

PACIFIC CITY/WOODS TRANSPORTATION PLAN

1998-1999



TriLand Design Group, Inc.

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TRANSPORTATION PLAN
1998-1999*

Prepared For:

**Pacific City/Woods Community and Tillamook County
Tillamook County, Oregon**

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INTRODUCTION

PROJECT DESCRIPTION

Tillamook County obtained a State of Oregon Transportation Growth Management (TGM) Program grant to prepare a transportation plan for the unincorporated community of Pacific City/Woods. This plan will serve as a model for other communities in the county. This work requires refinement, elaboration and integration into other county planning initiatives.

Transportation Plan Elements

The Pacific City/Woods Transportation Plan utilizes the previously completed transportation efforts, policies and visions; identifies additional and modified transportation improvement project recommendations; and incorporates the recommendations, standards and policies into the Tillamook County regulatory process.

The transportation plan includes consideration of project development patterns, community inter-connecting routes, alternative development styles, pedestrian and bicycle needs, transit needs, river and beach access, gateways into Pacific City, street design, inventories, policies, implementing ordinances and other concerns raised by citizens. The project is in accord with the TGM objectives of revision of local plans consistent with state and local transportation plans, revision of local ordinances to implement transportation plans, and planning for alternative modes.

PROJECT FUNDING

This project is funded by a grant from the Transportation and Growth Management (TGM) Program, a Joint Program of the Oregon Department of Transportation (ODOT) and the Oregon Department of Land Conservation and Development (DLCD). TGM grants rely on the federal Intermodal Surface Transportation Efficiency Act and Oregon Lottery funds. The contents of this document do not necessarily reflect views or policies of the State of Oregon.

PROJECT OBJECTIVES

The work program goal of the Pacific City/Woods Transportation Plan was to identify and address community transportation issues. This leads to draft

language for comprehensive plan and development code amendments necessary to address these issues.

The work program focused on:

- Private and public street, bicycle and sidewalk standards;
- Local connectivity;
- Potential for bicycle or multi-use paths separated from roadways;
- Pedestrian needs;
- Parking;
- Gateway and aesthetic issues;
- River and beach access;

The primary elements of the work program were to:

- Establish a public involvement program that was a collaborative process amongst representatives from the community, county, and state;
- Develop goals and policies;
- Collect an existing transportation system inventory;
- Prepare street, bicycle/pedestrian, and transit plans;
- Produce transportation improvement projects to address existing and future transportation problems; and
- Prepare implementation ordinance language for comprehensive plan and development code amendments.



Brooten Road/Pacific Avenue Intersection

PLANNING PROCESS

For the Pacific City/Woods Transportation Plan, the planning process consisted of the following four primary tasks and objectives:

Task A. Goal Setting & Establish Public Involvement Program

Objectives:

- For primary participants to gain a thorough understanding and reach consensus on the planning process and schedule, project goals, the public involvement process, and project responsibilities. Primary participants included representative Pacific City/Woods citizens, Tillamook County, ODOT, and TriLand Design Group.
- To provide an environment in which input from stakeholders can shape the development of the transportation plan. For this to occur, active participation between affected government agencies, business community, transportation users, and other local stakeholders was sought through the participation in a public and interagency involvement program.

Task B. Research & Analysis

Objectives:

- To complete a thorough review of transportation-related documents that affect the transportation facilities and services in the community. These documents include existing ordinances, development code, zoning code, subdivision code, comprehensive plan, street standards, bicycle and pedestrian plan, Tillamook County TSP, other regional transportation plans, and state transportation plans such as the 1991 and proposed 1998 Oregon State Highway Plan;
- To collect and review the information needed to complete a thorough inventory of the existing transportation system. This includes an inventory of transportation facilities and services by function, type, capacity, and condition;
- To collect and analyze needed information to document the current transportation system conditions, and identify existing transportation system deficiencies;
- Prepare Pacific City/Woods base map.

Task C. Develop Alternative Transportation Scenarios

Objective:

To determine the transportation facility needs for a 20-year planning period, and provide solutions developed through the public involvement process and technical input.

Task D. Transportation Master Plan & Implementation

Objective:

To compile information into a transportation plan. Included in this effort is the development of multi-modal plans to be implemented in conjunction with the more traditional capacity improvements. With the transportation plan, a list of transportation projects was developed with identification of possible funding mechanisms. Policy statements for Tillamook County Comprehensive Plan amendments are also included.



North Brooten Road - Looking South

EXISTING TRANSPORTATION FACILITIES & CONDITIONS

The purpose for this section was to gain a thorough understanding of the existing transportation system in Pacific City/Woods.

The Physical Framework of Pacific City

Successful communities, those that provide a special quality of life, are typically built upon a strong framework of open spaces and roadways. Pacific City/Woods is a prime example of a community built upon a strong framework of open spaces and roadways. The Pacific City/Woods area has a wealth of natural open space amenities including the Pacific Ocean, Cape Kiwanda, Nestucca River and Bay, hillsides, agricultural land, and sand dunes.

The Pacific City/Woods community has developed as a linear north-south oriented community defined by the Pacific Ocean and Cape Kiwanda to the west; and hillsides and agricultural land to the east. The Nestucca River flows through the central part of the community and the Nestucca Bay provides the southern limits of the community. The northern limits are primarily defined by a hillside that consists of sand dunes, woods, and wildlife.

The community has developed along the edges of the natural open space amenities. Two north-south oriented roads provide the system from which the community functions and moves from one place to another. Brooten Road parallels the east side of the Nestucca River and is a primary entrance to Pacific City/Woods from Highway 101 which is located approximately 1½ miles away. Pacific City's downtown has primarily developed fronting Brooten Road. Brooten Road also provides access to residential development to the east.

Cape Kiwanda Drive is the north-south oriented road located between the Pacific Ocean and Nestucca River. Cape Kiwanda Drive provides connection to significant residential development and limited commercial development. Pacific Avenue connects Brooten Road and Cape Kiwanda Drive via the Beachy Bridge which crosses the Nestucca River.

Existing Roadway System

Brooten Road

South Brooten Rd. from Hwy. 101 to Fisher Road/Slough Bridge - 28' pavement with two 12-foot travel lanes and a 4' bicycle lane on the south/west side only. This is the main access road to Pacific City from Highway 101.

