conditions

A map titled "Save Our Streets" was published on April 5, 2002, as part of the city's efforts toward road maintenance and rehabilitation. The map identifies and prioritizes streets in most need of pavement and related improvements. None of the streets that are the focus of this downtown transportation plan is designated as being in poor condition or requiring immediate rehabilitation.

Motor Vehicle Operations

Traffic Counts and Vehicle Operations

Downtown Streets: Typically, traffic operations are analyzed by collecting traffic counts at specific locations. Counts usually are collected at key or problem intersections. For the downtown transportation plan, state and county records were reviewed for past traffic counts (collecting new traffic data is beyond the scope of this project). However, no traffic counts for the study area were found. This is likely the result of the generally low traffic volume on downtown streets, and it suggests that no locations in the study area have been identified previously as having operational problems.

U.S. 101: U.S. 101 is a statewide highway at the west edge of Bay City. It provides the primary access to the city from other points on the coast. The posted speed on U.S. 101 within the city limits is 45 mph. Along U.S. 101 in Bay City, the average daily traffic (ADT) volumes in year 2001 ranged from 8,100 vehicles per day at the north city limits to 9,800 vehicles per day at the south city limits. South of 5th Street, which provides a connection between U.S. 101 and the downtown area, the average ADT volume was 9,400 vehicles per day in 2001.

Similar to other communities on the Oregon Coast, Bay City experiences heavy increases in traffic volumes during the summer tourist season. At the Rockaway automated traffic recorder (ATR), which is located about 7 miles north of Bay City on U.S. 101, year 2001 traffic volumes increased 47 percent during August from average annual ADT volumes. July had the second-highest ADT volumes in year 2001; traffic volumes increased 41 percent from average annual ADT volumes. Using these data, ADT volumes of 13,250 to 13,800 would be expected in the summer months along U.S. 101 near 5th Street in the year 2001.

Analysis of U.S. 101 intersection operations and safety, while potentially important to Bay City traffic issues, is beyond the scope of this plan.

Intersection Crash Analysis

There have been no reported crashes from 1997 to 2002 in the downtown study area. While this does not mean no crashes occurred (because not all crashes are reported), it indicates the likelihood of a low crash occurrence. Review of crashes on US 101 was not part of this study.

Qualitative Review

Given the lack of quantitative data about traffic operations and safety, a brief qualitative review of existing conditions was made during field visits to the city. Generally, traffic volumes are low and existing streets provide adequate width for vehicular uses. (As noted below, there is a lack of separated facilities for pedestrians and bicyclists.)

As indicated in Table 2-1, 4th Street (via the Hayes Oyster Drive/U.S. 101 intersection) and 5th Street are collector streets that provide a connection to U.S. 101 from the residential and downtown core of Bay City. These collector streets can be assumed to have higher traffic volumes than the local streets in the study area. Given that most of Bay City is located off U.S. 101, the traffic in the city is generally local in nature, with most tourist traffic confined to the peak recreation season and special events.

The existing street network functions as a connected grid, providing for generally short blocks with three- and four-way intersections. Stop control (in the form of stop signs) is provided at intersections of the local streets (A, B, and D Streets, Hayes Oyster Drive and 4th Street) with the collector streets (5th Street). There are no signalized intersections in Bay City.

Parking exists on street shoulders adjacent to commercial and residential land uses. On-street parking is unmarked in most of the study area, with few off-street parking opportunities. The U.S. Post Office, grocery market, and several other commercial properties have marked parking areas. The grocery market has on-street perpendicular parking that appears to use a portion of the existing right-of way on 5th Street and Hayes Oyster Drive.

Rail Operations

The Port of Tillamook Bay railroad track runs north-south along the west side of U.S. 101. The train operates once per day at a top speed of 25 mph. The maximum train length is about 2,450 feet. Average train length is 1,500 feet.

Pedestrian Facilities

Bay City generally lacks formalized pedestrian facilities, with the exception of sidewalks on a section of 4th Street near the park. Pedestrians currently walk on the roadways or along gravel paths adjacent to the paved roads. There are no marked crosswalks or formal off-street paths in or adjacent to downtown Bay City.

Bicycle Facilities

Thousands of cyclists travel annually in the shoulders on U.S. 101, as part of the Oregon Coast Bicycle Route. Most cyclists travel southbound in the direction of prevailing winds. There are no on-street bicycle lanes, designated bike routes, shared use paths or secure bike parking facilities in Bay City.

Bicycle and Pedestrian Circulation Issues

The most notable deficiency in the pedestrian environment is the lack of sidewalks. However, because of low traffic volumes and relatively good connectivity of the street network in the downtown area, Bay City is conducive to bicycle travel. Pedestrian and bicycle trip generators in Bay City include the post office, city park, library, Bay City Arts Center, church and businesses, such as the cafe, grocery market and pub.

Transit and Intermodal Travel

Public transportation in Bay City is provided by the Tillamook County Transportation District (TCTD). The bus makes one stop in downtown Bay City and provides service to the other incorporated cities in Tillamook County and also to downtown Portland. From there, passengers have access to the Portland transit system, the Portland airport, Amtrak rail service, and Greyhound bus service.

Future Conditions and Opportunities

Motor Vehicles

Using the Future Volume Tables included on the ODOT Web site¹, an annual growth rate of approximately 2.2 percent is expected along U.S. 101 in Bay City up to year 2019. This growth rate is consistent with other coastal communities. Given a summer peak traffic volume of about 13,000 ADT today, in twenty years this would grow to an ADT of about 18,700. Based on the qualitative review of operations on the downtown street system today, this growth in traffic on U.S. 101 is not expected to result in operational deficiencies in the future. In the event of significant future development in Bay City, traffic conditions and operations should be reevaluated.

Bicycle and Pedestrian

As stated in the Bay City Vision Plan, there are opportunities to develop sidewalks, curb extensions, crossing treatments, and bicycle and pedestrian pathways. These paths could provide connections in Bay City and to surrounding natural areas. Sidewalks could be constructed on major streets, such as 5th Street and Hayes Oyster Drive, and also near facilities to provide safe pedestrian connections to the park, library, and proposed public square.

¹ <http://www.odot.state.or.us/tddtpau/DataRes.html#Future%20Traffic%20Volumes>

SECTION 3

Alternatives and Recommendations

Following the development of goals and objectives and the review of existing conditions and future opportunities with the PMT and the PAC, the consultant team prepared a set of draft alternatives for presentation and review with the PMT and PAC at their Feb. 5, 2003, meeting. The draft concepts were revised on the basis of discussions at that meeting, then presented at a public open house on April 16, 2003. Subsequently, the consultant team wrote the draft transportation plan and presented it for a final review to the PMT, PAC and ODOT staff. The discussion that follows describes the alternatives and indicates which alternatives were rejected and which are recommended for implementation.

Downtown Street Design

Several interrelated concepts were explored related to street design in the study area, including traffic circulation, cross sections (including bicycle lanes and on-street parking), sidewalks and vegetative buffers, crosswalks and curb extensions.

Traffic Circulation

Based on a request by the PAC, the consulting team explored an option that would make traffic on 4th and 5th Streets between A and D Streets one-way in each direction. With this configuration, only one lane of traffic would be needed on each street, allowing more space for parking, sidewalks and bike lanes. This change would have a number of trade-offs. Table 3-1 was developed to identify these trade-offs and present them for discussion to the public.

TABLE 3-1
Comparison of One-way Versus Two-way Streets for Bay City (using 4th and 5th Streets)

Issue	One-way	Two-way (Existing)	Comments	Supports Conversion to One-way?
Mobility	Allows for more vehicles to pass through with less congestion	Less "out-of-direction" travel to get where you need to go	Congestion is not a problem in Bay City, but may be in the future	No
Parking	Allows for diagonal parking on both sides (more parking)	Allows for parallel parking and some diagonal parking on one side	Currently, there is adequate on-street parking in Bay City	Yes
Street Appearance	Improved with more room for trees, benches and wider sidewalks	Remains the same	The streets would appear more attractive with only one lane of travel and more room for sidewalks and trees	Yes
Business Impacts	Minimal impact to Bay City businesses, but access will be limited to only one direction	Remains the same	One-way streets would limit access, but would allow more on-street parking	No

TABLE 3-1
Comparison of One-way Versus Two-way Streets for Bay City (using 4th and 5th Streets)

Issue	One-way	Two-way (Existing)	Comments	Supports Conversion to One-way?
Residential Impacts	Speeds tend to be faster on one-way streets	Remains the same	One-way streets would inconvenience some people who live on 4th or 5th Streets	No
Pedestrian Safety	Easier to cross one-way streets	Speeds are slower on two-way streets	Pedestrian safety does not seem to be a problem	No
Bicycle Safety	Allows room for bike lanes	Speeds are slower on two-way streets	Bicycle safety does not seem to be a problem	No

The PAC and public open house participants generally were in favor of the additional parking spaces that would be available with the one-way couplet option, but had concerns about out-of-direction travel, its impact on the businesses, and potential difficulty of movement. In a vote, the vast majority of the open house audience preferred to keep the existing two-way street grid.

Recommendation

- Based on the discussion presented above, the one-way circulation concept was rejected. Traffic should remain two-way.

Roadway Cross-Sections

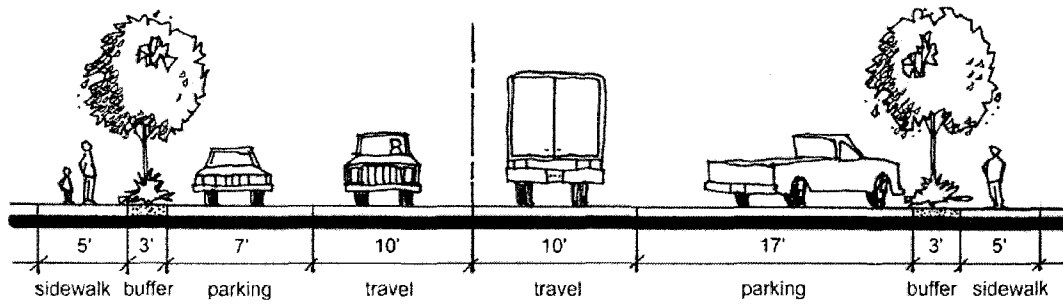
The consultant team developed three cross-section options to accommodate on-street parking in the study area (see Figure 3-1). The difference among the following cross sections options is the arrangement of on-street parking and the inclusion of bike lanes.

- Option 1 includes parallel parking on one side and diagonal parking on the other side and no bike lanes.
- Option 2 includes parallel parking on both sides with bike lanes on both sides.
- Option 3 includes diagonal parking on both sides and no bike lanes.

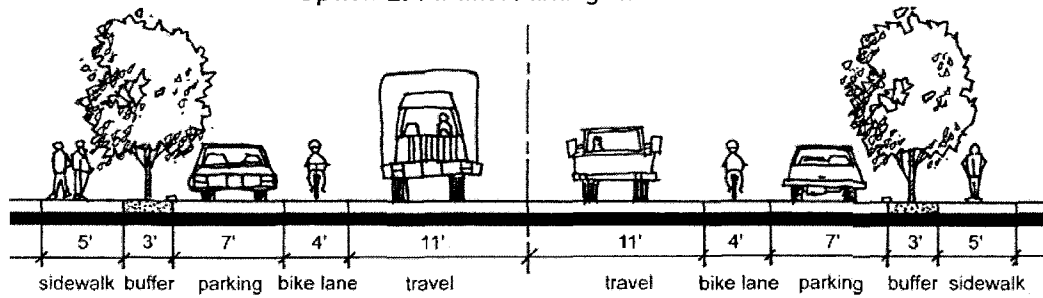
Bicycle Lanes

In its February 2003 meeting, the PAC discussed the benefits and drawbacks of on-street bike lanes. The PAC agreed with the consultant team recommendations to provide bike lanes on the busier streets (4th Street, 5th Street and Hayes Oyster Drive) to encourage safe internal circulation and to encourage through bicyclists on U.S. 101 to stop in the city (see Figure 3-1). There were some concerns about long-term maintenance costs of maintaining the painted stripe for the lanes. The PAC agreed that striped bike lanes were not appropriate for the other streets downtown. Because of lower traffic volumes on these streets, a shared lane for vehicles and bicycles is appropriate. In the long-term, bike lanes on the streets that connect to U.S. 101 also would help the city with its goal of encouraging a destination site for bicycle camping at the city park.

Option 1: Diagonal parking on one side, parallel parking on the other side.



Option 2: Parallel Parking on both sides.



Option 3: Diagonal parking on both sides.

