## MEMORANDUM

| Date: | October 5, 2017 |
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| To: | Gerald Fisher and Dan Huff, City of Molalla <br>  <br>  <br> Gail Curtis, Oregon Department of Transportation, Region 1 |
| From: | Matt Bell and Nick Gross, Kittelson \& Associates, Inc. |
| Project: | Molalla Transportation System Plan (TSP) Update |
| Subject: | Final Tech Memo 2A: TSP Analyses Methodology (Subtask 2.2) |

This memorandum documents the methodology and assumptions associated with the existing and future transportation system operations analyses for the Molalla Transportation System Plan (TSP) Update. The methodology and assumptions included in this memorandum are based on guidance provided in the Oregon Department of Transportation (ODOT) Transportation System Plan Guidelines (Reference 1), the ODOT Analysis Procedures Manual (APM - Reference 2), and direction provided by City and ODOT staff. The analyses described in this memorandum will help identify potential deficiencies in the transportation system, including:

- Traffic operations at the study intersection under existing and future traffic conditions,
- Traffic safety at the study intersections and along study area roadways,
- Gaps and deficiencies in the bicycle and pedestrian network,
- Gaps and deficiencies in the transit service (service frequency, hours, coverage, etc.), and
- Gaps and deficiencies in other travel modes.

This information will serve as a baseline for identifying a comprehensive list needs and deficiencies to be addressed as part of the TSP update. It will also serve as a baseline for identifying and evaluating potential solutions and developing a prioritized list of improvements for the TSP update.

## STUDY INTERSECTIONS

The study intersections for the Molalla TSP Update were determined by the City and ODOT prior to the development of the scope of work. There are a total of 16 study intersections located along City and ODOT facilities, including 1 signalized and 15 unsignalized intersections. Figure 1 illustrates the location of the study intersections. The following provides information related to the traffic counts conducted at the study intersections and how they will be used to develop existing and future traffic volumes. The 16 study intersections include:


## State Facilities

- OR 213/Vick Road
- OR 213/Meadow Drive
- OR 213/Toliver Road
- OR 213/OR 211
- OR 211/S Ona Way


## City Facilities

- N Molalla Avenue/S Vick Road
- N Molalla Avenue/Toliver Road
- N Mollala Avenue/Shirley Street
- OR 211/Leroy Avenue
- OR 211/ Ridings Avenue
- OR 211/S Molalla Avenue
- OR 211/Mathias Road
- OR 211/Shirley Street
- N Molalla Avenue/Heintz Street
- S Molalla Avenue $/ 5^{\text {th }}$ Street
- $5^{\text {th }}$ Street/Mathias Road


## Traffic Counts

Manual turning movement counts were conducted at the study intersections in April, 2017. The counts were conducted on a typical mid-week day during the evening (4:00 to 6:00 p.m.) peak period while school was in session. The counts include the total number of pedestrians, bicyclists, and motor vehicles that entered the study intersections in 5-minute intervals. The traffic count worksheets are provided in Attachment A.

## Peak Hour Development

The traffic counts were reviewed to determine individual and system-wide peak hours for the operational analyses. The system-wide peak hour for the study intersections was identified as 4:00 to 5:00 p.m. Although a system-wide peak hour was identified, individual intersection peak hours will be used to complete the operational analyses because the system-wide peak hour is not consistent with the individual peak hours. Table 1 summarizes the study intersections, the individual intersection peak hours, and the percent difference in peak hour total entering volume (TEV) between the individual intersection and system-wide peak hours.