South Brooten Rd. from Slough Bridge north to Pacific Avenue - approx. 32' pavement with two 12-foot travel lanes and 4' bicycle lanes. Possible access management issue - continuous vehicle access (no defined driveways, ill-defined parking, no defined pedestrian access).



Brooten Road South of 4-Way Stop

North Brooten Rd. from Pacific Avenue north to Spring Street - 24-28' pavement, no bicycle/pedestrian facilities. Ditch on east side. Floods an average of two to four times per year in winter.

North Brooten Rd. from Spring Street to Woods Bridge - 18' pavement, no bicycle/pedestrian facilities. Ditch on east side.

Cape Kiwanda Drive

Cape Kiwanda Drive is the primary access to Pacific City from the north. Cape Kiwanda Drive generally has a 24-foot pavement width with two 12-foot travel lanes. Turn-lanes are provided at the Cape, Shorepine Village, and Kiwanda Shores. Bicycle lanes are limited to the Cape area. Pedestrian facilities are limited to a pathway along the Shorepine Village frontage and the northern frontage of Kiwanda Shores; and sidewalks at the Cape. The right-of-way (30') and pavement (22') narrows near the Pacific Avenue intersection. Cape Kiwanda Drive turns into McPhillips Drive at the north end of the community.



Cape Kiwanda Drive at the Cape

Pacific Avenue/Beachy Bridge

Between Brooten Road and the bridge, Pacific Avenue has a 38-feet of pavement width with two 11-foot travel lanes and 7-foot shoulders/bike lanes. A designated bike lane is located eastbound approaching Brooten Road. The bridge has bicycle lanes and a pedestrian sidewalk on the south side separated from motorists.

Resort Drive

Resort Drive provides access between Brooten Road and Highway 101. Resort Drive has approximately 22-feet of pavement width with two 11-foot travel lanes. There are no existing bicycle/pedestrian facilities. Resort Drive experiences flooding during heavy rains and high water.

Sandlake Road (Woods to McPhillips Drive)

Sandlake Road has approximately 22-feet of pavement width with two 11-foot travel lanes. There are no existing bicycle/pedestrian facilities.

Old Woods Road

Located east from Woods, Old Woods Road has approximately 22-feet of pavement width with two 11-foot travel lanes, and no existing bicycle/pedestrian facilities.

Sunset Drive

Sunset Drive is located between the west end of Pacific Avenue and Bob Straub Park. This street has an existing pavement width of approximately 18-feet, and no existing bicycle/pedestrian facilities.

Local Streets East of Brooten Road/Downtown

These local streets range from approximately 12 to 24-feet wide with some streets paved and some gravel. There are no existing bicycle/pedestrian facilities.

Pacific City Heights Local Streets

These local residential streets range from approximately 20 to 24-feet wide with some streets paved and some gravel. There are no existing bicycle/pedestrian facilities.

Woods Local Streets

Ferry Street is approximately a 24-foot wide paved street. Local streets off Ferry Street are 12 to 15-foot wide with gravel.

Local Streets off Cape Kiwanda Drive

Local residential streets within Nestucca Ridge, Shorepine Village and Kiwanda Shores developments generally have 20 to 28-foot wide pavement. The pavement serves as a shared vehicle, bicycle, and pedestrian facility. Nestucca Ridge and Shorepine Village also have separate pedestrian/bicycle paths.

Other local streets off Cape Kiwanda Drive are either paved or gravel with a 20 to 24-foot width, and have shared vehicle, bicycle, and pedestrian facilities.

Main Intersections

The Four-Way Stop - Downtown Pacific City

This is the main downtown intersection, located at Brooten Road and Pacific Avenue. This intersection is a four-way stop with flashing red lights, includes pedestrian crosswalks and bicycle lanes on south Brooten and on Pacific Avenue west of the

intersection. Vehicles rarely are stacked more than 3-deep in the summer.

Cape Kiwanda Drive/Pacific City Avenue-Beachy Bridge

This three-way intersection is confusing to motorists, especially non-locals, and lacks appropriate bicycle/pedestrian facilities. Motorists are confused because no stop is necessary from west-bound Pacific Avenue to north-bound Cape Kiwanda Drive; nor is stopping necessary from north-bound Cape Kiwanda Drive to east-bound Pacific Avenue. There is a lack of clear direction to motorists, i.e. pavement striping to show the dominant turning movement; and non-local motorists appear not to pay as much attention to existing signs as necessary. No accidents have been reported but there have been many near-accidents and road rage incidents.

Cape Kiwanda Drive At the Cape

Improvements including widening, turn lanes and bicycle/pedestrian facilities have occurred with the recent commercial development. This is a highly utilized traffic area, particularly in the summer, with the county public parking lot, dory boat access, other vehicle beach access, commercial establishment access, RV park and Webb Park access, bicyclists and pedestrians. This intersection will encounter increased traffic with future commercial development.

Brooten Road/Fisher Road

Fisher Road, off south Brooten Road is the primary access to the Pacific City Heights residential development. Fisher Road intersects Brooten Road at an odd angle, significantly less than 90-degrees, causing potential traffic problems.

Beach Access

There are two types of beach access in Pacific City - pedestrian access and vehicle access. Public beach access for pedestrians is currently provided at the county parking lots at Cape Kiwanda and the turn-around at the west end of Pacific Avenue, and at Bob Straub State Park at the south end of the community. Shorepine Village, a residential development located south of the Cape, is privately owned; however, it provides public beach access via a boardwalk. Kiwanda Shores, a residential development located south of Shorepine Village, has

three pedestrian beach accesses; however it is a gated community and does not allow public access.

Vehicular beach access is permitted at the two county parking lots. The Cape County parking lot provides beach access for the dory fleet. From the county parking lot, dory fishermen turn north on the beach to access the ocean. Other vehicles are allowed to access the beach at this location by turning south on the beach at the parking lot; however they are only permitted to park and not continue traveling south on the beach. Public vehicular beach access is permitted at the turn-around county parking lot. Vehicles may access the beach and travel south approximately 2½ miles to the mouth of the Nestucca River. Vehicles are not permitted to travel north on the beach at this location.

Nestucca River Access

Pacific City/Woods has four boat ramps located on the Nestucca River which are heavily used during prime fishing season in late summer and fall. Boat ramp locations include:

- The Guard Rail boat launch on south Brooten Road, east side of river;
- The County boat launch on north Brooten Road, east side of river;
- The County boat launch on Sunset Drive near Bob Straub State Park, west side of river;
- The Woods Bridge County boat launch on Brooten Road/Resort Drive, south side of river.



