Tillamook TSP
Final Background Plans and Policies Review

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Introduction
This memorandum provides policy and plan context for the City of Tillamook’s Transportation System Plan (TSP) update. The purpose of this memorandum is to describe issues of unique concern to the City of Tillamook, to build upon prior planning efforts, and to help all stakeholders develop a common understanding of the policy and planning context within which the TSP will be updated. This memorandum identifies key improvement projects, goals, policies, and performance measures that should be considered in the TSP update. Technical Memorandum #3, Regulatory Review, provides additional regulatory context for the TSP update and further recommendations for the TSP update.

The memorandum includes an overview of each plan or policy document followed by a recommendation from the project team about how the plan or policy may be relevant to the TSP update. The project team reviewed the following documents for applicable plans, projects, goals, and policies relevant to the TSP.

Local Plans, Policies, and Other Documents
- City of Tillamook Comprehensive Plan (2012) and corresponding amendments
- City of Tillamook Transportation System Plan (2003)
- City of Tillamook Transportation Refinement Plan (2006)
- City of Tillamook Sidewalk Improvement Plan (2011)
- City of Tillamook Hoquarton Waterfront Plan (2016)
- City of Tillamook Public Works Design Standards (2014)
- City of Tillamook Parks and Recreation Master Plan (2013)
- Tillamook Town Center Plan (1999)
- Tillamook Stormwater Management Plan (2016)
- Tillamook Flood Mitigation Plan (2010)
- Tillamook Chamber of Commerce Temporary Parking TM #1 (2016) and Wayfinding Memo
- City of Tillamook Parking Management Plan (2014)
- City of Tillamook Downtown Parking District
• City of Tillamook Right-of-Way Use Permit Requirements (2016)
• Hoquarton Waterfront Overlay District Adoption (2016)
• Adoption of the Salmonberry Trail (2016)
• Wayfinding Plan (2017)
• Tillamook/ODOT US 101 and OR 6 Cooperative Improvement Agreement (2017)

County Plans and Policies
• Tillamook County Road Construction Plan Standards
• Tillamook County Transportation System Plan (2005)
• Tillamook County Multi-Jurisdictional Natural Hazards Mitigation Plan (2017)

State Plans, Policies, and Statutes
• Oregon Statewide Transportation Improvement Program (STIP)
• Oregon Freight Plan (2011)
• Oregon Transportation Plan (2006)
• Oregon State Rail Plan (2014)
• Oregon Highway Plan (and subsequent amendments) (1999 - 2011)
• Oregon Public Transportation Plan (1997)
• Oregon Bicycle and Pedestrian Plan (2016) and Design Guide (2011)
• Oregon TSP Guidelines (2008)
• Oregon Access Management Rules (OAR 734.051)
• Oregon Resilience Plan (2013)

Other Plans and Guides
• National Association of City Transportation Officials (NACTO) Urban Design Guide

Local Plans, Policies, and Other Documents
City of Tillamook Comprehensive Plan (2012) and amendments
Overview
The City’s Comprehensive Plan provides a planning framework to guide future growth and development decisions within the City of Tillamook. The Comprehensive Plan was adopted by City Council in 2012. The City of Tillamook Transportation System Plan (TSP) is the transportation element of the Comprehensive Plan. The Comprehensive Plan contains findings, policies, and goals related to several community needs such as land use, community development, and public facilities.

The City recently (2016) updated the Economy chapter of the Comprehensive Plan, which was updated to reflect an Economic Opportunity Analysis completed in the City. The revised chapter acknowledges four “receiving” sites for new commercial development, including:

• OR 6/Wilson River Loop Site
• OR 6 / US 101 / Pacific Avenue Extension site
• Downtown Tillamook
• Port of Tillamook Bay

Recommendation

In addition to the transportation-focused element, the Comprehensive Plan includes several goals, objectives, and implementing policies that are relevant to the TSP update. The TSP update will be consistent with these goals, objectives and policies, in addition to recommending updates.

Goals/Objectives:

• **Goal 5 Wetlands**: An inventory of Goal 5 wetlands identified four sites within the City of Tillamook. The City will protect these wetlands and transportation planning efforts will need to account for the existence of these protected wetlands.

• **Objectives for Recreation**: Create a strong connection of trail segments throughout the City.

Policies:

• **Policy B-7, Consistency with the 2020 Vision Statement**: This policy considers the Vision Statement as the starting point for the creation and implementation of long-range action plans.

• **Policy D-22**: The improvement of substandard streets through Local Improvement Districts (LIDs) are required to accommodate storm drainage.

• **Policy D-42**: Coordinate with School District #9 to consider an amendment to the City TSP for the additional Junior High right-of-way.

• **Policy D-55**: Use of the Oregon Coast bicycling trail as shown on the Transportation System Plan Pedestrian Bicycle Map is encouraged.

• **Policy D-56**: The southward extension of the Oregon Coast hiking trail is encouraged by the City, along with the Rails and Trails program.

• **Policy E-31**: The City shall explore the feasibility of providing covered walkways and sidewalk amenities in the core area.

• **Policy E-39**: Tillamook City shall provide "City Gateways" at the five (5) major street entrances to the City of Tillamook: Trask River Bridge, Wilson River Bridge, Port of Tillamook Bay RR Bridge on Highway 6, South Highway 101 Divider Island at Main & Pacific, and the Hoquarton Crossing on 101.

• **Policy E-40**: The City shall encourage the development of a tourist wayside-rest area along Highway 101 North and Highway 6, and shall coordinate with Tillamook City service clubs to acquire and develop such facilities.

