Introduction

Project Scope

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

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

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

Formal local plan amendments will be drafted and considered in the second and third phases of the Code Project, including a series of public meetings to receive input from residents, businesses, property owners, trail interests, and the general public in each jurisdiction. Amendments will be written to fit the format and context of the existing County and city plans selected for amendment. Each jurisdiction will be provided with adoption-ready materials.

Project Partners

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

Project Study Area

The proposed Trail generally, but not exclusively, follows an 83-mile-long POTB-owned rail line from Banks, Oregon, to Tillamook, Oregon. The Code Project study area approximately corresponds to the named “Coastal Segment” map (attached) published in the Concept Plan. This segment extends 26 miles...
from the north end of the City of Wheeler to the vicinity of Tillamook Airport. The Oregon Coast Scenic Railroad (OCSR) operates a seasonal excursion train between Wheeler and Garibaldi. Portions of the Oregon Coast Trail are within the study area, including several sections that share US 101. The current Urban Growth Boundary (UGB) of each participating jurisdiction is used to define the area assigned to each city, not the current city limits.

Local Commonalities

References to the Salmonberry Trail

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

The City of Tillamook Comprehensive Plan (2012) includes a two-paragraph section describing early plans to establish what is now called the Salmonberry Trail. The City has requested that a substitute paragraph be drafted recognizing the current status of the Trail. The City of Garibaldi requested a similar paragraph. Both are included in proposed Code Project amendments for these two cities. Such language may be useful in other local comprehensive and/or transportation plans. A template for this follows which could be customized to fit individual jurisdiction plans and circumstances:

_The planned regional multiuse bicycle and pedestrian Salmonberry Trail generally, but not exclusively, follows the route of an 83-mile-long Port of Tillamook Bay–owned rail line from Banks, Oregon, in Washington County, to the vicinity of the Tillamook Airfield. The Trail will pass through the cities of Wheeler, Rockaway Beach, Garibaldi, Bay City, and Tillamook, as well as unincorporated areas of Washington and Tillamook Counties. A Salmonberry Trail Concept Plan was completed in early 2015. The Concept Plan suggests preliminary preferred and alternative trail alignments and types, and identifies physical constraints and opportunities and other factors potentially impacting the future development of this cross-regional trail. The Salmonberry Concept Plan also accommodates continued Oregon Coast Scenic Railroad service between the unincorporated community of Enright and the City of Garibaldi, as well as possible future service extensions._

Rail Service

The possible use of the POTB rail line for the future Salmonberry Trail is only noted in the 2012 City of Tillamook Comprehensive Plan. The POTB rail line service is, however, referenced under the rail sections all six of the local jurisdiction transportation plans reviewed. None of these plans accurately describe the current status of the trail, as none pre-date the Salmonberry Concept Plan or even the 2007 storm event that resulted in major damage or outright destruction of the rail bed and rail infrastructure through the Coast Range. POTB subsequently decided NOT to re-establish the rail line. Over the last 4 years the concept of a rail-to-trail through the Coast Range and a rail-with-trail along the coastline shared with the Oregon Coast Scenic Railway has emerged. Rail sections of the above referenced plans should be re-written to reflect:

1. Cessation of through freight rail traffic of any sort between Portland and the coast.
2. Proposed development of a rail-to-trail between the county line and Enright, and rail-with-trail between Enright and the Tillamook Airport.

3. Continuation of seasonal passenger rail service operated by OCSR between Wheeler and Garibaldi, including the possibility of service extensions to Enright and Tillamook.

References to Pedestrian and Bicycle Systems

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

Local and State Estuarine/Shorelands Policies and Trail Development

Until reaching the City of Tillamook, the POTB railroad primarily follows the edge of Nehalem Bay, the Pacific Ocean, and Tillamook Bay. Through the City of Tillamook, the railroad crosses river systems draining into Tillamook Bay. Not surprisingly then, County and city comprehensive plans devote considerable space to shorelands and estuary resources. The proximity of the proposed Trail to these shorelands and estuarine lands may require refining of Trail alignments and types and/or additional permitting at engineering and construction phases to properly protect natural resources. Shorelands and estuary plan language in the five city comprehensive plans is based on Tillamook County’s estuarine regulations.

