

**McMinnville OR 99W  
(NE McDonald Lane to Linfield  
Avenue) Active Transportation  
Concept Plan**

Planning Commission – City Council Work Session

04/27/2021

# Agenda

- ▶ Project Background
- ▶ Draft Concept Plan
- ▶ Discussion
- ▶ Overview of Adoption Process

# Project Background

- ▶ Project Study Area
- ▶ Corridor Vision
- ▶ Project Overview
- ▶ Evaluation Criteria
- ▶ Existing Conditions and Future Needs

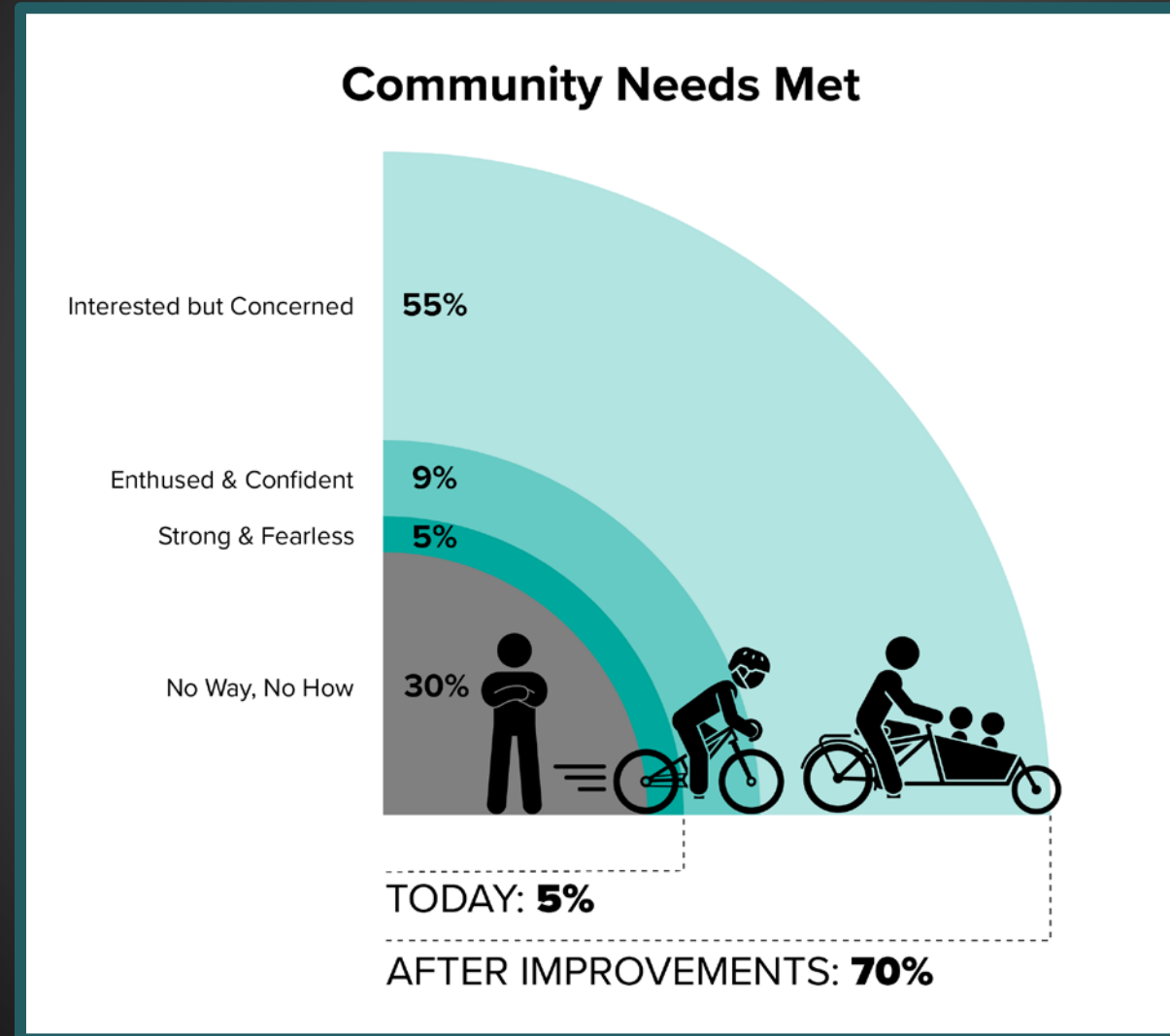


# Corridor Vision Statement

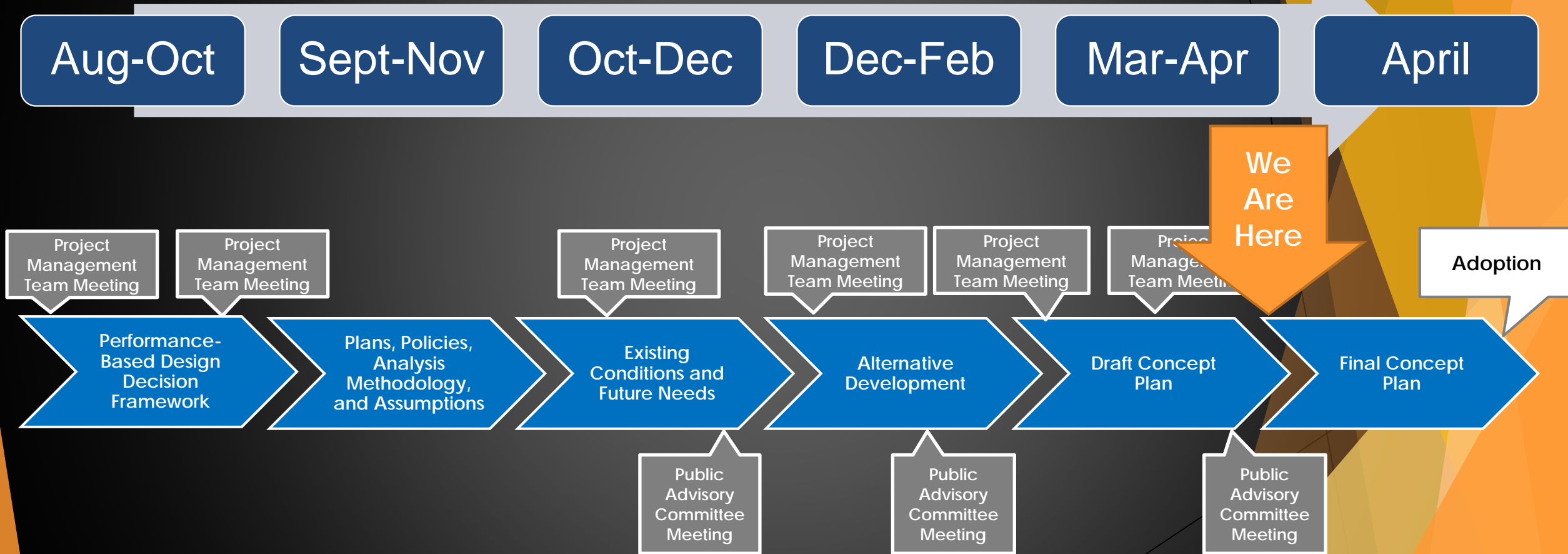
*“The primary purpose of the McMinnville Active Transportation Concept Plan is to identify improvements in the OR 99W corridor that will result in a **safer, more comfortable, and attractive place to walk, bike, roll and facilitate transit use**”*



