



MEMORANDUM

Technical Memorandum #1: Plans & Policy Review

Waldport TSP

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TO Project Management Team
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OVERVIEW

This memorandum presents a review of existing plans, regulations, and policies that affect transportation planning in the City of Waldport. The review explains the relationship between the documents and planning within the City, identifying key issues that will guide the Transportation System Plan (TSP) update process. This memorandum is intended to guide later decisions regarding the development and selection of preferred transportation solutions and necessary amendments to related plan documents and regulations.

Some documents included in this review establish transportation-related standards, targets, and guidelines with which the TSP update must coordinate and be consistent with; others contain transportation improvements that will need to be factored into the future demand modeling and otherwise reflected in the draft TSP update. Local policy and regulatory requirements described in this review – such as Waldport’s Municipal Code Title 16 – may be subject to amendments in order to implement the recommendations of the updated TSP. This memorandum helps set the stage for those potential amendments, which will be prepared as part of project implementation (Task 6).

Key findings include the following:

- The updated Oregon Highway Plan mobility policy (Policy 1F) embodies more flexibility for meeting “targets” for state highways.
- Significant updates to the Oregon Bicycle and Pedestrian Plan were adopted in 2016 and the Waldport TSP update can benefit from new state policy.
- The Transportation Planning Rule has been updated since the last Waldport TSP update.
- There are a number of local plans that have been completed subsequent to the 1999 TSP and 2010 Goal/Policy Update. To the extent that existing policies, standards, and recommendations therein have an impact on the transportation system, these plans will be considered for consistency as part of this TSP update.

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STATEWIDE PLANS

Statewide Planning Goals

The foundation of Oregon’s statewide land use planning program is a set of 19 Statewide Planning Goals. The goals express the state’s policies on land use and on related topics, such as citizen involvement, housing, and natural resources. Oregon’s statewide goals are achieved through local comprehensive planning, including the development and implementation of TSPs.

All of Oregon’s Statewide Goals have an influence on transportation planning, either directly or indirectly. However only certain Goals directly apply to transportation planning at a local level; the Goals listed in Table 1 are most relevant to Waldport’s TSP update.

Table 1: Statewide Planning Goals

Statewide Planning Goal	Relevancy to the Waldport TSP Update
Goal 1: Citizen Involvement	Establishes citizen involvement as the primary goal of the land use planning process in Oregon. The Waldport TSP Update process is guided by a robust public involvement plan that includes public involvement goals, identified affected and interested stakeholder and target audiences, and critical factors that will gage success. In addition, this project will be guided by a project advisory committee that will inform the TSP update throughout the course of the project.
Goal 2: Land Use Planning	Establishes a process and policy framework for all decisions and actions related to uses of land; ensures that such decisions and actions are premised on an adequate factual base. Existing and future transportation needs will be based on inventories of existing conditions in Technical Memorandum #3, including existing and planned land uses, as well as improving efficient multi-modal connections to housing, public services, employment areas, and recreational opportunities.
Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces	Existing natural resources and environmental features influence the siting, construction, and cost of transportation improvements. Technical Memorandum #3 will provide inventories of these resources illustrate and describe areas within Waldport that may pose barriers to providing transportation access or improvements
Goal 7: Natural Hazards	The risk of natural hazards affects site selection and alignment decisions and design standards. Transportation improvement projects in Waldport should avoid natural hazard areas, such as floodplains, to the extent feasible.
Goal 9: Economic Development	Addresses the need for a variety of economic opportunities in support of the health, welfare, and prosperity of Oregon’s citizens. The TSP Update process should be coordinated with current and planned economic development activities.
Goal 10: Housing	Cities are required to anticipate ongoing needs for housing, and to provide adequate infrastructure to serve residential uses.

Statewide Planning Goal	Relevancy to the Waldport TSP Update
	Transportation facilities and project prioritization will be based, in part, on the demands generated by current and projected housing needs.
Goal 11: Public Facilities and Services	Local governments are required to provide adequate public facilities, including transportation facilities, in a timely and efficient manner. The TSP Update will coordinate with or consider the provision of other public facilities consistent with adopted plans.
Goal 12: Transportation	<p>Requires multi-modal transportation plans for transportation service providers that need to:</p> <ul style="list-style-type: none"> • Be based upon factual inventories, • Minimize adverse social, environmental, economic, and energy impacts, • Meet the needs of the transportation disadvantaged, • Facilitate the flow of goods and services, and • Be consistent with related local and regional plans. <p>As described in more detail in Technical Memo #1, Goal 12 is implemented through the Transportation Planning Rule (OAR 660, Division 12).</p>
Goal 13: Energy Conservation	Land uses shall be managed and controlled to maximize the conservation of all forms of energy based upon sound economic principles. In transportation planning, this includes consideration of travel distances and mode share.
Goal 14: Urbanization	Requires land within the Urban Growth Boundary to “provide an orderly and efficient transition from rural to urban land use.” Findings of feasibility of providing adequate transportation and other public facilities is required for expansion of UGB’s.

Project Relevance: The TSP Update will be consistent with the Statewide Planning Goals.

Oregon Transportation Plan (2006)

The Oregon Transportation Plan (OTP) is the state’s long-range multi-modal transportation plan that addresses the future transportation needs of the State of Oregon through the year 2030. The primary function of the OTP is to establish goals, policies, strategies, and initiatives that are translated into a series of modal plans, such as the Oregon Highway Plan and Oregon Bike and Pedestrian Plan. The OTP considers all modes of Oregon’s transportation system, including Oregon’s airports, bicycle and pedestrian facilities, highways and roadways, pipelines, ports and waterway facilities, public transportation, and railroads. It assesses state, regional, and local public and private transportation facilities. In addition, the OTP provides the framework for prioritizing transportation improvements based on varied future revenue conditions, but it does not identify specific projects for development.

The OTP provides broad policy guidance and sets seven overarching goals for the state.¹ Through these goals and associated policies and strategies, the OTP emphasizes:

- Maintaining and maximizing the assets in place.
- Optimizing the performance of the existing system through technology.
- Integrating transportation, land use, economic development, and the environment.
- Integrating the transportation system across jurisdictions, ownerships, and modes.
- Creating sustainable funding.
- Investing in strategic capacity enhancements.

The Implementation Framework section of the OTP describes the implementation process and how state multimodal, modal/topic plans, regional and local TSPs and master plans will further refine the OTP's broad policies and investment levels. Local TSPs can further OTP implementation by defining standards, instituting performance measures, and requiring that operational strategies be developed.

The last chapter of the OTP provides implementation and investment frameworks and key initiatives to be consulted in developing TSP projects and implementation measures.

Project Relevance: The OTP's policies and strategies will guide the TSP Update, specifically in the areas of system management, maximizing performance of the existing transportation system using technology and creative design solutions, pursuing sustainable funding sources, and investing strategically in capacity projects.

Oregon Highway Plan (1999, last amended 2018)

The Oregon Highway Plan (OHP) is a modal plan of the OTP that guides Oregon Department of Transportation's (ODOT's) Highway Division in planning, operations, and financing. 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. 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 TSP Update 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 system guides the development of facility plans, as well as ODOT's review of local plan and zoning amendments, highway project selection, design, and development, and facility management decisions including road approach permits.

¹ The seven goals are Goal 1 – Mobility and Accessibility; Goal 2 – Management of the System; Goal 3 – Economic Vitality; Goal 4 – Sustainability; Goal 5 – Safety and Security; Goal 6 – Funding the Transportation System; and Goal 7 – Coordination, Communication, and Cooperation.

US 101 and OR 34 are classified highways in the state classification system. The purpose and management objectives of these highways are provided in Policy 1A, as summarized below.

- **Statewide Highways** (US 101) typically provide inter-urban and inter-regional mobility and provide connections to larger urban areas, ports, and major recreation areas that are not directly served by Interstate Highways. A secondary function is to provide connections for intra-urban and intra-regional trips. The management objective is to provide safe and efficient, high-speed, continuous-flow operation. In constrained and urban areas, interruptions to flow should be minimal. Inside Special Transportation Areas (STAs), local access may also be a priority. The 2003 Refinement Plan for Waldport's Business Streets Operation and Safety Study discussed the need for an STA destination, see review in this memorandum.
- **District highways** (OR 34) are facilities of county-wide significance and function largely as county and city arterials or collectors. They provide connections and links between small urbanized areas, rural centers, and urban hubs, and also serve local access and traffic. The management objective is to provide for safe and efficient, moderate to high-speed continuous-flow operation in rural areas reflecting the surrounding environment and moderate to low-speed operation in urban and urbanizing areas for traffic flow and for pedestrian and bicycle movements.

The following classifications also apply to US 101.

- National Highway System (NHS)
- Oregon Scenic Byway

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, 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. There are no OHP designated freight routes in Waldport, but US-101 is designated a high clearance route².

Policy 1D: Scenic Byways

Several highways throughout the state have been designated Scenic Byways which have exceptional scenic value. To protect the scenic assets of its Scenic Byways, ODOT has developed guidelines for aesthetic and design elements within the public right-of-way that are appropriate for Scenic Byways. US 101 is designated as an All American Roads Scenic Byway of OR 34 is designated as an Oregon State Scenic Byway.

² A High Clearance Route defined by ODOT meets vertical clearance standards and are important routes for oversize loads use.

Policy 1F: Highway Mobility Policy

Policy 1F sets mobility targets for ensuring a reliable and acceptable level of mobility on the state highway system. The standards are used to assess system needs as part of long range, comprehensive planning and transportation planning projects (such as an IAMP), during development review, and to demonstrate compliance with the TPR.

Significant amendments to Policy 1F were adopted at the end of 2011. The 2011 revisions were made to address concerns that state transportation policy and requirements have led to unintended consequences and inhibited economic development. Policy 1F now provides a clearer policy framework for considering measures other than volume-to-capacity (v/c) ratios for evaluating mobility performance. Also, as part of these amendments, v/c ratios established in Policy 1F were changed from being standards to “targets.” These targets are to be used to determine significant effect pursuant to TPR Section -0060.

Table 2 includes the mobility targets for the state facilities in the TSP study area. Per the OHP, US 101 is classified as a Statewide Highway (not a Freight Route) and OR 34 is classified as a District Highway.

