



Transportation System Plan



Chapter 1 Executive Summary

1 Executive Summary

For the past decade, McMinnville policy-makers, staff and citizen volunteers have been preparing the City's long-range plan for growth. When originally drafted in 2003, the Growth Management and Urbanization Plan helped establish the City's *vision* for McMinnville:

a compact and livable community.

In support of the vision, stakeholders in the planning process also confirmed certain urban design principles to guide development through the City's land use and transportation plans. These core urban design principles include:

- preserving open space,
- preventing commercial strip development along arterials,
- promoting transit and pedestrian-oriented development,
- providing for economic growth and housing opportunities,
- strengthening the City's historic downtown, and
- connecting neighborhoods and land uses.

McMinnville initiated its Transportation System Plan (TSP) effort in 2005 to address statewide planning requirements. The purpose of the TSP is to identify a multi-modal plan that serves the City's long-range land use plan for growth. The TSP is for the 2003-2023 planning period¹.

A dozen citizens were invited by the City Council to serve on the Plan's Transportation Advisory Committee to ensure that the TSP reflects the needs of the community. At the Committee's first meeting in November, 2006, the question was posed:

"What transportation issues do you feel need to be addressed in the TSP?"

Their response was telling, remarkably poignant and certainly aspirational:

- *Livability* – keep McMinnville's "Home Town" feel for generations to come
- Retain McMinnville's *sense of place*
- *Funding* - "How do we pay for it?"
- Impacts of proposed Newberg-Dundee Bypass and affect on local growth
- Accommodate growth differently – "let's not become another [insert offending city name here]"
- *Bicycle* lanes and a connected system are needed
- Travel in McMinnville to be an "experience" - with pleasant visual amenities
- McMinnville should be *pedestrian-focused* - facilities and network for safety and circulation
- *Transit will become more important* and help link activity centers, also pedestrian-focused,
- *Better linkages* between Downtown and neighborhoods
- The idea of passenger rail service to Portland should be explored
- Concern over City's major arterials, to, through and from McMinnville
- Desire a comprehensive transportation plan that *accommodates growth, keeps traffic moving, conserves energy and reduces pollution, and*
- Concern for public safety

How Was The TSP Prepared?

The City of McMinnville has undertaken a study of the city-wide transportation system to address the combined impacts of urban development and major transportation improvements. The TSP study effort began in September 2005 with the inventory and assessment of the City's current transportation system.

In 2006 and 2007 the City worked with the Oregon Department of Transportation (ODOT) to prepare a travel demand model for the McMinnville urban area. The Model now enables the City to test the impact of future scenarios in a more detailed examination of future

traffic demand on McMinnville's major streets. The TSP study also included a comprehensive evaluation of all aspects of the transportation system, including street, transit, pedestrian, bicycle and freight mobility (trucking and rail). The study is culminated in the McMinnville TSP.

The McMinnville TSP was prepared with input from technical, policy, and community based sources. Inter-jurisdictional coordination and technical input in the study and review of the draft TSP was conducted through meetings with ODOT, the Department of Land Conservation and Development (DLCD) and Yamhill County.

A **Transportation Advisory Committee** (TAC) was formed, consisting of twelve citizens, appointed by the City Council, representing various neighborhood, bicycle, pedestrian and commercial/industrial interests. The TAC met four times to review and discuss incremental findings and recommendations of the TSP components, helping refine the ultimate TSP recommendations.

Public hearings were held with the McMinnville Planning Commission and City Council to discuss, revise and adopt the TSP findings and recommendations.

McMinnville's TSP is an integrated compilation of a number of sections, including guiding goal and policies (Chapter 2), individual modal plans (Chapters 4-8), a funding plan (Chapter 9), and an implementation plan (Chapter 10).

In addition to local citizen concerns, McMinnville prepared its Plan to meet statewide planning requirements. As one of the states' growing urban areas, McMinnville is tackling a variety of issues that can really be boiled down to one question: "How do you manage transportation growth to meet the City's vision?"

As is reflected in the next nine chapters, McMinnville's answer is essentially:

Complete Streets

The historic layout and development of McMinnville's major land use and street system, combined with other natural geographic constraints, is limiting the city's ability to identify new street routes to address the impacts of growth. From a city-wide perspective there are too few east-west arterial connections spanning McMinnville. An example, Baker Creek Road and the combination of West 2nd Street and Wallace Road (major east-west routes) help frame the northwest corner of McMinnville. In between are the Michelbrook Country Club golf course and the city's park, and on the edges are well-established residential neighborhoods. Realistically, there are no options to align a new arterial through existing neighborhoods and the Michelbrook Country Club. Given these constraints, the TSP development process naturally evolved with measures to optimize use of existing corridors, and ways to manage traffic conditions and enhance multi-modal access and safety along existing routes.

The McMinnville TSP was purposefully designed to address aforementioned stakeholder issues and statewide planning requirements. Given the city's limited transportation network options, the TSP process and outcomes aligned neatly with the emerging *Complete Street*² paradigm shift in transportation planning.

