

## FINAL TECHNICAL MEMORANDUM #2

---

Date: October 30, 2020 Project #: 23021.020

To: Project Management Team  
Project Advisory Committee

From: Nick Gross, Amy Griffiths, Marc Butorac, PE, PTOE, PMP

Project: McMinnville OR 99W (NE McDonald Lane to Linfield Avenue) Active Transportation  
Concept Plan

Subject: Final TM#2: Plan and Policy Review

---

### OVERVIEW

This memorandum summarizes the existing plans, regulations, and policies that are relevant to the McMinnville OR 99W (NE McDonald Lane to Linfield Avenue) Active Transportation Concept Plan and broader planning-level efforts within the City of McMinnville. The summary explains the relationship between each document reviewed and its relevance to the McMinnville OR 99W (NE McDonald Lane to Linfield Avenue) Active Transportation Concept Plan, identifying potential issues and considerations that will factor into the planning process.

This memorandum is also intended to guide development of preferred active transportation concept alternatives and identify potential amendments to pertinent documents and regulations needed to implement these alternatives. It is oriented as a literature review of state and local documents. A summary of the documents reviewed and their application to this effort is provided in Table 1.

**Table 1: Documents Reviewed**

	<i>Document</i>	<i>Key Applications for Active Transportation Concept Plan</i>
State	Oregon Highway Plan (1999, last amended 2018)	Includes policies to guide proposed improvements, modifications, or policies that could affect OR 99W in the city.
	Oregon Administrative Rule for Access Management (2014)	Guidance on state requirements for OR 99W, including access management
	Oregon Freight Plan (2011, last revised 2017)	Guidance on maintaining and enhancing efficiency of the truck and rail freight system
	Oregon Transportation Safety Action Plan (2016)	Guidance on local goals, policies, and strategies to improve safety in Oregon
	Oregon Bicycle and Pedestrian Plan (2016)	Bicycle and pedestrian policies and design guidance that apply to state highway facilities in McMinnville
	Statewide Planning Goal #12 (1974)	Guides the goals of local comprehensive planning.
	Statewide Transportation Improvement Program (2018-2021 and 2021-2024)	The current 2018-2021 STIP does not include any projects within the City of McMinnville. The 2021-2024 STIP includes a project with signal improvements along OR 99W from MP 21.46 to MP 39.06. A repaving “preservation” project along the Baker/Adams Couplet from MP 37.04 to MP 38.13 is proposed for the 2021-2024 STIP cycle but has not yet been selected for funding. The recommendations of this plan will be used as a reference when selecting key locations to evaluate enhanced crossings.
	Oregon Intersection Safety Implementation Plan (2012)	Guidance on intersection-related safety measures, crash trends, cost effective countermeasures.
	Oregon Bicycle and Pedestrian Safety Implementation Plan (2016)	Guidance on countermeasures and risk factor implementation
	Oregon Resilience Plan (2013)	Guidance and priorities to maintain the seismic integrity of Oregon’s multi-modal transportation system.
Local	Oregon Department of Transportation (ODOT) American’s with Disability Act (ADA) Inspection Summary	Informs investment and prioritization along OR 99W within the project study area.
	City of McMinnville Transportation System Plan (2010)	Informs the Corridor Vision Statement and is a reference for identifying projects within the project study area.
	City of McMinnville Comprehensive Plan (2004)	Provides overarching transportation policies and guidance for the Corridor Vision Statement and alternatives development.
	City of McMinnville Downtown Strategic Parking Management Plan (2020)	Provides qualitative and quantitative parking data along OR 99W to inform decision making and alternatives evaluation.

## State Plans

### *Oregon Highway Plan (1999, last amended 2018)*

The Oregon Highway Plan (OHP) is a modal plan of the Oregon Transportation Plan (OTP) that guides planning, operations, and financing for ODOT’s Highway Division. Policies in the OHP encourage the efficient management of the highway system to increase safety and to extend highway capacity, partnerships with other agencies and local governments, and the use of new techniques to improve road safety and capacity. These policies also link land use and transportation, set standards for highway

performance and access management, and emphasize the relationship between state highways and local road, bicycle, pedestrian, transit, rail, and air systems.