# What does this mean to the community?



# Project Overview



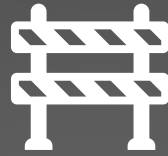
# Evaluation Criteria



Safety



Equity



Design Feasibility



Livability



Multi-Modal Transportation System



Complete Streets

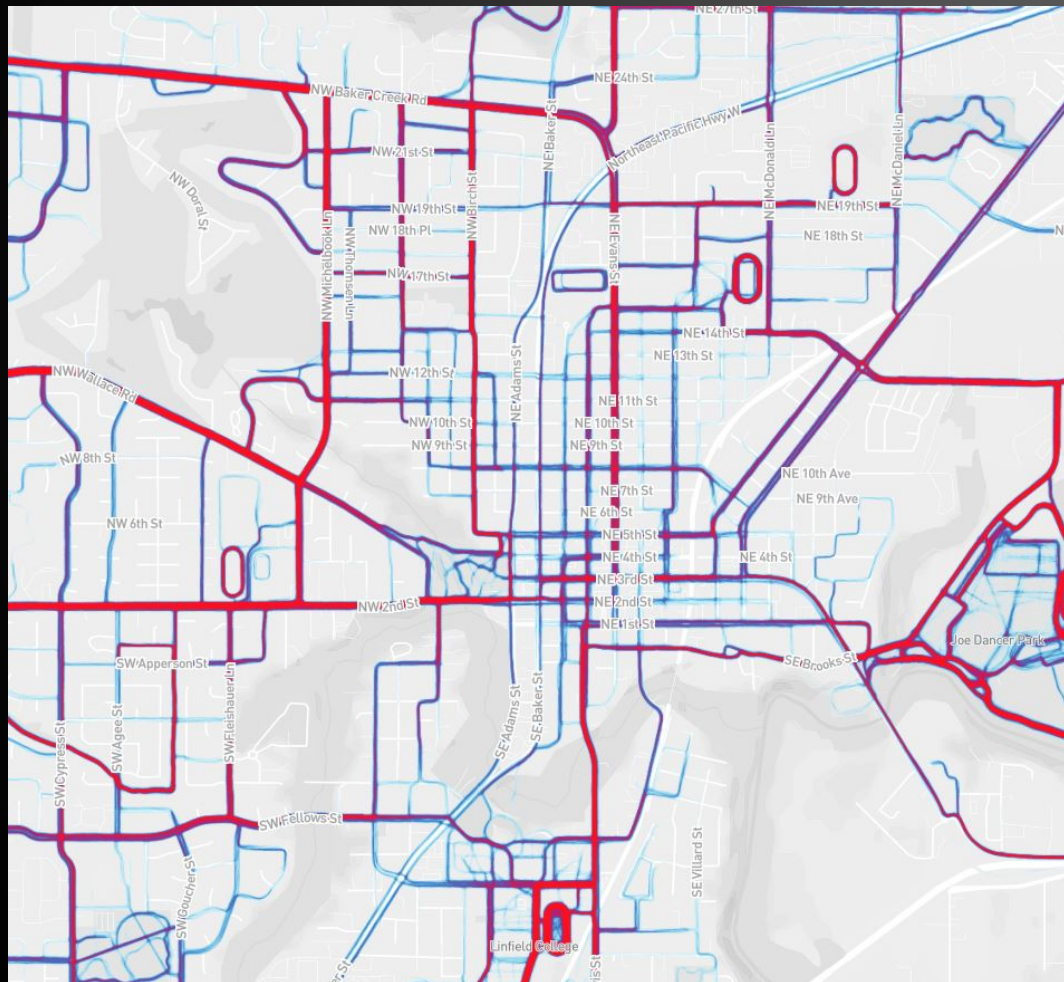


Connectivity

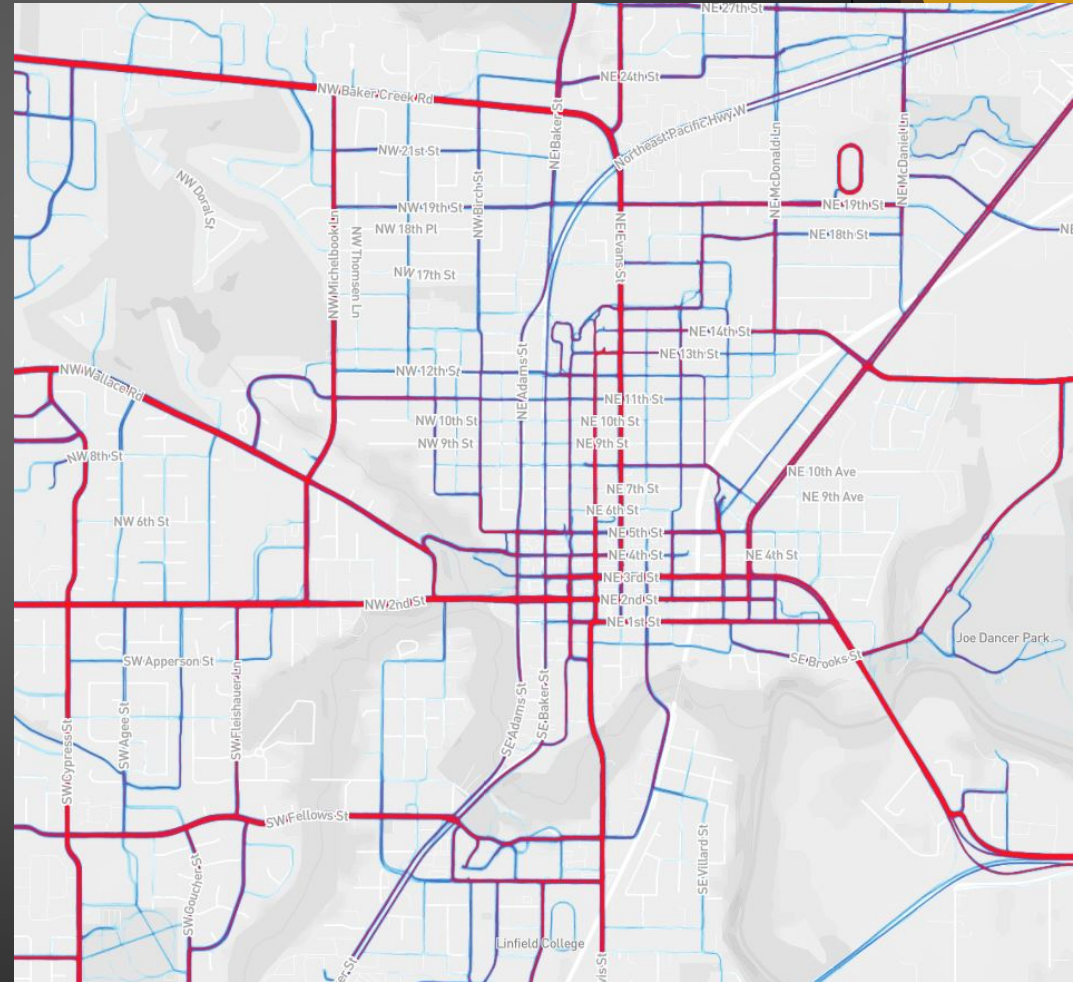


# Where Are People Walking and Biking Today?

Strava Heatmap – Walking/Running



Strava Heatmap – Biking



Higher Activity



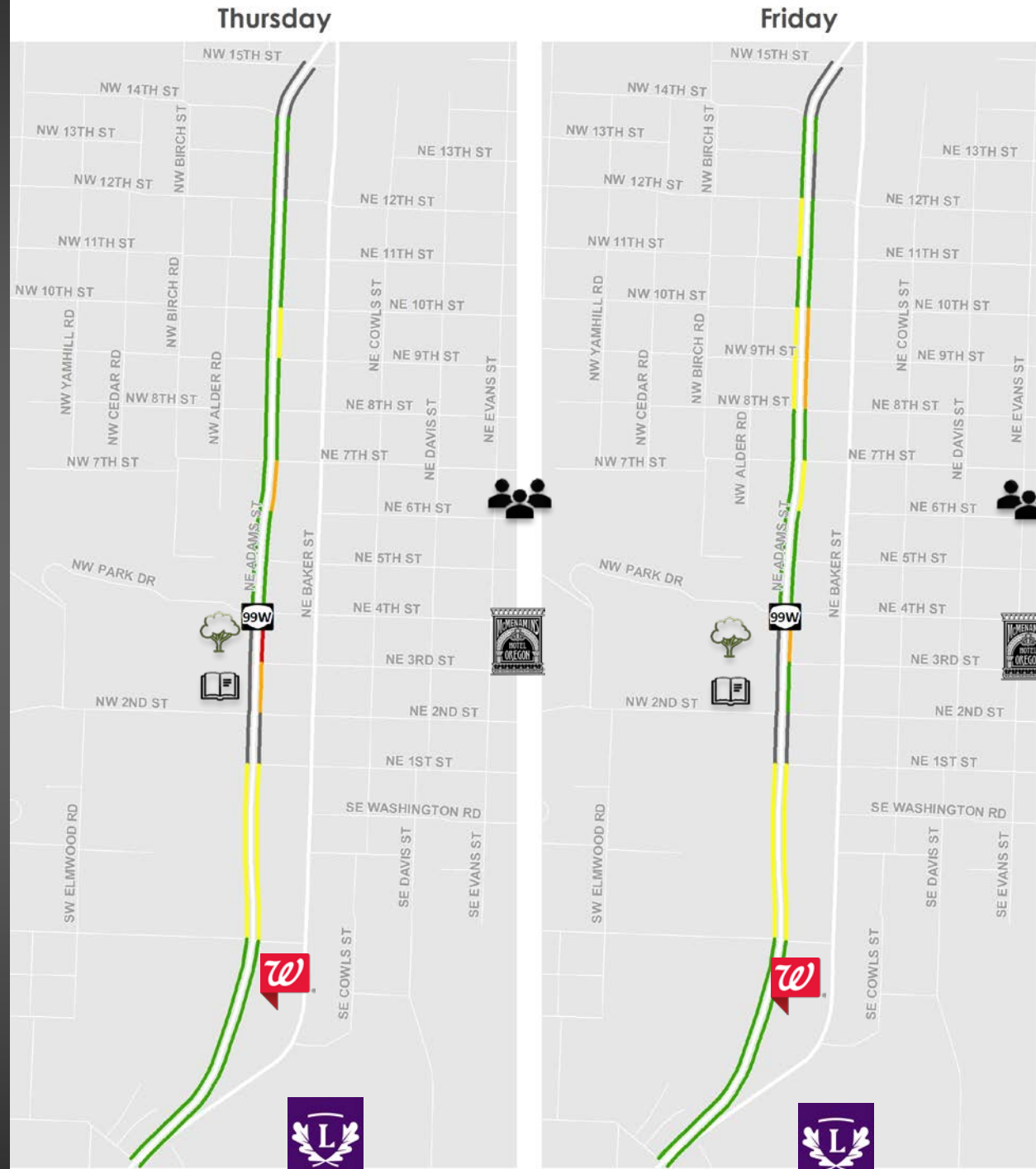
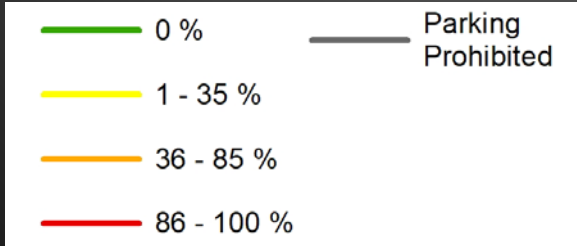
Lower Activity





