

# Technical Memorandum

August 11, 2023

Project# 19531.016

To: Dayna Webb, PE  
 City of Oregon City

From: Marc Butorac, PE, PTOE, PMP; Amy Griffiths; Nicholas Gross; Sophia Semensky

Cc: Mahasti Hastings, Oregon Department of Transportation

RE: 3.2.1A – Final TM#3: Plans and Policies Review  
 McLoughlin Boulevard Enhancements - 10th Street to tumwata village

## PLANS AND POLICIES REVIEW

This memorandum summarizes the existing plans, regulations and policies that are relevant to the McLoughlin Boulevard Enhancements - 10th Street to tumwata village Project (Project). The summary describes the relevance of each document to the Project, identifying potential issues and considerations that will guide the development and evaluation of the alternative concepts (alternatives).

This memorandum is oriented as a literature review of local and state planning documents. A summary of the documents reviewed and their application to the Project is provided in Table 1.

**Table 1: Plans and Policies Reviewed**

	Document	Key Applications for the Project
Local	Oregon City Comprehensive Plan (2022)	Provides overarching transportation policies and guidance for the Corridor Vision Statement, alternatives development and evaluation criteria.
	Oregon City Transportation System Plan (TSP, 2013)	Informs the Corridor Vision Statement and is a reference for developing alternative concepts. The TSP includes a project for a shared-use path (Project S1; page 87 of the TSP Volume 2-2) on the segment of OR99E within the study area, as well as various bicycle improvements (Projects B1, B2, B3, and B5; page 56 of the TSP Volume 1) near the study area. This Project may require modifications to the project descriptions in the TSP.
	McLoughlin Boulevard Enhancement Plan (2005)	Informs the Corridor Vision Statement, outlines recommendations for the shared-use path and is a reference for developing alternative concepts.
	Oregon City Downtown Circulation Plan (2010)	Informs the Corridor Vision Statement and identifies projects in downtown Oregon City that will connect to the Project.
	Oregon City Downtown Community Plan (1999)	Outlines recommendations for the shared-use path and provides a vision and goals that will be incorporated into the Corridor Vision Statement and Purpose and Need Statement.
	Oregon City-West Linn Pedestrian-Bicycle Bridge Concept Plan (2021 – Unadopted)	Informs the Corridor Vision Statement and identifies a vision and options for a pedestrian-bicycle bridge that will connect to the Project.
	Willamette Falls Riverwalk Master Plan (2018)	Informs the Corridor Vision Statement and is a reference for developing alternative concepts.
	Visioning for Blue Heron (2021) and Blue Heron Mill Redevelopment Plans (2018)	Documents concepts from the Confederated Tribes of Grand Ronde for tumwata village. Informs the Corridor Vision Statement and is a reference for developing alternative concepts.

	<b>Document</b>	<b>Key Applications for the Project</b>
State	Oregon Highway Plan (1999, last amended 2018)	Guides proposed improvements, modifications or policies that could affect OR99E in the City of Oregon City. Pacific Highway East (OR99E) is classified as a Regional Highway in the study area. It is a Reduction Review Route subject to Oregon Revised Statute (ORS) 366.215 but is not designated as a Freight Route.
	Statewide Planning Goals	Outlines planning goals that will guide development of alternatives.
	Oregon Highway Design Manual	Guides and provides a framework for determining the appropriate alternatives and facility selection based on the established urban context and corridor vision.
	Oregon Administrative Rule (OAR) 734-051(Highway Approaches, Access Control, Spacing Standards and Medians)	Includes policies to guide proposed access management changes to OR99E in the City.
	ORS 366.215 (Creation of State Highways)	Identifies OR99E as a Reduction Review Route. The Historic Arch Bridge and railroad tunnel will be considered to identify the constraining lateral and vertical dimensions.
	OAR 660-012 Rules (Transportation Planning Rule)	Provides goals and policies for the Corridor Vision Statement and alternatives development.
	Statewide Transportation Improvement Program (STIP; 2021-2024 and 2024-2027)	Identifies this project in the 2021-2024 STIP. The draft 2024-2027 STIP does not identify funding for this project.
	Oregon Freight Plan (2011, last revised 2017)	Provides guidance on maintaining and enhancing efficiency of the truck and rail freight system.
	Oregon Bicycle and Pedestrian Plan (2016)	Provides bicycle and pedestrian policies and design guidance that apply to OR99E. Provides goals that will be considered when developing evaluation criteria for alternative selection.
	Oregon Public Transportation Plan	Provides guidance and goals related to the development of public transportation systems.
	Oregon Transportation Options Plan	Provides policies, strategies and programs that promote efficient use of existing transportation system investments.
	Oregon Transportation Safety Action Plan (2021)	Provides guidance on local goals, policies and strategies that must be considered for any improvements, modifications or policies recommended for OR99E.
	Oregon Resilience Plan (2013)	Provides guidance and priorities to consider as part of the seismic site assessment and conceptual evaluation of seismic mitigation alternatives.
	National Association of City Transportation Officials Urban Bikeway Design Guide	Provides design guidance for bicycle and shared-use path facilities.