The following policies are relevant to the Active Transportation Concept Plan process.

### **Policy 1A: State Highway Classification System**

The OHP classifies the state highway system into four levels of importance: Interstate, Statewide, Regional, and District. ODOT uses this classification system to guide management and investment decisions regarding state highway facilities. The classification system also guides facility plan development and ODOT's review of local plan and zoning amendments, highway project selection, design and development, and facility management decisions including road approach permits.

Pacific Highway West (OR 99W) is classified as a Regional Highway in the study area. The purpose and management objectives of these highways are provided in Policy 1A, as summarized below.

- Regional Highways (OR 99W) typically provide connections and links to regional centers, Statewide or Interstate Highways, or economic or activity centers of regional significance. The management objective is to provide safe and efficient, high-speed, continuous-flow operation in rural areas and moderate- to high-speed operations in urban and urbanizing areas. A secondary function is to serve land uses in the vicinity of these highways.

### **Policy 1C: State Highway Freight System**

The primary purpose of the State Highway Freight System is to facilitate efficient and reliable interstate, intrastate, and regional truck movement through a designated freight system. This freight system made up of the Interstate Highways and select Statewide, Regional, and District Highways, and includes routes that carry significant tonnage of freight by truck and serve as the primary interstate and intrastate highway freight connection to ports, intermodal terminals, and urban areas. Highways included in this designation have higher highway mobility standards than other statewide highways.

- Pacific Highway West (OR 99W) is not designated as a Freight Route within the study area according to the OHP.
- Pacific Highway West (OR 99W) is designated as a Reduction Review Route<sup>1</sup>, subject to ORS 366.215.

### **Policy 1G: Major Improvements**

This policy requires maintaining performance and improving safety on the highway system by improving efficiency and management on the existing roadway network before adding capacity. The state's highest

---

<sup>1</sup>Per OAR Rule 731-012-0030 Reduction Review Routes "include all parts of the state highway(s) that must be travelled to complete the prescribed route and/or connect with other state highway."

priority is to preserve the functionality of the existing highway system. Tools that could be employed to improve the function of the existing interchanges include access management, transportation demand management, traffic operations modifications, and changes to local land use designations or development regulations.

After existing system preservation, the second priority is to make minor improvements to existing highway facilities, such as adding ramp signals, or making improvements to the local street network to minimize local trips on the state facility.

The third priority is to make major roadway improvements such as adding lanes to increase capacity on existing roadways.

- As part of this Active Transportation Concept Plan development, ODOT will work with the City to determine appropriate bicycle and pedestrian strategies and improvements that can be implemented through ODOT preservation or enhancement projects, City capital projects, and/or development related project and consistent with this policy.

#### **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.

- As part of this Active Transportation Concept Plan development process, ODOT will work with the City to identify improvements to the local road system that support the planned land use designations in the study area and that will help enhance the safety, preserve capacity and ensure the long-term efficient and effective operation of OR 99W.

#### **Policy 2F: Traffic Safety**

This policy emphasizes the state's efforts to improve safety of all users of the 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.

- The Active Transportation Concept Plan development process will include a crash analysis along OR 99W to identify sites with a history of fatal and serious injury crashes and identify potential countermeasures to reduce existing and future crashes.

#### **Policy 3A: Classification and Spacing Standards**

State policy seeks to manage the location, spacing, and type of road intersections on state highways in a manner that ensures the safe and efficient operation of state highways consistent with their highway classification.

Action 3A.2 calls for spacing standards to be established for state highways based on highway classification, type of area, and posted speed. Tables in the OHP Appendix C present access spacing

standards which consider urban and rural highway classification, traffic volumes, speed, safety, and operational needs. The access management spacing standards established in the OHP are implemented by OAR 734, Division 51.