Table 2: Volume to Capacity Ratio Targets Outside Metro

	STA	Outside STA Speed Limit <= 35mph	Outside STA Speed Limit >35 mph but <45 mph	Outside STA Speed Limit >= 45
Statewide (not a Freight Route)	0.95	0.90	0.85	0.80
District/Local Interest Roads	1.0	0.95	0.90	0.90

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 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 TSP process, ODOT will work with Waldport and other stakeholders to determine appropriate strategies and tools that can be implemented at the local level that are 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 TSP Update process,

ODOT will work with the City and project stakeholders to identify improvements to the local road system that support the planned land use designations in the study area and that will help preserve capacity and ensure the long-term efficient and effective operation of high functional class facilities.

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 TSP Update process will include citywide crash analysis to identify sites with a history of fatal and serious injury crashes and identify potential countermeasures to reduce 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 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 access management rules in OAR 734, Division 51, addressed later in this report. The TSP Update process will include an analysis of how existing ODOT facilities in Waldport compare to these standards.

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. Lincoln County Transportation Service District (LCTSD) provides public transportation service in the study area. Improving safety, access, and mobility for pedestrians and bicyclists to local transit service and to community destinations throughout the City is an objective of this Update process.

Policy 4D: Transportation Demand Management

This policy supports the efficient use of the state transportation system through investment in transportation demand management (TDM) strategies. Action 4D.1 calls for reducing peak period single-occupancy vehicle travel and to move traffic demand out of the peak period so as to improve the flow of traffic on state highways. The TSP Update process will review TDM strategies that can be adopted into the Waldport Municipal Code in the form of requirement for new developments and incentives for employers.

Project Relevance: The TSP planning process will consider policies in the OHP for any improvements, modifications, or policies that would affect US 101 or OR 34. OHP policies provide guidance in developing recommended improvements that would impact the accessibility, mobility, or function of each highway. The TSP is being developed in coordination with ODOT so that projects, policies, and

regulations proposed as part of the TSP will comply with or move in the direction of meeting the standards and targets established in the OHP related to safety, access, and mobility.

Oregon Freight Plan (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 State's 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. There are no strategic freight networks within the Waldport city limits. Marine Highway 5 (M-5) is a designated marine highway in the Pacific Ocean that connects Oregon with other West Coast ports and is located near Waldport, however the Port of Alsea does not currently provide freight shipping connections.

The following policy and strategic direction provided in the OFP prioritizes preservation of strategic corridors as well as improvements to the supply chain achieved through coordination of freight and system management planning.

Project Relevance: Maintaining and enhancing efficiency of the truck and rail freight system in the study area will be an objective of the updated TSP. The project advisory committee includes representatives from ODOT.

Oregon Public Transportation Plan (2018)

The Oregon Public Transportation Plan (OPTP) is the modal plan of the OTP that provides guidance for ODOT and public transportation agencies regarding the development of public transportation systems³. The guiding vision for the State is to create:

- A public transportation system that is an integral, interconnected component of Oregon's transportation system that makes Oregon's diverse cities, towns, and communities work.
- Public transportation that is convenient, affordable, and efficient helps further the state's quality of life and economic vitality and contributes to the health and safety of all residents, while reducing greenhouse gas emissions.

The OPTP is designed to respond to trends, opportunities, and challenges that exist today, while providing an adaptable foundation for the future. The policies and strategies advance public transportation as an important piece of the overall transportation system, linking people to destinations, services, opportunities, as well as to communities in neighboring states.

³ Goals: Goal 1 – Mobility, Goal 2 – Accessibility and Connectivity, Goal 3 – Community, Livability and Economic Vitality, Goal 4 – Equity, Goal 5 – Health, Goal 6 – Safety and Security, Goal 7 – Environmental Sustainability, Goal 8 – Land Use, Goal 9 – Strategic Investment, Goal 10 – Communication, Collaboration, and Coordination

Project Relevance: The OTP is a modal plan that provides guidance for ODOT and public transportation agencies regarding the development of public transportation systems. The TSP process will coordinate with Lincoln County Transportation Service District (LCTSD) long-range and strategic planning in the TSP study area. A representative from LCTSD may be invited to participate in the project advisory committee or to receive copies of each deliverable for review to ensure coordination between the recommendations of the TSP and transit plans.

Oregon Rail Plan (2014)

The Oregon State Rail Plan is a state modal plan under the OTP that addresses long-term freight and passenger rail planning in Oregon. The Plan provides a comprehensive assessment of the state's rail planning, freight rail, and passenger rail systems. It identifies specific policies concerning rail in the state, establishes a system of integration between freight and passenger elements into the land use and transportation planning process, and calls for cooperation between state, regional, and local jurisdictions in planning for rail.

Currently, there are no long-term freight or passenger rail facilities in Waldport. The closest passenger rail access is in Albany to access Amtrak's Coast Starlight Train.

Project Relevance: No relevance.

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 established the role of walking and biking as essential modes of travel within the context of the entire transportation system, and recognizes the benefit to the people and places in Oregon.

The OBPP provides direction for what needs to be achieved in the state, 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 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 TSPs.

Project Relevance: The TSP Update process will consider OBPP policies and strategies for their applicability to Waldport and, where appropriate, the updated TSP will reflect the OBPP in local policies and project selection. The State standards and strategies for pedestrian and bicycle improvements can serve as “best practices” and inform recommended bicycle and pedestrian improvements in the updated TSP. The TSP planning process will identify and address areas where enhancements are needed to improve sidewalk accessibility, including curb ramps, to better comply with the Americans with Disabilities Act (ADA). The TSP planning process will consider OBPP standards and designs where pedestrian and bicycle projects are recommended on, or parallel to, state facilities. In addition, advisory committees for the project include members that represent pedestrian and bicycle interests.

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 cities, including Waldport, can take to increase transportation safety. They include adopting a Safe Communities Program and a Safe Routes to School program. The Safe Communities Program is a collaborative partnership with the National Highway Traffic Safety Administration and the 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 schools.

In addition, the TSAP also identifies activities and roles for cities to improve safety. They include:

- Evaluate local hot spot and 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 to develop local goals, policies, and strategies while updating the TSP to increase safety in the City.

State Law on Reduction in Vehicle-Carrying Capacity (ORS 366.215)

ORS 366.215 states that the Oregon Transportation Commission may not permanently reduce the vehicle-carrying capacity of specific state routes when improvement projects alter, relocate, change, or realign the facility. Exceptions are allowed if safety or access considerations require a reduction.

Transportation improvements that are identified by ODOT as having the potential for a Reduction of Vehicle-Carrying Capacity are required to conduct a stakeholder forum. The stakeholder forum is intended to include representatives from a range of affected groups to discuss design issues with the planned improvements.

Project Relevance: There are no routes in Waldport that qualify for the potential Reduction of Vehicle-Carrying Capacity provided by ORS 366.215; therefore, this does not apply.

Access Management Rule (OAR 734-051) (2014)⁴

Oregon Administrative Rule (OAR) 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. OHP Policy 3A and OAR 734-051 set access spacing standards for driveways and approaches to the state highway system⁵. 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.

There are two state highways in Waldport, including the Oregon Coast Highway (US 101) and the Alsea Highway (OR 34). US 101 is classified as a statewide highway, it has posted speed limits that range from 25 to 55 mph, and it has Annual Average Daily Traffic (AADT) volumes that range from 9,100 to 6,400. OR 34 is classified as a district highway, it has posted speed limits that range from 25 to 45 mph, and it has AADT volumes that range from 5,200 to 4,300. Table 3 summarizes the current access management standards for US 101 and OR 34 in Waldport.

⁴ Amendments to OAR 734-051 were adopted in early 2014 based on passage of Senate Bill 1024 (2010), Senate Bill 264 (2011), and Senate Bill 408 (2014). The amendments were intended to allow more consideration for economic development when developing and implementing access management rules and involved changes to how ODOT deals with approach road spacing, highway improvement requirements with development, and traffic impact analyses requirements for approach road permits.

⁵ ODOT Access Management Standards – OHP Appendix C Revisions to Address Senate Bill 264 (2011): http://www.oregon.gov/ODOT/TD/TP/docs/ohp_am/apdxc.pdf

Table 3: Access Spacing Standards

Speed (mph)	US 101	OR 34	
		>5,000	<5,000
55 or higher	1,320	700	650
50	1,100	550	425
40 & 45	800	500	360
30 & 35	500	350	250
25 & lower	350	250	150

The TPR does not regulate access management. ODOT adopted OAR 734-051 to address access management and it is expected that ODOT, as part of this project, will coordinate with the City in planning for access management on state roadways consistent with its Access Management Rule.

Project Relevance: Analysis for the TSP Update and final project recommendations will need to reflect state requirements for state facilities; the updated TSP will comply or move in the direction of meeting access management standards for state facilities. Implementation measures that will be developed for the TSP Update may entail amendments to the Waldport Municipal Code to ensure that it is consistent with these access management requirements as well as TSP recommendations related to access management.

Transportation Planning Rule (OAR 660-012) (2011)

The Transportation Planning Rule (TPR), OAR 660-012, implements Goal 12 (Transportation) of the statewide planning goals. The TPR contains numerous requirements governing transportation planning and project development, including the required elements of a TSP. In addition to plan development, the TPR requires each local government to amend its land use regulations to implement its TSP (OAR 660-012-0045). It also requires local government to adopt land use or subdivision ordinance regulations consistent with applicable federal and state requirements: “to protect transportation facilities, corridors and sites for their identified functions.”

Local compliance with -0045 provisions is achieved through a variety of measures, including access control requirements, standards to protect future operations of roads, and notice and coordinated review procedures for land use applications. Local development codes should also include a process to apply conditions of approval to development proposals, and regulations ensuring that amendments to land use designations, densities, and design standards are consistent with the functions, capacities, and performance standards of facilities identified in the TSP.

Amendments to the TPR adopted in 2012 include new language in Section -0060 that allows a local government to exempt a zone change from the “significant effect” determination if the proposed zoning is consistent with the comprehensive plan map designation and the TSP. The amendments also allow a local government to amend a functional plan, comprehensive plan, or land use regulation without applying mobility standards (V/C, for example) if the subject area is within a designated multi-modal mixed-use area (MMA).