Table 1: Study Intersection Peak Hours

| Map <br> ID | Intersection | Intersection Peak <br> Hour | Total Entering Volume <br> (TEV) | \% difference from <br> System Peak Hour |
| :---: | :--- | :---: | :---: | :---: |
| 1 | OR 213/S Vick Road | $4: 05$ to $5: 05 \mathrm{p.m}$. | 1,188 | $+0.17 \%$ |
| 2 | OR 213/Meadow Drive | $4: 00$ to $5: 00 \mathrm{p} . \mathrm{m}$. | 1,207 | $0.00 \%$ |
| 3 | OR 213/Toliver Road | $4: 00$ to $5: 00 \mathrm{p.m}$. | 1,268 | $0.00 \%$ |
| 4 | OR 213/OR 211 | $4: 35$ to $5: 35 \mathrm{p.m}$. | 1,499 | $0.47 \%$ |
| 5 | OR 211/S Ona Way | $4: 20$ to $5: 20 \mathrm{p.m}$. | 1,256 | $+1.70 \%$ |
| 6 | OR 211/Leroy Avenue | $4: 25$ to $5: 25 \mathrm{p.m}$. | 1,254 | $+3.47 \%$ |


| 7 | OR 211/Ridings Avenue | $4: 25$ to $5: 25 \mathrm{p.m}$. | 1,212 | $+1.25 \%$ |
| :---: | :--- | :---: | :---: | :---: |
| 8 | OR 211/S Molalla Avenue | $4: 00$ to $5: 00 \mathrm{p} . \mathrm{m}$. | 1,242 | $0.00 \%$ |
| 9 | OR 211/Mathias Road | $4: 15$ to $5: 15 \mathrm{p.m}$. | 842 | $+0.48 \%$ |
| 10 | OR 211/Shirley Street | $4: 00$ to $5: 00 \mathrm{p} . \mathrm{m}$. | 629 | $0.00 \%$ |
| 11 | N Molalla Avenue/S Vick Road | $4: 55$ to $5: 55 \mathrm{p.m}$. | 460 | $0.66 \%$ |
| 12 | N Molalla Avenue/Toliver Road | $4: 15$ to $5: 15 \mathrm{p.m}$. | 742 | $1.64 \%$ |
| 13 | N Molalla Avenue/Shirley Street | $4: 15$ to $5: 15 \mathrm{p.m}$. | 654 | $2.35 \%$ |
| 14 | N Molalla Avenue/Heintz Street | $4: 15$ to $5: 15 \mathrm{p.m}$. | 642 | $1.26 \%$ |
| 15 | S Molalla Avenue/5 ${ }^{\text {th }}$ Street | $4: 40$ to $5: 40 \mathrm{p} . \mathrm{m}$. | 372 | $0.54 \%$ |
| 16 | $5^{\text {th }}$ Street/Mathias Road | $4: 20$ to $5: 20 \mathrm{p} . \mathrm{m}$. | 333 | $0.30 \%$ |

## Seasonal Factors

$30^{\text {th }}$ Hour Volumes ( 30 HV ) for the Molalla TSP Update will be developed based on the traffic counts collected at the study intersections and the application of seasonal adjustment factors consistent with the methodology identified in the APM. The APM identifies three methods for identifying seasonal adjustment factors for highway traffic volumes. All three methods utilize information provided by Automatic Traffic Recorders (ATRs) located in select locations throughout the State Highway System that collect traffic data 24 -hours a day, 365 days a year. Each method was evaluated to determine the most appropriate method for the study intersections. Based on the evaluations, the ATR Characteristics Table method will be used to develop 30 HV volumes at the ODOT study intersections. The results of the evaluation are summarized below.

## ATR Characteristics Table

The ATR Characteristics Table Method requires that the ATR be located on a facility that shares similar characteristics with the facility to be adjusted, such as seasonal traffic trends, area type, and number of travel lanes. The ATR Characteristic Table Method also requires that the Average Annual Daily Traffic (AADT) at the ATR is within 10 percent of the AADT near the project area. Based on a review of the ATR Characteristics Table and AADTs within the study areas, ATR \#03-020 was selected for use along OR213 and ATR \#03-014 was selected for use along OR211. The following provides a summary of each ATR and the associated seasonal adjustment factors.

