



SALMONBERRY TRAIL

ADOPTING THE TRAIL INTO TILLAMOOK AREA COMPREHENSIVE AND TRANSPORTATION PLANS

May 2016

JURISDICTIONAL ASSESSMENTS FOR

City of Wheeler
City of Rockaway Beach
City of Garibaldi
City of Bay City
City of Tillamook
Tillamook County
Port of Nehalem
Port of Garibaldi
Port of Tillamook Bay

IN PARTNERSHIP WITH

Port of Tillamook Bay
North Coast Regional Solutions Office
Oregon Department of Transportation
Oregon Department of Land Conservation and Development



Parametrix
ENGINEERING . PLANNING . ENVIRONMENTAL SCIENCES

TABLE OF CONTENTS

INTRODUCTION 1

- Project Scope 1
- Project Partners..... 1
- Project Study Area..... 1
- Local Commonalities 2
- Trail Types and Lengths 3

JURISDICTIONAL ASSESSMENTS..... 7

- City of Wheeler..... 7
- City of Rockaway Beach..... 17
- City of Garibaldi..... 27
- City of Bay City..... 37
- City of Tillamook..... 47
- Tillamook County..... 57

APPENDICES

- A Suggested Plan Amendments: Trail Concept and Rail Service Changes
- B Salmonberry Trail Estuary Impacts
- C Local Port Assessments – Available August 2016
- D TSP Assessment for the City of Bay City

NOTE: Trail cross section illustrations used in this report were produced by Walker|Macy for the 2015 Salmonberry Trail Concept Plan. Used by permission of the Oregon Department of Parks and Recreation.

This page intentionally left blank.

INTRODUCTION

Project Scope

The Salmonberry Trail Concept Plan (Concept Plan) was completed in early 2015. The Concept Plan proposes possible trail alignments and types, identifies a variety of constraints and opportunities, and illustrates other factors impacting the future development of this cross-regional trail. Translation of the Concept Plan into final alignments and engineered and constructed trail sections will be the responsibility of state and local agencies and jurisdictions. As a first step, this Salmonberry Trail Local Adoption Project (Adoption Project) will provide assistance in integrating the Coastal Segment of the Salmonberry Trail (Trail) into the comprehensive and transportation plans of six coastal communities in Tillamook County: the Cities of Wheeler, Rockaway Beach, Garibaldi, Bay City, and Tillamook, and the unincorporated coastal areas of western Tillamook County.

Assessments of local plans were conducted for each local government jurisdiction (see included individual assessments). Descriptions, maps, and cross section illustrations of Trail alignments and types are included with each jurisdiction assessment. These are provided for context only. Inclusion of all of these details into local plans is not anticipated as part of this Adoption Project.

Phase 1 of this Adoption Project reviewed and assessed six comprehensive plans, six transportation plans, and six additional local plans (visions, parks, waterfront, etc.) to determine applicable policies and references that may need to be adopted or amended into these plans to acknowledge the Trail. Amendments could be for the purposes of compliance with the State's Transportation Planning Rule or other land use goals, and/or to make these local communities eligible for any funding opportunities supporting the development of the Trail.

A series of public and stakeholder meetings were conducted in the second phase of this Adoption Project to receive input from residents, businesses, property owners, trail interests, and the general public in each jurisdiction. Formal local Plan amendments will be drafted and considered in the third phase of the Adoption Project. Amendments will be written to fit the format and context of the existing County and city plans selected for amendment. Each jurisdiction will be provided with adoption-ready materials.

Midpoint in this Adoption Project, the assessments were expanded to include the three local ports, Tillamook Bay, Garibaldi, and Nehalem. These assessments are included as Appendix C to this report.

Project Partners

The Adoption Project is funded by a grant from the Oregon Transportation and Growth Management (TGM) Program. TGM is a joint effort of the Oregon Department of Transportation (ODOT) and the Oregon Department of Land Conservation and Development (DLCD). The Port of Tillamook Bay (POTB) is managing the Adoption Project on behalf of these two agencies. The Oregon Department of Parks and Recreation is also represented on the Project team. ODOT contracted with DKS and Parametrix, Oregon-based transportation and land use planning consulting firms, to conduct this effort.

Project Study Area

The proposed Trail generally, but not exclusively, follows an 86-mile-long POTB-owned rail line corridor from Banks, Oregon, to Tillamook, Oregon. The Adoption Project study area approximately corresponds to the named Coastal Segment map (attached) published in the Concept Plan. This segment extends 26

miles from the north end of the City of Wheeler to the vicinity of Tillamook Airport. The Oregon Coast Scenic Railroad (OCSR) presently operates a seasonal excursion train between Wheeler and Garibaldi with occasional trips to Enright. Portions of the Oregon Coast Trail are within the study area, including several sections that share US 101. The current Urban Growth Boundary (UGB) of each participating jurisdiction is used to define the area assigned to each city, not the current city limits.

Local Commonalities

References to the Salmonberry Trail

All current County and city plans reviewed for this Adoption Project, except for the City of Tillamook's Comprehensive Plan and Parks and Recreation Master Plan, pre-date the development of plans for the Trail. Thus, as would be expected, only the City of Tillamook (and in fact only its Comprehensive Plan) specifically references a trail project within the POTB railroad right-of-way equivalent to what is now termed the Salmonberry Trail. Some other plans reviewed for this Adoption Project suggest the use of rail right-of-way or parallel local streets to develop bicycle/pedestrian pathways, but only for pedestrian and bicycle travel within the local communities.

The City of Tillamook Comprehensive Plan (2012) includes a short section describing early plans to establish what is now called the Salmonberry Trail. The City has requested that a substitute section be drafted recognizing the current status of the Trail. The City of Garibaldi requested a similar section. Such language may be useful in other local comprehensive and/or transportation plans. A template for this language is included in Appendix A.

Rail Service

The possible use of the POTB rail line for a future trail is only noted in the 2012 City of Tillamook Comprehensive Plan. The POTB rail line service is, however, described under the rail sections all six of the local jurisdiction transportation plans reviewed. None of these plans accurately describe the current status of the trail, as none pre-date the Salmonberry Concept Plan or even the 2007 storm event that resulted in major damage or outright destruction of the rail bed and rail infrastructure through the Coast Range and Salmonberry Canyon. POTB subsequently decided NOT to re-establish the rail line through the Coast Range. Over the last five years the concept of a regional trail using the rail right-of-way through the Coast Range and along the Oregon Coast has emerged. The rail sections of local transportation plans should be rewritten to reflect current circumstances. Templates for this language are included in Appendix A.

References to Pedestrian and Bicycle Systems

All the current County and city plans reviewed are supportive of multimodal transportation and improved pedestrian and bicycle facilities. All the comprehensive and transportation plans reviewed cite bicycle and pedestrian improvements to US 101 as an important priority. Multiuse pathways and trails are not as frequently cited, in part because such facilities within most jurisdictions were limited at the time of individual plan publication. In addition, the older the plan the fewer the references to trail projects or specific trail policies. None of the plans reviewed, however, contain any overarching policies that would bar or overcomplicate the development of the Salmonberry Trail.

Estuary Policies and Trail Development

Until reaching the City of Tillamook, the POTB railroad primarily follows the edge of Nehalem Bay, the Pacific Ocean, and Tillamook Bay. Through the City of Tillamook, the railroad crosses river systems draining into Tillamook Bay. Not surprisingly then, County and city comprehensive plans devote considerable space to estuary resources. The proximity of the proposed Trail to the Nehalem and Tillamook estuaries may require refining of Trail alignments and types and/or additional permitting at engineering and construction phases to properly protect natural resources. Estuary code language in four city comprehensive plans is based on Tillamook County's estuary codes. See Appendix B for a full discussion of estuary issues.

Urban Growth Management Agreements

The County has Urban Growth Management Agreements (UGMAs) with each of the five cities that are part of this Adoption Project. The purpose of the UGMA is to provide for coordination of services for lands that are outside of the city limits but within city UGBs. This includes coordination on major transportation improvements. The Trail would probably be considered a major improvement.

Salmonberry Trail Brownfields Assessment

This US EPA-funded study is identifying and assessing possible brownfields along the 62 miles of the rail corridor within Tillamook County. The brownfields assessment initially identified approximately 300 possible sites along the 62-mile corridor. These include sites within the POTB rail right-of-way and adjacent parcels. Approximately 40 EPA-defined Phase 1 Environmental Site Assessments (ESA) were conducted in late 2015 and early 2016. These Phase I ESAs will include approximately 10 sections of rail right-of-way ranging from 2 miles to 15 miles long. Later in the brownfields project, Phase II ESAs will be conducted.

Trail Types and Lengths

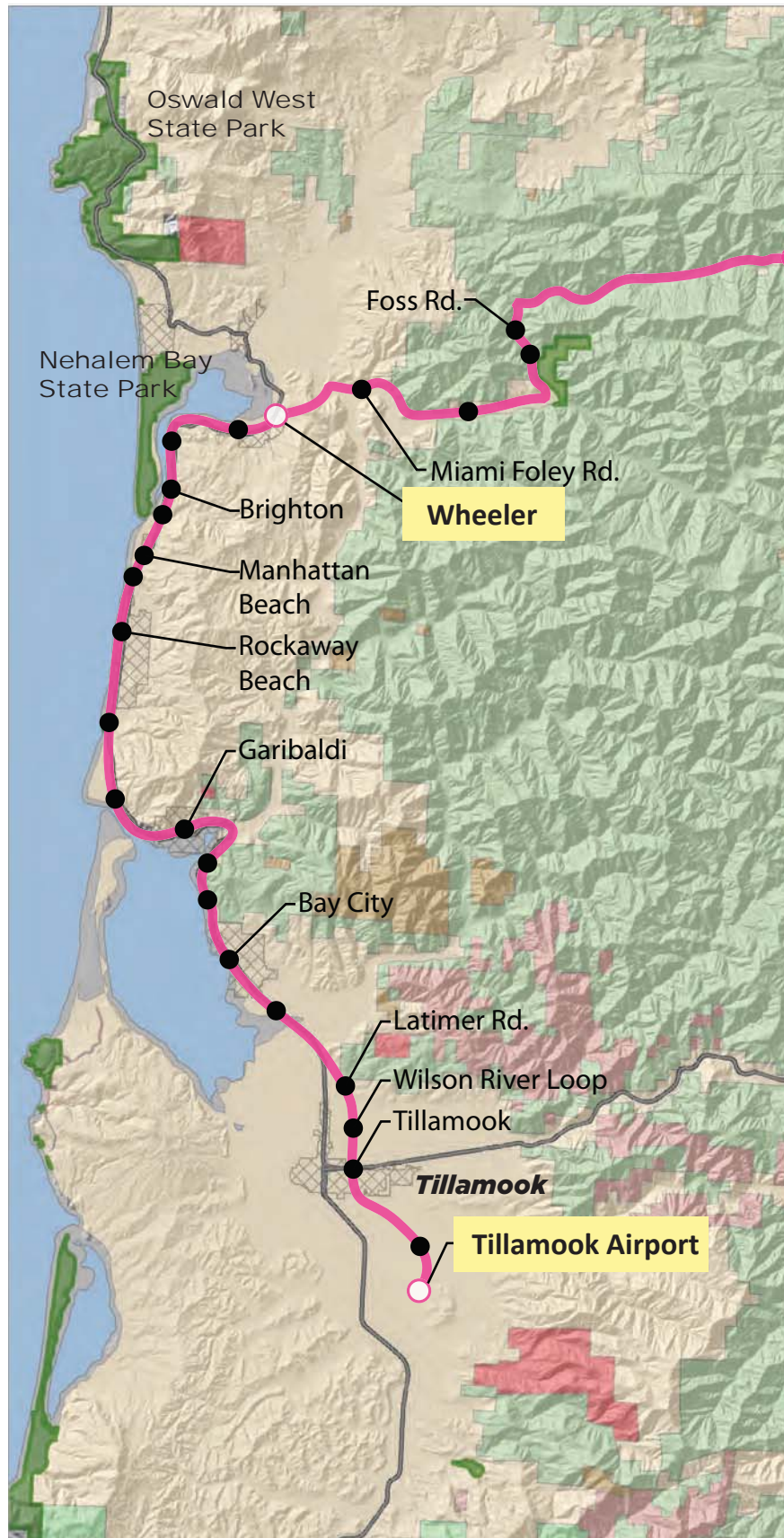
The Concept Plan does not assign specific trail types to specific lengths of the Trail. The Concept Plan applies a series of lettered yellow "Section Callout" icons along the proposed Trail. These icons are tied to trail cross section illustrations in the Concept Plan. The icons only apply to the specific geographic location shown. However using this information as a starting point and referencing local conditions as seen from aerial photography, very general estimates of the given length of specific trail types have been calculated for this Adoption Project. All alignments and trail types are subject to change based on future trail planning and/or engineering.

One possible trail type for the Coastal Segment identified by the Concept Plan is a multiuse rail-with-trail. Rail-with-trail will permit continued operation of the Oregon Coast Scenic Railroad as well as accommodate other passenger, tourist, or freight rail services. The Concept Plan also cites a multiuse rail-to-trail type that could be used in the Coastal Segment. Rail-to-trail would have exclusive use of the rail right-of-way.

Constraints to trail development in the Coastal Segment include local jurisdictional plans, existing development and property ownership, agricultural and marine-related uses, coastal water bodies and sensitive natural resources, slopes, rail bed width and height, other improvements such as bridges, and proximity to US 101. To address these constraints, the Concept Plan proposes some trail alignment alternatives outside of the rail corridor and additional trail type solutions such as shared-use of local streets or US 101.

Important Note

The language for the proposed Plan amendments included in this May 2016 Adoption Project report are draft suggestions. The County and each of the five cities will consider adopting these Plan amendments through local adoption processes, which include public hearings. These processes are typically included in local Comprehensive Plans. The public hearing and adoption process may result in changes to Plan amendment language as presented herein.



Salmonberry Trail Coastal Segment, Wheeler to Tillamook Airport

This page intentionally left blank.

JURISDICTIONAL ASSESSMENTS

City of Wheeler

City Plans Status

Comprehensive Plan

Adopted in 2010. The City is currently working internally on preliminary stages of a comprehensive plan update.

The Comprehensive Plan contains strategy and policy statements addressing Economic Development (pp. 6-8), Transportation (pp. 12-13), Energy (p. 14), and Public Facilities (pp. 46-47) that are generally supportive of bicycle and pedestrian improvements. Recreation and Open Space (pp. 9-11) does not reference trails or bicycle/pedestrian facilities, and there is no Land Use chapter. Specific Comprehensive Plan references to trails, bicycle lanes, etc. are limited:

- The Transportation section does not reference the TSP adopted in 2006 (see TSP summary below). The only specifics are to the need for improved bicycle and pedestrian facilities along US 101.
- The Public Facilities chapter simply states that the “addition of bike lanes in existing rights-of-way shall be an outright use.”

Given the timing of a Comprehensive Plan update, the City may find it best to hold off on Comprehensive Plan Trail amendments until a new plan is adopted.

Wheeler Vision

Published in 2011. The Vision document states “Vision will become part of the overall comprehensive plan.” The City plans to update the Vision document in 2016 and 2017.

The Vision is an update of a similar 2001 effort and is intended as a guide to City decision making through 2021. The Vision makes three “recommendations for action” regarding trails:

- Continue to develop city trail system as resources become available (p. 9).
- Improve access to natural areas through continued development and maintenance of a city trail system (p. 11).
- Support the development and expansion of a walking/biking trail system (p. 14).

Given this is a visioning document, it is not recommended that it be updated for the purposes of this Adoption Project.

Transportation System Plan (TSP)

Developed in 2000–2001 and adopted in 2006. No updates are currently underway or scheduled.

The TSP makes numerous references to upgrading bicycle and pedestrian systems, and some references to creating trails and multiuse pathways. As with all the transportation plans within the Adoption Project

study area, the need to improve and upgrade US 101 for bicycle and pedestrian safety is cited. Desired US 101 upgrades include sidewalks and bicycle lanes or improved shoulders.

Specific to trails, the TSP records public input to “create a walking path loop through Wheeler” and “bike path throughout Wheeler” (p. III-5). Other comments aligning with the need and usefulness of a future Trail include: “opportunity for pedestrian/bicycle pathway parallel to the railroad tracks” (p. V-2), “improve pedestrian access ... parallel to the railroad tracks” (p. V-3), “pedestrian/bicycle path/boardwalk is needed along the entire waterfront” (p. V-4), and “there is an opportunity to create a connected pedestrian and bicycle system ... including Highway 101 – east and west sides” (p. V-6). The TSP also specifies and includes a cross section for a 10-foot-wide multiuse path (pp. VI-4-5).

The TSP’s Pedestrian and Bikeway System Element states that “pedestrian/bicycle facilities associated with the street system are preferred because of funding, maintenance and safety issues. However, there are opportunities to create a pedestrian/bikeway system that incorporate ... off-street facilities” (p. VI-14). This Element goes on to state that “because of the substantial changes in topography ... it is appropriate to consider off-street multimodal pathways” (p. VI-15). A recommended project list on p. VI-15 includes two west to east pathway projects, and the pedestrian system map on p. VI-16 illustrates a route along the bayside of the rail line.

Waterfront Development Plan

Developed in 1997 and adopted in 2008.

The Waterfront Plan recommends the development of pedestrian pathway along Marine Drive (pp. 9 and 17). This is consistent with the use of Marine Drive for the Trail proposed in the Concept Plan. Given the span of time since the Waterfront Plan was first drafted, it is not recommended that this plan be updated for the purposes of this Adoption Project.

Suggested Plan Amendments

The City of Wheeler has a current Waterfront Development Plan (1997, but not adopted until 2008) and Vision Plan (published 2011). The City is presently considering updates to both these plans. Although amendments to these documents are not recommended as part of this Adoption Project, the City can use the suggested Salmonberry Trail amendments to its Comprehensive Plan and TSP as guidance in eventually rewriting the Waterfront and Vision plans.

Another challenge in amending the 2010 Wheeler Comprehensive Plan for the purposes of this Code Adoption Project is that the City is currently scoping an overall update to the Comprehensive Plan. Depending on the timing of this update, the City may wish to hold off on adopting suggested Salmonberry Trail amendments until the new Comprehensive Plan version is ready.

Suggested actions to take, such as updating maps or inserting text, are shaded.

Comprehensive Plan (2010)

1. Add the amended TSP (see suggested TSP amendments below) to the Comprehensive Plan by reference in a new preamble to the Comprehensive Plan Transportation Element (p. 12):

“The City of Wheeler’s 2006 Transportation System Plan Chapter VI is made part of the Comprehensive Plan by reference.”

2. Add a new policy to the Transportation Element project list (p. 13):

“11. The City supports the development of the planned regional multiuse bicycle and pedestrian Salmonberry Trail that will pass through the City by utilizing the Port of Tillamook Bay rail right-of-way and/or by sharing portions of local vehicular streets or Highway 101.” This could also be expanded into a fuller description of the Trail.

3. There are no maps in the current Comprehensive Plan, thus no maps need amending.

Transportation System Plan (developed 2000–2001, adopted 2006)

1. The existing TSP “Pathway” standard/cross section (p. VI-4) illustrates a 10-foot-wide pathway with no shoulders. State standards are for 10 to 12 feet wide with 2-foot-wide shoulders. In addition, the p. VI-4 table cites a maximum permissible pathway grade of 15 to 20 percent. Americans with Disabilities Act (ADA) standards establish a maximum of 5 percent, with some allowances to 8 percent in specific circumstances.

This Adoption Project could be an opportunity for the City to correct this cross section and table to reflect accepted ADA standards.

2. Amend the TSP Pedestrian and Bikeway System Element to add a new project (p. VI-15). An associated project table (p. VI-27) should also be amended:

“Project FF: The planned regional multiuse bicycle and pedestrian Salmonberry Trail, including sections utilizing the Port of Tillamook Bay rail right-of-way, Marine Drive, and/or Highway 101.”

3. The “Proposed Pedestrian System” map in the 2006 TSP (p. VI-16) already includes the POTB/Marine Drive and US 101 corridors. Therefore no map amendments are needed.
4. The TSP’s Rail section (p. VI-17) discusses passenger rail service between the Portland Metropolitan Area and the Oregon Coast, as well as the continuation of freight services.

This section should be rewritten to reflect current conditions. See Appendix A.

Likely Regulatory Approvals

For the most part, the City would not be required to explicitly recognize regulatory agencies or applicable regulations in crafting amendments to local plans recognizing the Trail. Issues and constraints will, however, arise at trail design and engineering phases, and the City and Trail partners need to recognize that building so close to the estuary shoreline and wetlands may generate considerable environmental permitting and land use challenges.

As much of this Trail section is within the developed and urbanized areas of Wheeler and primarily follows existing streets (Marine Drive), some regulatory requirements and even coordination with ODOT Rail may be limited. Some City or County codes may apply.

Around the Fisher Creek/Botts Marsh wetlands at the north end of the community, and from the south end of Marine Drive and across Vosburg Creek, the trail may require fill along the estuary shoreline and/or wetlands. See Appendix B for more information. This may trigger consultation and/or permitting with a host of agencies:

- US Army Corps of Engineers
- National Marine Fisheries Service

- US Fish and Wildlife Service
- Oregon State Historic Preservation Office
- Oregon Department of Land Conservation and Development
- Oregon Department of Environmental Quality
- Oregon Department of State Lands
- Oregon Department of Fish and Wildlife

Trail Concept Plan

Alignments and Trail Types

Preferred and alternate Trail alignments through the City of Wheeler, as suggested by the Concept Plan, are illustrated on Figure 1. Other constraints and opportunities are illustrated on Tiles 32 and 33 of the Concept Plan.

The Wheeler UGB and city limits are co-terminus within the Adoption Project study area, except at the north end. On the north end, the city limits are at approximately Hemlock Street, but the UGB extends further north to encompass Botts Marsh to the point where Fisher Creek is crossed by US 101.

The Concept Plan suggested rail-with-trail alignment within the Wheeler UGB is located on the bayside/riverside of the POTB rail line and uses a combination of trail types (see below). An alternate along US 101 is also illustrated. A multiuse rail-to-trail solution is also possible anywhere along the rail corridor if OCSR were to cease operations.

From the north city UGB to the west UGB/city limits, the overall Trail section is 1.64 miles long.

- Fisher Creek to Vosburg Creek (including downtown Wheeler) – Rail-with-trail is suggested from Fisher Creek to Marine Drive at approximately Spruce Street. Variations in the trail type are based on local conditions (cross section C). From Spruce Street, trail users would share Marine Drive (cross section H), combined with a short section of rail-with-trail approaching Vosburg Creek (cross section I). Marine Drive is within POTB rail right-of-way. This combined rail-with-trail and shared-use Trail section is 0.84 mile long.
- Vosburg Creek to UGB/City Limits – The preferred alignment follows the rail line with a rail-with-trail solution (cross section P). The preferred rail-with-trail section is 0.80 mile long. The alternate alignment follows US 101 along a widened highway shoulder. This US 101 alternate avoids fill requirements through an area constrained by the shoreline and wetlands.

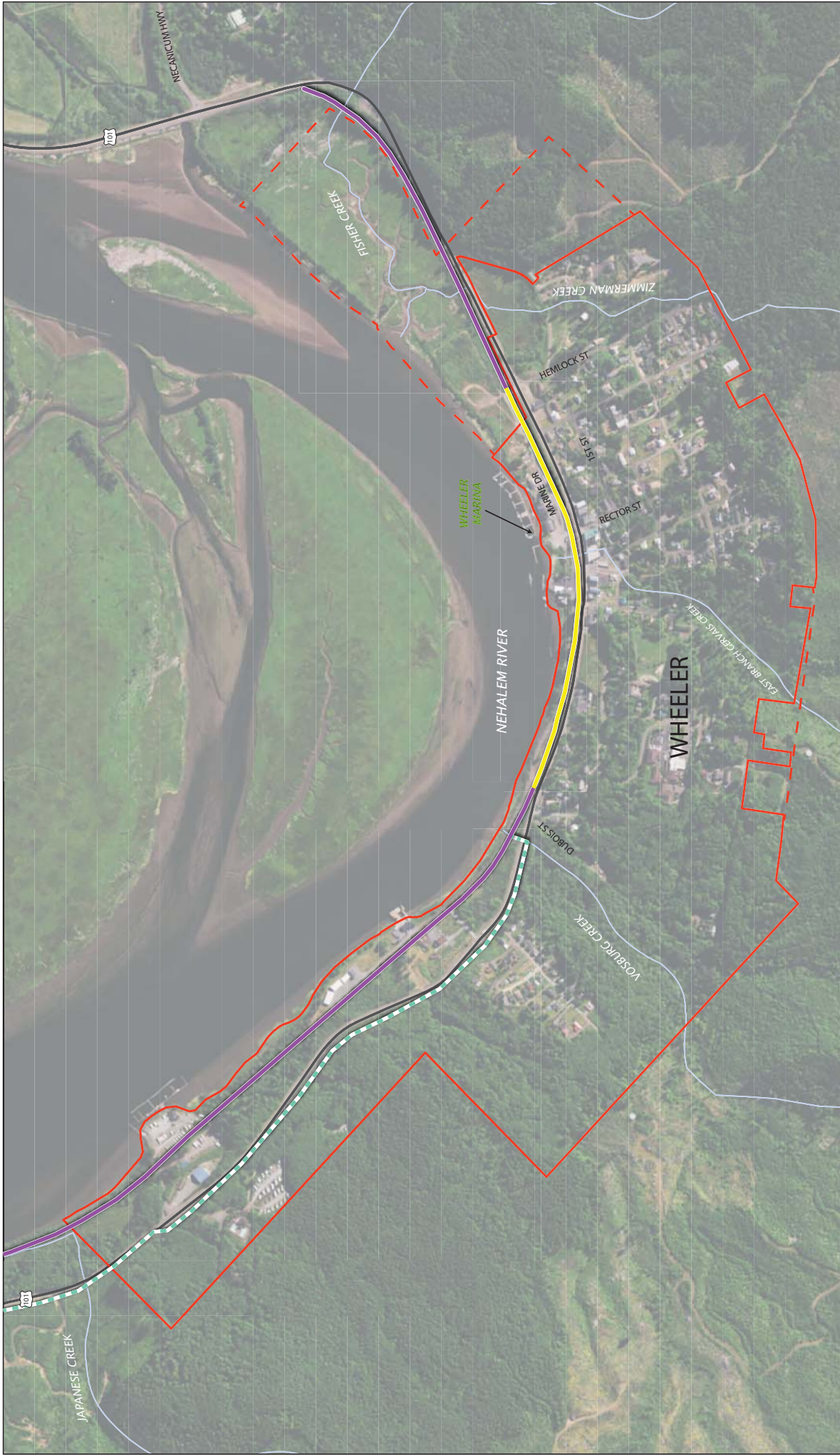


FIGURE 1
WHEELER
 Salmonberry Trail
 Tillamook County, OR

WATERBODIES
 HIGHWAY 101
 CITY LIMITS
 URBAN GROWTH BOUNDARY (2014)

ALTERNATE ROUTE
 US 101
 RAIL WITH TRAIL
 OTHER

PREFERRED ROUTE
 US 101
 RAIL WITH TRAIL
 NOTE: IF SELECTED, RAIL TO TRAIL WOULD FOLLOW THE RAIL WITH TRAIL ROUTE

SHARED USE
 OTHER

SCALE
 0 500 1,000 Feet

Services Layer Credits: Sources: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AEX, GeoMapping, AeroGRID, IGN, IGP, swisstopo, and the OS User Community

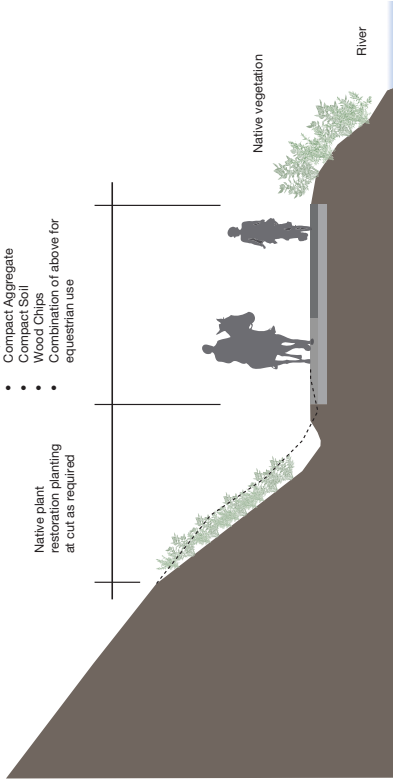


Salmonberry Trail

Typical Sections

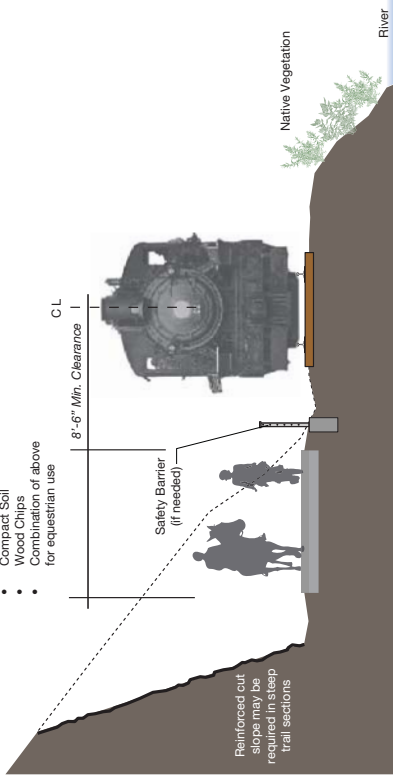
Sections do not relate to specific locations

- 10' - 14' Trail
 Remove rail hardware and excavate ballast
 Surfacing Options:
 • Asphalt
 • Compact Aggregate
 • Compact Soil
 • Wood Chips
 • Combination of above for equestrian use
- Native plant restoration planting at cut as required



River Bank - Rail-to-Trail Alternative

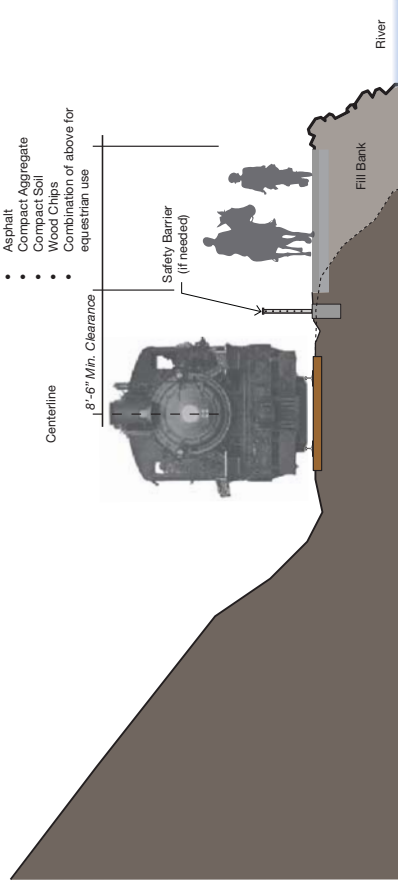
- 10' - 14' Trail**
 Surfacing Options:
 • Asphalt
 • Compact Aggregate
 • Compact Soil
 • Wood Chips
 • Combination of above for equestrian use



River Bank - Rail with Trail Alternative - Cut on Upland Side

Note:
** Increased trail width in this condition may increase the amount of cut required and subsequently add to the cost of construction.

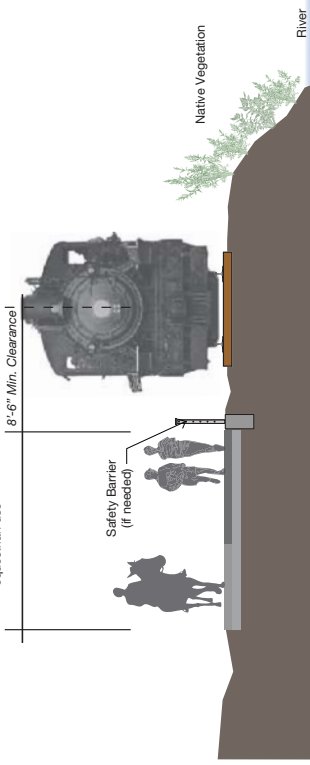
- 10' - 14' Trail**
 Surfacing Options:
 • Asphalt
 • Compact Aggregate
 • Compact Soil
 • Wood Chips
 • Combination of above for equestrian use



River Bank - Rail with Trail Alternative - Fill on River Side

Note:
** Increased trail width in this condition may increase the amount of fill required, require in-water work and associated permitting and subsequently will add to the cost of construction.