- OR 99W within the study area is a regional highway with annual average daily traffic (AADT) over 5,000 vehicles in an urban area with a posted speed of 30 & 35 mph. Therefore, based on Table 15 of OHP Appendix C, the access management spacing standards for unsignalized approaches along OR 99W within the study area is 350 feet.

#### **Policy 4B: Alternative Passenger Modes**

Policy 4B encourages the development of alternative passenger services and systems as part of broader corridor strategies. The policy promotes the development of alternative passenger transportation services located off the highway system to help preserve the performance and function of the state highway system. Yamhill County Transit provides public transportation service in McMinnville.

- Improving safety, access, and mobility for pedestrians and bicyclists and enhanced connections to transit are objectives of the Active Transportation Concept Plan development process.

#### *Project Relevance:*

OHP policies provide guidance related to the accessibility, mobility, and function of state highways. The Active Transportation Concept Plan development process will consider policies in the OHP to guide proposed improvements, modifications, or policies that could affect any of the state facilities in the City. The Active Transportation Concept Plan is being developed in coordination with ODOT and the City of McMinnville so that projects, policies, and regulations proposed as part of the Concept Plan will be consistent with the standards and targets established in the OHP related to safety, access, and mobility.

#### ***Oregon Administrative Rule for Access Management (OAR 734-051) (2014)***

Oregon Administrative Rule (OAR) 734-051 defines the State's role in managing access to highway facilities to maintain functional use and safety and to preserve public investment. OHP Policy 3A and OAR 734-051 set access spacing standards for driveways and approaches to the state highway system. The most recent amendments presume that existing driveways with access to state highways have written permission from ODOT as required by ORS 734. The standards are based on state highway classification and differ depending on posted speed and average daily traffic volume.

#### *Project Relevance:*

Analysis for the Active Transportation Concept Plan development and final project recommendations will need to reflect state requirements for state facilities; the Active Transportation Concept Plan will comply or move in the direction of meeting access management standards for state facilities. Implementation measures that will be developed for the Active Transportation Concept Plan may entail amendments to the development code to ensure its requirements are consistent with these access management

requirements as well as the draft Active Transportation Concept Plan recommendations related to access management.

### ***Oregon Freight Plan (2011, last revised 2017)***

The Oregon Freight Plan (OFP) is a modal plan of the OTP that implements the state's goals and policies related to the movement of goods and commodities. Its purpose statement identifies the intent to "improve freight connections to local, Native America, state, regional, national and global markets in order to increase trade-related jobs and income for workers and businesses." The objectives of the plan include prioritizing and facilitating investments in freight facilities (including rail, marine, air, and pipeline infrastructure) and adopting strategies to maintain and improve the freight transportation system. The plan defines a statewide strategic freight network. OR 99W is not designated as a strategic corridor in the OFP.

The segment of OR 99W between MP 34.7 and MP 37.0 is identified in by the OHP under Freight Highway Delay as a Tier 3 need to address delay because it is on a Seismic Phase 1 & 2 Route.

#### *Project Relevance:*

Maintaining and enhancing the efficiency of truck and rail freight system along OR 99W between MP 36.4 and MP 37.0 will be an objective of the Active Transportation Concept Plan.

### ***Oregon Bicycle and Pedestrian Plan (2016)***

The intent of the Oregon Bicycle and Pedestrian Plan (OBPP) is to create a policy foundation that supports decision-making for walking and biking investments, strategies, and programs that help to develop an interconnected, robust, efficient, and safe transportation system. The OBPP establishes the role of walking and biking as essential modes of travel within the context of the entire transportation system and recognizes the benefit of these modes to the people and places in Oregon.