Urban Growth Management Agreements

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

Salmonberry Trail Brownfields Assessment

This US EPA-funded study is identifying and assessing possible brownfields along the 62 miles of the rail corridor within Tillamook County. The brownfields assessment initially identified approximately 300 possible sites along the 62-mile corridor. These include the POTB rail right-of-way and adjacent parcels. Based on site and data reviews, the number of sites was reduced by approximately half. Based on criteria developed by US EPA, and augmented by suggestions from the brownfields assessment’s Project Management Team and Community Advisory Committee, the number of sites will be further narrowed. A select number of EPA-defined Phase 1 Environmental Site Assessments (ESA) are being conducted in late 2015 and early 2016. These Phase I ESAs will include approximately 10 sections of rail right-of-way ranging from 2 miles to 15 miles long. Later in the brownfields project, Phase II ESAs will be conducted.
Salmonberry Trail Types and Lengths

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

The basic preferred trail type for the Coastal Segment is a multiuse rail-with-trail. Rail-to-trail is also a possibility but only if the OCRS excursion train was to cease operation. Other constraints to trail development in the Coastal Segment include local jurisdictional plans, existing development and property ownership, agricultural and marine-related uses, coastal water bodies and sensitive natural resources, slopes, rail bed width and height, other improvements such as bridges, and proximity to US 101. To address these constraints, the Concept Plan proposes some trail alignment alternatives outside of the rail corridor and additional trail type solutions such as shared-use of local streets or US 101.

Salmonberry Trail Cost Estimates

Conceptual cost estimates provided in the Concept Plan are highly generalized. Estimates are for entire segments only (in the case of this Code Project, the Coastal Segment), and are not specific to given communities or continuous sections of the same trail type. Estimates also do not include design, engineering, or permitting costs.

How construction costs were compiled and factored for specific Trail sections and conditions, and translated to overall cost estimates, is described in the Concept Plan:

Generally, the high number represents a fully-developed multi-use trail, the low number represents the minimum investment to achieve a connected trail. Major detours off the rail right-of-way are not considered in these cost estimates. A higher contingency of 40% is added to the high range to reflect the uncertainty over costs ... in constrained coastal areas.

Concept Plan cost estimates apply only to the 21-mile-long Trail section from the north end of the City of Wheeler (MP 833) to the Tillamook Creamery (MP 854) just north of the City of Tillamook city limits. The Concept Plan states, “A bypass to extend the Trail to Tillamook is not included in costs.”

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<th>Preferred Coastal Alignment Cost Estimates</th>
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City Plans Status

Comprehensive Plan

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

The Rockaway Beach Comprehensive Plan identifies needs and includes policy statements that are supportive of bicycle and pedestrian improvements under the Transportation (pp. 38-29) and Parks and Recreation (pp. 41-43) Elements.

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

- The Parks and Recreation Element recognizes the Oregon Coast Hiking Trail and the Oregon Coast Bicycling Trail as important recreation opportunities for visitors and residents (p. 43).

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

Downtown Transportation Plan

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

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

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

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

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

The DTP also identifies the need for a pedestrian/bicycle bridge across Rock Creek at Rockaway Beach State Park to allow for continuous pedestrian circulation on Miller Street. The Miller Street project is described on pp. 3-8 to 3-10. Concepts are illustrated including a new 12-foot-wide bicycle/pedestrian bridge across Rock Creek, new 12-foot-wide connecting pathway to Miller Street, and improvements to Miller to make it a “slow street” between S 1st Avenue and S 3rd Avenue.
Suggested Plan Amendments

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

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

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

Comprehensive Plan (2007)

1. Although the current DTP predates the current Comprehensive Plan by 4 years, there are no references in the Comprehensive Plan to the DTP. After amending the DTP as part of this Code Adoption Project (see suggested DTP amendments below) it is suggested that the DTP be added to the Comprehensive Plan by the following new preamble to the Comprehensive Plan’s Transportation Element (p. 12):

   “The City of Rockaway Beach 2003 Downtown Transportation Plan is made part of the Comprehensive Plan by reference.”