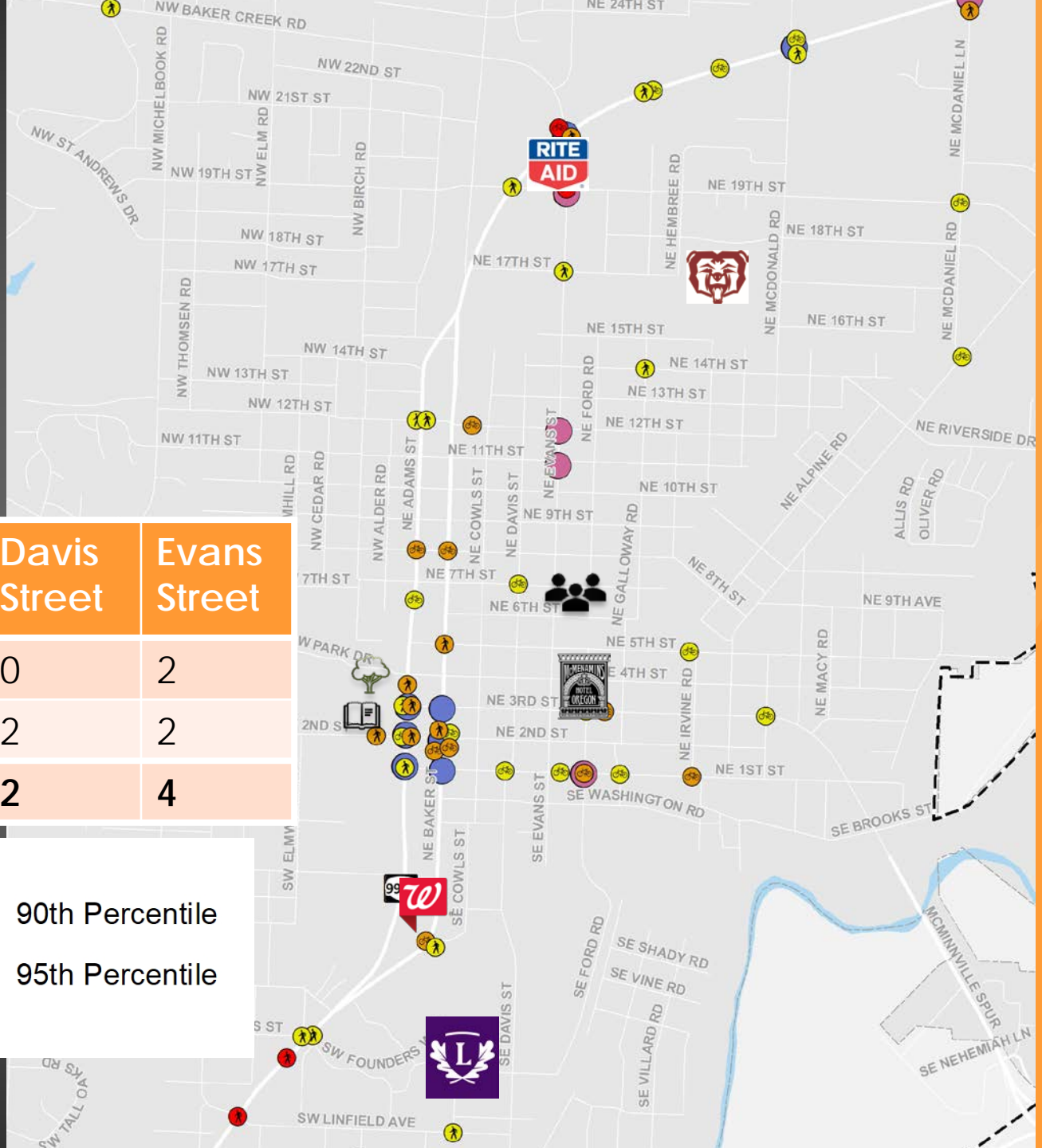
# Existing Parking Demand

- ▶ October 2020
- ▶ Consistent with historic data
  - ▶ Downtown Strategic Parking Plan
  - ▶ Google Street View
- ▶ Parking demand could be accommodated along one side of Adams Street



# Safety Analysis

▶ No fatal crashes involving people walking or biking within the last five years.

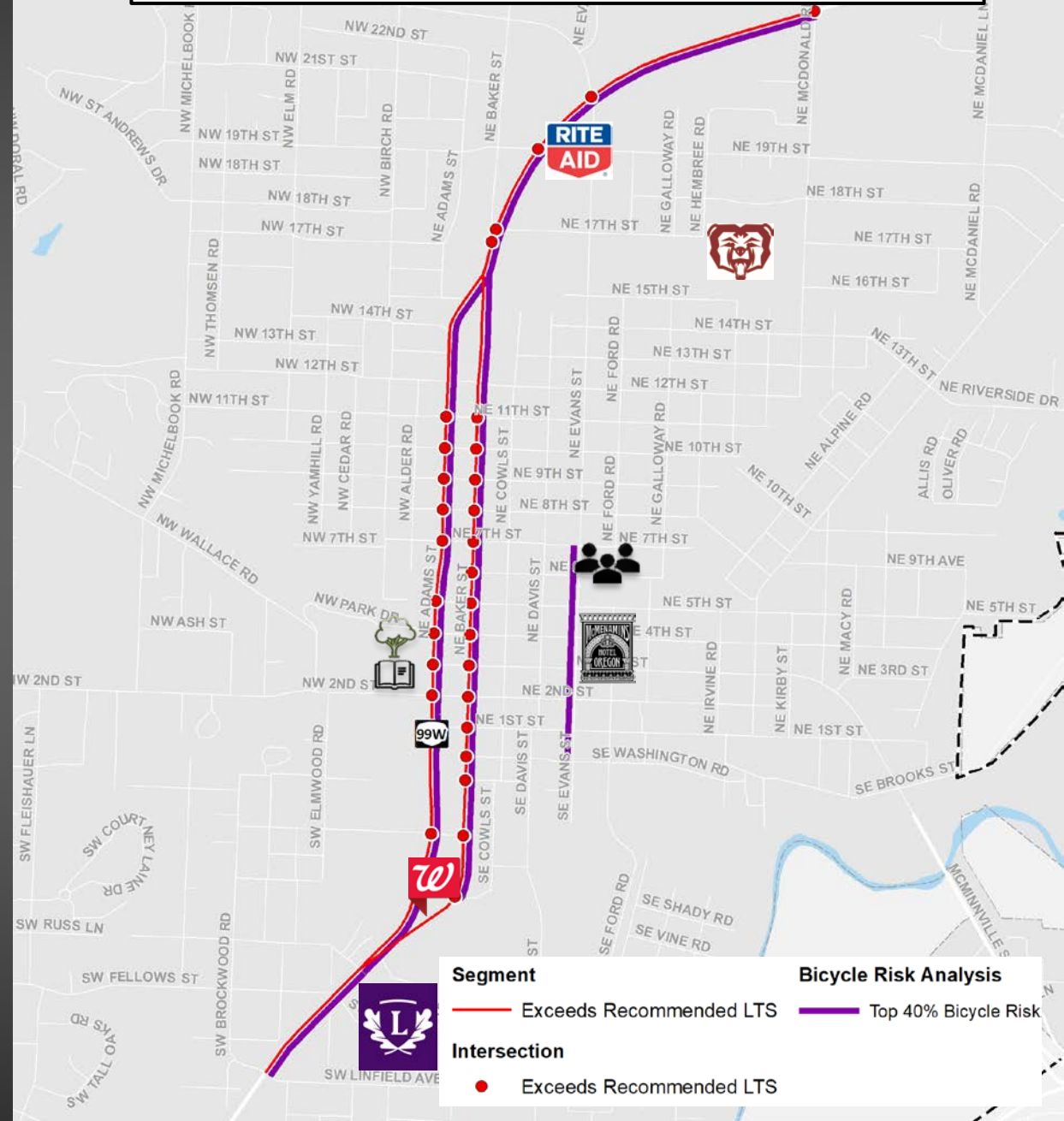
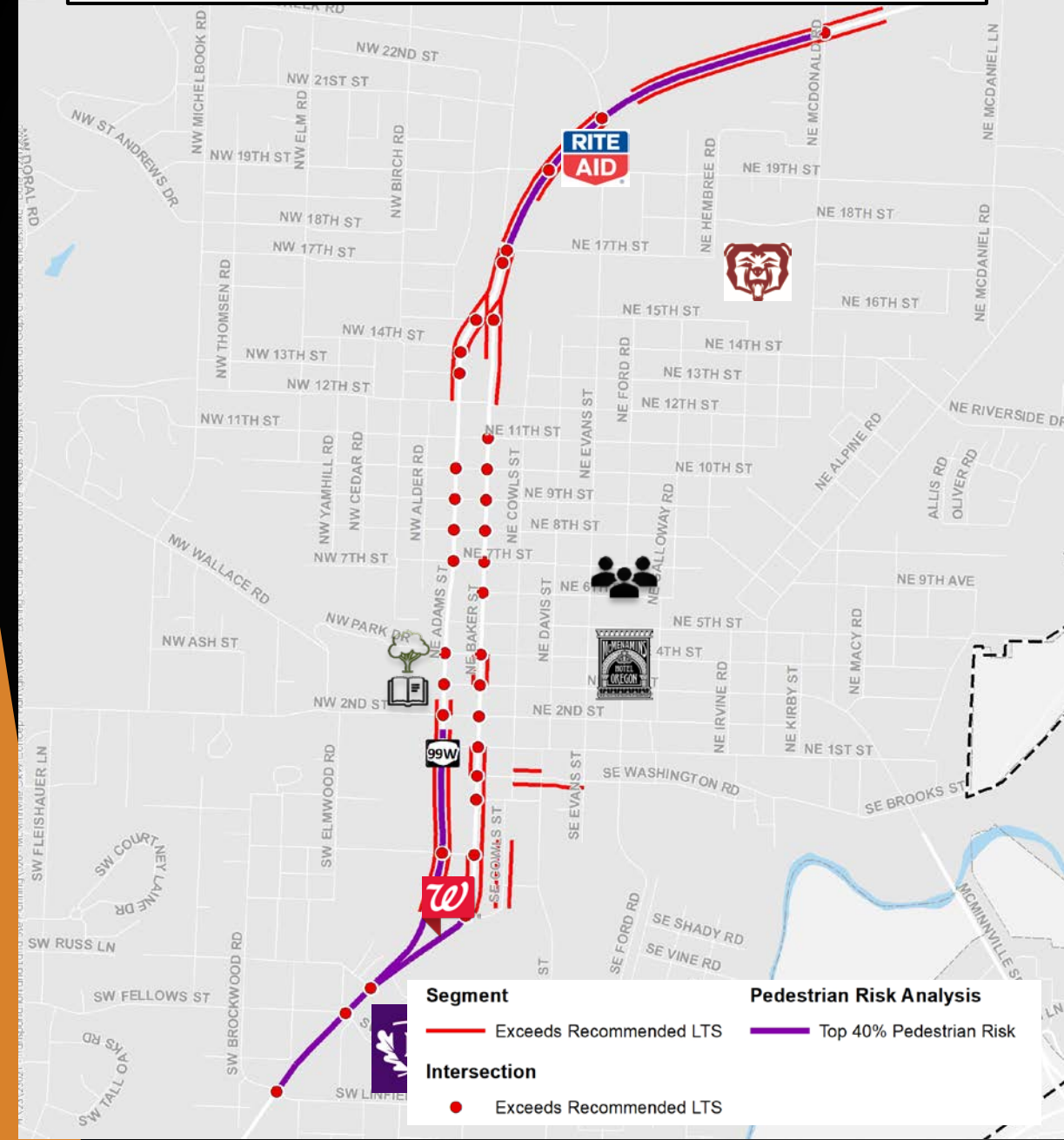


