

Date: November 13, 2020

To: Carrie Martin, Yamhill County and Michael Duncan, ODOT

From: Mary Stewart and Grace Stainback, Alta Planning + Design

Re: Yamhelas Westsider Trail Master Plan – DRAFT TM#1

Appendix: Right-of-Way Maps

## Introduction

The purpose of this memorandum is to introduce the Yamhelas Westsider Trail (YWT) Master Plan, providing an overview of the project area and project right-of-way maps. Additionally, the memorandum provides project goals and objectives that will guide the planning process.

## Project Purpose

The YWT Master Plan project will provide a detailed blueprint to convert a portion of the historic Westsider rail line adjacent to Highway 47 into a multi-use transportation corridor, connecting the communities of Carlton, Yamhill, Cove Orchard and Gaston. The Trail will provide a link to current and future trails and scenic byways leading to Forest Grove, Henry Hagg Lake and beyond. The YWT Master Plan will act as a guide for Yamhill County, community stakeholders, and participating state and federal agencies to work together on this vision.

## Project Area Overview

The Project Area is the former Union Pacific Railway right-of-way from the northern edge of Yamhill County south to Gun Club Road (Figure 1). The project aims to convert the right-of-way into an active transportation corridor, eventually leading north through Gaston and ending at Scoggins Creek in Washington County (outside the scope of this project).

The trail corridor passes through three cities and one unincorporated area. The city of Gaston is located at the northern most point of the trail, with a population of 715 (2018). The city’s northern section is part of Washington County and the southern boundary falls within Yamhill County. To the south of Gaston is Cove Orchard, an unincorporated area with an approximate population of 560 that is partially managed and maintained by Yamhill County. Located just over eight miles south of Gaston is the City of Yamhill, a farming community with a population of 1,033 (2018). The largest local high school, Yamhill-Carlton High School, as well as the Middle School and district offices are located in Yamhill. Three miles south of Yamhill is the City of Carlton, with a population of 2,183 (2018). Carlton is a hub for rural wine tourism and production with over one million visitors a year to its local wineries.



Figure 1. YWT Project Map



There is a long-term vision to connect the trail corridor to the City of McMinnville, the largest city in Yamhill County approximately seven miles south of Carlton. To the north, the trail will connect to planned trail systems connecting to Henry Hagg Lake, Forest Grove, and Chehalem Ridge Regional Park.

Situated in the northwestern most extent of the Willamette Valley, the Yamhelas Westsider Trail corridor lies on relatively flat land with the exception of the gently rolling hills that stretch between the towns of Yamhill and Cove Orchard. The Wapato Lake National Wildlife Refuge lies along the northern stretch of the corridor northeast of Cove Orchard, and about a half mile east of Gaston.

### Existing and Planned Segments in Street Rights-of-Way

Access to the trail corridor is readily available from the existing roads that the rail right-of-way crosses. The trail will cross the following roads, some of which will require implementing an enhanced crossing to be determined during the YWT Master Planning process:

1. Gun Club Road (south of Carlton)
2. Pekkola Road (south of Carlton)
3. Polk Street (Carlton)
4. Main Street (Carlton)
5. Monroe Street (Carlton)
6. Lincoln Street (Carlton)
7. Merchant Road (north of Carlton)
8. Fryer Road (north of Carlton)
9. Yamhill-Newberg Highway 240 (Yamhill)
10. Cove Orchard Road south (Cove Orchard)
11. Graham Ave (Cove Orchard)
12. Cove Orchard Road north (Cove Orchard)
13. Wapato School Road (north of Cove Orchard)
14. Flett Road (north of Cove Orchard)
15. Potential trail alignment on east side of Highway 47 (approximately 255 ft) (North of Cove Orchard)

These locations are identified on the maps provided in the Appendix at the end of this document. The five maps included illustrate the right-of-way dedicated to the Yamhelas Westsider Trail project from south to north, as well as other boundaries and key features.

### Project Goals and Objectives

The following section includes proposed goals and objectives for the YWT Master Plan. These goals and objectives are informed by previous planning processes including the 2015 Yamhill County Transportation System Plan (TSP), the Oregon Metro 2014 Regional Active Transportation Plan, and the 2017 Yamhelas Westsider Trail Concept Plan. These previous planning efforts identified key priorities and issues, and documented public feedback that will shape the approach of the YWT Master Plan. These draft goals and objectives will be reviewed and refined through conversations with the County and relevant stakeholders during Fall/Winter 2020.

#### GOAL: Land Use Supportive

Objective: Provide safe and convenient traffic and circulation options for all modes of travel along the corridor.

Objective: Determine the most suitable trail type and location based on adjacent land use practices.

Objective: Minimize impacts on adjacent private property, and prioritize win-win design features that improve the experience of both adjacent landowners and trail users.



**GOAL: Feasibility**

Objective: Design a trail that facilitates ease of permitting and minimizes regulatory constraints.

Objective: Identify opportunities to leverage existing funding resources and establish partnerships to support trail development, management, and maintenance.

Objective: Articulate a phased approach to trail development, and identify short-term vs long-term priorities.