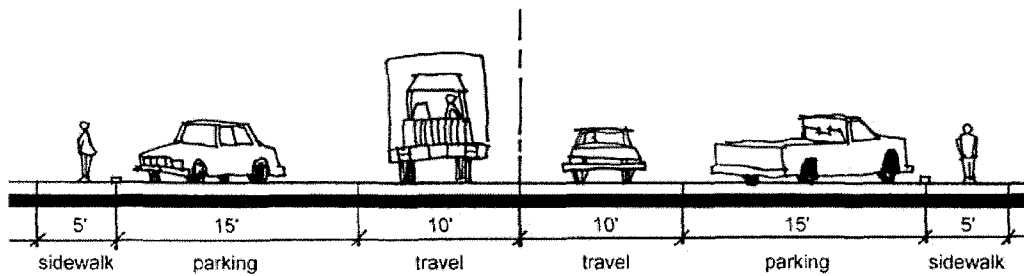


FIGURE 3-1
Cross Section Options

On-Street Parking

Table 3-2 compares existing and potential future parking spaces, and compares the different cross sections and the one-way and two-way circulation options. The parking configurations have different trade-offs and applicability. Diagonal parking provides up to 30 percent more parking space, but requires a wider street (more right-of-way), and can create safety hazards for drivers and bicyclists. On-street parking results in a narrower street cross section compared with diagonal parking. While on-street parking allows for less parking area, the narrower area reduces the effective crossing width of the street and also tends to slow vehicular travel speeds, thus improving the safety for users.

TABLE 3-2
Comparison of On-street Parking Options

Street Segment			Estimated Parking Demand	Possible Constraints	Number of Parking Spaces					
					Existing Two-Way Street System			Potential One-Way Couplet on 4th and 5th Streets		
Street	From	To			Option 1a: Parallel Parking Only	Option 1b: Parallel and Diagonal Parking	Difference Between Options	Option 2a: Parallel and Diagonal Parking	Option 2b: Diagonal Parking on Both Sides	Difference Between Options
A Street	4th Street	5th Street	Medium		14	17	3	17	20	3
B Street	4th Street	5th Street	Medium		14	17	3	17	20	3
Hayes Oyster Drive	4th Street	5th Street	High		14	18*	4	18*	20*	2
4th Street	A Street	B Street	Low	Driveways	14	17	3	17	20	3
5th Street	A Street	Hayes Oyster Drive	High	Property encroachment, driveways	28	30**	2	30**	42**	12
Totals					84	99	15	99	122	23

* Includes perpendicular parking in front of Downie's Cafe.

** Includes diagonal parking in front of Downie's Cafe.

Following discussion, the open house participants agreed to reject the one-way circulation concept, as discussed above. The audience endorsed the proposed cross sections (also discussed above) that include a mixture of parallel and diagonal parking, depending on the location, available space and adjacent uses.

Parking and Property Impacts on 5th Street

In response to comments from the PAC at the Feb. 5, 2002, meeting, the consultant team developed concepts for 5th Street to try to preserve existing head-in parking at key

locations, and avoid impacts to private properties while implementing the proposed cross sections on the other parts of the street. The concepts included a combination of diagonal and head-in parking, and partial sidewalks in some locations (see Figure 3-2).

The open house participants were concerned that the proposed concepts would perpetuate the unsafe conditions that exist today with traffic backing into the travel lanes and that these concerns could be made worse with the bicycle lane. At the same time, the participants stated that existing parking should be preserved for key establishments (which include the grocery store/cafe, post office and church). Although Bay City's development code requires new businesses to provide off-street parking, it is not required for existing businesses. As a result, there is a parking shortage immediately in front of these key areas. The open house audience agreed that parking needs to be very close to the business.

After discussion, the open house participants recommended Cross Section Option 2 (with parallel parking, sidewalks and bike lanes on both sides of 5th Street) for the long term. It would be implemented as businesses developed or redeveloped and off-street parking became available.

In the short term, the open house participants preferred to preserve the existing informal parking areas in front of businesses and to address each site on a case-by-case basis. The following areas would need to be addressed:

- 5th Street in front of the cafe and Hayes Oyster Drive on the side of the cafe
- 5th Street in front of the post office and D Street on the side of the post office (employee parking)
- D Street on the side of the church (cars are parked diagonally going against traffic)
- 4th Street and A Street where cars are parked head-in at the park
- At their meeting on May 28, 2003, the PAC discussed other opportunities for addressing parking in the short-term and agreed that there were opportunities to add areas of diagonal parking in selected locations in the study area, such as on D Street adjacent to the vacant lot behind the post office. The primary constraint would be to select locations where the addition would not encroach on or otherwise interfere with the use of adjacent properties.

Recommendations

- Short-term: Per discussion above, preserve existing informal parking areas and address each location on a site-by-site basis. Also, consider the addition of diagonal parking in locations where it would not interfere with private properties.
- Long-term: Per discussion above, implement Cross Section Option 1 on 4th Street, A Street and B Street, and Cross Section Option 2 on 5th Street and Hayes Oyster Drive (see Figure 3-1).

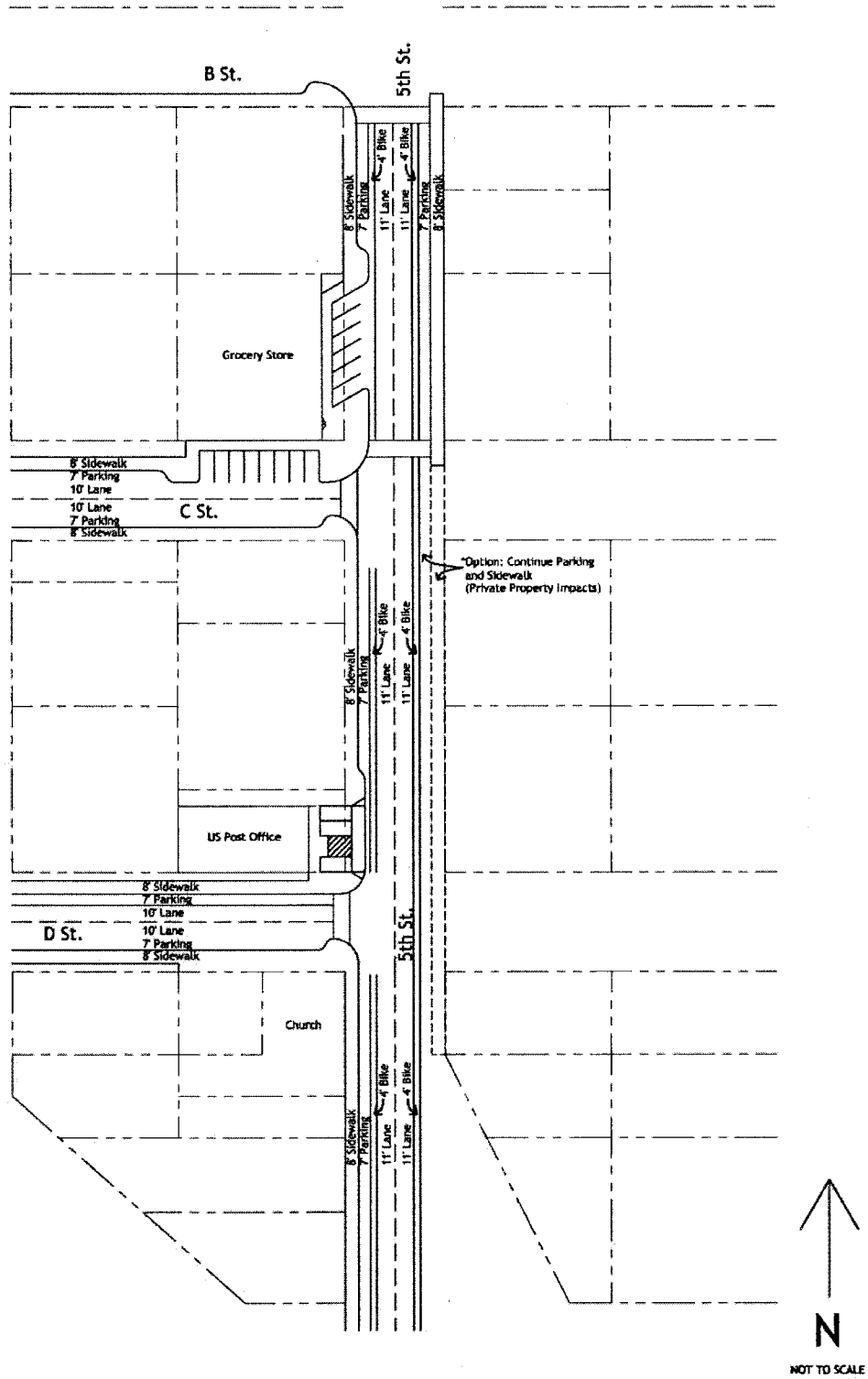


FIGURE 3-2
Proposed Fifth Street Concepts

Sidewalks and Vegetative Buffers

Improving the sidewalk system is a top priority in Bay City. Sidewalks or sidewalk improvements are needed on all streets in the study area except 4th Street near the city park. Based on current land use and public input, the highest priority sidewalk locations are 5th Street and Hayes Oyster Drive.

The recommended sidewalk width is 8 feet wide: a 5-foot-wide walking area and a 3-foot-wide vegetative buffer (see Figure 3-1). The 5-foot-wide sidewalk should be concrete, but could be enhanced by the use of decorative pavers.

The PAC and the open house participants would like to implement street cross section changes gradually. As a result, property owners should be required to install sidewalks that comply with these standards as properties develop or redevelop.

Vegetative Buffer

The vegetative buffer adjacent to the sidewalk could consist of a combination of appropriate street trees and low-growing, low-maintenance shrubs and plants. The street trees would provide a buffer between vehicles and pedestrians, thereby creating a safer and more comfortable walking environment.

Appropriate street trees should be selected for the planting buffer. The trees shown in Table 3-3 are appropriate for Bay City. They would require minimal care after the first 2 years. During the first 2 years, the trees would need to be watered during dry summer months.

TABLE 3-3
Appropriate Street Trees for a 3-Foot-Wide Planting Strip

Common Name	Latin Name
Black hawthorn	<i>Crataegus douglasii</i>
Golden raindrop crabapple	<i>Malus transitoria</i> 'Schmidcut leaf'
Japanese snowbell	<i>Styrax japonicus</i>
Leprechaun ash	<i>Fraxinus pennsylvanica</i> 'Johnson'
Prairiefire crabapple	<i>Malus</i> 'Prairie Fire'
Tatarian maple	<i>Acer tataricum</i>

Recommendations

The cross sections recommended by the PAC and the open house participants are described above. They each include an 8-foot-wide sidewalk area, which includes a 5-foot-wide walking area and a 3-foot-wide vegetative buffer (see Figure 3-1).

Curb Extensions (Bump Outs)

The consulting team developed initial recommendations for curb extensions and presented them to the PAC at its February 2002 meeting. The recommendations were based on pedestrian destinations, the desire to preserve on-street parking in certain locations, safety,

and overall enhancement of pedestrian characteristics. Curb extensions benefit pedestrians and drivers in many ways, including:

- Reducing the effective crossing distance of the street
- Increasing the visibility for pedestrians and drivers
- Protecting parked cars from vehicular traffic
- Providing additional space for streetscape amenities, such as benches, lighting and planters
- Visually narrowing the street to encourage slower vehicular speeds

Each curb extension may require the removal of one to two parking spaces, depending on the size and locations of the extension. Often, no parking spaces will need to be removed because on-street parking generally does not extend all the way to the intersection corner. Curb extensions also may make some turning movements difficult for trucks or larger vehicles.

Recommendation

The PAC discussed these recommendations and determined that curb extensions were not a high priority in Bay City given the relatively low traffic volumes, possible loss of on-street parking and additional expense. For this reason, curb-extensions are not recommended.

Crosswalks

Marked crosswalks demarcate specific locations for pedestrians to cross. They also alert drivers to the presence of pedestrians and their legal obligation to yield when pedestrians are in the crosswalk area. Typically, two parallel lines denote crosswalks. School crossings or those with a higher volume of pedestrian traffic may be marked by a ladder-style crosswalk that has a series of lines perpendicular to the pedestrian’s direction of travel. In cases of high volume streets with four or more lanes, crosswalks should be accompanied by median refuges and/or signals. Because of the relatively low volume and width of Bay City streets, marked crosswalks are recommended to assist pedestrians and enhance safety. Specific crosswalk locations were not identified as part of this process.