Bicycle/Pedestrian Path at Shorepine Village

Existing Bicycle System

Pacific City/Woods appears to have a significant number of residents that bicycle. In addition, there is substantial bicycle traffic in the summer months traveling through the community from the north on Cape Kiwanda Drive, across the river and south on Brooten Road.

Currently, there are limited designated bicycle facilities on portions of Cape Kiwanda Drive (at the north end), Pacific Avenue, and on south Brooten Road from Pacific Avenue to Highway 101 (west/south side only). Other bicycle traffic shares the roadway system with vehicles. Aside from south Brooten Road and Cape Kiwanda Drive, there appears to be existing bicycle traffic that traverses a “loop” along north Brooten Road-Ferry Street in Woods-Sandlake Road-Cape Kiwanda Drive-Pacific Avenue. Bicycle traffic also exists on Resort Drive and Old Woods Road.

Existing Pedestrian System

A significant number of people appear to walk in Pacific City/Woods. This includes both recreational and destination walks. Recreational walks include people walking or running for leisure and/or exercise, i.e. from residence to the beach, downtown, or a “loop” system around/through the community. Destination walks include people walking to activity centers, i.e. from residence to the post office or market. Currently, designated pedestrian facilities are limited and do not provide connections throughout the community. Designated pedestrian facilities, i.e. sidewalks and pathways are primarily limited to:

- Some areas of downtown near the four-way stop (Brooten Road/Pacific Avenue intersection);
- Beachy Bridge (south side);
- Limited places along Cape Kiwanda Drive, i.e. fronting Shorepine Village and at the Cape;
- Nestucca Ridge, a residential development, which has paved pedestrian trails that connect the development to Cape Kiwanda Drive and the river. These pathways are for recreational use and connect to streets within the development. They are located along the edge of wetland areas. These pathways, although privately owned, are available for use by the public. The pathways are also used by some bicyclists;



Cape Kiwanda Drive Pathway & Turn-Lane

- Shorepine Village, which has paved pedestrian trails and a boardwalk that connect the development to Cape Kiwanda Drive and the beach. The pathways connect to streets within the development and are also used by bicyclists (excluding the boardwalk to the beach). These pathways, although privately owned, are available for use by the public.

Pacific City Airport

The airport is located in the central part of the community, south of Pacific Avenue between Brooten Road and the Nestucca River. This State of Oregon airport is used for small private aircraft only. The airstrip is fairly small, being approximately 1,800 feet long and 30 feet wide. The airport appears to be a highly utilized facility during good weather and is considered to be a unique and special amenity for the community.

Streets, Flooding & Storm Drainage

Several places along Pacific City streets have standing water during rainy periods. This is primarily due to the high water table, close proximity and similar elevations to the river and ocean, and lack of a community-wide storm drainage system. Storm drainage solutions need to be incorporated into street improvements and street design standards. Flooding is particularly noticeable on north Brooten Road, Resort Drive, and the airport; and standing water at two locations on the east side of Cape Kiwanda Drive.

SUMMARY OF PUBLIC INVOLVEMENT

Public involvement is a key component in determining transportation facility needs. The public involvement process is critical to the success of the Transportation Plan and to future transportation improvements in the Pacific City/Woods community. The planning process incorporates the philosophy that in order to create a successful plan, Pacific City/Woods citizen's must provide input. The citizens of Pacific City/Woods are the people who use and live with the community's transportation facilities. They are the people who consistently ride, drive, bike, walk, and run in Pacific City/Woods. Therefore, Pacific City/Woods citizen's know the existing transportation system, know what issues and conflicts currently exist, and have ideas on how to improve the transportation system.

For the Pacific City/Woods Transportation Plan, public involvement was a collaborative process that was incorporated throughout the planning process. Public involvement mechanisms included:

- Five workshops with the Transportation Plan Task Force that consists of representatives from Pacific City/Woods citizenry, Tillamook County, ODOT, DLCDC, and TriLand Design Group;
- Interviews to solicit transportation-related needs and desires with 61 Pacific City/Woods citizens including residents, property owners, and the business community;
- 319 returned questionnaires that were distributed to approximately 1,700 property owners and placed at five public locations;
- A community-wide open house and a town hall meeting for Pacific City/Woods citizens to review and comment on draft recommended transportation improvements.

This section includes summaries of the interviews with Pacific City/Woods citizens and the questionnaires.

PACIFIC CITY/WOODS RESIDENT INTERVIEWS

An initial component of the public involvement process was to conduct interviews with Pacific City residents. This provided an opportunity to solicit input on transportation needs and desires from those who consistently use the Pacific City transportation system. Sixty-one (61) residents were interviewed.

A prioritized list of transportation improvements identified in the interviews with Pacific City residents is provided below. The top 15 identified transportation improvements were identified by at least 20% of those interviewed. There was consensus amongst the interviewees to maintain beach access for the dory boats.

1st Community-wide Bicycle/Pedestrian System

Establish an interconnected bicycle/pedestrian system throughout Pacific City. The bicycle/pedestrian system should provide alternative "loops" for recreational bicyclists, walkers and runners. The system should also connect destinations (activity centers), i.e. beach, river, downtown, market, and residential areas.

1st Cape Kiwanda Drive/Pacific Avenue Intersection Improvements

Improve traffic movement and provide bicycle/pedestrian facilities at this intersection. This is currently a confusing and unsafe intersection due to unconventional traffic direction and narrow right-of-way. The primary traffic movement is turning from westbound Pacific Avenue to northbound Cape Kiwanda Drive or from southbound Cape Kiwanda Drive to eastbound Pacific Avenue. Motorists are not required to stop at this intersection if making one of these two turning movements. However, many motorists, primarily non-local drivers, do stop when making one of these two turning movements because drivers are "programmed" to stop at intersections, especially when turning. This causes many near-accidents and road rage amongst motorists. In addition, there are limited bicycle and pedestrian facilities at this intersection, which currently is the only connection between the east and west sides of Pacific City, separated by the Nestucca River.

3rd Enforce/Reduce Speeds

Enforce speed limits and reduce speeds. Speeding is particularly apparent when entering Pacific City from the north (south-bound on Three Capes Scenic Loop), and from the south (north-bound on Brooten Road). Speeding was also identified on North Brooten and through Woods.