Implementing Procedures:

• **Implementing Procedures for Policy E-44**: (1) Foster a climate, which promotes a physically safe environment that is pedestrian-friendly; (2) The City government and utility providers shall actively support and participate in the creation of a viable business mix and a pedestrian-friendly and livable City Center.

• **School District Master Plan, site acquisitions**: (1) Establish road right-of-way on the west side of East School from Alder Lane to Twelfth Street; (2) Build a roadway along the west property line of the East School property between Alder and 12th Street (Marolf Loop). A right-of-way would have to be obtained for the southern 300 feet of this right-of-way.
The “receiving” sites identified in the revised Economy chapter of the Comprehensive Plan will be considered when developing TSP improvement projects; these sites were determined to have the most new/redevelopment potential, and therefore could be one focus for improvements as part of the TSP update.

City of Tillamook Transportation System Plan (2003)
Overview
The TSP is the transportation element of the City’s Comprehensive Plan and was formally adopted by the City in 2003. The TSP documents goals and objectives related to the City’s transportation system, including its network of highways, streets, bicycle facilities, and sidewalks using a planning horizon year of 2022. The TSP also considers improvements to rail, freight, air, and water elements within the City of Tillamook.

Major facilities include US 101, OR 6, and OR 131. Highway 101 (US 101) is known as the Oregon Coastal Highway. This north-south route runs through the City of Tillamook’s downtown, where it splits into the Main and Pacific Avenues couplet. A portion of Highway 101 (Main and Pacific Avenues) between 1st Street and 9th Street is a special transportation area (STA) in accordance with the Oregon Highway Plan (OHP, 1999). STAs are districts along state highways (within an urban growth boundary) in which the need for appropriate local access outweighs the considerations of highway mobility.1 STAs may include special features that result in lower speeds, narrower lane widths and wider sidewalks.2

- **Policy D-26 through D-41** of the Comprehensive Plan relate to the transportation system. The policies recommend actions to implement the goals and objectives documented in the 2003 TSP. The policies recommend improvements and financing strategies for existing and future transportation system needs including roadway, public transportation, bicycle, pedestrian, and rail facilities. **Policy D-26**: Tillamook shall take full advantage of its present investment in street improvements and also take actions to ensure future developments are in the best interest of the local residents, which includes facilitating the flow of goods and services for the local economy.
- **Policy D-27**: The City should pursue funds from the State for implementing transportation programs. Emphasis shall be placed on programs which minimize adverse social, economic and environmental impacts and costs, and enhancement of funded projects such as future phases of the Third Street conversion and augmentation of the Highway 101/OR 6 project.
- **Policy D-28**: Carpooling for work trips is encouraged.
- **Policy D-29**: All new commercial developments and all new residential developments larger than a duplex shall be located on fully improved streets.
- **Policy D-30**: The streets in new subdivisions will be designed to improve traffic circulation in nearby existing subdivisions.
- **Policy D-31**: Street grids shall be the preferred street pattern over isolated cul-de-sacs and the broader roads that connect them.
- **Policy D-32**: New subdivisions shall provide sidewalks and are encouraged to provide bike paths.

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• **Policy D-33:** Pedestrian/bikeway connections are encouraged along Holden Creek and Twelfth Street; along the Trask River on the west; adjacent to Third Street from the Southern Pacific Railroad tracks from Trask River Road, and; linking all park and recreation areas in the City to one another as a Pedestrian Loop System.

• **Policy D-34:** Walking is encouraged by sidewalks with street trees, narrow roads that slow down traffic and most importantly, commercial and recreational areas which are located a short walk from most residential areas. The City will encourage walking as a means of transportation by addressing the following:
  - *Connectivity.* The City will work to develop a connected network of pedestrian facilities. Connected networks are important to provide continuity between communities and to improve safety.
  - *Safety.* The City will work to provide a secure walking environment. For residents to use the pedestrian system, it must be perceived as safe.
  - *Design.* The City can ensure pedestrian-oriented design by adopting policies and development standards that integrate pedestrian scale, facilities, access and circulation into the design of residential, commercial and industrial projects.

• **Policy D-35:** Various state programs available for development of pedestrian and bike path systems will be pursued by the City. The Oregon Coast Bike Trail travels through Tillamook. The City shall coordinate with the Department of Transportation on the particular needs of bikers using that trail.

• **Policy D-36:** The City recognizes the importance of transportation systems in the City and encourages the continuation and, where appropriate, the expansion of the following networks in addition to streets and pedestrian/bikeway systems.
  - *Railroads:* Port of Tillamook Bay
  - *Barge:* At Garibaldi, 9 miles north
  - *Motor Carriers:* One common carrier
  - *Air:* Tillamook Municipal Airport
  - *Intercity bus:* Tillamook County Transportation District (TCTD)
  - *Local bus:* TCTD, Senior Citizens’ Group
  - *Taxi:* Tillamook Taxi (private company)

• **Policy D-37:** Development and maintenance of public transportation is encouraged. Bus systems such as TCTD should be maintained for all age groups. The City shall support the provision of enhanced bus facilities that are in TCTD plan and pay particular attention to the transportation-disadvantaged when developing alternatives to meet growing transportation needs.

• **Policy D-38:** The City TSP shall be included in the City’s Comprehensive Plan as Appendix XXI. The City Transportation Refinement Plan shall be included in the City Comprehensive Plan as Appendix XXII.

• **Policy D-39:** The City of Tillamook shall protect the function of existing and planned roadways, railways, waterways and airways as identified in the TSP, and as a result the Rails and Trails feasibility study.

• **Policy D-40:** The City of Tillamook shall include a consideration of land use impacts on existing or planned transportation facilities in all land use decisions.