McMinnville's TSP recommends the *completion* of several of the City's major arteries and other *streets* by means of additional bicycle facilities, sidewalks and curb ramps and traffic turn lanes so that all travelers have a safe means to move about the City. The City's main arteries have already been laid out. Options for new routes are severely limited, given the many natural and man-made constraints in and around the McMinnville Urban Growth Boundary (UGB) area. Addressing McMinnville's TSP from a *Complete Street* perspective is not only natural, but uniquely local. Essentially, a *Complete Streets* policy ensures that the entire right of way is routinely designed and operated to enable safe access for all users.

In this Executive Summary are the highlights of McMinnville's TSP - a summary of the TSP development process, an outline of McMinnville's Complete Street Plan (with reference and guide to the individual TSP chapters), and a summary of major project recommendations, policies and implementation strategies.

McMinnville’s TSP: “Complete Streets” Plan

The McMinnville TSP is a multi-modal plan that includes recommended projects and strategies to manage growth and meet the City’s transportation needs over the next twenty years and beyond. The Plan identifies “complete street” projects to improve safety and add important bicycle and pedestrian facilities along key routes, and promotes utilization and enhancement of the existing transportation system through better management techniques.

The TSP documentation is formatted for a range of readers. The interests of policy-maker and citizen stakeholders will vary. Technicians will require access to detailed data and TSP findings that others may not. In addition to the Executive Summary, the resultant document includes nine chapters by topic for readability, referencing technical appendices for detailed policy and analytical findings. The TSP is organized in such a manner to give readers quick reference to specific areas of interest. Key features include:

Chapter

2 Guiding Goals and Policies

Summary goals and policies to guide the overall TSP and individual Plan components (e.g. Bicycle System Plan, Pedestrian System Plan, etc.), including *Complete Street* Design Guidelines.

3 Evaluation of McMinnville’s Transportation System

Summary of 20-year land use and traffic growth (2003 – 2023). Inventory of street, pedestrian and bicycle system, and impact of travel growth on the City’s major street system, the basis by which the street, bicycle, pedestrian and transit plan recommendations are made.

4 Street System Plan

Existing and future traffic safety conditions and volumes and performance measures at key intersections, and street maintenance (pavement) and bridge conditions. Short and long-range capital improvement projects –

e.g., Complete Streets, new traffic signals and new central traffic signal system to better manage McMinnville’s streets.

5 Pedestrian System Plan

Summary of walking survey of existing and missing sidewalks and curb ramps and prioritization of recommended sidewalk improvements and curb ramp program. Emphasis on school access and safety and improved pedestrian crossings in downtown McMinnville (3rd, 2nd and 1st Streets) and along Adams and Baker Streets.

6 Bicycle System Plan

Summary of bicycle system inventory, recommended street re-striping program to add bike lanes and shared-lane facilities called “sharrow.” Recommendations include bicycle facility design guidelines.

7 Transit and Transportation Demand Management Plan

Summary of historic and current city and inter-city commuter transit ridership on Yamhill County Transit Area (YCTA) system. Summary of short-term transit system route changes and facilities that the City can help develop to encourage transit use and service. Summary of policy and programs City can support to encourage a reduction in drive-alone travel during the peak periods.

8 Freight Mobility, Air, Rail and Pipeline Plans

Summary of recommended projects to support local truck route development, railroad service and important railroad crossing improvements, and coordination with McMinnville’s Airport Layout Plan.

9 Funding Plan and Capital Improvement Plan

General assessment of City transportation revenue, and summary of transportation project costs and local measures to help fund the TSP.

10 TSP Implementation Plan

Recommended steps and measures to implement McMinnville’s plan.

For more technical background, the TSP Appendix is organized into several sections (cited within the TSP chapters):

- A Glossary of Terms
- B Summary of Federal, State and Regional Policy and Plans
- C Transportation Analyses, Bridge Ratings and Traffic Signal Warrants
- D TSP Project Summaries and Cost Estimates
- E Comprehensive Plan Policies
- F Recommended Access Management Policy
- G Recommended Changes to City Street Design Standards
- H Transportation Planning Rule Compliance
- I Neighborhood Traffic Calming Program
- J Walk-to-School Route Mapping

Recommended Transportation Improvements

To safely and efficiently accommodate the future movement of all users and modes in the McMinnville planning area, a series of improvements to the existing transportation system are identified.

Complete Street Projects

Complete Street system improvements are identified as part of the McMinnville TSP effort, as summarized in **Exhibit 1-1**. The analysis of growth and development over the planning period indicates that the transportation system will require several major street corridor and intersection enhancements. *Complete Street* projects add important bicycle and pedestrian system enhancements to better separate travel modes for overall traveler safety. Other street projects include new and important urban design features to better accommodate the volume and mix of multi-modal travelers in McMinnville. Following are some of the key TSP recommendations as examples of **Complete Street** improvement priorities:

- Hill Road

- Booth Bend Road
- North Baker Street, and
- Old Sheridan Road

These streets are currently under Yamhill County’s jurisdiction, and were originally constructed as rural connectors when McMinnville was much smaller. New urban neighborhoods are growing around these important arteries; they no longer serve rural traffic demand, and are now in need of urban upgrades in the form of new vehicle turn-lanes, bicycle lanes and especially sidewalks.