Crash Type	OR 99W (outside couplet)	Adams Street	Baker Street	Davis Street	Evans Street
Walking	8	7	3	0	2
Biking	4	3	5	2	2
<b>Total</b>	<b>12</b>	<b>10</b>	<b>8</b>	<b>2</b>	<b>4</b>

<b>Bicycle Crashes</b>		<b>Pedestrian Crashes</b>		<b>SPIS</b>	
	Serious Injury (A)		Serious Injury (A)		90th Percentile
	Moderate Injury (B)		Moderate Injury (B)		95th Percentile
	Minor Injury (C)		Minor Injury (C)		

# Gaps and Barriers in the Walking Network

# Gaps and Barriers in the Biking Network





# Overview of Preliminary Concepts

# What are We Considering?

## ► Equity

- Prioritize connections to populations historically disadvantaged with respect to transportation
- Considers age, ethnicity, English proficiency, income, vehicle access, disability status, and crowded households



## ► Demand

- Prioritize routes that draw active transportation trips
- Considers transit stops, community resources (libraries, parks, community centers), grocery stores, walk to school routes, etc.





# Overview of Bicycle Design Concepts

Concept 1:  
Two-Way Separated Bike Lane on Adams Street



Concept 2:  
Buffered Bike Lanes on Adams Street and Baker Street



Concept 3A: Neighborhood Greenway on Davis Street  
Concept 3B: Neighborhood Greenway on Evans Street





# OR 99W Concept Evaluation

Evaluation Criteria	Concept 1: Two-Way Separated Bike Lane	Concept 2: Buffered Bike Lanes	Concept 3A: Davis Street Greenway	Concept 3B: Evans Street Greenway
Complete Streets	+1.5	+1	+2	+2
Multi-Modal Transportation System	+1	+1	+1	+1
Connectivity	+2	+2	+1.7	+2
Safety	+1.8	+1.8	+2	+1.9
Equity	+1	+ 0.8	+1	+1
Livability	+1.5	+1.5	+1.5	+1.5
Design Feasibility	-1	0	+1	0
<b>Total Score</b>	<b>7.8</b>	<b>8.1</b>	<b>10.2</b>	<b>9.4</b>

# Enhanced Crossing Study and Plan

Rectangular  
Rapid Flashing  
Beacon (RRFB)

Advance Stop  
Here to  
Pedestrians  
sign and stop  
line

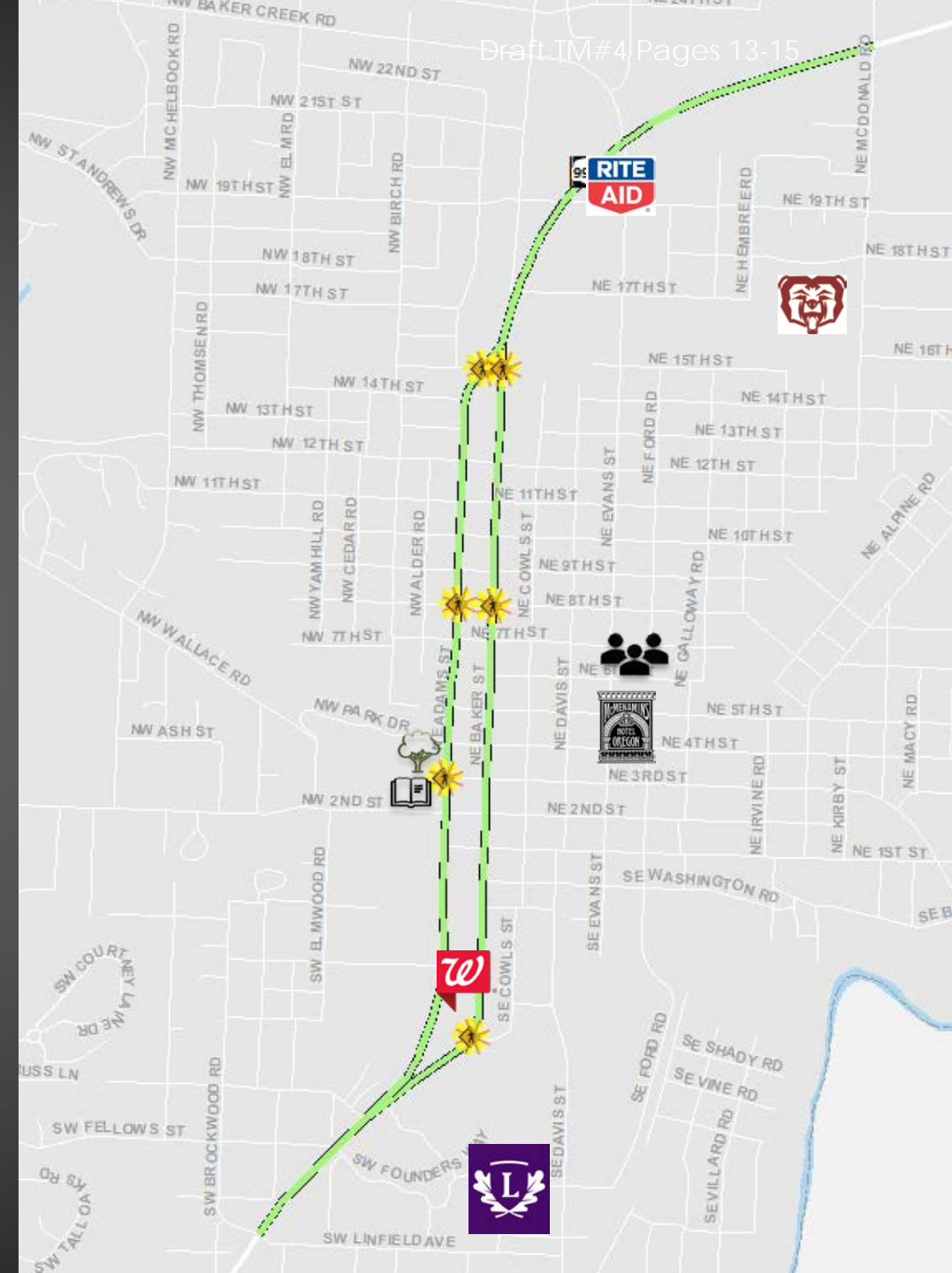


Adequate  
nighttime  
levels

High visibility  
crosswalk  
markings

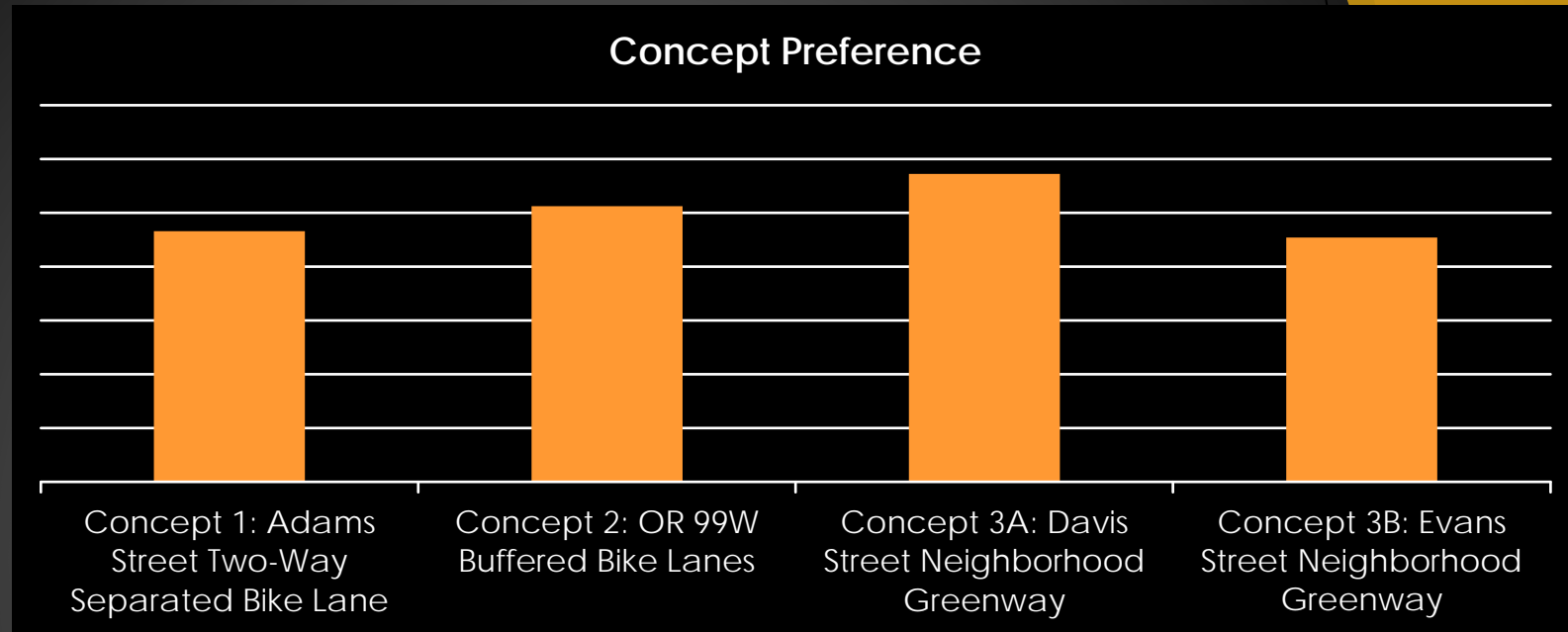
# Enhanced Crossing Recommended Locations

- ▶ 15<sup>th</sup> St/Adams & Baker St
- ▶ 8<sup>th</sup> St/Adams & Baker St
- ▶ 3<sup>rd</sup> St/Adams St
- ▶ Cows St/Baker St