• **Policy D-41:** The City shall identify and support the transportation goals, objectives and implementing strategies listed in the City TSP.
Recommendation
The project team will review policies and projects from the 2003 TSP to:

- Remove projects that have been completed;
- Assess projects not completed for potential inclusion in the TSP update;
- Revise, retain, or eliminate policies.

The TSP update will revise or retain other 2003 TSP elements such as the functional classification plan.

City of Tillamook Transportation Refinement Plan (2006)
Overview
The City of Tillamook Transportation Refinement Plan (TTRP) was undertaken by City, Tillamook County, and ODOT Region 2 to develop solutions to minimize the impact of local- and through-freight truck traffic and large recreational vehicles in the City of Tillamook downtown commercial area and across the Hoquarton Slough. The TTRP also evaluated pedestrian safety and parking challenges in downtown Tillamook. Among other findings, the TTRP concurred that vehicle traffic at the intersection of US 101 and OR 6 would exceed ODOT mobility standards within the 20-year planning horizon (2025). The TTRP identified and compared improvements to the US 101/OR 6 intersection including restriping, sidewalk reconstruction, and signal upgrades but did not identify a preferred build alternative. The TTRP proposed the following improvements to enhance mobility:

- Improve truck routes outside of downtown, in particular minor improvements to county roads to support existing levels of truck traffic on those facilities;
- Revise Tillamook Lumber Mill circulation, in particular how trucks enter and exit the mill and the related effect on truck traffic in downtown Tillamook;
- Manage downtown parking, in particular the management and use of existing spaces and identifying options for creating additional spaces.

Recommendation
The TSP update will recommend projects to minimize the impact of local and through freight truck traffic in accordance with the City of Tillamook Transportation Refinement Plan. The TSP update will also pursue parking management strategies downtown in accordance with this and other reviewed plans.

City of Tillamook Sidewalk Improvement Plan (2011)
Overview
The Sidewalk Improvement Plan (SIP) provides an analysis framework for identifying and removing sidewalk hazards, protecting property owners from the expense of liability claims due to personal injury, and for developing ADA-compliant corridors that improve mobility for all users. It creates a phased plan approach for bringing sidewalks within the City of Tillamook into ADA-compliance with instructions for implementation.

Recommendations
The TSP will review project phases that were not completed as part of SIP implementation and will consider projects and policies to include when updating the TSP.
City of Tillamook Hoquarton Waterfront Plan (2016)

Overview

The Hoquarton Waterfront is located off the intersection of US 101 and OR 6 and provides important connections to community destinations within the City of Tillamook. The Waterfront Plan proposes redevelopment projects and programs within four key focus areas along the Hoquarton Slough. A major objective of the Waterfront Plan is to create a balanced transportation network by providing safe travel routes for pedestrians, bicycles, automobiles, and trucks accessing and traveling within the Hoquarton Waterfront area. The Waterfront Plan identifies several multi-modal transportation improvements, organized by improvement areas, to be considered independently or as part of the TSP update. The Waterfront Plan also directly recommends some transportation projects for adoption during the TSP update. The following sections briefly describe transportation projects identified in the Waterfront Plan, including those that are specifically recommended for TSP adoption.

PROJECTS TO BE CONSIDERED

Gateway Projects

- **Gateway Features (G1):** The Hoquarton crossing on US 101 is a major entrance to the City’s core. The project calls for a distinctive gateway element on the north side of OR 6, approaching the US 101 intersection.
- **US 101/OR 6 Traffic Improvement Project (G2):** This project is presently under construction.
- **Crosstown Connections Project (G3):** The project will install a walking and bicycle path along an old railroad spur from the east through Hoquarton Park and west across US 101 to Front Street. The purpose is to enhance multi-modal circulation within the City of Tillamook. The Crosstown Connections Project will be under construction simultaneously with the US 101/OR 6 Traffic Improvement Project.
- **South and North Bank Promenade and Trail Connections to the Future Heritage Recreation Area (G6):** The project creates a connection between the southern bank of the Waterfront (created by the US 101/OR 6 project) and Goodspeed Park to the east via an old Port of Tillamook Bay (POTB) rail spur. The link between Goodspeed Park and Hoquarton Park on POTB right-of-way (ROW) will be implemented by the Crosstown Connections Project. A footbridge planned to connect the Hoquarton Forest and a promenade along the south and north bank will provide further trail connections to the Heritage Recreation Area.
- **Salmonberry Trail:** The Salmonberry Trail is a planned regional multi-use trail between Banks in Washington County and the Tillamook Airport south of Tillamook. The Salmonberry Trail will generally follow the 86-mile-long Port of Tillamook Bay Railroad right-of-way east of US 101 and/or by sharing portions of US 101. The coastal segment of the trail begins south of Tillamook and ends north of the City of Wheeler. The trail continues east past Nehalem River Bay and through Salmonberry River Canyon before reaching the City of Banks, approximately 58 miles east of the confluence of the Salmonberry and Nehalem Rivers. As of 2016, the Port of Tillamook Bay is partnering with State agencies, local jurisdictions, and interest groups to plan and build the Salmonberry Trail in sections of the rail right-of-way. City Council adopted the Salmonberry Trail into the Comprehensive Plan by ordinance in 2016.

Waterfront Core Projects and Programs

- **Boardwalk (WC2):** This project proposes an interpretive boardwalk linking trails and overlooks extending west from Sue H. Elmore Park along the southern bank of Hoquarton Slough. The
boardwalk would expand on the existing interpretive walk east of US 101 to create an integrated corridor of public access along Hoquarton Slough.