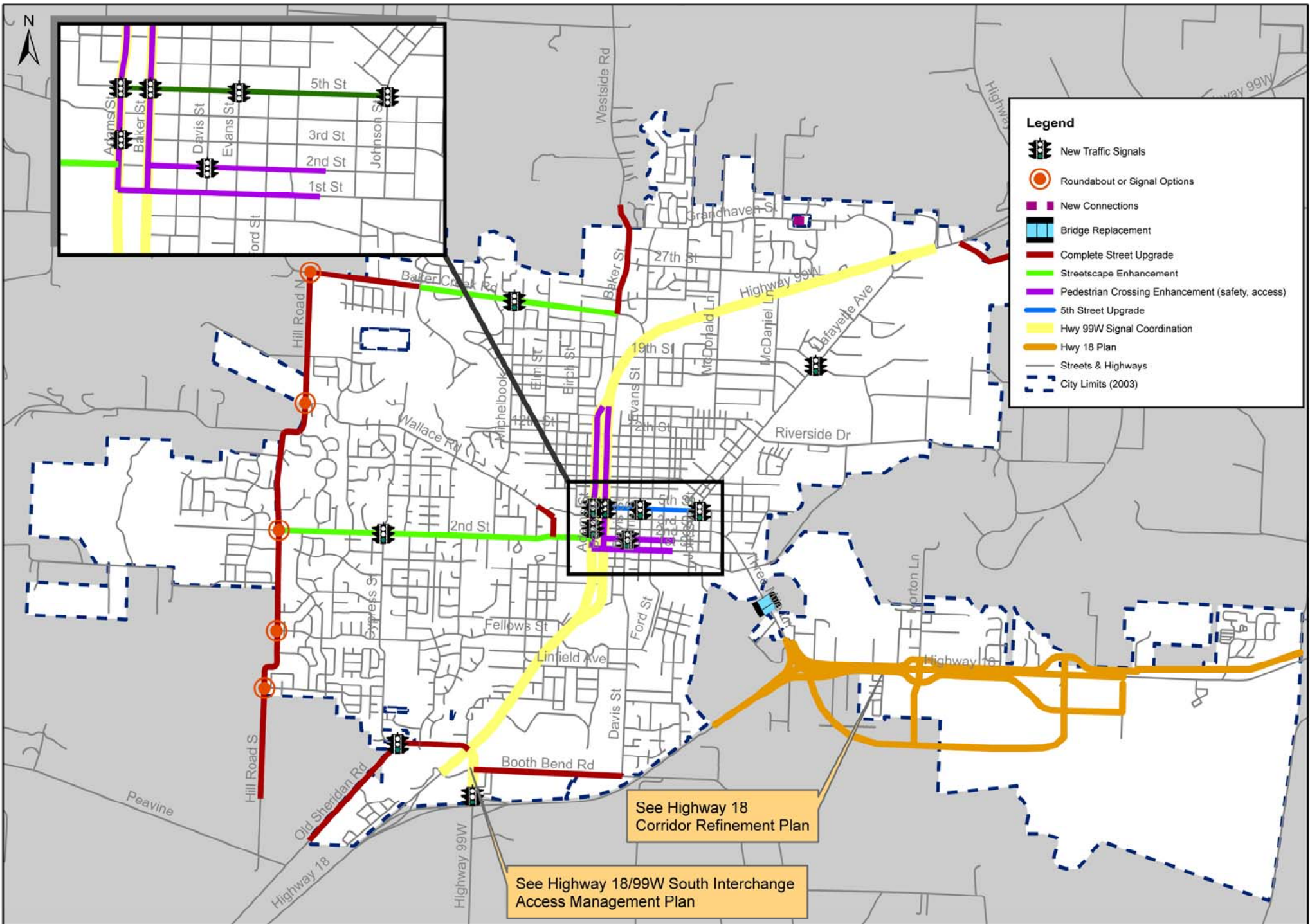
Old Sheridan Road

The TSP also identifies key intersection improvements to reduce traffic congestion and emissions and enhance vehicular and pedestrian safety. To make more efficient use of existing infrastructure, the TSP identifies several transportation system management (TSM) programs and projects, including a new city-wide traffic signal system to reduce traffic delay and emissions, and improve operations and enhance traveler safety.

Twelve new and upgraded traffic signals are identified in the TSP to help reduce motorist delay and emission, and improve pedestrian access and safety. New traffic signals on 5th Street at Adams, Baker and Lafayette will greatly reduce the level of current congestion on 2nd Street.



Traffic Delays on 2nd Street



In all, the TSP identifies an assortment of Complete Street upgrades, new traffic signals, and new signal systems.

Pedestrian and Bicycle Projects

Sidewalk and bicycle system improvements are identified in the Pedestrian and Bicycle System Plan chapters of the TSP. The projects are defined to encourage walking and biking, better link McMinnville's neighborhoods and centers, and better integrate all travel modes (including access to transit).