4th North Brooten Road Bicycle/Pedestrian Facilities (Pacific Avenue north to Woods Bridge)

Bicycle and pedestrian facilities are needed along north Brooten Road from the four-way stop at Pacific Avenue to the Woods Bridge. This road receives bicycle and pedestrian traffic, the pavement is narrow – minimum 18-feet at the north end, and there are no existing facilities for bicyclists and pedestrians.

5th Downtown Parking Improvements

Additional parking and clear definition of existing parking is needed in the downtown area. Investigate the feasibility of a central parking area where people can park and walk to the downtown retail establishments along connected pedestrian pathways and pedestrian street crossings.

6th Cape Kiwanda Drive Bicycle/Pedestrian Facilities

Cape Kiwanda Drive has significant motorist, bicycle and pedestrian usage. People are traveling to/from the beach, parks, residences, and commercial establishments; and also use Cape Kiwanda Drive for recreational biking, walking and running. Currently, bicycle/pedestrian facilities are limited to specific sections on Cape Kiwanda Drive. A connected bicycle/pedestrian facility is needed on Cape Kiwanda Drive between Pacific Avenue and the Cape.

7th Bicycle/Pedestrian River Bridge Crossing

Provide a bicycle/pedestrian connection via a new Nestucca River bridge from west-Pacific City to east-Pacific City. This would provide a connection from the Cape and residential development west of the river to the library, market and other retail establishments on the east side of the river. The bridge would also

provide a safer and shorter connection for residents east of the river to the beach. Currently, the Beachy Bridge (Pacific Avenue) is the only transportation facility from one side of the river to the other in Pacific City. The bicycle/pedestrian bridge would provide a shorter and safer east-west connection. The bridge would also relieve traffic congestion on the Beachy Bridge by reducing bicycle/pedestrian traffic on the Beachy Bridge, and by reducing auto travel between the east and west sides of the river.

8th Cape County Parking Lot Improvements

This parking lot is highly utilized, particularly in the summer. Clear definition of pedestrian beach access, boat access, and parking is needed. Beautification would also make the parking lot more attractive, provide clearer access and parking definition, and reduce conflicts amongst pedestrians, boaters, and motorists. Other potential improvements include constructing a ramp leading to a Dory Launch overlook area; recognizing the history of the Dory Fleet; and constructing a shaded picnic structure overlooking the ocean.

9th South Brooten Road Bicycle/Pedestrian Facilities (Pacific Avenue to Hwy. 101)

Improve and provide additional bicycle/pedestrian facilities on Brooten Road between Pacific Avenue and Highway 101. This is Pacific City's primary transportation facility for motorists and bicyclists entering or exiting the community from the south. Currently there is a south-bound bicycle lane, which would be safer if widened; and a north-bound bicycle lane is needed. Topographic constraints (hillside on the north and the Nestucca Bay on the south) will require detailed study and design between the "curve" and Highway 101.

9th Street Maintenance

Improve and maintain existing streets, i.e. potholes, paving, and striping.

11th Turn-Around Parking Lot Improvements

This county parking lot and beach access currently lacks paving and striping, and is frequently covered with sand. Improvements and on-going maintenance would increase

utilization, provide additional parking, and relieve congestion at the Cape. In addition, park-like improvements, i.e. benches, landscaping, directional signage for pedestrians and vehicles would make the turn-around safer and more attractive.

12th Improve Storm Drainage Facilities

Although the Transportation Plan is not intended to identify storm drainage solutions, storm drainage needs to be addressed when planning and designing transportation facilities. During the rainy season, several streets have “standing water” that are a hazard and an inconvenience to motorists, bicyclists and pedestrians. Storm drainage solutions must be incorporated in street and right-of-way improvement projects.

13th (North) Brooten Boat Launch Parking

Additional parking is needed at or near the private boat launch facility on north Brooten Road. The existing parking shortage forces vehicles and boat trailers to park along streets causing traffic congestion and inconvenience to motorists, bicyclists and pedestrians.

13th Improved and Additional Pedestrian Beach Access

Improved pedestrian beach access is addressed (above) at the Cape County Parking Lot and the Turn-Around. Other improvements could occur at Bob Straub State Park, and McPhillips Beach State Park. Additional locations for public pedestrian beach access need to be evaluated, e.g. every ½ mile.

13th (North) Brooten Road Flooding

North Brooten Road floods a few times per year making it difficult, if not impossible, to access homes and business establishments, or travel between downtown and Woods.

Additional Ideas

Many other ideas for improving the Pacific City/Woods transportation system were identified in the interviews. The following improvements were identified in 10-20% of the interviews:

- Prohibit vehicle beach access (except Dorys)
- Connect the Cape and downtown with a bicycle/pedestrian-only trail
- Maintain and improve the Airport, i.e. relieve flooding

- Relieve Cape Kiwanda Drive congestion at the Cape county parking lot/hotel
- Improve directional signage
- Improve utilization of Bob Straub Park by improving signage
- Improve the Brooten Rd./Fisher Rd. intersection
- Provide Resort Drive improvements due reduce flooding
- Ensure that roads accessing Pacific City/Woods are maintained and remain open during flooding
- Improve public transit to/from Tillamook, Lincoln City, Portland, Salem, Grand Ronde
- Maintain and improve emergency vehicle access, including access at gated communities
- Improve the Brooten Rd./Pacific Avenue intersection
- No traffic signals

The following improvements were identified less than 10% of those interviewed:

- Improved and additional beach parking
- Pave streets (Redikopp, Shore Drive, Madrona, etc.)
- Prohibit jet skis on the river and ocean
- Improve the McPhillips Beach access including road improvements and provide 20-30 parking spaces. This will relieve congestion at the Cape
- Establish a Pacific City/Woods shuttle/tram, taxi, courier service
- Develop the 40-Acre County park land with a loop trail system and parking
- Establish a tsunami route, signage, and posted emergency plan
- Install trash receptacles; remove old-cars
- Improve Fisher Road (cracks, falling rocks)
- Improve pedestrian access in Pacific City Heights
- Improve existing/provide additional vehicle access to Pacific City Heights
- Develop urban design/image standards to improve uncoordinated building placement and lack of formality/structure to downtown
- Separate dory’s/surfers/jet skis
- Add public restrooms
- Add benches
- Left/right turn lanes are needed throughout
- Town Lake needs parking for fishermen
- Circulation/parking improvements are needed at the Guard Rail Boat Launch, e.g. to prevent vehicles backing into Brooten Road
- Determine if there is an unimproved river access at Beachy Bridge
- Recreational river traffic regulatory signage

