

FINAL TECHNICAL MEMORANDUM

DATE: December 10, 2020
TO: Ken Shonkwiler, ODOT
FROM: Ryan Farncomb, Ian Kilpatrick, Carl Springer (DKS), Kevin Chewuk (DKS)
SUBJECT: Tech Memo #2: Plan and Policy Review
CC:
PROJECT NUMBER: 274-2395-110
PROJECT NAME: US 101 Gearhart Facility Plan

This memorandum reviews existing plans, policies, and statutes that are relevant to corridor planning on US 101 in Gearhart, Oregon. This memo also briefly reviews the purpose and function of facility plans. As relevant, this information will be considered and incorporated during development of the goals, alternatives, and the full facility plan. The project team reviewed the following documents.

Local

- Gearhart Transportation System Plan (TSP)
- NW Oregon Transit Access Plan
- Sunset Empire Transit Development Plan
- Clatsop County TSP
- Seaside TSP

State

- Camp Rilea to Surf Pines Facility Plan
- Oregon Transportation Plan
- Blueprint for Urban Design
- Oregon Transportation Safety Action Plan
- Oregon Highway Plan
- Oregon Bicycle and Pedestrian Plan
- Oregon Bicycle and Pedestrian Safety Plan
- Oregon Freight Plan
- Oregon Coast Bike Route Plan
- Access Management Rules and guidance (OAR 734-051) and ODOT guidance documents
- Statewide Transportation Improvement Program (STIP)
- Transportation Planning Rule (OAR 660-012)

Federal

- Federal Coastal Zone Management Act (CZM)

FACILITY PLANS

Facility plans include strategies for managing existing transportation facilities and for improving them to keep them operating at acceptable levels into the future (usually having a 20-year planning horizon). Facility plans are typically adopted by the Oregon Transportation Commission and incorporated as part of the Oregon Transportation Plan. Facility plans also further refine policies and investment priorities identified in the Oregon Transportation Plan and mode and topic plans. Generally, they may include issues for one transportation mode, or they may discuss issues for multiple modes and include sections that address access management, public transit, traffic safety, and bicycle and pedestrian improvements. Facility plans consider geography and land use and affect the application of Statewide Planning Goals.

Existing plans, policies, and statutes are documented early in the process to ensure existing plans directly inform the facility planning process. The following sections review local, state, and federal plans, policies, and statutes relevant to this process.

LOCAL

Table 1. Local Plans

Plan, Policy, or Document	Relevance	Recommendation(s)
Gearhart Transportation System Plan (2017)	<ul style="list-style-type: none"> • Projects S1 to S2 and S4 to S7 identify improvements on US 101 within the Gearhart UGB (approximately East Pine Lane to Seaside Airport Lane) that would reconfigure the roadway to provide bike lanes and include limited widening to provide a shared-use path. These improvements also include buffered bike lanes between Shamrock Road and Pacific Way and widening to construct new sidewalk between 5th Street and G Street-Oster Road. Project S3 also identifies intersection improvements for US 101/Gearhart Loop Road which should be coordinated with projects S1 to S2 and S4 to S7. These projects were identified as aspirational except for project S7 which was identified as financially constrained. • Projects S3, S10 to S11 and S13 identify locations for potential enhanced crossing locations dependent on future study. Identified crossing locations include the north end of Gearhart (near Shamrock Road), between Gearhart Loop Road and Pacific Way (near 5th Street), and at the south end of the city (near G Street-Oster Road). Project S12 identifies ADA upgrades at the intersection of US 101/Pacific Way. These projects were identified as aspirational. • Projects G2 to G4 plan to extend Railroad Avenue/Tressel Drive between Pacific Way and Hillila Road and McCormick Garden Road between G 	<ul style="list-style-type: none"> • City access spacing and mobility targets must be applied to US 101 side streets under City jurisdiction. • Build upon projects identified in the TSP.