- 10' - 14' Trail**
 Surfacing Options:
 • Asphalt
 • Compact Aggregate
 • Compact Soil
 • Wood Chips
 • Combination of above for equestrian use

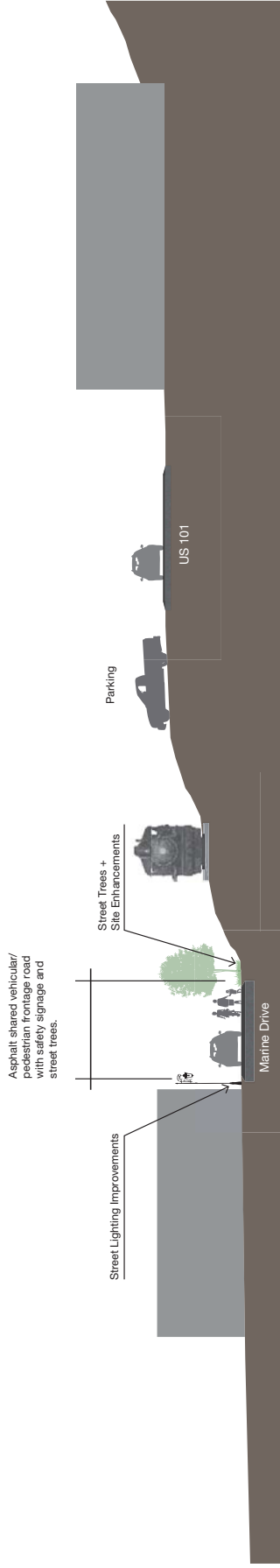


River Bank - Rail with Trail Alternative - Condition At Grade

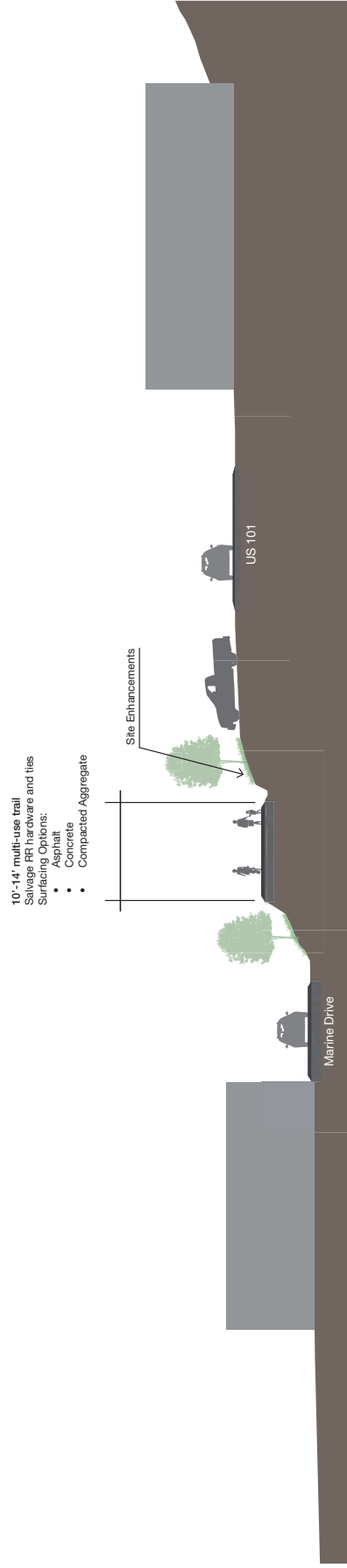


Salmonberry Trail

Sections - Wheeler



Wheeler Waterfront - Rail with Trail (looking North)



Wheeler Waterfront - Rail-to-Trail (looking North)

Salmonberry Trail

Sections - Wheeler



Option 1

- 14' multi-use path
- Water side of active rail.
- Fill required to achieve desired trail width.
- Some locations may require permitting for in-water work
- Asphalt or Compacted Aggregate

8'-6" Min. Clearance from Centerline

CI

Optional Fence

Active Rail Line

Reinforced slope

Guardrail

Wetland

US Route 101

RR ROW
100'

Option 2

- 14' expansion to US 101 shoulder.
- Vehicular guardrail barrier
- Fill condition likely, may have wetland impacts
- Asphalt Surfacing

Guardrail

Reinforced slope

Wetland

US Route 101

RR ROW
100'

Wheeler - Rail with Trail

- 14' multi-use path
- Asphalt or Compacted Aggregate

CI

Optional Fence

Active Rail Line

Reinforced slope

Wetland

US Route 101

RR ROW
100'

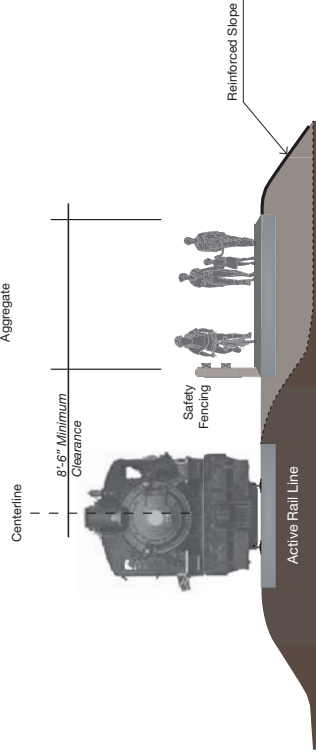
Wheeler - Rail to Trail

Salmonberry Trail

Section - Elevated Rail

14' multi-use path

- Fill required to achieve desired trail width adjacent to active rail line
- Some locations will require permitting for fill and construction work in floodplains and wetlands.
- Asphalt or Compacted Aggregate



This page intentionally left blank.

City of Rockaway Beach

City Plans Status

Comprehensive Plan

Adopted in 2007. No updates are currently underway or scheduled.

The Rockaway Beach Comprehensive Plan identifies needs and includes policy statements supporting bicycle and pedestrian improvements under the Transportation (pp. 38-39) and Parks and Recreation (pp. 41-43) Elements.

- The Transportation Element acknowledges that “pedestrian and bicycle traffic, especially in the summer tourist season, must be considered as an important part of the overall transportation system” (p. 38), and that pedestrian and bicycle needs should be considered in all proposed street construction and in the improvement of existing rights-of-way. Specific to pedestrian facilities, this Element calls for sidewalks to be constructed along main roads as well as along US 101 (p. 40).
- The Parks and Recreation Element recognizes the Oregon Coast Hiking Trail and the Oregon Coast Bicycling Trail as important recreation opportunities for visitors and residents (p. 43).

The Comprehensive Plan’s Transportation Element does not reference the Downtown Transportation Plan adopted in 2003 (see below).

Downtown Transportation Plan

Adopted in 2003. No updates are currently underway or scheduled.

The Rockaway Beach Downtown Transportation Plan (DTP) “focuses on the six-block segment of US 101 from N 3rd Avenue to S 3rd Avenue and emphasizes “pedestrian and bicycle travel ... on the west side of US 101, including the Port of Tillamook Bay railroad and Miller Street areas.” The DTP objectives for Goal 2: Pedestrian and Bicycles (p. 1-4) include:

- “Identify opportunities for off-street pedestrian and bicycle facilities, such as shared-use paths, trails, and greenways.”
- “Improve bicycle and pedestrian safety in US 101, focusing on the west side.”

As this particular City plan is for the downtown only, the DTP does not address other trail and bicycle/pedestrian needs in other areas of Rockaway Beach, including the use of US 101 and/or the POTB rail line for the cross-city travel that would be provided by the Trail or similar facility.

The DTP notes that the “most notable deficiency in the pedestrian environment is the lack of sidewalks on the west side of US 101” (p. 2-8). Another reference to US 101 bicycle and pedestrian improvements is found on p. 2-10: “there is ample room on the east side of railroad for a sidewalk or pedestrian path along US 101” (both p. 2-10). This DTP rail line/US 101 project is described, including cross sections, on pp. 3-1 to 3-3 of the DTP. *Note: The Concept Plan illustrates the Salmonberry Trail on the west (ocean) side of the rail line.*

The DTP also identifies the need for a pedestrian/bicycle bridge across Rock Creek at Rockaway Beach State Park to allow for continuous pedestrian circulation on Miller Street. The Miller Street project is

described on pp. 3-8 to 3-10. Concepts are illustrated including a new 12-foot-wide bicycle/pedestrian bridge across Rock Creek, new 12-foot-wide connecting pathway to Miller Street, and improvements to Miller to make it a “slow street” between S 1st Avenue and S 3rd Avenue.

Suggested Plan Amendments

Amendments adding Salmonberry Trail references to the Rockaway Beach Comprehensive Plan are relatively straightforward. The current Comprehensive Plan only includes very brief and limited statements about bicycle and pedestrian systems.

Amendments to the DTP are somewhat more complex. The DTP includes some very specific plans, cross-sections, and illustrations for bicycle/pedestrian and trail improvements between N 3rd Avenue and S 3rd Avenue. For the most part, these DTP solutions are compatible with the Concept Plan, but some of the language adding the Trail to the DTP is carefully crafted and cross-referenced to avoid creating contradictions. For example, the DTP illustrates a pedestrian solution on the *east* side of the POTB rail right-of-way. The Concept Plan illustrates the Trail on the *west* side of the right-of-way.

Suggested actions to take, such as updating maps or inserting text, are shaded.

Comprehensive Plan (2007)

1. Although the current DTP predates the current Comprehensive Plan by four years, there are no references in the Comprehensive Plan to the DTP. After amending the DTP as part of this Adoption Project (see DTP amendments below) it is suggested that the DTP be added to the Comprehensive Plan by the following new preamble to the Comprehensive Plan’s Transportation Element (p. 38):

“The City of Rockaway Beach 2003 Downtown Transportation Plan is made part of the Comprehensive Plan by reference.” Also correct the outdated characterization of rail service in this section.

Also, correct the brief outdated characterization of rail service in this section.

2. Amend the Comprehensive Plan Transportation Element “Special Transportation Needs” list (pp. 40–41) to add a new item:

“Support development of the planned regional multiuse bicycle and pedestrian Salmonberry Trail that will pass through the City and that will utilize the Port of Tillamook Bay rail right-of-way and/or by sharing portions of Miller Street.”

The above could also be expanded into a fuller description of the Trail.

3. The Comprehensive Plan Parks and Recreation Element lists 10 policies including one that “recognizes the Oregon Coast Hiking Trail and Oregon Coast Bicycle Trail along US 101 as important recreation opportunities” (p. 43). A similar statement could be added recognizing the Trail:

“The City recognizes the planned regional multiuse bicycle and pedestrian Salmonberry Trail that will pass through the City as an important recreational opportunity for visitors and residents of the area.”

4. There are no maps in the current Comprehensive Plan, therefore no amendments are required.

Downtown Transportation Plan (2003)

1. The current DTP includes an executive summary which should be modified to include a reference to the Salmonberry Trail.

2. Amend Goal 2.5 (p. 1-4) to add reference to Trail (added language in bold type):

“Identify opportunities for off-street pedestrian and bicycle facilities, such as share-use paths, trails, and greenways, including the planned regional multiuse bicycle and pedestrian Salmonberry Trail that will pass through the City by utilizing the Port of Tillamook Bay rail right-of-way and/or by sharing portions of Miller Street.”

3. The Rockaway DTP includes three sections that discuss the POTB rail line (pp. 2-7, 2-10, and 3-12).

Of the three, only the first, "Rail Operations" p. 2-7, needs to be updated.

4. DTP Section 2, "Future Conditions and Opportunities" (p. 2-10), identifies three future bicycle and pedestrian opportunities. Reference to the Trail should be added to the Miller Street opportunity statement. Miller Street is primarily within POTB rail right-of-way and is proposed as the route of the Trail. This section also suggests use of the rail right-of-way for a pathway. Amend language (addition in bold type) to state:

“Miller Street then could function as a local north-south pedestrian alternative to US 101, and provide for shared-use sections of the planned regional multiuse bicycle and pedestrian Salmonberry Trail that will pass through downtown Rockaway Beach.”

5. DTP Section 3: “Alternatives and Recommendations” provides for descriptions, cross sections, plan views, and other illustrations of sidewalks and pathways through the downtown between US 101 and the POTB rail line (see “US 101: Westside Sidewalk and Parking” pp. 3-1 to 3-3). A sentence adding the Trail as part of the overall solution to bicycle/pedestrian traffic needs could be included at the end of the “Sidewalk” subsection (p. 3-3):

“The planned regional multiuse bicycle and pedestrian Salmonberry Trail that will pass through the City by utilizing the Port of Tillamook Bay rail right-of-way and/or by sharing portions of local vehicular streets could also substitute for these sidewalk improvements or provide for additional capacity.”

6. DTP Section 3: “Alternatives and Recommendations” also provides for descriptions, cross sections, plan views, and other illustrations of improvements to Miller Street through the downtown area (see “Miller Street” section, pp. 3-8 to 3-10). Improvements include a new bicycle/pedestrian bridge across Rock Creek and a new connecting trail across the front of the Rockaway Beach Wayside. It also recommends that Miller Street be converted into a shared-use street (termed “slow street” in the DTP) between S 1st Avenue and S 3rd Avenue. These improvements are fully compatible with the recommendations of the Concept Plan. In fact, the new Miller Street bridge and connecting trail is essential to developing a continuous Trail through downtown. Adding the following sentence to the “Miller Street Recommendations” (p. 3-8) would incorporate the Trail :

“The planned regional multiuse bicycle and pedestrian Salmonberry Trail that will pass through the City by utilizing the Port of Tillamook Bay rail right-of-way and/or by sharing Miller Street would essentially provide the same function as the specific Miller Street improvements referenced in the DTP.”

7. DTP Section 3 does NOT however extend the shared-use of Miller Street from N 1st Avenue to N 3rd Avenue. There are no references to or discussion as to why. Since, in fact, the Concept Plan

proposes to use Miller Street for the Trail alignment from N 20th Avenue to S 6th Avenue, this section of the DTP should be amended to add the following sentence at the end of the “Slow Street Concept” subsection (p. 3-10):

“The planned regional multiuse bicycle and pedestrian Salmonberry Trail that will pass through the downtown by utilizing the Port of Tillamook Bay rail right-of-way and/or by sharing portions of Miller Street would extend these shared-use “slow street” concepts from N 1st Avenue to N 3rd Avenue.”

Likely Regulatory Approvals

For the most part, the City would not be required to explicitly recognize regulatory agencies or applicable regulations in crafting amendments to local plans recognizing the Trail. Proposed Trail sections within the City from Crescent Lake to the Twin Rocks State Park are mostly separated from the ocean shore and beaches by prior development. As such, state and federal regulatory requirements may be limited. Some City or County codes or ODOT Rail approvals may apply. Issues and constraints will, however, arise at trail design and engineering phases.

The rail line at the north end of Rockaway Beach crosses through sensitive wetlands. Fill and other modifications for Trail development purposes may be required. This may trigger consultation and/or environmental permitting with a host of agencies. There are no estuary shorelines within the City.

- US Army Corps of Engineers
- National Marine Fisheries Service
- US Fish and Wildlife Service
- Oregon State Historic Preservation Office
- Oregon Department of Land Conservation and Development
- Oregon Department of Environmental Quality
- Oregon Department of State Lands
- Oregon Department of Fish and Wildlife

Trail Concept Plan

Alignments and Trail Types

Preferred and alternate Trail alignments through the City of Rockaway Beach are illustrated on Figure 2. Other constraints and opportunities are illustrated on Tiles 35, 36, 37, and 38 of the Concept Plan.

On the north end, the Rockaway Beach city limits include an incorporated area of Manhattan Beach residential subdivisions. This area is connected to the main area of the City by an incorporated “stem” confined to just the US 101 and POTB rail rights-of-ways. The UGB at the north end of Rockaway Beach is much broader, including presently unincorporated Manhattan Beach neighborhoods, Manhattan Beach State Park, the middle/high school, and Crescent Lake. On the south end, the City limits are in the vicinity of the VFW Park, but the UGB extends to Twin Rocks State Park.

Overall, the Trail section in the Rockaway Beach UGB is 4.13 miles long. The suggested rail-with-trail and shared-use street alignments within Rockaway Beach are located entirely on the ocean side of the rail line. The Concept Plan also identifies rail-to-trail as a possible alternative.

- A rail-with-trail is suggested from the north end of the City to Crescent Lake (cross section P). This section is 1.37 miles long. The Trail may require fill and wetland mitigation along the east side of Manhattan Beach residential subdivisions.
- From the Crescent Lake vicinity to Saltair Creek (N 20th Avenue to S 6th Avenue), the shared use of Miller Street, which is within rail right-of-way (cross section J), is recommended. This section is 2.04 miles long. There are three gaps in Miller: across Rock Creek at Rockaway Beach State Park, between S 3rd Avenue and S 4th Avenue, and between S 5th Avenue and S 6th Avenue. These gaps could be spanned by short multiuse pathways or rail-with-trail. A short alternate multiuse path alignment through Rockaway Beach State Park is also mapped.
- Miller Street ends altogether at Saltair Creek (approximately S 6th Avenue). Rail-with-trail is recommended from Saltair Creek to the south UGB line in the vicinity of Twin Rocks State Park (0.72 mile long).

This page intentionally left blank



FIGURE 2
ROCKAWAY BEACH
 Salmonberry Trail
 Tillamook County, OR

— WATERBODIES
 — HIGHWAY 101
 — CITY LIMITS
 — URBAN GROWTH BOUNDARY (2014)

— OTHER
 — ALTERNATE ROUTE
 — US 101
 — RAIL WITH TRAIL

— PREFERRED ROUTE
 — US 101
 — RAIL WITH TRAIL
 — SHARED USE
 — OTHER
 — RAIL WITH TRAIL ROUTE

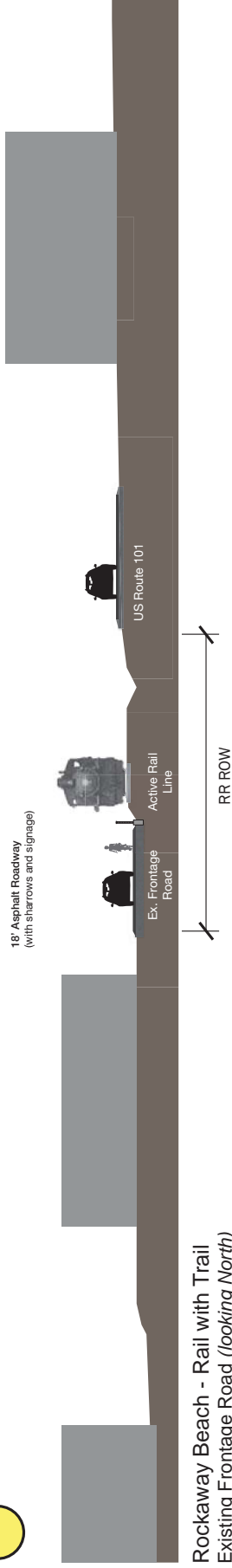
0 500 1,000 2,000 Feet
 Parametrix
 Services Layer Credits: Sources: Esri, DigitalGlobe, GeoEye, Earthstar
 Geographics, CNES/Airbus DS, USDA, USGS, AEX, GeoMapping,
 Aergrid, IGN, IGP, swisstopo, and the OS User Community

NOTE: IF SELECTED, RAIL TO TRAIL WOULD FOLLOW THE RAIL WITH TRAIL ROUTE

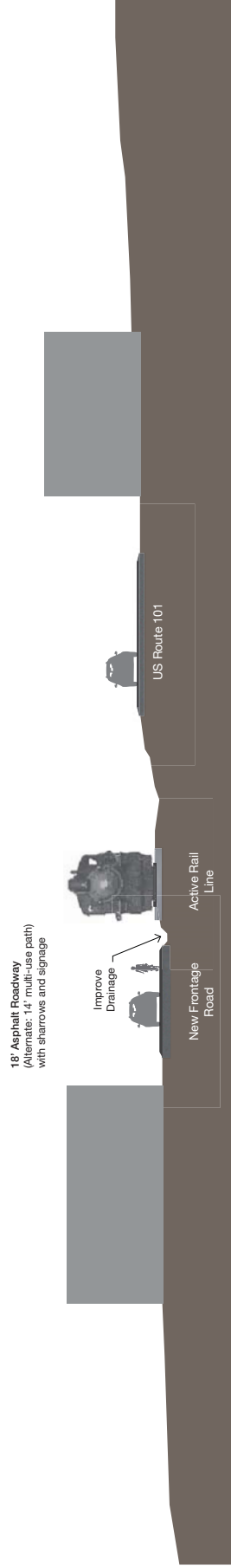


Salmonberry Trail

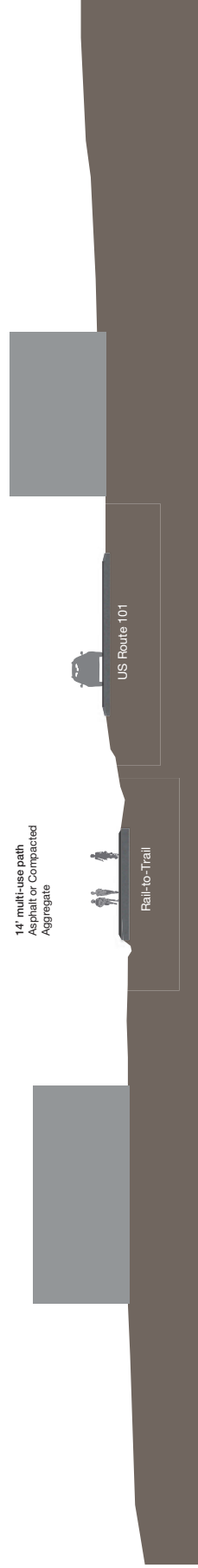
Sections - Rockaway



Rockaway Beach - Rail with Trail
Existing Frontage Road (looking North)



Rockaway Beach - Rail with Trail
New Frontage Road (looking North)



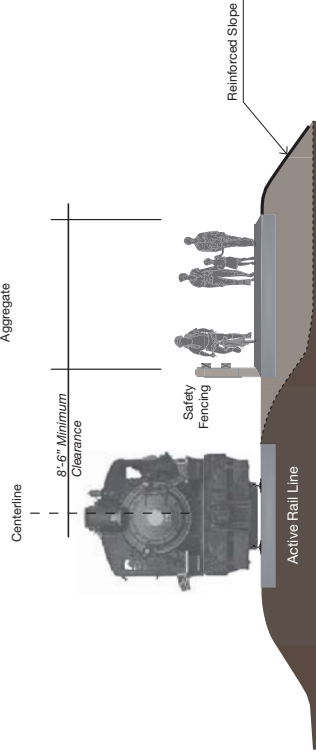
Rockaway Beach - Rail to Trail Conversion (looking North)

Salmonberry Trail

Section - Elevated Rail

14' multi-use path

- Fill required to achieve desired trail width adjacent to active rail line
- Some locations will require permitting for fill and construction work in floodplains and wetlands.
- Asphalt or Compacted Aggregate



This page intentionally left blank.

City of Garibaldi

City Plans Status

Comprehensive Plan

Adopted in 2006. No updates are currently underway or scheduled. The City made some minor amendments subsequent to 2006 adoption, but none according to the Garibaldi city manager that would impact the Trail.

Various Community Development, Recreation and Open Space Resources, Housing, Public Facilities, and Economy policies in the City's Comprehensive Plan reference or support bicycle and pedestrian systems. The Comprehensive Plan also incorporates Chapter 5 of the Garibaldi Transportation System Plan (see TSP description below).

- Community Development policies (p. 5) encourage commercial and high intensity land uses to be clustered around the downtown core to create a pedestrian-oriented environment.
- The Recreation and Open Space Resources section (pp. 6-8) references specific bicycle and pedestrian opportunities and accesses identified in the Garibaldi Connections Project report (see Connections summary below). "Opportunity site" recommendations include the development of a Miami Cove Shoreline Trail, and improvements to the Bayshore Trail to enhance beach access.
- The Housing (p. 16) section includes a policy statement encouraging development of housing that is accessible through walking and bicycling, and supports biking and pedestrian access to "areas of interest and services" in the City.
- The Public Facilities section (p. 19-24) and Transportation section (pp. 24-25) both address transportation needs. Both sections describe the inadequacy of the Garibaldi bike and pedestrian system.
- The Economy section (p. 25-28) includes policies that "encourage the expansion of tourist accommodation" and "strengthen the downtown commercial area as an important tourist and commercial center." This section emphasizes the importance of commercial development strategies aimed at the visitor market, including the "Old Mill" redevelopment project and the Garibaldi Connections Project, both of which include trail developments.

Transportation System Plan

Adopted in 2003. No updates are currently underway or scheduled.

The TSP recommends improvements to address gaps in connectivity, safety issues, and pedestrian and bicycle system improvements. The TSP makes numerous references to specific bikeway and trail improvements to upgrade the current bicycle system to "promote safe and convenient bicycle links between commercial, recreational and other land uses."

- Recommended trail projects include improving the existing Bayshore Trail and extending this trail into the Old Mill property (p. 4-17). *Note: According to the Garibaldi city manager, this trail was constructed in the early 1990s and has significantly deteriorated.*

- As with the plans of all the communities within the Adoption Project study area, the need to preserve and upgrade US 101 as a coastal bicycle route is addressed (p. 5-2).
- The TSP also addresses the need to create a local bicycle/pedestrian route as an alternative to US 101 (p. 5-3).
- The TSP Pedestrian and Bicycle Facilities Element includes objectives to establish “bicycle lanes or shoulder bikeways on arterial streets (US 101) and city collectors” and “improve public access to the waterfront and trails along the waterfront” (p. 5-4).
- A recommended project list (pp. 5-24 and 5-25) includes numerous new sidewalks and widened shoulders.
- A bicycle trail between two destination areas – the Old Mill and Garibaldi Fishing Pier – and through Port of Garibaldi property is identified as a high priority project (p. 5-33).

Garibaldi Connections Project

Published in 2006.

The Garibaldi Connections Project report provides “a comprehensive strategy to use a path network to address economic and community development, strengthening ties between community assets and encouraging investment and new employment and recreational opportunities” (p. 1). The identified opportunities include development of a Miami Cove Shoreline Trail alongside the POTB rail line right-of-way (p. 7), and a path network through and around the Old Mill (p. 8).

The Garibaldi Connections Project report is cited in the Recreation and Open Space Element of the Comprehensive Plan. Garibaldi Connections projects are not referenced elsewhere in the Comprehensive Plan except on p. 94 which states the need for the bicycle trail between the Old Mill and the Garibaldi Fishing Pier and extension of a “Bayshore Trail.” Some Connections-related projects appear in the full TSP document (see summary above).

The Connections report provides additional context supporting the need for trails in the community but, as it is not an adopted official City plan, the Connections report is not recommended for update as part of this Adoption Project.

Suggested Plan Amendments

Suggested actions to take, such as updating maps or inserting text, are shaded.

Comprehensive Plan (dates from 1990, amended 2003 and 2006)

1. The portions of the current Comprehensive Plan with trail recommendations are included in a June 2006 amendment which added “Goal 8 - Parks and Recreation” to the Plan. These references are derived from the “Garibaldi Connections Project” final report published in February 2006.

There is one erroneous cross reference that could be amended for clarity. Page 6 refers to the Bay Shore Trail as a priority in the Connections Project’s “Parks and Recreation Opportunity Sites” section. This referenced section actually appears in the Comprehensive Plan (pp. 7-9).

2. Comprehensive Plan Chapter V, Recreational and Open Spaces Resources, includes a list of three trail projects: Miami Cove, Old Mill, and Bay Shore (p. 8). The Miami Cove Trail is defined in the Connections Project as “alongside the railroad right-of-way.”

Adding a section at the end of this list describing the Salmonberry Trail is suggested. See Appendix A.

3. Chapter 5 of the 2003 Garibaldi TSP is included directly as Chapter XVI (pp. 73-95) in the current Comprehensive Plan.

Comprehensive Plan Chapter XVI should be amended to mirror suggested changes to the TSP adding references to the planned Salmonberry Trail (see TSP changes below).

4. There are no maps in the Garibaldi Comprehensive Plan, thus no map updates for the Trail are necessary.

Transportation System Plan (2003)

1. The references to Rail services in the Garibaldi TSP are outdated.

Updates should be incorporated into pp. 2-27 to 2-29; and to pp. 3-19 and 5-34

2. TSP Chapter 3: “Future Transportation System Needs: Pedestrian and Bicycle” lists a variety of projects. S. American Avenue is listed (p. 3-12, p. 3-15, and p. 3-17) as needing bicycle and pedestrian improvements. S. American Avenue is illustrated in the Concept Plan as a shared-use alignment alternative for a short stretch of the Trail. The TSP subsection “Garibaldi Trail System” (p. 3-17) references the Old Mill and Bay Shore Trails, but not the Miami Cove Trail named in the Comprehensive Plan. The following addition would incorporate both the Salmonberry Trail and the Miami Cove Trail into the TSP (p. 3-17):

“Support development of the planned regional multiuse bicycle and pedestrian Salmonberry Trail that will pass through the City and that will utilize the Port of Tillamook Bay rail right-of-way and shared-use for portions of S. American Avenue. The City’s planned Miami Cove Trail follows the same route as the Salmonberry Trail around the north shore of Miami Cove.”

3. TSP Chapter 4 lists and rates (Table 4.6, pp. 4-14 to 4-17) a wide range of bicycle and pedestrian projects. The current TSP predates the Garibaldi Connections Report and the Comprehensive Plan by almost four years, and many of the bicycle/pedestrian and trail projects discussed in these later documents are not included in the TSP. The incorporation of all these additional concepts, which would have to include cost estimates and ratings, is beyond the scope of this Adoption Project.

A one-sentence reference to the Salmonberry Trail is suggested under the "Trail Projects: Recommended TSP Projects" subsection (p. 4-17).

4. TSP Chapter 5: “Transportation System Plan” was incorporated unchanged into the 2006 version of the Comprehensive Plan. This chapter’s “Goals and Objectives” section (pp. 5-1 to 5-8) contains multiple references to bicycle and pedestrian needs. Goal 6, "Bicycle and Pedestrian Facilities," lists 10 objectives.

An eleventh objective addressing the Salmonberry Trail could be added.

Table 5-8, Garibaldi Designated Bicycle Routes (p. 5-28); Figure 5-6, Pedestrian System Plan (p. 5-29); and Figure 5-7, Bicycle System Plan (p. 5-32), could be amended to show the general alignment of the planned Salmonberry Trail. City staff have indicated they will make the mapping changes.

5. The TSP’s “Bikeway and Trail Improvements” subsection (p. 5-33) consists of one paragraph discussing trail connections between the Old Mill site and Garibaldi Fishing Pier. These correspond to what are termed the Old Mill and Bay Shore Trails in the Comprehensive Plan. A second paragraph could be added:

“To better provide for safe bicycle and pedestrian traffic through the City, the planned regional multiuse bicycle and pedestrian Salmonberry Trail utilizing the Port of Tillamook Bay rail right-of-way and shared-use along portions of S. American Avenue is supported. The City’s planned Miami Cove Trail follows the same route as the Salmonberry Trail around the north shore of Miami Cove.”

Likely Regulatory Approvals

Trail sections within the more developed areas of Garibaldi – the downtown and Port – are set back from the shoreline, and applicable regulatory requirements may be limited. For the most part, the City would not be required to explicitly recognize regulatory agencies or applicable regulations in crafting amendments to local plans recognizing the Salmonberry Trail. City and County codes may apply, and ODOT Rail approvals may be required.

Issues and constraints will, however, arise at trail design and engineering phases, and the City and Salmonberry Trail partners need to recognize that building so close to the estuary shoreline and wetlands may generate permitting challenges. Outside of the downtown area, the rail line and Trail alignment closely follow the shoreline, estuarine wetlands, and tidal areas. Trail development may involve fill or other activities impacting these environments. This may trigger environmental and land use consultation and/or permitting with a host of agencies. See Appendix B for more details.