# Virtual Open House and Public Preferences

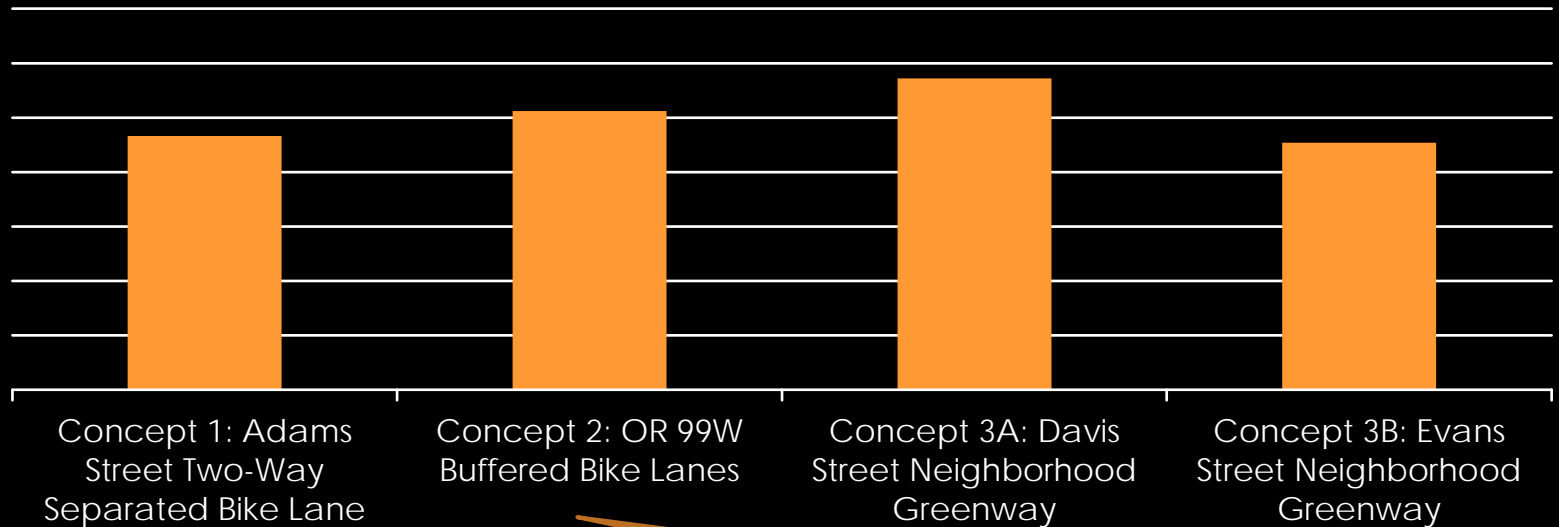
- ▶ 536 open house website views
- ▶ 76 survey responses



- Attractive and sensible (due to low traffic volumes and speeds)
- Good for children and beginning bikers
- Already used as a parallel route today
- No advantage to making OR 99W more bike friendly because there is no need to use it in town
- Concerned that options on OR 99W would increase congestion

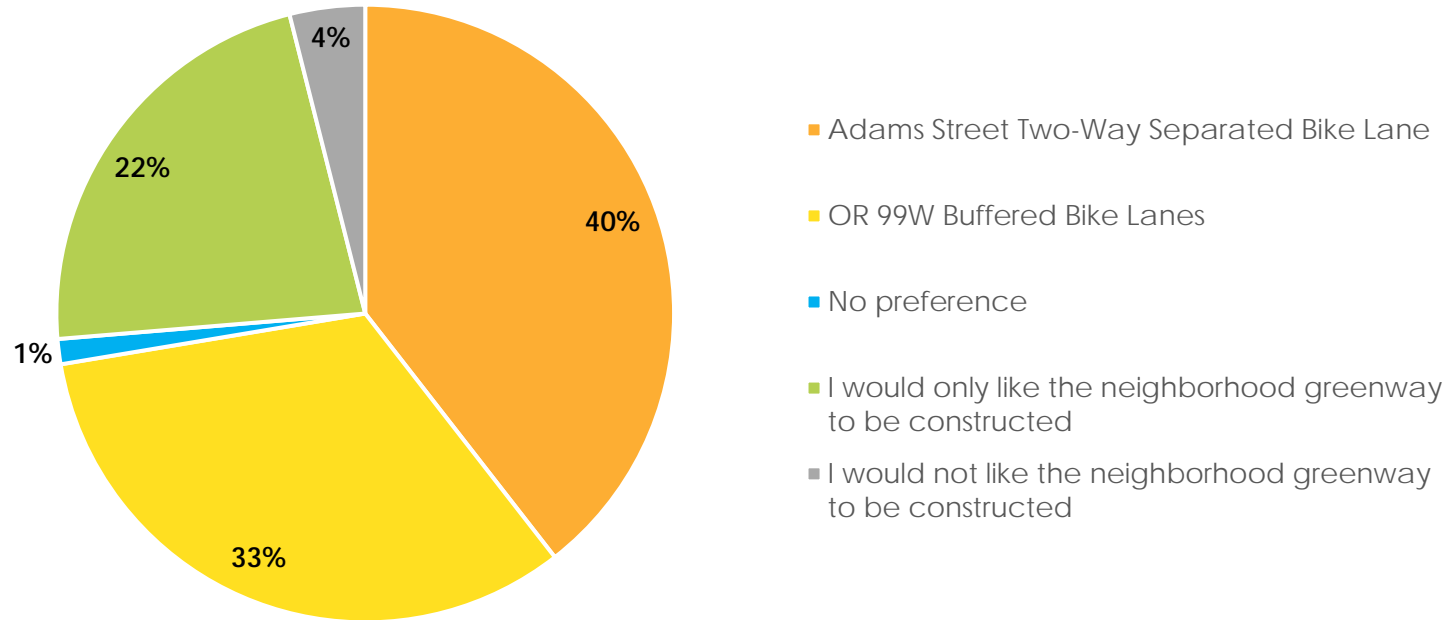
# Public Preferences

Concept Preference



- Most intuitive and practical (due to directional flow)
- Low maintenance requirements
- Direct access to businesses on OR 99W
- People would continue biking on Baker Street even if there was a Two-Way facility on Adams Street

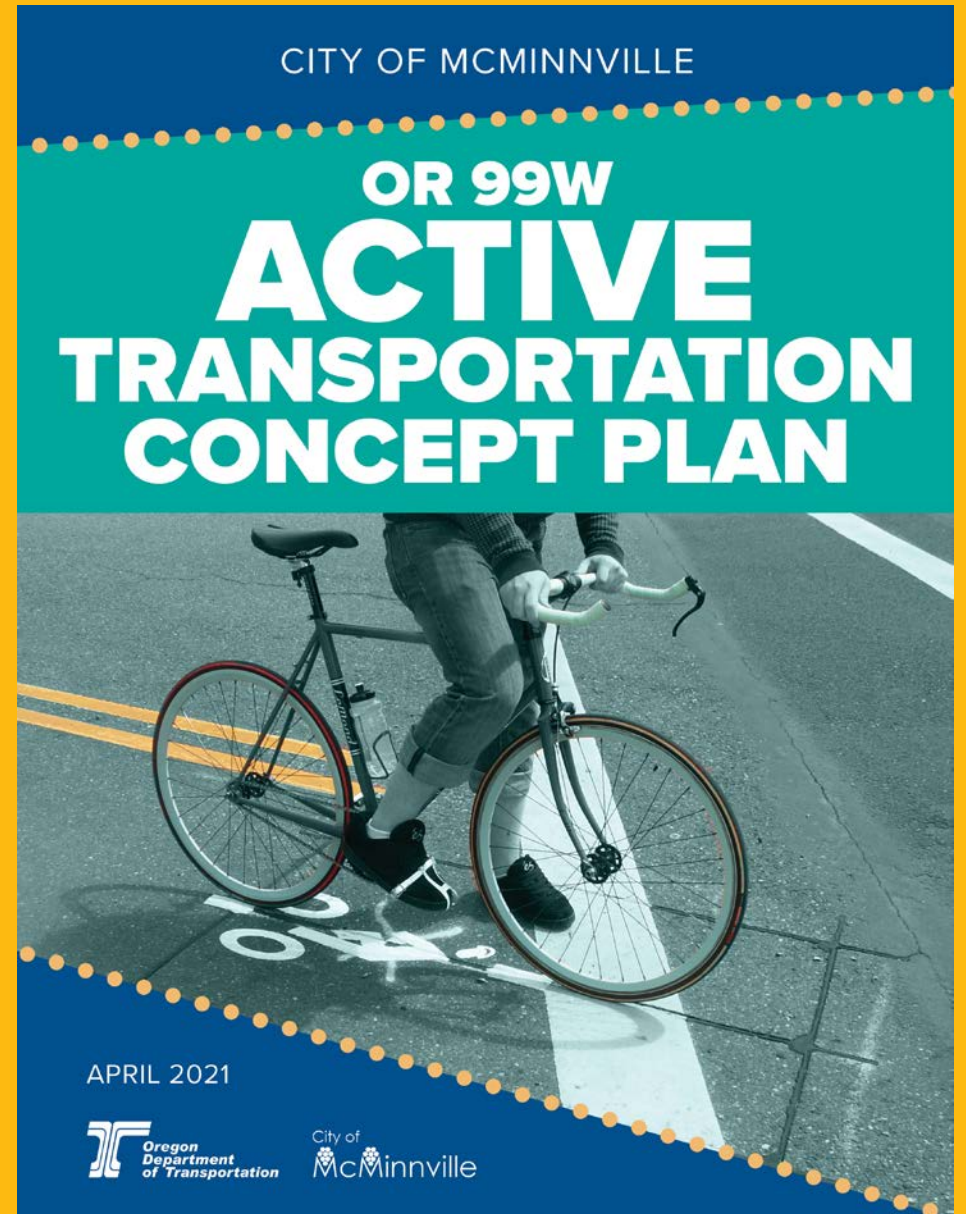
# Top Preference for OR 99W Facilities (In Addition to Neighborhood Greenway)





# Draft Concept Plan

- ▶ Contents
- ▶ Proposed Concept



# Contents

- ▶ Introduction
- ▶ Keeping the End User in Mind
- ▶ Corridor Needs
- ▶ Who Participated in the Planning Process?
- ▶ Alternative Concepts to Address Needs
- ▶ Preferred Alternative Concept Solution
- ▶ Enhanced Crossing Concept
- ▶ What Happens Next?
- ▶ Supporting Documentation

## ACKNOWLEDGMENTS

### Project Management Team

Jenna Berman, ODOT Region 2, Active Transportation Liaison  
Daniel Fricke, ODOT Region 2, Senior Transportation Planner  
Larry Sherwood, The City of McMinnville, Engineering Services Manager  
Heather Richards, The City of McMinnville, Planning Director  
Mike Bisset, The City of McMinnville, Community Development Director

### ODOT Review Team

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Kristie Gladhill, ODOT Transportation Planning Analysis Unit, Senior Transportation Analyst

### Consultant Project Team

Marc Butorac, PE, PTOP, PMP, Project Principal  
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Amy Griffiths, EIT, Lead Analyst  
Eric Germundson, Lead Designer  
Steve Rhyne  
Jon Sommerville  
Katie Taylor  
Kittelison & Associates, Inc.

