



APPENDIX G

# Implementing Ordinances



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This Appendix provides a policy framework and draft ordinance language that could be used as a guide for establishing an overlay zone for US 101 through Seaside, and design standards that would encourage more bicycling and walking trips to businesses along the highway. Model design standards could be used to provide guidance to developers along the highway.

## Seaside TSP Supporting Policies

The following policy recommendations support alternate mobility standards along US 101 within the City of Seaside. The Seaside Transportation System Plan (TSP) must conform to Oregon's Statewide Planning Goals and the Transportation Planning Rule (TPR), as described in the Oregon Administrative Rules, (OAR 660-012), and coordinate with the state and county TSPs, and be consistent with the City and County Comprehensive Plan. Activities needed to adopt and implement the Seaside TSP by the City of Seaside, the Oregon Department of Transportation (ODOT), and Clatsop County are listed below.

## Background

Traffic forecasts for the future planning horizon (year 2030) show that congestion along US 101 will exceed existing Oregon Highway Plan (OHP) Mobility Standards under average annual weekday conditions. This condition is exacerbated during the summertime peak. Meeting the OHP mobility standards for the summertime peak would require a larger highway footprint than found to be acceptable by the community, and discussions of a bypass were dismissed during the 20-year planning horizon due to land use regulations, environmental impacts, and cost. The City and ODOT agreed to focus instead on using average annual weekday traffic conditions as the benchmark for measuring operational performance in order to maintain a smaller US 101 footprint through the City.

TSP projects were identified to meet or get as close as possible to OHP mobility standards on the highway under average annual weekday conditions, but funding limitations make it unlikely that ODOT or the City will be able to implement all the improvements needed to achieve that level of performance within the 20-year planning horizon. Therefore an alternate mobility standard of 1.0 for varying lengths of time at four intersections along US 101 is being requested from the Oregon Transportation Commission (OTC). The locations and proposed alternative standards are show in Table 1 below.

**TABLE 1**  
 Alternate Mobility Standards and Duration of Delay

<b>Intersection</b>	<b>Current OHP Mobility Standard</b>	<b>Proposed Alternate Mobility Standard</b>	<b>Future (2030) Projected Average Annual Conditions</b>	<b>Expected Duration of Delay</b>
US 101/Lewis and Clark Road	0.80	1.0	1.10	2 hours (3-5 pm)
US 101/12 <sup>th</sup> Avenue	0.85	1.0	1.05	1 hour (4-5 pm)
US 101/Broadway	0.85	1.0	1.10	3 hours (3-6 pm)
US 101/Avenue U	0.85	1.0	0.95	0 hours (does not exceed 1.0)

As part of this request, the City and ODOT have committed to the following:

- Remove local trips from the highway by improving the local street network
- Encourage walk, bicycle, and transit trips by investing in infrastructure and policy devoted to these modes
- Improve safety and reduce congestion on the highway through a US 101 access management strategy
- Support new development and redevelopment along US 101 that is designed in a manner that reduces added trips on US 101 and encourages bicycle and pedestrian use, through a US 101 overlay zone

ODOT and the City have worked collaboratively to develop a range of focused transportation system investments and a supporting package of policies and management tools in Seaside to achieve the goals identified above. These are described over the following pages. Alternate mobility standards for US 101 are a key feature of a package of solutions that improves safety and livability and manages congestion along US 101 in a manner that is better than if no actions were taken.

## Policies and Actions

The following policies and actions are recommended to implement the Seaside TSP alternate mobility standards. Jurisdictional adoption responsibilities are identified with each recommended policy and action. The following actions are considered planned improvements to be funded in the 20 year planning horizon, and are considered in the determination of the alternate mobility standards. These improvements will be used as mitigation for compliance with OAR 660-12-0060.