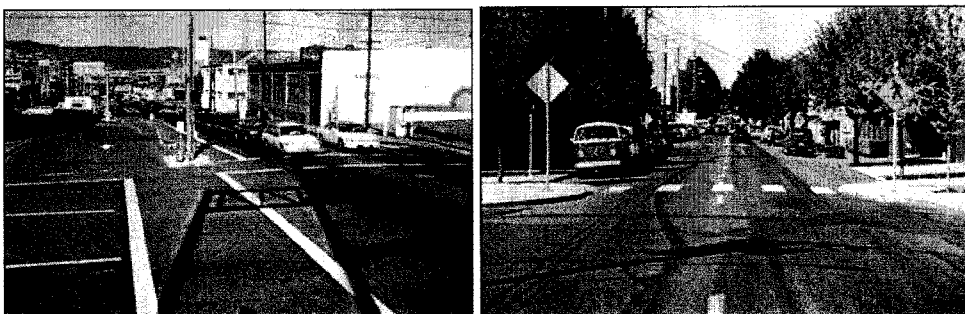


FIGURE 3-3
Marked Crosswalks

Concrete pavers or stamped asphalt would provide a more aesthetically pleasing treatment for crosswalks. Stamped and dyed asphalt is the less expensive option, but asphalt does not last as long as concrete pavers. Both of these treatments provide a color and texture change that would enhance the appearance of the roadway and help define the downtown area.

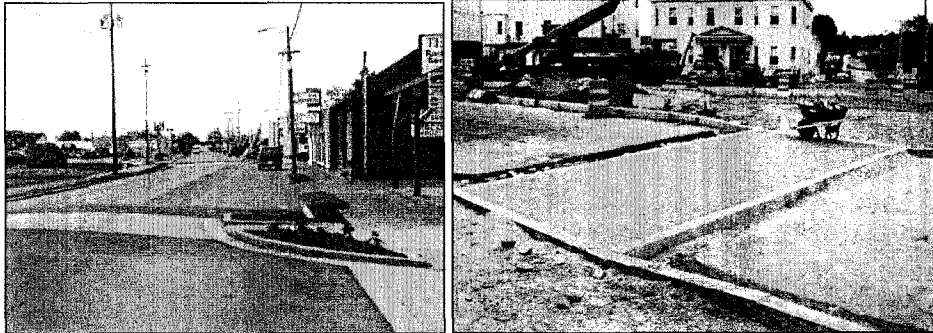


FIGURE 3-4
Paving Treatments: Stamped Asphalt Crosswalk and Concrete Paver Crosswalk

Recommendation

The PAC discussed the benefits of crosswalks and was in support of adding them in appropriate locations.

Interpretive Trails

The Bay City Vision Plan recommends walking trails to improve pedestrian circulation and recreation in the city. The trails also would provide access to the streams and forests east of town.

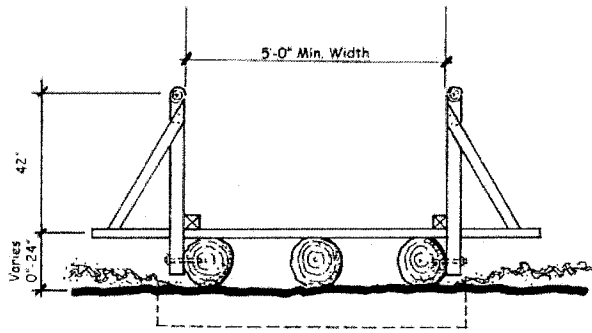
Recommended locations include along Jacoby Creek and through Forest Park, as shown in the Bay City Vision Plan. Because of wetlands and tidal influences at the mouth of Patterson Creek, a trail at that location would need to be constructed as a boardwalk or “floating” trail, which would make it more costly.

Trail Design

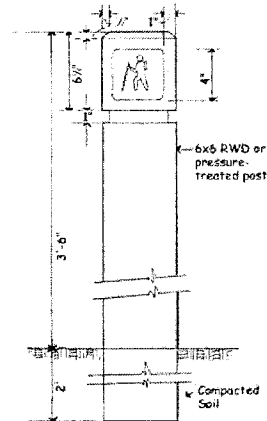
Trails would be non-paved walking trails with a surface of either wood chips or $\frac{3}{4}$ -inch gravel. While wood chips are less expensive, they would biodegrade quickly in Bay City’s climate and require additional maintenance to prevent the trail from getting muddy.

Some residents and PAC members expressed a desire to prevent all-terrain vehicle (ATV) use on existing and future walking trails. This can be accomplished through design measures, such as the use of bollards or the use of steps. These steps also would help minimize erosion on and along inclines. To discourage bicycles from using the walking trails, separate trails for bicycles should be considered.

Design details are shown in Figure 3-5.



Boardwalk Concept Sectional View



Bollard

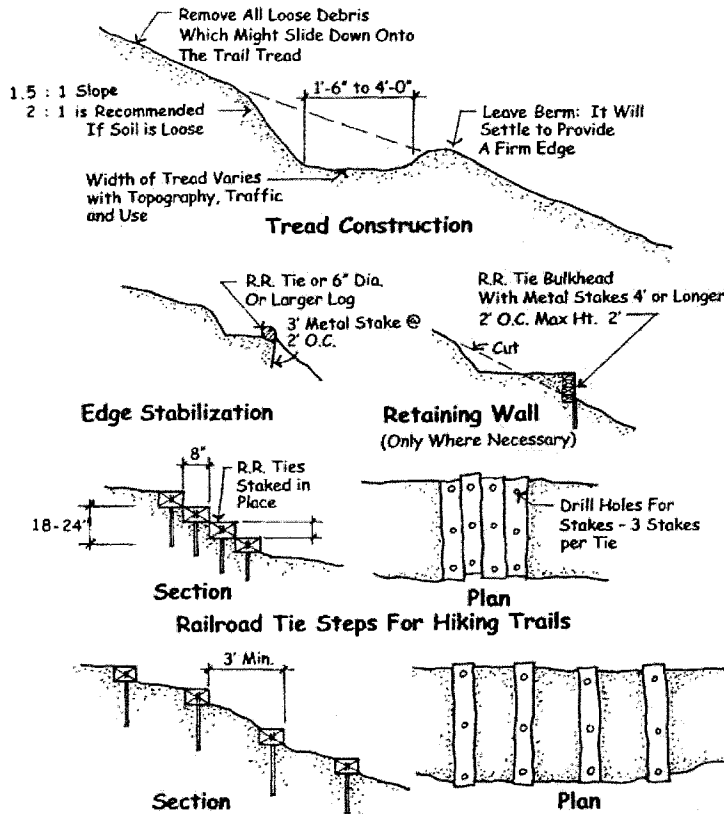


FIGURE 3-5
Standard Designs of Boardwalks, Bollards, and Earthen Trails

Recommendations

- Based on discussion at the PAC meeting and the public open house, the trail system shown in the Bay City Vision Plan should be developed following the recommendations and design details presented in this section.
- Bay City should undertake a feasibility study and master plan for the trail system to have a more detailed plan, cost estimate and in-depth analysis of issues.

Other Issues

Gateways

The concept of a gateway treatment was presented to the PAC and the residents of Bay City. This idea emanated from the Bay City Vision Plan. Gateways that consist of vertical elements tend to cause reductions in vehicular travel speeds. In Bay City, gateways could be used to mark the entrance to downtown and could be placed at the Hayes Oyster Drive and 5th Street intersections with U.S. 101.

The consultant team reviewed the ODOT restrictions related to installing gateways in the public right of way. Gateways are allowed adjacent to the road in the ODOT right-of-way with a permit. Conditions include that gateways are located beyond the required clear zone adjacent to the highway. Gateways above the state highway are not allowed except on a temporary basis.

Recommendation

Based on discussion at the PAC meeting and the public open house, gateways should be further developed in the future as other parts of the Bay City Vision Plan are implemented.

U.S. 101 Pedestrian Crossing

The Bay City Vision Plan shows a pedestrian bridge over U.S. 101 at Hayes Oyster Drive. The idea is that as additional recreational and commercial development occurs on Hayes Oyster point, additional pedestrian traffic would be expected and encouraged. Currently, there is little foot traffic across U.S. 101 at this location.

The consultant team explained that a street-level crossing of U.S. 101 was not warranted at this time, based on the low pedestrian volumes and because there was very little development on the west side of U.S. 101.

Recommendation

Based on input from the PAC meeting and the public open house, this crossing concept should be further developed in the future as redevelopment occurs.

Evaluation Criteria and Results

As part of the alternatives development and review process, the alternatives were qualitatively evaluated using criteria based on the plan goals and objectives (see Section 1).

The criteria were developed by the consulting team, the PMT and the PAC. The purpose of the evaluation was to document the features of the alternatives considered and to ensure that the recommended alternatives are consistent with the plan goals and objectives.

Table 3-4 presents the evaluation criteria and results.

Implementation

Construction Cost Estimates

Downtown Street Design

Although there are different cross sections for different streets, the basic elements are the same. The cost to construct this cross section is estimated at \$192,000 per block. Because of economies of scale, constructing multiple blocks would result in a lower per-block cost. The estimate assumes an asphalt overlay on the existing pavement and a new widened roadway section to include two 11-foot-wide lanes, parallel parking on each side and a 4-foot-wide striped bike lane on each side (not applicable on all blocks). The estimate also includes a 5-foot-wide sidewalk and a 3-foot-wide landscape strip on each side of the street. This design assumes each block project is 250 feet long.

Based on the conceptual design, a 60 percent contingency has been included in the estimate to account for potential unknowns typically identified during preliminary and final design. The estimate does not include right-of-way, major structures (for example, retaining walls), engineering, wetland or utility relocation costs.

Interpretive Trail

Based on a planning-level cost estimate, construction of the interpretive trail to the standard shown in Figure 3-5 would cost about \$600,000 to \$1,000,000 per mile. The range represents the uncertainty associated with potential constraints, such as environmental conditions and wetlands, topography, and other factors, such as the U.S. 101 undercrossing.

The standard designs in Figure 3-5 illustrate best practices for constructing a safe, long-lasting, environmentally sensitive, and accessible trail. However, in the short-term, less expensive construction options may be available, especially for segments that are flat, on dry land, or otherwise have few physical or environmental constraints. Such segments could be constructed to a lesser standard using volunteer labor, which could significantly reduce the cost.

TABLE 3-4
Evaluation Criteria and Results

Goal 1: Bay City Vision Plan

Improve transportation facilities to meet the objectives of the 2002 Bay City Vision Plan.

Objective	Rating*	Criterion	Traffic Circulation		Roadway Cross Sections (Parking, Sidewalks, Bike Lanes, Curb Extensions)						Interpretive Trail	Other Issues	
			One-way Circulation on 4th and 5th Streets	Two-way Circulation on 4th and 5th Streets (existing) RECOMMEND	Cross Section 1 (parallel parking on one side, diagonal on the other, no bike lanes) RECOMMEND (LONG-TERM)	Cross Section 2 (parallel parking on both sides, bike lanes on both sides) RECOMMEND (LONG-TERM)	Cross Section 3 (diagonal parking on both sides, no bike lanes)	Proposed 5th Street Parking Concept	Sidewalks and Planting Buffers RECOMMEND (LONG-TERM)	Curb Extensions (bump outs)	Construct Off-road Trail as Shown in Bay City Vision Plan RECOMMEND	Gateways: Construct Gateways as Shown in Bay City Vision Plan RECOMMEND	Construct U.S. 101 Pedestrian Crossing (Bridge) as Shown in Bay City Vision Plan RECOMMEND (LONG-TERM)
1. Sidewalks and Other Pedestrian Facilities	+	Improves pedestrian travel downtown by providing sidewalks and other features such as crosswalks, curb extensions and signage.	+	0	+	+	+	0	+	+	+	+	+
	0	Does not change pedestrian travel downtown.											
	-	Adversely affects pedestrian travel downtown.											
2. Urban Trail System	+	Provides an urban trail system throughout Bay City, connecting downtown, residences and marina facilities.	0	0	0	0	0	0	0	0	+	0	0
	0	N/A											
	-	Does not provide an urban trail system.											
3. Parking	+	Improves on- and-off street parking opportunities for residential, business and recreational destinations.	+	0	+	+	+	+	0	-	0	0	0
	0	Does not change parking opportunities.											
	-	Adversely affects parking opportunities.											
4. U.S. 101 Access	+	Improves U.S. 101 pedestrian and vehicle access and crossings to improve safety and better connect Bay City to the bay.	0	0	0	0	0	0	0	0	0	0	+
	0	Does not change U.S. 101 pedestrian and vehicle access.											
	-	Adversely affects U.S. 101 pedestrian and vehicle access.											