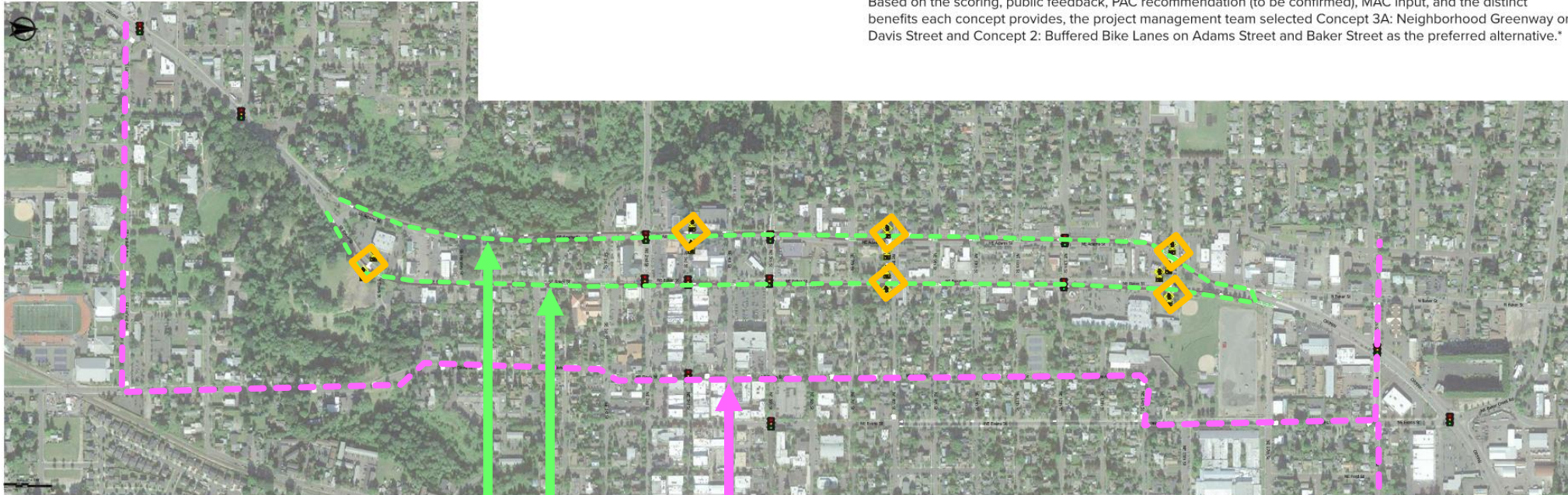
### Project Advisory Committee

Barb Jones, Accessibility Advocate  
Bahram Refaei, Linfield University  
Cyrus Scarboro-Ford, McMinnville High School Student  
Chuck Hillestad, Former Planning Commissioner, Board of Yamhill County Historic Society  
Dave Rucklos, Director of McMinnville Downtown Association  
Jack Crabtree, McMinnville School District  
Jamie Fleckenstein, McMinnville Planning Department and Avid Cyclist  
Cole Mullis, ODOT District Manager  
Peter Higbee, Bicyclist Community  
Steve Macartney, Public Safety  
Zack Geary, McMinnville City Council  
Lori Schanche, Planning Commission, Active Transportation Planner

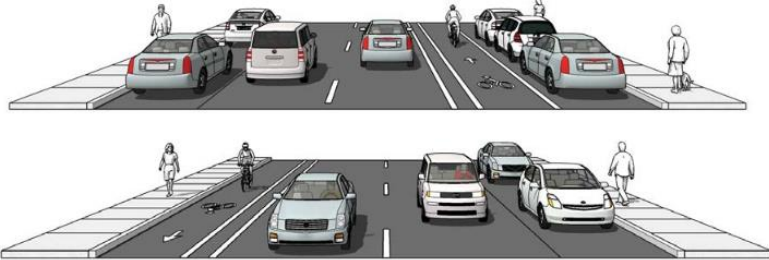
# Concept Layouts

## 6 / Preferred Solution Concepts

Based on the scoring, public feedback, PAC recommendation (to be confirmed), MAC input, and the distinct benefits each concept provides, the project management team selected Concept 3A: Neighborhood Greenway on Davis Street and Concept 2: Buffered Bike Lanes on Adams Street and Baker Street as the preferred alternative.\*



Buffered Bike Lanes on Baker and Adams Streets



Neighborhood Greenway on Davis Street



\*Planning concept potentially reduces vehicle-carrying capacity of the highway; further evaluation of the project design will be required at the time of implementation to ensure compliance with ORS 366.215.

## Concept

## Near-Term Recommendations

## Long-Term Recommendations

### Neighborhood Greenway on Davis Street

- Sharrows
- Signage
- Traffic calming

- Evaluate success of traffic diverters and consider adding additional traffic calming features
- Expand the network of neighborhood greenway routes in McMinnville
- Potential connections include a multiuse path on Evans Street between 17th Street and OR 99W and bike lanes or sharrows along Lafayette Avenue, 3rd Street, 4th Street, 5th Street, Birch Street, and Alder Street.

### Buffered Bike Lanes on Adams Street and Baker Street

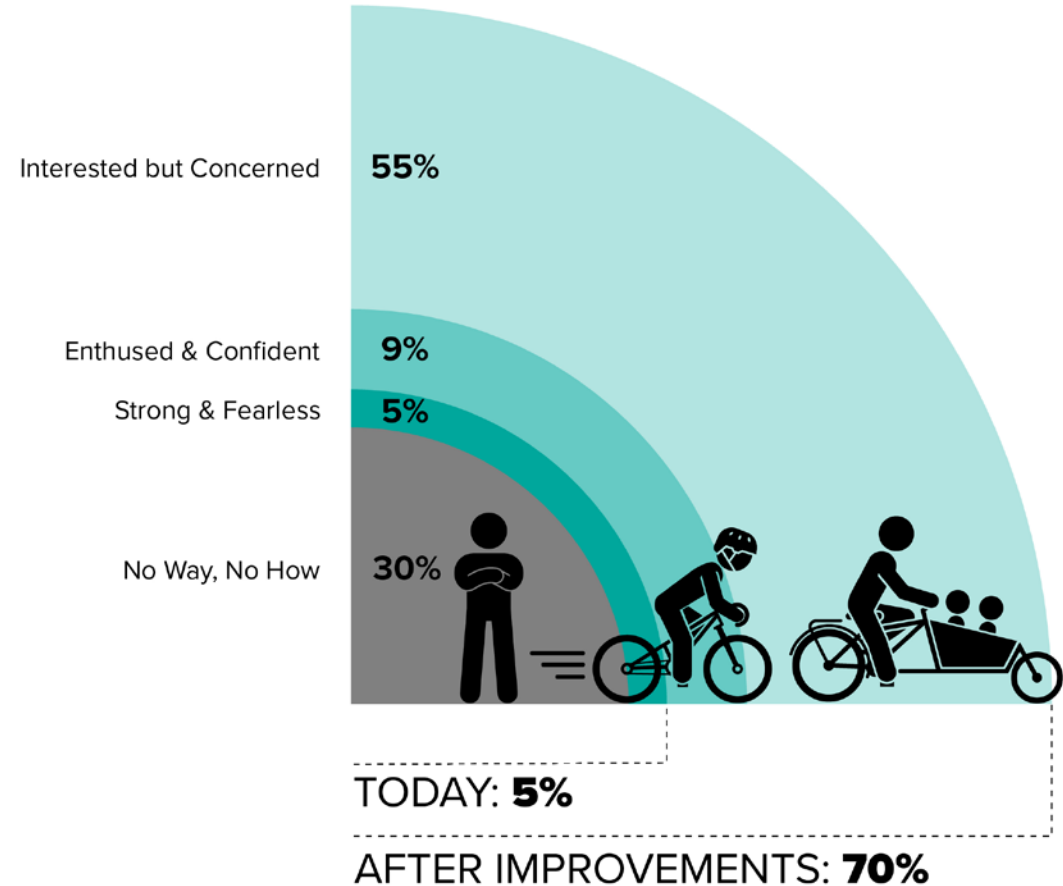
- Construct buffered bike lanes with repaving project
- Provide vertical separation at intersections with high-turn volumes along Adams Street and consistently south of 2<sup>nd</sup> Street where there are no driveway conflict points.