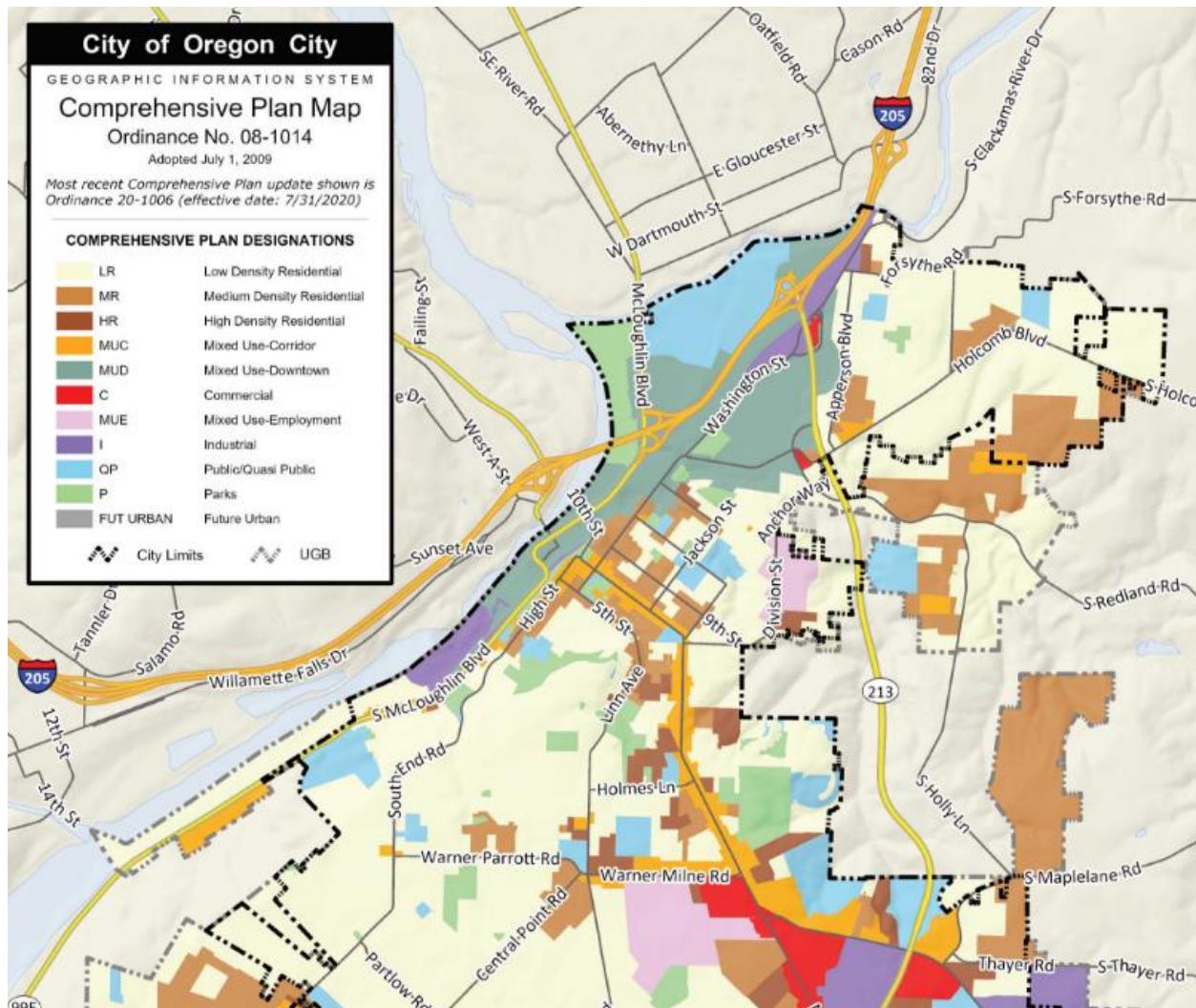
## Local Plans

### Oregon City Comprehensive Plan (2022)

The Oregon City 2040 Comprehensive Plan contains the goals, policies and implementation measures that direct all activities related to land use in the City. It includes planning regulations and procedures that establish a mechanism for ensuring consistency between the Comprehensive Plan and city code and other plans, such as the Transportation System Plan (TSP). The Comprehensive Plan details goals, policies and strategies in alignment with Statewide Planning Goals, including those for transportation.