Plan, Policy, or Document	Relevance	Recommendation(s)
	<p>Street-Oster Road and Pacific Way. These roadway extensions will enhance the connectivity of the local street network to the east of US 101 which could reduce traffic volumes on US 101 for local traffic. These projects were identified as aspirational.</p>	
Clatsop County Transportation System Plan (2015)	<ul style="list-style-type: none"> The plan is primarily intended to serve areas of the county outside the UGBs, including that of Gearhart. However, the County plan does apply to any streets under the County's jurisdiction within Gearhart, including Hillila Road, and McCormick Gardens Road. Recommends a pedestrian and bicycle enhancement project along US 101, just north of the Gearhart UGB (Project W07). 	<ul style="list-style-type: none"> County access spacing and mobility targets must be applied to US 101 side streets under County jurisdiction. Consider how the facility plan connects to the planned County pedestrian and bicycle enhancement project along US 101 north of the city (Project W07).
Sunset Empire Comprehensive Transportation Plan	<ul style="list-style-type: none"> There are future transit plans for Route 101, which stops near Pacific Way on US 101 both northbound and southbound. Near-term plans include increased weekend trips, and mid- to long-term plans include 60 min. service all day, more frequent weekday peak service, and later evening weekend service. Some survey responses indicated transit riders went to destinations in Gearhart well off US 101. 	<ul style="list-style-type: none"> The bus stops will be included in the alternatives analysis. Given desires to increase service frequency in this corridor, additional amenities should be considered, as should access to stations and crossing safety.
NW Oregon Transit Access Plan	<ul style="list-style-type: none"> Plan and conceptual designs for new transit stops in the five participating transit agencies that comprise the NW Oregon Transit Alliance including the Sunset Empire Transportation District. One of the stop locations is in Gearhart on southbound US 101, immediately north of the intersection with Pacific Way. 	<ul style="list-style-type: none"> The original design for the Gearhart stop did not anticipate a lane reconfiguration or other major improvements in the US 101 corridor. However, the design elements (e.g., large shelter, improved pedestrian access) are relevant and should be incorporated.
Seaside Transportation System Plan (2011)	<ul style="list-style-type: none"> Recommends comprehensive improvements to US 101 through all of Seaside. Includes recommendation to add sidewalks for the entire length of US 101 to the north Seaside city limits. Also recommends crossing improvements at the intersections of Wahanna Road and US 101, Lewis and Clark Road and US 101. City limits of Seaside directly abut Gearhart. 	<ul style="list-style-type: none"> Future plans for sidewalks on US 101 in Seaside should be noted during development of design alternatives.

STATE

Table 1. State Plans, Policies, and Regulations

Plan, Policy, or Document	Relevance	Recommendation(s)
Camp Rilea to Surf Pines Facility Plan	<ul style="list-style-type: none"> The plan outlines five alternatives to implement concepts for improving US 101. From these alternatives, the plan recommends spot improvements along the corridor that include various intersection improvements, the addition of turn lanes in some areas, widening narrow shoulders along the corridor, and other improvements to address safety concerns. Other recommendations include the widening of US 101 to three lanes from Patriot Way to Sunset Beach Lane and recommendations beyond the 20-year planning horizon to widen the remainder of the corridor to three lanes (with the eventual possibility of widening to five lanes) to meet mobility goals. Other considerations include alternative mobility targets, highway maintenance, possible future variable speed limits, animal crossings, access management, and freight movement on the corridor. 	<ul style="list-style-type: none"> This plan covers a segment of US 101 just north of the Gearhart Facility Plan study area. Though in a different land use context, the alternatives and ideas developed for the Camp Rilea plan should be reviewed so as to inform the alternatives development process for the Gearhart Facility Plan.
Oregon Transportation Plan (2006)	<ul style="list-style-type: none"> Identifies statewide transportation planning goals, policies, strategies, and initiatives that address the core challenges and opportunities facing transportation in Oregon. Includes various modal plans to further implement the goals and policies including the Bicycle and Pedestrian Plan, Freight Plan, Highway Plan, Public Transportation Plan, Rail Plan, Transportation Options Plan, and the Transportation Safety Action Plan. Includes the following seven goals that are defined by more specific policies and strategies: mobility and accessibility; management of the system; economic vitality; sustainability; safety and security; funding the transportation system; and coordination, communication, and cooperation. 	<ul style="list-style-type: none"> Address the policy and regulatory requirements included in the Oregon Transportation Plan and State Modal Plans.