- US Army Corps of Engineers
- National Marine Fisheries Service
- US Fish and Wildlife Service
- Oregon State Historic Preservation Office
- Oregon Department of Land Conservation and Development
- Oregon Department of Environmental Quality
- Oregon Department of State Lands
- Oregon Department of Fish and Wildlife

Trail Concept Plan

Alignments and Trail Types

Preferred and alternate Trail alignments through the City of Garibaldi are illustrated on Figure 3. Other constraints and opportunities are illustrated on Tiles 40, 41, and 42 of the Concept Plan.

At the City’s west end there is a small unincorporated area within the UGB along US 101. On the east/southeast end of the community, US 101 and the POTB rail line follow the curving shoreline of Miami Cove and are briefly outside of both the UGB and the city limits. For the purposes of this Adoption Project, this second area is treated as part of Garibaldi’s jurisdiction rather than the County’s. Just past the confluence of Miami Cove and the Miami River, the proposed Trail alignment comes back within the UGB/city limits and then exits the community.

Overall, Garibaldi's Trail section is 2.51 miles. The Concept Plan's preferred alignment is located almost entirely on the bayside/cove-side of the rail line. A rail-with-trail solution is primarily illustrated, except for a short shared-use street section through downtown. The Concept Plan also cites rail-to-trail as a possible solution.

- Trail development will be greatly challenged by a combination of estuary shoreline impacts and narrow highway shoulders from the west UGB to 13th Street (cross section C).
- The Trail is then briefly aligned on the inland side of the rail line between 11th Street and 7th Street to avoid conflicts with a rail siding on the bayside (cross section L).
- The illustrated Trail alignment crosses back to the bayside of the rail line at 7th Street and shares S. American Avenue to 3rd Street (cross section M) to avoid other potential rail operation conflicts in the area.
- At the very edge of the southeast UGB/city limits, the preferred Trail alignment crosses to the inland side of US 101 and remains on the rail right-of-way. The use of the US 101 bayside shoulder is referenced as an alternative solution.

This page intentionally left blank.

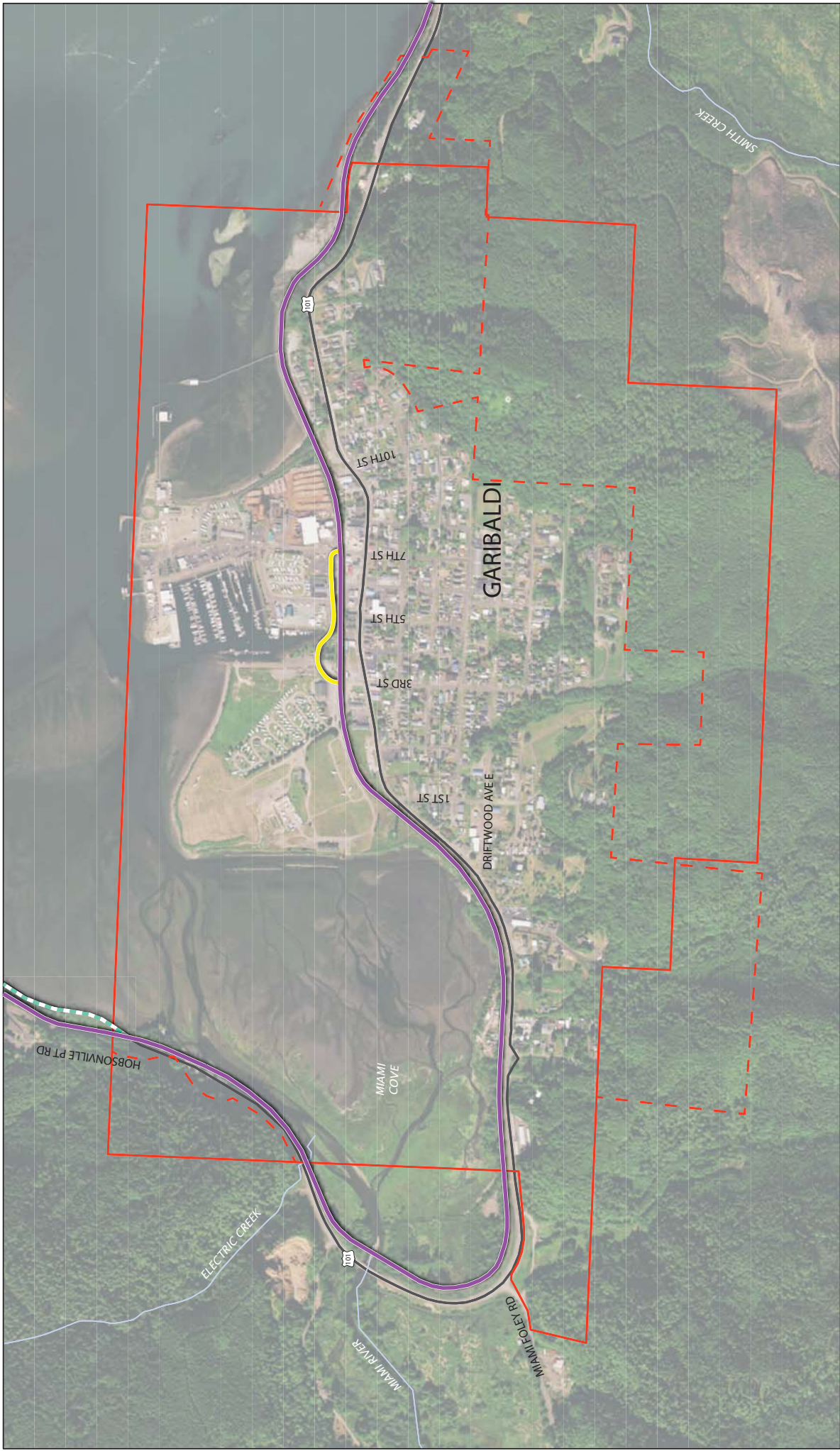


FIGURE 3
GARIBALDI
 Salmonberry Trail
 Tillamook County, OR

WATERBODIES
 HIGHWAY 101
 CITY LIMITS
 URBAN GROWTH BOUNDARY (2014)

ALTERNATE ROUTE
 OTHER
 US 101
 RAIL WITH TRAIL

PREFERRED ROUTE
 US 101
 RAIL WITH TRAIL
 NOTE: IF SELECTED, RAIL TO TRAIL WOULD FOLLOW THE RAIL WITH TRAIL ROUTE

SHARED USE
 OTHER

0 500 1,000 2,000 Feet

Services Layer Credits: Sources: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AEX, GeoMapping, AeroGRID, IGN, IGP, swisstopo, and the GIS User Community

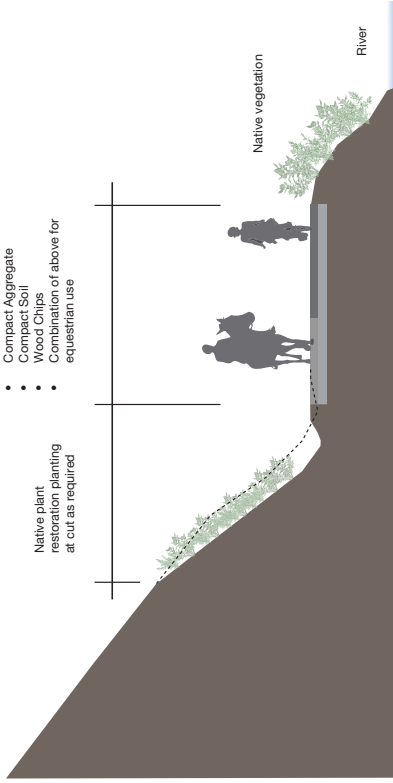


Salmonberry Trail

Typical Sections

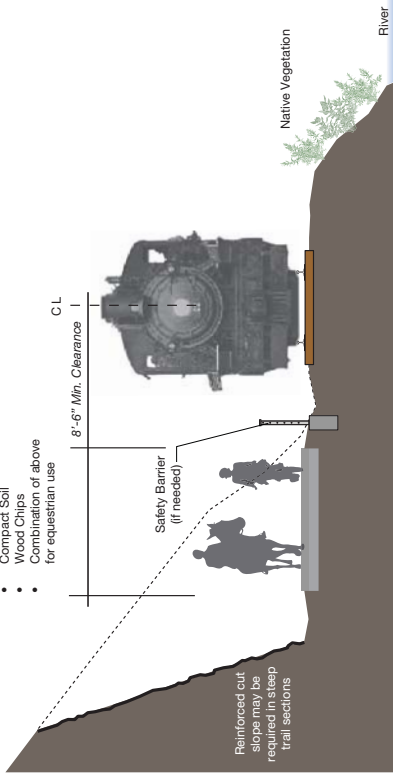
Sections do not relate to specific locations

- 10' - 14' Trail
 Remove rail hardware and excavate ballast
 Surfacing Options:
 • Asphalt
 • Compact Aggregate
 • Compact Soil
 • Wood Chips
 • Combination of above for equestrian use
- Native plant restoration planting at cut as required



River Bank - Rail-to-Trail Alternative

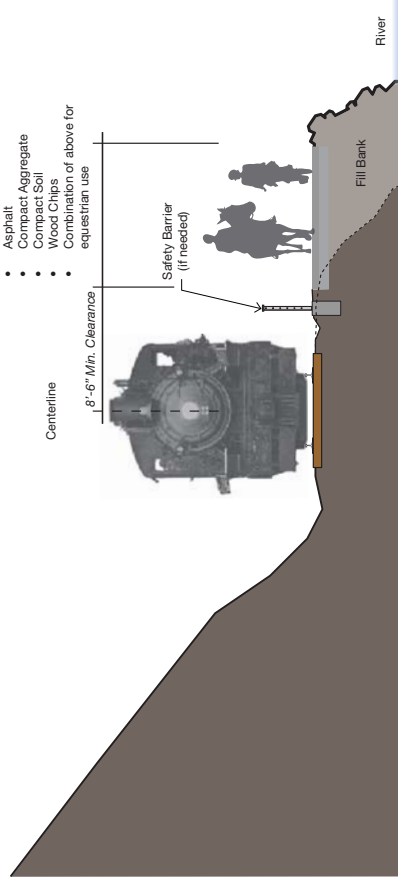
- 10' - 14' Trail**
 Surfacing Options:
 • Asphalt
 • Compact Aggregate
 • Compact Soil
 • Wood Chips
 • Combination of above for equestrian use



River Bank - Rail with Trail Alternative - Cut on Upland Side

Note:
** Increased trail width in this condition may increase the amount of cut required and subsequently add to the cost of construction.

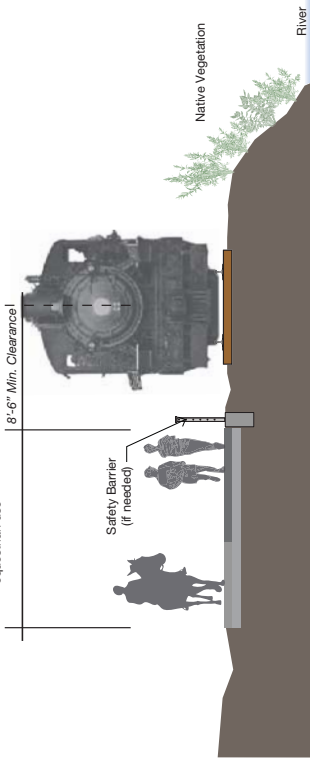
- 10' - 14' Trail**
 Surfacing Options:
 • Asphalt
 • Compact Aggregate
 • Compact Soil
 • Wood Chips
 • Combination of above for equestrian use



River Bank - Rail with Trail Alternative - Fill on River Side

Note:
** Increased trail width in this condition may increase the amount of fill required, require in-water work and associated permitting and subsequently will add to the cost of construction.

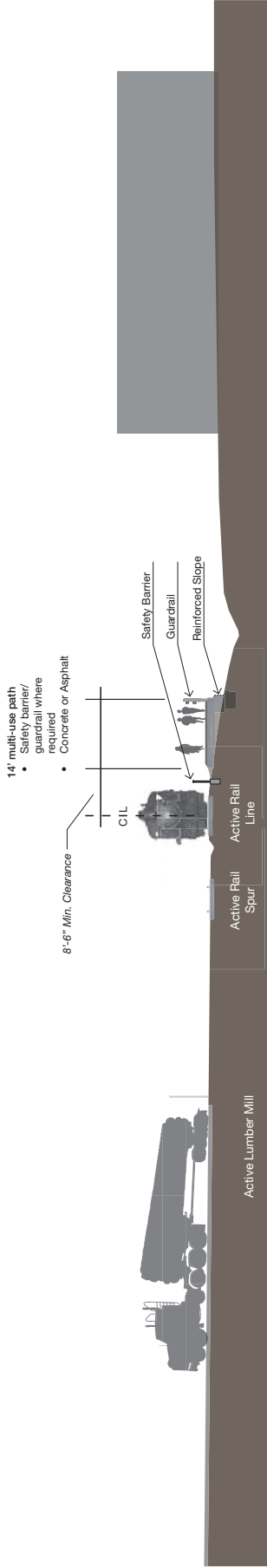
- 10' - 14' Trail**
 Surfacing Options:
 • Asphalt
 • Compact Aggregate
 • Compact Soil
 • Wood Chips
 • Combination of above for equestrian use



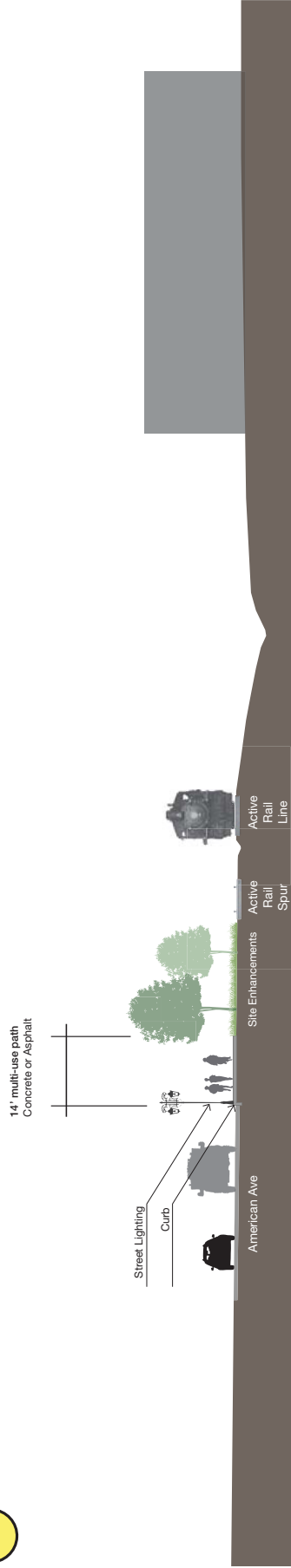
River Bank - Rail with Trail Alternative - Condition At Grade

Salmonberry Trail

Sections - Garibaldi



Garibaldi - North (looking North)



Garibaldi - South (looking North)

This page intentionally left blank.

City of Bay City

City Plans Status

Comprehensive Plan

Enacted in 1978 and amended in 2007.

The Bay City Comprehensive Plan contains limited general policy statements that are supportive of bicycle and pedestrian improvements. Comprehensive Plan Recreation Element goals include “provide recreation opportunities for townspeople and visitors and protect open space and unique areas of the city” (p. 10). The only specific references to bicycling and pedestrian systems are under:

- Additional Policies (p. 18) which supports the Oregon Coast Bicycle Route on US 101.
- Street Policies (p. 30) “consider the use of unimproved street rights-of-way for bicycle and walking paths or trails ...”

There are no cross references to the 2003 Downtown Transportation Plan (see below) in the City’s Comprehensive Plan.

Downtown Transportation Plan

Adopted in 2003, no updates are currently underway or planned.

The Downtown Transportation Plan (DTP) references many gaps in City’s current pedestrian and bicycle facilities in the downtown – lack of any “on-street bicycle lanes, designated bike routes, or shared-use paths.” The “sidewalks on 4th Street” (p. 2-3) are cited as an exception. Relative to any planned trail and bicycle/pedestrian facilities, the DTP primarily references the 2002 Bay City Vision Plan, which was completed the year before DTP adoption. The DTP proposes to improve transportation facilities to meet the objectives of the Vision Plan, including downtown sidewalks and other pedestrian safety features (see Vision Plan summary below).

As the DTP only addresses the Bay City downtown area consisting of “4th, 5th, A, B, and C Streets,” it is silent on bicycle/pedestrian needs in the overall City, including the use of US 101 and/or the POTB rail line for cross-city travel, as would be provided by the Trail or similar facility.

Bay City Vision Plan

Adopted in 2002. The City is initiating an update in 2016.

Specific references in the DTP to the recommendations in the Vision Plan include:

- Provide an urban trail system throughout Bay City, “connecting downtown, residences and marina facilities” (p. 1-3).

Important Note

After initial publication of this Plan Adoption project report, the City indicated that the 2003 Downtown Transportation Plan had never been adopted. The City then provided copies of the adopted and acknowledged 2011 TSP. This TSP is assessed under Appendix D.

- Opportunities to improve bicycle and pedestrian facilities include developing sidewalks, curb extensions, crossing treatments, and bicycle and pedestrian pathways (p. 2-4).
- Provide bike lanes on busier streets, shared lanes for vehicles and bicycles on streets with lower traffic volumes, and bike lanes on US 101 (p. 3-6).
- Interpretive trails that provide “walking trails to improve pedestrian circulation and recreation in the city,” and “provide access to the streams and forests east of town” (p. 3-13).
- Create separate trails for bicycles to minimize conflict with pedestrians on walking trails (p. 3-13).
- A feasibility study and trail system master plan (p. 3-16).

As the Vision Plan was incorporated into the DTP in 2003, no amendments to this Plan for the purposes of this Adoption Project are recommended.

Park Master Plan

Adopted in 2000. No updates are currently underway or planned.

The mayor and city clerk indicated that the Parks Master Plan makes no references to trails or bicycle/pedestrian systems. No amendments for the purpose of this Adoption Project are recommended.

Suggested Plan Amendments

Suggested actions to take, such as updating maps or inserting text, are shaded.

Comprehensive Plan (Enacted 1978, amendments through 2007)

There are only two general statements addressing bicycle and pedestrian systems in the current Comprehensive Plan. Bay City has a Vision Plan (2002) which strongly supports bicycle and pedestrian improvements, as well as trails. The Vision Plan and Vision Plan projects are not referenced in the current Bay City Comprehensive Plan. The City is also planning an update to this Vision Plan in 2016.

1. Amend the “Additional Policies: Bicycles” section (pp.17-18) to be titled “Bicycle/Pedestrian.”
2. Add a new statement to this retitled section:

“3. The planned regional multiuse bicycle and pedestrian Salmonberry Trail that will pass through the City of Bay City by utilizing the Port of Tillamook Bay rail right-of-way, and/or by sharing portions of US 101, is supported by the City. Trail development should include safe and convenient accesses across US 101 to downtown Bay City.”

This would also be the only logical place in the Comprehensive Plan to insert a fuller description of the Salmonberry Trail.

3. There are maps included the current Comprehensive Plan, but none need to be amended to reflect the Trail.

Downtown Transportation Plan (2003)

Please note that the DTP has was never adopted by the City and was supplanted in 2001 by a Transportation System Plan. See Appendix D.

The primary complexity involved in amending the Bay City DTP is that most specific DTP bicycle/pedestrian and trail policies are actually stated in the Vision Plan, which is adopted into the 2003 DTP only by reference. The planned update to the Vision may alter any current cross references, as well as change language supporting bicycle/pedestrian systems and trails. The City can take the following routes to amending its Comprehensive Plan and DTP as an outcome of the Adoption Project:

- Add Trail amendments to the current Comprehensive Plan and DTP.
- Add Trail amendments to the Comprehensive Plan; add Trail amendments and the bicycle/pedestrian/trail language in the current Vision Plan to the DTP.
- Hold suggested Trail amendments as guidance for the planned re-write of the Vision Plan. Once the new Vision Plan is adopted, incorporate by reference or directly into the DTP (and potentially the Comprehensive Plan).

1. The current DTP includes an executive summary which should be modified to include a one line reference to the Salmonberry Trail.

2. A clarification should be made to the “Interpretative Trail” recommendation (p. ES-2) that states that trails should be limited to pedestrian-use only.

The trail system shall also include the planned regional multiuse bicycle and pedestrian Salmonberry Trail.

3. The statement on Rail operations, DTP Chapter 2, Existing Conditions and Future Opportunities (p. 2-3) is outdated and should be changed.

This section should be corrected to reflect current circumstances.

4. DTP Chapter 2 (pp. 2-4 to 2-5) has a brief Bicycle and Pedestrian sections that cite recommendations in the Vision Plan. Add the following:

“The planned regional multiuse bicycle and pedestrian Salmonberry Trail that will pass through the City of Bay City by utilizing the Port of Tillamook Bay rail right-of-way, and/or by sharing portions of US 101, is supported by the City. Trail development should include safe and convenient accesses across US 101 to downtown Bay City.”

5. DTP Chapter 3: “Alternatives and Recommendations” includes an “Interpretive Trails” section (pp. 3-13 to 3-14).

- Amend the title of this section to “Interpretive and Multiuse Trails,” and amend the title of the subsection “Trail Design” to “Local Trail Design.”

- Add a new subsection to the retitled “Interpretive and Multiuse Trails” section:

Regional Trail

“The planned regional multiuse bicycle and pedestrian Salmonberry Trail will pass through the City of Bay City. This regional trail will either be a separate paved (probably asphalt) rail-with-trail or rail-to-trail facility aligned within the POTB right-of-way, and/or follow US 101 using existing or expanded paved shoulders.”

Likely Regulatory Approvals

For the most part, the City would not be required to explicitly address regulatory agencies or applicable regulations in crafting amendments to local plans recognizing the Trail. Issues and constraints will, however, arise at Trail design and engineering phases, and the City and Trail partners need to recognize that building so close to the estuary shoreline, wetlands, and floodplain through Bay City may generate considerable environmental and land use impacts and challenges. See Appendix B for more details. City or County codes may apply, and ODOT Rail may have to be consulted. Consultation and/or permitting with a host of agencies may be required:

- US Army Corps of Engineers
- National Marine Fisheries Service
- US Fish and Wildlife Service
- Oregon State Historic Preservation Office
- Oregon Department of Land Conservation and Development
- Oregon Department of Environmental Quality
- Oregon Department of State Lands
- Oregon Department of Fish and Wildlife

Trail Concept Plan

Alignments and Trail Types

Preferred and alternate Trail alignments through the City of Bay City are illustrated on Figure 4. Other constraints and opportunities are illustrated on Tiles 43, 44, and 45 of the Concept Plan.

The Bay City UGB/city limits are co-terminus on the north end of the community near Larson Cove. On the south end of the community, the city limits bisect the north portion of Kilchis Point Reserve. The south UGB line includes the middle of the Reserve to Doty Creek. UGB and city limit lines at the south end create an unincorporated “notch” between the POTB rail line and US 101 up to approximately Spruce Street. Available mapping is not absolutely consistent, but it appears that the rail right-of-way is outside of the UGB/city limit and that the UGB/city limit follows the centerline of the highway on the opposite side of this notch. For the purposes of this Adoption Project, this notch area is treated as part of Bay City’s jurisdiction rather than the County’s.

Overall, the Trail section through Bay City is 1.72 miles long. The Concept Plan notes that Trail sections along the rail line may be highly constrained by proximity to the shoreline and floodplains, and may require fill as part of constructing the Trail. Rail-to-trail is cited in the Concept Plan as an alternative to rail-with-trail.

- The preferred rail-with-trail alignment (cross section N) enters the City by following the rail line and shoreline around Larson Cove. A widened shoulder along US 101 across Larson Cove is the alternative Trail alignment until entering the City from the unincorporated County. These two north end alternates merge at the north city limits at the south end of Larson Cove and continue into Bay City using the rail corridor.

- The preferred rail-with-trail alignment within Bay City (cross section O) is entirely on the bay side of the rail line until reaching the vicinity of the Bay City sewage treatment ponds and the Warren Street rail line crossing. At this point, the preferred route continues to follow the rail line out of the City (cross section P), with an alternate alignment using US 101.

This page intentionally left blank.



FIGURE 4
BAY CITY
 Salmonberry Trail
 Tillamook County, OR

— WATERBODIES
 — HIGHWAY 101
 — CITY LIMITS
 — URBAN GROWTH BOUNDARY (2014)

— OTHER
 — US 101
 — RAIL WITH TRAIL

— SHARED USE
 — OTHER
 — RAIL WITH TRAIL
 — US 101
 — RAIL WITH TRAIL

— RAIL WITH TRAIL
 — RAIL WITH TRAIL ROUTE

0 500 1,000 2,000 Feet

Services Layer Credits: Sources: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AEX, GeoMapping, AeroGRID, IGN, IGP, swisstopo, and the OS User Community

NOTE: IF SELECTED, RAIL TO TRAIL WOULD FOLLOW THE RAIL WITH TRAIL ROUTE



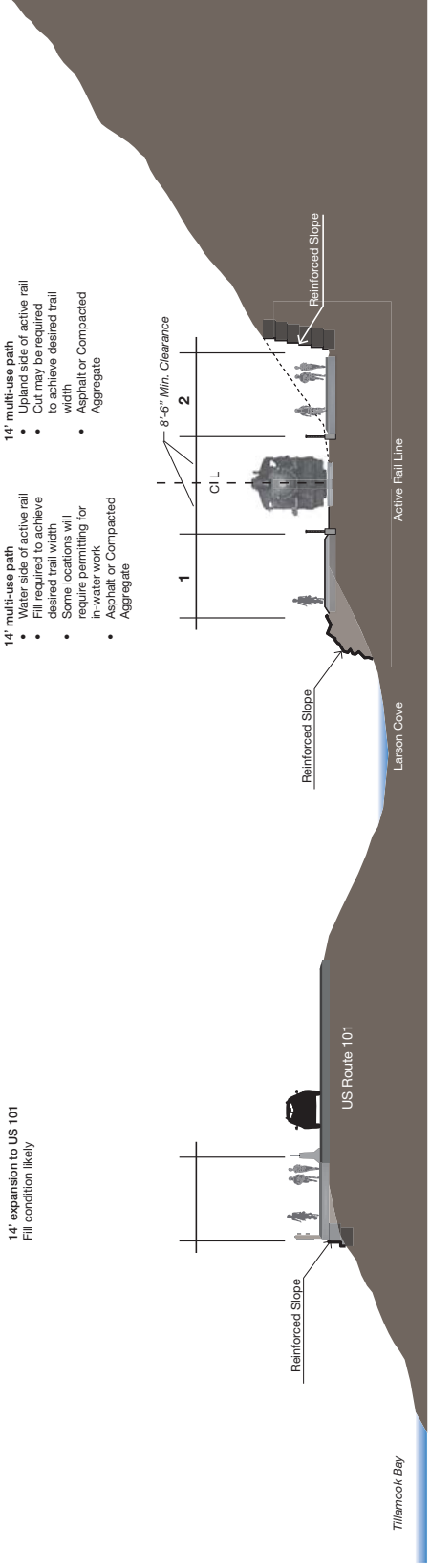
Salmonberry Trail

Sections - Larson Cove

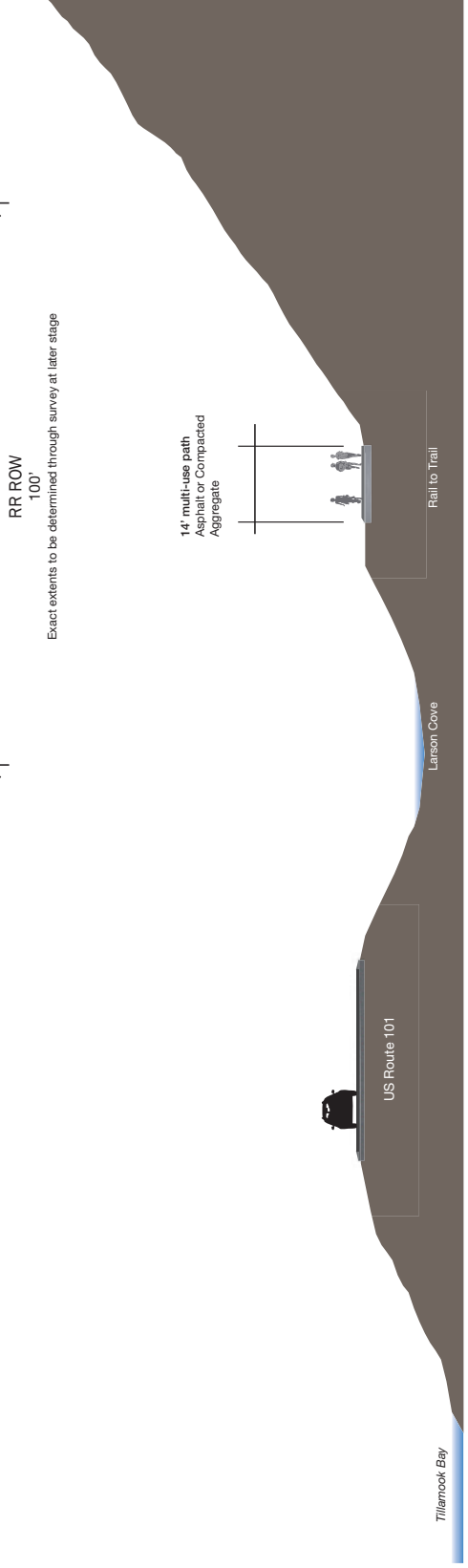
Option 1
 14' expansion to US 101
 Fill condition likely

Option 2
 14' multi-use path
 • Water side of active rail
 • Fill required to achieve
 desired trail width
 • Some locations will
 require permitting for
 in-water work
 • Asphalt or Compacted
 Aggregate

Option 3
 14' multi-use path
 • Upland side of active rail
 • Cut may be required
 to achieve desired trail
 width
 • Asphalt or Compacted
 Aggregate



Larson Cove - Rail with Trail Option



Larson Cove - Rail to Trail Option

RR ROW
 100'
 Exact extents to be determined through survey at later stage

RR ROW
 100'
 Exact extents to be determined through survey at later stage

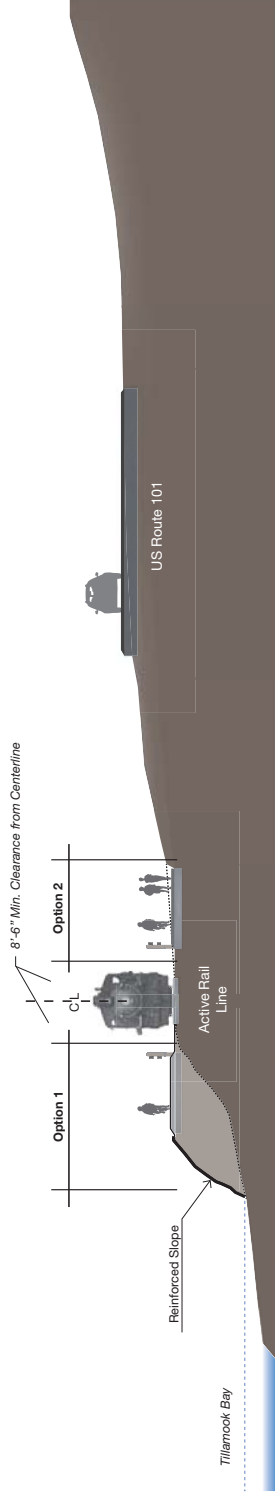


Salmonberry Trail

Sections - Bay City

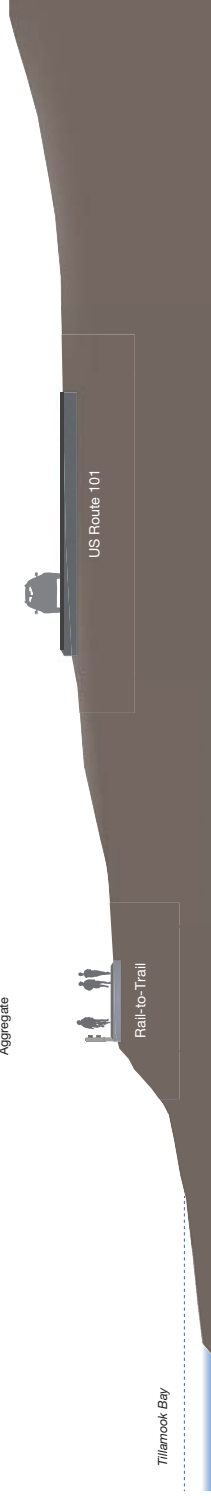
- Option 1**
- 14' multi-use path
 - On water side of active rail
 - Fill required to achieve desired trail width
 - Some locations will require retaining or in-water work
 - Asphalt or Compacted Aggregate

- Option 2**
- 14' multi-use path
 - On upland side of active rail
 - Cut may be required to achieve desired trail width
 - Asphalt or Compacted Aggregate



Bay City - Rail with Trail Options

- 14' multi-use path
- Asphalt or Compacted Aggregate



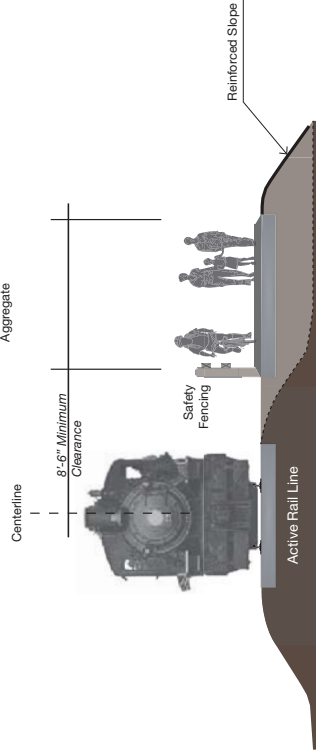
Bay City - Rail to Trail Option

Salmonberry Trail

Section - Elevated Rail

14' multi-use path

- Fill required to achieve desired trail width adjacent to active rail line
- Some locations will require permitting for fill and construction work in floodplains and wetlands.
- Asphalt or Compacted Aggregate



City of Tillamook

City Plans Status

Comprehensive Plan

Adopted in 2012. No updates underway or scheduled.