The Comprehensive Plan also includes a Comprehensive Plan Map, shown in Figure 1, that spatially designates residential, employment and mixed-use development and resource lands in a way that best implements the goals and policies in the Comprehensive Plan. The study area is designated as Mixed Use-Downtown, which is the same designation as the current zoning from the City of Oregon City Zoning Map.

Figure 1. Comprehensive Plan Map



## Project Relevance:

The transportation system policies identified in Chapter 3 of the Comprehensive Plan were reviewed when developing the Corridor Vision Statement (Task 3.1.1) and developing evaluation criteria (Task 3.1.3) to ensure consistency between the Project vision and the policies in the Comprehensive Plan. Relevant policies identified in Chapter 3 include:

- **Policy 1.1** - Plan for and develop multimodal connectivity throughout Oregon City, with an emphasis on access to community services, amenities and key points of interest.
- **Policy 1.2** - Reduce Oregon City's carbon footprint by supporting and emphasizing non-motorized modes.
- **Policy 1.3** - Promote safety by implementing street design that equally considers and serves non-motorized and motorized users.
- **Policy 1.4** - Ensure transportation investments are equitably applied across Oregon City neighborhoods.
- **Policy 1.5** - Support opportunities for safe, affordable and accessible transit service, including regional efforts to expand public transportation networks.
- **Policy 1.6** - Improve public parking programs and transportation demand management in downtown Oregon City while managing impacts to adjacent residential areas.

Chapter 4 of the Comprehensive Plan identifies policies related to ensuring the environmental and economic health of the Willamette River Greenway as a key feature of Oregon City and the broader region.

## Oregon City Transportation System Plan (2013)

The Oregon City TSP guides the development and management of transportation facilities in Oregon City, reflecting the community goals and objectives and providing consistency with state, regional and local plans. The current TSP was adopted in 2013 and is approaching the mid-way point of its planning horizon.

The 2013 TSP includes goals and objectives, which are used in conjunction with transportation goals and policies in the Comprehensive Plan to evaluate land use and transportation actions. The TSP identifies a list of prioritized projects including recommendations along OR99E within the study area for the Project.

The "Likely to be Funded" Plan identifies the transportation solutions reasonably expected to be funded by 2035 that have the highest priority for implementation. The following projects in the study area are in the Likely to be Funded category:

- **7th Street Shared Roadway (OR 43 Bridge to Railroad Avenue):** Add wayfinding and shared lane markings.
- **Railroad Avenue – 9th Street Shared Roadway (OR99E – Main Street):** Add wayfinding and shared lane markings.
- **Main Street Shared Roadway (OR99E – 15th Street):** Add wayfinding and shared lane markings.

In addition, citywide programs include bus stop enhancements, a sidewalk infill program, family-friendly bike routes, an Americans with Disabilities Act (ADA)/curb ramp upgrade program, pedestrian and bicycle wayfinding signage, a bicycle parking program, coordinating bicycle/pedestrian connections to transit, and streetscape enhancements.

The "Not Likely to be Funded" transportation system identifies transportation solutions that are not reasonably expected to be funded by 2035, but many of which are critically important to the

transportation system. The following projects in the study area are in the "Not Likely to be Funded" category:

- **McLoughlin Boulevard Improvements – Phase 3 (10th Street – Main Street):** Widen OR99E to a five-lane cross-section that includes two travel lanes in each direction and a center two-way left-turn lane and/or a median to improve access management. The project will also improve pedestrian and bicycle facilities.
- **Main Street Sidewalk Infill (OR99E – 17th Street):** Complete sidewalk gaps on the west/south side of the street.
- **Main Street Shared-Use Path (Clackamette Park to 17th Street):** Add a shared-use path on the north/east side of the street.
- **OR99E Shared-Use Path (10th Street – Railroad Avenue):** Add a shared-use path on the west side of the street.
- **OR99E (south of Railroad Avenue) Shared-Use Path (Railroad Avenue – Urban Growth Boundary [UGB]):** Add a shared-use path along the north side of the street. Rehabilitate existing boardwalk between South 2nd Street and Hedges Street.
- **4th Street Family-Friendly Route (Jackson Street – McLoughlin Promenade):** Add wayfinding and shared lane markings.