Project Relevance: The TPR directs local TSP development and requires specific transportation elements be implemented in the local development ordinance. Local requirements such as access management, coordinated land use review procedures,

and transportation facility standards and requirements are meant to protect road operations and safety and provide for multi-modal access and mobility. Implementation measures that will be developed with the TSP Update may entail proposed amendments to the Waldport Municipal Code to ensure consistency with TPR requirements as well as to reflect TSP recommendations.

ODOT Funding Projections

ODOT has several funding sources with percentages that fluctuate each biennium. For the 2017/19 biennium, collection sources are 23 percent federal government transportation funding and 77 percent state sources including fuel tax, motor vehicle fees, etc. Recently, House Bill 2017 “Keep Oregon Moving” was passed by the Oregon Legislature. The bill made a significant investment in transportation, ODOT’s biennial tax revenues are expected to grow from \$131 million for the 2017/19 biennium to \$300 million in the 2021/23 biennium. These new funds will deliver programs and projects in an accountable, transparent, and efficient manner.

HB 2017 is projected to allocate \$48,000 annually (10-year annual average) to Waldport, \$3.2 million annually (10-year annual average) to Lincoln County, and provide \$840,000 annually (10-year annual average) for transit in Lincoln County. Additionally, the bill provides statewide funding for alternative transportation options, \$1.2 million annually for bicycle and pedestrian and \$10 million annually for Safe Routes to School initiatives. Further, Lincoln County’s annual transit tax revenue is expected to grow from \$230,000 in 2019 to \$677,000 in 2023.

Project Relevance: The increase in transportation related funds to ODOT, Lincoln County, and the City of Waldport is an important consideration for the developing transportation improvement alternatives and funding capacity for the identified projects.

Statewide Transportation Improvement Program

The State Transportation Improvement Program (STIP) is the four-year programming and funding document for transportation projects and programs for state and regional transportation systems, including federal land and Indian reservation road systems, interstate, state, and regional highways, bridges, and public transit. It includes state- and federally-funded system improvements that have approved funding and are expected to be undertaken during the upcoming four-year period. The projects and programs undergo a selection process managed by ODOT Regions or ODOT central offices, a process that is held every two years in order to update the STIP. The current STIP identifies planned improvements for 2018-2021.

Project Relevance: The 2018-2021 STIP includes one project in Waldport, which entails preliminary engineering for the long-term preferred alternative for Hwy 101. There is no funding for construction at this time. The TSP Update analysis will take into account projects that are programmed in the STIP. An expected outcome of this planning process is proposed recommendations to eventually amend the STIP to include projects from the updated TSP. The STIP projects will most likely involve improvements that are eligible for funding through the ODOT Enhance program, which awards funding through a competitive application process.

ODOT Highway Design Manual (2012)

The 2012 Highway Design Manual (HDM) provides ODOT with uniform standards and procedures for planning studies and project development for the state’s roadways. It is intended to provide guidance for the design of new construction; major reconstruction (4R); resurfacing, restoration, and rehabilitation (3R); or resurfacing (1R) projects. It is generally in agreement with the American Association of State Highway and Transportation Officials (AASHTO) document *A Policy on Geometric Design of Highways and Streets – 2018*. However, sound engineering judgment must continue to be a vital part in the process of applying the design criteria to individual projects. The flexibility contained in the 2012 HDM supports the use of Practical Design concepts and Context Sensitive Design practices.

The HDM is to be used for all projects that are located on state highways. National Highway System or Federal-aid projects on roadways that are under local jurisdiction will typically use the 2011 AASHTO design standards or ODOT 3R design standards. Table 4 shows which design standards are applicable for certain projects based on project type, and whether or not the project involves a state route. State and local planners will also use the manual in determining design requirements as they relate to the state highways in TSPs, Corridor Plans, and Refinement Plans. Some projects under ODOT roadway jurisdiction traverse across local agency boundaries. Some local agencies have adopted design standards and guidelines that may differ from the various ODOT design standards. Although the appropriate ODOT design standards are to be applied on ODOT roadway jurisdiction facilities, local agency publications, and design practices can also provide additional guidance, concepts, and strategies related to roadway design.

Table 4: Design Standards Selections Matrix, ODOT Highway Design Manual

Project Type	Roadway Jurisdiction				
	State Highways			Local Agency Roads	
	Interstate	Urban State Highways	Rural State Highways	Urban	Rural
Modernization/ Bridge New/Replacement	ODOT 4R/New Freeway	ODOT 4R/New Urban	ODOT 4R/New Rural	AASHTO	
Preservation/ Bridge Rehabilitation	ODOT 3R Freeway	ODOT 3R Urban	ODOT 3R Rural	AASHTO	ODOT 3R Rural
Preventive Maintenance	1R	1R	1R	NA	NA
Safety- Operations- Miscellaneous/ Special Programs	ODOT Freeway	ODOT Urban	ODOT Rural	AASHTO	ODOT 3R Rural

The HDM includes mobility standards related to project development and design that are applicable to all modernization projects, except for development review projects (see Table 5). The v/c ratios in the HDM are different than those shown in the OHP. The v/c ratio values in the OHP are used to assist in the planning phase to identify future system deficiencies; the HDM v/c ratio values provide a mobility solution that corrects those previously identified deficiencies and provides the best investment for the State over a 20-year design life.

Table 5: 20-Year Design Mobility Standards (Volume/Capacity [V/C]) Ratio

20 Year Design-Mobility Standards		
Highway Category	Inside Urban Growth Boundary	
	Non-MPO outside of STAs where non-freeway speed limit <45 mph	Non-MPO where non-freeway speed limit >=45
Interstate Highways and Statewide (NHS) Expressways	0.70	0.65
Statewide (NHS) Non-Freight Routes and Regional or District Expressways	0.75	0.70
District/Local Interest Roads	0.80	0.75

Project Relevance: The HDM provides design standards on state roadways; analysis for the TSP Update and final project recommendations will need to reflect state requirements for state facilities. Standards and guidelines adopted by Waldport should be considered for additional guidance, concepts, and strategies for design.

Oregon Roadway Departure Implementation Plan (2017)

The Roadway Departure Implementation Plan provides specific information regarding roadway departure safety improvements to implement the current TSAP. It identifies the most cost-effective types of transportation improvements for reducing roadway departure crashes. The countermeasures that are generally considered to be the most effective are listed below. Each method is intended to address specific safety concerns and is considered a low-cost way to systematically reduce fatal and serious injury accidents.

- Curve signing and marking
- Center line rumble strips
- Edge rumble strips
- Delineation
- High friction surface treatments
- Tree management
- Shoulder widening

Project Relevance: The Roadway Departure Implementation Plan identifies low cost, cost effective safety treatments (e.g. resurfacing, surface transportation projects) to reduce the potential for future crashes. The TSP Update will consider and incorporate safety treatments for transportation projects where crash history exists.

Oregon Intersection Safety Implementation Plan (2012)

The Intersection Safety Plan provides specific information and direction regarding intersection safety improvements to implement the current TSAP. It directs that the traditional approach of relying primarily on pursuing major improvements at high-crash intersections be complemented with an expanded systematic approach. This approach should involve deploying large numbers of relatively low-cost, cost-effective countermeasures at many targeted high-crash intersections and

coordinating engineering, education, and enforcement (3E) initiatives on corridors with high numbers of severe intersection crashes.

Project Relevance: Consistent with the State’s TSAP, the TSP consider corridors and appropriate countermeasures identified in the Intersection Safety Implementation Plan to reduce bicycle and pedestrian crashes.

Oregon Bicycle and Pedestrian Safety Implementation Plan (2014)

The Bicycle and Pedestrian Safety Implementation Plan identifies priority locations and countermeasure options for reducing pedestrian and bicycle crashes. The Plan conducted a systemic planning process to create a prioritized list of candidate locations for safety improvement within each ODOT Region. It also provides recommendations on appropriate countermeasures to reduce crashes. There are no Region 2 Pedestrian or Bicycle Project Corridors in Waldport (Figure 3 and 4 in the Oregon Bicycle and Pedestrian Safety Implementation Plan).

Project Relevance: While there are no State bike or pedestrian corridors in Waldport, the TSP Update will document local safety sites where accidents have occurred. The TSP will ensure that planned projects will serve to reduce bicycle and pedestrian crashes.

2018 Oregon Standard Specifications for Construction, Oregon Standard Drawing and Oregon Standard Details

The Oregon Standard Specifications for Construction includes, and provides assistance on the application and interpretation of, standard specifications and special provisions for project contracting with ODOT. The Standard Drawing and Standard Details are engineering manuals and tools that specify construction details for public works projects.

Project Relevance: The TSP Update will reference the specifications, drawings, and details for evaluating initial project cost estimates during the TSP update process.

LINCOLN COUNTY PLANS

Lincoln County Transportation System Plan (2007)

The Lincoln County Transportation System Plan (TSP) is the County’s long-range plan for developing and managing its transportation system outside of incorporated cities’ urban growth boundaries (UGBs). Although the County has jurisdiction within Waldport’s UGB until lands are annexed into the city, planning for infrastructure development within Waldport’s UGB is primarily the City’s responsibility, with coordination and cooperation from the County.

The Lincoln County TSP policies that relate to coordination between city and county jurisdictions encourage the development of an Urban Growth Management Agreement (UGMA). The UGMA would require the city and county to coordinate with each other regarding major transportation improvement projects, county road vacations and jurisdictional transfers, and extension of city services and annexations. The TSP notes that the City of Waldport does not have a UGMA

developed with the County but has policies and codes that deal with urbanization and coordination of undeveloped land with the UGB.

Chapter 1 provides the TSP's goals and policies. Of particular note, Goal #5's objectives provide TSP guidance for consistency between Lincoln County and cities within the County.

Goal #5 – Provide for an interconnected system of pedestrian and bicycle facilities in Lincoln County and to serve residents and recreational users.

2. Ensure consistency between county and city plans for bicycle and pedestrian improvements.

3. Ensure consistency between county standards and city standards for bicycle and pedestrian facilities within UGBs.

Chapter 3 of the TSP provides a summary of existing conditions for transportation facilities in the County. There are two roads maintained by Lincoln County that are located within Waldport's city limits:

- Bayview Road. Located just north of the Alsea Bay and within city limits.
- Crestline Drive. Located south of Salmon Street and within city limits and the city's UGB. The road is classified as a minor collector.