1. The City of Seaside shall adopt the TSP, which includes recommended projects, policies, and zoning code language to maintain the proposed OHP alternate mobility standards for the projected length of delay.
2. The City of Seaside shall adopt the proposed US 101 Highway Overlay Zone and related provisions as Section 3.400 of the City Zoning Ordinance. The overlay zone extends 200 feet on either side of US 101, from Mill Creek on the northern end to Dooley Bridge at the southern City limits, and functions to implement access management measures, requires consideration of traffic impacts for new development, and links land use and future development along the highway. The overlay requires the City to coordinate with ODOT and require Traffic Impact Analyses (TIA) for development along the highway projected to exceed 5 peak and 30 average daily trips.
3. ODOT shall develop an access management study to determine specific facility management actions that will enhance safety and operational performance along US 101 between Mill Creek and the Dooley Bridge. This access management study will use the access strategy prepared for the TSP as a starting point for this effort. The work shall be coordinated with and actively engage the City of Seaside in its development and, to the extent that local land use or local public facility actions are recommended in the study, it may be adopted as a TSP Refinement Plan and an ODOT Facility Plan.
4. ODOT shall pursue funding for sidewalk improvements along US 101 as needed between Broadway and the High School, and for intersection improvements at US 101 and Broadway.
5. The City of Seaside shall pursue funding for Avenue S cross section improvements west of Neawanna Creek, construction of a bicycle and pedestrian bridge over the Neawanna Creek at Avenue F (including a pedestrian connection to higher ground east of Wahanna Road), bicycle infrastructure improvements along Holladay Drive, and a shared use path north of 12<sup>th</sup> Avenue.
6. ODOT and the City of Seaside together shall pursue funding for improvements at US 101 and Avenue U, and for a new signal and realignment at US 101 and Avenues F and G.
7. Once short term projects have been completed, ODOT and the City of Seaside shall consider pursuit of additional funding to construct recommended TSP projects from the list of medium- and long-term implementation actions, and will consider whether a TSP update is needed (due to planned relocation of schools and medical facilities or other reason).

It is expected that these improvements will be funded by a combination of City general funds, transportation system development charges, development exactions, urban renewal area funds, local improvement districts, levies, bonds, and/or state and federal funds.

### **ODOT Implementing Actions**

While funding for any of the projects in this TSP cannot be guaranteed, a variety of relatively smaller projects for which ODOT will have primary funding responsibility are identified herein for implementation over the 20-year TSP planning horizon. The alternate

mobility standards for US 101 that are based on future operational performance forecasts were determined under the assumption that these actions could be implemented within the planning horizon using some combination of federal, state, local, and private funds.

The list of projects upon which the alternative mobility standards are based, and for which ODOT will have primary responsibility is organized by time frame: short term is assumed to be 0-5 years from plan adoption; medium-term is assumed to be 5-10 years; and long-term is assumed to be 10-20 years. These time frames do not constitute a commitment for implementation, but are simply a reflection of the time frame within which the need for the improvement becomes acute. Table 2 shows these projects by timeframe, mode, location, and order of magnitude costs. Table 2 also provides a short description for each project.

TABLE 2  
ODOT Implementing Actions

Time frame	Primary Mode	Location	Order-of-Magnitude Cost (2010 \$, 000's)	Project Description
Short	Pedestrian	US 101	\$1,935	Fill in sidewalk gaps along US 101 between 24 <sup>th</sup> and 1 <sup>st</sup> Avenues (southbound), between 12 <sup>th</sup> and 24 <sup>th</sup> Avenues (northbound).
	Auto	US 101 / Avenue U	\$7,997	Right turn pocket and new signal at Avenue U (project shared with City of Seaside)
	Auto	US 101 / Broadway	\$792	Intersection changes (right turn pocket for western approach on Broadway, restriping eastern approach)
Medium	Auto	US 101 / Avenues F & G	\$3,352	Realign Avenues F and G and add signal (project shared with City of Seaside)
	Auto	US 101 / 12 <sup>th</sup> Avenue	\$1,314	Intersection changes (left turn pocket for western approach on 12 <sup>th</sup> Avenue)
	Pedestrian	US 101	\$100	Pedestrian crossing improvements at select intersections between 15 <sup>th</sup> Avenue and Avenue S (see bicycle/ pedestrian plan for specific locations)
Long	Auto	US 101 / Holladay	Dependent on length of extension	Possible signal and partial extension

## City of Seaside Implementing Actions

While funding for any of the projects in this TSP cannot be guaranteed, a variety of relatively smaller projects for which The City of Seaside will have primary funding responsibility are identified herein for implementation over the 20-year TSP planning horizon. The alternate mobility standards for US 101 that are based on future operational performance forecasts were determined under the assumption that these actions could be implemented within the planning horizon using some combination of federal, state, local, and private funds.