- **Ivy Avenue (WC3):** Ivy Avenue will become the primary pedestrian connection from downtown Tillamook to Sue H. Elmore Park. The project includes streetscape improvements such as lighting and landscaping, as well as wider sidewalks and curb extensions. A pedestrian crossing is proposed before the Farm Store to lead pedestrians across Ivy Avenue and preserve angled parking.

- **Transportation-related Projects (WC5):** WC5 refers to several transportation projects within the Waterfront Core. These projects will seek to draw trucks, transit, vehicles, and bicycles off US 101 at Front Street to north-south connections further west, as well as keeping Ivy Avenue pedestrian-oriented (as described in WC3). Other improvements include new transit stops, wayfinding signage, and bike lanes identified in the Crosstown Connections project and 2003 Tillamook TSP.

**Heritage Employment Area**

- **Boardwalk (HE3):** A boardwalk that connects a series of overlooks at the north ends of Elm, Grove, and Stillwell Avenues could extend over the Hoquarton Slough.

**TRANSPORTATION PROJECTS AND PROGRAMS RECOMMENDED FOR TSP ADOPTION**

- **Hoquarton Waterfront Circulation Plan (T1-T13):** The circulation plan within and immediately adjacent to the Hoquarton Plan area promotes multimodal circulation, enhances access to the Hoquarton Slough, supports local and regional travel, and supplements the Oregon Scenic Byway that traverses the City.

- **Proposed Primary Multi-Modal Circulation Routes:** Primary circulation routes for vehicle and freight traffic are proposed to be preserved while maintaining attractive and safe routes for pedestrians and bicyclists.
  - **Designated vehicular routes**
    - Front Street, Stillwell Avenue, First Street, Birch Avenue, and Third Street
  - **Primary freight routes**
    - Stillwell Avenue, and Fir Avenue between Front Street and Third Street
  - **Primary bicycle routes**
    - Front Street between Stillwell Avenue and Main Avenue, First Street between Stillwell Avenue and Birch Avenue, and Third Street west of Stillwell Avenue
  - **Pedestrian circulation**
    - Encouraged throughout the Hoquarton Waterfront via sidewalk widening, curb extensions, and sidewalk amenities

- **Parking Management and Pedestrian Streetscape Improvements:** Parking management strategies should be considered to accommodate potential increased activity in the Hoquarton Area. Streetscape improvements should prioritize pedestrian comfort in the zone between buildings and the curb.

- **Planned Cross-sections for Front Street, First Street, and Second Street:** Cross-sections that enhance multi-modal access along Front, First, and Second Streets are proposed in the Waterfront Plan. Multi-modal treatments include conventional bike lane markings, ‘sharrow’ pavement markings, pavement widening to accommodate road users, and designated on-street parking.

- **Downtown Branding and Signage (S1):** A signage system that is integrated with Hoquarton visual gateway elements is proposed to help support downtown revitalization efforts and to ensure safe, convenient wayfinding for autos, trucks, bicycles, and pedestrians.
Recommendation
The TSP update will consider all multi-modal transportation projects within the Hoquarton area proposed for addition to the TSP, including the South and North Bank Promenade and Trail Connections project and the adopted Salmonberry Trail project. Projects and implementation actions in the TSP will be consistent with ongoing transportation improvement plans supported by the Hoquarton Waterfront Plan, such as the Crosstown Connections Project.

City of Tillamook Public Works Design Standards (2014)
Overview
The City of Tillamook Public Works Design Standards (“Standards”) set requirements for street design, grading plans, erosion control, landscaping, drainage calculations, and other infrastructure. The Standards, along with the 2008 Oregon Standard Specifications for Construction and ORS 209.140-155 define technical specifications for roadways. The Standards are intended to be consistent with the Tillamook Engineering Specifications and Design Criteria Manual. Tillamook’s functional classification system for existing and proposed roads is established by the TSP. Standard cross-sections for Tillamook’s transportation system are provided, as well as design guidelines for accesses, half-street improvements, road restoration, conveyance encroachments, and other road construction activities.

Recommendation
The TSP update will ensure recommended plans and project conform to the City of Tillamook Public Works Design Standards, unless design exceptions are sought. The design standards may also be revised as part of the TSP update.

City of Tillamook Right-of-Way Use Permit Requirements (2016)
Overview
The City of Tillamook requires Right-of-Way (ROW) users to comply with ROW permit regulations. ROW permit regulations set requirements for site plans, sidewalk obstruction, signage, security, impacts to businesses, and parking. As of Spring 2017, the City of Tillamook is also considering the adoption of City Ordinance No. 1326, regarding the use and occupation of the public ROW and establishing an application process, fees and terms for such use.

Recommendation
The TSP will consider existing ROW Use Permit Requirements, as well as proposed Ordinance No. 1326 regarding the use and occupation of the public ROW.

City of Tillamook Parks and Recreation Master Plan (2013)
Overview
The City of Tillamook Parks and Recreation Master Plan (“Parks and Rec Plan”) identifies a framework for providing and managing park, open space, and recreational facilities in the City of Tillamook. The plan states a strong need for creating a system of pedestrian trails linking park and recreation areas throughout the City; to develop and maintain an interconnected core of these trail systems, and to provide a variety of recreational opportunities for bicycling and walking.

The Parks and Rec Plan highlights the importance of a pedestrian system that connects residential areas with commercial centers, schools, community destinations, and transit facilities, which are collectively referred to as pedestrian generators. The City currently maintains approximately 2,270 linear feet of pedestrian paths throughout City parks. Sidewalk and pedestrian connections are generally
concentrated in the downtown commercial core (along Main and Pacific Avenues and the immediate side streets) and the newer residential areas near the eastern city limits.