#### Project Relevance:

The goals and objectives established in the Oregon City TSP were used as the basis for developing the Corridor Vision Statement (Task 3.1.1). Projects identified within the TSP that are located within the study area for the Project will be referenced as the starting point for alternatives development in Task 3.3.

### McLoughlin Boulevard Enhancement Plan (2005)

The McLoughlin Boulevard Enhancement Plan identified a preferred plan for McLoughlin Boulevard from the railroad underpass to the Clackamas River Bridge. The preferred plan includes cross-section recommendations, bike wayfinding and parking, intersection improvements and sidewalk/shared-use path recommendations. The recommendations for this segment (10th Street to Railroad Avenue) are provided below:

- Widen sidewalk to a typical width of 18 feet along the west-side waterfront promenade.
- Provide parallel parking along the west side of the roadway.
- Integrate art and architectural features in landscaping, sidewalks and railings to create attractive public spaces with a plaza atmosphere.
- Create strong separation – either continuous or at key locations – between the highway and pedestrian spaces using architectural features and vegetation (for example, a pergola or trellis with vines or tall, compact evergreen shrubs).

#### Project Relevance:

The preferred plan was reviewed when developing the Corridor Vision Statement (Task 3.1.1). The recommendations for the shared-use path, specifically between the railroad underpass and 10th Street, will be considered when developing alternatives in Task 3.3.

### Oregon City Downtown Circulation Plan (2010)

The Oregon City Downtown Circulation Plan identifies traffic, parking and pedestrian/bicycle improvements for the area including Main Street (OR99E - 15th Street), 7th Street (between McLoughlin

Boulevard and Railroad Avenue), and Railroad Avenue. The plan includes projects and action items for one- to two-way conversion, curbside parking, pedestrian and automobile-enhanced intersections, improved sidewalks and lighting, pedestrian alleyways, shared bike lanes and bus transit.

#### Project Relevance:

The improvements and action items were reviewed when developing the Corridor Vision Statement (Task 3.1.1). The projects included in the Circulation Plan will be used as a starting point for alternatives development in Task 3.3.

### **Oregon City Downtown Community Plan (1999)**

The Oregon City Downtown Community Plan developed a vision for downtown Oregon City, focusing on the creation of pedestrian-friendly places, varied mixed use developments and public spaces. It also promoted protecting and strengthening historical and cultural elements downtown. The plan included land use and zoning recommendations, historic design guidelines and recommendations to enhance OR99E and create a riverfront promenade.

#### Project Relevance:

The vision and goals of the plan were incorporated into the Corridor Vision Statement (Task 3.1.1), Purpose and Need Statement (Task 3.1.2) and Evaluation Criteria (Task 3.1.3).

### **Oregon City–West Linn Pedestrian–Bicycle Bridge Concept Plan (2021, Unadopted)**

The unadopted Oregon City–West Linn Pedestrian–Bicycle Bridge Concept Plan details potential alignments for a dedicated pedestrian–bicycle bridge across the Willamette River between Willamette Falls and the I-205 Abernethy Bridge. The plan identified two potential corridors for further study and outlined implementation steps that pave the path for construction.

#### Project Relevance:

The vision for the Oregon City–West Linn Pedestrian–Bicycle Bridge Concept Plan was reviewed when developing the Corridor Vision Statement (Task 3.1.1). The unadopted Concept Plan includes recommendations for an upstream corridor that connects at 4th Street from the planned Willamette Falls downtown district and a downstream corridor that connects at the signalized intersection at 10th Street. Both potential future corridors intersect the study area and will be considered when developing the alternatives for the Project in Task 3.3.

### **Willamette Falls Riverwalk Master Plan (2018)**

The Willamette Falls Riverwalk Master Plan outlines a long-term vision and implementation strategy to guide future public use and development of the Willamette Falls Riverwalk, which includes a promenade, trails, public plaza, gathering space, habitat restoration and redevelopment of industrial uses along the Oregon City waterfront. Note that in September 2022, the Willamette Falls site was renamed tumwata village.