- improvements is needed
- Improve community gateways with signage, landscaping, etc.
- Vacate a portion of Fisher Street behind the Anchorage Motel
- Improve Lerner Road curve (off Old Woods Road) – safety issue especially for school bus
- Correct the sight distance problem at Brooten/Ferry intersection due to foliage
- Correct the sight distance problem at Brooten @ the Thrift Store
- Correct the sight distance problem at Pine Road turning south on to McPhillips Drive due to the hill and speeding traffic
- Address RV traffic problems – obstruct vision, cumbersome, dangerous
- Maintain the old section of town, east of downtown – the character is good, maintain the narrow, gravel streets
- Keep narrow streets
- Prohibit golf carts as a mode of transportation
- Maintain Old Woods Road, e.g. road/pavement slipping away
- Ensure periodic inspection/maintenance on bridges
- Evaluate safety problem on roads caused by deer
- Need traffic signals
- Complete the following bicycle/pedestrian improvement projects

- Off-road trail system – Cape to Thousand Trails to Woods (pedestrian/hiking)
- Bike racks
- Three Capes Loop – bike/pedestrian facilities
- East side elevated pedestrian walkway along river from Woods Bridge to Beachy Bridge
- Developers provide bike/pedestrian facilities
- Additional trail system at Bob Straub Park to promote estuary
- Provide disabled pedestrian facilities
- Pedestrian access along Slough
- Liability concern – public access on private pedestrian/bicycle facilities (homeowner association concern)
- Address invasion of privacy issue – bike/pedestrian facilities along rear of residence and on cul-de-sacs
- Need safe bike facility to school
- Pedestrian street crossings
- RV Park area – improve pedestrian access for elderly
- Highway 101 – widen shoulder for bike lanes
- Reach the Beach – inconvenience to locals, no income to local businesses, all funds go to Chamber of Commerce
- Boardwalks @ Shorepine Village – tall poles are an eyesore from beach and from Pacific City Heights
- “Yellow Bike Program” – free usage of bikes similar to Portland’s “yellow bike program”

QUESTIONNAIRES

Approximately 1,700 questionnaires were mailed to Pacific City property owners. In addition, questionnaires were placed at five locations in Pacific City. A total of 319 questionnaires were returned. A summary of the returned questionnaires is provided below.

Of the 319 returned questionnaires, there were

- 91 full-time Pacific City Residents (29%);
- 183 part-time Pacific City Residents (57%);
- 14 residents of neighboring communities (4%);
- 16 visitors (5%);
- 15 no indication (5%).

What transportation facilities do you currently use?

Automobile (streets):	319
Walk/Run (sidewalk/path):	235
Bicycle (bike lane, path):	130
Boat (river, ocean):	145
Airport:	21

What transportation facilities would you use if they were provided or improved?

Automobile (streets):	60
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Walk/Run (sidewalk/path):	122
Bicycle (bike lane, path):	116
Boat (river, ocean):	52
Airport:	7

What transportation facilities should added or expanded?

Automobile (streets):	36
Walk/Run (sidewalk/path):	155
Bicycle (bike lane, path):	141
Boat (river, ocean):	47
Airport:	18

How important are these potential transportation improvements?

Fourteen potential transportation improvements were identified. Participants were asked to circle one number

with 1=Not Important, 2=Minimally Important, 3=Important, 4=More Important, 5=Most Important. The average score (in parenthesis) of each potential improvement was used to determine the following prioritized ranking.

1. Bicycle/pedestrian facilities on Cape Kiwanda Drive (3.52)
2. Safe and connected community-wide bicycle/pedestrian system (3.44)
3. Safe bicycle and pedestrian facilities on Brooten Road - Pacific Avenue north through Woods (3.23)
4. Safer bicycle and pedestrian facilities on Brooten Road between Pacific Avenue and Highway 101 (2.97)
5. Improved Cape Kiwanda Drive/Pacific Avenue intersection (2.73)
6. Pedestrian/bicycle bridge crossing the Nestucca River – connecting the Cape Kiwanda area to the library area (2.71)
7. Establish street design standards, i.e. street widths, drainage, etc. (2.71)
8. Pedestrian street crossings (2.63)
9. Historic points of interest, benches, signage, lamp posts, etc. (2.53)
10. Additional or improved river access points (2.36)
11. Additional beach access with public parking (2.32)
12. Improve access to local businesses (parking, walking, driveways) (2.31)
13. Additional public parking (2.24)
14. Improve the Brooten Road/Pacific Avenue intersection (2.16)

What is the single most important transportation improvement needed?

Prioritized ranking with number of responses is provided below.

1. Safe and connected community-wide bicycle/pedestrian system (74)
2. Road maintenance (32)
3. Bicycle/pedestrian facilities on Cape Kiwanda Dr. (18)
4. Additional/improved pedestrian facilities (14)
5. Additional/improved bicycle facilities (13)
6. Bicycle and pedestrian facilities on Brooten Road from Pacific Avenue north through Woods (13)
7. No improvements needed (10)
8. Pedestrian/bicycle bridge crossing the Nestucca River (9)

9. Pave gravel streets/improve residential streets (9)
10. Enforce speed limits (8)
11. Safer bicycle and pedestrian facilities on Brooten Road between Pacific Avenue and Highway 101 (7)
12. Prohibit vehicle beach access except Dorys (7)

Average Score

Other improvements were identified 5 times or less.

What is the 2nd most important transportation improvement needed?

1. Road maintenance (28)
2. Safe and connected community-wide bicycle/pedestrian system (14)
3. Additional/improved bicycle facilities (13)
4. Enforce speed limits (10)
5. Additional/improved pedestrian facilities (9)
6. Additional parking at beach (9)
7. Improved Cape Kiwanda Drive/Pacific Avenue intersection (8)
8. Bicycle/pedestrian facilities on Cape Kiwanda Drive (8)
9. Improve access to local businesses (parking, walking, driveways) (8)
10. Cape County Parking Lot Improvements (6)
11. Pedestrian/bicycle bridge crossing the Nestucca River (6)
12. Additional or improved river access points (6)

Other improvements were identified 5 times or less.