**GOAL: Desirability**

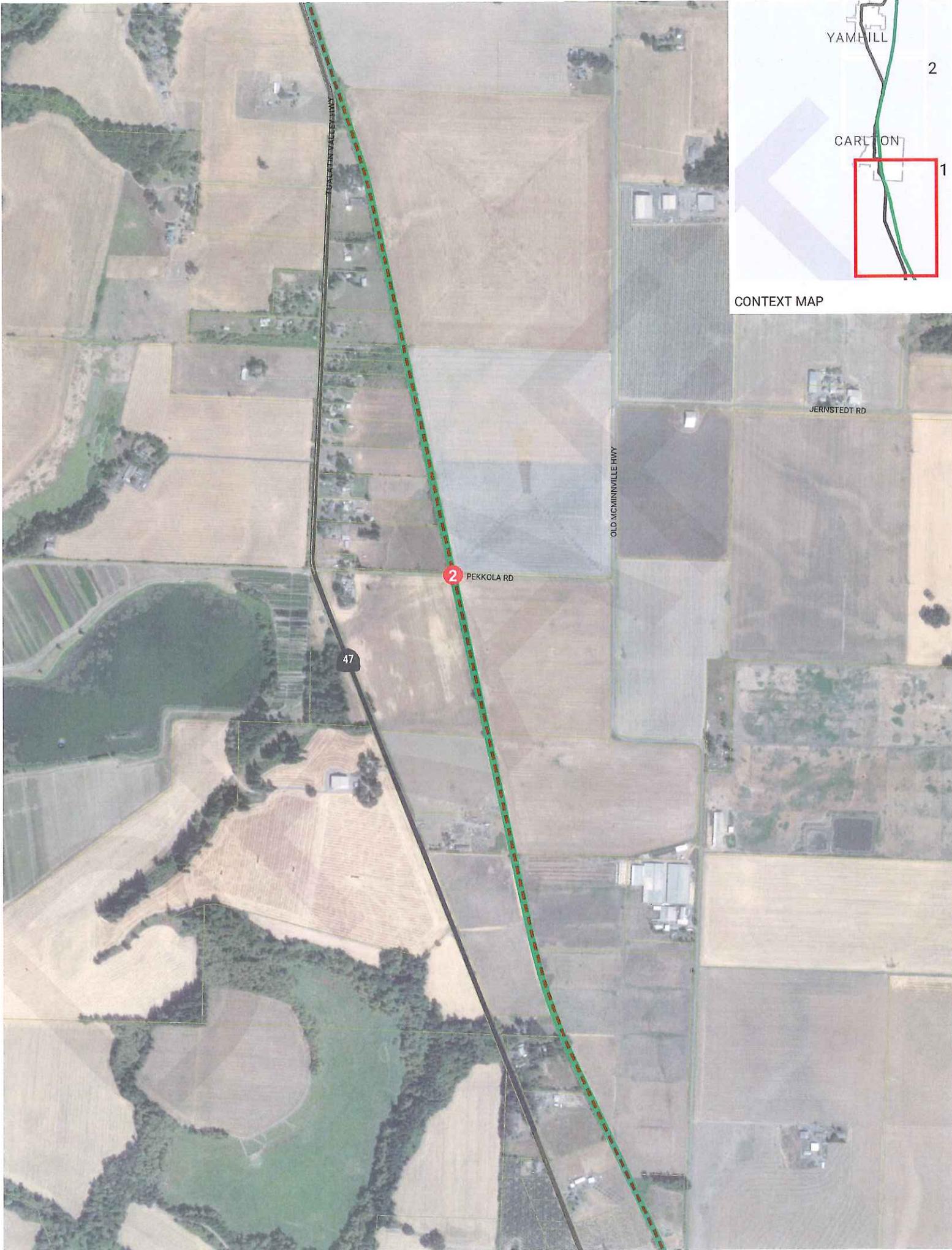
Objective: Identify trail types most suitable along different sections of the trail based on context.

Objective: Prioritize trail design elements and amenities that foster a quality user experience and provide opportunities for users to recreate and observe nature, considering access for all ages, abilities, and backgrounds.

Objective: Design a trail that contributes to a safe and secure environment, and discourages crime.

Objective: Improve connectivity to surrounding community destinations, including schools, neighborhoods, parks, and retail.

Objective: Where route alternatives are considered, prioritize the most direct route of travel between trail access points.



YAMHILL

2

CARLTON

1

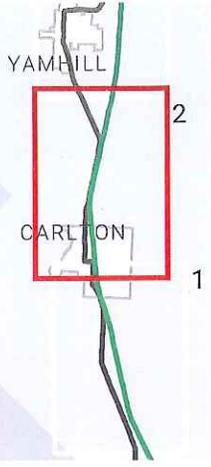
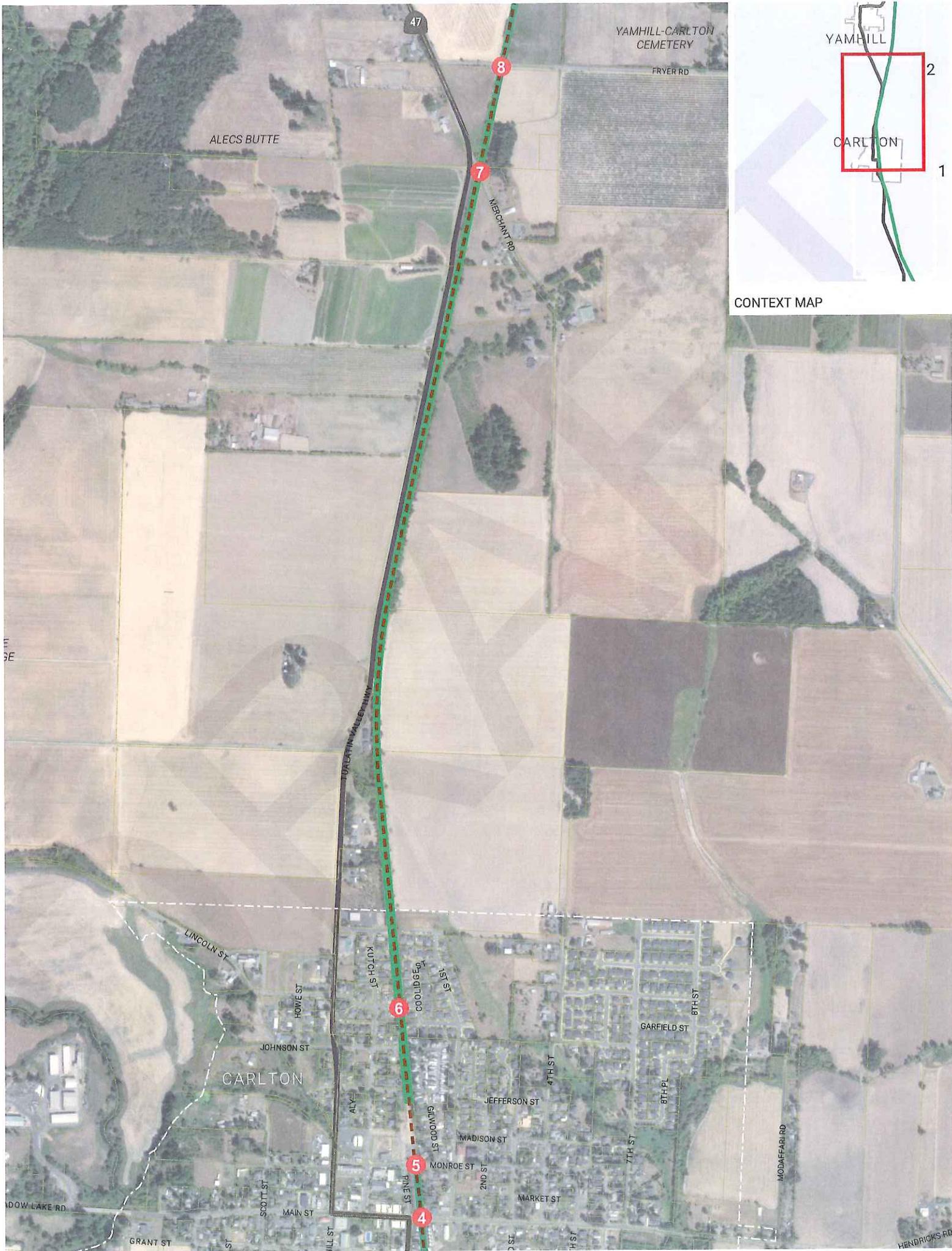
CONTEXT MAP