Plan, Policy, or Document	Relevance	Recommendation(s)
Oregon Transportation Safety Action Plan (2016)	<ul style="list-style-type: none"> • An element of the Oregon Transportation Plan that provides long-term goals, policies, and strategies and near-term actions to eliminate deaths and life-changing injuries on Oregon's transportation system by 2035. • The goals, policies, and strategies are focused on changing safety culture and proactively planning, designing, operating, and maintaining a transportation system that eliminates fatalities and serious injuries. • Includes emphasis areas to provide a framework for the near-term component. Emphasis areas are focus areas directly related to the long-term goals, policies, and strategies. The emphasis areas include risky behaviors, infrastructure, vulnerable users, and improved systems. 	<ul style="list-style-type: none"> • Use as guidance to support changing safety culture and proactively planning, designing, operating, and maintaining a transportation system that eliminates fatalities and serious injuries.

Plan, Policy, or Document	Relevance	Recommendation(s)
Oregon Highway Plan (Amended 2015)	<ul style="list-style-type: none"> • An element of the Oregon Transportation Plan that defines policies and investment strategies for the state highway system. • Contains classifications for all state highways in Oregon. Within Gearhart, US 101 is identified as a Statewide Highway, Federal Truck Route, a Reduction Review Route, a scenic byway, and a Tier 3 lifeline route. • Sets mobility targets for ensuring a reliable and acceptable level of mobility on the highway system. Each intersection along state highways has a mobility target requiring that the highway operate at or below a specified volume to capacity (v/c) ratio, ranging from 0.80 to 0.90 v/c at US 101 intersections in Gearhart. • Action 1F.3 of Policy 1F allows local jurisdictions to consider alternate mobility standards for state highways where it would be infeasible to meet the standards listed above. • Sets access spacing standards for driveways and approaches to the state highway system. The standards are based on state highway classification and differ based on posted speed with minimum intersection spacing along US 101 in Gearhart ranging from 800 to 1,320 feet. • Emphasizes improving or managing the existing transportation system before implementing higher-cost street capacity enhancement projects, enhancing individual safety and security, and encouraging the use of alternative passenger modes. 	<ul style="list-style-type: none"> • Apply the mobility target and access spacing standards to US 101. • Accommodate the Federal Truck Route and Reduction Review Route designations. • Consider aesthetics and design elements that support the Scenic Byway designation. • Consider project alternatives that improve or manage the existing transportation system and encourage the use of alternative passenger modes.

Plan, Policy, or Document	Relevance	Recommendation(s)
Oregon Freight Plan (Amended 2017)	<ul style="list-style-type: none"> Guides freight-related operation, maintenance, and investment decisions for identified freight corridors. Gearhart is in the state's Western Freight Corridor. The Western Corridor includes several components including US 101 and the Marine Highway 5 (M-5), a designated marine highway in the Pacific Ocean that connects Oregon with other West Coast ports from Canada to Mexico. Together, the Western Corridor connects Oregon with the national freight transportation system via several truck, rail, seaport, and airport facilities. Other Western Corridor Freight facilities near Gearhart include the Port of Astoria and the Astoria Regional Airport. 	<ul style="list-style-type: none"> Address freight mobility as a special consideration during the planning process.
Access Management Rules and guidance (OAR 734-051) and ODOT guidance documents	<ul style="list-style-type: none"> Balances the safety and mobility needs of travelers on state highways with the access needs of property and business owners. Allows ODOT to control the issuance of permits for access to state highways, state highway rights of way, and other properties under the State's jurisdiction. In addition, it sets access spacing standards, identifies the ability to close existing approaches, and establishes a formal appeal process in relation to access issues. These rules enable the State to direct the location and spacing of intersections and approaches on state highways, ensuring the relevance of the functional classification system and preserving the efficient operation of state routes. OHP Goal 3, Policy 3A and OAR 734-051 set access spacing standards for driveways and approaches to the state highway system. 	<ul style="list-style-type: none"> Incorporate minimum access spacing standards for driveways and approaches to US 101 in Gearhart, ranging from 800 to 1,320 feet.
Statewide Transportation Improvement Program (2021-2024)	<ul style="list-style-type: none"> Identifies which projects are scheduled to be designed or constructed over a 4-year period. The STIP contains projects with committed funding and is consistent with adopted transportation plans. The current STIP program contains project priorities for the period between 2021 and 2024. 	<ul style="list-style-type: none"> The 2021–2024 STIP includes a project to complete preliminary engineering to replace a failing signal at the intersection of US 101/Pacific Avenue (K21555).