In addition, the *complete street* projects identified in the Street System Plan (a sub element of the TSP) also include new sidewalks, curb ramps and in many cases bicycle lanes. There remains, however, gaps in the current sidewalk network along several arterial and collector streets that are not subject to full street improvements. Some of the significant stand-alone pedestrian project recommendations, as summarized in **Exhibit 1-2**, include:

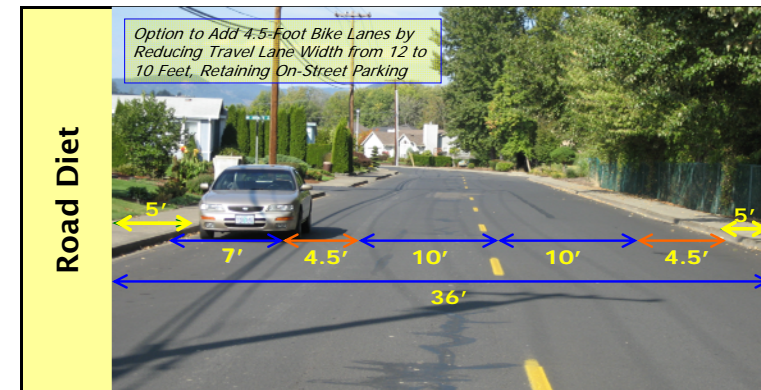
- NE McMinnville - construction of missing sidewalks and curb ramps along 27th Street, 19th Street, McDaniel and McDonald Streets.
- Memorial School area - construction of missing sidewalks and curb ramps along 12th, 14th, 16th, Birch and Elm Streets
- Downtown McMinnville – completing sidewalks along 5th and Macy Streets
- South McMinnville - construction of missing sidewalks and curb ramps along Adams, Davis and Ford Streets

There are also gaps in McMinnville's bicycle system. As shown in **Exhibit 1-3**, bicycle system improvements are identified along many of McMinnville's arterial streets, with the intent to improve cycling safety and fill system gaps to enhance the efficiency of the City's bicycle system. Some routes can easily be re-stripped with bicycle lanes, including portions of Michelbook and Davis Streets.

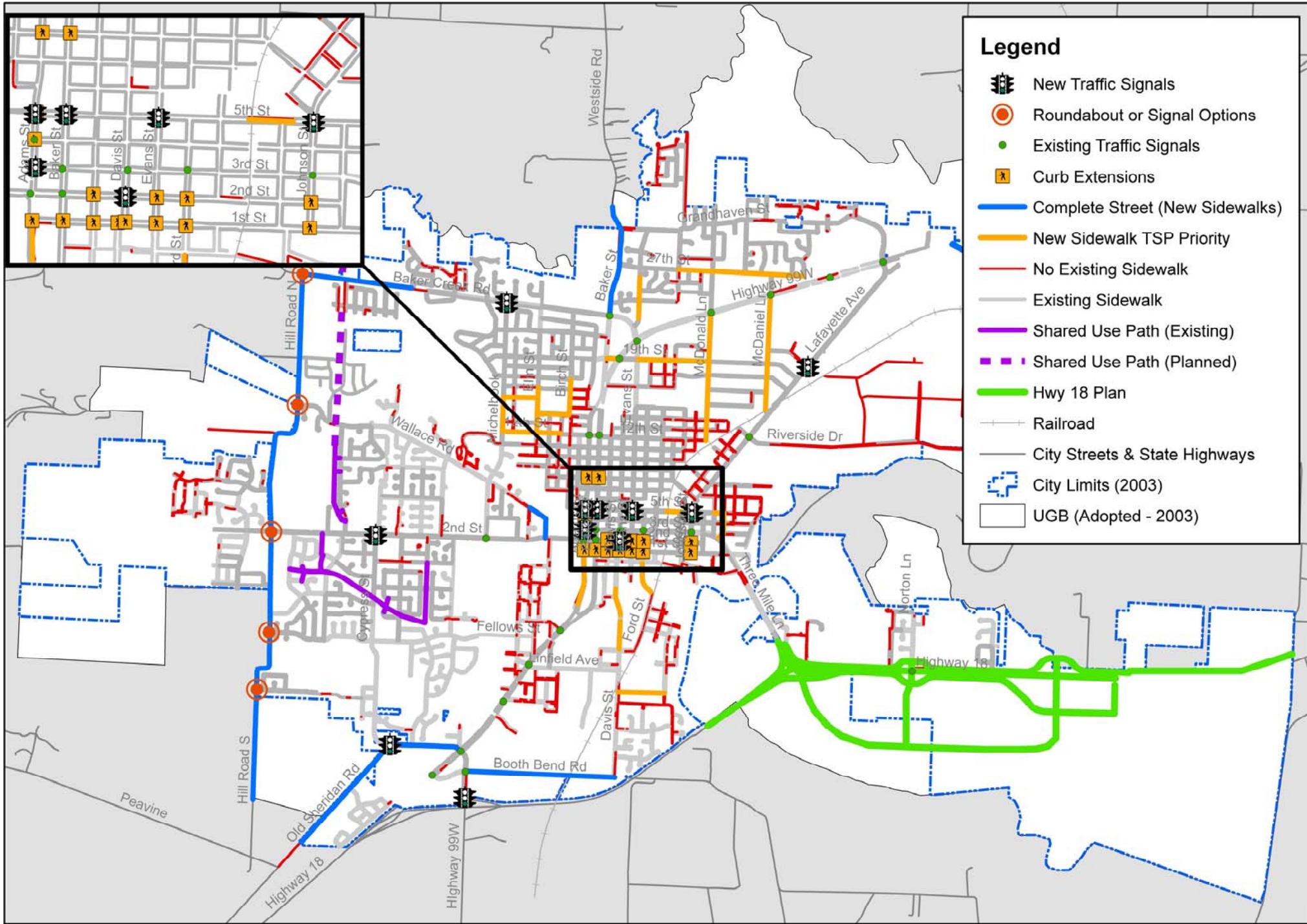
Some of McMinnville's older arterial and collector streets were constructed within limited rights-of-way, without on-street bicycle lanes, making it difficult to add bicycle lanes without removing needed travel lanes or other street features. In these cases the TSP