The OBPP provides direction for what needs to be achieved, including 20 policies and associated strategies designed to help develop, sustain, and improve walking and biking networks. It identifies nine goals based upon the broader goals of the Oregon Transportation Plan (OTP) that reflect statewide values and desired accomplishments relating to walking and biking:

- Goal 1: Safety
- Goal 2: Accessibility and Connectivity
- Goal 3: Mobility and Efficiency
- Goal 4: Community and Economic Vitality
- Goal 5: Equity
- Goal 6: Health
- Goal 7: Sustainability

- Goal 8: Strategic Investment
- Goal 9: Coordination, Cooperation, and Collaboration

The OBPP also provides background information related to state and federal law, funding opportunities, and implementation strategies proposed by ODOT to improve bicycle and pedestrian transportation. It outlines the role that local jurisdictions play in the implementation of the Plan, including the development of local pedestrian and bicycle plans as stand-alone documents within Concept Plans and Transportation System Plans (TSPs).

The Oregon Bicycle and Pedestrian Design Guide is the technical element of the plan that guides the design and management of bicycle and pedestrian facilities on state-owned facilities. It is an appendix to the HDM and provides best practices and design guidelines for bicycle and pedestrian facilities.

*Project Relevance:*

The policies and design guidance in the OBPP apply to OR 99W in McMinnville. State policy and design guidance will be considered in evaluating and planning for the bicycle and pedestrian elements as part of the Concept Plan development. Through the development of the Concept Plan, the project team will identify gaps in the regional walking and biking network within the study area and prioritize projects accordingly.

***Oregon Transportation Safety Action Plan (2016)***

An element of the OTP, the Oregon Transportation Safety Action Plan (TSAP) provides long-term goals, policies and strategies and near-term actions to eliminate deaths and life-changing injuries. The TSAP addresses all modes on all public roads in Oregon. Over the long term, the goals of the TSAP are:

- Infrastructure – Develop and improve infrastructure to eliminate fatalities and serious injuries for users of all modes.
- Healthy, Livable Communities – Plan, design, and implement safe systems. Support enforcement and emergency medical services to improve the safety and livability of communities, including improved health outcomes.
- Technology – Plan, prepare for, and implement technologies (existing and new) that can affect transportation safety for all users.

The plan identifies actions that jurisdictions can take to increase transportation safety. They include adopting a Safe Communities Program and Safe Routes to School, which is a collaborative partnership with the National Highway Traffic Safety Administration and ODOT to promote safety. The Safe Routes to School program is a local initiative supported by grant funding that targets safety improvements to encourage walking and biking to school. In addition, the TSAP also identifies activities and roles for local jurisdictions that can improve safety. They include:

- Evaluate local spot-specific systemic safety needs; develop plans and programs to address needs.

- Collaborate with the state and stakeholder partners to educate the public about transportation safety-related behavioral issues.
- Integrate safety programming, planning, and policy into local planning.

*Project Relevance:*

The TSAP will be used as a resource while developing the Active Transportation Concept Plan to develop local goals, policies, and strategies to improve safety in McMinnville.

***Statewide Planning Goal #12 (Transportation) (1974)***

This goal is to provide and encourage a safe, convenient, and economic transportation system. It requires that a transportation plan, amongst other things, consider all modes of transportation including mass transit, air, water, pipeline, rail, highway, bicycle, and pedestrian.

*Project Relevance:*

The Statewide Planning Goal #12 will be used as a resource while developing the Active Transportation Concept Plan to develop local goals, policies, and strategies to improve safety in McMinnville.

***Statewide Transportation Improvement Program (2018-2021 and 2021-2024)***

The Statewide Transportation Improvement Program (STIP) is the Oregon Department of Transportation's (ODOT's) capital improvement program for state and federally funded projects. The Oregon Transportation Commission (OTC) and ODOT developed the STIP in coordination with a wide range of stakeholders and general public. The STIP is divided into two broad categories: "Fix-It" and "Enhance." The "Enhance" category will fund activities that enhance, expand, or improve the transportation system. The "Fix-It" category will fund activities that fix or preserve the transportation system. The STIP identifies funding for, and scheduling of, transportation improvement projects and programs. Bicycle and pedestrian improvements receiving federal funds must be identified in the STIP.