Plan, Policy, or Document	Relevance	Recommendation(s)
Blueprint for Urban Design	<ul style="list-style-type: none"> In Chapter 2, ODOT presents an urban context system to differentiate between the various urban areas and unincorporated communities in Oregon. The blueprint can be used to determine the urban context of an ODOT roadway and what additional transportation characteristics should be considered when planning and designing a roadway. This system provides information about the potential users of a roadway, the regional and local travel demand of a roadway, the issues various road users face, and potential solutions to those issues. Chapter 3 outlines guidance on how to use design flexibility to implement designs that are appropriate for the urban context and other elements identified in Chapter 2. 	<ul style="list-style-type: none"> Apply the urban context system to determine potential road users and their needs, as described in the Blueprint. This includes determining urban context, roadway classification, and identifying other roadway designations or characteristics that may impact design decisions. Additionally, the project will employ a “performance-based design decision framework” as described in the Blueprint to guide project decision-making.
Oregon Bicycle and Pedestrian Plan	<ul style="list-style-type: none"> An element of the Oregon Transportation Plan Envisions a future where Oregonians of all ages, incomes, and abilities can access destinations in urban and rural areas on comfortable, safe, and well-connected biking and walking routes. Includes policies and initiatives for improving the cycling and walking environment statewide. 	<ul style="list-style-type: none"> Ensure that the alternatives developed during the process meet the intent of the goals and policies of the Bicycle and Pedestrian Plan.
Pedestrian and Bicycle Safety Implementation Plan	<ul style="list-style-type: none"> Plan prioritizes state highway corridors with the highest risk of pedestrian or bicycle crash, identifies risk factors associated with pedestrian or bicycle crashes, and prioritizes corridors based on reported pedestrian or bicycle crash frequency and/or severity. Contains a toolbox of countermeasures intended to reduce frequency and/or severity of pedestrian and bicycle crashes. Contains a framework for development of corridor projects to improve pedestrian and bicycle safety. 	<ul style="list-style-type: none"> The study area is not identified in the bike/ped plan as being high-risk for pedestrians or cyclists. Countermeasures contained in the bike/ped plan could be considered during development of the facility plan.
Oregon Coast Bike Route (OCBR) Plan	<ul style="list-style-type: none"> Plans future improvements to the Oregon Coast Bike Route, which generally follows the alignment of US 101 border to border (except for several deviations along the way). Assumes that a lane reconfiguration or similar improvement will occur that will increase separation of cyclists from vehicle traffic on US 101 through Gearhart. 	<ul style="list-style-type: none"> None. The OCBR Plan supports facility planning efforts to improve the corridor for all users.

Plan, Policy, or Document	Relevance	Recommendation(s)
Transportation Planning Rule (TPR) (OAR 660-012)	<ul style="list-style-type: none"> Implements Statewide Planning Goal 12. States that to comply with the TPR, the facility plan must comply with the OTP and the applicable county and state TSPs. 	<ul style="list-style-type: none"> The US 101 corridor in Gearhart is identified in the Gearhart TSP for improvements that increase safety and encourage multimodal uses in the corridor. The facility plan will reflect the TSP goals for the corridor.

FEDERAL

Table 1. Federal Acts

Plan, Policy, or Document	Relevance	Recommendation(s)
Coastal Zone Management Act (CZMA)	<ul style="list-style-type: none"> Passed by Congress in 1972, the goal of the CZMA is to “preserve, protect, develop, and where possible, to restore or enhance the resources of the nation’s coastal zone.” The CZMA is implemented through partnerships with the states. Oregon has its own Coastal Zone Management Program that implements the national program. The study area is entirely within the Coastal Zone as designated by Oregon’s Coastal Zone Management Program. 	<ul style="list-style-type: none"> The provisions of the CZMA and in turn, Oregon’s Coastal Zone Management Program, are implemented through local land use laws and through the NEPA process. Principal CZMA issues include impacts to wetlands, ocean and shore, and terrestrial watersheds. If federal permits would be required by a future project that emerges from the facility plan, various CZMA requirements would have to be met.