Spurred by the 2011 closure of the Blue Heron Paper Company, which blocked access to Willamette Falls, the project aims to restore access to Willamette Falls and provide a unique waterfront experience. The project is guided by four core values of economic redevelopment: public access, historic and cultural interpretation, economic development and healthy habitat.

### Project Relevance:

The Master Plan calls out the area from OR99E to 3rd Street as Area 1 (North Riverfront), which includes a portion of OR99E within the study area. The Project will help realize the vision for the riverwalk by providing access to the planned location of the riverwalk and helping to activate the waterfront. This vision was considered when developing the Corridor Vision Statement (Task 3.1.1) Recommendations from the Master Plan will be considered when developing the alternatives for the Project in Task 3.3.

## Visioning for Blue Heron (2021) and Redevelopment Plans (2018)

In August 2019, the Confederated Tribes of Grand Ronde purchased a 23-acre property at Willamette Falls known as Blue Heron. The Visioning for Blue Heron document (2021) aimed to outline the importance of the site and needs for redevelopment. It developed several concepts for the site, which feature an enhanced riverbank, a series of restored channels and opportunities to construct several new buildings. The Blue Heron Redevelopment Plans (2018) provide more detail on potential concepts for Phase 1 of the redevelopment.

The Confederated Tribes of the Grand Ronde named the site tumwata village to represent the Tribes' connection to Willamette Falls as well as the sacred lands and practices of their ancestors.

### Project Relevance:

The Visioning for Blue Heron document, Redevelopment Plans and tumwata village project site were reviewed when developing the Corridor Vision Statement (Task 3.1.1) to help guide the goals for the Project. The alternatives for the Project in Task 3.3 will be developed in coordination with the goals and vision of these documents.

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## State Plans

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

The Oregon Highway Plan (OHP) is a modal plan of the Oregon Transportation Plan (OTP) that guides planning, operations and financing for ODOT's Highway Division. Policies in the OHP encourage the efficient management of the highway system to increase safety and 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 this project.

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

The OHP classifies the state highway system into four levels of importance: Interstate, Statewide, Regional, and District. ODOT uses this classification system to guide management and investment decisions regarding

state highway facilities. The classification system also guides facility plan development and ODOT's review of local plan and zoning amendments, highway project selection, design and development and facility management decisions including road approach permits.

Pacific Highway East (OR99E) is classified as a Regional Highway in the study area. The purpose and management objectives of these highways are provided in Policy 1A, as summarized below.

- Regional Highways (OR99E) typically provide connections and links to regional centers, Statewide or Interstate Highways or economic or activity centers of regional significance. The management objective is to provide safe and efficient, high-speed, continuous-flow operation in rural areas and moderate- to high-speed operations in urban and urbanizing areas. A secondary function is to serve land uses in the vicinity of these highways.

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

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

- Pacific Highway East (OR99E) is not designated as a Freight Route within the study area according to the OHP.
- Pacific Highway East (OR99E) is designated as a Reduction Review Route,<sup>1</sup> subject to Oregon Revised Statute (ORS) 366.215.

#### Policy 1G: Major Improvements

This policy requires maintaining performance and improving safety on the highway system by enhancing 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 Project development, ODOT will work with the City to determine the pedestrian, bicycle and streetscape enhancements that could be implemented through ODOT preservation or enhancement projects, City capital projects, and/or development related projects and 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 provide a cost-effective means of enhancing the operations of the state highway system.

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

- As part of this Project development process, ODOT will work with the City to identify improvements to the local road system that support the planned land use designations in the study area and that will help enhance safety, preserve capacity and ensure the long-term efficient and effective operation of OR99E.

#### Policy 2F: Traffic Safety

This policy emphasizes the state's efforts to improve the 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 Project development process will include a safety analysis along OR99E.

#### 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 that is consistent with their highway classification.

Action 3A.2 calls for spacing standards to be established for state highways based on highway classification, type of area and posted speed. Tables in the OHP Appendix C present access spacing standards, which consider urban and rural highway classification, traffic volumes, speed, safety and operational needs. The access management spacing standards established in the OHP are implemented by Oregon Administrative Rule (OAR) 734, Division 51.

- OR99E within the study area is a regional highway with annual average daily traffic (AADT) of about 20,000 vehicles in an urban area with a posted speed of 30 mph. Therefore, based on Table 15 of OHP Appendix C, the access management spacing standards for unsignalized approaches along OR99E within the study area is 350 feet.