- The Final 2018-2021 STIP was released in December 2017.
- The Final 2021-2024 STIP was adopted July 15, 2020.

*Project Relevance:*

The current 2018-2021 STIP does not include any projects within the study area.

The 2021-2024 STIP identifies a project to install reflectorized signal backplates, countdown pedestrian timers, and advanced dilemma zone protection at various signals along OR 99W between MP 21.46 to MP 39.06 in McMinnville, Newberg, and Dundee (Project number: 20130).

A repaving "preservation" project along the Baker/Adams Couplet from MP 37.04 to MP 38.13 is proposed for the 2021-2024 STIP cycle but has not yet been selected for funding. This pavement

resurfacing project will repair cracking, improve smoothness, and reduce long-term maintenance costs. The project recommends ADA ramp upgrades, which are assumed to require new curb construction for the entire length of the project. The project proposal evaluated the bicycle and pedestrian crash history and recommends bulb-outs at the intersections 1<sup>st</sup> Street, 3<sup>rd</sup> Street, 5<sup>th</sup> Street, 8<sup>th</sup> Street, and 12<sup>th</sup> Street within the couplet. Rectangular Rapid Flash Beacons (RRFBs) are recommended for consideration at the Baker Street and Adams Street intersections with 15<sup>th</sup> Street. The total funding cost is estimated to be \$16 million. The recommendations of this plan will be used as a reference when selecting key locations to evaluate enhanced crossings.

### ***Oregon Intersection Safety Implementation Plan (2012)***

The Oregon Intersection Safety Implementation Plan (ISIP) was also developed in conjunction with the TSAP and provides for intersection-related safety measures to reduce fatal crashes. The ISIP requires an analysis of crash trends, cost effective countermeasures, and for pairing low cost improvements with education and enforcement.

#### *Project Relevance:*

The intersection-related safety measures, crash trends, cost effective countermeasures will be reviewed and applied as part of the safety analysis in addition to the safety procedures and guidance outlined in ODOT's All Roads Transportation Safety (ARTS) program.

### ***Oregon Bicycle and Pedestrian Safety Implementation Plan (2016)***

The Oregon Bicycle and Pedestrian Safety Implementation Plan was developed in conjunction with the TSAP with the intent of reducing the frequency and severity of pedestrian and bicycle related crashes. Like the Intersection Safety Implementation Plan, the Bicycle and Pedestrian Safety Implementation Plan identifies priority locations and countermeasure options.

#### *Project Relevance:*

No priority locations in the City of McMinnville were identified in the Bicycle and Pedestrian Safety Implementation Plan.

### ***Oregon Resilience Plan (2013)***

The Oregon Resilience Plan provides policy guidance and recommendations to mitigate risks, accommodate emergency response and recovery, and support the resilience of government and business before, during, and after a Cascadia earthquake and tsunami. The plan includes an assessment of the seismic integrity of Oregon's multi-modal transportation system, including bridges and highways, rail, airports, water ports, and public transit systems.

The plan classifies highway lifeline routes as Tier 1, 2, and 3, where Tier 1 routes are those that make up the transportation backbone system, which is considered to provide the greatest benefits for short-term rescue and longer-term economic recovery. Targets for recovery in all mode categories fall into three levels: minimal, operational, and functional.

*Project Relevance:*

OR 99W identified as a Tier 1 Route. Resiliency targets for Tier 1 Routes are to have a minimum level of service restored within one to three days, a functional level of service within three to seven days, and to restore the facility to 90% capacity within one to four weeks.

The Oregon Resilience Plan provides guidance and priorities to maintain the seismic integrity of Oregon’s multi-modal transportation system. Policies and standards adopted by the City of McMinnville should consider additional guidance, concepts, and strategies for design related to facility resiliency in the event of seismic activity.