TABLE 3-4
Evaluation Criteria and Results

Goal 1: Bay City Vision Plan

Improve transportation facilities to meet the objectives of the 2002 Bay City Vision Plan.

Objective	Rating*	Criterion	Traffic Circulation		Roadway Cross Sections (Parking, Sidewalks, Bike Lanes, Curb Extensions)					Interpretive Trail	Other Issues		
			One-way Circulation on 4th and 5th Streets	Two-way Circulation on 4th and 5th Streets (existing) RECOMMEND	Cross Section 1 (parallel parking on one side, diagonal on the other, no bike lanes) RECOMMEND (LONG-TERM)	Cross Section 2 (parallel parking on both sides, bike lanes on both sides) RECOMMEND (LONG-TERM)	Cross Section 3 (diagonal parking on both sides, no bike lanes)	Proposed 5th Street Parking Concept	Sidewalks and Planting Buffers RECOMMEND (LONG-TERM)	Curb Extensions (bump outs)	Construct Off-road Trail as Shown in Bay City Vision Plan RECOMMEND	Gateways: Construct Gateways as Shown in Bay City Vision Plan RECOMMEND	Construct U.S. 101 Pedestrian Crossing (Bridge) as Shown in Bay City Vision Plan RECOMMEND (LONG-TERM)
5. Consistency with Oregon Highway Plan	+	Proposed changes to vehicle access to U.S. 101 are consistent with the Oregon Highway Plan.	0	0	0	0	0	0	0	0	0	0	0
	0	N/A											
	-	Proposed changes to vehicle access to U.S. 101 are not consistent with the Oregon Highway Plan.											
6. Streetscape Improvements	+	Identifies appropriate streetscape improvements, including landscaping, pedestrian-scale lighting, benches and street trees.	+	+	+	+	+	+	+	0	0	+	0
	0	N/A											
	-	Does not identify appropriate streetscape improvements.											
7. Transportation Plan Supportive of Existing Business	+	Plan is supportive of existing businesses in Bay City.	-	0	+	+	+	+	+	0	0	0	+
	0	Plan does not affect existing businesses in Bay City.											
	-	Plan adversely affects existing businesses in Bay City.											

*Rating: + = Positive 0 = Neutral - = Negative

TABLE 3-4
Evaluation Criteria and Results

Goal 2: Implementation

Provide for improvements that are implementable and comply with applicable standards.

Objective	Rating*	Criterion	Traffic Circulation		Roadway Cross Sections (Parking, Sidewalks, Bike Lanes, Curb Extensions)					Interpretive Trail	Other Issues		
			One-way Circulation on 4th and 5th Streets	Two-way Circulation on 4th and 5th Streets (existing) <i>RECOMMEND</i>	Cross Section 1 (parallel parking on one side, diagonal on the other, no bike lanes) <i>RECOMMEND (LONG-TERM)</i>	Cross Section 2 (parallel parking on both sides, bike lanes on both sides) <i>RECOMMEND (LONG-TERM)</i>	Cross Section 3 (diagonal parking on both sides, no bike lanes)	Proposed 5th Street Parking Concept	Sidewalks and Planting Buffers <i>RECOMMEND (LONG-TERM)</i>	Curb Extensions (bump outs)	Construct Off-road Trail as Shown in Bay City Vision Plan <i>RECOMMEND</i>	Gateways: Construct Gateways as Shown in Bay City Vision Plan <i>RECOMMEND</i>	Construct U.S. 101 Pedestrian Crossing (Bridge) as Shown in Bay City Vision Plan <i>RECOMMEND (LONG-TERM)</i>
1. Street Design Standards	+	Proposed street design standards emphasize traffic calming, pedestrian and bicycle travel.											
	0	Does not change standards with respect to traffic calming, pedestrian and bicycle travel.	0	0	+	+	+	0	0	0	0	0	0
	-	Proposed standards adversely affect traffic calming, pedestrian and bicycle travel.											
2. Local Street Connectivity	+	Proposed designs improve local street connectivity as applicable.											
	0	Proposed designs do not change local street connectivity.	-	0	0	0	0	0	0	0	+	0	0
	-	Proposed designs adversely affect local street connectivity.											
3. Comply with Americans with Disabilities Act (ADA)	+	Proposed designs and facilities comply with the ADA.											
	0	N/A	0	0	0	0	0	0	+	0	+	0	+
	-	Proposed designs and facilities do not comply with the ADA.											
4. Environmental Impacts	+	Proposed designs preserve or enhance environmentally significant areas.											
	0	Proposed designs do not affect environmentally significant areas.	0	0	0	0	0	0	0	+	0	0	0
	-	Proposed designs adversely affect environmentally significant areas.											

TABLE 3-4
Evaluation Criteria and Results

Goal 2: Implementation

Provide for improvements that are implementable and comply with applicable standards.

Objective	Rating*	Criterion	Traffic Circulation		Roadway Cross Sections (Parking, Sidewalks, Bike Lanes, Curb Extensions)					Interpretive Trail	Other Issues		
			One-way Circulation on 4th and 5th Streets	Two-way Circulation on 4th and 5th Streets (existing) <i>RECOMMEND</i>	Cross Section 1 (parallel parking on one side, diagonal on the other, no bike lanes) <i>RECOMMEND (LONG-TERM)</i>	Cross Section 2 (parallel parking on both sides, bike lanes on both sides) <i>RECOMMEND (LONG-TERM)</i>	Cross Section 3 (diagonal parking on both sides, no bike lanes)	Proposed 5th Street Parking Concept	Sidewalks and Planting Buffers <i>RECOMMEND (LONG-TERM)</i>	Curb Extensions (bump outs)	Construct Off-road Trail as Shown in Bay City Vision Plan <i>RECOMMEND</i>	Gateways: Construct Gateways as Shown in Bay City Vision Plan <i>RECOMMEND</i>	Construct U.S. 101 Pedestrian Crossing (Bridge) as Shown in Bay City Vision Plan <i>RECOMMEND (LONG-TERM)</i>
5. Cost-Effectiveness	+	Proposed designs are cost-effective and fundable.											
	0	N/A	-	+	+	+	+	+	+	+	+	+	-
	-	Proposed designs are not cost-effective or fundable.											
6. Meet Applicable Plans, Standards, Criteria	+	Designs comply with applicable local, county, state and federal plans, standards and criteria.											
	0	N/A	+	+	+	+	+	-	+	+	+	+	-
	-	Designs do not comply with applicable plans, standards and/or criteria.											
7. Sufficient Detail for Funding	+	Proposed projects are developed to sufficient detail to qualify for funding of engineering and construction phases.											
	0	N/A	0	+	+	+	0	0	+	0	+	+	+
	-	Proposed projects are not developed to sufficient detail to qualify for funding of engineering and construction phases.											

*Rating: + = Positive 0 = Neutral - = Negative

Funding

A variety of local, state, and federal funding sources can be used to improve the transportation system. Most of the federal and state programs are competitive, and involve clear documentation of the project need, costs and benefits. Local funding for the projects in this transportation plan typically would come from the city, Tillamook County and/or potential future bond or other local revenues. Other local funding sources might include grants and private funds.

Table 3-5 summarizes some potential public funding sources for Bay City's pedestrian, bicycle and roadway improvements. Some of these funds are restricted to the type of improvements that qualify for assistance. Typically, state and federal funds require projects to comply with current ADA guidelines for accessibility.

TABLE 3-5
Potential Funding Sources

Source	Description	Eligible Projects	Funding Cycle
Oregon State Transportation Improvement Program (STIP)	Administered by Oregon Department of Transportation (ODOT). The STIP provides funding for capital improvements on federal, state, county and city transportation systems. <i>Projects must be regionally significant.</i>	Roadway, public transportation, bicycle, pedestrian, air, freight, bridge	4 Years
Oregon Transportation Investment Act (OTIA)	Passed by the 2001 Oregon legislature. Projects were selected with extensive input from local communities and other stakeholders. <i>Projects must be regionally significant.</i>	Pavement conditions, lane capacity, bridges	N/A
Transportation Enhancements	Must serve transportation need.	Bike/pedestrian/trail	2 years
Oregon Bike/Pedestrian Grants	Administered by ODOT's Pedestrian and Bicycle Program. Must be in public right-of-way.	Bike/pedestrian	2 Years
System Development Charges (SDCs)	Fees on new construction allocated for parks, streets and public improvements. Where available, funds can be used for right-of-way acquisition and trail construction.	Bike/pedestrian/roadway	Varies
Local/County bond measures approved by voters	Funds can be used for right-of-way acquisition, engineering, design and construction.	Bike/pedestrian/roadway	Varies
Local Improvement Districts (LIDs)	Districts typically are created by local property owners, imposing a "new tax" to fund improvements. Funds can be used for right-of-way acquisition and construction.	Bike/pedestrian/roadway	Varies
State Parks Recreational Trails Fund	Construction funds for trail projects	Off-roadway bike/pedestrian	Annual
Beach Access Fund	Construction funds for beach access improvements	Beach access	Varies

It is recommended that Bay City explore an application to the Oregon Pedestrian and Bicycle Program and the Transportation Enhancements program for sidewalk implementation. If these applications are unsuccessful, the city should consider local funding through bonds or other revenue. For the desired off-street trail, the city will need to find local funds to develop the trail, then apply for State Recreational Trails Funds for construction.

TSP Exemption

Cities in Oregon are required under the state transportation planning rule (TPR) to prepare and periodically update a transportation system plan (TSP). Because Bay City has not had the need or opportunity to conduct a full TSP and because this downtown transportation plan fulfills only some of the TPR requirements, documentation to aid in the city in requesting a TSP exemption from the state has been prepared as part of this plan and provided to the city.

APPENDIX A

Public Involvement Documentation

**Project Advisory Committee
Meeting #1**
Bay City Downtown Transportation Plan

Agenda

Wednesday, February 5, 2003, 2:30-4:30 p.m.
Bay City, City Hall (5525 B Street)

2:30 Introductions, Review Agenda

2:40 Project Overview

- Purpose
- Tasks and schedule
- Roles and responsibilities

2:50 Documents for Review – Brief Discussion

(to be distributed prior to meeting; comments requested by February 14)

- Goals and Objectives and Evaluation Criteria
- Existing Conditions and Future Opportunities Memo

3:10 Alternatives: Review and Comment on Draft Concepts

- Street design/cross-section options
- Traffic/circulation analysis and input
- US 101 pedestrian crossing
- Trails
- Other

4:20 Next Steps

- Refine and evaluate draft alternatives
- Next meeting/input from broader community

4:30 Adjourn

PAC Meeting #1: Bay City Downtown Transportation Plan

ATTENDEES: Bay City PAC members
 Jim Cole
 John Sollman
 Jim Taylor
 Gary Dennison
 Ken Downie

Others
 Linda Dvorak, Bay City
 Tim Burkhardt, CH2M HILL
 Arif Khan, Alta Planning+Design
 Lidwien Rahman, ODOT
 Bill Holmstrom, Tillamook
 County
 Aaron Suko, Tillamook County
 Dale Jordan, DLCD

FROM: Tim Burkhardt

LOCATION: Bay City, City Hall

DATE: February 5, 2003

Introductions, Review Agenda

The consultants and members of the PAC introduced themselves, as did the agency representatives. Tim Burkhardt reviewed the agenda; no changes were made.

Project Overview

Tim reviewed the project purpose, tasks and schedule and roles and responsibilities of the various entities involved, including the consultants (CH2M HILL and Alta Planning + Design), ODOT, the City and County, the PAC and the general public. The schedule for completing the project is June 30 (this is the ODOT deadline for project funding) but the goal is to complete the project before that time.

City Street Maintenance Issues

Mayor Jim Cole provided information on the city's street maintenance program and related issues. Key points are as follows:

- City street maintenance fee will begin this month-- \$5 per month for all properties with utility hook-ups. There is also a system development charge for future development.
- The funds will go into a street reserve fund which will allow the City to resurface about 8 blocks per year.
- The City has prepared a color map showing proposed classifications of city streets. It was discussed that this must be coordinated with ODOT and must use the same classifications as ODOT uses. The City can request that the classification for a given

street be changed if there is a reason. Jim will revise the map to reflect ODOT's official classifications but also to show additional information that is useful to the city.

- The City is also revising cross sections for the City streets. Tim pointed out that cross-sections also will be developed as part of the downtown plan so these efforts need to be coordinated.
- Linda passed out copies of the City's "Street Report" which details the proposal for the street maintenance charge.
- Aaron Suko pointed out that 4th Street does not have direct access to US 101 and is a local street, whereas 5th Street is a through street. It is likely that 4th and 5th Streets will be turned over from the County to the City in the future.