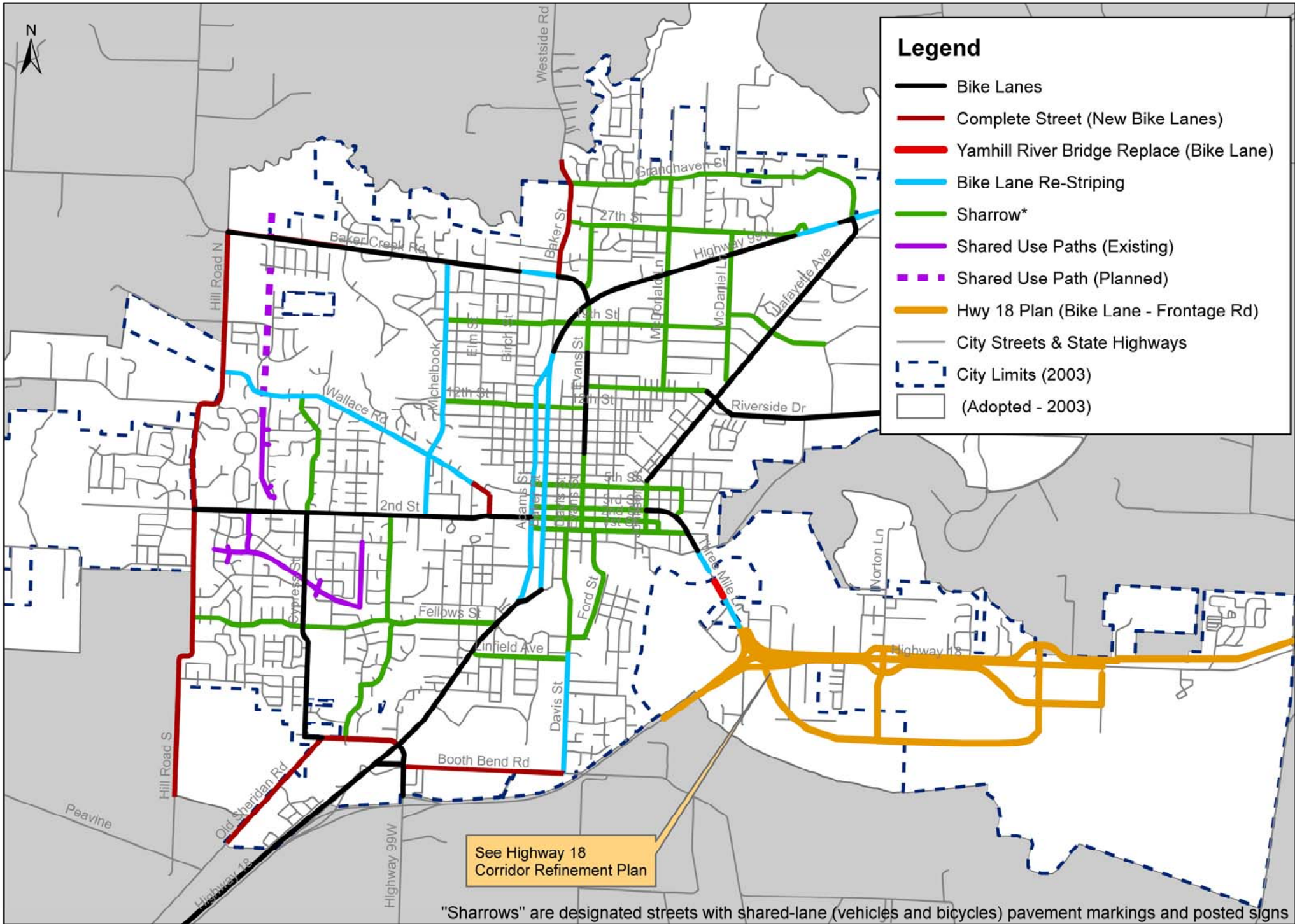
recommends bike route designations as "shared-lane" facilities. As examples, the TSP recommends signing and striping portions of 1st, 2nd, 3rd, 5th, and Evans Streets, completing critical bicycle connections in downtown McMinnville.

Also, the Bicycle System Plan recommends measures to re-stripe a number of City arterial and collector streets with relatively inexpensive, on-street bicycle lanes through "road diet" enhancements. Road diets typically involve re-striping existing travel lanes with reduced width to accommodate the striping of new bicycle lanes. Recommended road diets projects include portions of Baker Creek Road, Wallace Road and even Adams and Bakers Streets (Highway 99W) along the one-way couplet.