***Oregon Blueprint for Urban Design (2020)***

The Blueprint for Urban Design (BUD) serves as a “bridging document” to the Highway Design Manual (HDM) and establishes an approach for designing state facilities in Oregon communities. The HDM is the design guidance required for all projects on state facilities. The BUD applies to urban land use contexts that broadly identify the various built environments along ODOT roadways.

The urban context is based on existing and future land use characteristics, development patterns, and roadway connectivity of an area. The BUD provides planning and design principles and guidance focused on all roadways within the urban content except for interstates and limited-access freeways (expressways) with interchanges.

*Project Relevance:*

The McMinnville Active Transportation Concept Plan will follow the guidance and framework outlined in the BUD for determining the appropriate alternative and facility selection based on the agreed upon urban context and corridor vision. The McMinnville Active Transportation Concept Plan will develop and seek approval of Urban Design Concurrence documentation based on a performance-based design decision framework used to ultimately select a preferred alternative.

***Oregon Department of Transportation American’s with Disabilities Act Inspection Summary***

Oregon Department of Transportation (ODOT) American’s with Disabilities Act (ADA) Inspection Summary provides an assessment of the ADA ramps, push buttons, and corners along the state highway system. The assessment provides a condition rating for each ADA element on a scale of Poor, Fair, and Good.

*Project Relevance:*

The ODOT ADA Inspection Summary will help to inform investment and prioritization along OR 99W within the project study area. The ADA will be followed in recommending any and all improvements within the study area.

## Local Plans

### ***City of McMinnville Transportation System Plan (2010)***

The TSP guides the development and management of transportation facilities in the city, reflecting the community goals and objectives and providing consistency with state, regional, and local plans. The current plan was adopted in 2010 and is approaching the mid-way point of its planning horizon.

The 2010 TSP includes goals and objectives, which are used in conjunction with transportation goals and policies in the Comprehensive Plan to evaluate land use and transportation actions. The TSP identifies a list of prioritized projects including recommendations along OR 99W within the project study area for the Active Transportation Concept Plan.

*Project Relevance:*

The Goal and Policy Guidance established in the City of McMinnville TSP were used as the basis for developing the Corridor Vision Statement (Reference 1). Projects identified within the TSP that are located within the project study area for the McMinnville Active Transportation Concept Plan will be referenced as the starting point for alternative development.

### ***City of McMinnville Comprehensive Plan (Volume II) (2004)***

The City of McMinnville Comprehensive Plan (Volume II) contains the goal, policy, and proposal statements which shall be applied to all land use decisions within the urban growth boundary (UGB). Its goals and policies work collaboratively with the goals and policies stated in the City's TSP to provide direction on transportation system and land use decision-making in the City.

*Project Relevance:*

The transportation system policies identified in Chapter VI of the Comprehensive Plan were reviewed when developing the Corridor Vision Statement (Reference 1) to ensure consistency. Relevant policies identified in Chapter VI include but are not limited to:

- Complete Streets
- Multi-Modal Transportation System
- Connectivity and Circulation
- Transportation Safety

- Transportation Sustainability
- Pedestrian Programs
- Bicycle System Plan

### ***City of McMinnville Downtown Strategic Parking Management Plan (2018)***

Rick Williams Consulting completed the Downtown Strategic Parking Management Plan in 2018 analyzing the existing downtown off-street parking supply and developing an objective data set for recommendations. The findings of the study create the foundation for a comprehensive strategic parking management plan that responds to the unique environment, goals, and objectives of downtown McMinnville.

#### *Project Relevance:*

The qualitative and quantitative data provided in the Downtown Strategic Parking Management Plan, most notably along OR 99W, will be reviewed and analyzed as part of the alternative analysis development. Recommendations identified in the Downtown Strategic Parking Management Plan will be considered and reviewed to inform decision making for alternatives located along OR 99W.

## **NEXT STEPS**

The information provided in this memorandum will guide development of preferred active transportation concept alternatives and identify potential amendments to pertinent documents and regulations needed to implement these alternatives.

## **REFERENCES**

1. Kittelson & Associates, Inc. *Corridor Vision Statement, 2020.*