Documents for Review

Goals and Objectives and Evaluation Criteria

- Tim briefly reviewed the Goals and Objectives and Evaluation Criteria document. It was recommended that an additional objective should be added emphasizing the importance of supporting existing businesses (see discussion under alternatives below). *The consultant staff will prepare language for this objective.*

Goal 1, Objective 7: Ensure that the downtown transportation plan supports existing businesses in Bay City.

- No other changes to this document were proposed.

Existing Conditions and Future Opportunities Memo

- After the above discussion of functional classification, it was agreed that Table 1 of the memo should reflect ODOT classifications. As a result, 4th Street will be changed to a local street in stead of a collector. A definition of the different functional classifications also will be added to the memo.
- In response a request to identify problem areas for traffic in the downtown area, the group identified the head-in parking at the businesses on 5th Street. It is hard to see when backing out. Is diagonal parking an option?
- It was also mentioned that there is speeding on Portland Avenue coming down the hill. However, this is outside the study area for the downtown plan.

Alternatives: Review and Comment on Draft Concepts

Arif Khan distributed concept drawings, cross sections, US 101 crossing, trails, gateway treatments, and streetscape details. Key comments and discussion are as follows:

Proposed Cross-Sections for 4th, 5th, A, B, and C Streets

- The benefits and drawbacks of each cross-section were discussed. The primary differences include parking options (parallel vs. diagonal), existence of bike lanes, and width of pedestrian areas (including landscape buffer).

- There are tradeoffs with using a planting buffer—the buffer takes more space and requires maintenance but has aesthetic, traffic calming and pedestrian benefits. The PAC generally liked the buffers but wasn't sure there would be space and also had some concerns about maintenance of landscaping. *The PAC would like a list of street trees that are appropriate for a landscape buffer.* (Note: A list of appropriate street trees can be found at: http://www.friendsoftrees.org/tree_database/neighborhood.php.)
- There are logging trucks on 5th Street—need to make sure cross sections can accommodate these
- Although there is a 60-foot right-of-way on 5th, there are encroachments. Can't necessarily make the 60-foot cross section work on all streets. *Jim Cole will request that the City survey crew identify the actual widths between the key property boundaries on 5th Street.*
- There was a lot of discussion about the need to preserve as much parking as possible in front of existing business, especially on 5th. Diagonal parking would be preferred. *The consultants feel that parallel parking is safest but, using the property boundary information from the City and field measured dimensions, will determine whether diagonal parking is feasible.*
- In response to concerns about potential impacts on businesses, the group agreed to add an objective indicating the transportation plan should support existing businesses (see above).
- The group discussed the possibility of a one-way couplet for 4th and 5th Streets. The consultants will review this concept prior to the next meeting.
- There was some discussion about the need for additional off-street parking. Dale Jordan suggested maybe the city should do a parking study. The PAC said that parking supply was reviewed as part of the Vision Plan. *The consultants will estimate the number of on-street parking spots created for the various cross-section alternatives.*
- Bike Lanes: It was noted that including bikes in the cross section would also provide a safety buffer for cars pulling out of parking spots. There are more and more bikes in the city. A lot of the current cyclists are kids, though there is some traffic from passing bike tourists. Jim Cole expressed concern about the maintenance costs of painting bike lanes but in general the PAC favored seeing them on the cross sections if space allows.

US 101 and Pedestrian Crossing

- About a year ago, City successfully got US 101 speed reduced to 45 mph
- The pedestrian crossing over US 101 shown in the Vision Plan is an overpass, not at grade. It was proposed to serve potential future development at the end of Hayes Oyster Road.
- Currently there is not a lot of pedestrian demand to cross US 101 at this location. During the annual oyster festival, shuttle buses are used to get people across the highway.
- Although the crossing is important as a future concept, the PAC did not feel that additional detail was a priority at this point.

Trail Development

- A soft surface trail would be best for off-road trails shown on the Vision Plan

- For the crossing below US 101, the trail would need to float to accommodate tides. Getting back up to grade on the west side also would require a ramp and would be relatively expensive. Also, there are Indian burial grounds near Patterson Creek.
- City would want to keep motorized traffic off of the trail
- *In the transportation plan, the consultants will provide general guidance on trail design and construction*

Gateway Treatments

- These could be used to mark the entrance to Bay City on US 101 and also at Hayes Oyster Drive.
- There are a number of ideas for gateways in the Vision Plan
- The PAC is in support of adding gateways

Other Streetscape Features

- After some discussion, the PAC decided against using bulb-outs or curb extensions in the downtown area. There were concerns that there was not enough traffic to justify them and that they did not seem appropriate for Bay City. There also were some concerns about maintenance costs.

Next Steps

The consultant team will refine the alternatives based on the discussion at the meeting. The refined alternatives will be presented at a public meeting/open house at City Hall. The weeks of March 17 and 24 are not good because of spring break. A tentative date of Tuesday, March 13, from 7:00 to 9:00 p.m. was selected. *(Note: Subsequent to the meeting, Tim discovered he has a conflict on this date; he will work to identify another date ASAP.)*

Bay City Downtown Transportation Plan: Public Open House Summary (April 16, 2003)

TO: File
FROM: Tim Burkhardt
DATE: April 21, 2003

Summary

As part of the Bay City Downtown Transportation Plan, a public open house was held on Wednesday, April 16, 2003, from 7:00 – 8:30 p.m. at City Hall in Bay City, Oregon.

The purpose of the open house was to present the draft concepts for the transportation plan to the general public and to receive comments on them. The concepts, which focus on street design (including pedestrian and bicycle facilities, on-street parking, circulation, and streetscape elements) and trails in the downtown area, previously had been reviewed by the Project Advisory Committee and refined prior to the open house. The meeting was advertised by city staff using through a mailing to all residents, as well as word of mouth to businesses, elected officials and other interested parties, and by email to other interested parties.

The meeting consisted of a brief presentation by consultant staff (Tim Burkhardt from CH2M HILL and Arif Khan from Alta Planning + Design) followed by discussion and questions and answers. About 25 people attended the meeting, including the mayor, member of the PAC and the Vision Committee, and other members of the public. Agency representatives in attendance included Pat Oakes from Tillamook County Public Works and Bill Holmstrom from Tillamook County Planning and Community Development.

Key Comments

The following discussion points were noted from the meeting.

Illustration A (New Sidewalks and Planting Buffers)

- See discussion below under cross-sections

Illustration B (Trail Development)

- General support of trail concepts
- Plan will provide some construction details for trails
- Design trails to prevent use by ATVs and bikes. Other trails could be provided for bikes.

Illustration C (Gateway Concept)

- The Vision Plan provides a number of illustrations of potential gateway concepts and locations. The transportation plan supports these.

Illustration D (New Street Cross Sections)

- The group supported the basic elements of the cross sections (two travel lanes, parking, sidewalk and planting buffer), with two caveats: the sidewalk and buffer dimension could be varied depending on conditions and the cross sections for the side streets could be applied on a block-by-block basis.
- Concerns about potential parking impacts in front of businesses is discussed below.

Illustration E (Comparison of One-Way vs. Two-Way Circulation on 4th and 5th Streets) and Comparison of On-Street Parking Options

- One-way circulation and on-street parking options were discussed together. The group liked the additional parking spaces that would be allowed with the one-way couplet option (5th Street east bound and 4th Street west bound between A and D Streets) but had concerns about out-of-direction travel and its impact on the businesses and ease of movement around the city. In a vote, the vast majority of the group preferred to keep the existing two-way street grid.

Proposed 5th Street Concepts

- The audience had two key concerns: losing on-street parking in front of businesses, and safety concerns about diagonal and head-in parking (both under existing conditions and as proposed for the future).
- After discussion, the group agreed that the proposed 5th Street cross sections (showing parallel and diagonal parking but doing away with existing head-in parking) made sense in the long-term, as redevelopment occurs and new off-street parking is required for businesses and public uses.
- In the short-term, the group preferred to preserve the existing informal parking areas in front of businesses and to address each site on a case-by-case basis. Two key issues: 1) Existing businesses are not required to have off-street parking; city code would require this for any new business. 2) Safety concerns related to head-in parking. Six locations in the project area were identified that have head-in parking today that should be addressed as redevelopment occurs: i) 5th Street in front of Downie's; ii) C Street on the side of Downie's; iii) 5th Street in front of the Post Office; iv) D Street on the side of the Post Office (employee parking); v) D Street on the side of the church (people park diagonally going against traffic); and vi) 4th Street and A Street where people park head-in at the park.

APPENDIX B

**Plan and Policy Review
Technical Memorandum**

Bay City Downtown Transportation Plan: Plan and Policy Review

1. Introduction

This document summarizes selected city, county, and state plans and policies relevant to the Bay City Downtown Transportation Plan. Relevant documents were reviewed for the jurisdictions that own, regulate, or provide public services on the roadways within the city and the plan area. These jurisdictions include the city itself plus Tillamook County, the Tillamook County Transportation District (TCTC), and the State of Oregon. The following documents were reviewed:

Bay City

- Comprehensive Plan (1978, amended 1997)
- Development Ordinance (1978, amended October 2001)
- Street and Storm Drainage System Design Standards (July 1994)
- Road Development and Drainage Standards (October 2000)
- Bay City Vision Plan (2002)

Tillamook County

- Draft Tillamook County Comprehensive Plan (Spring 2002)
- Tillamook County Zoning Ordinance (December 2002)
- Tillamook County Land Division Ordinance (December 2002)
- Tillamook County Public Road Improvement Ordinance (1999)
- Urban Growth Area Agreements between County and Cities (1996)
- Tillamook County Transportation District

State of Oregon/ODOT

- State Planning Goals (1973)
- Transportation Planning Rule (OAR 660-012)
- Oregon Transportation Plan (1992)
- Oregon Highway Plan (1999)
- Draft Oregon Rail Plan (2001)
- Oregon Public Transportation Plan (1997)
- Oregon Bicycle and Pedestrian Plan (1995)
- Oregon Transportation Safety Action Plan (1995)
- Access Management Rules (OAR 734-051)
- Freight Moves the Oregon Economy (1999)
- Transportation System Planning Guidelines (2001)
- Proposed Oregon Coast Highway Corridor Master Plan (ODOT, 1995)

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- Scenic Byway Management Plan for the Nehalem, Tillamook, and Nestucca Regions of the U.S. 101 Corridor in Oregon (ODOT, 1997)
 - Pacific Coast Scenic Byway Corridor Management Plan for U.S. 101 in Oregon (ODOT, 1997)

United States

- Transportation Equity Act for the 21st Century (TEA-21) and Implementing Regulations (23 CFR 450 and 49 CFR 613)

2. Bay City

2.1 Bay City Comprehensive Plan

(Enacted 1978, amendments through 1997)

Summary and Relevance to Proposed Plan

- Theme of plan is to protect the quiet residential nature of Bay City. New development will be limited and allowed only if protective of natural environment. Plan goals include:
 - High quality of life
 - Encourage compact, attractive city
 - Maintain quiet residential nature
 - Support attraction of compatible industry
 - Protect natural resources
 - Provide recreation opportunities
 - Encourage compatible development
 - Provide variety of housing opportunities
 - Citizen involvement
 - Other policies (including streets)
- Provides information on general goals for the City and some specifics related to land use and transportation. Appears to pre-date specific goal of downtown revitalization. Relatively little of specific relevance to downtown transportation plan.

Relevant Policies and Recommendations

- Land use: Land use designations and zoning are the same. Five categories: high, moderate and low intensity plus shoreland and estuary. (p. 22)
- Streets: General policies regarding maintenance, access, general design considerations (e.g., conform to natural contours). Includes maps of street condition and functional classification (p. 19). No other transportation section or policies in Comprehensive Plan.
- Bicycles: Oregon Coast Bicycle Route passes through Bay City on US 101. Development should be compatible with US 101's use by bicyclists.

Data Gaps and Policy Issues

- No transportation goal in Comprehensive Plan, just general street policies.

-
- Planning process should consider development of transportation policies and/or standards specific to the downtown core

2.2 Bay City Development Ordinance

(1978; amended October 2001)

Article 1. Introductory Provisions and Intensity Zones

Lands in Bay City are classified according to the following land use and intensity zones:

- High Intensity (HI)
- Moderate Intensity (MI)
- Low Intensity (LI)
- Hazards Overlay Zone (HZ)
- Shorelands Zones (S1, S2)

Article 2. Conditional Uses

- Section 2.230 (Land Transportation Facilities): Describes requirements for proposed new highway or railroad transportation facilities.