What other transportation-related improvements would you like to see that will make Pacific City a better place to live in and visit?

1. Road maintenance (17)
2. Prohibit vehicle beach access except Dorys (13)
3. Enforce speed limits (13)
4. Safe and connected community-wide bicycle/pedestrian system (11)
5. No improvements needed (10)
6. Pacific City community shuttle service (6)

Other improvements were identified 5 times or less.

TRANSPORTATION PLAN

The Pacific City/Woods Transportation Plan identifies transportation facility needs that will accommodate local, commuter, and tourist traffic for a 20-year planning period. The transportation system needs to accommodate traffic while having as minimal adverse impacts on the community's livability and rural character as possible. Accomplishing this goal requires an integrated transportation network that addresses many transportation-related elements.

POLICIES AND PROJECTS/STRATEGIES

The Pacific City/Woods Transportation Plan includes 22 Transportation Policies. The policies have associated transportation projects and strategies that will help ensure adherence to the policies.

COMMUNITY-WIDE BICYCLE/PEDESTRIAN SYSTEM

Policy 1. Create an interconnected bicycle/ pedestrian system throughout Pacific City/Woods.

Project/Strategy

1A. Create a Community-Wide Bicycle/Pedestrian System

The community-wide bicycle/pedestrian system will be defined by three general types of facilities:

- Bicycle/Pedestrian Loop System
- Bicycle/Pedestrian Facilities Along Major Roads
- Off-Road Bicycle/Pedestrian Facilities

BICYCLE/PEDESTRIAN LOOP SYSTEM

Policy 2. Create a system of bicycle/pedestrian loops.

Projects/Strategies

2A. Cape-Woods Loop

Pacific Avenue - Cape Kiwanda Drive - McPhillips Drive - Sandlake Road - Ferry Street (Woods) - Brooten Road. Approx. 5.5 miles.

2B. River Loop

Brooten Road - Pacific Avenue - Cape Kiwanda Drive - Nestucca Ridge Pathway - Nestucca River Bicycle/Pedestrian Bridge. Approx. 1.1 miles.

2C. Slough Loop

Brooten Road - Rogers Avenue - West side of Slough - Resort Drive. Approx. 2.5 miles.

2D. Pacific City Heights Loop

Salal Lane - Dana Lane - River View Drive - Elderberry Lane - Summit Road. Approx. 1 mile.

2E. Bob Straub State Park Loop

A loop system within the park. Approx. 1.5 - 2.0 miles.

2F. Brooten Mountain Loop

Brooten Road - Highway 101 - Resort Drive. Approx. 7 miles.

BICYCLE/PEDESTRIAN FACILITIES ALONG MAJOR ROADS

Policy 3. Provide bicycle and pedestrian facilities on major roads.

Projects/Strategies

3A. North Brooten Road Bicycle/Pedestrian Facilities

Pacific Avenue north to Woods Bridge. Bicycle lanes on both sides and a pedestrian pathway on the west side. Approx. 0.8 miles.

3B. South Brooten Road Bicycle Lanes

Pacific Avenue south to Highway 101. Widen the existing west/southbound bicycle lane and construct a new bicycle lane on the east/northbound side. Approx. 2.6 miles.

3C. Cape Kiwanda Drive Bicycle/Pedestrian Facilities

Pacific Avenue to Cape Kiwanda. Bicycle lanes and pedestrian pathways on both sides. Approx. 1 mile.

3D. Sunset Drive Bicycle/Pedestrian Facilities

Bicycle lanes and pedestrian paths on both sides of the road. Approx. 0.5 mile.

3E. Connections to Other Communities

- Bicycle/pedestrian lanes to Tierra del Mar via McPhillips Drive.
- Bicycle/pedestrian lanes to Cloverdale via Old Woods Road.
- Bicycle/pedestrian lanes on Sandlake Road from Woods to McPhillips Drive.

OFF-ROAD BICYCLE/PEDESTRIAN FACILITIES

Policy 4. Create off-road bicycle/pedestrian facilities that connect destinations and provide for recreational users, i.e. bicyclists, walkers, and runners.

Projects/Strategies

4A. Bicycle/Pedestrian River Bridge Crossing

A Nestucca River crossing north of the Beachy Bridge connecting the east and west sides of Pacific City. This is a long-term, visionary project that may require special funding sources, environmental sensitivity, etc.

4B. Nestucca River Pedestrian Path

Pathway on the west side of the river from Pacific Avenue to Woods. This is a long-term, visionary project that may require special funding sources, environmental sensitivity, etc.

4C. Nestucca Ridge - Webb Park Pedestrian Path

Pathway along the toe of the slope connecting pedestrian facilities to the north and south.

4D. Webb Park - Thousand Trails - Energy Hill Pedestrian Trail

A soft-surface (unpaved) loop trail along the sand dunes and vegetation with minimal environmental impacts

4E. McPhillips Beach Pedestrian Trail

Pathway improvement on the existing right-of-way west of McPhillips Drive, leading to McPhillips Beach.

4F. Public Pedestrian Beach Access at Kiwanda Shores

Allow public pedestrian beach access at existing beach access points in Kiwanda Shores.

4G. Handicap/Disabled Access on Pedestrian Facilities

Pedestrian facilities need to be designed and constructed in accordance with Americans Disability Act (ADA) standards.

4H. Bike Racks

Require bike racks as part of all business-related land use development application approvals. Establish bike rack design standards to ensure quality, i.e. durability and appearance.

4I. Public Bicycle/Pedestrian Pathways - Private Property Issues

- Design and construction of off-road bicycle/pedestrian facilities need to consider the safety and privacy of adjacent residents.
- Establish a mechanism to ensure that pathways on private property remain open to the public in the future.

INTERSECTION IMPROVEMENTS

Policy 5. Ensure collector road intersections are safe and have adequate travel lane, bicycle and pedestrian facilities to accommodate traffic.

Projects/Strategies

5A. Cape Kiwanda Drive/Pacific Avenue

- Short-term improvement - Signage and striping improvements, including striping for identification of a bicycle/pedestrian facility.
- Long-term improvement - Land acquisition or easements for improved traffic movement and bicycle/pedestrian facilities.

5B. Brooten Road/Fisher Road

Realign the intersection to improve safety, turning movements, and visibility.