The list of projects upon which the alternative mobility standards are based, and for which the City of Seaside will have primary responsibility, is organized by time frame: short term is assumed to be 0-5 years from plan adoption; medium-term is assumed to be 5-10 years; and long-term is assumed to be 10-20 years. These time frames do not constitute a commitment for implementation, but are simply a reflection of the time frame within which the need for the improvement becomes acute. Table 3 shows these projects by timeframe, mode, location, and order of magnitude costs. Table 3 also provides a short description for each project.

**TABLE 3**  
**City of Seaside Implementing Actions**

<b>Time frame</b>	<b>Primary Mode</b>	<b>Location</b>	<b>Order-of-Magnitude Cost (2010 \$, 000's)</b>	<b>Project Description</b>
Short	Bike/Pedestrian	Avenue F at Neawanna	\$645	Bicycle/pedestrian bridge over Neawanna Creek in the vicinity of Avenue F
	Auto/Bike/Ped	Avenue S Phase 1	\$3,459	Avenue S Cross Section between US 101 and the bridge
	Pedestrian	East of Neawanna/Ave F	\$110	Connection to high ground
	Bike	Holladay	\$80	Bicycle lanes and shared roadway markings
	Pedestrian	Ped Crosswalks/Curbs	\$5 to \$17/per	12th/Holladay, Broadway/Lincoln, Spruce/Wahanna
	Bike/Ped	North City Limits/12th	\$381	Extension shared path along US 101 from north city limits to 12th Avenue
Medium	Bike/Pedestrian	Avenue S at Necanicum	\$390	Bicycle/pedestrian bridge over Necanicum River in the vicinity of Avenue S
	Bike/Pedestrian	Wahanna Road	\$6,678	Wahanna Road pedestrian Improvements Sidewalks and Walking Paths
	Auto/Bike/Ped	Avenue F & G	\$3,352 <sup>1</sup>	Realignment of Ave F/Ave G from Holladay to Lincoln
	Auto/Bike/Ped	Avenue S Phase II	\$2,268	Avenue S Cross Section between bridge and Wahanna Sidewalk and park area from Ocean Vista to Highland Drive area along west side
	Pedestrian	Ocean Vista to Cove	\$800	
Long	Bike/Pedestrian	15th Avenue at Neawanna	\$954	Bicycle/pedestrian bridge over Neawanna River in the vicinity of 15th Avenue
	Auto/Bike/Ped	South Y to Avenue U	\$7,406 <sup>1</sup>	Extension of S. Holladay to Avenue U along railroad right-of-way
	Bike/Pedestrian	4th Avenue at Necanicum	\$719	Bicycle/pedestrian bridge over Necanicum River in the vicinity of 4th Avenue
	Pedestrian	Connector Path	\$687	High ground connector pathway - North South between Lewis and Clark and Avenue S

<sup>1</sup>This project will be pursued by both ODOT and the City of Seaside



## Projects Identified by ODOT as Not Reasonably Likely

In addition to the projects listed in Table 2, this TSP also identifies a variety of higher cost projects on the state highway system that ODOT has determined are not reasonably likely to be funded during this 20-year planning horizon. As such, these projects cannot be considered as planned improvements upon which the TSP, local land use plan, or any subsequent land use decisions can be based. The alternative mobility standards for US 101 are predicated on the assumption that these projects will not be implemented during the 20-year planning horizon. These projects are listed in Table 4.

TABLE 4  
Projects Not Reasonably Likely in the 20 Year Planning Horizon

Primary Mode	Location	Order-of-Magnitude Cost (2010\$, 000's)	Project description
Auto	US 101/24 <sup>th</sup> Avenue	\$15,741	Intersection changes Phase 1
Auto	US 101/24 <sup>th</sup> Avenue	\$6,663	Intersection changes Phase 2
Auto/Bicycle/Pedestrian	US 101	\$5,456	US 101 widening between north of Broadway and Avenue G
Auto	US 101/Holladay	\$9,911	Flyover

## Local Adoption Process

Public hearings must be conducted prior to final adoption of the Seaside TSP by the City Council, in accordance with the City's formal adoption process. In addition to new policies, a variety other local code amendments are being recommended to support and implement the TSP. Recommended language for local code amendments is presented in the Ordinances section below.

## State Adoption Process

The Seaside TSP requires OTC adoption of alternate mobility standards. The timing of this adoption is flexible, though ideally would occur following the local public hearing process, prior to Seaside City Council's formal adoption of the TSP.