JERNSTEDT RD

OLD MCMINNIVILLE HWY

2 PEKKOLA RD

47



CONTEXT MAP

47

YAMHILL-CARLTON CEMETERY

FRYER RD

ALECS BUTTE

8

7

MERCHANT RD

TRAIL BLAZE HWY

LINCOLN ST

HOWIE ST

JOHNSON ST

CARLTON

KUTCH ST

COOLIDGE ST

IS USY

ALY

IS COO

JEFFERSON ST

MADISON ST

MONROE ST

2ND ST

MARKET ST

GARFIELD ST

8TH ST

8TH PL

7TH ST

MODAFFARI RD

DOW LAKE RD

GRANT ST

ST

SCOTT ST

MAIN ST

HILL ST

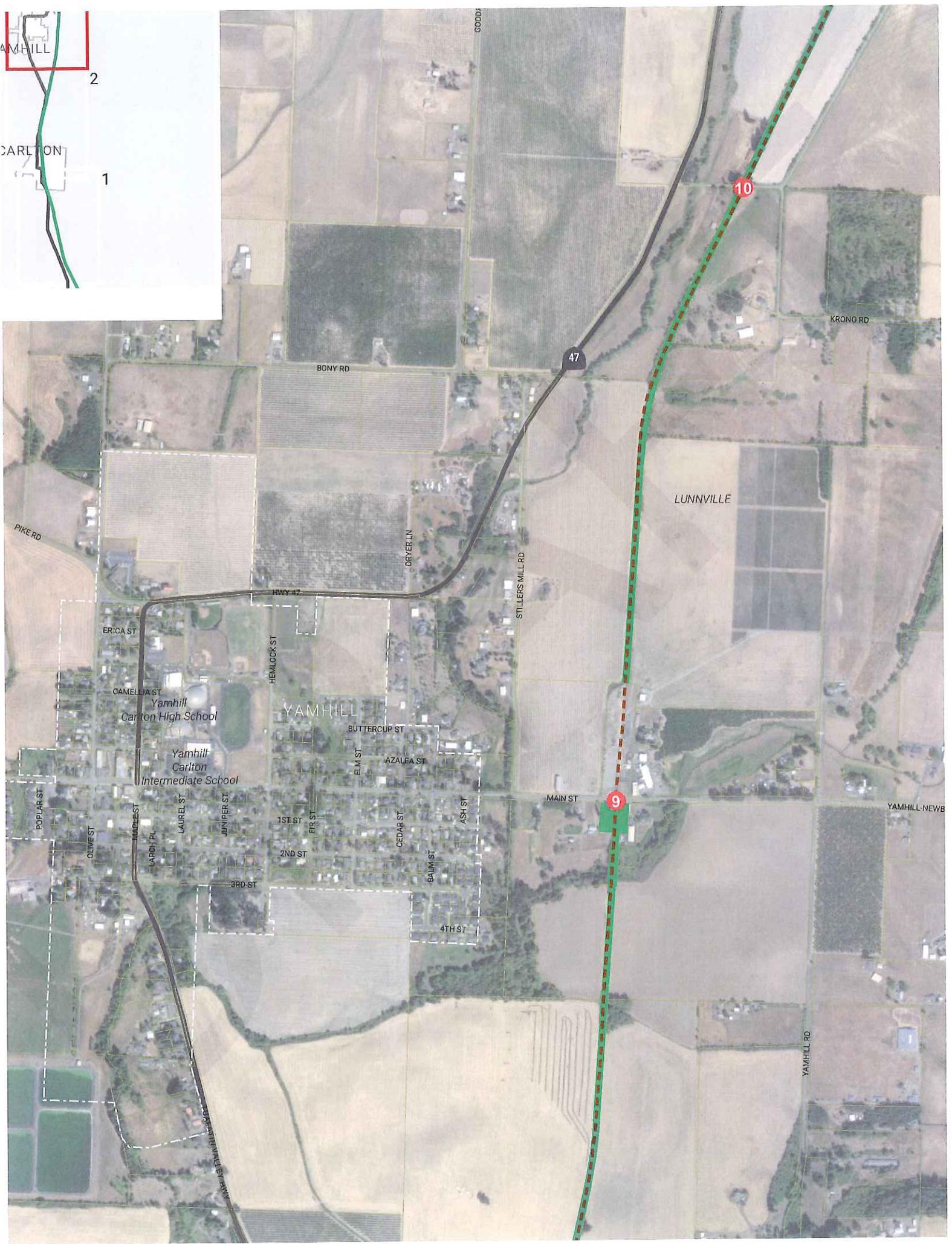
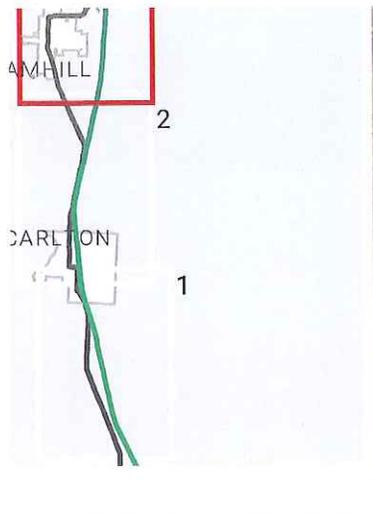
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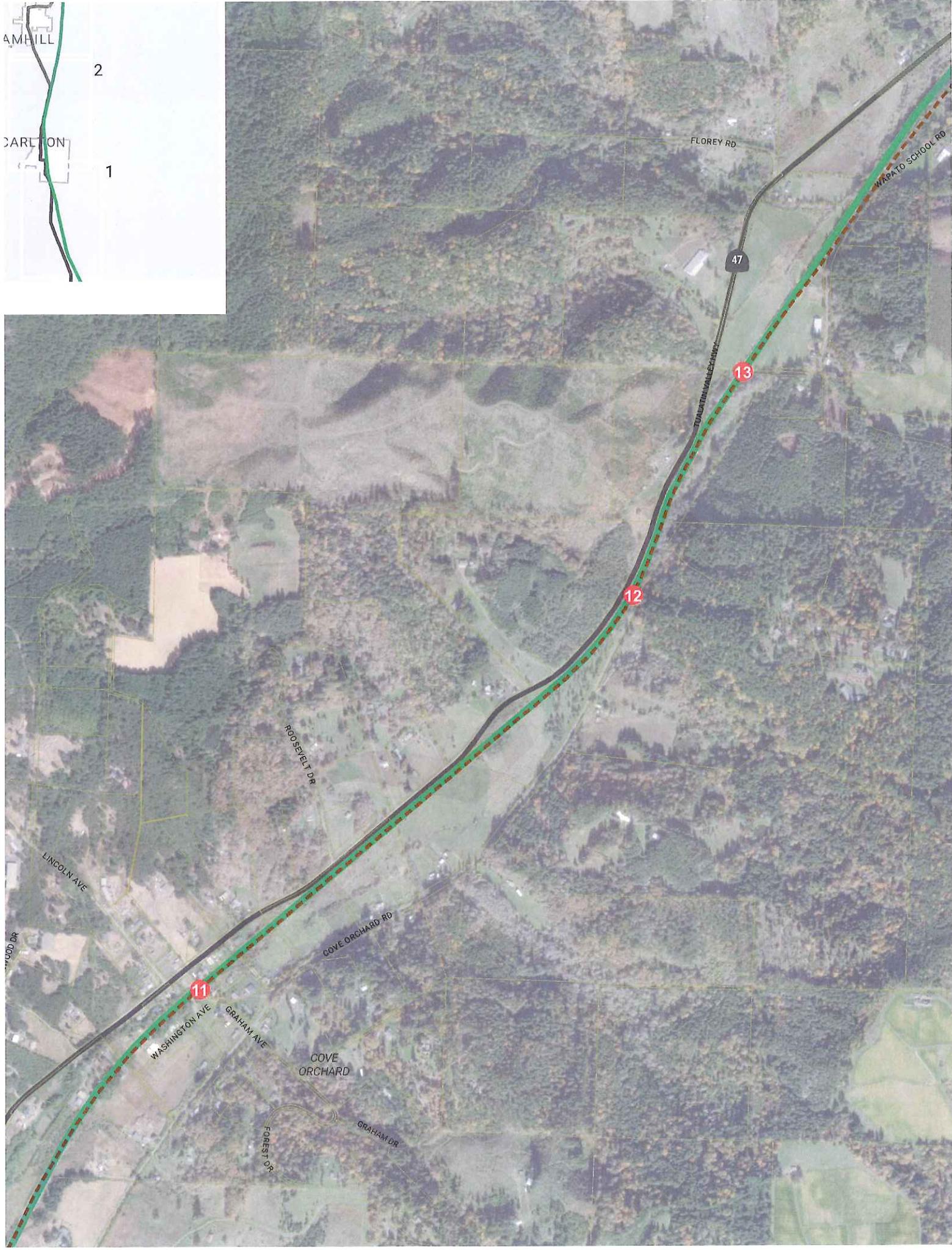
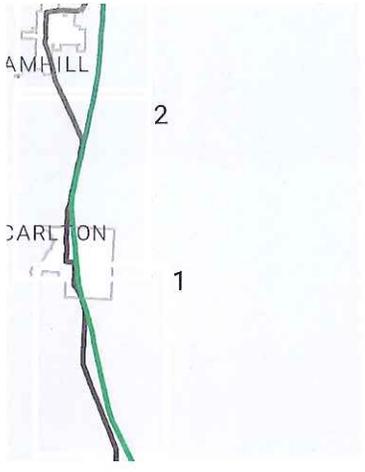
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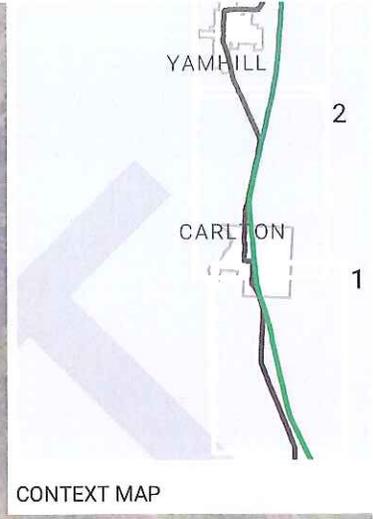
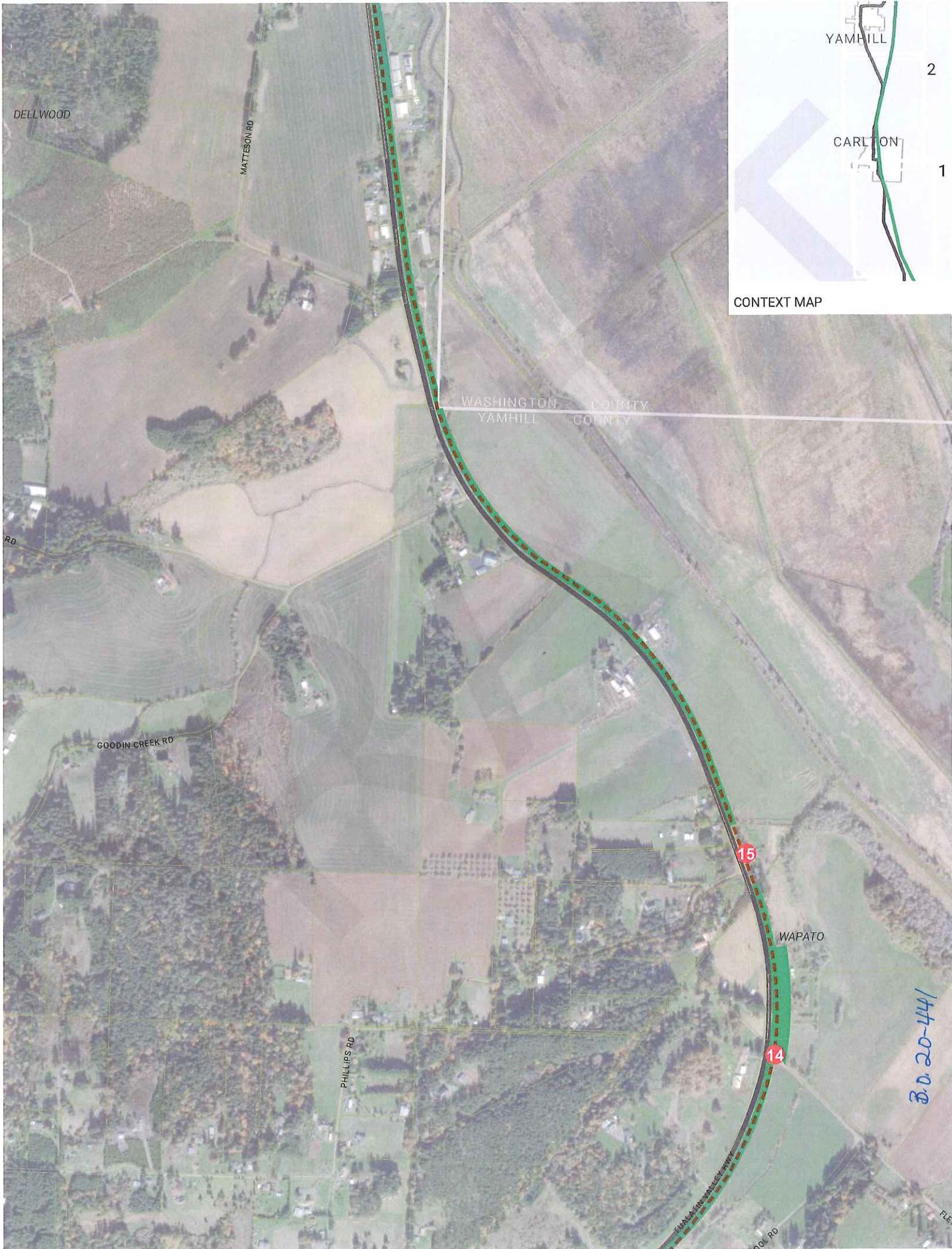
IS PINE ST