Article 3. Supplementary Provisions

- Section 3.5 (Parking Standards): Lists off-street parking requirements (ratios) for various land uses.
- Section 3.6 (Design Requirements for Off-street Parking): Includes provisions and standards, including dimensions, for the construction of off-street parking and off-street loading areas.
- Section 3.704 (Clear Vision Areas): Requires a clear vision area to be maintained on the corners of all property at the intersection of two streets, or a street and railroad.
- Section 3.9 (Street Lights or Security Lights): Street lights shall be at the minimum necessary wattage to illuminate a specific area, such as an intersection, and shall be at least 200 feet apart.

Article 5. Development Ordinance

- Section 5.105-f (Improvements): Requires that improvements, including streets, sidewalks or bike paths (where required), etc., be installed at the expense of the person subdividing, partitioning or constructing a planned development.
- Section 5.105-g (Design Standards): Standards and specifications for City streets are specified in this Ordinance or in the City's "Standards and Specifications" (see Bay City street and Storm Drainage System Design Standards, below)

2.3 Bay City Street and Storm Drainage System Design Standards

(July 1994)

These are detailed standards that include plans and specifications and minimum design considerations. In addition, technical specifications are included for the following features:

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- 201 Clearing, Grubbing and Rough Grading
 - 202 Earthwork
 - 203 Street Barricade
 - 204 Aggregate Bases
 - 205 Asphalt Concrete Pavement
 - 206 Cast-in-place Concrete
 - 207 Concrete Curbs and Gutters
 - 208 Concrete Driveways, Ramps and Walks
 - 209 Work on New and Existing Utility Structures
 - 210 Storm Drainage Pipes and Fittings
 - 211 Catch Basins and Curb Inlets
 - 212 Manholes and Cleanouts

Illustrations are provided for typical rural street section, urban street section, crown and offset crown typical sections, typical curb and gutter, wheelchair ramp and bicycle ramp, standard driveways (commercial, residential, rural).

2.4 Road Development and Drainage Standards (Ordinance No. 587)

(October 2000)

Describes requirements for the construction or improvement of roads as part of new development.

2.5 Bay City Vision Plan

(Bay City, 2002)

Summary and Relevance to Proposed Plan

- Summarizes efforts to date to develop a vision statement and plan for the City, initiated in March 2000. Process has included workshops, presentations by experts and public meetings.
- Articulates a vision of a healthy downtown core commercial area with Main Street transportation features (wide sidewalks, street furniture, etc.).

Relevant Policies and Recommendations

- Architectural and Urban Design Theme (August 2002)

Overview (p. 21)

- Create pedestrian linkages within and around downtown
- Consolidate tourist-oriented development by the highway
- Bring Bay City back to the Bay through a highway crosswalk and respectful development on the jetty
- Suggest façade designs that can build a more cohesive and pedestrian-friendly downtown
- Building a town square that can host public events, be a focus of future development, and provide a place for community life

Pathways (p. 21)

- Trail system linking waterfront to city and park
- Crossing of US 101 in two places (crosswalks, curb extensions, pavement treatments and other markers)
- Trail through the urban core enhanced with street lighting, curb extensions, street trees, street furniture, signs, and pedestrian-friendly intersection treatments

Automobile Access (p. 22)

- Cars pass through gateway as they enter town
- Gateway includes circle medians, crosswalks for pedestrians and bicyclists, and welcome signs
- Parking system supports development of downtown core by providing ample parking along the streets and around the public plaza and associated amenities.

Crossroads and Signage (p. 22)

- Key intersections are specially treated throughout downtown
- Intersections will be gently raised, thus slowing cars and creating a safe linkage for pedestrians
- Each intersection has curb extensions and aesthetic treatments as pedestrian friendly design elements.

Totems (p. 22)

- A system of signs throughout town guide people through the trail system direct them to key features
- Vision Statement (draft, January 15, 2002)
 - Bay City, in the year 2020 will be a quiet, bucolic, coastal community, reflecting its roots in the late 19th Century but modernized for the 21st.
 - Core area will be a greenway lined with shops. Core area will have curbs, sidewalks, walkways, period streetlights, plantings and facilities to encourage people to walk about and intermingle.
 - City will limit parking of trucks, recreational vehicles, and boats in the core area.
 - There will be a system of biking, hiking and jogging trails throughout the community.
 - Streets and roads will be paved and maintained to a city standard appropriate to the purpose served.
- Architectural/Design Review Section (March 19, 2001)
 - A core development plan and more stringent architectural and design standards would assure that visitors and residents are greeted by an inviting, informal but coordinated rural coastal character unique to the Bay City community.
 - Identify areas to be included in the core (downtown) zone, which will be mixed residential moderate intensity and commercial.
 - Develop the Master Plan to qualify for Main Street and other grant funds.

- Ordinance Review Section (April 17, 2001)
 - Ordinance 317 (Traffic) needs revision regarding parking on city streets and speed limits through town.
- Public Safety Section (July 16, 2001)
 - Problems with speeding and reckless driving.
- Other Issues Identified in Vision Plan Documents
 - Define commercial district- street furniture, connection, street lights, wide sidewalks, activities and anchors.
 - Create gathering place/public square.
 - How do we get across US 101? What are state's plans for US 101?

Data Gaps and Policy Issues

- Vision plan documents identify future sections addressing street standards, infrastructure (CIP), and a transportation plan (all modes). What is the status of these sections?

3. Tillamook County

3.1 Draft Tillamook County Comprehensive Plan

(Spring 2002 draft) Summary and Relevance to Proposed Plan

Standard comprehensive plan organized according to the statewide planning goals. Relevant information from Goal 12 (Transportation) is summarized below.

Relevant Policies and Recommendations

- Transportation (Goal 12):
 - Provide additional through traffic lanes and left turn "refuge" lanes in areas with existing strip development (p. 5)
 - Encourage public transportation use (p. 5)
 - Arterial road networks should be given preferential treatment over collector and local roads (p. 6)
 - Establish road improvement standards (p. 9)
 - Identifies functional classification and intended purpose of numerous roads in county (p. 9-14)
 - Existing driveways along arterial roads should be minimized and consolidated (p. 15)
 - Designated spacing distances for access cross streets, driveways, and intersections (p. 15)
 - Disapprove establishment of State Coast Highway bike route until improvements made to increase safety, develop County-wide Bikeway Plan (p. 17)
 - Road improvements will include provisions for pedestrian safety near school, parks and playgrounds (p. 18)
 - Roadway and Traffic Safety Management Plan (1981) identifies improvement projects for County (p. 19)

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- Encourage maintenance and expansion of existing intercity bus service (p. 26)
 - Adopt County airport overlay zones and zoning compatible with air service (p. 27)
 - County support of navigation and jetty improvements in Tillamook Bay and Nehalem Bay (p. 28)
 - County support of rail transportation to Wheeler, Rockaway, Garibaldi, Bay City and Tillamook (p. 28)

Data Gaps and Policy Issues

- Tillamook County is currently updating their Transportation System Plan (TSP). This update likely will result in changes to the transportation section of the Comprehensive Plan.
- Verify that roadway functional classifications from the County plan are incorporated into city plan with the same identity, future use, and priority for improvement.
- Are access spacing distances in plan in agreement with ODOT specifications and recommendations?

3.2 Tillamook County Zoning Ordinance

(December 2002)

The Tillamook County Zoning Ordinance contains the following sections: Article I, Introductory Provisions; Article II, Provisions for Zones; Article III, Zone Regulations; Article IV, Supplementary Regulations; Article V, Property Use Requirements and Exceptions; Article VI, Conditional use Procedures and Criteria; Article VII, Nonconforming Uses; Article VIII, Variance Procedure and Criteria; Article IX, Amendment; Article X, Administrative Provisions; Article XI, Compliance and Penalties; Article XII, Miscellaneous Provisions; Article 16, 17 & 18, Nehalem Ordinances.

Article 1. Introductory Provisions

Definitions are provided for the following transportation-related terms: Access; Alley; Development, Parking Space, Road, Road, County, Road, Public, Roadway, Street, Street line.

Article 3. Zone Regulations

Lands in the County are classified into a large number of use or intensity zones, including some specific zones for the unincorporated area of Pacific City/Woods. Article III describes regulations and permitted uses for each zone.

Article 4. Supplementary Regulations

Transportation related uses or standards are addressed as follows in this section of the code.

- Section 4.030, Off-Street Parking and Off-Street Loading Requirements describes the off-street parking requirements for development within Tillamook County.
- Sections 4.040-065 address the standards and procedures for review of manufactured and mobile homes and home parks.
- Section 4.080, Requirements for Protection of Water Quality and Streambank Stabilization. This section establishes areas for riparian vegetation. Transportation-

related standards in this section include the requirement that all development shall be located outside of the areas, but allows for development of bridge crossings or direct water access in conjunction with a water dependent use. In addition, vegetation may be removed for construction of a "minor highway" within an existing right-of-way.

Article 5. Property Use Requirements and Exceptions

Sub section 5.060, Access includes the following standard: "Every lot and parcel shall abut a street other than an alley, an approved private way or an approved private access easement for at least 25 feet." No other transportation related policies are included in this Article.

Article 6. Conditional Use Procedures and Criteria

Article 6 addresses Conditional Use Procedures and Criteria. Transportation facilities are addressed as follows:

- Section 6.040, Review Criteria includes adequacy of public facilities and services as a criteria when reviewing conditional use permits.
- Section 6.060, Conditions of Approval, includes controlling the location and number of access points as a potential condition of approval.

Article 7. Non Conforming Uses and Structures

Article 7 addresses the standards and review procedures for non conforming uses. Transportation related facilities are addressed during a Minor Review land use application. Specifically, Section 7.020.10 identifies an application criteria as "A request for the number and types of vehicle trips to the site."

Article 8. Variance Procedures and Criteria

Article 8 includes the standards and review process for variances to Tillamook County's code. Transportation facilities are not addressed as part of the review process or criteria.

Article 9. Amendments

Article 9 describes the process and criteria for map amendments to Tillamook County's zoning map. Review of traffic circulation and the availability of public facilities and services are included as criteria for the land use review.

3.3 Tillamook County Land Division Ordinance

(December 2002)

The Tillamook County Land Division Ordinance establishes standards for the division of land and the development of public facilities improvements outside of Urban Growth Boundaries of cities within Tillamook County. Sections of the ordinance relevant to transportation are summarized as follows.

Section 2. Definitions

The following transportation-related definitions are used within the ordinance: access; alley; pedestrian way; private street or road; right-of-way; road; road, County; road, public; roadway; street; street functional classification; arterial; collector; local street; turnaround.

Section 40. Improvement Procedures

This section identifies the process for approving improvements in conjunction with the Public Works Department.

Section 41. Improvement Requirements

- Section 41 (1) (c) and (d) specify that the developer is responsible for street construction, that improvements shall be made to the specifications of the Public Works Department and that all parcels or lots shall obtain access by abutting a street other than an alley for a minimum of 25 feet at a point which can be developed for safe access.
- Section 41 (3) states that, when required by the density or the character of the development, developments may be required to install "pedestrian ways" which are defined as a sidewalk not less than five feet wide.

Section 42. Improvement Standards

- Section 42 (A) Streets, reviews the general standards for development of streets; Section (2) Roadway Width and Alignment Standards, reviews the standards for ADT (Average Daily Traffic); that roadways other than Minimum Local Streets and Minor Local Streets shall be paved. Roadway standards generally follow AASHTO guidelines. Section (3) Minimum Right-of-Way widths are based on the functional classification of the roadways as follows:

Arterials and Collectors---Width of 60 feet

Major Local--- Width of 60 feet

Minor Local---Width of 50 feet

Minimum Local---Width of 25 feet

- Section 42 also contains the standard that any right-of-way width less than 50 feet wide shall be a private street and be dedicated as an easement. Section (4) Dead End Streets, allows dead end streets if the following conditions are met: the street is a Minor Local Street or a Minimum Local Street and the street is not more than 2,000 feet in length and the street serves no more than 18 dwellings. Section (5) through (11) discuss standards for future extension of streets, intersections, improvements to existing streets, street names, frontage streets, alleys and features prohibited in public streets.
- Section 42 B, Blocks, contains a block size standard of no greater than 1,000 feet in length between street corner lines unless it is adjacent to an arterial street or unless topography or the location of other streets require other connections. The recommended minimum length of blocks along an arterial is 2,000 feet.

Section 43. Improvement Specifications

This section specifies that the County Public Works Department shall prepare specifications to supplement the standards in this ordinance. (See Tillamook County Public Road Improvement Ordinance.)