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

   “Support development of the planned regional multiuse bicycle and pedestrian Salmonberry Trail that will pass through the City and that will utilize the Port of Tillamook Bay rail right-of-way and with shared-use for portions of Miller Street.”

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

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

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

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

Downtown Transportation Plan (2003)

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

2. Amend Goal 6.5 (p. 1-4) to add reference to Salmonberry Trail (added language in bold type):
“Identify opportunities for off-street pedestrian and bicycle facilities, such as share-use paths, trails, and greenways, including the planned regional multiuse bicycle and pedestrian Salmonberry Trail that will pass through the City by utilizing the Port of Tillamook Bay rail right-of-way and/or by sharing portions of Miller Street.”

3. The Rockaway DTP includes a status of the POTB rail line (p. 2-7).

This statement no longer reflects current conditions and should be corrected.

4. Page 2-10 of the DTP identifies three future bicycle and pedestrian opportunities. Reference to the Salmonberry Trail should be added to the Miller Street opportunity statement. Miller Street is primarily within POTB rail right-of-way and is proposed as the route of the Salmonberry Trail. Amend language (addition in bold type) to state:

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

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

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

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

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

7. DTP Section 3 does NOT however extend the shared-use of Miller Street from N 1st Avenue to N 3rd Avenue. There are no references to or discussion as to why. Since, in fact, the Salmonberry Trail Concept Plan proposes to use Miller Street from N 20th Avenue to S 6th Avenue, this section of the DTP should be amended to add the following sentence at the end of the “Slow Street Concept” subsection (p. 3-10):

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

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

The rail line at the north end of Rockaway Beach crosses through sensitive wetlands. Fill and other modifications for trail development purposes may be required. This may trigger consultation and/or environmental permitting with a host of agencies:

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

Trail Concept Plan

Alignments and Trail Types

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

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

Overall, the Trail section in the Rockaway Beach UGB is 4.13 miles long. The preferred rail-with-trail and shared-use street alignments within Rockaway Beach are located entirely on the ocean side of the rail line. The Concept Plan, as for many other coastal sections of the Trail, notes the possibility of rail-to-trail if OCSR service were to cease.

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

- Miller Street ends altogether at Saltair Creek (approximately S 6th Avenue). Rail-with-trail is recommended from Saltair Creek to the south UGB line in the vicinity of Twin Rocks State Park (0.72 mile long).

**Cost Estimates**

Based on the Concept Plan cost assumptions described under the introductory section of this report:

- North UGB to Crescent Lake – Rail-with-trail estimated at **$1.13 million** using the Concept Plan’s high-range estimate to account for wetland mitigation.

- Crescent Lake to Saltair Creek – Shared-use of Miller Street with some multiuse connecting sections. Estimated at **$571,350** using the low-range estimate to reflect the relative simplicity of using the roadway.

- Saltair Creek to Twin Rocks State Park/South UGB – Multiuse rail-with-trail estimated at **$593,550** using the high-range Concept Plan estimate.
Salmonberry Trail Coastal Segment, Wheeler to Tillamook Airport
Rockaway Beach - Rail with Trail
Existing Frontage Road (looking North)

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

Rockaway Beach - Rail to Trail Conversion (looking North)
Salmonberry Trail
Section - Elevated Rail

14' multi-use path
Fill required to achieve desired trail width adjacent to active rail line
Some locations will require permitting for fill and construction work in floodplains and wetlands.

Asphalt or Compacted Aggregate

8'-6" Minimum Clearance
Safety Fencing