Appendix N in the TSP contains transportation project lists for each city within the County. It includes excerpt pages of transportation projects identified in Waldport's 1998/1999 adopted TSP.

Project Relevance: County transportation improvement projects will be reviewed and considered in the Waldport TSP Update. Recommendations in the updated TSP will need to be consistent with the County TSP; if necessary, needed refinements to the County plan will be identified and discussed as part of this update process.

Lincoln County Code (2013)

The Lincoln County Comprehensive Plan is part of Chapter 1 of the Lincoln County Code (LCC). As stated in the chapter introduction, the comprehensive plan is a statement of Lincoln County's overall policies regarding the nature of future growth and development in the County. The following are coordination, urbanization and transportation policies in the Comprehensive Plan that are applicable to Waldport's TSP Update.

1.0020 Intergovernmental Coordination Policies

The County shall work with all local, state and federal agencies districts owning and managing property within Lincoln County to assure coordinated comprehensive planning:

(3) During all comprehensive plan updates and revisions, the County shall encourage the participation of affected local, state and federal agencies and districts.

1.0030 Urbanization Policies

(4) Developments within urban growth boundaries, but outside of city limits shall be allowed only when the property owner has agreed to accept and pay for (now or at some future date at the discretion of the service provider) service extension,

installation, and hook up fees at levels equal to those required within the city. Public facilities (water, sewer and streets) design shall be approved by the city, special district or other private service provider prior to final approval.

(5) Land use decisions affecting urban growth areas outside city limits shall be made after the affected city is given the opportunity to make a recommendation. The city and county plans shall be coordinated for these areas.

(6) Within city urban growth boundaries, subdivisions and partitions shall be to the city's urban densities as set out in the city's plan designation for the affected property or be at interim densities of five acres or greater so long as lots do not interfere with efficient urbanization.

(7) Within urban growth boundaries and outside of city limits, the Lincoln County land use designations shall apply prior to annexations. After annexations, the city land use designations shall apply.

(9) Lincoln County shall coordinate with cities and special districts on plans, public facility extensions and urban services delivery. Where necessary this will be done through intergovernmental agreement

1.0145 Transportation Policies

(1) Lincoln County shall coordinate its transportation plans with state transportation plans, and the city comprehensive plans.

(12) Lincoln County shall work with road districts through inter-governmental agreements to provide programs for improvement and continual maintenance.

(13) Lincoln County shall work with existing road districts to ensure improvement of public roads to minimum county standards.

(24) Lincoln County shall encourage:

(a) Improved transportation choices including opportunities for those who are aged or incapable due to physical or mental disorder;

(b) Establishment of a commuter airline service;

(c) Improvement and maintenance of marine facilities, where appropriate, such as docks, jetties and channels; and

(d) Designation and improvement of pedestrian and bicycle routes.

(32) Lincoln County shall support programs providing transportation choices and reduction of single-occupancy vehicle trips.

(33) Lincoln County shall work to improve mass transit and inter-city transit links. [1998 o.379 § 2; 2008 o.456 §5]

Project Relevance: The TSP Update process will consider the relevant goals and policies in the Lincoln County Code during the development of the TSP Update.

Lincoln County: Multijurisdictional Natural Hazards Mitigation Plan (2009)

The Multi-jurisdictional Natural Hazards Mitigation Plan (Mitigation Plan) helps jurisdictions in Lincoln County – including the City of Waldport – to prepare for the long-term effects resulting from natural hazards. The plan also allows the City of Waldport to apply for Robert T. Stafford Disaster Relief and Emergency Assistance Act’s hazard mitigation project grants through 2020.

Section 2 of the Mitigation Plan provides a risk assessment summary to evaluate the probability of individual hazards as well as the vulnerability of the community to that hazard. Waldport has high vulnerability to drought, Cascadia earthquakes, flooding, local tsunamis, and windstorms. According to the plan, Waldport has a high probability for most of the types of natural hazards (see Figure 1)⁶.

Figure 1: Natural Hazard Probability Assessment Summary (Source: Table 2-6, Lincoln County Multi-jurisdictional Natural Hazards Mitigation Plan)

Table 2-6 Natural Hazard Probability Assessment Summary

Hazard	Lincoln County	Depoe Bay	Lincoln City	Newport	Siletz	Toledo	Waldport	Yachats
Coastal Erosion	High	High	High	High	N/A	N/A	High	High
Drought	High	High	High	Low	High	High	High	High
Earthquake (Cascadia)	Moderate	Moderate	Moderate	Moderate	Moderate	Moderate	Moderate	Moderate
Earthquake (Crustal)	High	High	Moderate	Moderate	High	Moderate	Moderate	Moderate
Flood (Coastal)	High	High	High	High	N/A	High	High	High
Flood (Riverine)	High	High	High	High	High	High	High	High
Landslide	High	High	High	High	High	High	High	High
Tsunami (Distant)	High	High	High	High	N/A	High	High	High
Tsunami Local)	Moderate	Moderate	Moderate	Moderate	N/A	Moderate	Moderate	Moderate
Volcano	Low	Low	Low	Low	Low	Low	Low	Low
Wildfire	High	High	Moderate	Moderate	High	High	High	High
Windstorm	High	High	High	High	High	High	High	High
Winter Storm (Snow/Ice)	High	High	High	High	High	High	High	High

Source: Lincoln County, Depoe Bay, Lincoln City, Newport, Siletz, Toledo, Waldport, and Yachats NHMP Steering Committees, 2014.

N/A – Jurisdiction is not exposed to the hazard.

Section 3 of the Mitigation Plan provides an action matrix that summarizes the overall plan framework and identifies linkages between plan goals, partnerships, and actions (Table 3-2 in the Mitigation Plan). Lincoln County is identified as the agency responsible for coordinating most action items. Cities such as Waldport are primarily identified as partner organizations, responsible for assisting with the action item. High priority action items that affect transportation facilities and include Waldport as a partner organization include action items Earthquake #2 and Windstorm #2.

- Earthquake #2 is a long-term action item that seeks to identify, inventory, and retrofit critical facilities for seismic and tsunami rehabilitation.

⁶ Volume III also provides additional information on the risk assessment summary and hazards that affect Waldport.

- Windstorm #2 is an ongoing action item that seeks to integrate windstorm resistant construction methods – such as undergrounding utilities – to reduce damage to utilities and facilities.

Volume III in the Mitigation Plan provides addendum updates for individual jurisdictions in the County. Table WA-I identifies action items that are specific to the City of Waldport. Action items that are relevant to transportation planning includes Waldport #6. Waldport #6 is a long-term action item that seeks to improve/increase transportation infrastructure and connectivity to short-term and long-term relocation areas. Specifically, the action item identifies Crestline Drive as a major access route that is outside of the tsunami inundation zone, but is at risk of earth movement/erosion.

Project Relevance: The Waldport TSP Update will incorporate direction from the Mitigation Plan during the development of transportation improvement alternatives. The TSP Update will also review the Waldport Municipal Code to determine if updates are necessary during TSP adoption and implementation.

Lincoln County Transportation Service District Transit Development Plan (2018)

The Lincoln County Transit Service District, established in 1996, provides four intra-city lines, two loop routes in Lincoln City and Newport, and Dial-a-Ride services. The Transit Development Plan (TDP) evaluates a program of service improvement alternatives and presents a series of options to pursue over a 20-year planning horizon. Options include planned service modifications and guidance as to when to add bus stops, park-and-ride facilities, and park-and-pool locations.

Waldport is serviced by the South County route – one of the intra-city lines. Short-term actions identified in the plan for the South County route include coordination with the City of Waldport to identify options and to monitor the need to serve Crestline Drive as essential services continue to relocate out of the tsunami zone. The TDP does not identify any long-term actions that impact Waldport.

Waldport is not currently served by loop routes or Dial-a-Ride services. However, the TDP identifies expansion of Dial-a-Ride services to Waldport as a potential opportunity. Dial-a-ride service expansion is considered a medium-term action based on community recommendations and available funding.

Project Relevance: The TSP Update will consider needs and projected demand for intra-city transit, particularly for potential development on Crestline Drive.

WALDPORT PLANS

Waldport Comprehensive Plan (2010)

The Waldport Comprehensive Plan is the city's long-range policy guide for land use in the city's urban area. The Comprehensive Plan has a chapter dedicated to Transportation Goals and Policies. There is one goal – identical to the State's Transportation Goal – and 14 transportation-specific policies. The policies found in the Comprehensive Plan are identical to the Goals and Policies in

Section IV of the TSP that was updated in 2010. The one exception is Section IV of the updated TSP includes a 15th policy, not found in the Comprehensive Plan policies.

The Comprehensive Plan Policies are provided below.

Goal: *Achieve an efficient, safe, convenient and economically viable transportation system. The system includes streets, public transit, bicycle, and pedestrian facilities.*

Policies

1. *City Plans. The City of Waldport has adopted a Waldport Transportation System Plan and Waldport Parks Master Plan which are herein incorporated into the Waldport Comprehensive Plan. A primary objective of the Transportation System Plan is to provide for street connectivity, bicycle and pedestrian needs; decrease dependence on the private automobile; and provide pleasing transportation routes which promote safety by reducing conflicts between pedestrian/bicycles and automobiles. The Parks Master Plan includes proposed trail corridors as well as trail and pathway standards.*
2. *Improvements to Existing Transportation Facilities. The City of Waldport shall continue to improve and maintain existing city transportation facilities that are unsafe and/or inadequate.*
3. *Oregon Department of Transportation (ODOT). The City of Waldport shall collaborate with ODOT to identify and implement transportation improvements to Highway 101 (Pacific Coast Highway) and Highway 34 (Alsea Highway).*
4. *Lincoln County. The City of Waldport shall collaborate with Lincoln County to identify and implement transportation improvements to Crestline Drive south of Range Drive.*
5. *New Collector Street. With future development the City of Waldport shall consider new or improved east-west oriented collector streets, i.e. south of Range Drive connecting Highway 101 to Crestline Drive.*
6. *Transportation Connectivity. The City of Waldport encourages future development to provide public street and bicycle/pedestrian connections to existing transportation facilities and adjacent properties. The City of Waldport encourages community connectivity through development of public streets and bicycle/pedestrian facilities. The City discourages gated communities when connectivity is needed between destinations, neighborhoods, and other public places.*
7. *Street Standards. All new and reconstructed streets shall be constructed to City of Waldport street standards.*
8. *Access Management. The City of Waldport shall require new development to minimize direct access points onto arterials and collectors by encouraging new local streets that access arterials and collectors, and by encouraging the utilization of common driveways.*