Example Road Diet on Wallace Road

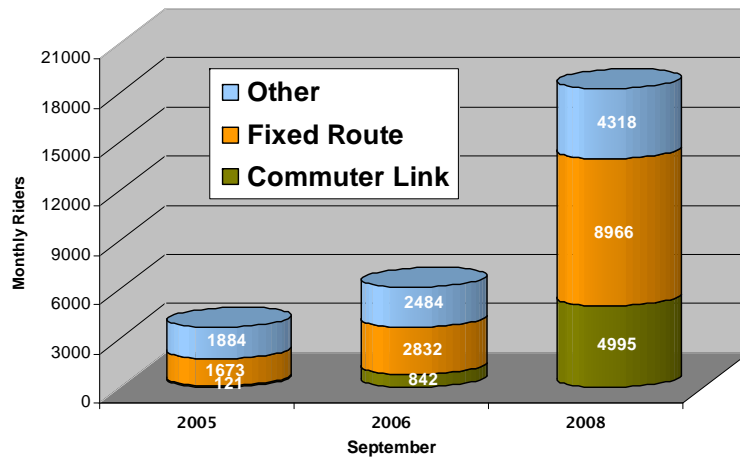




Transit and Transportation Demand Management

As shown in **Exhibit 1-4**, YCTA ridership has risen steadily over the past 4-5 years, as a result of additional service improvements and the impact of higher gasoline prices.

Exhibit 1-4 YCTA Transit Ridership



In April 2009 YCAP will be revising its fixed-route bus service in McMinnville, modifying two of its three looping routes to bi-directional, direct service. Compared to the current “loop” routes, the bi-directional routing along 2nd Street and Highway 99W will significantly reduce transit trip travel times, and should help to attract additional commuters in the future.

Along the new bi-directional routes, YCAP and the City can begin an assessment of the type and location of designated bus stops and other important pedestrian and bicycle access features. Amenities that would make transit a more attractive travel option include: shelters, benches, shade trees, and adequate sidewalks. Other elements of McMinnville’s TSP supplement the City’s support of public transportation, mainly:

- Complete Street improvements (see Chapter 4) with space to incorporate transit stops and amenities, and
- Enhance non-motorized mode travel systems with improved linkages to transit by walking (see Chapter 5) and bicycle (see Chapter 6).

McMinnville’s transportation options are more limited today than they were decades ago. As noted earlier, the option to build more arterial streets and lanes is simply not available or desirable from a neighborhood impact environmental impact perspective. As McMinnville continues to grow, like other larger cities, it will need to look more toward travel management programs and measures to help alleviate traffic congestion.

Local Truck Route Improvements

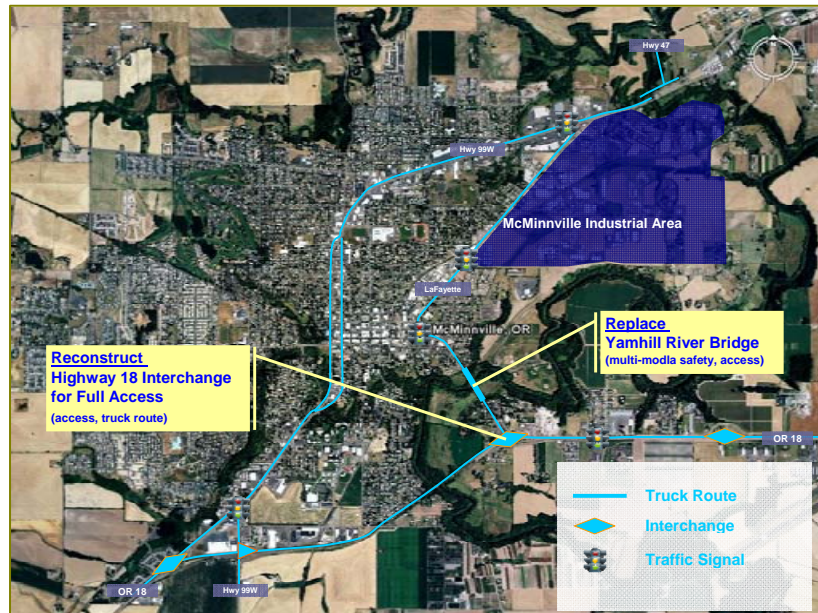
The safe and efficient movement of freight and goods is vital to the economy of McMinnville and the larger Yamhill County area. McMinnville is central to a major source of agricultural and timber commodities which are shipped by truck and in some cases rail. Cascade Steel ships both raw material and finished steel products by truck and rail. Trucking also services other industrial uses within McMinnville’s Industrial areas. The roadways that provide access to these facilities are vitally important to the successful movement of freight.

Historically, McMinnville has had difficulty designating a local truck route linking Highway 99W and Highway 18 from the southwest, through the central city to its industrial area east of Lafayette Avenue. Downtown McMinnville streets were built in a compact grid street system, with small intersection corner radii. Longer and multi-unit trucks have a very difficult time negotiating the downtown grid, and can easily cause significant traffic back-ups as a result.