STREET DESIGN STANDARDS

Policy 6. Collector streets should remain as two lane roads with center-turn lanes and right-deceleration lanes where necessary to accommodate traffic flow. Collector streets should include bicycle and pedestrian facilities.

Projects/Strategies

6A. Cape Kiwanda Drive

Bicycle and pedestrian facilities on both sides of the road. Right-turn lanes and center-turn lanes where necessary to accommodate traffic flow, i.e. center left-turn lane northbound into Kiwanda Senior Community Center, center left-turn lane southbound into Spooner property, right-turn deceleration lane at Nestucca Ridge, and a more detailed study of access issues and longer left-turn lanes at Cape Kiwanda.

6B. North Brooten Road

Bicycle lanes on both sides of the road and a pathway on the west side.

6C. South Brooten Road

Widen the existing bicycle/pedestrian lane on the west/south side and construct a bicycle/pedestrian lane on the east/north side to Highway 101.

6D. Sunset Drive

Bicycle and pedestrian facilities on both sides of the road.

Policy 7. Local streets should be limited to no more than two travel lanes with minimal right-of-way necessary to accommodate safe and adequate facilities. To maintain the existing character of the community, the use of curbs on a piecemeal basis shall be discouraged. However, nothing in this policy is intended to discourage neighborhood developments from using curbs. Storm drainage facilities should be wider and shallower rather than narrow, deep ditches.

IMPROVED BEACH ACCESS & PARKING

Policy 8. Ensure adequate Dory boat beach access, parking, and safe pedestrian beach access.

Policies/Strategies

8A. Cape Kiwanda County Parking Lot

Ensure adequate Dory boat beach access is maintained. Maintain parking. Provide pedestrian access between Cape Kiwanda Drive and the beach, separated from the Dory boat access lanes, i.e. along the north and south edges of the parking lot, and on the south side of the Dory boat access lanes between the parking lot and the beach.

8B. Turn-Around County Parking Lot

Provide additional parking. Increase pedestrian safety by separating pedestrian and vehicle beach access.

8C. Bob Straub State Park

Improve and provide additional pedestrian beach access from the parking lot.

8D. Vehicle Beach Access

A community process should be undertaken to determine future vehicle access regulatory provisions. The community process should include working with the Oregon State Parks Department.

**DOWNTOWN PARKING, ACCESS MANAGEMENT/DRIVEWAYS,
AND PEDESTRIAN FACILITIES**

Policy 9. Ensure adequate downtown parking, access, and pedestrian facilities are provided.

Projects/Strategies

9A. Downtown Parking

Ensure adequate parking is provided to downtown businesses. A study should be undertaken to determine the feasibility of a central parking area within walking distance to downtown businesses.

9B. Downtown Access Management/Driveways

To improve safety and circulation, driveways should be combined where feasible to minimize the number of access points on to major roads. A study should be undertaken to address this issue.

9C. Downtown Pedestrian Facilities

Pedestrian facilities should connect businesses and parking. Pedestrian facilities should maintain the existing character of Pacific City/Woods to the extent possible, i.e. asphalt or alternate surface material, as opposed to curbs and sidewalks. A study should be undertaken to address this issue.

RIVER BOAT LAUNCH IMPROVEMENTS

Policy 10. Maintain and improve parking and circulation at boat launch facilities.

Projects/Strategies

10A. North Brooten Private Boat Launch

To help relieve parking congestion at the private North Brooten Boat Launch, conduct a study to determine the potential for improving the Woods boat ramp and/or a new boat launch off Resort Drive.

10B. Guard Rail Boat Launch

Improve parking and circulation through signage and/or paving and striping.

ENFORCE/REDUCE SPEEDS

Policy 11. Encourage traffic speed enforcement and traffic calming improvements, particularly at the community entrances (gateways).

Projects/Strategies

11A. North Pacific City Gateway Traffic Calming (McPhillips Drive/Cape Kiwanda Drive)

11B. South Pacific City Gateway Traffic Calming (Brooten Road)

11C. North Woods Gateway Traffic Calming (Sandlake Road/Ferry Street).

Prepare design studies for each of the three community gateways to include methods for reducing traffic speed, i.e. signage, pavement striping, community entry/welcome signs, landscaping, etc.

STREET MAINTENANCE

Policy 12. Maintain and improve streets.

Project/Strategy

12A. Volunteer/County Street Maintenance

Given limited County funds and Pacific City/Woods significant volunteer commitment, establish a joint Citizen/County street maintenance program.

SIGHT DISTANCE IMPROVEMENT

Policy 13. Ensure adequate sight distances are provided on streets.

Project/Strategies

13A. Improve Sight Distance on McPhillips Drive Near Pine Road

Eliminate the inadequate vertical sight distance on McPhillips Drive near Pine Road. Currently, traffic turning southbound from Pine Road to McPhillips Drive does not have adequate sighting of traffic travelling southbound due to a hill.

PRESERVING PUBLIC LAND THAT PROVIDES ACCESS

Policy 14. Preserve public land and access to amenities and where better connectivity can occur.

Project/Strategy

14A. Prohibit Specific Street Vacations

Deny street vacation requests where accessing natural amenities, i.e. river, beach, sand dunes, open space; and where better pedestrian, bicycle, and vehicular connectivity may occur.

PUBLIC TRANSIT

Policy 15. Improve public transportation to Tillamook, Lincoln City, Portland, and Salem.

Project/Strategy

15A. Increase Public Transit

Increase public bus system trips between Pacific City and Tillamook/Lincoln City. Maintain and increase public transit between Pacific City and Portland/Salem.

Policy 16. Establish a community shuttle to transport people and goods throughout Pacific City/Woods.

Project/Strategy

16A. Intra-Community Shuttle System

Encourage the establishment of a shuttle system that will provide public transportation throughout Pacific City/Woods; and provide delivery services.

AIRPORT MAINTENANCE AND IMPROVEMENTS

Policy 17. An airport in Pacific City is a unique asset that needs to be preserved.

Project/Strategy

17A. Airport Maintenance and Improvements

The airport is a unique feature and an integral part of Pacific City. Ensure that the airport is maintained and preserved.

TSUNAMI PLAN

Policy 18. Establish, post, and distribute a tsunami warning system, routing, and awareness plan.

Project/Strategy

18A. Tsunami Plan

Establish, post, and distribute a tsunami warning system, routing and awareness plan.

STREET & PATHWAY AMENITIES

Policy 19. Ensure streets and pathways have and maintain a pleasing appearance.