## OR213 (ATR \#03-020)

The ATR selected for OR213 (ATR \#03-020) is located along OR 213 approximately seven miles north of the OR211/OR213 intersection in Mulino, OR. The ATR was installed in April 2009 and has traffic count data for the last six years. Based on historical traffic data provided by the ATR, the Peak Month generally occurs in July. Table 2 summarizes the percent of average daily traffic (ADT) at the ATR for the past five years.

Table 2: Seasonal Adjustment Factor (ATR \#03-020)

| Year | 2011 | 2012 | 2013 | 2014 | 2015 | Average | Seasonal <br> Adjustment |
| :--- | :---: | :---: | :---: | :---: | :---: | :---: | :---: |
| Peak Month (July) | 109 | 110 | 109 | 112 | 109 | 109.33 |  |
| Count Month (April) | 104 | 106 | 108 | 106 | 105 | 105.67 | 1.03 |

Note: Shaded values dropped from average calculation per ODOT methodology.
Based on the data shown in Table 2, traffic volumes along OR213 will be seasonally adjusted by a factor of 1.03 to reflect 30 HV .

## OR211 (ATR \#03-014)

The ATR selected for OR211 (ATR \#03-014) is located along OR211 approximately 13 miles east of the OR211/OR213 intersection in Colton, OR. The ATR was installed in October 1957 and has traffic count data for the last 20 years. Based on historical traffic data provided by the ATR, the Peak Month generally occurs in September. Table 3summarizes the percent of ADT at the ATR for the past five years.

Table 3: Seasonal Adjustment Factor (ATR \#03-014)

| Year |  |  |  |  |  |  |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: |

Note: Shaded values dropped from average calculation per ODOT methodology.
Based on the data shown in Table 3, traffic volumes along OR211 will be seasonally adjusted by a factor of 1.11 to reflect 30 HV .

## Historical Factors

All traffic counts were conducted in 2017; therefore, no historical factors are needed to adjust traffic volumes.

## Forecast Traffic Volumes

Forecast traffic volumes for the Molalla TSP Update will be developed for the study intersections based on the methodology identified in the National Cooperative Highway Research Program (NCHRP) Report 225 Highway Traffic Data for Urbanized Area Project Planning and Design. The methodology combines the year 201730 HV developed at the study intersections with the base year 2010 and future year 2040 traffic volume forecasts from the current Metro travel demand model developed for the adopted 2014 Regional Transportation Plan (RTP) to develop forecast year traffic volumes. Note: the travel demand model will be reviewed and updated as necessary to reflect existing and forecast conditions within the Molalla area prior to use in developing forecast traffic volumes.

## Intersection Operational Standards

## ODOT Facilities

ODOT uses volume-to-capacity (V/C) ratios to assess intersection operations. Table 6 of the Oregon Highway Plan (OHP - Reference 3) and Table 10-2 of the Oregon Highway Design Manual (HDM Reference 4) provide maximum volume-to-capacity ratios for all signalized and unsignalized intersections located outside the Portland metropolitan area. The OHP ratios are used to evaluate existing and future no-build conditions, while the HDM ratios are used in the creation of future TSP alternatives which involve projects along state highways. The ODOT controlled intersections within the study area are located along OR213 and OR211. Table 4summarizes the $\mathrm{v} / \mathrm{c}$ ratios that will be used to identify the existing and potential future operational issues at the ODOT study intersections.

Table 4: ODOT Mobility Standards

| Map ID | Intersection | Traffic Control | OHP Mobility <br> Target | HDM Standard |
| :---: | :--- | :---: | :---: | :---: |
| 1 | OR 213/Vick Road | TWSC | 0.80 | 0.75 |
| 2 | OR 213/Meadow Road | TWSC | 0.90 | 0.85 |
| 3 | OR 213/Toliver Road | TWSC | 0.90 | 0.85 |
| 4 | OR 213/OR 211 | Signal | 0.90 | 0.85 |
| 5 | OR 211/S Ona Way | TWSC | 0.90 | 0.85 |
| 6 | OR 211/Leroy Avenue | TWSC | 0.90 | 0.85 |
| 7 | OR 211/Ridings Avenue | TWSC | 0.90 | 0.85 |
| $8^{1}$ | OR 211/S Molalla Avenue | AWSC | 1.00 | 0.95 |
| 9 | OR 211/Mathias Road | TWSC | 0.95 | 0.85 |
| 10 | OR 211/Shirley Street | TWSC | 0.90 | 0.85 |

1. The segment of OR 211 from Hart Avenue to Grange Avenue is designated as a Special Transportation Area (STA), which allows a high level of congestion, and therefore, has a higher mobility target.