3.4 Tillamook County Public Road Improvement Ordinance

(1999)

The purpose of the Tillamook County Public Road Improvement Ordinance is to provide standards for road development located outside of established Urban Growth Boundaries but within Tillamook County. The Ordinance identifies the following documents as reference documents:

- County Road Acceptance Ordinance
- Regulations for Utilities in Tillamook County Public Road Rights-of-Way
- Road Approach Ordinance

Relevant sections of the ordinance are summarized as follows:

Section 2. Definitions

This section includes definitions related to transportation facilities and improvements as the following: Average Daily Traffic (ADT); Private Road or Street; Public Road; Right-of-Way; Road (including street, highway, lane, alley, place, way, avenue or similar designation); road approach; roadway; sidewalk.

Section 11. Standards

This section specifies standards for development of roadways identified in the Road Improvement Standard Roadway Section, including the standards for Average Daily Traffic per roadway type, Minimum Roadway Section, Materials Specifications, Signage, Drainage, Road Approach standards, Future Land Divisions, Utilities, Acceptance as a County Maintained Road, City limits and Urban Growth Boundaries and Additional Standards.

Section 12. Variance

Describes criteria for a variance from the roadway standards.

Exhibits A and B. Roadway Section

Exhibits A and B of this Ordinance are illustrations of a "Standard Roadway Section" and a "Minimum Roadway Section," respectively. The Standard Roadway Section would be constructed to the standards of the AASHTO (American Association of State Highways and Transportation Officials) Manual.

3.5 Tillamook County Urban Growth Management Agreements

(Adopted December 1996)

Summary and Relevance to Proposed Plan

Tillamook County has adopted Urban Growth Management Agreements with each of the seven incorporated cities in the County. The purpose of the agreements are to provide for coordination of services in the City-County "mutual interest area," defined as the unincorporated lands within the each city's urban growth boundary. These are "urbanizable" lands located in unincorporated Tillamook County. By definition, these lands are: 1) determined to be necessarily and suitable for future urban area; 2) can be served by public facilities and services; and 3) are needed for the expansion of the urban area.

Relevant Policies and Recommendations

- Section 4(A): County Actions. The County shall coordinate with and seek comments from the City regarding the following items, for which the County has ultimate decision making authority and which affect land use within the Mutual Interest Area:
 - Major improvement projects sponsored by the County for transportation, drainage or solid waste improvements.
 - County road vacations
- Section 4(B): City Actions. The City shall coordinate with and seek comments from the County regarding the following items, for which the City has ultimate decision making authority, and which affect land use within the Mutual Interest Area.
 - Major improvement projects sponsored by the City for transportation, drainage or solid waste improvements.
 - Proposal for the extension of any City service, utility or facility or their respective service areas.
- Section 6: City Annexations.
 - B. Upon annexation the County shall retain jurisdiction of the County road unless jurisdiction is transferred under a separate road transfer agreement between the City and County.
- Section 10: Issues to Be Evaluated.
 - The County and the City agree to evaluate the following issues by June 1996: A. The respective City and County road, street and storm drainage standards to determine the feasibility of adopting either: 1) A common policy about which standards (City or County) will be used under different circumstances; or 2) A common set of road, street and storm drainage standards to be used within the Mutual Interest Area.

Data Gaps and Policy Issues

- Determine whether there are updated agreements for the other six cities and to what extent the road standards issue was further evaluated as called for in the ordinance.

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- Clarify how these agreements do or don't affect connectivity standards

3.6 Tillamook County Transportation District (TCTD)

TCTD provides bus service to the incorporated cities in Tillamook County. Bus route, schedule and facilities information will be reviewed as part of the development of the transportation plan. However, TCTD does not currently have a master plan or similar document available for review.

4. State of Oregon/ODOT

State plans relating to transportation planning are summarized below, along with notes on their relevance to the downtown plans for Bay City, Manzanita, Nehalem, and Rockaway Beach. The relevance of the state plans to the local plans relates primarily to the presence of state owned facilities (such as US 101) in each of the cities.

4.1 State Planning Goals (1973)

Summary

Since 1973, Oregon has maintained a strong statewide program for land use planning. The foundation of that program is a set of 19 statewide planning goals. The goals address citizen involvement, land use planning, agriculture, natural resources and open space, economic development, public facilities and services, transportation, energy conservation, and urbanization. The statewide goals are achieved through local comprehensive planning, of which transportation system plans must be made a part.

Relevance

The Transportation Planning Rule and the transportation system plans identified therein are results of implementation of the transportation goal (Goal 12), which reads: "Provide and encourage a safe, convenient and economic transportation system."

4.2 Transportation Planning Rule (OAR 660-012, adopted 1991)

Summary

OAR 660 Division 12, the Transportation Planning Rule (TPR), implements Oregon's Statewide Planning Goal 12 (Transportation) and promotes the development of safe, convenient, and economic transportation systems that reduce reliance on the automobile. The TPR requires the preparation of regional transportation systems plans by metropolitan planning organizations (MPOs) or counties and local TSPs by counties and cities. TSP requirements vary by type (regional vs. local) and community size. Through TSPs, the TPR provides a means for regional and local jurisdictions to identify long-range (20-year) strategies for the development of local transportation facilities and services for all modes, to integrate transportation and land use, to provide a basis for land use and transportation decision-making, and to identify projects for the State Transportation Improvement Program. TSPs

need to be consistent with the State Transportation Plan and its modal and multimodal elements.

Relevance

The downtown transportation plans will be generally consistent with the TPR. These plans are being prepared in lieu of full transportation system plans (TSPs), focusing instead on the most critical issues for each city. Because of their small size, each of the cities is eligible for an exemption from preparing a TSP. TSP exemptions will be prepared as part of each plan.

4.3 Oregon Transportation Plan (1992)

Summary

The Oregon Transportation Plan (OTP) is a policy document developed by ODOT in response to federal and state mandates for systematic planning for the future of Oregon's transportation system. It recognizes the need to integrate all modes of transportation and encourages the use of the mode that is the most appropriate for each type of travel. The Plan defines goals, policies and actions for the state for the next 40 years. The Plan's System Element identifies a coordinated multimodal transportation system, to be developed over the next 20 years, which is intended to implement the goals and policies of the Plan. The goals and policies of the OTP cover a broad range of issues. The goals and policies are as follows:

- Goal 1: Characteristics of the System
 - Policy 1A – Balance
 - Policy 1B – Efficiency
 - Policy 1C – Accessibility
 - Policy 1D – Environmental Responsibility
 - Policy 1E – Connectivity among Places
 - Policy 1F – Connectivity among Modes and Carriers
 - Policy 1G – Safety
 - Policy 1H – Financial Stability
- Goal 2: Livability
 - Policy 2A – Land Use
 - Policy 2B – Urban Accessibility
 - Policy 2C – Relationship of Interurban and Urban Mobility
 - Policy 2D – Facilities for Pedestrians and Bicyclists
 - Policy 2E – Minimum Levels of Service
 - Policy 2F – Rural Mobility
 - Policy 2G – Regional Differences
 - Policy 2H – Aesthetic Values
- Goal 3: Economic Development
 - Policy 3A – Balanced and Efficient Freight System
 - Policy 3B – Linkages to Markets
 - Policy 3C – Expanding System Capacity
 - Policy 3D – Intermodal Hubs

-
- Policy 3E – Tourism
 - Goal 4: Implementation
 - Policy 4A – Adequate Funding
 - Policy 4B – Efficient and Effective Improvements
 - Policy 4C – Cost and Benefit Relationships
 - Policy 4D – Flexibility
 - Policy 4E – Achievement of State Goals
 - Policy 4F – Equity
 - Policy 4G – Management Practices
 - Policy 4H – Research and Technology Transfer
 - Policy 4I – State Responsibilities
 - Policy 4J – MPO and Other Regional Responsibilities
 - Policy 4K – Local Government Responsibilities
 - Policy 4L – Federal and Indian Tribal Governmental Relationships
 - Policy 4M – Private/Public Partnership
 - Policy 4N – Public Participation
 - Policy 4O – Public Information and Education

Relevance

The primary relevance of the OTP to local plans is consistency. This is stated in Policy 4K – Local Government Responsibilities as follows:

- Local governments shall define a transportation system of local significance adequate to meet identified needs for the movement of people and goods to local destinations within their jurisdictions; and
- Local government transportation plans shall be consistent with regional transportation plans and adopted elements of the state transportation system plan.

4.4 Oregon Highway Plan (1999)

Summary

The 1999 Oregon Highway Plan (OHP) is the highway modal element of the Oregon Transportation Plan. The OHP defines the policies and investment strategies for Oregon's state highway system over the next 20 years. Regional and local transportation system plans (TSPs) must be consistent with the State Transportation System Plan, which includes the OHP. Goal 1 addresses System Definition, Goal 2 System Management, Goal 3 Access Management, and Goal 4 Travel Alternatives. OHP policies under each of these Goals, potentially applicable to the downtown transportation plans, are as follows:

- **Policy 1A: State Highway Classification System.** The state highway classification system includes six classifications: Interstate, Statewide, Regional, District, Local Interest Roads, and Expressways. US 101 is designated a Statewide NHS highway.
- **Policy 1B: Land Use and Transportation.** This policy recognizes the role of both state and local governments regarding the state highway system and calls for a coordinated approach to land use and transportation planning. The policy identifies the designation

of highway segments as Special Transportation Areas (STAs), Commercial Centers, and Urban Business Areas (UBAs). Within STAs and UBAs, highways may be managed to provide a greater level of access to businesses and residences than might otherwise be allowed. Commercial Centers encourage clustered development with limited access to a state highway.

- **Policy 1C: State Highway Freight System.** This policy calls for balancing the need to move freight with other highway users by minimizing congestion on major truck routes. US 101 is not a designated State freight route.
- **Policy 1D: Scenic Byways.** This policy promotes the preservation and enhancement of scenic byways by considering aesthetic and design elements along with safety and performance considerations on designated byways. US 101 is a National Scenic Byway.
- **Policy 1F: Highway Mobility Standards Access Management Policy.** This policy provides specific mobility standards for the state highway sections, signalized intersections, and interchanges. Alternative standards are provided for certain locations and under certain conditions. Inside Urban Growth Boundaries, maximum Volume to Capacity (V/C) Ratios for US 101, a Statewide non-freight route, are 0.90 within a designated STA, 0.80 where the speed limit is under 45 mph, and 0.75 where the speed limit is over 45 mph.
- **Policy 1G: Major Improvements.** This policy identifies the state's priorities for responding to highway needs: protect the existing system and improve efficiency and capacity of existing system before adding capacity to the existing system.
- **Policy 2B: Off-System Improvements.** This policy recognizes that the state may provide financial assistance to local jurisdictions to make improvements to local transportation systems if the improvements would provide a cost-effective means of improving the operations of the state highway system.
- **Policy 2F: Traffic Safety.** This policy emphasizes the state's efforts to improve safety of all users of the state highway system. Action 2F.4 addresses the development and implementation of the Safety Management System to target resources to sites with the most significant safety issues.
- **Policy 2G: Rail and Highway Compatibility.** This policy emphasizes increasing safety and efficiency through reduction and prevention of conflicts between railroad and highway users. Action items call for eliminating or reducing at grade rail crossings.
- **Policy 3A: Classification and Spacing Standards.** This policy addresses the location, spacing and type of road and street intersections and approach roads on state highways. It includes standards for each highway classification, including specific standards for Special Transportation Areas (STAs) and Urban Business Areas (UBAs).
- **Policy 3B: Medians.** This policy establishes the state's criteria for the placement of medians.
- **Policy 4A: Efficiency of Freight Movement.** This policy emphasizes the need to maintain and improve the efficiency of freight movement on the state highway system.

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- **Investment Policy:** This policy identifies ODOT's priority to invest in managing and preserving the existing highway system and maintaining its safety.

A separate document, the Oregon Highway Plan Implementation Handbook, contains information interpreting the application of policies and actions in the OHP, particularly relating to land use and transportation policy. It includes tables and figures illustrating the OHP access management policies and the Access Management Rule (OAR 734-051). The Handbook does not provide any policy direction not contained in other plans, policies, or rules.

Relevance

Any proposed changes to US 101 must be consistent with the OHP. As noted above, the OHP describes requirements and process for establishing STAs and other special highway designations on state facilities, and sets forth standards for the performance, design, and access management of State Highways.

4.5 Draft Oregon Rail Plan (2001)

Summary

The 2001 Draft Oregon Rail Plan identifies federal and state policies applicable to passenger and freight rail planning. However, the plan does not identify any additional policies specific to the plan. The freight element describes existing conditions in the different regions of the state and improvements that are needed. It also identifies issues that should be considered in rail planning during local land use and transportation planning, such as preparation of Comprehensive Plan policies to support a Transportation System Plan.