- Explore additional opportunities for vertical separation

# What will the plan provide the opportunity for?

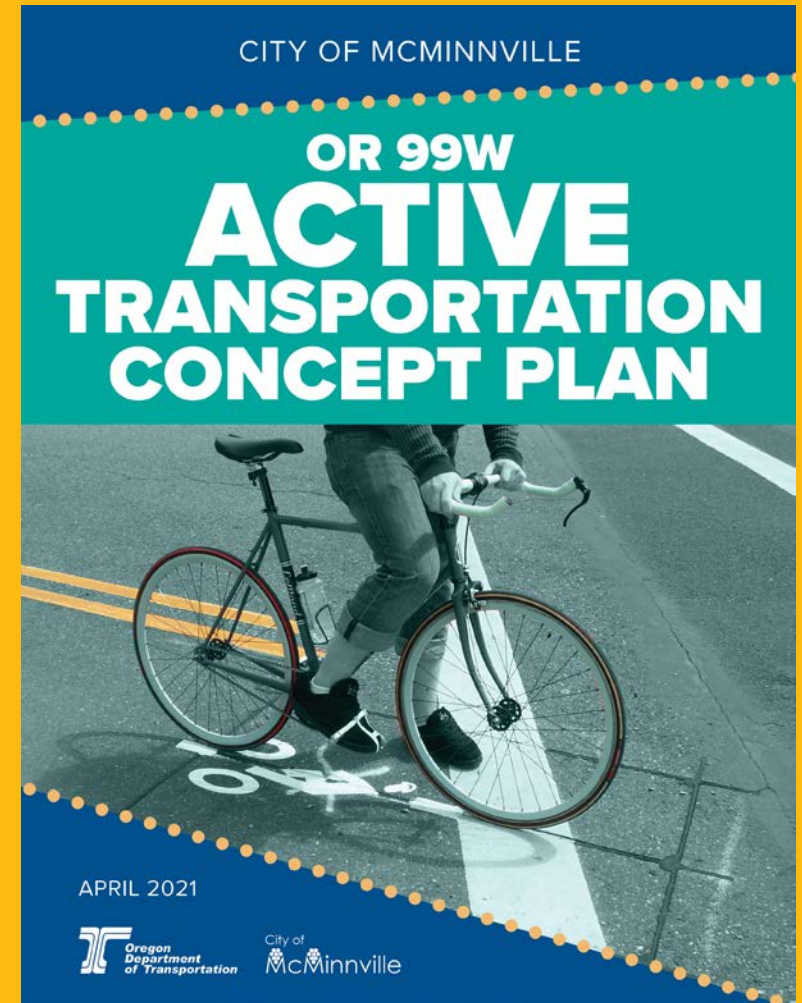
- ▶ Securing Funding
- ▶ Meeting the Corridor Vision

## Community Needs Met



# Discussion

- ▶ Do you have questions or comments about the draft Concept Plan?
- ▶ Do you support the draft Concept Plan and its recommendations?



# NEXT STEPS



City of McMinnville  
**Transportation System Plan**







## Pedestrian System Goal

TO PROVIDE A COMPREHENSIVE SYSTEM OF CONNECTING SIDEWALKS AND WALKWAYS THAT WILL ENCOURAGE AND INCREASE SAFE PEDESTRIAN TRAVEL.

Additional policies are identified to help guide the Pedestrian System Plan, supplementing those policies in the McMinnville Comprehensive Plan (see Appendix E) and Chapter 2 of the TSP.

- **System Inventory** - the City shall inventory and map existing pedestrian facilities. Facility inventories and selected inventory updates should be performed every five years to determine the success or failure of meeting the Plan's pedestrian goal, objectives, and policies. *The City has already partially met this policy objective having completed the walking inventory of all public streets as part of the TSP.*
- **Formalize New Sidewalk Construction Program** - to complete the pedestrian facility network, the City will formalize a New Sidewalk Construction Program that reflects the City's funding resources. This program will give priority to the construction of missing sidewalks in already developed areas of the city that would provide improved access to schools, parks, shopping, and transit services.
- **Ensuring Future Sidewalk Connections** - all future development must include sidewalk and walkway construction as required by the McMinnville Zoning Ordinance and City Code. All street construction or renovation projects shall include sidewalks. The City will support, as resources are available, projects that would remove identified barriers to pedestrian travel or safety.



Need for Sidewalks and Greater Connectivity

- **Complete Connections with Crosswalks** - all signalized intersections must have marked crosswalks. School crosswalks will be marked where crossing guards are provided. Subject to available funding, and where appropriate, marked crosswalks, along with safety enhancements (medians and curb extensions), shall be provided at unsignalized intersections and uncontrolled traffic locations in order to provide greater mobility in areas frequently traveled by persons with limited mobility. Marked crosswalks may also be installed at other high volume pedestrian locations without medians or curb extensions if a traffic study shows there would be a benefit to those pedestrians.
- **Connecting Shared-Use Paths** - the City will continue to encourage the development of a connecting, shared-use path network, expanding facilities along parks and other rights-of-way.
- **Compliance with ADA Standards** - the City shall comply with the requirements set forth in the Americans with Disabilities Act regarding the location and design of sidewalks and pedestrian facilities within the City's right-of-way.
- **Maintaining Quality of Facilities** - the City will establish standards for the maintenance and safety of pedestrian facilities. These standards should include the removal of hazards and obstacles to pedestrian travel, as well as maintenance of benches and landscaping.
- **Promoting Walking for Health and Community Livability** - the City will encourage efforts that inform and promote the health, economic, and environmental benefits of walking for the individual and McMinnville community. Walking for travel and recreation should be encouraged to achieve a more healthful environment that reduces pollution and noise to foster a more livable community.

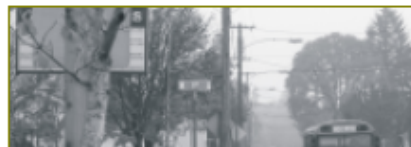
### Adams and Baker Street Corridor

The portion of Highway 99W through the downtown McMinnville area operates as a one-way couplet along Adams Street and Baker Street. Adams and Baker Streets are both classified as *major arterials*. By City standards, major arterials are intended to provide connection through McMinnville, carry higher traffic volumes, provide bicycle lanes and sidewalks, and provide planting strip as buffers (wherever possible).

Both Adams and Baker Streets include two travel lanes (for each direction of the one-way couplet) and on-street parking on both sides of the street. At some intersections there are special turn lanes and traffic signals. Sidewalks have been constructed along both sides of Adams and Baker Streets. Typically the sidewalks are located adjacent to the curb. From the pedestrian's perspective, the on-street parking stalls serve as a buffer to highway traffic. Intersecting streets along the one-way couplet also have sidewalk connections, linking neighboring land uses to or across the one-way couplet corridor.

In general, while the sidewalks along Adams and Baker Streets are fairly contiguous and in decent shape, they are too narrow (four-five feet) to carry substantial pedestrian traffic, and there are many obstructions and obstacles within the sidewalk area that impede safe pedestrian travel. Several of the intersections along Adams and Baker Streets include curb ramps that do not meet Americans with Disabilities Act (ADA) guidelines.

Also, many of the intersections in the corridor have storm-water drain inlets near the apex of the curb. In addition, the utility poles that carry overhead power lines are often located in the middle of the sidewalk along the east side of Baker Street or at the corner of major intersections, and can impede pedestrian circulation and safety.



As noted in the Street System Plan, pavement conditions have deteriorated on Adams and Baker streets. At some point in time, both streets will likely need to be reconstructed to safely carry future traffic demand. McMinnville should coordinate with ODOT to define and program the reconstruction of Adams and Baker streets in the future update of the Statewide Transportation Improvement Program (STIP), including with it a number of pedestrian and bicycle access and safety enhancements:



Sidewalks and Curb Ramps on Baker Street

Land uses along the Highway 99W corridor include a mix of commercial, civic, park and residential activity. These uses have historically developed with orientation to automobile access and circulation within and through the corridor.

Within the last 10-15 years, vehicular traffic on Highway 99W in McMinnville has grown to levels that make pedestrian crossings more difficult. Today, the Adams and Baker Street one-way couplet carries more than 33,000 vehicles per day. From 8:00 AM until well after 6:00 PM, both Adams and Baker carry in excess of 1,000 vehicles per hour. The total distance to cross either street, from curb to curb, is about 60 feet. This wide area, coupled with the sheer volume of Highway 99W traffic, tends to intimidate pedestrians walking along or across the corridor.

one-way couplet, like traffic lights that control crossings. At some intersections, you must wait for traffic to clear.

Along Adams and Baker Streets, the focus is primarily to improve pedestrian access.

Identify intersections for automobile traffic.

A number of factors, when combined, form a barrier to pedestrian traffic accessing or crossing this Highway 99W corridor:

- heavy highway traffic volume
- physical width of Adams and Baker Streets
- absence of pedestrian amenities, and
- presence of physical barriers to pedestrian travel.

There is a need to better link and weave the Highway 99W corridor into the multi-modal fabric of greater McMinnville, with stronger pedestrian connections to Downtown. There is also the need to improve the pedestrian environment along Adams and Baker Streets

As noted in the Street System Plan, pavement conditions have deteriorated on Adams and Baker streets. At some point in time, both streets will likely need to be reconstructed to safely carry future traffic demand. McMinnville should coordinate with ODOT to define and program the reconstruction of Adams and Baker streets in the future update of the Statewide Transportation Improvement Program (STIP), including with it a number of pedestrian and bicycle access and safety enhancements:

# 6 Bicycle System Plan

McMinnville commuters reacted to recent increases in the price of gasoline in a couple of ways: some long-distance commuters joined carpools or switched to intercity bus services (see Chapter 7), while other local commuters switched to riding their bicycle to work. Historical bicycle volume counts are unavailable, but the rise in local bicycle traffic was noticeable, if even by anecdotal observation. Also noticeable were the concerns raised by commuter, recreational and student cyclists relating to the number of significant gaps in McMinnville's bicycle system.

Fluctuating gas prices are partly responsible for the increase in bicycle traffic. Given the city's relative compact geography, generally flat topography, future population (compared to larger cities), and increasing costs for driving, cycling will likely become a larger, more popular and viable alternative. Further, as growth generates more vehicle and bicycle traffic in the city there will be increased desire and need to complete McMinnville's bicycle system.



Bike Lane Use on 2nd Street

The Bicycle System Plan outlines recommended steps and projects to increase the role of the bicycle with a system of connected and well-maintained facilities in McMinnville.

## Bicycle System Policies

The Bicycle System Plan goal for McMinnville emphasizes the importance of providing a completed system of direct on-street bicycle facilities, and on increasing the percentage of trips made by bicycle.