## City Facilities

The City of Molalla uses Level of Service (LOS) to assess intersection operations. The City's current TSP sets a maximum LOS Standard of E for all signalized and unsignalized intersections. Table 5 summarizes the LOS standards that will be used to identify existing and potential future operational issues at the City study intersection.

Table 5: City Mobility Standards

| Map <br> ID | Intersection | Traffic Control | Mobility <br> Standard |
| :---: | :--- | :---: | :---: |
| 11 | N Molalla Avenue/S Vick Road | TWSC | LOS E |
| 12 | N Molalla Avenue/Toliver Road | TWSC | LOS E |
| 13 | N Molalla Avenue/Shirley Street | TWSC | LOS E |
| 14 | N Molalla Avenue/Heintz Street | TWSC | LOS E |
| 15 | N Molalla Avenue/5 ${ }^{\text {th }}$ Street | TWSC | LOS E |
| 16 | $5^{\text {th }}$ Street/Mathias Road | TWSC | LOS E |

Traffic operations at the study intersections will be evaluated based on the mobility targets and standards shown in Tables 4 and 5. Potential solutions will be identified and evaluated for the study intersections that are found to exceed the mobility targets and standards under existing and/or future traffic conditions.

## ANALYSIS MODEL PARAMETERS

The bullets below identify the specific sources of data and methodologies proposed to conduct the operational analyses. Analyses of all state facilities will be conducted according to the APM, unless otherwise agreed upon by the City and ODOT.

1. Intersection/Roadway Geometry (lane numbers and arrangements, cross-section elements, signal phasing, etc.) will be collected through aerial photography and confirmed through a site visit. Available as-built data may also be used to verify existing roadway geometry. The analysis models will be built on scaled roadway line work from GIS or aerial photography.
2. Operational Data (such as posted speeds, intersection control, parking, transit stops, rail crossings, right-turn on red, etc.) will be collected through a site visit. Data will be reviewed and supplemented by available GIS data, traffic count DVDs, aerials, and photos.
3. Peak Hour Factors (PHF) will be calculated for each intersection and applied to the existing conditions analyses. Per the APM, PHFs of 0.95 will be used for the year 2040 analysis for high-order facilities (arterials), with 0.90 applied to medium-order facilities (collectors) and 0.85 applied to local roads. If the existing PHF is greater than these default future values, the existing PHF will be applied.
4. Traffic Volume development is described above.
5. Signal Timing Data will be requested from ODOT for use in the existing conditions analysis. Signal parameters such as Flash Don't Walk, Walk, and Minimum Times will be retained in the forecast analysis with the signal splits optimized to better serve the future traffic volume patterns. Optimized signal cycle lengths may range between 60 and 120 seconds.
6. Traffic Operations
a. The 2000 Highway Capacity Manual (HCM 2000) methodology will be used to analyze traffic operations at the signalized intersections while the HCM 2010 methodology will be used to analyze traffic operations at the unsignalized intersections.
b. The existing and future no-build traffic operations analyses will use Synchro 9 software using HCM 2000 reports for signalized intersections and HCM 2010 reports for unsignalized intersections.
c. Queuing analysis methodology will be based on Synchro $95^{\text {th }}$ percentile queue lengths. Microsimulation is not proposed as part of this long-range planning effort.

## TRAFFIC ANALYSIS SOFTWARE AND INPUT ASSUMPTIONS

Synchro 9 software will be used for the intersection analysis. The reported results will be the level of service, intersection delay, and v/c rations generated by the HCM report. Analysis assumptions are listed in Table 6.