6

HENDRICKS RD







CONTEXT MAP

DELLWOOD

MATTESON RD

RD

GOODIN CREEK RD

PHILLIPS RD

WASHINGTON COUNTY  
YAMHILL COUNTY

15

14

WAPATO

B.O. 20-441

RD

RD



Date: November 13, 2020  
To: Carrie Martin, Yamhill County and Michael Duncan, ODOT  
From: Mary Stewart and Grace Stainback, Alta Planning + Design  
Re: Yamhelas Westsider Trail Master Plan – DRAFT TM#2

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## Introduction

The purpose of this memorandum is to present draft evaluation criteria for the Yamhelas Westsider Trail (YWT) Master Plan, as well as likely trail standards and types for the trail.

All trail design decisions should serve to implement the goals and objectives for the project, outlined in Technical Memorandum 1. The evaluation criteria will be used to evaluate the performance of each potential trail concept, and provide qualitative guidance to inform a discussion of trade-offs. To evaluate the full range of trail design options, three overarching categories are used to aggregate the evaluation criteria: Land Use Supportive, Feasibility, and Desirability. Each option will be screened utilizing Category 1 (Land Use Supportive), Category 2 (Feasibility) and progressing to Category 3 (Desirability). The goal of this exercise is to filter potential trail concept designs towards an approach that best suits the needs of the community.

## Evaluation Criteria

### GOAL 1: LAND USE SUPPORTIVE

Does the trail identify potential impacts to landowners and provide design solutions that remedy concerns? The trail corridor traverses land that is adjacent to and, in some cases, under ownership of a variety of property owners. This criterion will address whether the trail successfully complements the current land uses adjacent to the trail.

### GOAL 2: FEASIBILITY

Would the trail be reasonably feasible to implement with manageable risk and effective use of public funds? The criteria used to address these questions would consider cost, permitting, environmental impacts and approach to strategic implementation.

### GOAL 3: DESIRABILITY

Would the trail create a safe, desirable connection and place, drawing users and making positive contributions to the community? The criteria used to address these questions would consider the benefits to the community.

**GOAL 1: LAND USE SUPPORTIVE**

CRITERION	DEFINITION	APPROACH
<b>Traffic and Circulation Impacts</b>	Where the trail passes adjacent to, and in some cases crosses private property, circulation patterns for all users will need to be considered to ensure safe access and travel.	Assess options for separating uses and mitigating any potential circulation conflicts.
<b>Visual and Physical Barriers</b>	Where the trail passes adjacent to private property, visual and physical barriers can be implemented to keep different uses separate if needed.	Identify areas that have incompatible uses or undesirable views, and provide physical barriers or visually screen with landscaping to create a buffer between the trail users and the adjacent properties.
<b>Land Use Practices</b>	Where the trail passes adjacent to private property, some land uses and agricultural practices may be less compatible with trail users.	Work with adjacent landowners to understand their needs, and determine how the trail design can be implemented to ensure it is suitable for both trail users and business operators.

**GOAL 2: FEASIBILITY**

CRITERION	DEFINITION	APPROACH
<b>Planning, Land Use and Regulatory</b>	Permitting for the trail facility will involve addressing regulations from multiple agencies and regulatory bodies. Different options may involve different levels of effort.	Evaluate whether trail facilitates ease of permitting, avoids major geotechnical constraints and environmental impacts, and protects historical and cultural resources.
<b>Cost and Funding Availability</b>	There are elements of the trail that will be more expensive to construct. Some, including bridges and boardwalks, are mandatory, while others, such as trailhead and trail amenities, are voluntary and dependent on design.	Make a planning level cost comparison of trail design options to better understand trade-offs based on cost.
<b>Phasing Opportunities</b>	The trail will be developed in phases over time and will be largely dependent on funding and feasibility.	Evaluate the degree to which the trail alternative allows for interim, short-term, and permanent design and implementation.

**GOAL 3: DESIRABILITY**

CRITERION	DEFINITION	APPROACH
<b>Trail Types</b>	The cross-section of the proposed trail within each segment of the corridor.	Consider different trail surfaces, widths and locations of the trail bed within the right-of-way.
<b>User Experience</b>	The quality of the proposed trail, from the perspective of the user, will influence trail use and how people value the trail as part of the community.	Evaluate whether the trail provides opportunities for enjoyment and interpretation of the surroundings through scenic opportunities, wayfinding and amenities.
<b>Safety and Security</b>	This criterion considers whether trail design contributes to user safety and security, and discourages crime.	Consider potential access points, lighting, whether the trail will be visible from surrounding activated areas, and ease of emergency vehicle access.
<b>Connectivity</b>	The location and design of access points will determine whether the trail meets the connectivity goals of the project.	Identify access opportunities to improve connections to other existing or planned active transportation facilities, neighborhoods, schools, parks and open space, community destinations, and retail.
<b>Directness of Travel</b>	There are key areas along the trail corridor in which private property impacts may require out-of-direction travel.	Where relevant, consider the directness of the route, and the overall distance between trail access points.

### Yamhelas Westsider Trail Standards and Types

The Yamhelas Westsider Trail (YWT) corridor traverses a variety of land uses and geographies. The following section identifies standards and trail types that could be included along the YWT, and will be considered as a part of this planning process. These example cross-sections and illustrations are provided to demonstrate how different trail design considerations inform the criteria, which will in turn provide a framework for evaluating the different options for the YWT Master Plan. Ultimately, stakeholder discussions and public input will inform this evaluation.

#### Trail Types

Trail type, including trail width and surface material used, may vary along the YWT corridor dependent on what is determined to be most suitable for trail users within a specific context.