Chapter 8 (Recreation) of the Comprehensive Plan includes objectives and policies addressing trails:

- “Create a strong connection of trail segments throughout the City and develop and maintain a core and an interconnected system of trails.” (p. 8-5).
- Policy D-55: “Use of the Oregon Coast bicycling trail as shown on the Transportation System Plan (TSP) Pedestrian Bicycle Map is encouraged.”
- Policy D-56: “The Oregon Coast hiking trail is recognized as a regional recreational facility. Its extension southward is encouraged by the City, along with the ‘Rails and Trails’ program.” (This is an early reference to what is now called the Salmonberry Trail.)
- Policy D-57: “The City shall continue to explore the feasibility of waterfront parks along the Hoquarten and the abandoned rail line right-of-way, and extending the park trails.”

Tillamook’s Comprehensive Plan Public Facilities and Services chapter incorporates the City’s 2003 TSP, including pedestrian plan and bicycle plan elements (pp. 7-6 to 7-11). Transportation policies addressing pedestrian and bicycle systems (Policy D-34 and D-35) are outlined (pp. 7-16 to 7-17). See the City TSP description below for details on pedestrian and bicycle elements.

Tillamook’s Comprehensive Plan is the only such plan (or TSP) reviewed for this Adoption Project that explicitly recognizes the possibility of a cross-regional trail system along the POTB rail line, in part at least because only Tillamook’s Comprehensive Plan is recent enough to account for that possibility. The referenced feasibility study in the Comprehensive Plan (cited below from p. 7-11) was completed in 2013, and was succeeded by 2015’s Salmonberry Trail Concept Plan.

The existing rail line owned and operated by the Port of Tillamook Bay served the Tillamook Lumber Company, CHS Feed Mill and other rail line users until December 2007, when connectivity between the Tillamook and Portland areas was lost at multiple sites along the rail line as a result of severe storms and flooding. The railroad is now under a Discontinuance of Freight Service with the Federal Railroad Administration (FRA). In 2008 the Port Board decided it would be in the best interest of the public to use Federal Emergency Management Agency (FEMA) funds to complete Alternate Projects on other Port-owned facilities.

Prior to and following the December 2007 storms, the Oregon Coast Scenic Railroad (OCSR) has been operating a passenger based tourism operation along the rail line between Garibaldi and Wheeler. In 2012 the Port entered into a Memorandum of Understanding with the Oregon Department of Forestry, the Oregon Department of Parks and Recreation and Cycle Oregon to perform a Feasibility Study on the potential for a Rails and Trails project along the rail line. If successful, the project would provide additional tourism-related activities along the rail line.

Transportation System Plan

Adopted 2003. Update is scheduled to commence in late 2015.

The 2003 TSP inventories pedestrian systems (pp. 2-31 to 2-36) and maps the current system (TSP Figure 2-7). A Trail Development Study is recommended on p. 5-15 (Table 5-4), “including Phase 2 of Hoquarten Slough Trail.” Table 5-9 (pp. 5-26 to 5-28) and TSP Figure 5-5 tabulate and map recommended pedestrian and bicycle improvements. The current TSP also:

- Includes Goals 9 and 10 to preserve and enhance the US 101 coast bicycle route, promote multimodal connections where appropriate, and encourage use of alternative modes of transportation.
- Notes the lack of sidewalks along many roadways, including some considered for Trail alternatives: US 101, 3rd Street, Miller Avenue, and 12th Street.
- States that there are no multiuse paths or “defined” trails in the City, except for the trail along the south side of Hoquarten Slough.
- Catalogs and maps bicycle systems (pp. 2-36 to 2-38 and TSP Figure 2-10).
- Acknowledges the role of US 101 for bicycle movements.
- Identifies pedestrian and bicycle system needs (pp. 3-16 to 3-23) including US 101, 3rd Street, Miller Avenue, and 12th Street.
- Identifies primary pedestrian and bicycle system solutions as shoulder bikeways/bike lanes and shared-use roadways.

Note: The Hoquarten Slough Trail is currently being designed and engineered. This trail will follow a vacated rail spur right-of-way on the south side of the Slough and cross OR 6 on the existing rail overpass. The Concept Plan proposes to use the same rail spur and crossing for the Trail.

Because the TSP is funded for an update, it is suggested that the timing of adoption of final language and state-compliant amendments including the Trail in the TSP be left up to the City. General language can be provided to the City to help guide inclusion of the Trail in the new TSP.

Parks and Recreation Master Plan

Adopted in 2013. No updates underway or scheduled.

The Parks and Recreation Master Plan (Parks Plan) has two sections that address pedestrian and bicycle systems:

- Sidewalks/Pedestrian Connections/Bicycle Routes (pp. 2-11 to 2-13, including Figure 5-7: “TSP Bicycle System Plan”). Catalogs pedestrian system (or lack of) connections to “significant pedestrian generators.” Relative to the proposed Trail these include US 101 waysides, Goodspeed Park, Hoquarten Park, and Tillamook High School. The Parks Plan notes that “the bicycle system in Tillamook is minimal,” and “only US 101 has bicycle signage north of downtown and a designated bicycle shoulder.”
- Trail, Pathway and Connector Development (pp. 4-23 to 4-28) describes and maps (Map 4-3) areas for potential trail, pathway, and connector development. Portions of the identified “North Pedestrian Loop” match an alignment alteration proposed in the Concept Plan.

Suggested Plan Amendments

The City of Tillamook is the only jurisdiction in the Adoption Project that has three plans requiring amendments to support the Salmonberry Trail: Comprehensive Plan, Transportation System Plan (TSP), and Parks and Recreation Master Plan. In addition, the City's Comprehensive Plan is the only jurisdiction plan in the Adoption Project that references the cross-regional trail project that is now named the Salmonberry Trail. The City has requested language updating its Comprehensive Plan with the current status of the Trail.

The City of Tillamook's 2003 TSP is funded for an update in 2016. The City has indicated that it may wait on adding the Trail to the TSP until a new version is ready, but that this Adoption Project will still provide applicable TSP amendment language, albeit not in adoption-ready format.

Suggested actions to take, such as updating maps or inserting text, are shaded.

Comprehensive Plan (2012)

1. The 2003 City of Tillamook TSP is adopted by reference into the 2012 Comprehensive Plan. See Chapter 7: "Public Facilities and Services" (p.7-6).

Once the 2003 TSP is updated (see information re: 2016 Update above), references to the Salmonberry Trail included in the TSP update should be adopted back into Chapter 7 of the Comprehensive Plan by reference.

2. Chapter 7: Public Facilities and Services – "Railroad" (p. 7-11) makes reference to early plans for conversion of the POTB rail line to a rail and trail project accommodating bicycle and pedestrian users plus rail service.

This section should be updated.

3. Chapter 7: Public Facilities and Services – "Bicycle System Plan" does not reference the Salmonberry Trail. Add the following:

"The planned regional multiuse bicycle and pedestrian Salmonberry Trail will also pass through Tillamook."

4. Chapter 7: "Transportation Policies." Policy D-35 (p. 7-17) references State of Oregon programs for the development of pedestrian and bike path systems, specifically citing the Oregon Coast Bike Trail. A reference to the Trail should be added the end of the paragraph. *Note: Use of the word "travel" below mirrors current Plan language.*

"The planned Salmonberry Trail will also travel through Tillamook. The City shall coordinate with Oregon State Parks and Recreation, POTB, and other local jurisdictions in planning and developing this new trail."

5. Chapter 8: "Recreation" under "Policies for Recreation" (p. 8-6) has two policy statements: one relative to the Oregon Coast Bicycling Trail (Policy D-55) and a second relative to the Oregon Coast Hiking Trail (Policy D-56). These two current policies should be combined into a single statement (D-55) and a new Policy D-56 substituted:

"Policy D-55: Use of the Oregon Coast Bicycling Trail as shown on the TSP Pedestrian Bicycle Map is encouraged. The Oregon Coast Hiking Trail is recognized as a regional recreational facility. The southward extension of the Coast Hiking Trail is encouraged by the City."

“Policy D-56: The planned regional multiuse bicycle and pedestrian Salmonberry Trail will pass through the City of Tillamook by utilizing new trail right-of-way on the east side of US 101 and/or by sharing portions of US 101. The development of this new regional trail is supported by the City and will be integrated into the City’s pedestrian/bicycle system.”

6. At the City’s request, the following language is recommended for Chapter 11, Economy. As of writing, this language has already been adopted in the City’s Comprehensive Plan.

“Policy E-xx: The City shall promote and develop, in cooperation with ODOT, the Port of Tillamook Bay, and other agencies, improved pedestrian and bicycling facilities and trails through and to the city, including the planned regional Salmonberry Trail. Such facilities will support City commercial and industrial development and help to expand walking- and bicycling-based tourism, bringing economic growth to City businesses and destinations and to nearby tourist attractions such as the Tillamook Creamery, Air Museum, Cape Meares, Tillamook Bay, and the Oregon Coast.”

7. No Comprehensive Plan maps need to be updated.

Transportation System Plan (2003)

As noted earlier, the City will be conducting a TSP update in 2016. The City has indicated its intention to hold any Trail adoption language until the full TSP is ready. The following suggested amendments referencing the Trail should be included in the update.

1. TSP Section 2: “Existing Transportation Conditions: Pedestrian System Inventory” (p. 2-31) states that “Tillamook has no multiuse paths.” The TSP “Trails” subsection (p. 2-36) of this inventory also makes a similar statement. By the time the 2016 TSP update is completed there should be a multiuse trail completed in the City – the Hoquarten Slough Trail. TSP Section 3: “Future Transportation System Conditions: Pedestrian and Bicycle System Needs” includes a “Trails” subsection (p. 3-23). This section also starts with the statement “Tillamook does not have any off-street trails.”

Amend these subsections to reflect current conditions.

2. “Rail System Inventory” (p. 2-42) and “Rail System” (p. 5-39) are outdated and should be modified to reflect the current status of the POTB rail line. See Appendix A for suggested language.

3. A fourth recommended trail improvement should be added to the “Trails” subsection (p. 3-23):

“Development of the planned regional Salmonberry Trail on a new trail right-of-way following the line of the northeast city limits east of US 101 and/or by using bicycle lanes and sidewalks within the US 101 right-of-way. The Salmonberry Trail will connect to the Hoquarten Slough Trail.”

4. TSP Section 4: “TSP Projects: Pedestrian/Bicycle/Trail” identifies and evaluates a possible north-south bike route, the Stillwell Avenue Bicycle Bypass (see Table 4-6, p. 4-15). This Stillwell Avenue Bicycle Bypass (bypass in the sense it means bicyclists can avoid congested portions of US 101) is also described under “North-South Bike Route” on p. 4-18.

The proposed north-south Salmonberry Trail alignment between US 101 and the eastside City limits should be added to these TSP sections and tables.

5. TSP Section 5: “Transportation System Plan: Goal 9: Pedestrian and Bicycle Facilities” (p. 5-6) lists 10 brief objectives. Add an eleventh objective that states:

“11. Support development of the planned regional Salmonberry Trail near to or along US 101.”

6. Table 5-9: “Pedestrian and Bicycle System Improvements” should be amended to include the sections of the Salmonberry Trail within the city.

7. The “Bikeways and Trails” subsection on p. 5-32 should be amended to add a second-from-the-end sentence referencing the Trail:

“The planned regional Salmonberry Trail will provide for improved north-south bicycle and pedestrian travel through the City and will connect to the Hoquarten Slough Trail.”

8. Table 5-10: “Designated Bicycle Routes” should be amended to include the sections of the planned Salmonberry Trail within the City.

9. Amend the following TSP maps to reflect the off-street and shared-use Trail alignment alternatives within the City as illustrated in the Concept Plan:

- Figure 4-2: Evaluate Projects: Type and Location
- Figure 5-5: Pedestrian and Bicycle Improvements
- Figure 5-6: Pedestrian System Plan
- Figure 5-7: Designated Bicycle Routes

Parks and Recreation Master Plan (2012)

1. The TSP Designated Bicycle Routes Map (Figure 5-7) is included in the Parks and Recreation Master Plan (on p. 2-13 and in appendices).

An updated Bicycle System Map showing the planned Salmonberry Trail alignments should be included in the Parks Plan. The City has indicated that it will create the updated maps.

2. Map 4.3 (p. 4-24) should be amended to include the two planned Salmonberry Trail alignment alternatives through the City as shown in the Salmonberry Trail Concept Plan.

3. The “Trail, Pathway and Connectivity” section of Chapter 4 of the Parks Plan (p. 4-25) describes the North Pedestrian Loop (this loop is also depicted on Map 4-3). The Trail could be integrated into this loop. Suggested language to add to the end of this loop description:

“The planned regional multiuse bicycle and pedestrian Salmonberry Trail will pass through the city along the same general alignment as the North Pedestrian Loop and will be integrated with this local bicycle/pedestrian system.”

4. Appendix G of the Parks Plan includes goals, objectives, and policies from the 2012 Comprehensive Plan.

To the extent such Comprehensive Plan elements are amended to include the Salmonberry Trail, Appendix G in the Parks and Recreation Master Plan should be updated.

Likely Regulatory Approvals

For the most part, the City would not be required to explicitly recognize regulatory agencies or applicable regulations in crafting amendments to local plans recognizing the Trail. City codes and perhaps some County regulations may have to be complied with, but consultation with ODOT Rail is likely to be limited or outright unnecessary as the Trail alignments in the Concept Plan do not use the POTB rail line. Issues and constraints may, however, arise at Trail design and engineering phases.

In contrast to the proposed route of the Trail through other coastal cities, the Trail alignments through the City of Tillamook are distant from bayland estuaries. Two major sloughs – Hoquarten and Dougherty

– that drain into Tillamook Bay and associated wetlands and floodplain are, however, crossed by Trail alternates. This may trigger consultation and/or environmental permitting with a host of agencies:

- US Army Corps of Engineers
- National Marine Fisheries Service
- US Fish and Wildlife Service
- Oregon State Historic Preservation Office
- Oregon Department of Land Conservation and Development
- Oregon Department of Environmental Quality
- Oregon Department of State Lands
- Oregon Department of Fish and Wildlife

Trail Concept Plan

Alignments and Trail Types

Preferred and alternate Trail alignments through the City of Tillamook are illustrated on Figure 5. Other constraints and opportunities are illustrated on Tiles 46, 47, and 48 of the Concept Plan.

The Tillamook UGB/city limits are co-terminus at the Wilson River on the north end of the community. A relatively narrow band of land along both sides of the frontage along US 101 is incorporated into the City from this point southward until reaching the Hoquarten Slough.

The POTB rail line is not used for the Trail within the City, except for one rail line overpass crossing of OR 6. The Concept Plan does not designate a preferred north-south Trail alignment alternate. An off-highway trail and use of US 101 are the only two options illustrated. Other than the aforementioned rail overpass, the Concept Plan determined that use of the POTB rail line for a trail anywhere south of the Tillamook Creamery was not feasible due to the large number of bridge crossings, the high rail bed embankments that would require fill to accommodate the Trail, and impacts on surrounding agricultural lands. For the purposes of this Adoption Project, the Concept Plan’s “off-highway” alignment through Tillamook is considered “preferred.”

An alignment is shown but no preferred Trail type is recommended by the Concept Plan along Hoquarten Slough. A shared-use street is used to reach Tillamook High School. No Trail solutions are illustrated in the Concept Plan beyond the high school, although the Concept Plan study area extends south to the Tillamook Air Museum.

On the above basis, the Trail section (northern city limit to high school) within the City of Tillamook is 2.99 miles long. Additional details on the sections of the Trail within the City follow:

- The off-highway Trail alternative conceptually follows along the city limits to Hoquarten Slough on the east side of US 101 and behind businesses fronting onto the highway. This Trail section could be designed as a standard ODOT-specified multiuse trail (10-foot to 12-foot-wide paved surface with 2-foot-wide shoulders).
- The US 101 alternative is within the UGB/city limits. Improvements are presumed to be some combination of widened shoulders and/or sidewalks and bicycle lanes. The Wilson River Bridge as presently constructed will be a major impediment to this alternative.

- South of the Hoquarten Slough, the two Concept Plan alternatives merge and turn east to follow a vacated rail spur right-of-way past Hoquarten City Park to the vicinity of the Hogan Dairy complex. To accommodate both bicycle and pedestrian traffic, a standard ODOT-specified multiuse trail (10-foot to 12-foot-wide paved surface with 2-foot-wide shoulders) would be preferable. There is an existing pedestrian interpretive trail along this side of the Slough. From aerials, this trail appears, however, to be outside of the vacated rail right-of-way.
- The Trail alignment proposes the use of an existing POTB rail line overpass to cross OR 6. Once across this highway, shared-use with local streets is shown along 3rd Street, Miller Avenue, and 12th Street to Tillamook High School.

This page intentionally left blank.



FIGURE 5
TILLAMOOK
 Salmonberry Trail
 Tillamook County, OR

WATERBODIES
 HIGHWAY 101
 CITY LIMITS
 URBAN GROWTH BOUNDARY (2014)

ALTERNATE ROUTE
 US 101
 RAIL WITH TRAIL
 OTHER

PREFERRED ROUTE
 US 101
 RAIL WITH TRAIL
 OTHER
 NOTE: IF SELECTED, RAIL TO TRAIL WOULD FOLLOW THE RAIL WITH TRAIL ROUTE

0 500 1,000 2,000 Feet
 Services Layer Credits: Sources: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AEX, GeoMapping, AeroGRID, IGN, IGP, swisstopo, and the GIS User Community

This page intentionally blank.

Tillamook County

County Plans Status

Comprehensive Plan

Comprehensive Plan sections were adopted between 1982 and 2004; no updates are currently underway or scheduled.

The County Comprehensive Plan is not published as a single document. Land Use (Goal 2 – 1982), Public Facilities (Goal 11 – 2004), Transportation (Goal 12 – 2004), and Urbanization (Goal 14 – 1982) were obtained from the County website. The County Planning Department directly provided the current Natural Resources (Goal 5 – ND) and Recreation (Goal 8 – ND) elements of this Plan.

The current Land Use and Urbanization elements were reviewed but are not suggested for amendments as part of the Adoption Project due to age. The Transportation element in the current Comprehensive Plan was also reviewed, but as the current County Transportation System Plan is newer (see information below), amendments are only suggested to the TSP.

Natural Resources

Section 1.3h (pp. 77-78) lists a variety of "potential and approved recreation trails." Section 1.3h.1 (pp. 79-80) discusses the "Oregon Coast Trail." Section 3.1g, "Recreational Trails" (pp. 109-110), articulates three policies that have application to the Trail:

- Supports the efforts of ODOT to maintain the existing portion of the Oregon Coast Trail.
- Encourages the completion of the Oregon Coast Trail in Tillamook County.
- Encourages ODOT to continue the portion of US 101 used a bike route by "widening highway shoulders or where feasible constructing separate bike trails."

Recreation

This Comprehensive Plan element references and provides limited documentation of the need for more "walking and hiking" trails and "bike" trails, but does not specify any County projects or areas for such. This element does discuss the Oregon Coast Trail (p. 10) and Coast Bicycle Route (p. 11) and cites plans to improve shoulders along US 101.

Public Facilities

This Plan element has no references or cross references to trails or pedestrian/bicycle systems.

Transportation System Plan

Adopted 2005, no updates are currently underway or scheduled for the transportation system plan (TSP).

County Planning directly provided an undated TSP document with the preamble: "this TSP document comprises the actual transportation system plan for adoption by Tillamook County ..." This document corresponds to the first 21 pages of the County TSP dated 2005. The 2005 version was obtained from County Public Works. As the balance of the full TSP document was not adopted by the County, only the section incorporated in the Comprehensive Plan was reviewed for the purposes of this Adoption Project.

Pedestrian System

The preamble to the Pedestrian System section states “because of the distances between cities and rural communities, there is relatively little pedestrian activity between communities, therefore the Pedestrian System Plan focuses on improving connections **within** communities” (p. A1-11). Nonetheless on the next page of the TSP, the County’s connectivity policy is stated as “the County will work to develop a connected network of pedestrian facilities ... important to provide continuity **between** communities.” This section also states that “particular focus is placed on increasing pedestrian safety by adding new sidewalks on US 101” and “to increase safety and better connect foot traffic to recreational areas, trail construction is recommended near unincorporated communities.”

County TSP Table 7-9 catalogs recommended pedestrian system improvements. Figures 7-7 and 7-18 map pedestrian and bicycle improvements in areas included in the Concept Plan.

Bicycle System

Within the Concept Plan study area, the County TSP’s Bicycle System Plan identifies the “Oregon Coast Bike Route” along US 101 for improvement with marked bike lanes and widened shoulders. Outside of US 101, the TSP states that most of the County bicycle system will consist of shared roadway or shoulder bikeways (p. A1-13). Trails are cited as “an opportunity for recreational off-road cycling ... the development of recreational pedestrian and biking trails are proposed near incorporated and unincorporated communities.”

County TSP Table 7-10 catalogs recommended bicycle system improvements.

Barview/Watseco/Twin Rocks Community Plan

Adopted 2002, no updates are currently underway or planned.

This plan was established under the State’s Rural Communities Rule. The Rule supports the continuation of small rural communities that are unincorporated. This community plan includes one policy statement addressing nonmotorized transportation (Policy 1.3 on p. 10): “The County will work with the Oregon Department of Transportation to improve the function of Highway 101 within Barview/Watseco/Twin Rocks in order to make auto traffic travel at appropriate speeds and improve safety for pedestrians and bicyclists.”

As the Barview/Watseco/Twin Rocks community is unincorporated, direct application by this community for Trail construction funding is not possible. Modification to other County plans should be sufficient to support Trail funding through this area.

Suggested Plan Amendments

The primary complexity with adding the Trail to County plans is resolving the land use and environmental permitting of any Trail improvements that extend into the County’s estuary zones (see Appendix B).

In addition, the current County Comprehensive Plan has been approved and published over a span of 22 years in individual chapters that are named to correspond to State Land Use Goals Amendments. Using the Natural Resources and/or Recreation Elements of the Comprehensive Plan would appear to be sufficient to incorporate the Trail into County plans, although the apparent age (neither Element is dated) and context for these two Comprehensive Elements does not quite fit making straightforward amendments (see further discussion below).

Suggested actions to take, such as updating maps or inserting text, are shaded.

Comprehensive Plan (1982-2004)

The Comprehensive Plan's Goal 5 Natural Resources Element cites (see pp. 77 to 78) a 1979 Oregon Recreation Trails System Plan and lists several trails from this state plan, including two named trails that to an extent overlap with the future function of the Salmonberry Trail: "coastal hiking trail" and the "coastal bike trail." Additional listed trails on pp. 77 to 78 are recreational trails identified in a specific Oregon Administrative Rule (OAR 736-09). These named trails appear to be exclusively those within or accessing state recreational areas and parks. The Comprehensive Plan's Natural Resources Element: "Recreation Trails Findings and Policies" section (pp. 109 to 110) uses the term "hiking and biking recreational trails," and refers to the two coastal trails. This section specifically encourages the continuation and completion of these systems within the county.

1. Add a description of the Salmonberry Trail at the end of Section 1.3h: "Potential and Approved Recreation Trails" (pp. 77 to 78):

"The planned regional multiuse bicycle and pedestrian Salmonberry Trail will pass through several areas of unincorporated Tillamook County by utilizing the Port of Tillamook Bay rail right-of-way and/or by sharing portions of US 101."

This would also be an appropriate location in the County Comprehensive Plan to insert a fuller description of the Salmonberry Trail.

2. Add policy to Section 3.1g: "Recreational Trails" (p. 110):

"f. The County supports the development of the planned regional multiuse bicycle and pedestrian Salmonberry Trail that will pass through several areas of unincorporated Tillamook County by utilizing the Port of Tillamook Bay rail right-of-way and/or by sharing portions of US 101."

3. Section 2.3 "Scenic Trails" of the Goal 8 Recreation Element cites and describes four trails from the 1979 State Plan, including the Oregon Coast Trail and the Coastal Bicycle Route. There are no stated findings and policies related to these or any other trails listed in this section.

As this Comprehensive Plan section is limited exclusively to the 1979 State Trails Plan referenced above and includes no related findings and policies, amendments to this section adding references to the Salmonberry Trail are NOT suggested.

4. The TSP is also adopted into the Comprehensive Plan by reference in Goal 12: Transportation Element (p. 12-2). The 2004 adoption of Goal 12 into Comprehensive Plan preceded adoption of the current TSP (2005). In any event, policies in this Goal 12 (Transportation) Comprehensive Plan Element are very general, including only general statements of support for trails.

Amendments specifically adding the Trail to the Comprehensive Plan Transportation Element are NOT suggested, as changes to the current TSP (see recommendations below) will continue to be cross referenced, and this should suffice.

Transportation System Plan (2005)

1. There is an apparent contradiction between the TSP's "Pedestrian System" preamble (p. A1-11) which "focuses on improving connections **within** communities" and the following page which calls for a connected system "to provide continuity **between** communities." These two sentences could be read as supporting opposing purposes for bicycle/pedestrian systems. The first reference could also be read as being contrary to the purposes of the planned Trail. County staff has indicated this was not the intent.

This apparent contradiction could be clarified with simple rewording.

2. Add the following statement to the "Crosswalks and Trails" subsection (p. A1-12) of the TSP's "Pedestrian System" section:

"The planned regional multiuse bicycle and pedestrian Salmonberry Trail, which will pass through several areas of unincorporated Tillamook County by utilizing the Port of Tillamook Bay rail right-of-way and/or by sharing portions of US 101, is supported. The Salmonberry Trail will provide for connections between recreational areas, unincorporated communities of the county, and incorporated cities in the county."

3. Add the following statement to the "Trails" subsection (p. A1-14) of the TSP's "Bicycle System" section:

"The planned regional multiuse bicycle and pedestrian Salmonberry Trail, which will pass through several areas of unincorporated Tillamook County by utilizing the Port of Tillamook Bay rail right-of-way and/or by sharing portions of US 101, is supported. The Salmonberry Trail will provide for connections between recreational areas, unincorporated communities of the county, and incorporated cities in the county."

4. The County's TSP includes a description of a Rail System (pp. A1-16 to A1-17) that does not conform to current circumstances.

This section should be rewritten to reflect current conditions.

5. Tables 7-9 and 7-10 listing and showing bicycle and pedestrian projects are cross referenced on p. A1-12 (Pedestrian Projects) and p. A1-14 (Bicycle Projects). These referenced tables (and associated figures – see below) are actually part of the County's Transportation Priorities document, which is essentially a Capital Improvement Program (CIP). The TSP states that the "Transportation Priorities" document "exists separately from the Tillamook County Comprehensive Plan and Tillamook County TSP to allow the County to periodically review and revise the list of projects" (p. A2-1).

Tables 7-9 and 7-10 should be updated as part of regular County processes to reflect Trail development priorities and projects but not as part of this Adoption Project.

6. Figures 7-7 to 7-10 are the County's Pedestrian and Bicycle Plan maps. These are cross referenced on p. A1-12 (Pedestrian Projects) and p. A1-14 (Bicycle Projects) and are actually part of the Transportation Priorities document.

These maps only show the sites of specific bicycle and pedestrian improvements. Existing or proposed trail routes are NOT illustrated, so no amendments are required as part of this Adoption Project.

Likely Regulatory Approvals

For the most part, the County would not be required to explicitly recognize regulatory agencies or applicable regulations in crafting amendments to its plans to include the Trail. Issues and constraints will, however, arise at trail design and engineering phases, and the County and Trail partners need to recognize that building so close to the estuary shoreline and wetlands may generate considerable environmental and land use permitting challenges. See Appendix B for further discussion. Coordination with cities may also be required (see UGMA section under the introductory portion of this assessment), as well as with ODOT Rail.

The preferred Trail alignments through the unincorporated portions of the Concept Plan's Coastal Segment will have estuary shoreline, wetland, and floodplain impacts. Many areas may require fill to accommodate the addition of a trail to the rail right-of-way. These impacts and activities will require environmental and land use permitting and may trigger consultation and/or permitting with a host of agencies:

- US Army Corps of Engineers
- National Marine Fisheries Service
- US Fish and Wildlife Service
- Oregon State Historic Preservation Office
- Oregon Department of Land Conservation and Development
- Oregon Department of Environmental Quality
- Oregon Department of State Lands
- Oregon Department of Fish and Wildlife

Trail Concept Plan

Alignments and Trail Types

Preferred and alternate Trail alignments through unincorporated portions of coastal Tillamook County outside of City UGBs are mapped on Figures 6 to 9. Other constraints and opportunities in unincorporated areas through which the Trail may pass are illustrated on Tiles 33, 34, 35, 38, 39, 40, 42, 43, 45, and 46 of the Concept Plan. As noted in the individual Adoption Project jurisdictional assessments for Garibaldi and Bay City, some small unincorporated areas just outside of the UGBs/city limits of these two communities are included in these individual city assessments. In addition to rail-with-trail solutions, the Concept Plan cites the possibility of rail-to-trail.

The unincorporated County areas between city UGBs break down into five zones:

1. **South Wheeler UGB/city limits to North Rockaway UGB/city limits**

The illustrated rail-with-trail (cross sections P and C) alignment is 3.47 miles long. Fill may be required to achieve adequate trail width between the POTB rail line and Nehalem Bay. A very short section of the preferred alignment uses US 101 to circumvent a rail line trestle where the highway crosses Messhouse Creek. This trestle may have to be improved to accommodate the Trail. The alternate alignment from the Wheeler UGB to Fishery Point uses an expanded shoulder along US 101 to avoid fill impacts.

2. South Rockaway UGB to West Garibaldi UGB

This area corresponds to the County's Barview/Watseco/Twin Rocks Unincorporated Community Plan (see additional information in the preceding County Plans Status section). The illustrated rail-with-trail (see cross sections P and K) alignment is 2.63 miles long. Elevated rail beds and shoreline riprap above the grade of the rail line may constrain Trail development in several locations, as do use of the causeway crossing along Smith Lake. The US 101 alternate avoids these constraints by following US 101 from just north of Smith Lake to the point where the Oregon Coast Trail exits Barview Jetty County Park and intersects with the rail line.

3. Southeast Garibaldi UGB/city limits to North Bay City UGB/city limits

Total length of this unincorporated trail section is 1.63 miles. At the southeast Garibaldi UGB/city limits, the Trail either uses the rail alignment (preferred) or follows US 101 (alternative). The highway is on the bayside for this section, with the rail line on the inland side. The highway alignment avoids wetland impacts and potential fill needed for the rail alternative around Larson Cove (see cross section N), but highway shoulders are very narrow.