The passenger element identifies the need or feasibility of certain passenger and commuter rail improvements. The plan identifies the following funding needs for the Port of Tillamook Bay rail line: tunnel repair, bridge repair, rail renewal, locomotive acquisition, debt refinance, maintenance equipment acquisition. The plan also suggests criteria for determining if an area could support a commuter rail line.

Relevance

Where rail lines are possibly affected, the downtown plans should reflect the importance of maintaining the freight and passenger rail system.

4.6 Oregon Public Transportation Plan (1997)

Summary

The Oregon Public Transportation Plan (OPTP) forms the transit modal plan of the Oregon Transportation Plan. The vision guiding the plan is as follows:

- A comprehensive, interconnected and dependable public transportation system, with stable funding, that provides access and mobility in and between communities of Oregon in a convenient, reliable and safe manner that encourages people to ride
- A public transportation system that provides appropriate service in each area of the state, including service in urban areas that is an attractive alternative to the single-

occupant vehicle, and high-quality, dependable service in suburban, rural, and frontier (remote) areas

- A system that enables those who do not drive to meet their daily needs
- A public transportation system that plays a critical role in improving the livability and economic prosperity for Oregonians.

The plan contains goals, policies, and strategies relating to the whole of the state's public transportation system. The plan is intended to provide guidance for ODOT and public transportation agencies regarding the development of public transportation systems. The OPTP also identifies minimum levels of service, by size of jurisdiction, for fulfilling its goals and policies.

Relevance

Transit service in Tillamook County is provided by the Tillamook County Transportation District; the level of service of this system will be addressed at the County level (e.g., in the County Transportation System Plan). Public transportation facilities (i.e., bus stops) will be reviewed for each of the downtown plans.

4.7 Oregon Bicycle and Pedestrian Plan (1995)

Summary

The Oregon Bicycle and Pedestrian Plan provides guidance to regional and local jurisdictions for the development of safe, connected bicycle and pedestrian systems. The plan is a modal element of the Oregon Transportation Plan. The plan includes two major sections: policies and implementation strategies; and design, maintenance and safety information. The plan also outlines the elements of the bicycle and pedestrian plan required for transportation system plans. The goal of the plan is "To provide safe, accessible and convenient bicycling and walking facilities and to support and encourage increased levels of bicycling and walking."

Relevance

This Bicycle and Pedestrian Plan applies to state-owned facilities in Tillamook County, such as US 101, which is a designated State Bike Route. Any changes to the state bike route must be consistent with ODOT policies.

4.8 Oregon Transportation Safety Action Plan (1995)

Summary

The Oregon Transportation Safety Action Plan forms the safety element of the Oregon Transportation Plan (OTP). The intent of the plan is to improve safety on Oregon's highways for all users. The plan was prepared in response to the safety policy (Policy 1G) in the OTP: "It is the policy of the State of Oregon to improve continually the safety of all facets of statewide transportation for system users including operators, passengers, pedestrian, recipients of goods and services, and property owners."

The plan contains 70 actions that form a 20-year safety agenda. Many of the actions are programmatic in nature and may not be reasonably addressed through local transportation plans.

Relevance

The following actions potentially could be relevant to the downtown transportation plans:

- Action 19 – Safety Considerations in Transportation Planning Documents
- Action 20 – Access Management
- Action 64 – Rail Crossing Safety
- Action 66 – Pedestrian Safety

4.9 Access Management Rules (OAR 734-051)

Summary

The stated purpose of these rules is to govern the issuance of permits for approaches onto state highways. The rules promote the protection of emerging developed areas rather than the retrofit of existing built-up roadways. The rules also provide access management spacing standards for approaches for various types of state roadways and for interchanges. OAR 734-051-0190 specifies that these standards are to be used in planning processes involving state highways, including corridor studies, refinement plans, state and local TSPs, and local comprehensive plans. The access management rules also include provisions for UBAs, and STAs, as discussed in the OHP. The access management rules describe the development of access facility management plans and interchange area management plans.

Relevance

Because these rules apply to all roadways under state jurisdiction, they are of critical importance for the downtown plans, all of which include US 101 in their study areas. Any changes to access onto US 101 (including consideration of STAs) must be consistent with the Access Management Rules. These plans should include measures to implement the Access Management Rule.

4.10 Freight Moves the Oregon Economy (1999)

Summary

This plan's stated purpose is to demonstrate the importance of freight to the Oregon economy and identify concerns and needs regarding the maintenance and enhancement of current and future mobility in the state of Oregon. The plan discusses the relationship among freight, the economy, and transportation planning, as well as road, rail, waterway, and pipeline facilities, and intermodal facilities. It does not identify specific freight policies to be addressed by transportation system plans or facility plans.

Relevance

The primary north-south through freight route in Oregon is I-5. US 101 serves regional and local freight needs. This plan suggests the importance of maintaining efficient through traffic movement on US 101.

4.11 Proposed Oregon Coast Highway Corridor Master Plan

(ODOT, January 1995)

Summary and Relevance to Proposed Plan

- A vision to develop an aesthetic corridor with utilitarian purposes. A route to be admired by tourists and recreational users, while remaining the principle route for commercial and industrial traffic along the coast.
- Goals of the plan include:
 - Develop a plan that integrates interests of ODOT, communities, and other jurisdictions
 - Manage future transportation needs and useful life of the highway
 - Incorporate inherent scenic resources of the area with the highway
 - Support individual character of communities adjacent to the highway
 - Support sustainable economic diversity and responsibility

Relevant Policies and Recommendations

- The following are corridor-wide recommendations:
 - Intercity Services: commercial bus service provided to all cities with a population over 2,500, or a group of communities located within five miles of one another and a combined population greater than 2,500, with at least one daily stop in each direction (p. II 1-2)
 - Intermodal Services: direct connections between inter-city buses and air service; provide natural gas every 100-150 miles to support alternative fuel use (p. II 2-3)
 - Road Capacity: manage capacity through access management and lane construction; provide additional capacity in urban areas of population growth; in designated Special Highway Landscape areas construct only if project has a positive impact on scenic resources; operate at level of service B or better in off-peak periods (p. II 4)
 - Access Management: motorists should be made aware of the most efficient route between the coast and inland destinations; better informing of travel distances and speeds to motorists (p. II 7-8)
 - Resources: Resources: development of a vegetation management plan; include vegetation to enhance community streetscapes; develop “gateways” to each city (p. II 8-9)
 - Bicycle and Pedestrian Facilities: future projects should have a bike lane in each direction; integrate bicycle facilities with community systems; improve pedestrian access (p. II 10-11)
 - Other Improvement Activities: bypasses/alternative routes; parking plans; interpretive centers; scenic overlooks/loops; exploring transit, rail, and air services (p. II 15-23)
- The following are recommendations for Tillamook County:
 - Manzanita to Wheeler: improve safety of Manzanita junction; improve local parallel street system; improve transit system; develop access management plan; develop a plan to incorporate parking, pedestrian, landscape, and signage needs (p. II 39-40)
 - South Wheeler, Rockaway, and Garibaldi: develop access management plan; identify scenic areas; improve Brighton slide area stability; develop a plan to incorporate parking, pedestrian, landscape, bicycle, and signage needs; use frontage road in

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- Rockaway as additional travel lanes; improve transit system; in Garibaldi investigate Miami River Road as a possible bypass and access management (p. II 41-42)
 - South Garibaldi, Bay City, and north Tillamook: identify passing lane locations; investigate access management, turn lanes, and local street system improvements in Bay City; improve transit system; incorporate pedestrian and bicycle use (p. II 43)
 - Tillamook: investigate access management; incorporate pedestrian and bicycle use; create Coast Highway interpretive center; develop byway to the east; develop frontage road system; develop a plan to incorporate parking, pedestrian, landscape, bicycle, and signage needs; improve junction of US 101 and Highway 6 (p. II 44-45)
 - The following are implementation strategies for the plan:
 - Bicycle and pedestrian improvements will be included with all capacity improvements (p. III 2)
 - ODOT will prepare a Visual Resource Plan, identifying potential scenic features and signing programs (p. III 2)
 - Improvements will enhance the environment adjacent to the highway (p. III 3)

Data Gaps and Policy Issues

- For each city, identify priorities among the following common themes:
 - Parking, pedestrian, bicycle, landscaping, and signage needs
 - Investigation of access management
 - Improved transit system

4.12 Pacific Coast Scenic Byway Corridor Management Plan for US 101 in Oregon

(ODOT, December 1997)

Summary and Relevance to Proposed Plan

- Benefits of the plan include:
 - Improved coordination between agencies working to improve visitor experience and quality of life
 - Identification and prioritization of improvement projects
 - Utility as a resource for information
 - Serve as an application for designation as a National Scenic Byway
- Mission to develop a community-based plan that will maintain or enhance characteristics that are essential to the Pacific Coast Scenic Byway experience
- This document is the guidance manual for separate regional management plan documents

Relevant Policies and Recommendations

- Nehalem Region (p. 47-52):
 - Nine *defining features* that are valued most while travelling the corridor
 - Eleven *contributing features* that significantly add to the regional experience
 - Six *recognized features* that enhance the overall regional experience
- Tillamook Region (p. 53-58):
 - Seven *defining features*

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- Twelve *contributing features*
 - Sixteen *recognized features*
 - The features described for each region are described in greater detail in the regional management plan discussed below.

Data Gaps and Policy Issues

- None identified

4.13 Scenic Byway Management Plan for the Nehalem, Tillamook, and Nestucca Regions of the U.S. 101 Corridor in Oregon

(ODOT, December 1997)

Summary and Relevance to Proposed Plan

- Presents detailed descriptions of the features outlined in the *Pacific Coast Scenic Byway Corridor Management Plan for U.S. 101 in Oregon*
- Management strategies and suggested projects are described
- Identification of priority projects

Relevant Policies and Recommendations

The following recommendations are associated with the *defining features* within the city limits for the cities addressed by these projects. Many of the features identified in the scenic byway plan are state or county parks; it is assumed that recommendations in the plan for these facilities are generally outside the city's jurisdictions.

- Nehalem Region
 - City of Nehalem (p. 32-33):
 - Provide signage and tourist documents
 - Inventory, document, and develop interpretive panels for historic sites
 - View at Nehalem River Bridge (p. 34-35):
 - Provide signage and turnouts
 - City of Rockaway Beach (p. 41-44):
 - Selectively remove vegetation to improve view and implement streetscape plan
 - Identify roadway runoff problems
 - Improve public amenities
 - Reduce US 101 speed in town and improve north-south streets for local traffic
 - Design roadway features (lighting, retaining walls, guard rails) consistent with community
 - Designate US 101 from south Garibaldi to Nehalem Bridge as natural corridor
 - Design interpretive signs and kiosks with interpretive trails
 - Provide off-highway parking, pedestrian access, and turnoffs for resources
 - Nehalem bay and estuaries wildlife viewing (p. 55-56)
 - Provide parking and turnout areas
 - Provide interpretive signs or kiosks
 - Priority or selected projects (p. 65-67):
 - Nehalem bay and estuary wildlife viewing improvements

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- Nehalem River Bridge viewing improvements
 - Tillamook Region
 - Tillamook County Pioneer Museum and Cultural Center, Bay City site (p. 94-96)
 - Provide parking facilities and signage
 - Develop turning lane over railroad tracks

Data Gaps and Policy Issues

As previously indicated, only *defining features* are discussed above. Other *contributing* or *recognized features* exist in the area and although their contribution to scenic qualities of US 101 is less significant, they are additional resources to consider in policy development.

5. United States

5.2 Transportation Equity Act for the 21st Century (TEA-21) and Implementing Regulations (23 CFR 450 and 49 CFR 613)

Federal transportation planning requirements, such as those in the TEA-21 and its implementing regulations, are addressed through state and local plans (see above).

APPENDIX C

Field Measurements

Bay City Field Measurements

BAY CITY STREETS

Street	Cross Street	Roadway Cross Section				Pedestrian Amenities	Notes
		Parking Lane (ft)	Lane (ft)	Lane (ft)	Shoulder (ft)	Sidewalks	
5th	D	14.5	12.5	11	9		
5th	Hayes Oyster ©	11.5	12.5	12	10		
5th	<Downies>	Angle-in Parking	12	13	9		
5th	B		12	12	9		
5th	A		11	11			
A	5th		22				
4th	A	8	11	11	8		
4th	B		11	11	6	sidewalks exist between Hayes Oyster and B St. on west side of 4th	
4th	Hayes Oyster (C)	8	12	12	8.5		
B	4th		22				
Hayes Oyster (C)		8	24		10		