Specific transportation projects proposed as part of the Parks and Rec plan include the development of a bike and skate park, bicycle amenity improvements at Dean Memorial Wayside Park, trail safety improvements in Foundry Park, and several other trail, pathway, and connector development projects throughout the City of Tillamook.

 Recommendation
The TSP update will consider the transportation-related needs included in the Parks and Rec Plan and will include implementation actions that provide or enhance multi-modal connections to park and recreation facilities for a variety of users. The TSP update will also seek to preserve open spaces throughout the City.

Tillamook Town Center Plan (1999)
Overview
The Tillamook Town Center Plan defines a town center boundary and illustrates opportunities for new public open space, civic buildings, and architectural restoration of key buildings. The plan study area includes Main and Pacific Avenues (one-way couplets for Highway 101 within the City), 2nd, 3rd, and 4th Streets, and a portion of OR 6. In addition to several architectural and streetscape improvements throughout the plan study area, a 5-acre greenway park and trail are proposed on a vacant parcel of land along Hoquarton Slough and the abandoned railroad right-of-way. The plan recommends new public parking and a pedestrian/bike link between the park and town square.

 Recommendation
The TSP update will consider transportation opportunities and community design preferences documented in the Tillamook Town Center Plan. The TSP may include a review of pedestrian and bicycle links proposed as part of the park and trail development along Hoquarton Slough.

Tillamook Stormwater Management Plan (2016)
Overview
The 2016 Stormwater Management Plan is intended to mitigate the stormwater impacts created by street and bridge widening, and street realignment for the US101 / OR6 Project (the Project). The Project will widen travel lanes on Main and Pacific Avenues, and replace the three-lane bridge across the Hoquarton Slough with a four-lane bridge. The Project will also create a new street, private development parcels, and a new parking lot. To mitigate the impacts from added impervious surface area near the slough, facilities and improvements will be installed for stormwater treatment and conveyance. The Project adds 6.3 acres of new or reconstructed impervious surface, but results in a net decrease of contributing impervious surface due to conversion of existing impervious areas.

 Recommendation
The TSP update will consider best practices in stormwater management, including the transformation of existing impervious surfaces in a project right of way to a vegetated, pervious surface during project construction or reconstruction.
**Tillamook Flood Mitigation Plan (2010)**

**Overview**
The Tillamook Flood Mitigation Plan is a multi-agency roadmap for mitigating and responding to flood events in Tillamook County. Following the flood and landslide disasters in 1996, Tillamook County drafted a series of plans focused on flood hazard mitigation. The 2010 Plan identifies potential hazards across seven Cities within Tillamook County. All seven city councils adopted the plan which directed departments to identify available funding to implement plan actions. Flooding risk is most acute along US 101/ North Main from the Wilson and Trask Rivers. The Dougherty, Hall, and Hoquarton sloughs also pose a flooding threat, though to a lesser extent than the rivers.

As of the writing of this plan, the Tillamook Flood Mitigation Plan is currently being augmented by a Natural Hazard Mitigation Plan update lead by the Oregon Department of Land Conservation and Development (DLCD).

**Recommendation**
The TSP update will consider the goals and policies of the Tillamook Flood Mitigation Plan such using active and passive stormwater treatments in public right of way.

**Tillamook Chamber of Commerce Temporary Parking TM #1 (2016) and Wayfinding Memo**

**Overview**
Beginning in 2016 the Oregon Department of Transportation (ODOT) is carrying out a two-year reconstruction of US 101/OR 6 in downtown Tillamook. Downtown business owners have expressed concerns about potential adverse economic impacts resulting from reconstruction activities. The Tillamook Chamber of Commerce Temporary Parking and Wayfinding Memorandum introduces a suite of immediate, short- and medium-term actions to address potential parking impacts in downtown Tillamook.

**Recommendation**
The TSP update will consider the on-going impact of the project on downtown parking availability and consider whether temporary strategies should be continued at the conclusion of the reconstruction activities to minimize long-term parking impacts.

**City of Tillamook Parking Management Plan (2014)**

**Overview**
The Parking Management Plan was prompted by several planning efforts and developments that would have significant impacts on Tillamook’s downtown. The planning efforts included improvements on US 101/OR 6, the Hoquarton Area Plan and the Town Center Plan Update. The projects may reduce the number of on-street parking stalls, affect access to businesses and downtown destinations, and require more signage and communications. The Plan engaged the public on parking challenges and held a workshop to discuss parking management. The document recommends thirteen strategies and includes an implementation schedule and estimated cost.

**Recommendation**
The TSP update will consider recommended strategies and projects from the Parking Management Plan, including adoption of proposed projects within the plan.
City of Tillamook Downtown Parking District (2016)
Overview
The Parking District provides customer parking and better access to businesses in the District. City Ordinance No. 1216 establishes boundaries for the City of Tillamook Downtown Parking District, which controls or restricts worker, resident, student, volunteer, and resident visitor parking where indicated by approved signs during the days and hours of Ordinance enforcement. Parking restrictions in the Downtown Parking District are intended to promote customer turnover and are timed in 30 minutes, two, three, and eight hours spaces across the District from 9 a.m. to 5 p.m. excluding Sundays and holidays.

Recommendation
The TSP update will consider parking controls and restrictions pursuant to the City of Tillamook’s Downtown Parking District.

Hoquarton Waterfront Overlay District Adoption (2016)
Overview
The Hoquarton Waterfront Overlay district (“Waterfront Overlay”) was adopted under City Ordinance No. 1313, amending the City of Tillamook Comprehensive Plan. The Waterfront Overlay was adopted following the completion of the Hoquarton Waterfront Area Plan (2016), which identified improvements to the multi-modal transportation network within the Hoquarton Area consistent with the US 101/OR 6 Traffic Improvement Project and the Crosstown Connections Project. These improvements are proposed to be adopted as part of the TSP update.