The TSP identifies new local truck routing via Three Mile Lane and Lafayette Avenue for improved truck access to the McMinnville industrial area. This truck routing system will require Highway 18 interchange improvements, sooner than the phasing plan from the Highway 18 Corridor Plan proposes, and replacement of the Yamhill

River Bridge. Each of these improvements are recommended in the Street System Plan and shown in **Exhibit 1-5**.

Exhibit 1-5 Recommended Truck Route Improvements



- “Complete Streets” – a broad but important policy statement whereby the safety and convenience of all users of McMinnville’s transportation system are accommodated and balanced in all types of transportation and development projects (Chapter 2).
- Mobility standards to evaluate transportation impacts of long-term growth and human scale street widths to guide project development (Chapter 4).
- Emphasis on pedestrian system connectivity, focused attention to pedestrian system development that complements access to schools and transit (Chapter 5).
- Connecting the network for bicyclists and encouraging programs that support bicycle systems and promote cycling activity by completing important connectors (Chapter 6).
- Consideration of transit-supportive street system and urban design measures to promote connectivity and access to transit, and supportive policy to help reduce drive-alone commuting (Chapter 7).
- Identifying truck route enhancements with better linkage to the McMinnville industrial areas (Chapter 8).
- Consider and pursue appropriate local funding measures to support maintenance and capital improvement programs (Chapter 9).
- The McMinnville TSP is to be the legal basis and policy foundation for actions by decision-makers, advisory bodies and staff on transportation issues (Chapter 9).

Recommended Policies

The McMinnville TSP contains a **Guiding Goal and Policies** section, including the TSP goal statement and a comprehensive set of policies to address broader issues of multi-modal connectivity, safety, and livability, but also to guide the individual modal sections for a complete TSP. Each modal section of the McMinnville TSP contains specific goals and a number of *policies* by which the plan findings and recommendations are generally guided. A representative sample of key policies exemplifying the breadth and scope of the TSP include the following:

Recommended Implementation Strategies

The McMinnville TSP recommends a number of implementation strategies, including:

- Coordinate with Yamhill County in the study of where to place the public transit center in McMinnville.
- Conduct additional assessment and analysis of possible funding measures, including (1) feasibility and public support of for a Complete Street bond levy, (2) full-cost recovery assessment of systems development charge project eligibility, and (3) feasibility and cost analysis of a possible street utility fee to supplement the City's maintenance and operations program and existing funding.
- Monitor existing public and private parking utility and determine if there is a need to conduct a study of downtown McMinnville parking.
- Coordinate with Yamhill County to determine the appropriate transfer of rights-of-way, ownership, maintenance and funding responsibilities for those streets within the McMinnville UGB under current County ownership.
- Coordinate with ODOT to define and prioritize TSP projects for inclusion in the Oregon Statewide Transportation Improvement Program (STIP). This effort will require the City's direct participation in the Mid-Willamette Valley Area Commission on Transportation, who advises ODOT in the development and annual updates of the STIP. Projects include:
 - New signals on Adams and Baker Streets at 5th Street and 3rd Street as part of a downtown signal system, and replacement of existing signals to reduce traffic delay, improve pedestrian and bicycle mobility, and reduce vehicle emissions.
 - Design, fund, and construct the Yamhill River Bridge replacement.
 - Design and coordinate State/City/private funding and construction to replace the Highway 18 interchange at Three Mile Lane, including new frontage street connection south of Highway 18.
 - Street, intersection and Highway 18 interchange improvements on Highway 99W from Old Sheridan Road to Highway 18.
 - Reconstruction of Adams and Baker Street one-way couplet, including curb bulb-outs at critical intersections to improve pedestrian safety and mobility.
 - Possible integration of downtown and Highway 99W traffic signals into a city-wide traffic signal control system to reduce traffic delay vehicle emissions.

Transportation Funding Plan

The transportation Funding Plan for the McMinnville TSP includes three major sections:

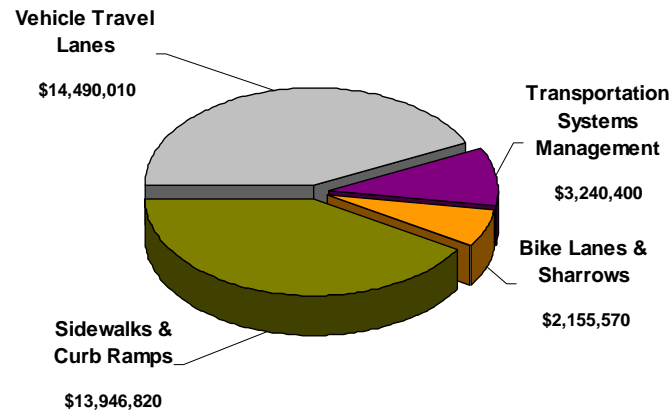
- A summarization of planning-level cost estimates for the transportation facilities and major investments identified in the TSP (intended to provide an estimate of the fiscal requirements to support the land uses in the acknowledged comprehensive plan(s) and allow McMinnville to assess the adequacy of existing and possible alternative funding mechanisms),
- A list and general estimate of the timing for planned transportation facilities and major improvements – termed the Capital Improvement Plan, and
- A discussion of existing and potential funding sources to fund the development of each transportation facility and major improvement (which can be described in terms of general guidelines or local policies).