Project/Strategy

19A. Street and Pathway Amenities

Conduct a design study to determine aesthetic street and pathway elements, i.e. benches, historic points of interest, flower baskets, etc.

FUTURE DEVELOPMENT AND TRANSPORTATION FACILITIES

Policy 20. Ensure that future development has adequate and safe transportation connections without adversely effecting established developed areas.

Projects/Strategies

20A. Street System

When developed, the land south and east of Pacific City Heights, within the Community Growth Boundary, should have street connections to Brooten Road and/or Resort Drive. A connection to the Pacific City Heights subdivision should not occur until a direct, more convenient, primary access is provided to Brooten Road.

20B. Bicycle/Pedestrian System

Future land development approvals should require bicycle/pedestrian facilities and connections to existing facilities.

STORM DRAINAGE MASTER PLAN

Policy 21. Encourage the preparation of a community-wide storm drainage master plan.

Project/Strategy

21A. Storm Drainage Master Plan

Prepare a community-wide storm drainage master plan. The plan will help resolve street storm drainage problems; help mitigate street flooding; and address water quality and water-related environmental concerns, i.e. salmon-related regulations.

UTILITY LOCATIONS

Policy 22. Encourage utilities to be placed underground.

Project/Strategy

22A. Underground Utilities

Encourage utilities to be placed underground as development, redevelopment, and public improvement projects occur.

PROJECTS/STRATEGIES, ESTIMATED COSTS, AND IMPLEMENTATION MECHANISMS		
Projects/Strategies	Estimated Costs	Implementation Mechanisms
1A. Create a Community-Wide Bicycle/Pedestrian System		State and federal grants, Tillamook County, Land development projects, Volunteerism/ Donations, Private entity
2A. Cape-Woods Bicycle/Pedestrian Loop		(same as 1A above)
2B. River Bicycle/Pedestrian Loop		(same as 1A above)
2C. Slough Bicycle/Pedestrian Loop		(same as 1A above)
2D. Pacific City Heights Bicycle/Pedestrian Loop		(same as 1A above)
2E. Bob Straub State Park Bicycle/Pedestrian Loop		Oregon Parks Dept.
2F. Brooten Mountain Bicycle/Pedestrian Loop		(same as 1A above)
3A. North Brooten Road Bicycle/Pedestrian Facilities		State and federal grants Tillamook County
3B. South Brooten Road Bicycle Lanes		State and federal grants Tillamook County
3C. Cape Kiwanda Drive Bicycle/Pedestrian Facilities		State and federal grants Tillamook County Land development projects Volunteerism/Donations
3D. Sunset Drive Bicycle/Pedestrian Facilities		(same as 3C above)
3E. Bicycle/Pedestrian Connections to Other Communities		State and federal grants Tillamook County, ODOT
4A. Bicycle/Pedestrian River Bridge Crossing		Private Entity
4B. Nestucca River Pedestrian Path		State and federal grants Tillamook County
4C. Nestucca Ridge - Webb Park Pedestrian Path		Land development projects Volunteerism/Donations
4D. Webb Park - Thousand Trails - Energy Hill Pedestrian Trail		Bureau of Land Management State and federal grants Tillamook County Volunteerism/Donations
4E. McPhillips Beach Pedestrian Trail		State and federal grants Tillamook County Volunteerism/Donations
4F. Public Pedestrian Beach Access at Kiwanda Shores		Pacific City/Woods Citizen Planning Advisory Committee Kiwanda Shores Homeowners Association
4G. Handicap/Disabled Access on Pedestrian Facilities		Tillamook County
4H. Bike Racks		Business Owners, Land Developers, Tillamook County
4I. Public Bicycle/Pedestrian Path - Private Property Issues		Land Developers Tillamook County
5A. Cape Kiwanda Drive/Pacific Avenue Intersection		Tillamook County
5B. Brooten Road/Fisher Road Intersection		Tillamook County
6A. Cape Kiwanda Drive Street Design Standards		Tillamook County
6B. North Brooten Road Street Design Standards		Tillamook County
6C. South Brooten Road Street Design Standards		Tillamook County

Projects/Strategies	Estimated Costs	Implementation Mechanisms
6D. Sunset Drive Street Design Standards		Tillamook County
8A. Cape Kiwanda County Parking Lot		Tillamook County, Adjacent Property Owners Developers
8B. Turn-Around County Parking Lot		Tillamook County
8C. Bob Straub State Park Pedestrian Beach Access		Oregon Parks Dept.
8D. Vehicle Beach Access		Pacific City/Woods Citizen Planning Advisory Committee Oregon Parks Dept., Tillamook Co.
9A. Downtown Parking		Property Owners Tillamook County
9B. Downtown Access Management/Driveways		Property Owners Tillamook County
9C. Downtown Pedestrian Facilities		Property Owners Tillamook County
10A. North Brooten Boat Launch Improvements		Property Owners Tillamook County
10B. Guard Rail Boat Launch Improvements		Tillamook County
11A. North Pacific City Gateway Traffic Calming (McPhillips Drive/Cape Kiwanda Drive)		Tillamook County Volunteerism/Donations
11B. South Pacific City Gateway Traffic Calming (Brooten Road)		Tillamook County Volunteerism/Donations
11C. North Woods Gateway Traffic Calming (Sandlake Road/Ferry Street).		Tillamook County Volunteerism/Donations
12A. Volunteer/County Street Maintenance		Tillamook County Volunteerism/Donations
13A. Improve Sight Distance on McPhillips Drive Near Pine Road		Tillamook County
14A. Prohibit Specific Street Vacations		Pacific City/Woods Citizen Planning Advisory Committee Tillamook County
15A. Increase Public Transit		Tillamook County, Private Providers, Matching Public Funds
16A. Intra-Community Shuttle System		Private Provider
17A. Airport Maintenance and Improvements		State of Oregon
18A. Tsunami Plan		Pacific City/Woods Citizen Planning Advisory Committee Tillamook County
19A. Street and Pathway Amenities		Pacific City/Woods Citizen Planning Advisory Committee Tillamook County
20A. Future Development - Street System		Tillamook County, Land Developers
20B. Future Development - Bicycle/Pedestrian System		Tillamook County, Land Developers, Pacific City/Woods Citizen Planning Advisory Committee
21A. Storm Drainage Master Plan		State and federal grants
22A. Underground Utilities		