9. *Pedestrian/Bicycle System. The City of Waldport shall be supportive of a connected pedestrian/bicycle system throughout Waldport and the surrounding area.*
10. *Public Pedestrian/Bicycle Access. The City of Waldport shall improve public pedestrian and bicycle access to the bay and ocean beaches and other natural resource areas where practicable; and require future development to provide public pedestrian/bicycle access to natural resources and adjacent properties.*
11. *Public Transit. The City of Waldport is supportive of increased public transit service throughout Waldport and between Waldport and other cities.*
12. *Water Trails. The City of Waldport supports the Port of Alsea in the establishment of designated water trails.*
13. *Critical Facilities. The City of Waldport shall collaborate with other agencies to locate critical facilities, e.g. fire stations, schools, clinics, and water rescue in safe and accessible locations.*
14. *Energy Conservation. The City of Waldport encourages energy conserving transportation modes.*

The Comprehensive Plan includes other transportation-related policies in other chapters. They include:

Create an integrated and connected network of parks and open spaces by providing trail linkages, easements and greenways. Coordinate and support implementation of the transportation plan for bicycle and pedestrian paths, to develop connections with national, state, county and local parks and open space. (Chapter VIII Recreation, Goal 1, Policy 12)

The City of Waldport shall develop a bicycle and pedestrian access and facilities plan that will encourage bicycle and foot traffic from the city's residential areas to commercial, educational, and recreational areas. (Chapter XIII Energy Conservation, Policy 10)

Developments within urban growth boundaries, but outside of city limits shall be allowed only when the property owner has agreed to accept and pay for (now or at some future date at the discretion of the service provider) service extension, installation, and hook-up fees at levels equal to those required within the city. Public facilities (water, sewer and streets) design shall be approved by the City of Waldport, special district or other private service provider prior to final approval. (Chapter XIV Urbanization, Policy 2)

The City should investigate a diverse range of beach access types (pedestrian, official vehicular, view) and a range of amenities (parks, walkways/boardwalks, street ends) while maintaining a balance between resource protection and human use. (Chapter XVII Coastal Shoreland, Policy 9)

Project Relevance. The updated TSP is intended to be adopted as the transportation element of the City's Comprehensive Plan, replacing the 1999 TSP.

Recommendations resulting from the TSP update process will either be consistent

with existing policies, including those identified in the Comprehensive Plan appendix, or will inform updated policy language that will be proposed for adoption as part of the TSP update. Amendments to the Municipal Code will also likely be needed in order to implement the updated TSP; proposed amendments will be based on existing, revised, or new policies related to, among other things, procedures, land use review coordination, strengthening multi-modal connectivity and access, and protection of transportation facilities.

Waldport Transportation System Plan (Adopted 1999, Amended 2010)

The City of Waldport’s Transportation System Plan (TSP) is the City’s long-range plan for developing and managing its transportation system. It establishes goals, objectives, standards, and improvements to support planned land uses and population growth through a 20-year planning horizon.

Section IV of the TSP was updated in 2010.⁷ Section IV includes the TSP’s goal and policies, which are summarized in Technical Memorandum #2. It also contains plans on the following transportation modes or transportation strategies listed below.

- Streets Plan Element
- Public Transportation Plan
- Bicycle/Pedestrian Plan
- Air/Rail/Water/Pipeline Plan
- Transportation System and Demand Management Plan

Streets Plan Element

The Streets Plan Element provides the City’s functional street classification, street design standards, access management plan, truck route plan, and a list of recommended street projects. Functional street classifications are summarized in Table 6. Provisions for street design standards are summarized in Figure 2.

Table 6: Waldport Functional Street Classifications

Street	Classification
US Highway 101	Principal Arterial
State Highway 34	Principal Arterial
Crestline Drive	Minor Collector
Range Drive	Minor Collector
Cedar Street	Minor Collector
All other streets	Local Street

⁷ The updated Section of the TSP is found in the City’s complete Comprehensive Plan, and not in the TSP document itself. For the purposes of this memo, the TSP summarizes both components as a single document.

Figure 2: Minimum Street Design Standards

Type of Street	Right-of-Way Width	Surface Width
1. Collector streets and all business streets other than arterials:	60' - 80' +	36' - 48' +
2. Local streets in residential areas:	56' ++	28' ++
3. Cul-de-sacs:	50'	28'
4. Circular ends of cul-de-sacs:	90' +++	70' +++
5. Hammerheads:	++++	++++

Notes:

- + The City may require a width within the limits shown based upon adjacent physical conditions, safety of the public and the traffic needs of the community. The standard street section for collector and business streets is two 16-22' travel lanes, 2' curb and gutter, 5' sidewalk and 7' utility strip. This may be altered upon approval by the Waldport Public Works Department, utility companies, and the Planning Commission.
- ++ The standard street section for local streets is two 14' travel lanes, 2' curb and gutter, 5' sidewalk, and 7' utility strip. This may be altered upon approval by the Waldport Public Works Department, utility companies, and the Planning Commission.
- +++ Measured by diameter of circle constituting circular end.
- ++++ Hammerheads will be of such width and length as to allow for adequate turn-a-round of all emergency vehicles as determined by the Public Works Director and in consultation with the Central Oregon Coast Fire and Rescue District.

The access management plan portion of the TSP summarizes existing conditions and general deficiencies for Highway 101 and Highway 34. It identifies the need for the City and ODOT to plan how Highway 101 will properly function in the future. For Highway 34, the access management plan states property access to collector streets connected to Highway 34 should be limited to infill development in specific areas where direct access has occurred.

The truck route plan identifies Highway 101 and Highway 34 for serving the majority of truck traffic. Range Drive and Crestline Drive also provide access for trucks.

The Street Plan Element also identifies a list of prioritized transportation projects with associated low-, medium-, and high-priorities.⁸

High Priority

- A. Street Maintenance
- B. Pavement Striping Improvements
- C. Monitor, Enforce, and Reduce Speeding
- D. Range Drive Improvements
- E. Crestline Drive Improvements
- F. Maintain Access to Amenities and to Undeveloped Land

⁸ Note, the list reflects projects identified in the TSP and do not reflect whether a project has been completed since the adoption of the TSP.

- G. Circulation Connectivity with New Development
- H. Access Improvements with Redevelopment
- I. Ensure Transportation Facilities and Service Accommodate Special Needs
- J. Highway 34 Lint Slough Bridge Improvement

Medium Priority

- K. New East-West Road in South Waldport Connecting Highway 101 and Crestline Drive
- L. Highway 34 Improvements – Highway 101 to Crestline Drive
- M. Highway 101 – Keady Wayside to Ocean Hills Drive Corridor Plan

Low Priority

- N. Improve the Inadequate Sight Distance at the Curve at Highway 34 and Waldport Heights Drive

A detailed description of the projects included in the Street Plan Element and information on the status of the projects (e.g. complete, incomplete, ongoing) is included in Attachment A.

Public Transportation Element

The Public Transportation Element states that existing transit service is adequate but recognizes the need for public transportation to accommodate the elderly and transit disadvantage. One low priority project is identified to increase public transit between Waldport and other cities:

Low Priority

- O. Increase Public Transportation Service

A detailed description of the project included in the Public Transportation Plan Element and information on the status of the project is included in Attachment A.

Pedestrian and Bikeway System Element

The Pedestrian and Bikeway System Element of the TSP identifies the types of on-street and off-street pedestrian/bicycle facilities that are appropriate for addressing transportation needs. It also provides a list of pedestrian/bicycle transportation projects with associated low-, medium-, and high-priorities.

High Priority

- P. Arterial and Collector Street Bicycle Pedestrian Facilities
- Q1. Woodland Corridor Trail
- Q2. Crestview Heights School – Range Drive Connection
- Q3. Lint Slough Loop

Medium Priority

- Q4. Crestline Drive – Waldport High School Connection
- Q5. Norwood Drive – Range Drive Connections

Low Priority

- Q6. Kelsie Lane – Highway 101 Connection
- Q7. East Waldport Trail

A detailed description of the projects included in the Pedestrian and Bicycle System Element and information on the status of the project is included in Attachment A.

Air, Rail, Water, and Pipeline System Element

The TSP recognizes that air and rail transportation planning are not applicable in the City.

The Port of Alsea serves as the primary facility for water transportation and is mostly limited to commercial and recreational uses; not as a facility for freight transportation.

Pipelines carry power transmission lines, cable television, telephone, water, and sewage. Natural gas is not currently available. The TSP encourage the continued use of pipelines for carrying and distributing goods.