### Bicycle System Goal

To provide a comprehensive system of connecting and direct on-street bicycle facilities that will encourage increased ridership and safe bicycle travel.

Three objectives are recommended in the TSP to help the City of McMinnville achieve its bicycle system goal:

- Create a comprehensive and connected system of bicycle facilities;
- Encourage programs that support bicycle systems and promote cycling activity; and,
- Encourage programs that enhance bicycle safety.

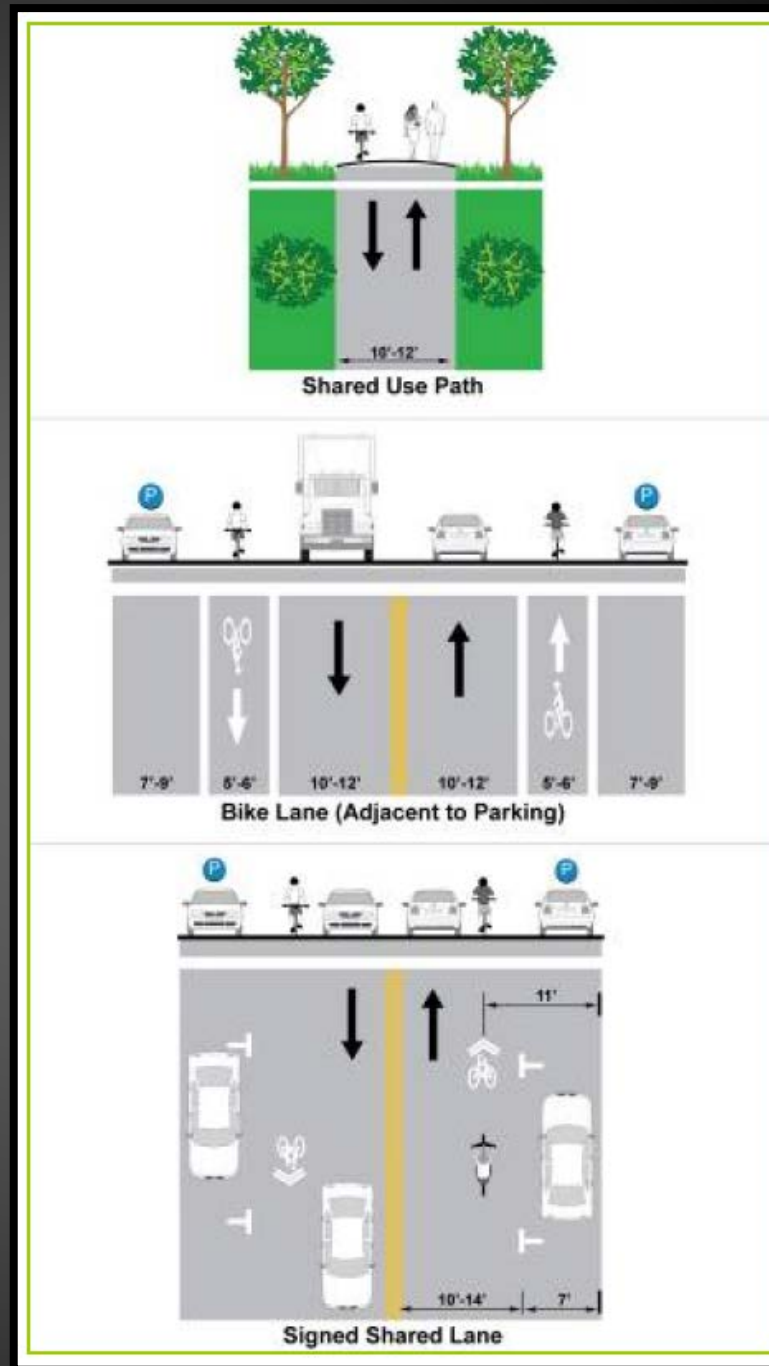
Each objective is to be met through applying policies that pursue particular strategies, develop specified programs, or engage in defined courses of action. The policies for McMinnville's bicycle system are developed consistent with federal policy guidelines and the Oregon Bicycle and Pedestrian Plan.

To increase the role of the bicycle as a viable mode of transportation a system of connected and well-maintained facilities should be provided.

- **Provide Bicycle Facilities on Arterials and some Collector Streets** – To the extent possible, arterial and some collector streets undergoing overlays or reconstruction will either be re-stripped with bicycle lanes or sharrow (bicycle/auto shared-lane) routes as designated on the Bicycle System Plan Map (see Exhibit 6-3). Every effort will be made to retrofit existing arterials and selective collectors with bicycle lanes, as designated on the Bicycle System Plan Map.
- **Eliminate Barriers to Bicycle Travel** - The City will actively pursue a comprehensive system of bicycle facilities through designing and constructing projects, as resources are available,

# Need to add new bicycle facility types:

- ▶ Buffered Bike Lanes
- ▶ Neighborhood Greenway



CAPITAL IMPROVEMENT PROJECTS					USER				COST	PARTNERSHIP										
					Need		Benefit			City										
					Safety	Capacity	Access	Operations	Freight	Auto	Pedestrian	Bicycle	Transit		General	SDC	Private	Grant	County	State
Street	From	To	New	Modify / Replace																
<b>Complete Streets</b>																				
2nd Street	Adams	Cowls		2	+	+	+	+		■	■	■	■	\$1,097,000	*	*		*		
5th Street	Hwy 99W	Lafayette	4	1	+	+	+	+		■	■	■	■	\$1,203,500	*	*				
Baker Creek	North Baker	Hill Rd	1		+	+	+	+	+	■	■	■	■	\$414,000	*	*				
Booth Bend Road	Hwy 99W	School Site			+	+	+	+	+	■	■	■	■	\$2,850,000	*	*	*			
North Baker Street	24th Street	Burnett			+	+	+	+		■	■	■	■	\$801,800	*	*			*	
Hill Road - North	2nd Street	Baker Cr Rd			+	+	+	+		■	■	■	■	\$5,817,400	*	*			*	
Hill Road - South	Alexandria	2nd Street			+	+	+	+		■	■	■	■	\$3,675,000	*	*			*	
Old Sheridan Road	Cypress	Hwy 99W	1		+	+	+	+		■	■	■	■	\$2,371,400	*	*		*	*	
Riverside Drive	Hwy 99W	RR Crossing			+	+	+	+	+	■	■	■	■	\$2,911,100	*	*				
3rd Street Streetscape				1	+		+	+		■	■	■	■	\$2,325,000	*		*	*		
<b>Systems Management</b>																				
Central Traffic Signal System Control	Hwy 99W & central city			system	+	+		+	+	■	■	■	■	\$640,400		*		*		*
<b>Bicycle System</b>																				
Bike Lane Signing/Striping		System			+	+		+		■	■	■	■	\$237,500	*			*		
Bike "Sharrow" Signing/Striping		System			+	+		+		■	■	■	■	\$312,000	*			*		
<b>Pedestrian System</b>																				
1st and 2nd Street Pedestrian Crossings	1st	Johnson		1	+	+	+	+		■	■	■	■	\$996,500	*		*	*		
Curb Ramp Program		System			+	+	+	+		■	■	■	■	\$1,765,000	*		*	*		
New Priority Sidewalks		System			+	+	+	+		■	■	■	■	\$6,415,200	*		*	*		

**TOTAL COST**

**\$33,832,800**

■ Primary  
■ Secondary

**ODOT Program Coordination**

Current State Transportation Improvement Program?

Hwy 99W/McDonald & McDaniel Signal Replacement		yes			+	+	+	+	+	■	■	■	■	funded						*
Yamhill River Bridge Replacement		no			+	+	+	+	+	■	■	■	■	\$8,778,000						*
Adams/Baker One-Way Couplet (Hwy 99W) Reconstruction		no			+	+	+	+	+	■	■	■	■	\$745,800				*		*
Highway 18/99W South Interchange Access Management Plan		no			+	+	+	+	+	■	■	■	■	\$3,112,600		*	*			*
Highway 18 Corridor Plan		no			+	+	+	+	+	■	■	■	■	\$26,000,000		*	*			*

# ACTIVE TRANS CIP: BIKE/PEDESTRIAN

CAPITAL IMPROVEMENT PROJECTS				USER				COST	PARTNERSHIP										
Street	From	To	Traffic Signals New Modify / Replace	Need			Benefit				Cost	City							
				Safety	Capacity	Access	Operations	Freight	Auto	Pedestrian		Bicycle	Transit	General	SDC	Private	Grant	County	State
<b>Bicycle System</b>																			
Bike Lane Signing/Striping		System		+	+		+					\$237,500	*			*			
Bike "Sharrow" Signing/Striping		System		+	+		+					\$312,000	*			*			
<b>Pedestrian System</b>																			
1st and 2nd Street Pedestrian Crossings	1st	Johnson	1	+	+	+	+					\$996,500	*		*	*			
Curb Ramp Program		System		+	+	+	+					\$1,765,000	*		*	*			
New Priority Sidewalks		System		+	+	+	+					\$6,415,200	*		*	*			

# Funding for Local Improvement: General Fund, Private and Grants

- ▶ Safe Routes to School Grants
- ▶ Active Trans Grants

CAPITAL IMPROVEMENT PROJECTS				USER				COST	PARTNERSHIP										
Street	From	To	Traffic Signals		Need				Benefit				General	SDC	Private	Grant	County	State	
			New	Modify / Replace	Safety	Capacity	Access	Operations	Freight	Auto	Pedestrian	Bicycle							Transit
<b>Bicycle System</b>																			
Bike Lane Signing/Striping		System			+	+		+						\$237,500	*			*	
Bike "Sharrow" Signing/Striping		System			+	+		+						\$312,000	*			*	
<b>Pedestrian System</b>																			
1st and 2nd Street Pedestrian Crossings	1st	Johnson	1		+	+	+	+						\$996,500	*		*	*	
Curb Ramp Program		System			+	+	+	+						\$1,765,000	*		*	*	
New Priority Sidewalks		System			+	+	+	+						\$6,415,200	*		*	*	



# McMinnville OR 99W (NE McDonald Lane to Linfield Avenue) Active Transportation Concept Plan

Planning Commission – City Council Work Session

04/27/2021