Recommendation
The TSP update will consider adoption of the multi-modal transportation improvements proposed in the Hoquarton Waterfront Area Plan.

Adoption of the Salmonberry Trail (2016)
Overview
Ordinance No. 1318 amended the City of Tillamook Comprehensive Plan and the Code of the City of Tillamook to approve the Salmonberry Trail – a planned regional multi-use bicycle and pedestrian trail between Banks, Oregon in Washington County to the Tillamook Airport south of the City in Tillamook County. The Salmonberry Trail will generally follow the 86-mile-long Port of Tillamook Bay rail right-of-way along the east side of US 101 and/or by sharing portion of US 101. The Port of Tillamook Bay is currently partnering with State agencies and local government jurisdictions and interest groups to plan and build the Salmonberry Trail within sections of the rail right-of-way. The amended Comprehensive Plan states that the Salmonberry Trail will be integrated into the City’s bicycle and pedestrian system.

Recommendation
The TSP update will review the Salmonberry Trail project and develop implementing actions for the ongoing planning and development by the Salmonberry Trail Intergovernmental Agency, the Port of Tillamook Bay, and other local jurisdictions.
Wayfinding Plan (2017)
Overview
The City of Tillamook and Tillamook Area Chamber of Commerce Wayfinding Plan describes standards and a location schedule for wayfinding signage throughout Tillamook, for pedestrians, drivers, and cyclists alike.

Recommendation
The TSP update could incorporate a project to fund and implement the Wayfinding Plan to support multiple TSP objectives.

Tillamook/ODOT US 101 and OR 6 Cooperative Improvement Agreement
Overview
This agreement between ODOT and the City of Tillamook details the roles and responsibilities of ODOT and the City as they pertain to the US 101/OR 6 construction project, presently underway as of this writing. Items of note in this agreement that are relevant to the TSP update include:

- ROW ownership and jurisdiction of US 101 and OR 6 is described in detail. In general, ODOT has jurisdiction and control from curb to curb and the City has jurisdiction and control outside the curb areas (sidewalks).
- The City is obligated to maintain to state standards the intersection of US 101 and Front Street, 2nd Street, OR 6 and Laurel Avenue, and the crosswalks to Hoquarton Park.
- The City is generally responsible for sidewalks, curbs, directional signage, enforcing encroachment into roadway airspace, lighting electricity expenses, maintenance of pedestrian luminaires, and stormwater facility maintenance within the project area.
- The City will own the frontage road on the east side of US 101 south of Hoquarton Park after project completion.
- ODOT will maintain US 101 and OR 6, including traffic signals.

Recommendation
Projects and policies related to US 101 and OR 6 will consider the terms of this agreement; of particular note are requirements for maintaining certain intersections to state standards and City jurisdiction and maintenance responsibilities for sidewalks and other appurtenances outside of the roadway.

County Plans and Policies
Tillamook County Road Construction Plan Standards
Overview
Also known as "Appendix B" of the Public Road Improvement Ordinance, the Tillamook County Road Construction Plan Standards set road improvement standards for any plans submitted to the Road Department for review.

Recommendation
The TSP update will consider the Tillamook County construction standards as it advances recommended road improvements on any county-owned facilities. Designs that do not conform to County standards may be approved at the discretion of the City Engineer and City Council.
Tillamook County Transportation System Plan (2005)
Overview
The Tillamook County Transportation System Plan ("County TSP") serves as the transportation element of the Tillamook County Comprehensive Plan. The County TSP sets broad goals for the transportation system consistent with Oregon Revised Statute (ORS) 660-012, also known as the Transportation Planning Rule (TPR). The County TSP provides standard cross-sections for roads within the County road functional classification system. The document identifies modal challenges related to the freight, pedestrian, and bicycle system and proposes solutions. The County TSP also recommends a prioritized list of specific roadway, parking, pedestrian, and bicycle improvements throughout Tillamook County and along segments of state highways.

Recommendation
County TSP guidance, standards, project recommendations, and identified funding sources will be considered in the TSP update for county-owned roadways within the City of Tillamook. Tillamook County maintains and has jurisdiction over the following roads: Olsen Road, Tillamook River Road, Wilson River Loop, Brookfield Avenue, Makinster Road, Goodspeed Road, Marolf Loop, McCormick Loop, Latimer Road, Schild Road, Trask River Road, 12th street from Evergreen Drive to Marolf Loop, 3rd Street, from Evergreen Drive to Marolf Loop.

Tillamook County Multi-Jurisdictional Natural Hazards Mitigation Plan (2017)
Overview
The Natural Hazards Mitigation Plan (NHMP) is currently under development in coordination with Tillamook County, the City of Tillamook, FEMA, and other organizations. As of this writing, some chapters of the plan have been drafted. Potential plan actions that may affect the TSP update include:

- Relocating the City’s water transmission main: the water transmission main runs under the Port of Tillamook Bay airport and is in need of repairs.
- Participate in the update of Tillamook County’s Emergency Operations Plan: if this action occurs during the TSP update process, it could inform lifeline routes identified/considered in the TSP.
- Preserve natural areas related to flooding: this action could affect TSP projects that would disturb natural areas.

Recommendation
These draft actions, and any others that emerge from the NHMP process, will be considered during the TSP update, especially as they relate to transportation system safety and security.

State Plans, Policies, and Statutes
The Oregon Transportation Planning Rule is reviewed in Technical Memorandum #3 Regulatory Review separate from the statutes included in this document.