Transportation System and Demand Management Element

The Transportation System Management (TSM) portion provides examples of TSM strategies that have been incorporated into various projects to optimize the carrying capacity of streets, alleviate congestion, and reduce accidents. They include:

- Minimizing the number of access points
- Channelization of turning movements
- Creation of continuous turning and merging lanes
- Raised medians
- Signalization

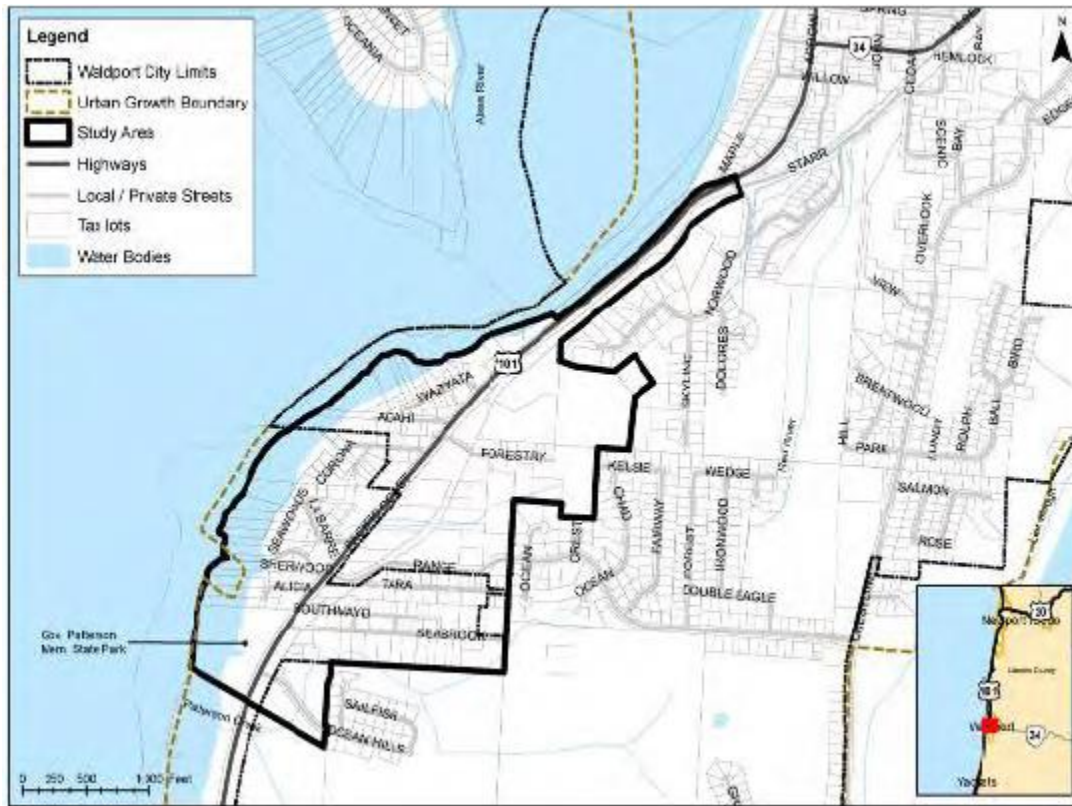
The Transportation Demand Management (TDM) portion recognizes the inherent limitations of typical TDM strategies due to the City's small population and lack of major employers. Notwithstanding, the TSP encourages the provision of sidewalks and bicycle lanes for providing viable transportation alternatives.

Project Relevance: The TSP Update process will review goals, objectives, standards, and recommended projects from the current plan and will determine what to retain or change in the updated TSP. This project will update transportation improvement projects for all modes, based on current and projected needs. Updated data, stakeholder and community involvement, and evaluation criteria will be used in making these determinations.

Yaquina John Point Land Use & Transportation Plan (2012)

The Yaquina John Point Land Use & Transportation Plan (LUTP) identifies needed transportation improvements and desired future land uses for approximately 150 acres located in west Waldport, south of downtown, adjacent to the Pacific Ocean and Alsea Bay (see Figure 3).

Figure 3: Yaquina John Point Land Use and Transportation Study Area (source: Figure ES-1, Yaquina John Point Land Use & Transportation Plan)



The LUTP provides a preferred land use plan and a preferred transportation plan. Both plans were developed through an analysis of existing and future conditions and an analysis of alternatives with input from stakeholders and advisory committee members.

The preferred land use plan recommends changes to zoning and the development and application of a new Waldport South Overlay Zone.⁹ The plan recommends changing the zoning for four properties adjacent to Highway 101 to higher density residential uses to promote the development of more multi-family housing in the area. The new Waldport South Overlay Zone would apply to areas currently zoned for commercial uses and addresses modifications to allowed uses and design standards.

The preferred transportation plan includes the following elements:

- US 101 Improvement Plan in the Sewall and South (of Sewall) sections
 - Street cross-sections
 - Pedestrian and bicycle facility improvements
 - Access management
- Local Circulation Plan
 - Local street plan
 - Bicycle and pedestrian network

⁹ The Waldport South Overlay Zone has not been adopted at the time of this memorandum.

- Transit policy
- Implementation Measures
 - Short, medium, and long range actions
 - Cost estimates
 - Funding strategies

A detailed description of the projects included in the LUTP and information on the status of the project is included in Attachment A.

Project Relevance: The TSP Update process will review, updates as necessary, and incorporate where relevant, the plan's preferred land use and transportation alternatives.

Waldport Municipal Code (2015)

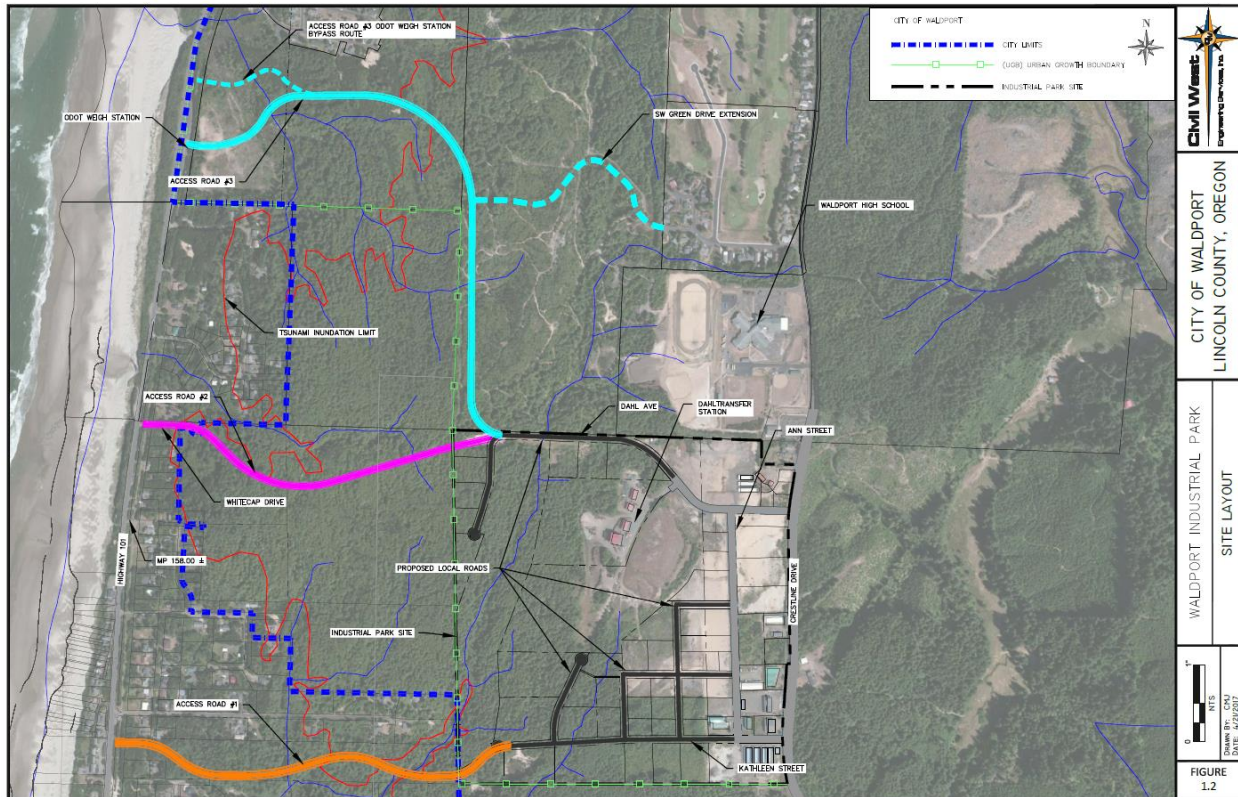
The City of Waldport's Municipal Code Title 16 – Development Code (Waldport Development Code) regulates land uses and development within the City limits and implements the long-range land use vision embodied in the Waldport Comprehensive Plan. The Waldport Development Code contains several sets of requirements that address the relationship between land use and transportation system development. Those requirements address clear vision areas (16.72.010) and off-street parking and loading (16.72.020). Clear vision area standards are provided depending on the type of zone; residential zones and all other zones. The off-street parking and loading regulations provide standards for the design, construction, and utilization of parking and loading areas for specific residential, institutional, and commercial uses.

Project Relevance: The TSP Update process will consider the identified transportation-related barriers to development, specifically transportation access and improvement needs in association with economic development. Improving access and transportation conditions to important employment areas will be reflected in evaluation criteria and, ultimately, recommended projects in the updated TSP.

Waldport Industrial Park Master Plan (2017)

The Waldport Industrial Park Master Plan provides a feasibility study and master plan for the development of a 160-acre industrial park area located in the southern part of the city along Crestline Drive, see Figure 4. The focus of the plan is to identify access road alternatives and utility infrastructure requirements, including domestic and fire protection water services, sanitary sewer system components, and storm drainage requirements in order to service the area and make it development ready.

Figure 4: Waldport Industrial Park Site Layout (Source: Figure 1.2, Waldport Industrial Park Master Plan)



As shown in Figure 5, the plan also provides a list of recommended capital improvement projects that are prioritized and separated into four zones of development. The zones have been grouped based on utility development sequencing, ease of construction, and existing conditions.

Figure 5: Industrial Park Zone Timeline and Description (Source: Table 1.1, Waldport Industrial Park Master Plan)

Table 1.1: Industrial Park Zone Timeline and Description

Zone	W	X	Y	Z
Year Complete	2020	2023	2030	2037
Description	<ul style="list-style-type: none"> • Sewer service along Anne Street • Fire hydrants along Anne St • Main lift station at intersection of Kathleen & Ann St. • Roadside ditch system and gravel footpath along existing Anne St. 	<ul style="list-style-type: none"> • New roads and gravel footpaths down Kathleen St, A St, 1st St & West B St • Sewer and water service down Kathleen Street • Sewer and water service along A St, 1st St & West B St. • One lift station and force main at end of Kathleen St. • Power and communications along new roads 	<ul style="list-style-type: none"> • Dahl Ave. road extension with gravel footpaths • Sewer and water service down Dahl Ave. • One lift station and force main on Dahl Ave. (1640 ft) • Power and communications along new roads 	<ul style="list-style-type: none"> • New roads and gravel footpaths along East B St., 2nd St. & 3rd St. • Two gravity pipe networks along B St., 2nd St. & 3rd St. • Power and communications along new roads

In addition to the capital improvements identified by zone, the master plan also identifies three access road alternatives that would connect the industrial area with Highway 101 to the west. Each access road alternative was evaluated using existing policies and design standards and were found to be feasible for future consideration.