#### Policy 4B: Alternative Passenger Modes

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

- Improving safety, access and mobility for people walking and biking and enhanced connections to transit are objectives of the Project development process.

#### Project Relevance:

OHP policies provide guidance related to the accessibility, mobility and function of state highways. The Project development process in Task 3.3 will consider policies in the OHP to guide proposed improvements, modifications or policies that could affect any of the state facilities in the City. The Project is being developed in coordination with ODOT and Oregon City so that projects, policies and regulations proposed as part of the Project will be consistent with the standards and targets established in the OHP related to safety, access and mobility.

### Statewide Planning Goal #12 and #15 (Transportation) (1974)

Statewide Planning Goal #12 is related to transportation. It aims to provide and encourage a safe, convenient and economic transportation system. It requires that a transportation plan, among other things, considers all modes of transportation, including mass transit, air, water, pipeline, rail, highway, bicycle, and pedestrian.

Statewide Planning Goal #15 is related to the Willamette River Greenway. It aims to protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway.

#### Project Relevance:

Statewide Planning Goal #12 will be used as a resource while developing the Project alternatives in Task 3.3 to develop local goals, policies and strategies to improve safety in Oregon City. Statewide Planning Goal #15 will be used to develop the Project to ensure that alternatives align with the vision for the Willamette River Greenway.

### Highway Design Manual

The Highway Design Manual (HDM) establishes an approach for designing state facilities in Oregon communities. The HDM is the design guidance required for all projects on state facilities. The HDM applies to urban land use contexts that broadly identify the various built environments along ODOT roadways. The urban context is based on existing and future land use characteristics, development patterns and roadway connectivity of an area. The HDM provides planning and design principles and guidance focused on all roadways within the urban context, except for interstates and limited-access freeways (expressways) with interchanges.

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

#### Project Relevance:

The Project will follow the guidance and framework outlined in the HDM for determining the appropriate alternative and facility selection based on the agreed-upon urban context and corridor vision in Task 3.1.1. It will use the design guidance in the HDM (including the Oregon Bicycle and Pedestrian Design Guide) for any bicycle or pedestrian facility improvements or modifications recommended for OR99E during alternatives development in Task 3.3.

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

OAR 734-051 defines the state's role in managing access to highway facilities to maintain functional use and safety and to preserve public investment. OHP Policy 3A and OAR 734-051 set access spacing standards for driveways and approaches to the state highway system, which are based on state highway classification, posted speed and average daily traffic volume. Based on Table 15 of OHP Appendix C, the access management spacing standards is 350 feet for unsignalized approaches along OR99E within the study area.

#### Project Relevance:

Analysis for Project development and final project recommendations in Task 3.4 will need to reflect state requirements for state facilities; the Project will comply or move in the direction of meeting access management standards on OR99E. Implementation measures that will be developed for the Project in Task

4.4.2 may entail amendments to the development code to ensure its requirements are consistent with these access management requirements.

## Oregon Revised Statute 366.215 (Creation of State Highways)

ORS 366.215 identifies the authority of the Oregon Transportation Commission (OTC) authority to build and modify state highways. The statute states that the OTC may not permanently reduce the "vehicle-carrying capacity" of an identified freight route (a.k.a. Reduction Review Route) unless safety or access considerations require the reduction, or a local government requests an exemption, and the Commission determines it is in the best interest of the state and freight movement is not unreasonably impeded.

In the context of ORS 366.215, "vehicle-carrying capacity" refers to the vertical and horizontal clearance of a highway section that can physically carry motor vehicles. A reduction of vehicle-carrying capacity means a permanent reduction in the horizontal or vertical clearance of a highway section by a permanent physical obstruction to motor vehicles. This obstruction would be located on useable right-of-way that is subject to OTC jurisdiction, unless such changes are supported by the Stakeholder Forum, the group that convenes on potential changes to vehicle-carrying capacity.

Examples of permanent structures that can result in a reduction in vehicle-carrying capacity include bridge structures, traffic signals, signposts, stationary bollards, curbs, bulb-outs, trees, raised or depressed medians, pedestrian refuge islands, traffic separators, roundabouts, streetlights and overhead wiring. Street markings such as bike lane striping or on-street parking are not considered reductions of vehicle-carrying capacity.

### Project Relevance:

OR99E within the study area is a Reduction Review Route. Therefore, any features included in the Preferred Alternative and Implementation Plan (Task 3.4) that could reduce vehicle-carrying capacity must comply with the statute. Where necessary for safety or access considerations, the plan may identify a need to obtain approval for proposed future actions by following the ORS 366.215 Review Process. The Historic Arch Bridge and railroad tunnel will be considered to identify the constraining lateral and vertical dimensions.