Oregon Statewide Transportation Improvement Program (STIP)
Overview
The Statewide Transportation Improvement Program (STIP) is Oregon’s four-year transportation capital improvement program. The STIP documents funding sources and implementation schedules for transportation improvement projects and programs throughout the state. The STIP divides projects and programs into two broad categories: Fix-it and Enhance. Fix-it activities are those that fix or preserve
the transportation system, while *Enhance* activities are those that enhance, expand, or improve the transportation system.

As of the writing of this plan, the 2015-2018 STIP includes several right-of-way and local engineering projects, such as bridge replacements, roadway grading and drainage, as well as the Crosstown Connections Project.

**Recommendation**

The TSP will consider the effects the STIP as it may impact city streets.

**Oregon Freight Plan (2011)**

**Overview**

The purpose of the Oregon Freight Plan (OFP) is to “improve freight connections to local, state, regional, national, and global markets in order to increase trade-related jobs and income for Oregon workers and businesses.” The OFP identifies a number of challenges facing Oregon’s freight system including system operation and development, safety, communications, environmental considerations, and funding. Implementation actions to improve the freight system include working with cities and counties to consider the freight system in transportation planning, as well as developing performance measures to help make choices about where to invest in freight improvements. The OFP states that coordination with the overarching guidance provided by the Oregon Transportation Plan will be key to the successful implementation of the plan.

**Recommendation**

The TSP update will consider the freight system as part of the City of Tillamook’s transportation system, and will identify strategies for better coordinating land use and transportation planning decisions with freight provisions in the OFP and OTP. The freight routes within the City of Tillamook are: Wilson River Loop, 3rd Street, Front Street, 1st Street, Stillwell Avenue, Latimer Road, Trask River Road, 10th Street, 12th Street, US 101, and OR 6. Short segments of the following roads are also designated freight routes: Cedar Avenue, Birch Avenue, and Del Monte Avenue.

**Oregon Transportation Plan (2006)**

**Overview**

The Oregon Transportation Plan (OTP) and its constituent topic and mode plans form the state’s long-range multimodal transportation system plan (TSP). The OTP provides an overarching policy framework to tie together the state TSP topic and mode plans by establishing goals, policies, strategies, and initiatives that address challenges and opportunities facing Oregon’s transportation system. The OTP also establishes a prioritization framework for transportation improvements in the context of a variety of future funding scenarios. A major emphasis of the OTP calls for the expansion of ODOT’s role in funding non-highway investments, including pedestrian, bicycle, and public transportation facilities throughout the state.

**Recommendation**

The TSP update will conform to goals, policies, and implementation strategies established by the OTP and its constituent topic and mode plans. These plans are summarized below.
Oregon State Rail Plan (2014)
Overview
The Oregon State Rail Plan (OSRP) is one of several statewide transportation mode and topic plans that refine, apply, and implement the long-range vision of the Oregon Transportation Plan (OTP). The OSRP addresses needs in the statewide rail system, including both passenger and freight rail modes. The OSRP also includes example projects, organized by type.

Recommendation
The TSP update will consider the goals, policies, and example projects established by the OSRP.

Oregon Highway Plan (and amendments) (1999-2011)
Overview
The Oregon Highway Plan (OHP) is a functional element of the Oregon Transportation Plan. The OHP establishes policies and investment strategies for Oregon’s state highway system over a 20-year period and refines the goals and policies found in the Oregon Transportation Plan (OTP). Policies in the OHP emphasize 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. Policies relevant to the Tillamook TSP include:

- **Policy 1A: State Highway Classification System** – this policy develops and applies the state highway classification system to guide ODOT priorities for system investment and management
- **Policy 1B: Land Use and Transportation** – this policy recognizes that that both the State and local government must coordinate in land use and transportation planning
- **Policy 1C: State Highway Freight System** – this policy calls for balancing the needs of freight with other uses
- **Policy 1F: Highway Mobility Standards** - the performance and mobility standards in the OHP vary by location and adjacent land use type, with a higher level of service expectation in the more rural areas and a lower level of service in urbanized areas
- **Policy 2D: Public Involvement** – this policy requires that affected jurisdictions and the general public be involved in decision-making that affects the state highway system
- **Policy 2G: Rail and Highway Compatibility** – this policy addresses safety at rail crossings; specific actions include eliminating at-grade crossings wherever possible
- **Policy 3A: Classification and Spacing Standards** – access management on state highways (such as OR 6 and OR 131) is addressed by this policy
- **Policy 4B: Alternative Passenger Modes** – this policy expresses State support for alternative travel modes where feasible

Recommendation
Policies in the OHP must be considered for any improvements, modifications, or policies that would affect US 101, OR 6, and OR 131 in the City of Tillamook. State highways carry the majority of through-traffic in Tillamook, and significant local traffic as well. OHP policies provide guidance in developing recommended improvements that would impact the accessibility, mobility, or function of each highway.
Oregon Public Transportation Plan (1997)
Overview
The Oregon Public Transportation Plan (OPTP) is one of several statewide transportation mode and topic plans that refine, apply, and implement the long-range vision of the Oregon Transportation Plan (OTP). The OPTP provides guidance for the development of transit, rideshare, and transportation demand management services over a 20-year period. The OPTP provides technical information on public transportation standards and needs that assist communities preparing the TSPs required under the TPR, and responds to TPR requirements for per capita reductions in vehicle miles traveled in Oregon’s metropolitan communities. The OPTP is presently being revised and the new version could be considered during the TSP update, depending on publication date.