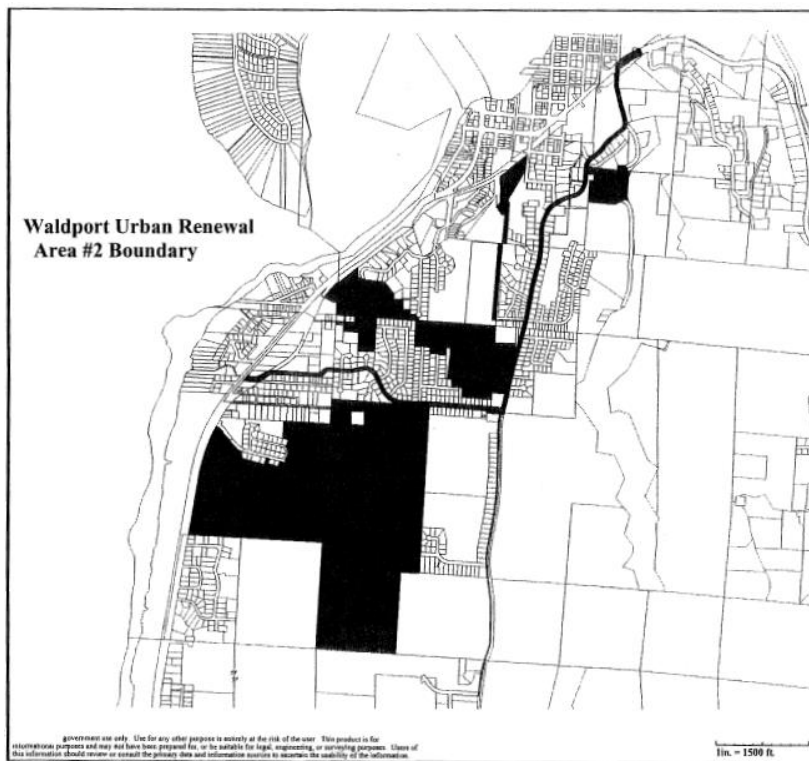
A detailed description of the access road alternatives included in the Waldport Industrial Park Master Plan and information on the status of the alternatives is included in Attachment A.

Project Relevance: The TSP Update process will reevaluate and include as appropriate the identified transportation-related capital improvements and access road alternatives for enabling future development of the industrial area.

Waldport Urban Renewal Plan #2 (2005)

The Waldport Urban Renewal Plan provides investment guidance within the plan area to promote economic development (see Figure 6 for plan area). It identifies infrastructure that is deemed necessary to allow and accelerate growth of vacant, underutilized land in the City. It is also intended to help modernize existing public facilities and assist in relocating safety facilities out of the tsunami hazards zones.

Figure 6: Waldport Urban Renewal Area #2 Boundary (source: Exhibit 1, Waldport Urban Renewal Plan)



The plan provides a list of improvements ranging from public improvements, property acquisition, loans, and others, that will be undertaken on behalf of the City by the Urban Renewal Agency. The list of public improvements are of particular note for the TSP Update. They include:

Public Utilities. *The development proposed for the urban renewal area will require the replacement and construction of water, storm, and sanitary sewer facilities. These improvements include:*

- *New sewer line to connect to industrial land.*
- *Expansion of the sewer treatment plant.*
- *Place water and sewer lines under Lint Sough.*
- *Construct a water reservoir to help serve the renewal area.*

Street Curb and Sidewalk Improvements. *To improve pedestrian safety and traffic circulation within the area, new curb, and sidewalks and a new street will be built within the project area.*

- *Construction of curb and sidewalks on Range and Crestline Drives.*
- *Assist in construction of a new street between Highway 101 and Crestline Drive.*
- *A lighted and landscaped entry sign on Highway 101.*

Public Parks and Open Spaces.

- *Improvements to Crestline Park.*
- *Construction of a pedestrian path from Crestline Park to ballfield.*

The Urban Renewal Plan also authorizes the Urban Renewal Agency to “borrow money and accept advances, loans, grants, and other forms of financial assistance” and to implement tax increment financing to generate revenue. The financing methods are intended to implement any of the improvements identified in the plan.

Project Relevance: The TSP Update will consider and incorporate, as necessary, public improvement projects identified in the plan. The TSP Update will also consider the plan’s funding sources for implementing identified projects.

Refinement Plan for Waldport’s Business Streets Operation and Safety Study (2003)

The Refinement Plan conducted an analysis, considered two design alternatives, and provides a recommended design alternatives for improvements to Highway 101 and Hemlock Street (Highway 34) within the City’s downtown area. The recommended design alternative is a four-lane intersection configuration (see Figure 7). The preferred design alternative is intended to improve conditions for businesses and patrons in the downtown Waldport area and provide flexibility for additional capacity in the future.

The Refinement Plan’s preferred design alternative assumes ODOT has granted a Special Transportation Area (STA) designation for the downtown area¹⁰. The plan determines that without the STA designation, the 4-lane design alternative would still be viable but would need additional

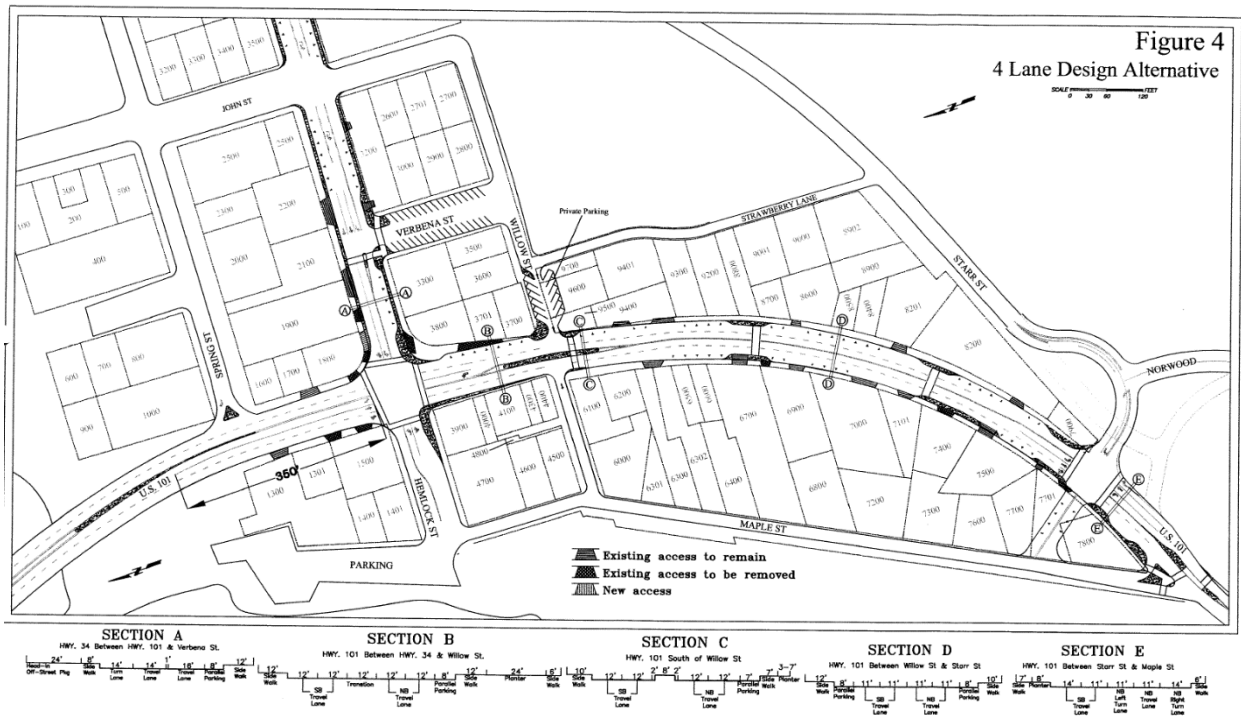
¹⁰ The STA designation was not granted at the time the Refinement Plan was finalized. A review of OHP amendments shows that an STA designation has been granted at this time.

left-turn lanes on the southbound and westbound approaches to meet ODOT HDM mobility standards.

Other design elements of the preferred alternative include:

- Create a new intersection to serve Norwood Drive, Starr, and Maple Streets
- Construct a median island to restrict left turns at Maple and create a visual entrance to downtown.
- Construct a median island between Spring Street and the Alsea Bridge to create a visual entrance to downtown.
- Construct a median island through the Willow Street intersection to restrict left-turn movements and provide a pedestrian crossing refuge.
- Narrow Hemlock Street west of Highway 101 and remove a portion of the diagonal parking on south side of street

Figure 7: 4-Lane Waldport Design Alternative (Source: Figure 4, Refinement Plan for Waldport’s Business Streets Operation and Safety and Study)



Project Relevance: The TSP Update will consider and incorporate, with updates or modifications as necessary, the preferred alternative identified in the Refinement Plan. The TSP Update will also consider the status or need or appropriateness for an STA designation in the Waldport downtown area.

Waldport Parks and Recreation Master Plan (2016)

The Waldport Parks and Recreation Master Plan, provides guidance to future decision making to improve the extent and quality of Waldport’s parks, recreation facilities, and trails. The Master Plan

identifies several goals and objectives to provide direction for establishing a comprehensive parks, recreation, and trails system to meet the community's needs. Goal D of the plan states:

Create a Comprehensive and Well-Connected Pedestrian/Bicycle Circulation System.

Goal D's objective is to create a non-motorized circulation system that combines destination opportunities to commercial services as well as provide for general recreational opportunities. It then identifies a list of priorities to meet the goal and objective, which include:

- Complete construction of the Lint Slough Trail (High Priority)
- Design and construct the Bridgeview Trail (High Priority)
- Complete construction of the Wazyata Beach Access (High Priority)
- Construct additional sidewalks and signs along the Old Town Trail (Medium Priority)
- Design and construct pedestrian access and signage at the Old Town beach access locations (Medium Priority)
- Provide additional trail development throughout the city (Low Priority).

Chapter V of the Master Plan provides four concept plans that are intended to implement the plan. They include the Open Space Project, Recreation Facilities, Linkages, and Development of Additional Open Space.

The Open Space Project provides a concept plan for the redevelopment of the former Waldport High School site, located near Highway 34 and Crestline Drive. The concept plan envisions the site as a "showpiece" and destination for residents and visitors. It would feature an amphitheater, restored wetlands, ballfields, playground/picnic areas/ and multiple trails (see Figure 8). The recreational facilities concept plan identifies the location of potential new multi-use fields, play areas, and picnic areas within the City (Exhibits 7 through 9 in the Waldport Parks, Recreation & Trails Master Plan document). The linkages concept plan identifies proposed pedestrian facilities that are intended to connect existing trails together to create a comprehensive trail system network (see Figure 9). It also identifies the need for additional public beach accesses, boat/kayak launches, and viewing areas.