4. South Bay City UGB to North Tillamook UGB/city limits

The Trail's rail alternative follows the west side of the rail line for a total Trail length of 3.58 miles. The rail alignment is constrained by adjacent wetlands/floodplain and an elevated rail bed with five bridges. The rail line crosses to the east side of US 101 just north of the Tillamook Creamery and passes along the rear of this major destination.

South of the Tillamook Creamery, the Concept Plan determined that a rail solution was not feasible due to the elevated rail bed with eight bridges and impacts on adjacent farmlands and floodplain. The Concept Plan illustrates an alignment that returns to US 101 with a new multiuse trail along the south side of Latimer Road. An alternative multiuse trail section along the city limits on the east side of the highway is also illustrated.

5. South Tillamook UGB/city limits to Air Museum

The Concept Plan determined that a rail solution was not feasible south of the City of Tillamook due to the elevated rail bed and impacts on adjacent farmlands and floodplain from the fill necessary to build a trail. No US 101, roadway shared-use, or multiuse trail alternatives are suggested by the Concept Plan. Figure 10 shows this area.



FIGURE 6
WHEELER TO ROCKAWAY
 Salmonberry Trail
 Tillamook County, OR

WATERBODIES
 — HIGHWAY 101
 — CITY LIMITS
 — URBAN GROWTH BOUNDARY (2014)

ALTERNATE ROUTE
 — US 101
 — RAIL WITH TRAIL
 — OTHER

PREFERRED ROUTE
 — US 101
 — RAIL WITH TRAIL
 — SHARED USE
 — OTHER

NOTE: IF SELECTED, RAIL TO TRAIL WOULD FOLLOW THE RAIL WITH TRAIL ROUTE

Parametrix
 Services Layer Credits: Sources: Esri, DigitalGlobe, GeoEye, Earthstar
 Geographics, CNES/Airbus DS, USDA, USGS, AEX, GeoMapping,
 AeroGRID, IGN, IGP, swisstopo, and the OS User Community



FIGURE 7
ROCKAWAY TO GARIBALDI
 Salmonberry Trail
 Tillamook County, OR

— WATERBODIES
 — HIGHWAY 101
 — CITY LIMITS
 — URBAN GROWTH BOUNDARY (2014)

ALTERNATE ROUTE
 — US 101
 — RAIL WITH TRAIL
 — OTHER

PREFERRED ROUTE
 — US 101
 — RAIL WITH TRAIL
 — RAIL WOULD FOLLOW THE RAIL WITH TRAIL ROUTE

0 500 1,000 2,000 Feet
 Parametrix
 Services Layer Credits: Sources: Esri, DigitalGlobe, GeoEye, Earthstar
 Geographics, CNES/Airbus DS, USDA, USGS, AEX, GeoMapping,
 AeroGRID, IGN, IGP, swisstopo, and the OS User Community



FIGURE 8
GARIBALDI TO BAY CITY
 Salmonberry Trail
 Tillamook County, OR

LEGEND:

- WATERBODIES
- HIGHWAY 101
- CITY LIMITS
- URBAN GROWTH BOUNDARY (2014)

ALTERNATE ROUTE

- US 101
- RAIL WITH TRAIL
- OTHER

PREFERRED ROUTE

- US 101
- RAIL WITH TRAIL

NOTE: IF SELECTED, RAIL TO TRAIL WOULD FOLLOW THE RAIL WITH TRAIL ROUTE

Scale: 0, 500, 1,000 Feet

Services Layer Credits: Sources: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AEX, GeoMapping, AeroGRID, IGN, IGP, swisstopo, and the OS User Community

Parametrix



FIGURE 9
BAY CITY TO TILLAMOOK
 Salmonberry Trail
 Tillamook County, OR

WATERBODIES
 — HIGHWAY 101
 — CITY LIMITS
 — URBAN GROWTH BOUNDARY (2014)

ALTERNATE ROUTE
 — US 101
 — RAIL WITH TRAIL

SHARED USE
 — OTHER

PREFERRED ROUTE
 — US 101
 — RAIL WITH TRAIL

NOTE: IF SELECTED, RAIL TO TRAIL WOULD FOLLOW THE RAIL WITH TRAIL ROUTE

0 500 1,000 2,000 Feet
 Services Layer Credits: Sources: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AEX, GeoMapping, AeroGRID, IGN, IGP, swisstopo, and the OS User Community



FIGURE 10
TILLAMOOK TO AIR MUSEUM
 Salmonberry Trail
 Tillamook County, OR

— WATERBODIES
 — HIGHWAY 101
 — CITY LIMITS
 — URBAN GROWTH BOUNDARY (2014)

— OTHER

ALTERNATE ROUTE
 — US 101
 — RAIL WITH TRAIL

SHARED USE
 — OTHER

PREFERRED ROUTE
 — US 101
 — RAIL WITH TRAIL
 NOTE: IF SELECTED, RAIL TO TRAIL WOULD FOLLOW THE RAIL WITH TRAIL ROUTE

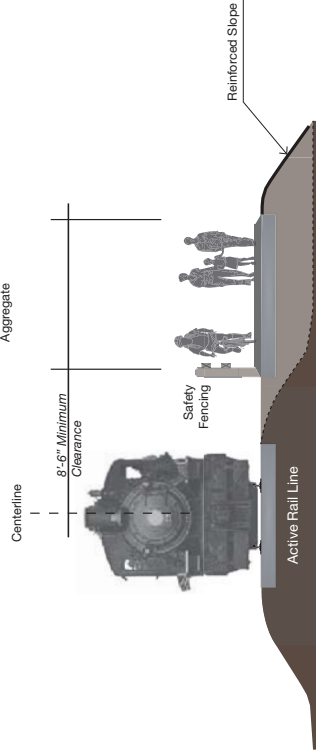
0 500 1,000 2,000 Feet
 Services Layer Credits: Sources: Esri, DigitalGlobe, GeoEye, Earthstar
 Geographics, CNES/Airbus DS, USDA, USGS, AEX, GeoMapping,
 Aerogrid, IGN, IGP, swisstopo, and the OS User Community

Salmonberry Trail

Section - Elevated Rail

14' multi-use path

- Fill required to achieve desired trail width adjacent to active rail line
- Some locations will require permitting for fill and construction work in floodplains and wetlands.
- Asphalt or Compacted Aggregate



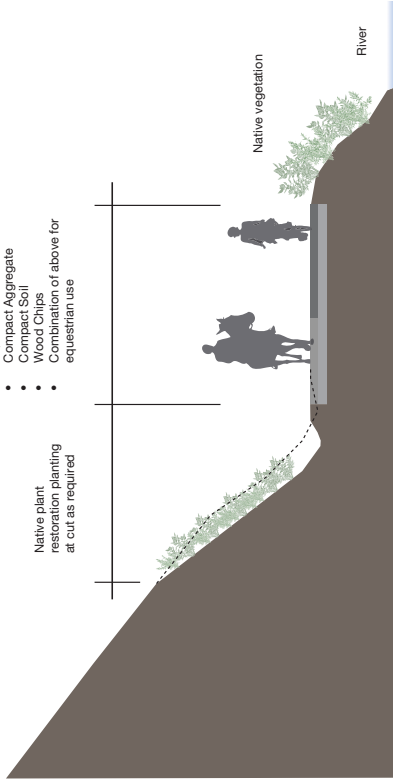


Salmonberry Trail

Typical Sections

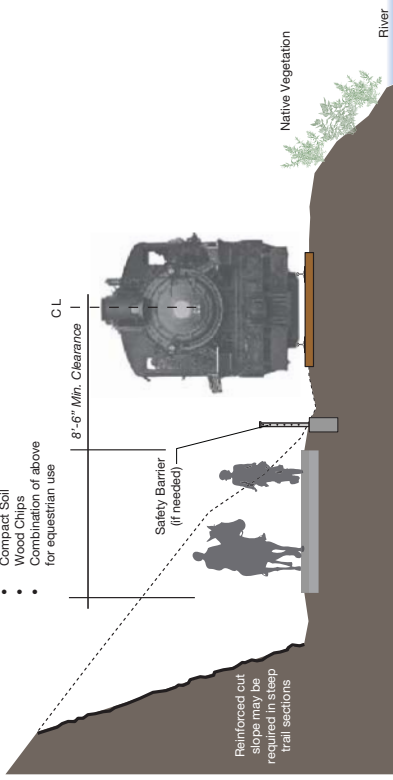
Sections do not relate to specific locations

- 10' - 14' Trail
 Remove rail hardware and excavate ballast
 Surfacing Options:
 • Asphalt
 • Compact Aggregate
 • Compact Soil
 • Wood Chips
 • Combination of above for equestrian use
- Native plant restoration planting at cut as required



River Bank - Rail-to-Trail Alternative

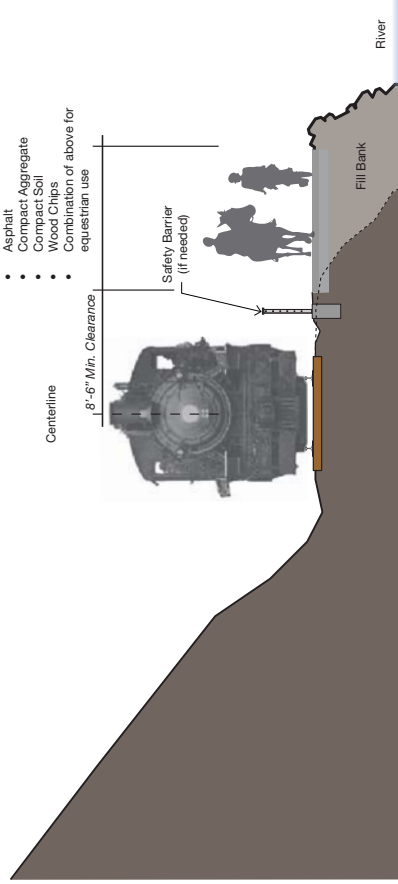
- 10' - 14' Trail**
 Surfacing Options:
 • Asphalt
 • Compact Aggregate
 • Compact Soil
 • Wood Chips
 • Combination of above for equestrian use



River Bank - Rail with Trail Alternative - Cut on Upland Side

Note:
** Increased trail width in this condition may increase the amount of cut required and subsequently add to the cost of construction.

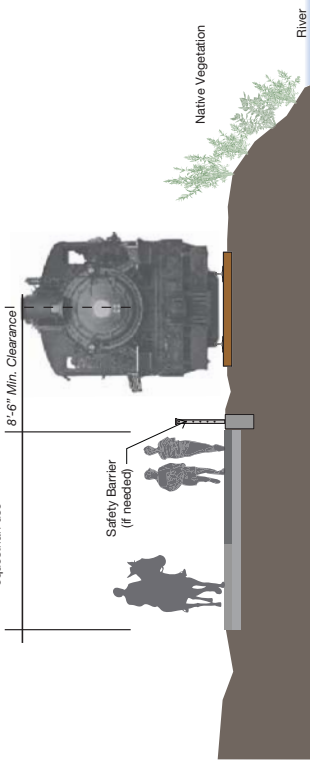
- 10' - 14' Trail**
 Surfacing Options:
 • Asphalt
 • Compact Aggregate
 • Compact Soil
 • Wood Chips
 • Combination of above for equestrian use



River Bank - Rail with Trail Alternative - Fill on River Side

Note:
** Increased trail width in this condition may increase the amount of fill required, require in-water work and associated permitting and subsequently will add to the cost of construction.

- 10' - 14' Trail**
 Surfacing Options:
 • Asphalt
 • Compact Aggregate
 • Compact Soil
 • Wood Chips
 • Combination of above for equestrian use

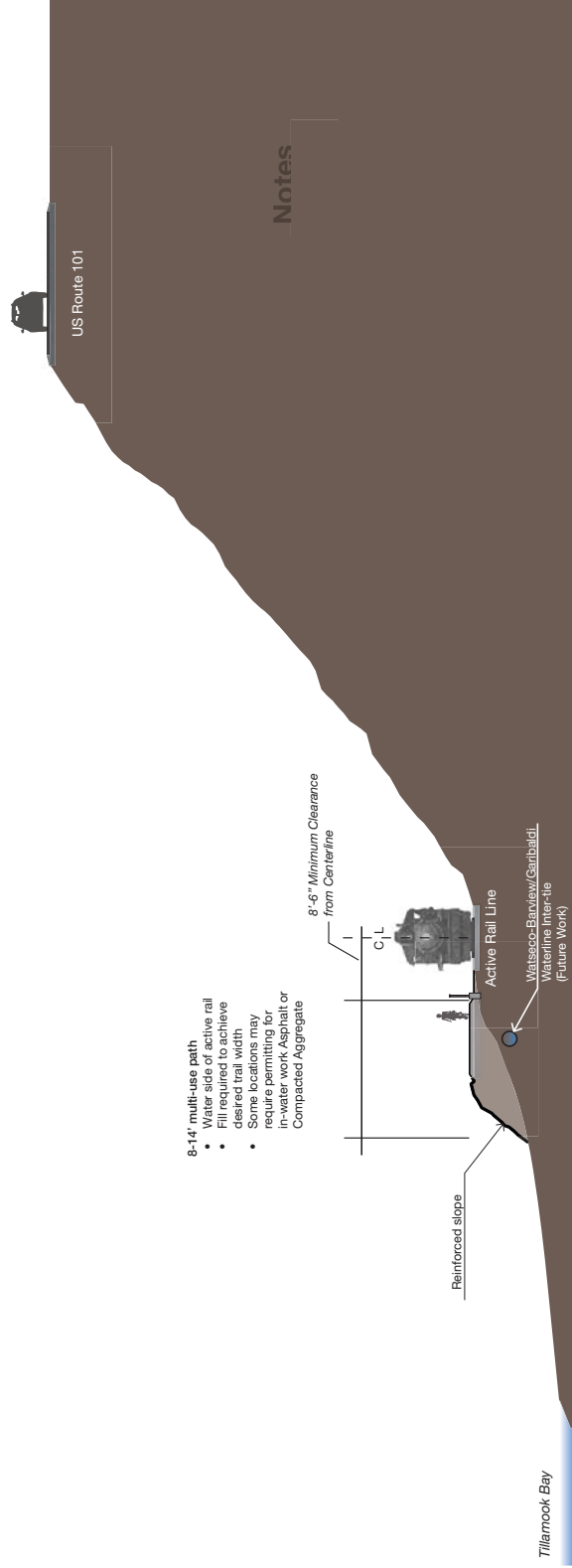


River Bank - Rail with Trail Alternative - Condition At Grade



Salmonberry Trail

Section: Watseco-
Barview



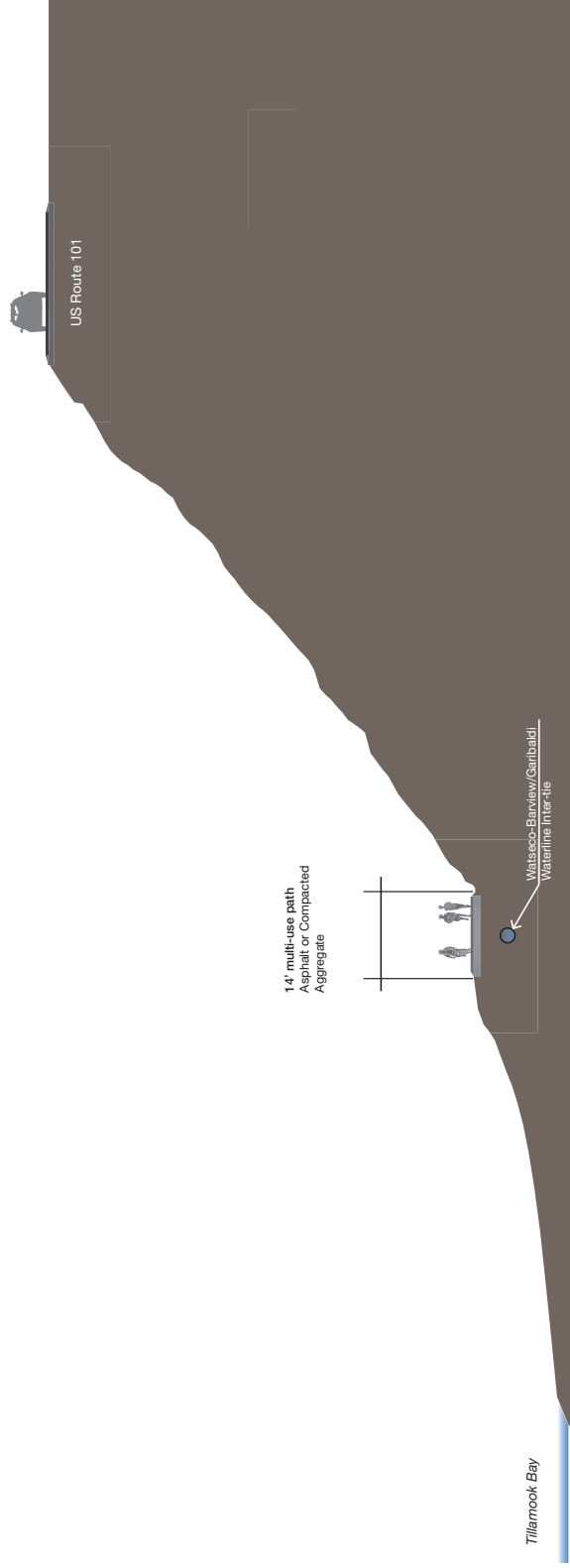
Watsco Barview - Rail with Trail (looking North)

See following page for Rail-to-Trail Option



Salmonberry Trail

Section: Watseco-
Barview



Watsco Barview - Rail to Trail (looking North)



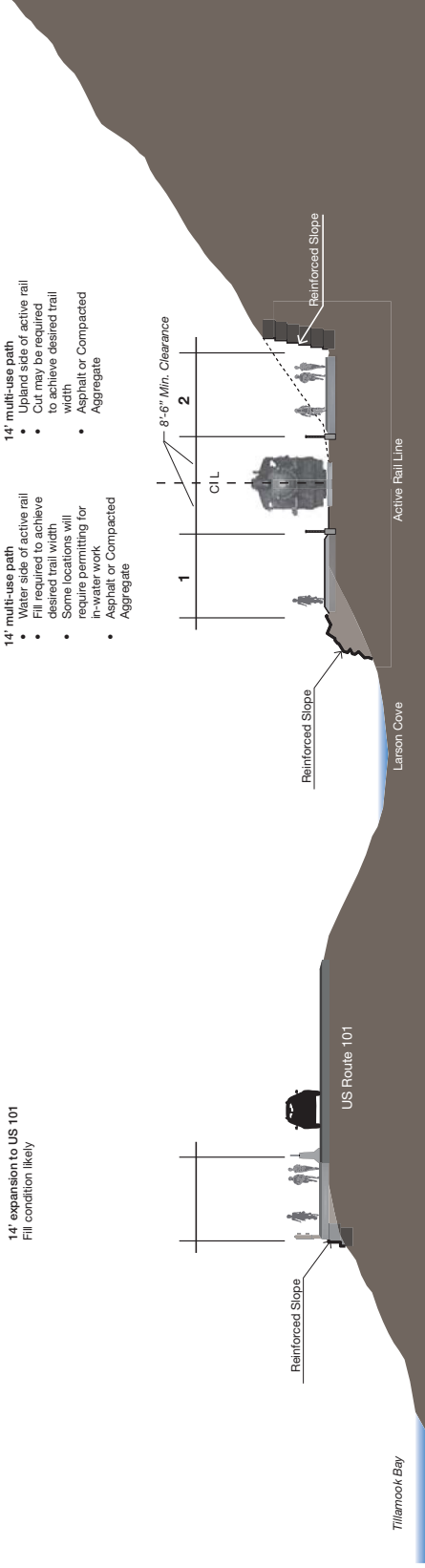
Salmonberry Trail

Sections - Larson Cove

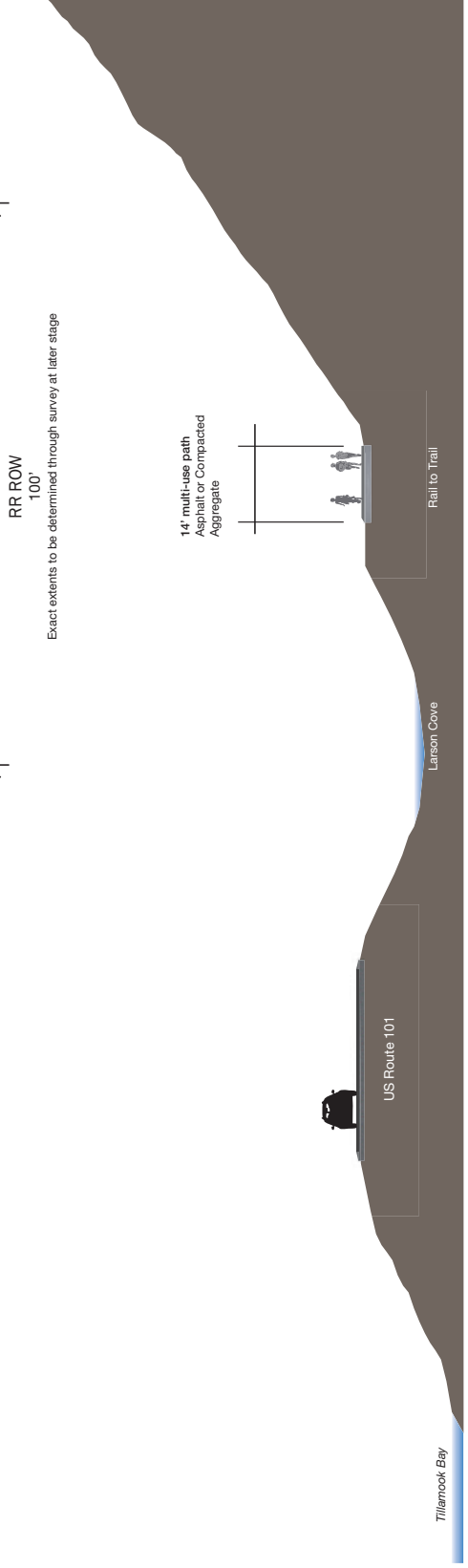
Option 1
14' expansion to US 101
Fill condition likely

Option 2
14' multi-use path
Water side of active rail
Fill required to achieve
desired trail width
Some locations will
require permitting for
in-water work
Asphalt or Compacted
Aggregate

Option 3
14' multi-use path
Upland side of active rail
Cut may be required
to achieve desired trail
width
Asphalt or Compacted
Aggregate



Larson Cove - Rail with Trail Option



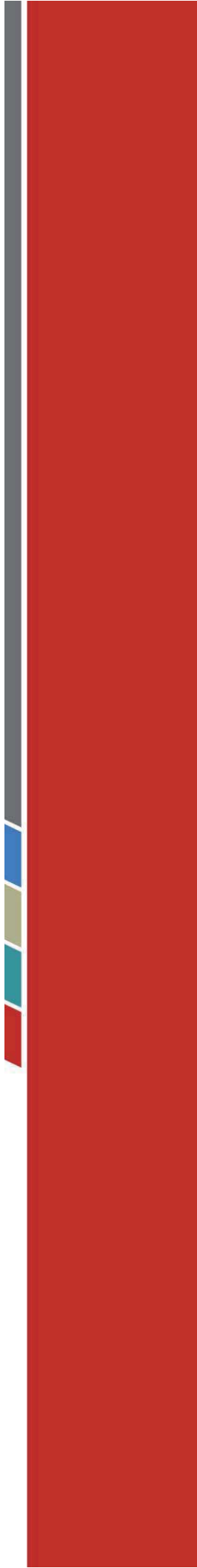
Larson Cove - Rail to Trail Option

RR ROW
100'
Exact extents to be determined through survey at later stage

RR ROW
100'
Exact extents to be determined through survey at later stage

Appendix A

Suggested Plan Amendments Trail Concept and Rail Service Changes



Appendix A

Salmonberry Trail Local Adoption Project

Suggested Plan Amendments: Trail Concept and Rail Service Changes

Trail Concept Language for All Local Comprehensive Plans

There are no general or specific references to the Salmonberry Trail in any local comprehensive plans, except the following statement included in the 2012 City of Tillamook Comprehensive Plan (page 7-11):

Current Language (only appears in City of Tillamook Comprehensive Plan)

The existing rail line owned and operated by the Port of Tillamook Bay served the Tillamook Lumber Company, CHS Feed Mill and other rail line users until December 2007, when connectivity between the Tillamook and Portland areas was lost at multiple sites along the rail line as a result of severe storms and flooding. The railroad is now under a Discontinuance of Freight Service with the Federal Railroad Administration (FRA). In 2008 the Port Board decided it would be in the best interest of the public to use Federal Emergency Management Agency (FEMA) funds to complete Alternate Projects on other Port-owned facilities.

Prior to and following the December 2007 storms, the Oregon Coast Scenic Railroad (OCSR) has been operating a passenger based tourism operation along the rail line between Garibaldi and Wheeler. In 2012 the Port entered into a Memorandum of Understanding with the Oregon Department of Forestry, the Oregon Department of Parks and Recreation and Cycle Oregon to perform a Feasibility Study on the potential for a Rails and Trails project along the rail line. If successful, the project would provide additional tourism-related activities along the rail line.

Proposed Language

This proposed language is suggested to be included in all six Comprehensive Plans (would replace current language in the case of the City of Tillamook). Placement within the comprehensive plans will be decided in consultation with each jurisdiction.

The planned regional multiuse bicycle and pedestrian Salmonberry Trail will generally, but not exclusively, follow the 86-mile-long Port of Tillamook Bay rail right-of-way between Banks, Oregon in Washington County to the Tillamook Airport south of the City of Tillamook in Tillamook County. Rail service connectivity along this right-of-way through the Oregon Coast Range and the Salmonberry Canyon was lost at multiple sites as a result of severe storms and flooding in 2007. The Port does not presently plan to restore the sections of damaged or destroyed rail infrastructure east of the former community of Enright and through the Oregon Coast Range and the Salmonberry Canyon. Rail infrastructure west of Enright and along the Oregon Coast is relatively intact.

The Port of Tillamook Bay is currently partnering with State agencies and local government jurisdictions and interest groups to plan and build the regional multiuse bicycle and pedestrian Salmonberry Trail within sections of the rail right-of-way. A Salmonberry Trail Concept Plan was completed in 2015. The Concept Plan illustrates or cites the possibility of rail-with-trail and rail-to-trail designs. The rail-with-trail design accommodates the continuation of current passenger rail service between Enright and the City of Garibaldi, with possible extension to the City of Tillamook. The current passenger rail service is provided by the Oregon Coast Scenic Railroad. The rail-with-trail

design would also accommodate local freight rail services. A rail-to-trail design would use the rail bed exclusively for bicycle and pedestrian traffic.

Rail Service Language for Local Transportation Plans

The possible use of the POTB right-of-way for the future Salmonberry Trail is not included in any of the six local transportation system plans (TSP) or downtown transportation plans (DTP). None of these current transportation plans were adopted later than 2007, thus all six plans reference to differing degrees outdated information on the current and planned uses of the POTB right-of-way. Changes from or additions to the current language suggested in the proposed language are in **BOLD**.

City of Wheeler

Current Language (2006 TSP, page VI-17)

The Port of Tillamook Bay operates a passenger rail car for tourists and other visitors to Tillamook County during the summer peak travel season. The route begins at the Port of Tillamook Bay just north of the City of Tillamook and stops in Garibaldi and Rockaway Beach. In 2000, over 1,800 passengers boarded this train, which travels through Wheeler.

There is also consideration to establish a regional passenger train service between the Portland Metropolitan Area and the Oregon coast. This would likely result in Wheeler becoming a passenger rail destination because it is the first city the existing rail connects to from the Portland area.

The Port of Tillamook Railroad is a major property owner in Wheeler including much of the land that currently occupies Highway 101. The City of Wheeler needs continuous coordination with the Port of Tillamook Railroad to ensure the needs of both the City and the Port are satisfied.

Project FF: Intercity Passenger and Freight Rail Service

Improve Intercity Rail Passenger Services and Freight Service as needed between Wheeler and other cities in Tillamook County.

Project GG: Regional Passenger Rail Service

Coordinate with state, regional, and local agencies as needed to establish a regional passenger rail service.

Project HH: Coordination with the Port of Tillamook Railroad

Establish continuous coordination with the Port of Tillamook Railroad to ensure the needs of both the City and the Port are satisfied.

Proposed Language

The Port of Tillamook has no current plans to restore the rail infrastructure east of the former community of Enright and through the Oregon Coast Range and the Salmonberry Canyon that was heavily damaged or destroyed by severe weather and flooding in 2007. Both passenger and freight rail services are therefore currently limited to the Oregon Coast and the lower reaches of the Nehalem River west of Enright.

The Port currently leases use of its rail right-of-way to the non-profit Oregon Coast Scenic Railroad, which operates a seasonal passenger rail service between Enright and the City of Garibaldi. The Oregon Coast Scenic Railroad is also considering expansion of passenger rail services to serve the City of Bay City and the City of Tillamook, as well as developing other visitor services and amenities that would use the rail line.

The Port of Tillamook Bay is a major property owner in Wheeler including land that is currently occupied by US 101 and Marine Drive. The City of Wheeler needs continuous coordination with the Port of Tillamook Bay to ensure the rail and other transportation needs of the City and the Port are satisfied.

- **Project FF: Salmonberry Trail**

The planned regional multiuse bicycle and pedestrian Salmonberry Trail within the City's UGB may include sections using the Port of Tillamook Bay rail right-of-way, as well as Marine Drive which is also within the rail right-of-way. A Salmonberry Trail Concept Plan was completed in 2015. The Concept Plan illustrates or cites the possibility of rail-with-trail and rail-to-trail designs. The rail-with-trail design accommodates the continuation of current passenger rail service between the former community of Enright and the City of Garibaldi, with possible extension to the City of Tillamook. The rail-with-trail design would also accommodate local freight rail services. A rail-to-trail design would use the rail bed exclusively for bicycle and pedestrian traffic.

- **Project GG: Passenger and Freight Rail Service**
Coordinate with state, regional, and local agencies as needed **to examine passenger and freight rail services between Wheeler and other cities and communities in Tillamook County and along the Oregon Coast.**
- **Project HH: Coordination with the Port of Tillamook Bay**
Establish continuous coordination with the Port of Tillamook Bay to ensure the rails needs of the City and the Port are satisfied.

City of Rockaway Beach

The Rockaway Beach Downtown Transportation Plan (DTP) only includes the downtown area from North 3rd Avenue to South 3rd Avenue.

Current Language (2003 DTP, pages 2-7, 2-10, and 3-12)

Rail Operations

US 101 parallels an active, low-volume freight railroad. The railroad is owned by the Port of Tillamook Bay and maintains a right-of-way of 60 feet (30 feet from the centerline on each side). The rail operates once per day and travels at a top speed of 10 mph. The maximum length of the trains is about 2,450 feet and the average length of the trains is 1,500 feet. Four railroad crossings (and beach access roads) exist in the downtown study area: North 3rd, South 1st, South 2nd, and South 3rd Avenues. In addition to carrying freight traffic, the railroad also operates a seasonal dinner train in this location.

Rail

Four railroad crossings (and beach access roads) exist in the study area: North 3rd, South 1st, South 2nd, and South 3rd Avenues. These are unimproved crossings with asphalt pavement leading to the rail alignment and asphalt in-fill area between rails. Current ODOT standards recommend that an improved gated rail crossing be installed to provide for safe crossing across rails. Based on field observation, it appears that the vertical profile may restrict the installation of a gated crossing. The proximity of the rail to the edge of US 101 most likely will restrict the ability to transition the vertical profile between the elevated rails and the highway elevation.

A technical field survey and preliminary engineering should be performed to identify if any of the four crossings could be reconstructed with a gated rail crossing. Pedestrian crossings could be improved by constructing a sidewalk or path that would level the approach grade across the railroad tracks. A designated sidewalk would help direct pedestrians safely across the tracks and away from vehicular traffic.