The Funding Plan in the McMinnville TSP is aimed at providing the City with information to begin assessing what transportation improvement projects it can and should afford to build during the planning period.

Exhibit 1-6 summarizes the McMinnville TSP capital improvement project costs (in 2008 dollars). As shown, the portion attributable to

vehicle travel lanes is almost \$14.5 million, of the overall \$33.8 million in estimated TSP costs. Taken on the whole, almost half of the TSP project costs are helping improve the non-motorized system, or enhancing the existing street system through improved traffic signals and signal management systems.

Exhibit 1-6 McMinnville TSP Funding Plan Summary (2008 \$'s)



Oregon per capita revenues are in decline. Transportation construction costs are growing at significantly higher rates than statewide revenue. Simply put, McMinnville's purchasing power for transportation capital and maintenance programming is severely diminished. In 2008, McMinnville's State Highway Fund allocation was roughly \$1,213,000. Over the 20-year period, the recommended TSP projects would cost approximately \$1.74 million annually, well more than it currently receives in state gas tax, vehicle license fee and weight-mile tax revenues. The TSP also notes that the full impact of the City's long-range street maintenance program is yet unknown.

It is critical to note that the TSP is not intended as the singular plan of funding and does not require the City to commit to a specific funding plan. Instead, it is meant to provide information so that the City's policy makers are able to make informed decisions regarding the balance between building necessary transportation infrastructure and the opportunities and efforts required in raising the revenue needed to pay for and maintain it.

The TSP recommends that McMinnville *consider* the following funding options: (a) enhancement to the City's transportation systems development charge (SDC) to help fund city-wide growth-related capital improvements, (b) additional local street bonds to help fund important complete street projects, and (c) a street utility fee to supplement funding of the City's Maintenance and Operations programs.

ODOT's and Yamhill County's contribution towards transportation improvements in McMinnville are also needed within the planning period. Five significant projects include partnering with ODOT to:

- (1) Coordinate, implement and administer the city-wide traffic signal system control program,
- (2) Replace the Yamhill River Bridge,
- (3) Replace the Highway 18/Three-Mile Lane Interchange,
- (4) Reconstruct Highway 99W along the Adams-Baker one-way couplet, and
- (5) Complete the Highway 18/99W South Interchange Access Management Plan.

As an example, the Three Mile Lane bridge over the Yamhill River is one of the most poorly rated bridges in the state by ODOT. It has insufficient width for two-way pedestrian travel, and no space for bicycle lanes. The bridge replacement is needed for both longevity and non-motorized capacity, but also to serve as an important truck route. The bridge is a vital link (one of only two direct links) between McMinnville neighborhoods and the Willamette Valley Medical Center.



Yamhill County retains authority and jurisdiction of several minor arterial road sections within the McMinnville UGB area. These road sections are identified in the plan for significant urban street upgrades to meet growth needs, with important bicycle and pedestrian improvements on Hill Road, Old Sheridan Road and North Baker Street.

Recommended Local Funding Strategy and Sources

The range of alternative transportation funding mechanisms was reviewed to determine the most feasible methods available to meet the identified funding needs. A funding package combining current State revenues, System Development Charges (SDCs), general obligation bond financing and local street utility fees appears to represent the most feasible funding strategy available to the City to meet expected, long-range capital and maintenance funding needs. **Table 1-1** summarizes the recommended strategy to enhance local funding options in support of the McMinnville TSP.

Table 1-1 Recommended Funding Strategy

Local Funding Source	Targeted TSP Projects
<i>Transportation SDC Update</i>	Capital Improvements that Add Capacity to meet Growth Demand
<i>City-Wide Street Bond</i>	Complete Street Projects of City-wide Benefit
<i>Street Utility Fee</i>	Supplement Funding of Maintenance and Operations Programs, Enables Redirection of City's State Highway Funds to CIP

Summary

McMinnville will experience significant growth during the planning period. The increasingly complex interaction of transportation and land use, and the need to find new and creative ways to fund public projects, and the ability to maintain them over the long term, creates a challenge for policy-makers as they determine public infrastructure investments. The McMinnville TSP is intended to guide transportation investment decisions in a comprehensive and coordinated manner, and provide the standards and policies by which McMinnville's future transportation system will be improved to meet the community's *vision* for a *compact and livable community*.

Like other cities in the state and nation, McMinnville faces challenges in providing a local transportation system able to meet the needs of its citizens. Having identified a total of over \$33 million in needed city transportation system improvements, the City must develop a strategy for funding its share of the need.

The need is great. McMinnville's Plan is well-defined. The ability to fund both transportation system maintenance and capital improvements will be a major challenge for the City to *complete* its *streets* in the years to come.

¹ The 2003 – 2023 TSP planning period was agreed to by the City and DLCDC staff, as necessary to coordinate with the Growth Management and Urbanization Plan.

² For more detailed description of the Complete Streets program, see <http://www.completestreets.org/>