## OAR 660-012 Rules (Transportation Planning Rule)

Oregon defines 19 statewide land use planning goals of which Goal 12 is Transportation. The Transportation Planning Rule (TPR), OAR Division 12, defines how to implement this goal and requires that counties and cities work with ODOT to comply with the goals prepared by the governing Transportation System Plans that are consistent with the OTP.

The TPR recognizes the role that a safe, convenient and economical transportation system plays in supporting local and state economic vitality. It also requires the integration of comprehensive land use planning with transportation needs and the promotion of multimodal systems that make it more convenient for people to walk, bike, use transit and drive less.

In compliance with TPR 660-012-0045, "Bikeways shall be required along arterials and major collectors. Sidewalks shall be required along arterials, collectors, and most local streets in urban areas, except that sidewalks are not required along controlled access roadways, such as freeways."

### Project Relevance:

The Project Corridor Vision Statement (Task 3.1.1) and Purpose and Needs Statement (Task 3.1.2) will be consistent with and support the TPR.

## Statewide Transportation Improvement Program (2021-2024 and 2024-2027)

The Statewide Transportation Improvement Program (STIP) serves as the state's 4-year capital improvement program for multimodal projects as well as for projects in U.S. National Parks, National Forests and Native American tribal lands. The STIP is updated every 2 years in accordance with federal requirements.

The 2021-2024 STIP identifies \$791,641 for the Project to complete development activities to construct future Willamette Falls Shared-Use Path and OR99E (McLoughlin Boulevard) pedestrian, bicycle and streetscape enhancements between 10th Street and Railroad Avenue. These improvements will provide a safe route for people walking and biking between OR99E and the Willamette Falls Riverwalk. The draft 2024-2027 STIP does not identify funding for this Project.

### Project Relevance:

The draft 2024-2027 STIP does not include funding for this Project. The Project will include funding opportunities for the preferred alternative in Task 3.4.1.

## Oregon Freight Plan (2011, last revised 2023)

The Oregon Freight Plan (OFP) is the modal plan that guides the movement of goods and commodities on the state highway system. Its purpose statement identifies the intent to "improve freight connections to local, Native American, state, regional, national and global markets in order to increase trade-related jobs and income for workers and businesses." The objectives of the OFP 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. OR99E is not designated as a strategic corridor among the Western Corridor Freight Facilities in the OFP.

### Project Relevance:

Maintaining and enhancing efficiency of the truck freight system in the study area will not be prioritized over pedestrian, bicycle or transit needs.

## Oregon Bicycle and Pedestrian Plan (2016)

The Oregon Bicycle and Pedestrian Plan (OBPP) is the modal plan of the OTP that supports people walking and biking in the state. The vision of the OBPP is as follows: "In Oregon, people of all ages, incomes, and abilities can access destinations in urban and rural areas on comfortable, safe, well connected biking and walking routes. People can enjoy Oregon's scenic beauty by walking and biking on a transportation system that respects the needs of its users and their sense of safety. Bicycle and pedestrian networks are recognized as integral, interconnected elements of the Oregon transportation system that contribute to our diverse and vibrant communities and the health and quality of life enjoyed by Oregonians."

The OBPP recognizes that walking and biking both support economic growth, health, environmental quality and mobility. The OBPP states the following goals that are applicable to the Oregon City community:

**Goal 1: Safety.** Eliminate pedestrian and bicyclist fatalities and serious injuries and improve the overall sense of safety of those who bike or walk.

**Goal 2: Accessibility and Connectivity.** Provide a complete bicycling and pedestrian network that reliably and easily connects to destinations and other transportation modes.

**Goal 3: Mobility and Efficiency.** Improve the mobility and efficiency of the entire transportation system by providing high quality walking and biking options for trips of short and moderate distances. Support the ability of people who bike, walk or use mobility devices to move easily on the system.

**Goal 4: Community and Economic Vitality.** Enhance community and economic vitality through walking and biking networks that improve people's ability to access jobs, businesses and other destinations, and to attract visitors and tourists, new residents and new business to the state, opening new opportunities for Oregonians.

**Goal 5: Equity.** Provide opportunities and choices for people of all ages, abilities, races, ethnicities and incomes in urban, suburban and rural areas across the state to bike or walk to reach their destinations and to access transportation options, assuring transportation disadvantaged communities are served and included in decision making.