Railroad Crossings

Sidewalks at least 6 feet wide should be provided along the primary access roads that cross the railroad tracks at locations where the slope of the sidewalk would not exceed 5 percent (or rise-to-run ratio of 1:20). This new sidewalk would require coordination with and approval by ODOT's rail division. Where grade differences exceed 5 percent, a ramp or bridge may be required. Because of the distance between crossings at North 3rd Avenue and South 1st Avenue, the possibility of an additional pedestrian crossing between these two locations should be explored with ODOT and POTB rail. As identified in Section 2, the railroad crossings do not have gated crossings and have steep vertical approaches on the roadways. Current ODOT standards recommend that an improved gated rail crossing be installed to provide for safe crossing across rails. A technical field survey and preliminary engineering should be performed to identify if any of the four crossings could be reconstructed with a gated rail crossing.

Recommendation

- *Provide sidewalks (and ADA-compliant ramp or bridge where required) on the four streets in the study area that cross the railroad. Further investigate whether any of the four can be*

reconstructed with a gated rail crossing, assuming that doing so would not interfere with preservation of on-street parking on US 101.

Proposed Language

Change is to Rail Operations paragraph (see above) only.

The Port of Tillamook Bay has no current plans to restore the rail infrastructure east of the former community of Enright and through the Oregon Coast Range and the Salmonberry Canyon that was heavily damaged or destroyed by severe weather and flooding in 2007. Both passenger and freight rail services are therefore currently limited to the Oregon Coast and the lower reaches of the Nehalem River west of Enright.

The Port currently leases use of its rail right-of-way to the non-profit Oregon Coast Scenic Railroad, which operates a seasonal passenger rail service between the former community of Enright and the City of Garibaldi. The Oregon Coast Scenic Railroad is also considering expansion of passenger rail services to serve the City of Bay City and the City of Tillamook, as well as developing other visitor services and amenities that would use the rail line.

A Salmonberry Trail Concept Plan was completed in 2015. The Concept Plan illustrates or cites the possibility of rail-with-trail and rail-to-trail designs. The rail-with-trail design accommodates the continuation of current passenger rail service between the former community of Enright and the City of Garibaldi, with possible extension to the City of Tillamook. The rail-with-trail design would also accommodate local freight rail services. A rail-to-trail design would use the rail bed exclusively for bicycle and pedestrian traffic.

City of Garibaldi

Current Language (2003 TSP, pages 2-27 to 2-29, and pages 3-19 and 5-34)

Rail System Inventory

There is one Class II rail facility in Garibaldi. This rail facility is owned and operated by the Port of Tillamook Bay and is used on a daily basis by the Tillamook Lumber Company (located in the City of Tillamook) and the Port of Tillamook Bay tenants (located south of Tillamook). The southern terminus of the rail line is at the Port of Tillamook Bay. In Garibaldi the rail line parallels US 101 immediately south of the highway. There are two at-grade road crossings—at 3rd Street and 7th Street. At the 7th Street crossing, flashing lights and an automatic gate warn vehicles of an oncoming train. At the 3rd Street crossing only a static railroad sign is placed on each side of the track. No other safety devices are at the 3rd Street crossing. There is also one pedestrian trail crossing, at approximately 11th Street near Bay Lane. This crossing is marked with a static railroad sign on both sides of the track.

According to the ODOT Rail Division, one to two freight trains per day pass through Garibaldi. In addition to the freight train, two passenger trains operate through Garibaldi. The “Fun Run Excursion Train” provides passenger service between Garibaldi and Mohler. This service is provided from spring to autumn, usually on the weekends. Another train is the Pacific Sunset Coastal Tour Train, which runs between the cities of Banks and Garibaldi. This service is provided between April and October with a train from Banks on Saturday arriving in Garibaldi and then on Sunday leaving Garibaldi to go back to Banks. Train speed on the track is limited to 25 mph, with the train speed usually at a maximum of 20 mph.

The trail crossings between South 3rd and 7th Streets are not signed because they are not considered official crossings. Additional safety measures may be required at these locations.

Rail System Needs

The South 3rd Street railroad crossing is not equipped with any automated safety features although the road is traveled almost as much as South 7th Street. Because of the similar traffic volumes, there is a need to include additional safety measures at the South 3rd Street crossing to improve safety at the crossing.

The Port of Tillamook Bay rail line through Garibaldi currently is classified as a Class I facility. There are plans to upgrade this rail line to a Class II facility. With this upgrade, trains potentially could travel at higher speeds. If trains are moving at higher speeds, the safety projects suggested at the railroad crossings become a higher priority. However, at this time the Port of Tillamook Bay has indicated it intends to continue to operate trains at slow speeds (10 mph) through Garibaldi and other developed locations.

When trains stop in Garibaldi, they sometimes block the 3rd and 7th Street crossings. The City of Garibaldi’s Traffic Ordinance (Ord. 268) prohibits trains from blocking both crossings for longer than 5 minutes. This has been a safety issue because there are emergency facilities/vehicles located on both sides of the railroad tracks. Changing the policy to restrict both streets being blocked simultaneous is recommended. This could become a safety concern with the emergency vehicle access.

Rail System

In Garibaldi, the Port of Tillamook Bay rail system parallels US 101. There are two existing at-grade crossings that are used by vehicles: South 7th Street and South 3rd Street. To improve safety at the

South 3rd Street crossing, safety measures (warning gates, flashers, signage and striping) are recommended in the Garibaldi TSP.

Under the city's Traffic Ordinance, trains are allowed to block both the South 3rd Street and South 7th Street crossings for no longer than 5 minutes. This issue has been identified by the PAC and PMT as a safety concern in terms of emergency vehicle access. A policy change that would restrict blocking both crossings is recommended to ensure that emergency vehicles are able to cross the railroad tracks at all times.

In addition to the two vehicle crossing points along the Port of Tillamook Bay rail system, there are currently two well-used pedestrian crossing points at Lumbermen's Park and 6th Street. To improve pedestrian safety and accommodate higher travel speeds on the Port of Tillamook Bay rail system, construction of a pedestrian gateway near 6th Street is recommended. Restricting pedestrian crossings of the Port of Tillamook Bay rail system to 3rd Street, the pedestrian gateway near 6th Street and 7th Street is recommended.

Proposed Language

Rail System Inventory

There is one Class I rail facility in Garibaldi. This rail line and right-of-way is owned by the Port of Tillamook Bay. Before 2007, this rail facility regularly carried freight rail traffic from coastal Tillamook County to the Portland Metropolitan Area. In 2007, the trail infrastructure east of the former community of Enright and through the Oregon Coast Range and the Salmonberry Canyon was severely damaged or destroyed by storms and flooding. The Port has no current plans to restore the rail infrastructure east of Enright and through the Oregon Coast Range and the Salmonberry Canyon. Both passenger and freight rail services are therefore currently limited to the Oregon Coast and the lower reaches of the Nehalem River west of Enright.

In Garibaldi, the rail line parallels US 101 immediately south of the highway. There are two at-grade road crossings—at 3rd Street and 7th Street. At the 7th Street crossing, flashing lights and an automatic gate warn vehicles of an oncoming train. At the 3rd Street crossing only a static railroad sign is placed on each side of the track. No other safety devices are at the 3rd Street crossing. The trail crossings between South 3rd and 7th Streets are not signed because they are not considered official crossings. Additional safety measures may be required at these locations. There is also one pedestrian trail crossing, at approximately 11th Street near Bay Lane. This crossing is marked with a static railroad sign on both sides of the track.

The Port currently leases use of its rail right-of-way to the non-profit Oregon Coast Scenic Railroad, which operates a seasonal passenger rail service between Enright and the City of Garibaldi. The Oregon Coast Scenic Railroad is also considering expansion of passenger rail services to serve the City of Bay City and the City of Tillamook, as well as developing other visitor services and amenities that would use the rail line. The southern terminus of the rail line is at the Port of Tillamook Bay.

Rail System Needs

The South 3rd Street railroad crossing is not equipped with any automated safety features although the road is traveled almost as much as South 7th Street. Because of the similar traffic volumes, there is a need to include additional safety measures at the South 3rd Street crossing to improve safety at the crossing.

At such time as the planned regional multiuse bicycle and pedestrian Salmonberry Trail is constructed, there may be need for additional improvements to rail crossings. A Salmonberry Trail Concept Plan was completed in 2015. The Concept Plan illustrates or cites the possibility of rail-with-trail and rail-to-trail designs. The rail-with-trail design accommodates the continuation of current passenger rail service between Enright and the City of Garibaldi, with possible extension to the City of Tillamook. The rail-with-trail design would also accommodate local freight rail services. A rail-to-trail design would use the rail bed exclusively for bicycle and pedestrian traffic.

Rail System

In Garibaldi, the Port of Tillamook Bay rail system parallels US 101. Currently the only regular rail service is a seasonal passenger train, operated by the non-profit Oregon Coast Scenic Railroad. The planned regional multiuse bicycle and pedestrian Salmonberry Trail would also use portions of the Port of Tillamook Bay rail right-of-way, and there may be need for improvements to rail crossings.

There are two existing at-grade crossings that are used by vehicles: South 7th Street and South 3rd Street. To improve safety at the South 3rd Street crossing, safety measures (warning gates, flashers, signage and striping) are recommended in the Garibaldi TSP.

Under the city's Traffic Ordinance, trains are allowed to block both the South 3rd Street and South 7th Street crossings for no longer than 5 minutes. This issue has been identified by the PAC and PMT as a safety concern in terms of emergency vehicle access. A policy change that would restrict blocking both crossings is recommended to ensure that emergency vehicles are able to cross the railroad tracks at all times.

In addition to the two vehicle crossing points along the Port of Tillamook Bay rail system, there are currently two well-used pedestrian crossing points at Lumbermen's Park and 6th Street. To improve pedestrian safety, construction of a pedestrian gateway near 6th Street is recommended. Restricting pedestrian crossings of the Port of Tillamook Bay rail system to 3rd Street, the pedestrian gateway near 6th Street and 7th Street is recommended.

City of Bay City

The 2003 Downtown Transportation Plan (DTP) for Bay City only includes 4th, 5th, A, B, and C Streets in the downtown.

Current Language (2003 DTP, page 2-3)

Rail Operations

The Port of Tillamook Bay railroad track runs north-south along the west side of US 101. The train operates once per day at a top speed of 25 mph. The maximum train length is about 2,450 feet. Average train length is 1,500 feet.

Proposed Language

Rail Operations

The Port of Tillamook Bay railroad track runs north-south along the west side of US 101. **Before 2007, this railroad track carried freight rail traffic from coastal Tillamook County to the Portland Metropolitan Area. In 2007, trail infrastructure east of the former community of Enright and through the Oregon Coast Range and the Salmonberry Canyon was severely damaged or destroyed by storms and flooding. The Port has no current plans to restore the rail infrastructure east of Enright and through the Oregon Coast Range and the Salmonberry Canyon. Both passenger and freight rail services are therefore currently limited to the Oregon Coast and the lower reaches of the Nehalem River west of Enright.**

The Port currently leases use of its rail right-of-way to the non-profit Oregon Coast Scenic Railroad, which operates a seasonal passenger rail service between the former community of Enright and the City of Garibaldi. The Oregon Coast Scenic Railroad is also considering expansion of passenger rail services to serve the City of Bay City and the City of Tillamook, as well as developing other visitor services and amenities that would use the rail line.

A Salmonberry Trail Concept Plan was completed in 2015. The Concept Plan illustrates or cites the possibility of rail-with-trail and rail-to-trail designs. The rail-with-trail design accommodates the continuation of current passenger rail service between Enright and the City of Garibaldi, with possible extension to the City of Tillamook. The rail-with-trail design would also accommodate local freight rail services. A rail-to-trail design would use the rail bed exclusively for bicycle and pedestrian traffic.

City of Tillamook

Current Language (2003 TSP, page 2-42 and page 5-39)

Rail System Inventory

There is one Class II rail facility in Tillamook, as shown in Figure 2-8. It is owned and operated by the Port of Tillamook Bay and is used on a daily basis by the Tillamook Lumber Company, located in the center of the city, and the Port of Tillamook Bay tenants, located immediately south of the city limits. The southern terminus of the rail line is at the Port of Tillamook Bay. In Tillamook, the rail line proceeds in the north-south direction between Miller Avenue and Evergreen Drive. There are two at-grade crossings—one at 3rd Street and the other at 12th Street. At the 3rd Street crossing, flashing lights and an automatic gate warn vehicles of oncoming trains. The 12th Street crossing is a spur line crossing with only static railroad signs placed on both sides of the track. At Oregon 6, the rail line is grade separated above the roadway, then continues north, east of Tillamook.

In Tillamook, there is one freight train per day. The train performs two switching moves (between the main line and spur line) on the Tillamook Lumber Company property. Train speed on the track is limited to 25 mph, with the train speed usually at a maximum of 20 mph.

The Amtrak and Tri-Met services in Portland are the nearest passenger rail services. The Port of Tillamook Bay has a rail line in Tillamook, but it is not equipped for passenger rail service.

Rail System

The existing rail line is owned and operated by the Port of Tillamook Bay. There are two existing at-grade crossings along this line, which are located at 3rd Street (flashing lights and automatic gate) and 12th Street (signage only). The existing rail line currently is being upgraded to a Class II rail facility. When the rail facility is upgraded and train speeds increase in Tillamook, safety improvements at the 12th Street crossing should become a high priority. The existing rail line in Tillamook is part of a countywide rail system. On a county level, the following rail issues have been identified and should be addressed:

- *Identify and prioritize improvements on railroad bridges throughout the county to ensure the system is able to function throughout the 20-year design horizon.*
- *Explore opportunities tourist rail services throughout the county and in the City of Tillamook.*
- *Consider improvements at the Latimer Road railroad crossing as necessary to accommodate increased truck traffic.*
- *Upgrade the existing railroad tracks from Tillamook to Blimp Boulevard. This improvement is currently underway.*
- *Expand the ability of the system to transport rock from local quarries and wood chips.*
- *To transport these products along the existing rail lines, the Port of Tillamook Bay would need to acquire new cars to carry rock and chips.*
- *Improve marketing of the Port of Tillamook Bay, including improving the appearance (road improvements) and infrastructure (storm drainage, rail line) of the port.*

Proposed Language

Rail System Inventory

There is one **Class I** rail facility in the City of Tillamook. It is owned and operated by the Port of Tillamook Bay. **Before 2007, this railroad track carried freight rail traffic from coastal Tillamook County to the Portland Metropolitan Area. In 2007, trail infrastructure east of the former community of Enright and through the Oregon Coast Range and the Salmonberry Canyon was severely damaged or destroyed by storms and flooding. The Port has no current plans to restore the rail infrastructure east of Enright and through the Oregon Coast Range and the Salmonberry Canyon. Both passenger and freight rail services are therefore currently limited to the Oregon Coast and the lower reaches of the Nehalem River west of Enright.**

In the City of Tillamook, the rail line proceeds in the north-south direction between Miller Avenue and Evergreen Drive. There are two at-grade crossings—one at 3rd Street and the other at 12th Street. At the 3rd Street crossing, flashing lights and an automatic gate warn vehicles of oncoming trains. The 12th Street crossing is a spur line crossing with only static railroad signs placed on both sides of the track. At Oregon 6, the rail line is grade separated above the roadway, then continues north, east of Tillamook.

The Port currently leases use of its rail right-of-way to the non-profit Oregon Coast Scenic Railroad, which operates a seasonal passenger rail service between the former community of Enright and the City of Garibaldi. The Oregon Coast Scenic Railroad is also considering expansion of passenger rail services to serve the City of Bay City and the City of Tillamook, as well as developing other visitor services and amenities that would use the rail line.

A Salmonberry Trail Concept Plan was completed in 2015. The Concept Plan illustrates or cites the possibility of rail-with-trail and rail-to-trail designs. The rail-with-trail design accommodates the continuation of current passenger rail service between Enright and the City of Garibaldi, with possible extension to the City of Tillamook. The rail-with-trail design would also accommodate local freight rail services. A rail-to-trail design would use the rail bed exclusively for bicycle and pedestrian traffic.

Rail System

The existing rail line owned and operated by the Port of Tillamook Bay. There are two existing at-grade crossings along this line, which are located at 3rd Street (flashing lights and automatic gate) and 12th Street (signage only). The existing rail line in Tillamook is part of a countywide rail system. On a county level, the following rail issues have been identified and should be addressed:

- Identify and prioritize improvements on railroad bridges throughout the county to ensure the system is able to function throughout the 20-year design horizon.
- **Coordinate with state, regional, and local agencies as needed to examine passenger and freight rail services between Tillamook and other cities and communities in Tillamook County and along the Oregon Coast.**
- Consider improvements at the Latimer Road railroad crossing as necessary to accommodate increased truck traffic.
- Improve marketing of the Port of Tillamook Bay, including improving the appearance (road improvements) and infrastructure (storm drainage, rail line) of the Port.
- **Planning and development of the Salmonberry Trail.**

Tillamook County

Current Language (2005 TSP, pages A1-16 to A1-17)

Rail System

The rail line in Tillamook County is owned and operated by the Port of Tillamook Bay. This rail line serves the Tillamook County Lumber Company, Port of Tillamook Bay industrial area, and coastal communities along US 101 between Wheeler and Tillamook. The existing rail line is being upgraded to a Class II rail facility. After the upgrade, train speeds may increase in Tillamook County and safety improvements at existing at-grade crossings may become a high priority. The existing rail line in Tillamook County is part of a countywide rail system. On a county level, the following rail issues have been identified and should be addressed:

- *Identify and prioritize improvements on railroad bridges throughout the county to ensure the system is able to function throughout the 20-year design horizon.*
- *Explore opportunities to expand tourist rail services throughout Tillamook County.*
- *Consider improvements at the Latimer Road railroad crossing as necessary to accommodate increased truck traffic.*
- *Upgrade the rubber crossing material at the US 101 railroad crossing near Hobsonville Point Road.*
- *Construct improvements within the vicinity of Three Graces on US 101 to address safety issues caused by tourists crossing the railroad tracks to view tide pools. A pedestrian overcrossing is currently under construction to address this issue.*
- *Upgrade the existing railroad tracks from Tillamook County to Blimp Boulevard. This improvement is currently underway.*
- *Expand the ability of the system to transport rock from local quarries and wood chips. To transport these products along the existing rail lines, the Port of Tillamook Bay would need to acquire new cars to carry rock and wood chips.*
- *Improve marketing of the Port of Tillamook Bay, including improving the appearance (road improvements) and infrastructure (storm drainage, rail line) of the port.*

Proposed Language

Rail System

The rail line in Tillamook County is owned and operated by the Port of Tillamook Bay. **Before 2007, the rail line regularly carried freight traffic from Tillamook County to the Portland Metropolitan Area. In 2007, trail infrastructure east of the former community of Enright and through the Oregon Coast Range and the Salmonberry Canyon was severely damaged or destroyed by storms and flooding. The Port has no current plans to restore the rail infrastructure east of Enright and through the Oregon Coast Range and the Salmonberry Canyon. Both passenger and freight rail services are therefore currently limited to the Oregon Coast and the lower reaches of the Nehalem River west of Enright.**

The Port currently leases use of its rail right-of-way to the non-profit Oregon Coast Scenic Railroad, which operates a seasonal passenger rail service between the former community of Enright and the City of Garibaldi. The Oregon Coast Scenic Railroad is also considering expansion of passenger rail services to serve the City of Bay City and the City of Tillamook, as well as developing other visitor services and amenities that would use the rail line.

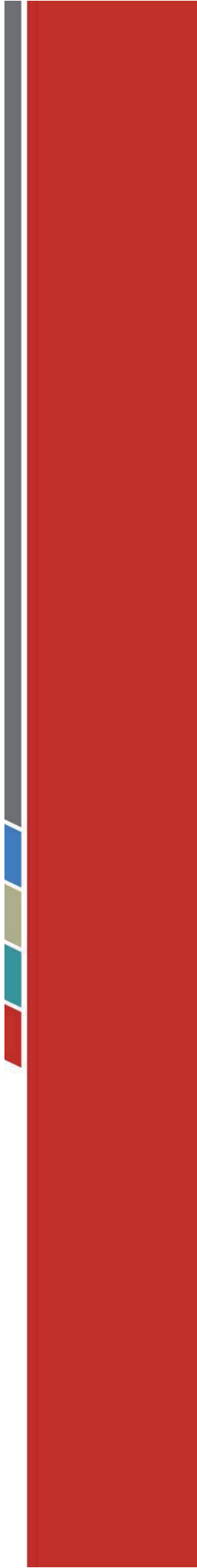
A Salmonberry Trail Concept Plan was completed in 2015. The Concept Plan illustrates or cites the possibility of rail-with-trail and rail-to-trail designs. The rail-with-trail design accommodates the continuation of current passenger rail service between Enright and the City of Garibaldi, with possible extension to the City of Tillamook. The rail-with-trail design would also accommodate local freight rail services. A rail-to-trail design would use the rail bed exclusively for bicycle and pedestrian traffic.

On a county level, the following rail issues have been identified and should be addressed:

- Identify and prioritize improvements on railroad bridges throughout the county to ensure the system is able to function throughout the 20-year design horizon.
- **Coordinate with state, regional, and local agencies as needed to examine passenger and freight rail services between Tillamook and other cities and communities in Tillamook County and along the Oregon Coast.**
- Consider improvements at the Latimer Road railroad crossing as necessary to accommodate increased truck traffic.
- Upgrade the US 101 railroad crossing near Hobsonville Point Road.
- Improve marketing of the Port of Tillamook Bay, including improving the appearance (road improvements) and infrastructure (storm drainage, rail line) of the Port.
- **Planning and development of the Salmonberry Trail.**

Appendix B

Salmonberry Trail Estuary Impacts



SALMONBERRY TRAIL LOCAL ADOPTION PROJECT

Appendix B – Salmonberry Trail Estuary Impacts

Background

The planned 26-mile-long Salmonberry Trail (Trail) Coastal Segment, as identified in the 2015 Salmonberry Trail Concept Plan (Concept Plan), extends from the north end of the City of Wheeler to the Tillamook Airport just south of the City of Tillamook. The Concept Plan illustrates many alternative Trail alignments and types using the POTB rail right-of-way between the former community of Enright (approximately another 20 miles northeast of Wheeler through what is called the Nehalem Segment) and the north end of the City of Tillamook.

The Coastal Segment Trail alignment primarily utilizes either the Port of Tillamook Bay (POTB) rail right-of-way, with US 101 or local streets sometimes identified as alternatives. Until reaching the City of Tillamook, the POTB rail right-of-way often follows the shorelines of the Nehalem Bay and Tillamook Bay estuaries, and the Pacific Ocean. In some places, US 101 is on the estuary shoreline. In the City of Tillamook, the rail right-of-way, although distant from the estuary shoreline, does cross several estuary-influenced river and slough systems draining into Tillamook Bay.

The Concept Plan identifies rail alignment and type alternatives within the POTB rail right-of-way that are located and conceptually designed to maintain local passenger and/or freight rail services in conjunction with the Trail. This joint use of the rail right-of-way is termed “rail-WITH-trail.” The Oregon Coast Scenic Railroad (OCSR) currently provides seasonal passenger rail service between Enright and the City of Garibaldi. The Concept Plan also cites the possibility of using rail-TO-trail solutions if passenger and freight uses on the POTB rail line in the Coastal and Nehalem Segments were to cease and rail tracks were removed. As noted above, some sections of US 101 or local streets are also identified as alternatives.

The proximity of the proposed Trail to estuaries and shorelines, and associated wetlands and waterways, may require further refinements to the Trail alignments and types proposed in the Concept Plan. There will also be considerable regulatory challenges in developing the Trail along estuary shorelines. Extensive environmental permitting and mitigation to properly protect natural resources will be necessary as part of Trail building, especially where estuary waters are impacted. Trail alignments and design must comply with Statewide Planning Goal 16: *Estuarine Resources*, as well as with the estuary zoning codes that have been adopted by all but one of the coastal local governments in the Adoption Project study area. Compliance with Goal 16 and local estuary zoning does NOT change or reduce other requirements for environmental or land use permitting.

The overriding principle defining estuary zoning is straightforward – to be preserved or restored in a functioning natural state, estuaries can only be developed in certain highly proscribed and limited ways, or in the case of the Estuary Natural (EN) zones, not at all. See more information below.

Estuary Codes and Regulations

Local codes and regulations addressing estuary resources are all based on Tillamook County’s adopted estuary code. These estuary codes are essentially uniform between the County and the cities of Wheeler, Garibaldi, and Bay City. The *Estuarine Resources* element of the City of Tillamook’s Comprehensive Plan adopts Goal 16 and the County estuary code by reference. The City of Rockaway

Beach Comprehensive Plan does not include or reference Goal 16 or the County estuary code. The Oregon Department of Land Conservation and Development (DLCD) has indicated there are no Goal 16 estuary resources in Rockaway Beach, thus no estuary regulations are required.

County and city comprehensive plans (except Rockaway Beach as noted above) delineate and regulate the Tillamook Bay and Nehalem Bay estuaries using three estuary zone classifications. Following are brief general characterizations of what is allowed in each estuary zone relative to Trail development. These characterizations are solely intended as a starting point. The regulatory language underpinning these classifications is lengthy and complex, and any discussions of the permissibility of a given Trail section along the estuary shoreline must entail a careful reading of local zoning regulations, consultation with the County and the applicable the local jurisdiction(s), and review by DLCD.

And, as will be noted more than once in this report, satisfaction of Goal 16 and estuary zoning regulations is only one step in the process. Even if permitted by Goal 16 and local zoning, Trail development plans and designs will be subject to extensive environmental, land use, and construction stage permitting by multiple agencies, including but not limited to the local jurisdictions, US Army Corps of Engineers (USACE), Oregon Department of State Lands (ODSL), Oregon Department of Fish and Wildlife, National Marine Fisheries Service (NMFS), etc. This permitting will probably have to address many, if not all, of the issues raised at the Goal 16 and local zoning compliance level.

- **Estuary Development (ED):** As implied by the term “development”, the ED zone does allow non-water dependent uses and associated fill and dredging. Full environmental permitting and mitigation, and other land use and development code approvals, will still be required. For the purposes of this report’s analysis of estuary zoning impacts on specific Trail sections, it is assumed that ED zoning would not be a significant barrier. *Note: There are some exceptions. For example, DLCD indicated that the ED zoning for a portion of Botts Marsh in the City of Wheeler was granted for a specific use only.*
- **Estuary Conservation (two EC zones: EC-1 and EC-2):** The EC zone permits some alterations to the estuary (such as fill), but only for water dependent uses. The Trail would NOT be considered a water dependent use. Full environmental permitting and mitigation, and other land use and development code approvals, is still required.
- **Estuary Natural (EN):** The EN zone prohibits all forms of development in the estuary, including fill and dredging, even if for a water dependent use.

Relative to the estuary shoreline sections of the Salmonberry Trail there may be only two outright means to permit Trail alignments that have to extend into the EC or EN zones: 1) Use of bridges and boardwalks; 2) Approval of a State of Oregon “Goal Exception”. More discussion follows.

Regulatory Factors

The following specific estuary regulatory factors have been identified:

1. Amending the current estuary zoning codes to allow the fill, riprap, or similar alterations potentially needed for development along EN and EC zoned estuary shoreline sections of the Trail would create a highly problematic precedent working against the long-term protection of the estuary and in regulating other private and public developments requesting estuary zoning allowances.
2. Any estuary code changes or interpretations accommodating the Trail for one jurisdiction would also have to be made to the source document (County estuary code) and/or to ALL other local versions.

3. Any jurisdiction specific or uniform change to local estuary zoning codes to allow Trail development as an outright or conditional use in the estuary zones would require a Goal 16 exception. Such as change would also be highly problematic given the core purpose of the estuary zoning.
4. Under Goal 16, any fill, riprap, or other alterations in the EN and EC zones would require the granting of a case-by-case “reasons exception.” This exception would be applicable only to a specific site. A “blanket” exception covering the entire Coastal Segment of the Trail would probably not be possible (see exceptions standards below under #5).
5. Any Goal 16 exception request would have to show that there was no feasible or possible alignment and/or design alternative to building the Trail by extending into the estuary zone. Meeting this standard for an exception would be very difficult. For example, use of US 101 for the Trail instead of the shoreline rail right-of-way would generally be a feasible alternative (even if highly undesirable given the narrow highway shoulders used to accommodate two-way bicycle and pedestrian traffic, and adjacent high-speed vehicular traffic).
6. There are some possibilities for Trail alignment or design changes that would avoid extensions into the EN or EC zones. See further discussion in the next section of this analysis.
7. The one allowance in the current estuary codes that might provide some flexibility in extending the Trail into EN or EC estuary zones is the use of bridges or boardwalks constructed on pilings. Bridge and boardwalks are conditionally allowed in the EN and EC zones and by Goal 16, subject to meeting all applicable environmental permitting and mitigation requirements. Marine bridges or boardwalks would however be orders of magnitude more expensive than using an asphalt paved surface trail or highway shoulders for the Trail.

Not all of estuary shoreline areas along which the proposed Trail will pass are zoned EN or EC, but many are. Rail bed widening or other alterations into the estuary in order to build the Trail would be outright prohibited by Goal 16 and the EN and EC zones, even if within the existing POTB rail or US 101 rights-of-way.

Estuary/Trail Development Issues

The estuary zone shoreline boundary is defined in County and local city estuary zoning codes as “Mean High Water.” Goal 16 indicates that the line of demarcation is Mean Higher High Water for “natural management units.” The County and DLCDC also use the “line of non-aquatic vegetation, whichever is most landward (measured vertically and horizontally)” to define the estuary zone shoreline boundary.

The existing rail tracks on the crown of the current POTB rail bed are above mean high water or mean higher high water and the line of aquatic vegetation, even where the rail tracks closely abut the estuary shoreline. Options for developing sections of the proposed Trail on the existing rail bed along the estuary shorelines will however be limited. Widening of the rail bed crown into the defined estuary will be necessary for many Trail sections. These estuary “areas of concern” are somewhat identified in the Concept Plan, but only to the extent that the need for fill and riprap is noted. Probable estuary zoning restrictions are not referenced or discussed in the Concept Plan.

This estuary impacts analysis has found that, in almost all cases where the Trail is located on the estuary side of the existing rail bed and tracks, there will be a need for fill, riprap, or other alterations into the estuary to create a wide enough rail bed crown to accommodate a new multiuse Trail AND continued rail service. Even with a rail-to-trail solution, the rail bed crown may have to be widened, although to a lesser degree than with rail-with-trail. There is also one significant Trail alignment alternative proposed

for a section of US 101 that immediately abuts the estuary shoreline. This highway alternative may also require expansion into the estuary to be feasible.

The equation for building a multiuse Trail on the rail bed crown is relatively straightforward:

- State standards specify 10-foot to 12-foot wide paved path, plus 2-foot-wide shoulders for regional multiuse trails. *Note: there is some flexibility under State standards to reduce the paved path width to 8 feet in rural areas or for trails with fewer users or space constraints. For a multiuse facility like the Salmonberry Trail that will presumably be heavily used in the “tourist season” by all levels of bicyclists and pedestrian traveling two ways, this “Rural Reduction” is not recommended, except for short sections to pass through highly constrained areas.*
- The existing POTB rail infrastructure consists of rail tracks laid approximately 5 feet apart and anchored to 8-foot-long ties. The typical width of the existing POTB rail bed crown is just over 8 feet, although there are some sections that are slightly wider. The impacts of widening the rail bed crown will vary based on the height of the bed. Higher beds will require longer slopes to accommodate a widened crown, thus increasing the necessary extensions into the estuary.
- If rail service is maintained, a minimum “safety zone” of about 6 feet from the edge of the rail ties to the closest edge of the paved Trail path is recommended. This safety zone could include one 2-foot wide trail shoulder. Low fencing would improve safety.
- For a rail-with-trail solution, the addition of a 10-foot to 12-foot-wide paved trail path and the second shoulder plus the safety zone, would mean the typical 8-foot-wide rail bed crown would have to be widened by approximately 18 to 20 feet.
- If existing rail tracks were removed, a rail-to-trail solution using a State standard paved multiuse path with two shoulders means the typical 8-foot rail bed crown would need to be widened by approximately 6 to 8 feet.

For Trail sections using portions of the rail bed along the estuary, some rail-TO-trail solutions may require fill or alterations extending into the estuary; and virtually ALL rail-WITH-trail solutions will require significant extensions into the estuary.