Figure 1. Shared-Use Path

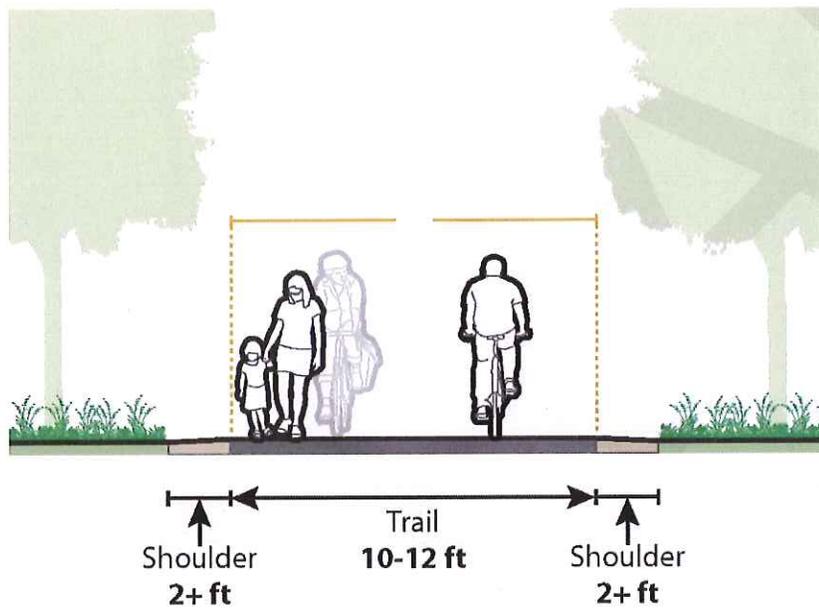
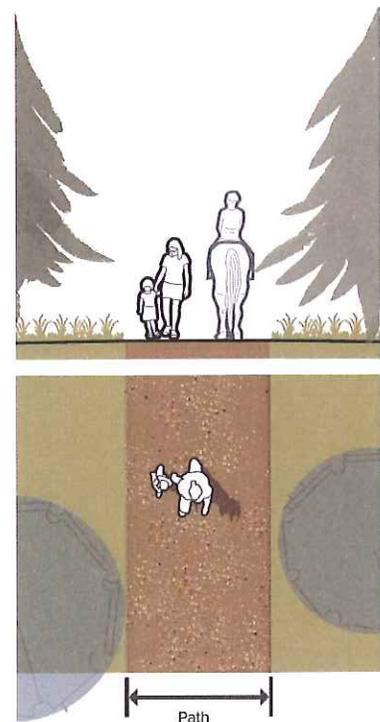
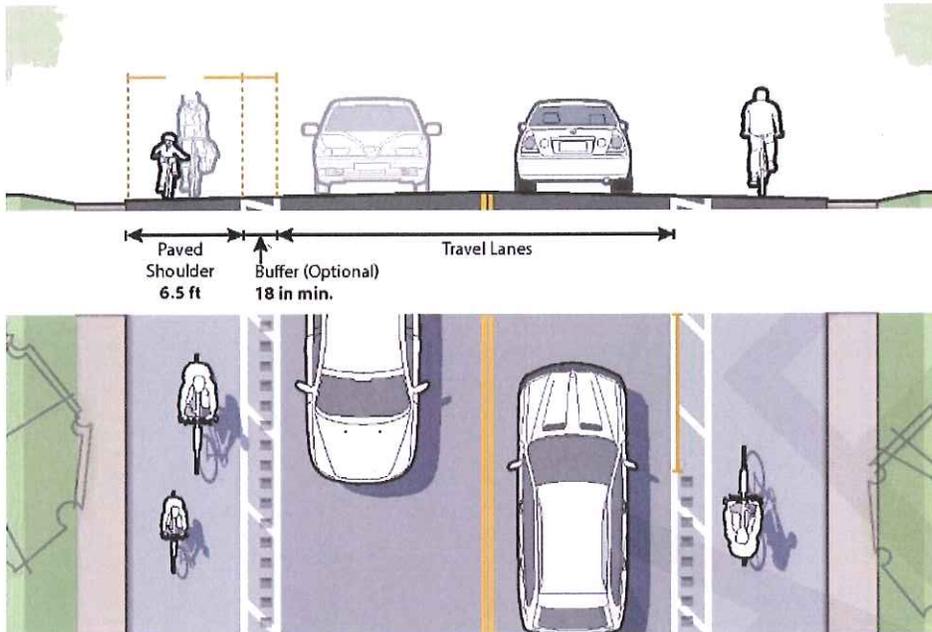


Figure 2. Gravel or Unpaved Path



Shared-use paths are generally paved with asphalt at a recommended minimum width of 10 feet wide, and are typically separated from roadways (Figure 1). Along certain areas of the corridor, a narrower path made of native materials may be more suitable (Figure 2). Alternatively, other sections of the corridor (such as in downtown Carlton) may benefit from trail widening to accommodate a higher level of use. Finally, the trail may need to transition to a paved shoulder or side path along Highway 47 right-of-way in an area north of Cove Orchard (Figure 3 **Error! Reference source not found.**). The evaluation criteria provide a framework for understanding the benefits and drawbacks for each of these trail types. For example, criteria such as safety and security, minimizing impacts to adjacent landowners, potential for phasing, and user experience will inform the discussion of alternatives for trail types.

Figure 3. Paved Shoulder



### Trail Design Elements

The YWT will consider and evaluate design elements that achieve multiple objectives to promote safety, limit private property impacts, and enhance user experience along the corridor. The following sections introduce key design elements and considerations.

#### Bridges and Elevated Trail

There are three locations, all east of Yamhill, in which bridges will be required to pass over existing waterways (**Error! Not a valid bookmark self-reference.**). North of Cove Orchard, a segment of the corridor runs over a wetland area that may require an elevated trail, such as a boardwalk or puncheon (Figure 5).