Recommendation
The TSP update will consider the public transportation goals of the OPTP in developing policies and plans for the public transportation system.

Overview
The Oregon Bicycle and Pedestrian Plan (OBPP) is a modal element of the OTP and provides guidance for planning, design, and operation of facilities for bicycle and pedestrian travel. The plan contains standards and designs used on state highway projects for bicycle and pedestrian facilities. The plan states that bikeway and walkway systems will be established on urban highways, as follows:

- As part of modernization projects (bike lanes and sidewalks will be included);
- As part of preservation projects, where minor upgrades can be made;
- By restriping roads with bike lanes;
- With improvement betterment projects, such as completing short missing segments of sidewalks;
- As bikeway or walkway modernization projects;
- By developers as part of permit conditions, where warranted.

The Oregon Bicycle and Pedestrian Design Guide was adopted in 2011 as an appendix to the Oregon Highway Design Manual. The guide includes pedestrian and bicycle treatments for a variety of roadway types and land use character.

Recommendation
The OBPP will consider standards and designs within the OBPP when proposing pedestrian and bicycle projects on state facilities within Tillamook.

Overview
The Oregon TSP Guidelines are intended to assist local jurisdictions in the preparation of new TSPs and TSP updates. Step-by-step guidance for TSP preparation emphasizes the linkage between local needs, the availability of transportation funding, and conformity with the applicable elements of the Transportation Planning Rule (TPR) and the 2006 Oregon Transportation Plan (OTP). The guidelines are particularly tailored to help smaller, non-metropolitan planning organization jurisdictions such as the
City of Tillamook prepare transportation system plans. The TSP Guidelines are currently being updated and the new version may be referred to depending on timing of completion of the updated guidelines.

Recommendation
The TSP update will conform to the recommendations and guidance provided in the TSP Guidelines.

Oregon Access Management Rules (OAR 734.051)
Overview
Oregon Administrative Rule 734-051 defines the State’s role in managing access to highway facilities in order to maintain functional use and safety and to preserve public investment. The provisions in the OAR apply to the roadways under state jurisdiction within Tillamook, namely US 101, OR 6, and OR 131. The access management rules include spacing standards for varying types of state roadways. It also lists criteria for granting right of access and approach locations onto state highway facilities.

Recommendation
US 101, OR 6, and OR 131 are located on right-of-way that is owned by the state or the City of Tillamook dependent on location. Though Tillamook owns the right-of-way in some locations, access management standards for US 101, OR 6, and OR 131 apply to the entirety of these highways within Tillamook and must be considered if new road connections or driveway approaches are proposed.

Oregon Resilience Plan (2013)
Overview
In the event of a major earthquake, the City of Tillamook’s transportation system will play a crucial role in evacuations, as well as the provision of emergency response services, access to critical buildings, the restoration of utilities, and the reopening of businesses. The Oregon Resilience Plan (“Resilience Plan”) makes policy recommendations to address the threat of a major earthquake in the Cascadia subduction zone. Chapter 5 of the Resilience Plan specifically addresses the resilience of Oregon’s highway, street, bridge, rail, air, and water transportation systems in the context of a major earthquake.

As of this writing, 526 known unstable slopes directly affect US 101 in Oregon – a key transportation corridor in the City of Tillamook that provides north-south connectivity through the downtown commercial core. The Resilience Plan designates Tillamook Airport as a moderate priority for seismic enhancement within 20 years.

Recommendation
The TSP update will consider incremental improvements to the City of Tillamook’s transportation system in accordance with the long-term recommendations of the Resilience Plan. The TSP update may consider designation and improvement of critical evacuation and “lifeline routes.” Within the vicinity of Tillamook, US 101, Netarts Highway (131), OR 6, Latimer Road and Wilson River Loop are designated as lifeline routes.

Other Plans and Guides
US 101/OR 6 Design (2016)
The TSP update will consider the final design documents in developing transportation projects.

Overview
The US 101/OR 6 Alternatives Analysis Report ("AA Report") describes the expected environmental impacts and proposed mitigation for making a range of improvements to US 101/OR 6 in downtown Tillamook and across Hoquarton Slough, as identified by the Tillamook Transportation Refinement Plan. The current US 101/OR 6 construction project resulted from this analysis.

Recommendation
The TSP update will consider the needs of the City at the completion of the US 101/OR 6 project. The TSP update will adopt alternate mobility standards within the specified areas of Downtown Tillamook and the Hoquarton Slough as recommended in the Refinement Plan.

National Association of City Transportation Official (NACTO) Urban Bikeway Design Guide

Overview
NACTO's Urban Bikeway Guide provides design guidelines for urban bicycle facilities based on data and research on best practices from many of the top cycling cities in the world. NACTO's Guide includes standards for bicycle facilities such as protected cycle tracks, which are not currently described in AASHTO's Guide for the Development of Bicycle Facilities. NACTO's Guide provides a suite of bicycle facility treatments that can be constructed depending on the type of road and cyclist. Not all design features are currently approved for use in the 2009 Manual on Uniform Traffic Control Devices (MUTCD), but the Federal Highway Administration intends to include NACTO’s design features in the next version of the MUTCD.

Recommendation
NACTO’s Guide is not necessarily appropriate for the design of bicycle facilities on state highways, or for the design of projects that intend to use federal funds. However, NACTO’s Guide can be used in the development of bicycle improvement projects for Tillamook’s city-owned street network. The NACTO Guide could also be referred to when updating city design standards.

Next Steps
The plan and policy review helps set the context in which the TSP will be developed, and calls out relevant plans, policies, and regulations that will be considered during plan development. The plan and policy review will also assist in developing any needed amendments to City planning documents or municipal code.