Possible Solutions

Possible solutions accommodating Salmonberry Trail development along estuary shorelines zoned EN or EC fall into two broad categories: Policy/Zoning/Regulation and Trail Alignment/Design

Policy/Zoning/Regulation Solutions

1. **Modify estuary zoning regulations in local comprehensive plans (or as otherwise adopted into local jurisdiction codes) to make multiuse regional trail development an outright permitted or conditional use**, including any fill, riprap, or other alterations or structures. Such text changes could nominally be as simple as adding “Regional multiuse bicycle and pedestrian trails, including the Salmonberry Trail” as a conditional use.

Both DLCD and Tillamook County have indicated however that such estuary code changes would raise virtually insurmountable policy, regulatory, and fairness issues, as well as require considerable cross-jurisdiction coordination on re-writing the regulations. DLCD has also indicated that such estuary code or plan amendments would require a Goal 16 exception, and that granting of such an exception would be highly unlikely.

2. **Rezone the estuaries impacted by Salmonberry Trail development to ED; or modify the current EN and EC zone boundaries.** These two options have the same basic issues as in modifying the overall regulations (see #1 above). In addition, the estuary shoreline zone boundary is defined by marine water levels and aquatic vegetation, not by other parameters such as lot lines or legal descriptions. One cannot “rezone” the mean high water or vegetation lines. DLCD has also indicated that such a rezone or boundary modification, if even otherwise possible, would also require a Goal 16 exception.
3. **Apply for variances to estuary zone USE prohibitions on a case-by-case basis as the Trail is built.** This would be difficult to manage consistently, and, in any event, land use variances are almost always limited to land use standards, NOT to land use zones (see rezoning discussion above). DLCD has also indicated that such variances, even if possible to consider at all, would require case-by-case Goal 16 exceptions.

Alignment/Design Solutions

1. **Use the *inland* side of the rail line or US 101 where Trail development would otherwise immediately border the EN or EC zones,** thus eliminating the potential conflict with estuary resources. The Concept Plan primarily suggests the *water* side of the POTB rail line and US 101 for the Trail alignment. Based on an examination of Concept Plan maps, aerials, and estuary zone mapping, and from limited “windshield surveys” conducted in the course of this Adoption Project, alignment switches may be possible in some, but not all, estuary shoreline areas.
2. **To the extent alternative Concept Plan alignments are identified that do not border the EN or EC zones, select such alignments as “preferred.”** For example, using the POTB rail right-of-way alternative between Garibaldi (Miami Cove) and the north end of Larson Cove (near Bay City) would avoid the considerable potential estuary impacts of the US 101 alternative. The rail right-of-way is on the inland side of US 101 through this section and thus separated from the estuary shoreline for all but one short stretch (along Larson Cove near Bay City).
3. **Identify new Trail alignment alternatives that do not border the EN or EC zones.** This may require conducting a whole new phase of Trail master planning, although a “Phase 2” plan is probably needed anyway to refine Concept Plan alignments and to select final preferred alternatives. For example, one possibility for a new alignment is cited later in this report: use of Hobsonville Point Road between Miami Cove and downtown Bay City.
4. **Use “split-mode” Trail designs.** Shifting between basic trail types, dividing users between different trail sections, and/or using other local transportation facilities, would all be split-mode solutions. Some variations specific to the Salmonberry Trail could include:
 - Building north and southbound trail sections on either side of the rail tracks. By accommodating only one-way traffic, the two split Trail sections could be narrowed, and widening of the rail crown on the estuary side reduced.
 - Build pedestrian-only or bicycle-only Trail sections, again potentially reducing specific Trail widths and the need for rail crown widening on the estuary side.
 - Within cities and other communities along the Trail corridor, parallel local streets and/or sidewalks could be used in place of, or in addition to, the Trail pathway for short stretches.
 - Finally, there may be some areas where the Trail could switch back and forth between rail-with-trail and rail-to-trail solutions.

5. **Vary Trail development standards so that the Trail surface fits within the area of the rail right-of-way and/or the crown of the rail bed prism that is presently not used for the rail line.** Variations could include using 8-foot or 10-foot wide rather than 12-foot-wide paved Trail surfaces for short stretches, or reducing the safety zone separation between the rail tracks and Trail paved surfaces. Similar to identifying new Trail alignment alternatives, such solutions may require a “next phase” planning analysis.
6. **Use marine bridges and/or boardwalks for areas where Trail development along the estuary cannot utilize any of the five preceding solutions.** Besides added permitting complexities, marine bridge/boardwalk solutions will be considerably more expensive to build and maintain than a multiuse asphalt surface or highway shoulder. Similar to identifying new Trail alignment alternatives or standards, boardwalk and bridge solutions may require a “next phase” planning analysis. That being said, there are numerous rail bridges that will in any event have to be upgraded or replaced to build both rail-with-trail and rail-to-trail solutions.

There appears to be no practical or effective means to alter estuary regulations, either generally or on a case-by-case basis, to accommodate Trail development within the EN or EC zones. Alignment and/or design changes appear to be the only practical and consistent means to avoid estuary impacts.

Probable Trail/Estuary Conflicts – Alignment/Design Solutions

A high-level analysis was conducted to determine those Concept Plan-mapped Coastal Segment Trail alignments and sections that may require fill, rip-rap, or other alterations or structures into portions of the Tillamook Bay or Nehalem Bay estuaries that are zoned Estuary Natural (EN) or Estuary Conservation (EC). While there may be some Trail development issues with the Estuary Development (ED) zone, this analysis assumes that Trail siting challenges into ED zone can be resolved with usual and customary environmental and land use reviews and approvals.

For this analysis, the 2015 Concept Plan was consulted and new aerial mapping was created (see attached). GIS was used to plot the boundaries of all three estuary zones, and the Trail’s preferred and alternative alignments and trail types along the estuaries as defined by the Concept Plan. Oregon Scenic Coast Railroad (OCSR) staff and board members also reviewed the areas possibly impacted by estuary zoning and applied their considerable “riding the rails” experience to validating categorization of “degree of difficulty” for the various sections. Staff at the Tillamook Bay Estuary Partnership and Lower Nehalem Watershed Council also previewed this analysis and provided comment. Finally, an ad-hoc committee consisting of representatives from Tillamook County, POTB, OPRD, and DLCD conducted a final review of this report’s text and mapping.

Estuary shoreline areas are categorized into three levels of “degree of difficulty”. As discussed earlier in this analysis, the challenges in mitigating for estuary impacts from rail-with-trail solutions are greater than for rail-to-trail.

- **High Probability** that Trail development will extend into an EN or EC zone, with limited or no opportunity to avoid the impacts (or only at major expense and/or complexity such by using marine boardwalks, or by applying for a State Goal 16 exception).
- **Some Probability** that Trail development could extend into the EN or EC zone, but with reasonable opportunity to avoid the impacts (Concept Plan identified alternative alignments, minor route modifications, varying trail types in short sections, etc.)

- **No Apparent Conflict** between identified Trail alignments and types and EN or EC estuary zoning.

Three important caveats apply to this analysis:

- **Estuary zone boundaries along shorelines are NOT tied to property lines or other features.** The shoreline estuary boundary is determined based on the line of mean high water or non-aquatic vegetation. Field investigation or survey may be needed to make a final determination of a given shoreline estuary zone boundary.
- **No Trail-associated advanced planning, survey, or engineering has been conducted** defining the precise line of mean high water or non-aquatic vegetation, the precise boundary of the POTB rail right-of-way or location of the rail line within that right-of-way, nor the precise alignment and specifications of the Trail itself. Further field assessments and planning, and perhaps survey and engineering, will be necessary to make a final determination of the extent that Trail building may impact the estuary.
- **Independent of resolving estuary zoning issues, extensive environmental permitting and potential mitigation and restoration will still be required** if the Trail extends into estuary zones.

The following locations of probable Trail/estuary conflicts, and potential solutions, are intended as general guidance to future Trail planners, builders, and policy makers. Further planning, and perhaps survey and engineering, may be needed to precisely understand the extent of any Trail/estuary conflicts. Note: The icons applied below to the “High Probability” areas of conflict correspond to the icons on the attached estuary zoning maps.

HIGH Probability of Conflict, LIMITED Opportunity for Mitigation

Wheeler to Rockaway Beach (in County)

A Fishery Point Marine Wetland: Shortly after exiting Wheeler, the rail line crosses over (using a causeway) and encloses a marine wetland just east of Fishery Point. Concept Plan maps indicate this un-named wetland is owned by the North Coast Land Conservancy. This Concept Plan-suggested rail-with-trail section includes a rail bridge across the opening in the causeway connecting this wetland to Nehalem Bay. A rail-to-trail solution could also use the causeway.

From the city limits of Wheeler to the east end of the wetland nearest to Wheeler, the estuary zoning along the shoreline is EC. From the east end of the Land Conservancy wetland to Fishery Point, the shoreline estuary zoning is EN. EN zoning is also applied to the wetland itself. The Concept Plan indicates that fill would be required to accommodate a rail-with-trail.

GIS mapping shows the rail bed causeway as excluded from the EN zone. Even if this zone boundary depiction is fully accurate, rail bed widening and fill would probably extend into the EN zone. The same would probably apply to a rail-to-trail solution.

SOLUTIONS

- Switch the Trail to the inland side of the rail line, and/or narrow the Trail surfaces that are on the rail berm causeway to fit the trail without needing fill.** Most of this section is at a significantly lower elevation than US 101. Cuts into the slopes on the inland side of the rail may have to be deepened to accommodate an inland side trail. Widening of the existing rail bridge to accommodate the Trail would also be necessary. *Note: survey and engineering may be needed*

to determine final feasibility, but there is low probability that enough of the rail bed is excluded from the EN zone, or the trail surface can be narrowed enough, for this inland-side option to work.

- B. **Switch the preferred Trail alignment coming out of the City of Wheeler to US 101 and return to the rail right-of-way at Fishery Point.** Opportunities to switch from the rail to the highway and back in this section will be significantly constrained by elevation differences. *Note: The effectiveness of this solution is also inherently limited by circumstances impacting the next section of the Trail. From Fishery Point to Kelly’s Brighton Marina the rail line is also immediately abutting an EN zone. See further discussion below.*

B Fishery Point to Kelly’s Brighton Marina: After turning the corner at Fishery Point, the rail bed and line follows EN-zoned shoreline until reaching the vicinity of Kelly’s Brighton Marina. South of the marina, the shoreline estuary zoning is ED and extends all the way to Rockaway Beach.

The Concept Plan indicates that the Trail will be on bayside of the rail and that fill into the estuary may be required to accommodate a rail-with-trail. Even rail-to-trail may require fill. GIS-based EN zone mapping indicates some separation between the rail bed and the EN zone in this location, but this could simply reflect GIS mapping error. There are still elevation differences between the rail and the highway in this section, although not as considerable as for the preceding Trail section.

SOLUTIONS

- A. **If the EN zone is actually set back from the rail line in this area, needed fill to accommodate the Trail may not have to extend into the zone.** *Note: The line of mean higher high water and the line of non-aquatic vegetation will probably have to be established in the field. Additional survey and engineering may be required to determine feasibility.*
- B. **The Trail could switch to the inland side of the rail line at Fishery Point and stay there until Kelly’s Brighton Marina or until entering Rockaway Beach.** *Note: The Concept Plan does NOT identify the inland side of the rail nor US 101 as an alternative through this section. At a minimum, a field review of this Trail section would be needed to determine inland side or highway feasibility, and further survey and engineering may be necessary.*

Rockaway Beach to Garibaldi (in County)

C Barview to Garibaldi: From just south of Barview Store and extending past a line of homes between the rail line and US 101, the shoreline estuary zoning is EC. This section is characterized by shoreline rip-rap that is above the grade of the rail line. At approximately the intersection of Harborview Drive and the US 101, shoreline estuary zoning changes to EN. The Concept Plan maps this area as “hazardous roadway/narrow shoulder” and also maps the riprap as hazardous. From this point the EN zone extends into the City of Garibaldi Urban Growth Boundary (UGB) and city limits.

The Concept Plan illustrates the bayside of the rail line for a rail-with-trail solution through this section, and indicates that fill will be required. Based on a windshield survey, the proximity of the estuary zoning to the rail line would probably prohibit such a bayside rail bed expansion. There may be enough room for a rail-to-trail solution. *Note: OCSR staff felt there may be enough room to fit in a short section of*

reduced width Trail without widening the rail bed crown. Some Barview residents commenting at an Adoption Project stakeholders meeting felt there wasn't enough room for rail-with-trail.

SOLUTIONS

- A. **Recent estuary shoreline modifications accommodating a new waterline along the rail line created a somewhat widened portions of the rail bed crown. This widened rail bed surface may be enough to accommodate a narrower Trail surface without further bayside fill and/or a rail-to-trail solution.** *Note: The Concept Plan references rip-rap that "confines Trail." Further planning and field visits, or perhaps survey and engineering, will be needed to determine the feasibility of "fitting in" a short section of narrower Trail or a rail-to-trail. The originally planned waterline widening was apparently reduced during the construction permitting process.*
- B. **The Concept Plan illustrates a US 101 Trail alternative coming out of the south end of the City of Rockaway Beach, but this alternative returns to the rail right-of-way at the Barview Store. If the Trail continued along US 101 into Garibaldi, estuary zoning issues would not apply.** *Note: The Concept Plan is silent on the possibility of using US 101 as a Trail alternative for entering the west end of Garibaldi and passing through the City, except for the Map Tile 40 reference to "hazardous roadway/narrow shoulder".*
- C. **Use the inland side of the rail line for the Trail.** *Notes: 1) Some of the homes between the US 101 and the rail line are very close to the rail, and may in fact be on the rail right-of-way, and 2) south of these homes, the rail line and US 101 are very close together. The feasibility of an inland side rail-with-trail would at a minimum involve a careful field review, and probably survey and engineering.*

City of Garibaldi

D Garibaldi City Limits/UGB to 11th Street: The previously described Barview to Garibaldi EN zone extends into the City of Garibaldi to approximately to the line of 11th Street. The EN zone shoreline boundary would appear to prohibit widening of the rail bed prism on the estuary side to accommodate a rail-with-trail along this shoreline. Widening into the estuary to accommodate a rail-to-trail solution may also be necessary.

SOLUTIONS

- A. **Same issues and general solutions as for the Trail section from Barview to Garibaldi,** except that, once inside the Garibaldi city limits, the alignments of the rail line and US 101 somewhat diverge, potentially creating more space to align the Trail on the inland side of the rail line.

Garibaldi to Bay City (in County)

E Miami Cove to Larson Cove: Notes on Concept Plan Map Tiles 42 and 43 are not consistent on whether US 101 or the rail right-of-way is the preferred alignment for the Trail between Miami Cove and Larson Cove (Garibaldi to Bay City), or if sections of both alternatives may be used in some combination. For the purposes of this Adoption Project, it is assumed that the rail right-of-way alignment is preferred over the US 101 alignment. The Concept Plan notes that both rail-with-trail and rail-to-trail solutions are possible.

The rail right-of-way is on the inland side of US 101 through this entire section. The rail alternative therefore does not border estuary zoning until reaching Larson Cove. The enclosed cove, which is

created by the US 101 causeway, is zoned EC between the shoreline along which the rail line runs and the east side of the causeway. The west side (bayside) of the causeway is zoned EN.

If the bayside of US 101 is used for the Trail, highway shoulders are very narrow until reaching the causeway across Larson Cove. A physical widening of the highway to create a safe and adequate shoulder for Trail users would almost certainly extend into the estuary zones, except at Hobsonville Point and a bayside scenic pullout further to the south. There appears to be insufficient space within the current highway cross-section to widen shoulders by simple re-striping to create a safe two-way bicycle/pedestrian lane, except perhaps on the causeway.

There are significant elevation differences between US 101 and rail line at the south end of Larson Cove and entering into Bay City. Use of the US 101 Trail alternative between Miami Cove and Larson Cove (with either a highway-side boardwalk and/or highway shoulder) would require a major ramp structure at Americans with Disabilities Act (ADA)-compliant grades to connect the Trail's proposed highway and rail sections at the south end of Larson Cove

All these circumstance, and the very close proximity of the rail line to the EN zone along the north Bay City shoreline, creates a “ripple effect” of significant challenges to whichever Trail alternative(s) are selected between Miami Cove and Larson Cove and into Bay City.

SOLUTIONS

- A. **Select the rail right-of-way as the preferred alignment.** Except for looping around Larson Cove, there would be no estuary zone issues as the rail right-of-way is inland of US 101. The specific Larson Cove challenge (see discussion above) could be resolved by siting the Trail on the inland side of the rail bed around the edge of the Cove. *Note: The use of the rail right-of-way would require a Trail crossing of the US 101 at or near Hobsonville Point Road near Garibaldi. Sight lines are very poor. The Concept Plan does not indicate whether ODOT was consulted as to the feasibility of a controlled bicycle/pedestrian crossing at this point.*
- B. **Physically widen US 101 on the inland side to permit widened bicycle lanes and shoulders.**
- C. **Build a multiuse bicycle/pedestrian marine boardwalk along the bayside of US 101.** *Note: The Concept Plan exclusively uses the rail right-of-way for the Trail south of Larson Cove. See above for discussion on the challenges in connecting highway and rail sections.*
- D. **Use Hobsonville Point Road for this Trail section.** Hobsonville Point Road extends from the south end of Garibaldi where the rail line crosses to the inland side of US 101, all the way to 4th Street in Bay City. Use of this roadway for the Trail alignment from Garibaldi to Bay City would render moot all of the alignment and estuary zoning issues and most ADA-compliance issues. Unfortunately, Hobsonville Point Road includes some steep grades that may challenge many Trail users. Although as an existing roadway, grades are “grandfathered” under ADA, this assumes there are existing sidewalks and bike lanes. *Note: This roadway is the only roadway specifically mapped and named on Concept Plan Coastal Segment maps that is NOT at some level suggested as a Trail alignment alternative. No information was found as why this roadway was not identified as an alternative.*

City of Bay City

- F Larson Cove to Bay City Jetty:** From the south end of Larson Cove until nearing Hayes Oyster Drive and the Bay City (AKA “Pacific Seafood”) Jetty, the rail line closely follows an EN zoned shoreline. The rail line is well below the elevation of US 101 for most of this section. This local

topography will be a significant challenge to any Trail solution. Fill and/or rip-rap to accommodate a rail-with-trail or even a rail-to-trail would almost certainly extend into the EN zone. The Concept Plan does not propose a Trail alternative using US 101 for this section.

This rail alignment is also closely constrained on both sides by water bodies – on the bayside, marine estuary waters; and on the inland side, wetlands and fresh water draining from surrounding uplands that is partly impounded by the railroad berm.

SOLUTIONS

- A. **Use a widened shoulder of US 101.** *Note: There is a significant elevation change at the south end of Larson Cove complicating any Trail transition from US 101 to the rail line or vice versa. Major ramp or bridge structures would be required to maintain ADA-compliant grades. See additional discussion above.*
- B. **Build an inland side rail-with-trail.** *Note: Significant topographic constraints make simply switching the Trail to the inland side of the rail line from Larson Cove to Bay City highly problematic. At least three areas would require major hillside excavations and construction of very high retaining walls, along with significant woody vegetation removal and major storm drainage modifications. Conversion of the rail bed for a rail-to-trail solution may also involve widening into the estuary or cuts and retaining wall on the inland side (although not as extensive in either case as with rail-with-trail).*
- C. **Use a multiuse bicycle/pedestrian marine boardwalk along the bayside of the rail line.** *Note: Besides the usual challenges with marine boardwalks (design/construction, cost, maintenance), three points of higher elevation land on the bayside of the POTB right-of-way would require extensive excavations and/or meandering of a marine boardwalk well out into Tillamook Bay to accommodate the Trail.*
- D. **Use the Hobsonville Point Road solution as described earlier.**

Probability of Conflict, REASONABLE Opportunity to Mitigate

City of Wheeler

Botts Marsh: Most of Botts Marsh is inside of Wheeler’s UGB and zoned Estuary Development (ED). The north end of Botts Marsh is outside of the UGB and zoned Estuary Natural (EN). A very short section of the rail line abuts this EN zone before crossing under US 101 and heading inland along the Nehalem River. There is also a briefly referenced and partly mapped Trail alignment alternative that uses the Botts Marsh Dike included in the Concept Plan (Map Tile 32).

Some of the rail alignment along Botts Marsh exhibits a similar topographic constraint as with the north Bay City section - significant elevation difference between the rail and the highway. Like north Bay City, this area is also confined by marine estuary waters on one side and wetlands/impounded fresh water to the inland side. The impact is not as great as with Bay City as the abutting estuary zoning is primarily ED and ADA-compliant ramps are not needed to make alignment alternatives and trail types shown in the Concept Plan workable.

SOLUTIONS

- A. **By using a short Trail boardwalk or temporarily narrower Trail**, the EN zone conflict with the rail line Trail alternative under US 101 around the north end of Botts Marsh is probably easily mitigated.
- B. **If no fill or widening was required, a paved multiuse Trail atop the Botts Marsh Dike would not conflict with EN zoning.** The larger challenges with the Dike alternative are:
 - To get Trail users from the US 101 bridge to the Dike some combination of multiuse boardwalk and highway shoulder expansion will be required. Both improvements would probably impact the EN zone.
 - An at-grade crossing of US 101 at the Oregon 53 intersection would also be required to get Trail users back to the Trail as it turns inland up the Nehalem River.

Vosberg Creek: There is a narrow area of EN zoning along the shoreline on either side of Vosberg Creek. This EN zone also extends inland up the creek for a short distance. Both the POTB right-of-way (the preferred Trail alignment) and US 101 (the alternative Trail alignment) already cross this “inland” EN zone. The rail line crosses Vosberg Creek on a bridge. Any widening of the rail bed crown or the rail bridge to accommodate the Trail would appear to impact the EN zone.

SOLUTIONS

- A. **Widen or replace the rail bridge to accommodate a rail-with-trail or rail-to-trail, and build a short multiuse boardwalk across the remainder of the EN zone.**
- B. **Switch the Trail to the shoulder of US 101 at this point.** *Note: The Concept Plan does indicate that the highway shoulder from Vosberg Creek to Fishery Point would have to be widened. This may impact the EN zone anyway. Also, using the US 101 alternative eliminates a long and scenic stretch of possible trail within the rail corridor between Wheeler and Rockaway Beach.*

City of Garibaldi

Miami Cove: The upper end of Miami Cove, and the rail right-of-way through this area, is outside of the Garibaldi UGB/city limits. The abutting estuary is zoned EC. The rail line is bridged across the Miami River’s confluence with the Cove. The rail right-of-way then re-enters the Garibaldi city limits for a short stretch until just past the intersection of US 101 and Hobsonville Point Road. Only two short sections of the rail line border the EN zone through this “back in the city” area. At this point, the rail line exits the city limits and crosses to the inland side of US 101. As with other Coastal Segment areas, the Concept Plan indicates that rail-with-trail and rail-to-trail are both possible.

SOLUTIONS

- A. **The Trail could be located on the inland side of the rail line around the upper end of Miami Cove and across the Miami River.**
- B. **There may be sufficient room for short stretches of a widened rail bed that doesn’t extend into the EN zone.** *Note: Survey and engineering may be need to determine feasibility.*
- C. **Alternatively, short marine boardwalk(s) could be used to span these short Trail sections along the EN zone.**

City of Bay City

D Street to Seattle Avenue: Past the line of D Street until the line of Seattle Avenue in downtown Bay City, the estuary shoreline is zoned EN. In sharp contrast to the Trail alternatives north of downtown, the rail bed and US 101 are in close proximity and at similar elevations in this location.

SOLUTIONS

- A. **The Concept Plan suggests using the US 101 shoulder to skirt this shoreline area.**
- B. **There is also a wide grassed drainage area between the inland side of the rail line and US 101 that could be used for a short “street-adjacent” multiuse trail (or an expanded highway shoulder).** *Note: Three existing railroad crossings south of the downtown core and past this EN zone would provide for safe return by bicycle and pedestrian Trail users to the west side of the rail line.*

NO Apparent Conflicts

City of Wheeler

Estuary Wetland @ Hemlock Street: A small remnant estuary wetland zoned EN lies just east (inland) of US 101 and is bounded by Hemlock Street and 1st Street. Zimmerman Creek flows through this wetland. The rail corridor is separated from this wetland by US 101 and therefore **Trail development should NOT impact this EN zoned area.**

City of Rockaway Beach

Entire City: Rockaway Beach is not on an estuary; **thus no Trail/estuary zone conflicts are encountered.**

Rockaway Beach to Garibaldi (in County)

Rockaway Beach to Barview: From the south-end of the Rockaway Beach UGB until reaching the commercial area of the unincorporated community of Barview, the rail right-of-way is nowhere near the estuary shoreline or estuary zones.

City of Garibaldi

Downtown Garibaldi to Miami Cove: Once past the line of 11th Street until reaching the east city limits along Miami Cove, **there are no conflicts between Trail siting and estuary zones.**

City of Bay City

Bay City/Pacific Seafood Jetty: The jetty and the immediately abutting estuary east and west of the jetty are zoned ED, thus **there are no estuary zoning conflicts with either the rail-with-trail or a rail-to-trail options cited in the Concept Plan.**

South End of Downtown: Past the line of Seattle Avenue, the rail line and the shoreline diverge, and from this point to the south city limits/UGB there are **no other areas of Bay City where estuary zoning and trail development would conflict.**

Bay City to Tillamook (in County)

Hathaway Slough: Both the US 101 and the rail right-of-way Trail alternatives shown in the Concept Plan cross over a narrow EN zoned area associated with Hathaway Slough. This is apparently a recent rezoning associated with the property being acquired by a land conservancy. Both these crossings are presently bridged. **Widening of the bridges may be necessary, but could be conditionally permitted in the EN zone.**

City of Tillamook

Entire City: Four estuary influenced waterways cross potential Trail alignments within the city limits. **All four waterways are zoned Estuary Conservation (EC) and any Trail sections across the waterways could be bridged.**

South Tillamook City Limits to Tillamook Airport (in County)

Unincorporated Area: The land included in the Local Adoption Project study area is entirely east of US 101 and distant from the Tillamook Bay Estuary. **There is no estuary zoning of any sort of the east side of the highway.** There are no preferred or alternative Trail alignments identified by the Concept Plan. The Trask River is zoned EC but only on the west side of US 101.

Bridges

Between the north end of Wheeler and the Tillamook Creamery at the north end of Tillamook, 15 rail bridges span rivers, creeks, and sloughs entering the Tillamook Bay and Nehalem estuaries or the Pacific Ocean. Whatever the ultimate Trail type decision, these bridges will have to be modified or replaced.

For rail-with-trail, bridge widening may simply not be an economically or structurally practical decision. Existing bridges generally accommodate an 8-foot-wide rail section with 4-foot-wide access platforms on either side. The bridges would have to be approximately another 16 feet wide to accommodate a state standard multiuse Trail along with retention of the rail. The more practical and economical solution for rail-with-trail is probably the addition of a second parallel bridge.

For rail-to-trail, the typical 16-foot rail bridge would be of adequate width, but, at a minimum, decking would have to be replaced.

All bridges would need to be inspected for structural integrity and appropriately upgraded as part of Trail construction.



FIGURE A: ESTUARY ZONING

Tillamook County

Wheeler

- Trail Alignment**
- Trail Alignment
 - City Limits
 - Urban Growth Boundary (2014)
- Estuary Zoning**
- Estuary Development (ED)
 - Estuary Conservation 2 (EC-2)
 - Estuary Conservation 1 (EC-1)
 - Estuary Conservation Aquaculture (ECA)
 - Estuary Natural (EN)

0 0.25 0.5 Miles

Source Layer Credits: Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, Esri, Mapbox, and the GIS User Community

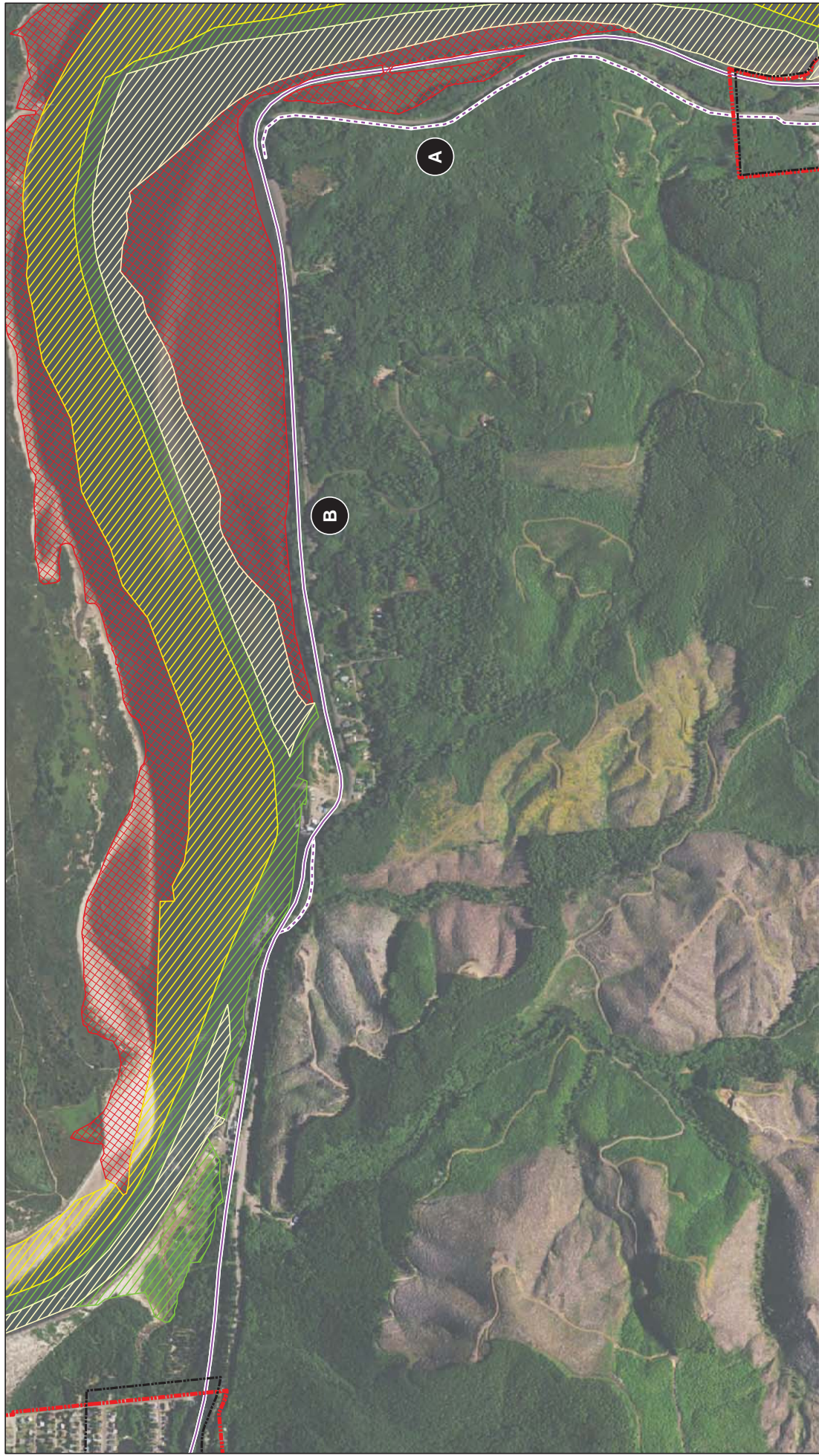


FIGURE B: ESTUARY ZONING

Tillamook County

- Estuary Zoning**
- Estuary Development (ED)
 - Estuary Conservation 2 (EC-2)
 - Estuary Conservation 1 (EC-1)
 - Estuary Conservation Aquaculture (ECA)
 - Estuary Natural (EN)

- Trail Alignment**
- Trail Alignment Alternative
 - City Limits
 - Urban Growth Boundary (2014)

0 0.25 0.5 Miles

Source: Layer Credits, Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, Aero, Compaq, Airphoto, IGN, SP, Swirevision, and the GIS User Community

Wheeler to Rockaway



FIGURE C: ESTUARY ZONING

Tillamook County

Rockaway Beach

- Estuary Zoning**
- Estuary Development (ED)
 - Estuary Conservation 2 (EC-2)
 - Estuary Conservation 1 (EC-1)
 - Estuary Conservation Aquaculture (ECA)
 - Estuary Natural (EN)