Figure 4. Trail Bridge



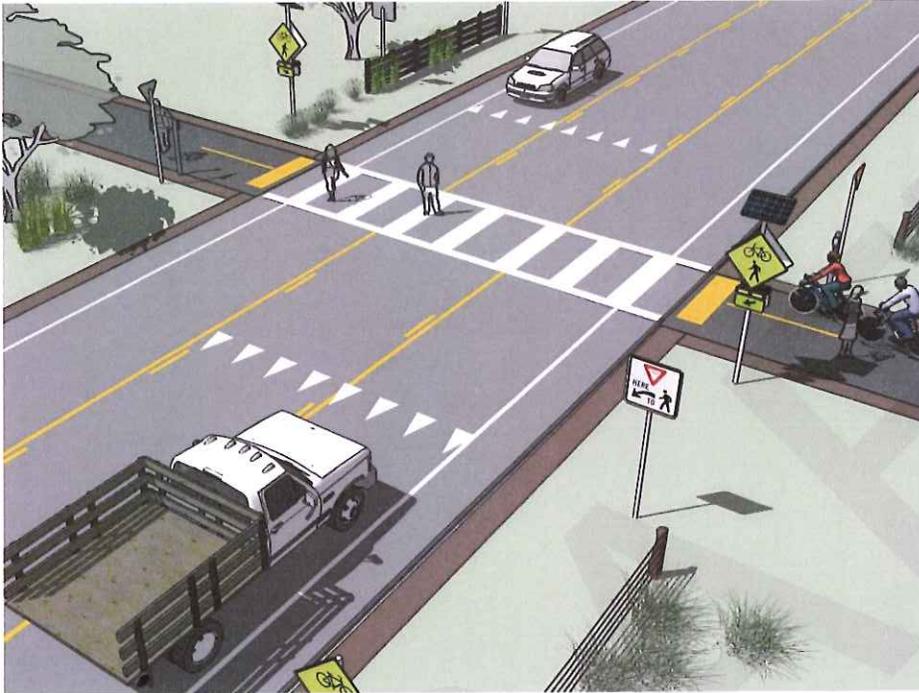
Figure 5. Trail Boardwalk



### Crossings

The trail corridor will cross through several street rights-of-way. There are many crossing treatment options for a variety of contexts, and each trail crossing will be evaluated to determine the design most suitable for the context. Crossings may range from a simple marked crosswalk and warning signage to a user-controlled flashing signal such as a Rapid Rectangular Flashing Beacon (RRFB) (Figure 6).

Figure 6. Street Crossing Enhanced with a Rapid Rectangular Flashing Beacon (RRFB)



Additionally, much of the trail corridor traverses a rich agricultural landscape alongside pasture land, row or commodity crop farms, and orchards. Some of the agricultural operators have lands that the railroad corridor bisects, and farm machinery and livestock will need to be transported across the trail. The Yamhelas Westsider Trail Concept Plan (2017) provided initial design concepts for agricultural trail crossings, in which strategically placed gates block trail user passage when opened (Figure 7).

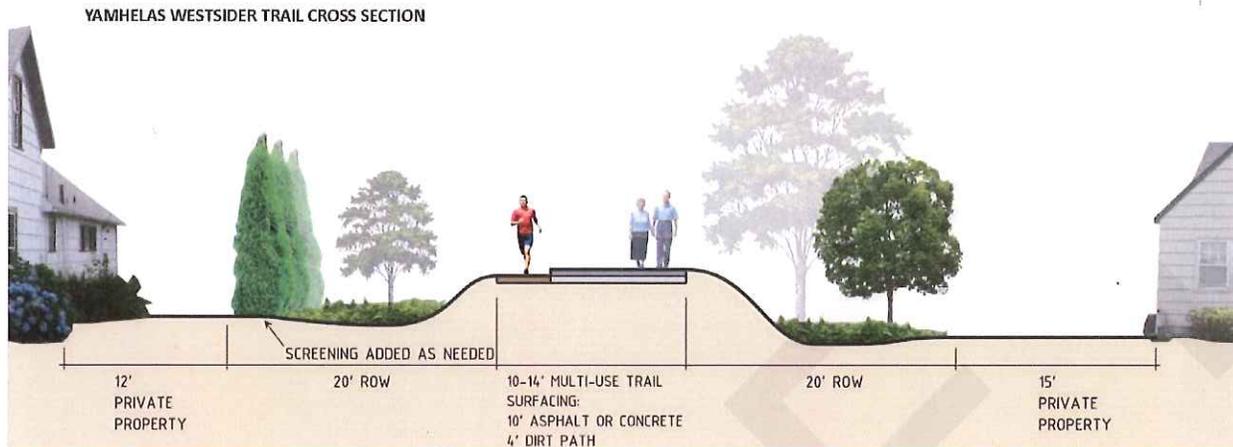
Figure 7. Agricultural Crossings



## Screening

Several segments along the trail corridor pass nearby private homes and agricultural uses. In these cases, vegetative screening may be provided for the benefit of both trail users and adjacent landowner privacy (Figure 8). Fencing can also be used as a boundary and barrier between the trail and adjacent land uses. However, it will be important to balance screening and fencing with open landscapes in order to improve visibility and foster safety along the trail.

Figure 8. Trail Screening Adjacent to Homes and Agricultural Uses



## Trailheads

Good access to a trail system is a key element for its success. Trailheads serve the local and regional population arriving to the trail by car, transit, bicycle or other modes. Trailheads provide essential access between the trail and key destinations, and often include information and amenities. Trailheads can vary in size (from 10 or more parking spaces for major trailheads (Figure 9), to minimal existing on-street parking at trail access points (Figure 10) and provision of amenities, which may include restrooms, drinking water, bike parking, bike repair station, waste receptacles and a variety of signage.