Table 6: Synchro Operations Parameters/Assumptions

| Arterial Intersection Parameters |  |
| :--- | :--- |
| Peak Hour Factor | From traffic counts |
| Conflicting Bikes and Pedestrian per Hour | From traffic counts, as available |
| Area Type | Other |
| Ideal Saturation Flow Rate (for all movements) | 1,750 passenger cars per hour green per lane |
| Lane Width | 12 feet unless field observations suggest otherwise |
| Percent Heavy Vehicles | From traffic counts by movement, as available |
| Percent Grade | Estimated based on field observations |
| Parking Maneuvers per Hour | Estimated based on field observations |
| Bus Blockages | Estimated based on frequency of service |
| Intersection signal phasing and coordination | From ODOT/County/City |
| Intersection signal timing optimization limits | Maximum cycle length = 120 seconds |
| Minimum Green time | From timing plans |
| Yellow and all-red time | From timing plans |
| $95^{\text {th }}$ percentile vehicle queues | Synchro 9 summary output |

## MULTI-MODAL ANALYSIS

The multimodal analysis will be performed in accordance with the methodologies identified in Chapter 14 of the APM and identify the needs associated with pedestrian, bicycle, and public transportation facilities and service. The pedestrian and bicycle analyses will include a Pedestrian Level of Traffic Stress (PLTS) and a Bicycle Level of Traffic Stress (BLTS) analysis, consistent with the methodologies identified in the APM. All analysis results will be presented in a tabular format and as part of a GIS map. Both PLTS and BLTS methods group facilities into four different stress levels for segments, intersection approaches, and intersection crossings. Facilities with an LTS 1 rating have little to no traffic stress, require less attention, and are suitable for all users. Facilities with an LTS 2 rating have little traffic stress, but require more attention and therefore, may or may not be suitable for small children. Facilities with an LTS 3 rating have moderate traffic stress and are suitable for adults. Facilities with an LTS 4 rating have high traffic stress and are only suitable for able-bodied adults with limited options. The transit analysis will include a Transit Level of Service (TLOS) analysis, consistent with the methodologies identified in the Transit Capacity and Quality of Service Manual (TCQSM). Per the TCQSM the most appropriate measures for long-range planning efforts, such as TSPs, include hours of service, service frequency, and service coverage. The TLOS for hours and service and service frequencies will be determined based on information provided by TriMet, while the TLOS for service coverage will be based on an evaluation of existing routes and stops and the population and employment densities within the proximity of the routes and stops.

## CRASH ANALYSIS

The five most recent years of crash data will be reviewed at the study intersections and along the City's roadway segments consistent with the methodologies outlined in the APM. The data will be analyzed for number, type, severity, and location to identify potential crash patterns and million entering vehicle (MEV) crash rates (critical crash rates will also be developed as evaluated as applicable). Intersection crash rates will be compared to the published $90^{\text {th }}$ percentile crash rates in Exhibit 4.1 of the APM and segment crash rates will be compared to Table II in the current ODOT Crash Rate Tables. In addition, ODOT's top 10\% ODOT Safety Priority System sites will be reviewed, as appropriate. Any identified potential countermeasures (and any resulting crash percentage reduction) will be taken from the All Roads Transportation Safety (ARTS) Crash Reduction Factors (CRF) listing or the CRF Appendix.

## REFERENCES

1. Oregon Department of Transportation. Transportation System Plan Guidelines, 2008.
2. Oregon Department of Transportation. Analysis Procedures Manual, 2012.
3. Oregon Department of Transportation. Oregon Highway Plan, 2012.
4. Oregon Department of Transportation. Highway Design Manual, 2012.
5. Transportation Research Board, Nation Research Council. TCRP Report 100: Transit Capacity and Quality of Service Manual, 2003.

## ATTACHMENTS

A. Traffic Counts

Attachment A Traffic Counts

