- Trail Alignment
- Trail Alignment Alternative
- City Limits
- Urban Growth Boundary (2014)

Parametrix
 5050 NE Rockaway Beach Road, Astoria, OR 97103
 Phone: 503.325.8600
 www.parametrix.com

Scale: 0, 0.25, 0.5 Miles






Source Layer Credits: Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, SPS, swisstopo, and the GIS User Community






FIGURE D: ESTUARY ZONING

Tillamook County

Rockaway to Garibaldi

- Estuary Zoning**
-  Estuary Development (ED)
 -  Estuary Conservation 2 (EC-2)
 -  Estuary Conservation 1 (EC-1)
 -  Estuary Conservation Aquaculture (ECA)
 -  Estuary Natural (EN)

- Trail Alignment**
-  Trail Alignment Alternative
- City Limits**
-  City Limits
 -  Urban Growth Boundary (2014)

Parametrix
 1000 NE Oregon Street, Suite 200, Portland, OR 97232
 Phone: 503.546.4600 | www.parametrix.com

0 0.25 0.5
 Miles

Source: Esri, DeLorme, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, SPP, Swisstopo, and the GIS User Community

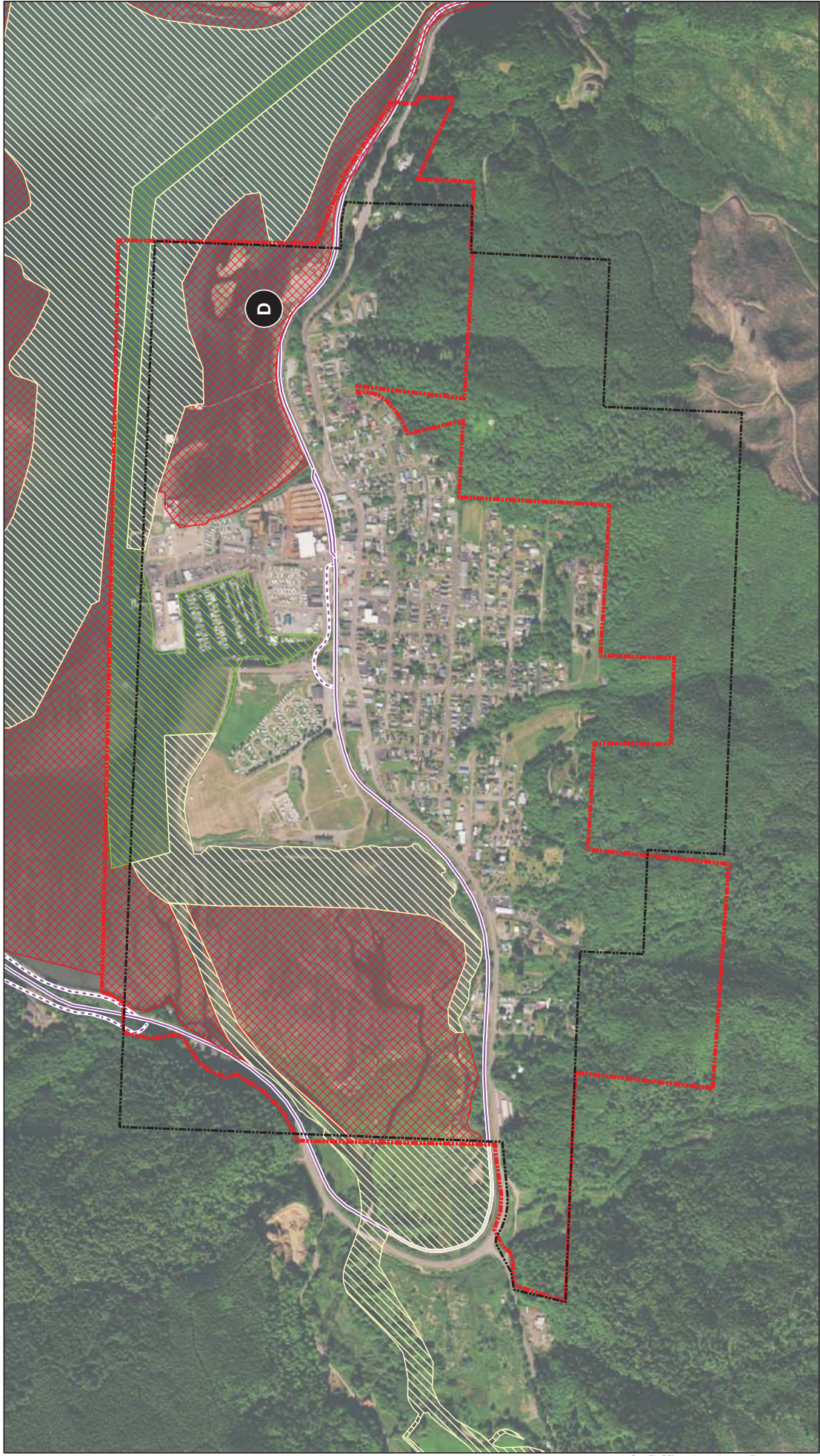


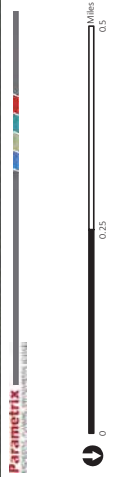
FIGURE E: ESTUARY ZONING

Tillamook County

Garibaldi

- Estuary Zoning**
- Estuary Development (ED)
 - Estuary Conservation 2 (EC-2)
 - Estuary Conservation 1 (EC-1)
 - Estuary Conservation Aquaculture (ECA)
 - Estuary Natural (EN)

- Trail Alignment**
- Trail Alignment Alternative
 - City Limits
 - Urban Growth Boundary (2014)



Source: City of Garibaldi, Oregon, for Parametrix, Inc. Data: Aerial Imagery, GIS, and the US User Community. Digitized by Parametrix, Inc. 2014. All rights reserved.



FIGURE F: ESTUARY ZONING

Tillamook County

Garibaldi to Bay City

- Estuary Zoning**
- Estuary Development (ED)
 - Estuary Conservation 2 (EC-2)
 - Estuary Conservation 1 (EC-1)
 - Estuary Conservation Aquaculture (ECA)
 - Estuary Natural (EN)

- Trail Alignment**
- Trail Alignment Alternative
 - City Limits
 - Urban Growth Boundary (2014)

Parametrix
 CONSULTING ENGINEERS ARCHITECTS

Scale: 0 to 0.5 Miles

Source Layer Credits: Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroX, Compaq, Aerial, IGN, etc., swisstopo, and the GIS User Community

Document Path: P:\1284_Silverberry\Code\mapdoc\Fig_K_City_E.zmx; Mapbook.mxd

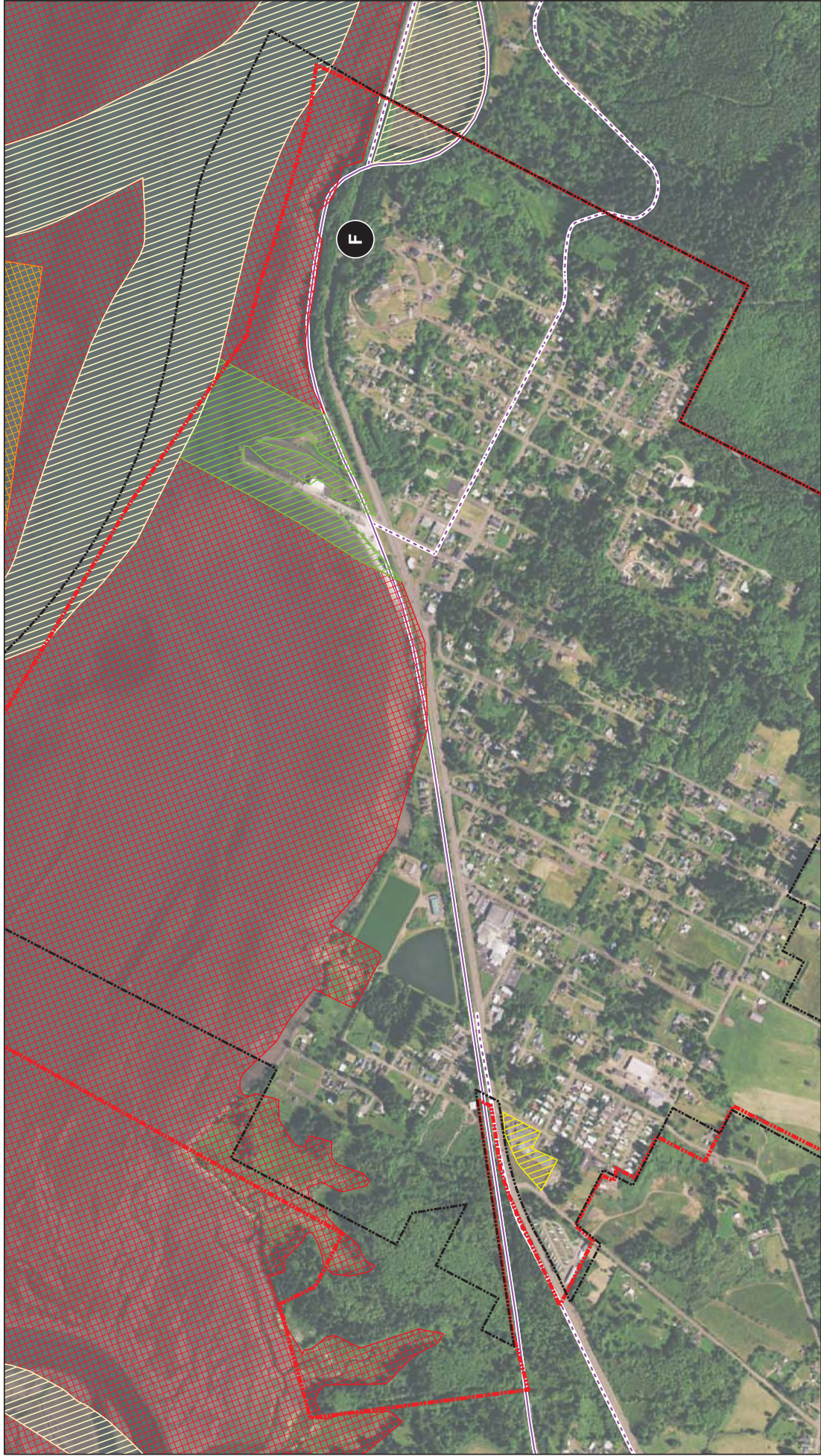





FIGURE G: ESTUARY ZONING

Tillamook County

Bay City

- Estuary Zoning**
-  Estuary Development (ED)
 -  Estuary Conservation 2 (EC-2)
 -  Estuary Conservation 1 (EC-1)
 -  Estuary Conservation Aquaculture (ECA)
 -  Estuary Natural (EN)

- Trail Alignment**
-  Trail Alignment Alternative
 -  City Limits
 -  Urban Growth Boundary (2014)

Parametrix
PLANNING AND CONSULTING SERVICES

0 0.25 0.5 Miles

Source Layer Credits: Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, Aero, GeoEye, IGN, GeoEye, and the GIS User Community

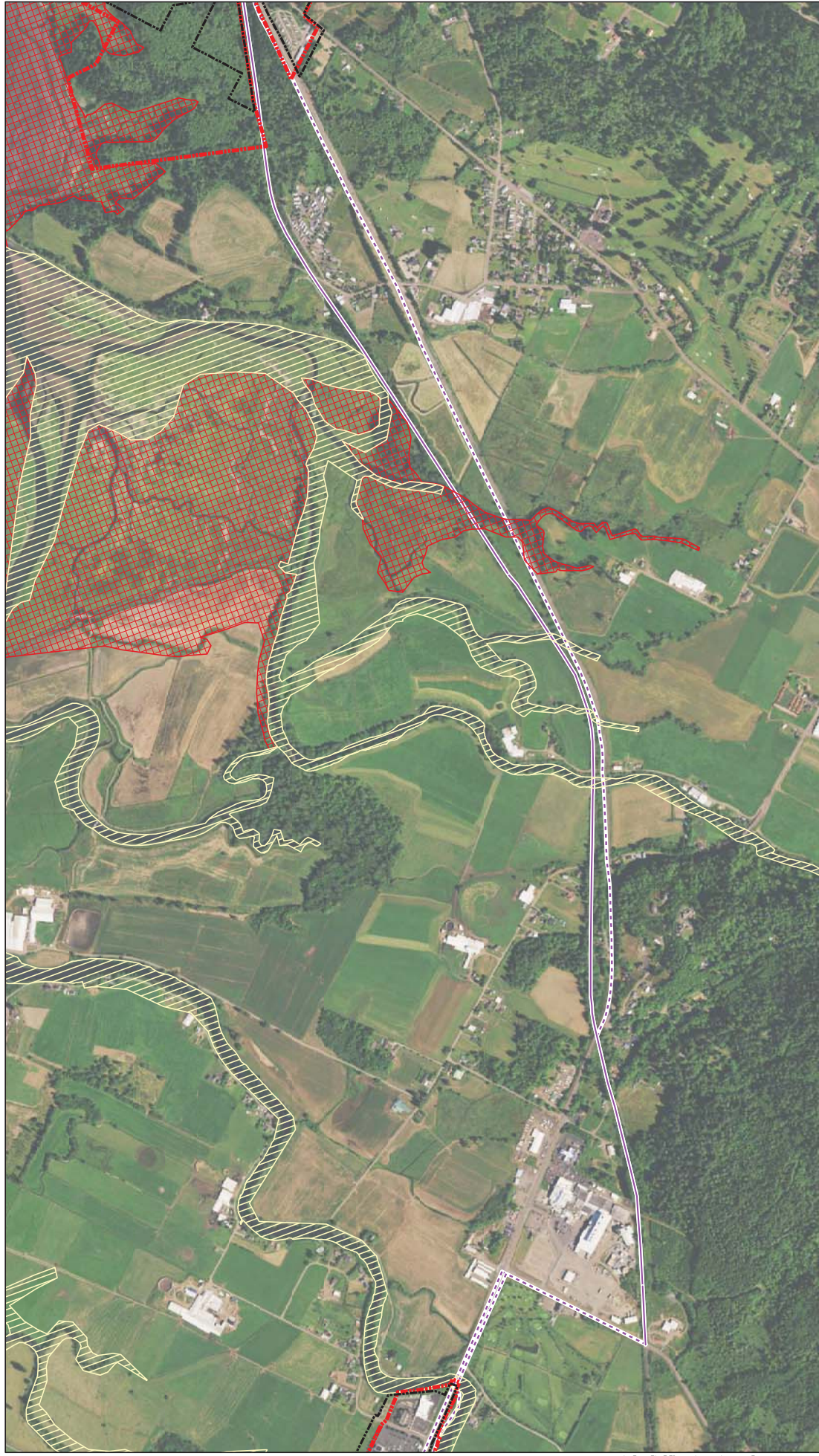


FIGURE H: ESTUARY ZONING

Tillamook County

Bay City to Tillamook

- Estuary Zoning**
- Estuary Development (ED)
 - Estuary Conservation 2 (EC-2)
 - Estuary Conservation 1 (EC-1)
 - Estuary Conservation Aquaculture (ECA)
 - Estuary Natural (EN)

- Trail Alignment Alternative**
- Trail Alignment Alternative
 - City Limits
 - Urban Growth Boundary (2014)

Parametrix
 CONSULTING ENGINEERS AND ARCHITECTS



Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, SPS, Swisstopo, and the GIS User Community



FIGURE I: ESTUARY ZONING
 Tillamook County
 Tillamook

- Estuary Zoning**
- Estuary Development (ED)
 - Estuary Conservation 2 (EC-2)
 - Estuary Conservation 1 (EC-1)
 - Estuary Conservation Aquaculture (ECA)
 - Estuary Natural (EN)

- Trail Alignment**
- Trail Alignment Alternative
 - City Limits
 - Urban Growth Boundary (2014)

Parametrix
 CONSULTING ENGINEERS ARCHITECTS

Scale: 0 to 0.25 Miles

Source Layer Credits: Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, SIO, Mapbox, and the GIS User Community



FIGURE J: ESTUARY ZONING
Tillamook County

- Estuary Zoning**
- Estuary Development (ED)
 - Estuary Conservation 2 (EC-2)
 - Estuary Conservation 1 (EC-1)
 - Estuary Conservation Aquaculture (ECA)
 - Estuary Natural (EN)

- Trail Alignment**
- Trail Alignment Alternative
 - City Limits
 - Urban Growth Boundary (2014)

Parametrix
EXCELLENCE IN PLANNING AND DESIGN SERVICES

0 0.25 0.5 Miles

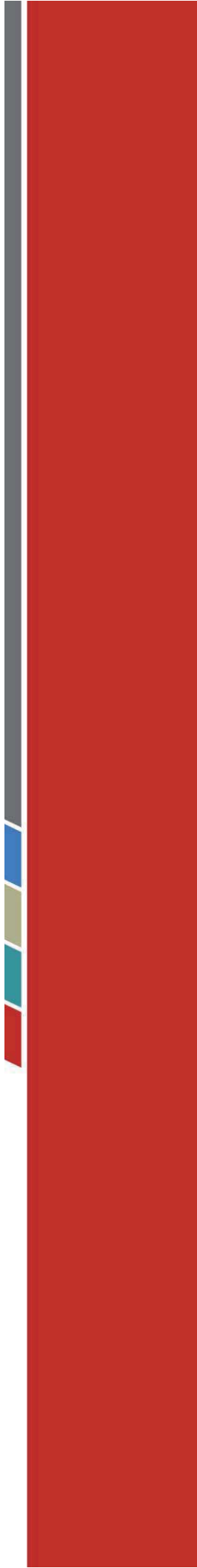
Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, SPP, Swirevision, and the GIS User Community

Tillamook To Air Museum

Appendix C

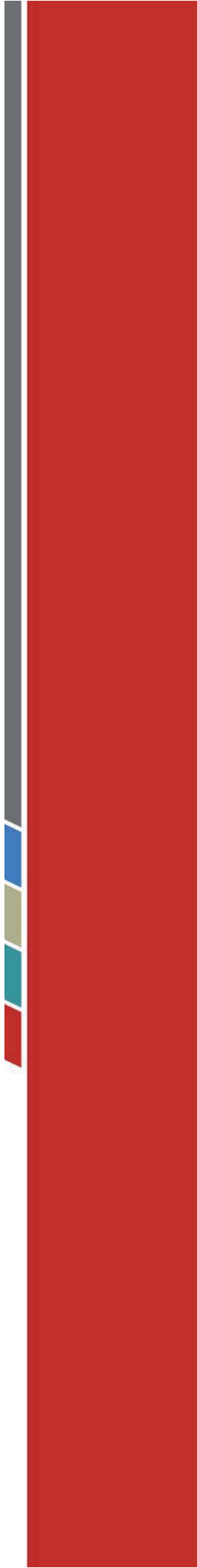
Local Port Assessments

Available August 2016



Appendix D

TSP Assessment for the City of Bay City



TECHNICAL MEMORANDUM

DATE: April 14, 2016
TO: Sabrina Pearson, City of Bay City
FROM: Jim Rapp, Parametrix
SUBJECT: DRAFT - Bay City Transportation System Plan Suggested Amendments
CC:
PROJECT NUMBER: 274-2284-018
PROJECT NAME: Salmonberry Trail Local Adoption Project

LOCAL ADOPTION PROJECT BACKGROUND

The Port of Tillamook Bay is sponsoring a Local Adoption Project (project) to include references and policies with respect to the planned Salmonberry Trail into the comprehensive and transportation plans of the six coastal Tillamook County jurisdictions through which the Salmonberry Trail will eventually pass. The City of Bay City is one of these jurisdictions, and several city plans were evaluated for inclusion into the plan amendment process. These were the 2007 Comprehensive Plan, 2003 Downtown Transportation Plan (DTP), 2002 Vision Plan, and a 2000 Parks Master Plan. The Comprehensive Plan and DTP were selected for amendment via a process that included meetings with City officials and a Bay City public meeting. The process and outcomes can be found in the Project report Salmonberry Trail: Adopting the Trail into Tillamook Area Comprehensive and Transportation Plans, March 2016. This document is available for download on the Port's website.

Subsequent to publication of the March 2016 version of the Project report, the Project consultant was made aware that the City had adopted a Transportation System Plan (TSP) in 2010. This information had not been previously been supplied by the City or other parties involved in the Project, nor was the TSP published on the City's then current website. In early April 2016, Bay City's city planner provided a copy of the adopted TSP for analysis. The adopted TSP also contained the additional new information (to the Project consultant) that the 2002 DTP had never actually been adopted by the City, and that the TSP had formally supplanted the DTP. There are two immediate outcomes to this new information:

- Information, analysis, and recommendations for the DTP will be deleted from the Project report. Amendments to the DTP are not necessary as this City plan has been replaced and, in any event, was never adopted; therefore there is nothing to amend and/or submit to the state.
- A set of suggested amendments for the 2010 TSP were developed. These are summarized below.

SUGGESTED TSP AMENDMENTS

The 2010 Bay City TSP is organized into five main sections:

1. Planning Process
2. Executive Summary
3. Technical Memorandum #1 – Conditions, Efficiencies, and Needs
4. Technical Memorandum #2 – Transportation Alternatives
5. Technical Memorandum #3 – Final Recommend Code and Policy Amendments

Suggested amendments for incorporating the Salmonberry Trail into the 2010 Bay City TSP are organized around these five sections. Deletions to the current TSP are in ~~striketrough~~, additions in bold and yellow highlight, with unchanged wording left in plain text. Please note that the TSP does recommend some changes to the Comprehensive Plan by adding in elements of the DTP or with respect to trail and other bicycle and pedestrian facilities. As best as can be determined by the Project consultant, these Comprehensive Plan changes have never been made and are outside of the scope of this Project. The 2010 TSP also makes two to three references to a “pathway along railroad” project or similar wording. As applicable, these references are proposed to be updated using the current name – the Salmonberry Trail.

1. Planning Process

Amend “Background” section (numbered page 1 but actually page 5, third paragraph from top).

A residential neighborhood in the southwest portion of Bay City that is west of Highway 101 is accessed via Warren Street. Warren Street provides the only access for this residential coastal shoreland neighborhood. A slight misalignment of the narrow Warren Street right-of-way at the Highway 101 intersection makes crossing Highway 101 difficult at this intersection. In addition, operation of the Port of Tillamook Bay railroad that parallels Highway 101 to the west through Bay City poses the potential to block access to Warren Street and the neighborhood west of Highway 101, **although, with the cessation in 2007 of any regular freight rail services on the railroad, this potential is now limited and will be further reduced with the establishment of the regional multiuse bicycle and pedestrian Salmonberry Trail within the rail right-of-way.**

2. Executive Summary

Add new “Regional Trails” section below (to end of page 15).

Regional Trails

In addition to the Oregon Coast Bicycle Route that is designated along US 101 through Bay City and many other coastal cities and communities, the planned regional multiuse bicycle and pedestrian Salmonberry Trail will generally, but not exclusively, follow the 83-mile-long Port of Tillamook Bay rail right-of-way between Banks, Oregon, in Washington County to the Tillamook Airport south of the City of Tillamook in Tillamook County. Rail service connectivity along this right-of-way through the Oregon Coast Range and the Salmonberry Canyon was lost at multiple sites as a result of severe storms and flooding in 2007. The Port does not presently plan to restore the sections of damaged or destroyed rail infrastructure through the Oregon Coast Range and the Salmonberry Canyon. Rail infrastructure west of the former community of Enright and along the Oregon Coast is relatively intact.

The Port of Tillamook Bay is currently partnering with state agencies and local government jurisdictions and interest groups to plan and build the Salmonberry Trail within sections of the rail right-of-way. A Salmonberry Trail Concept Plan was completed in 2015. The Concept Plan illustrates or cites the possibility of rail-with-trail and rail-to-trail designs. The rail-with-trail design accommodates the continuation of current passenger rail service between Enright and the City of Garibaldi, with possible extension to the City of Tillamook. The current passenger rail service is provided by the Oregon Coast Scenic Railroad. The rail-with-trail design would also accommodate local freight rail services. A rail-to-trail design would use the rail bed exclusively for bicycle and pedestrian traffic.

The City supports the development of the planned regional multiuse bicycle and pedestrian Salmonberry Trail that will pass through the City by utilizing the Port of Tillamook Bay rail right-of-way and/or by sharing portions of local vehicular streets or US 101.

Modify “Table 1. Improvement Projects (through 2030).”

Project	Timing	Draft Cost Estimate
Warren Street and US 101	Medium	\$200,000
Hayes Oyster Drive and US 101	Short	\$2,000,000
Downtown Streetscape	Short	\$2,500,000
McCoy Avenue and US 101	Medium	200,000
Traffic Calming on Williams and 16th	Short	\$9,000
Traffic Calming on 4th	Medium	\$8,000
Traffic Calming at 5th and Hayes Oyster	Medium	\$3,000
Pathway along Railroad Salmonberry Trail	Long	\$900,000 \$2,000,000
5th Street Intersection with US Highway 101	Short	N/A
Pedestrian bridge at Hayes Oyster and US 101	Long	\$3,500,000
Pedestrian bridge at Warren and US 101	Long	\$3,000,000
Total Costs		\$13,420,000

3. Technical Memorandum #1

Chapter 3. Inventory of Existing Conditions

Amend “Pedestrian Facilities” (page 3-2).

Pedestrians currently walk on the roadways or along gravel paths adjacent to the paved roads. There are no marked crosswalks or formal off-street paths in or adjacent to downtown Bay City. There is a need to encourage the development of a more walkable community with pedestrian facilities along the railroad right of way, two pedestrian crossings of US 101, and a more complete system throughout the city. **The planned regional multiuse bicycle and pedestrian Salmonberry Trail that will pass through the City by utilizing the Port of Tillamook Bay rail right-of-way, and/or by sharing portions of local vehicular streets or US 101, will contribute to the development of a more walkable community.**

Amend “Bicycle Facilities” (page 3-5).

US 101 has been designated as the Oregon Coast Bicycle Route and each year thousands of cyclists travel on the shoulders of this highway. Most cyclists travel southbound in the direction of prevailing winds. There are no on-street bicycle lanes, designated bike routes, shared use paths or secure bike parking facilities in Bay City. Pedestrian and bicycle trip generators in Bay City include the post office, city park, library, the Bay City Arts Center, the Methodist church, and businesses, such as Art Space, Pacific Oyster, Downie’s Cafe, Center Market and The Landing. **The planned regional multiuse bicycle and pedestrian Salmonberry Trail that will pass through the City by utilizing the Port of Tillamook Bay rail right-of-way, and/or by sharing portions of local vehicular streets or US 101, will contribute to the development of a more walkable community and will provide an alternative to using US 101 for the Oregon Coast Bicycle Route.**

Amend “Transit and Intermodal Travel” (page 3-5, third paragraph).

The local railroad does not provide service to Portland, as it is used for distribution of freight. The local excursion train does not stop in Bay City, nor does Amtrak have a local stop. Up until 2007, the rail line provided twice daily transport of goods including logs and milled lumber from Portland to an interchange yard in the Hillsboro Forest

Grove area, where the loads were shunted on to their final destination. A fun run train is in operation from Garibaldi to Wheeler and could stop in Bay City. The rail right of way in Bay City is 60 feet wide and provides connectivity between Warren Street and Hayes Oyster Drive. There has been some discussion of using this right of way for pedestrian and bicycle purposes.

The Port of Tillamook Bay (POTB) railroad track runs north-south along the west side of U.S. 101. Before 2007, the POTB railroad track carried freight rail traffic from coastal Tillamook County to the Portland metropolitan area. In 2007, rail infrastructure east of the former community of Enright and through the Oregon Coast Range and the Salmonberry Canyon was severely damaged or destroyed by storms and flooding. The Port has no current plans to restore the rail infrastructure east of Enright and through the Oregon Coast Range and the Salmonberry Canyon. Both passenger and freight rail services are therefore currently limited to the Oregon Coast and the lower reaches of the Nehalem River west of Enright.

The Port currently leases use of its rail right-of-way to the nonprofit Oregon Coast Scenic Railroad, which operates a seasonal passenger rail service between Enright and the City of Garibaldi. The Oregon Coast Scenic Railroad is also considering expansion of passenger rail services to serve the City of Bay City and the City of Tillamook, as well as developing other visitor services and amenities that would use the rail line.

A Salmonberry Trail Concept Plan was completed in 2015. The Concept Plan illustrates or cites the possibility of rail-with-trail and rail-to-trail designs. The rail-with-trail design accommodates the continuation of current passenger rail service between Enright and the City of Garibaldi, with possible extension to the City of Tillamook. The rail-with-trail design would also accommodate local freight rail services. A rail-to-trail design would use the rail bed exclusively for bicycle and pedestrian traffic.

Chapter 6. Summary of Deficiencies and Needs

Amend “Bicycle and Pedestrian Improvements” (part 3c, page 6-2).

The Port of Tillamook Bay (POTB) Railroad right-of-way through Bay City is 60' in width, and is a 10 mph to 15 mph freight line that runs up to twice daily. The planned regional multiuse bicycle and pedestrian Salmonberry Trail that will pass through the City by utilizing the Port of Tillamook Bay rail right-of-way, and/or by sharing portions of local vehicular streets or US 101, will provide for through bicycle and pedestrian traffic and contribute to the development of a more walkable community and to opportunities to connect Hayes Oyster Drive with West Warren Street and the Larson Cove, Goosepoint, and Kilchis Point Reserve areas.

4. Technical Memorandum #2

Amend “Summary of Deficiencies and Needs,” (Section 1.1.5: “Bike and Pedestrian System Improvements Projects”, part c, p. 1-3).

The planned regional multiuse bicycle and pedestrian Salmonberry Trail that will pass through the City by utilizing the Port of Tillamook Bay rail right-of-way Port of Tillamook Bay Railroad right-of-way could will provide an opportunity opportunities to connect (with a pedestrian and bicycle facility) Hayes Oyster Drive with West Warren Street and the Larson Cove, Goosepoint, and Kilchis Point Reserve areas.

Amend “Chapter 3. Financing of Public Projects, Section 3.5 Grant Opportunities” (page 3-9).

GRANT OPPORTUNITIES FOR TRAILS OFF ROAD TRAILS AND RAILS TO TRAILS PROJECT

The Bay City TSP PAC has identified a need for the completion of three major trail projects. The first project (the Salmonberry Trail a pathway along the railroad) is the only one of the three to be included in the transportation

plan. The completion of the Jacoby Creek and Patterson Creek trails have been determined to be primarily recreation and parks projects and will not be considered in the financial evaluation of the transportation system. However, the project team has assembled information on potential funding sources for these projects as well as ~~the Rails-to-Trails~~ **other trail projects**.

Add new subsection to “Chapter 5. Pedestrian and Bike System Improvements,” (new opening subsection of Section 5.3: “Other Improvements for Pedestrian and Cyclists,” page 5-7).

Salmonberry Regional Trail

The City supports the development of the planned regional multiuse bicycle and pedestrian Salmonberry Trail that will pass through the City by utilizing the Port of Tillamook Bay rail right-of-way, and/or by sharing portions of local vehicular streets or US 101.

Amend “Chapter 6. Future Transportation System” by modifying Table 6-1, “Improvement Projects in 20-year Plan.”

This is the same table as in the TSP Executive Summary with the same modifications as suggested.

5. Technical Memorandum #3

TSP Technical Memorandum #3 proposes a series of changes relating to transportation to the City’s Comprehensive Plan and other City Codes. Based on the adoption date for the TSP (2010) and date of the current Comprehensive Plan (2007) provided for the Local Adoption Project, it appears none of the suggested TSP amendments have ever been adopted.

Nonetheless for the sake of internal TSP consistency, Section 5.4 should be amended to read:

GRANT OPPORTUNITIES FOR TRAILS ~~OFF-ROAD TRAILS AND RAILS-TO-TRAILS PROJECT~~

The Bay City TSP PAC has identified a need for the completion of three major trail projects. The first project (**the Salmonberry Trail** ~~a pathway along the railroad~~) is the only one of the three to be included in the transportation plan. The completion of the Jacoby Creek and Patterson Creek trails have been determined to be primarily recreation and parks projects and will not be considered in the financial evaluation of the transportation system. However, the project team has assembled information on potential funding sources for these projects as well as ~~the Rails-to-Trails~~ **other trail** projects.