**Goal 6: Health.** Provide Oregonians opportunities to become more active and healthier by walking and biking to meet their daily needs.

**Goal 7: Sustainability.** Help to meet federal, state and local sustainability and environmental goals by providing zero emission transportation options like walking and biking.

**Goal 8: Strategic Investment.** Recognize Oregon's strategic investments in walking and biking as crucial components of the transportation system that provide essential options for travel and can help reduce system costs and achieve other important benefits.

**Goal 9: Coordination, Cooperation and Collaboration.** Work actively and collaboratively with federal, state, regional, local and private partners to provide consistent and seamless walking and biking networks that are integral to the transportation system.

## Project Relevance:

The Project will consider OBPP policies and strategies for their applicability to the study area and, where appropriate, incorporate these goals into the evaluation criteria (Task 3.1.3) for alternatives selection.

## 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 systems. 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 to help 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.

#### Project Relevance:

The Project will consider OPTP policies and strategies for their applicability to the study area and, where appropriate, incorporate these goals into the evaluation criteria (Task 3.1.3) for alternatives selection.

### Oregon Transportation Options Plan (2015)

The Oregon Transportation Options Plan (OTOP), a topic plan of the OTP, establishes policies, strategies and programs that promote efficient use of existing transportation system investments, thereby reducing reliance on the single-occupancy vehicle and facilitating use of walking, biking, transit and ridesharing. The OTOP establishes a statewide vision for transportation options in Oregon to provide travelers of all ages and abilities with different ways to access goods, services and opportunities across the state.

OTOP policies are organized by goals addressing safety, funding, accessibility, system efficiency, economy, health and environment, land use and transportation, equity, coordination and information. Its policies are broadly supportive of transit.

The following policies are particularly relevant to the Project:

- Provide access to multiple modes and transportation options so that people may choose to walk, bicycle, take transit and share rides for a broad range of trips, including trips to work, school, access goods and services, recreation and tourist destinations and special events.
- Consider opportunities to support tourism and recreation through improving access to popular destinations via alternative modes of travel.
- Make transportation options viable for more types of trips, for more people, more often.
- Provide transportation options to serve the needs of Oregon residents.

#### Project Relevance:

The Project will consider OTOP policies and strategies for their applicability to the study area and, where appropriate, incorporate these goals into the evaluation criteria (Task 3.1.3) for alternatives selection.

### Oregon Transportation Safety Action Plan (2021)

The Oregon Transportation Safety Action Plan (TSAP), a topic plan of the OTP, is a strategic document that summarizes safety trends and challenges faced by the state and establishes goals, policies, strategies and actions that ODOT and its partners can take to reduce fatal and serious injury crashes. The TSAP establishes Emphasis Areas (EAs) and related actions. The EAs relevant to the Project include infrastructure and vulnerable users.

#### Project Relevance:

For the Project, TSAP goals, policies, strategies and actions (specially for relevant EAs) must be considered for any improvements, modifications or policies recommended for OR99E (Task 3.3).

## Oregon Resilience Plan (2013)

The Oregon Resilience Plan reviews policy options, summarizes relevant reports and studies conducted by state agencies and makes recommendations on policy direction to protect lives and keep commerce flowing during and after a Cascadia earthquake and tsunami. The plan includes recommendations for four affected zones, of which the Project falls into one, the Valley Zone.

In addition, the plan assessed the resilience of the transportation network during and after a seismic event. The transportation network was categorized in four geographical zones, with a tiered approach to the restoration of highways. The Project falls in the Willamette Valley Zone, and OR99E is a Tier 2 lifeline route.

### Project Relevance:

Seismic hazards will be considered in the geotechnical analysis (Task 9.1.3).

## National Association of City Transportation Officials Urban Bikeway Design Guide

The National Association of City Transportation Officials (NACTO) Urban Bikeway Design Guide provides cities with state-of-the-practice solutions that can help create complete streets that are safe and enjoyable for bicyclists.

### Project Relevance:

The Project will reference the NACTO Urban Bikeway Design Guide to develop and evaluate project alternatives in Task 3.3.

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## Next Steps

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This Plans and Policies Review will be reviewed by the Project Management Team and updated to produce the Final Plans and Policies Review. The findings from this document will be used to inform the Corridor Vision Statement, Purpose and Needs Statement, evaluation criteria and performance measures and conceptual design alternatives development.