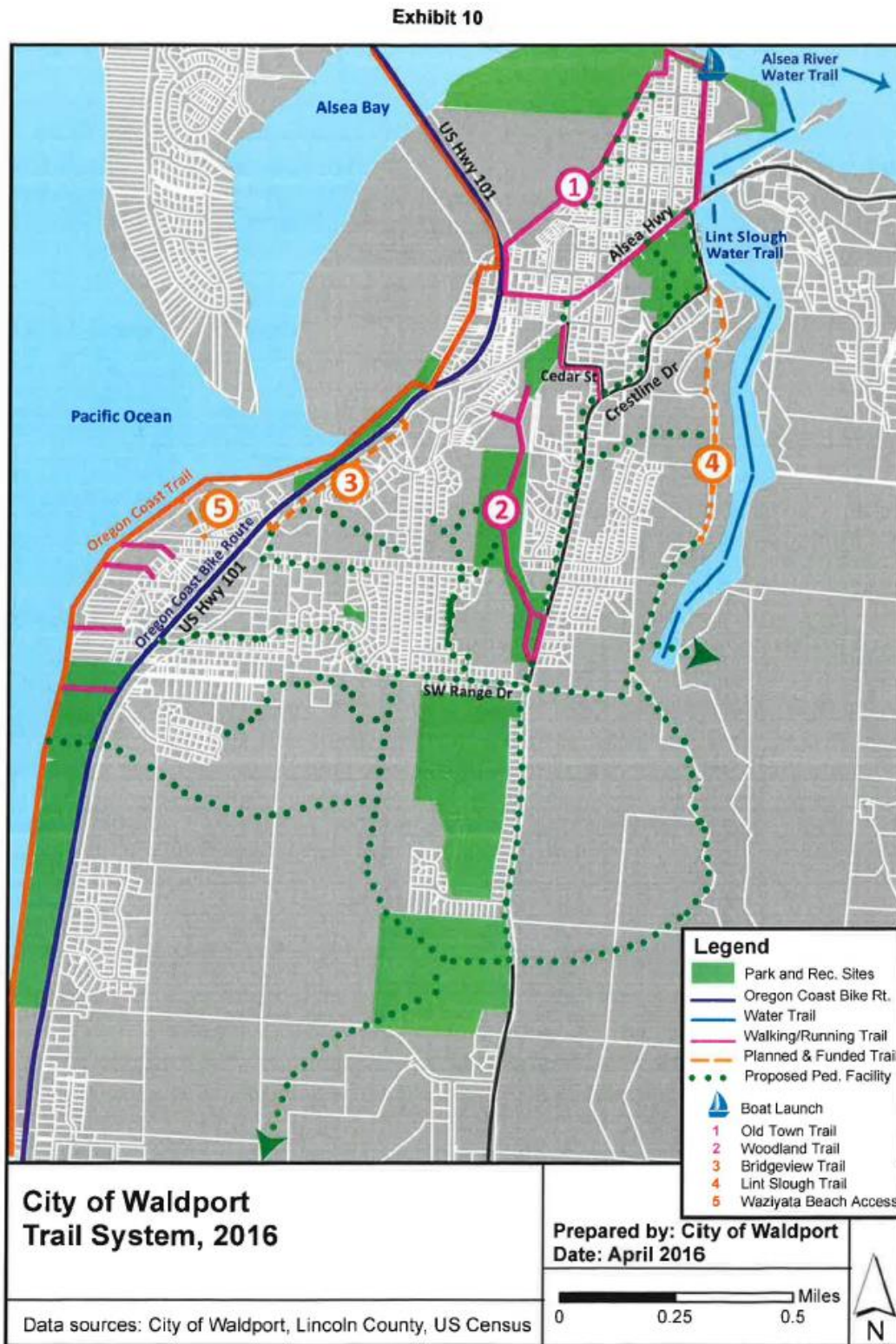
Project Relevance: The TSP Update process will review the plan's applicable goals, strategies, and action steps and incorporate them into the Waldport TSP Update.

Figure 8: Open Space Project Site Plan (source: Exhibit 3, Waldport Parks, Recreation & Trails Master Plan)



Open Space Project Site Plan

Figure 9: City of Waldport Trail System, 2016 (Source: Exhibit 10, Waldport Park, Recreation & Trails Master Plan)



Conceptual Plan for the Alsea Avenue/Planned Open Space Site

Figure 10 displays the conceptual plan for the open space area located near the intersection of Alsea Avenue (Highway 34) and Crestline Drive. Additional details on the development, features, and amenities of the concept plan are provided in the Waldport Parks and Recreation Master Plan. In summary, and as noted in the review of the Waldport Parks and Recreation Master Plan, the concept plan envisions the site as a “showpiece” and destination for residents and visitors. It would feature an amphitheater, restored wetlands, ballfields, playground/picnic areas/ and multiple trails

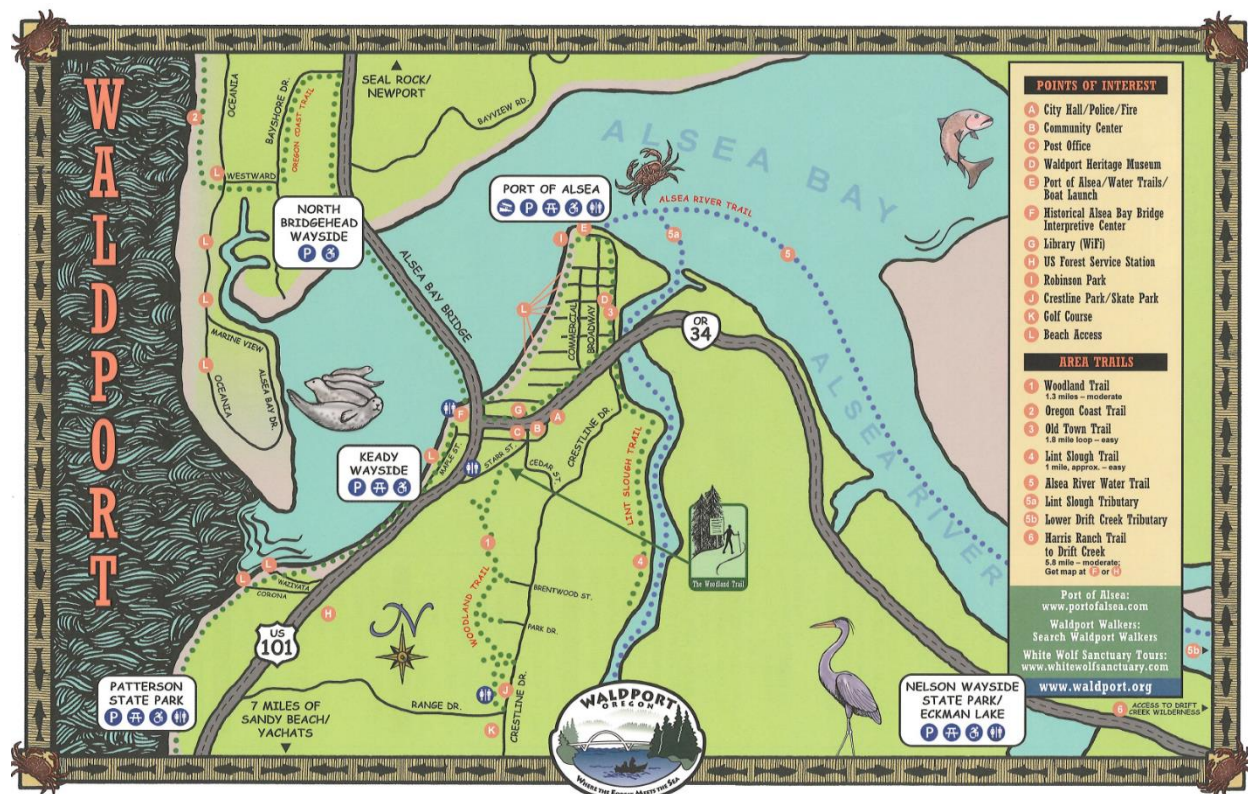
Figure 10: Conceptual Plan for Alsea Avenue



Waldport Trails Map & South County Trails Guide

The Waldport Trails map provides a list and general location of trails and points of interest in the Waldport area (see Figure 11). The map is intended to orient and inform the community and visitors of various recreational activities in the surrounding area. It identifies the locations of important visitor destinations such as civic buildings, museums, information centers, and access points to the beach. It identifies the location and types of available amenities for various parks. The map also identifies the location of several local and regional trails in the area.

Figure 11: Waldport Trails Map



Project Relevance: The TSP Update will consider accessibility to points of interest and area trails when evaluating potential transportation improvement projects.

Waldport Capital Improvement Program

The proposed FY 2018/2109 Budget lists all capital outlays by budgetary funds. Budgetary funds include the following:

- General Fund
- Community Fund
- Street Fund
- Public Works Fund
- Water Fund
- Wastewater Fund
- Road District Fund
- Urban Renewal Fund

A summary of total capital outlays is provided in Figure 12 below. Capital outlays for individual projects are provided for each budgetary fund. All projects are budgeted for the full cost, even if the project is expected to span multiple budget periods, to ensure enough budget is available should project schedules accelerate.

Figure 12: Expenditure Summary, All Funds (Source: 2018/2019 Budget)

FYE 2016 Actual	FYE 2017 Actual	% Change	Requirement Summary	FYE 2018 Budget	FYE 2019 Budget	% Change
1,219,470	1,307,959	7%	Personnel Services	1,413,887	1,471,492	4%
1,928,594	1,903,070	-1%	Materials & Services	2,108,937	2,192,674	4%
762,257	394,526	-48%	Capital Outlays	1,538,140	1,471,382	-4%
283,079	321,667	14%	Debt Service	245,595	362,461	48%
4,193,400	3,927,222	-6%	Total Expenditures	5,306,559	5,498,009	4%

Project Relevance: The TSP Update will review projects funded through capital outlays and will factor these projects when conducting projected demand analysis and during the development of transportation improvement alternatives.