Figure 9. Major Trailhead

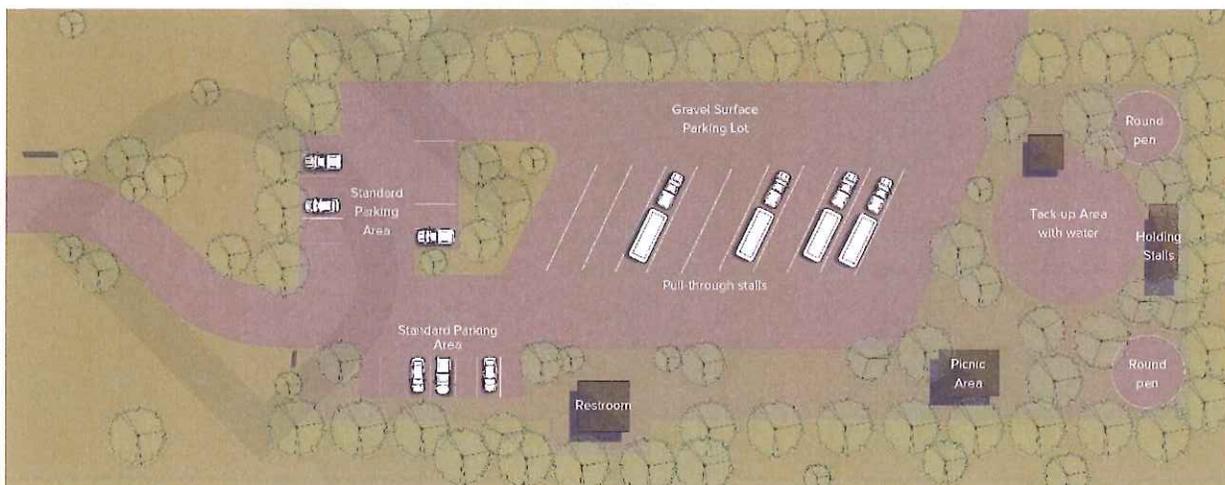
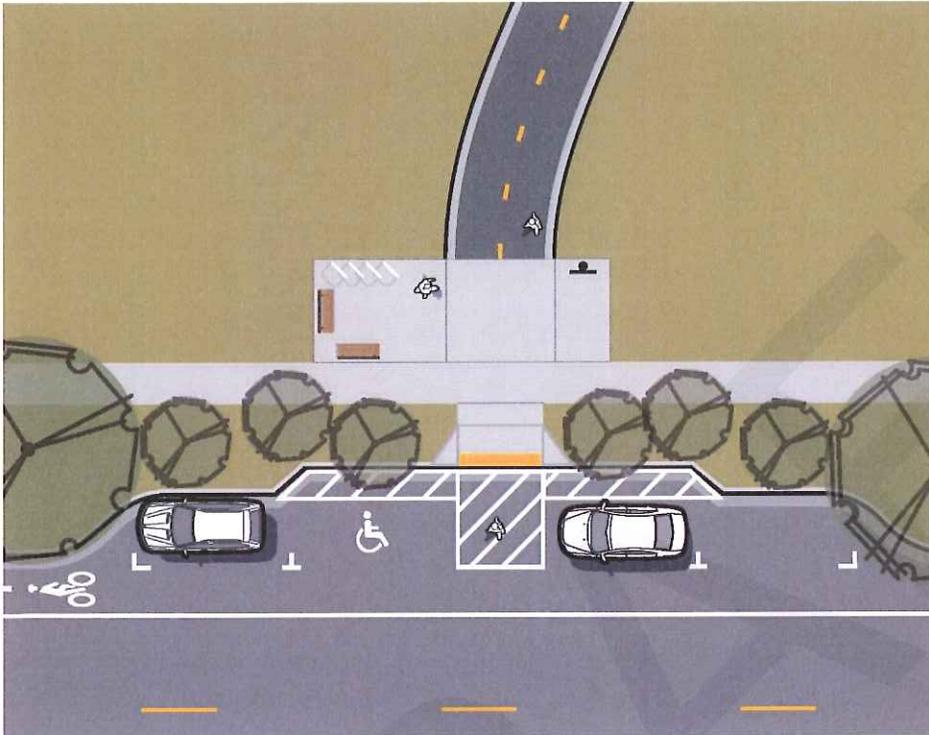


Figure 10. Trail Access Point



### Wayfinding

A wayfinding system helps people navigate by informing users how to locate destinations, understand their location on the trail with respect to other destinations, plan their use of the trail, and discover and interpret their surroundings. The YWT should include a wayfinding system that will vary based on the context and needs of users along different points of the trail (Figure 11 and Figure 12).

Figure 11. Wayfinding Family of Elements, Image 1

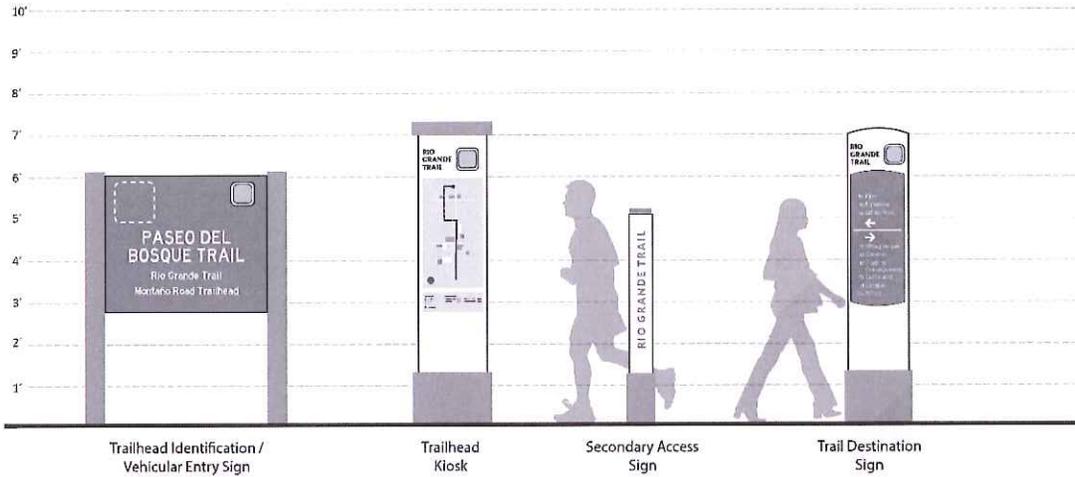
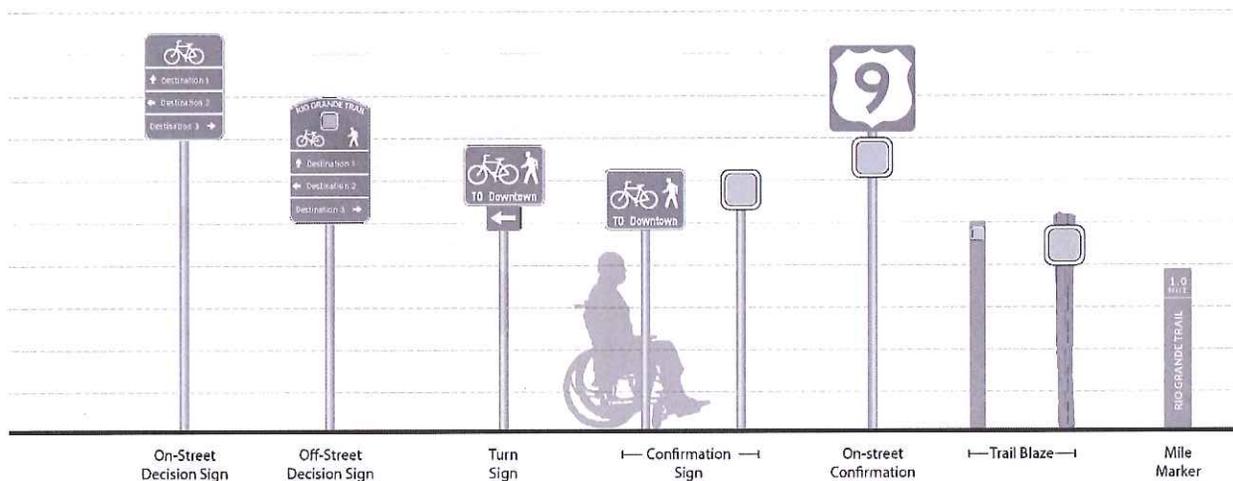


Figure 12. Wayfinding Family of Elements, Image 2



## Conclusion

The draft goals and objectives presented in TM#1 and the evaluation criteria presented above provide a framework for the YWT Master Plan. Stakeholder and community feedback will further shape this framework in the ensuing stages of the planning process.

Accepted by Yamhill County  
Board of Commissioners on  
12/17/2020 by Board Order  
# 20-441 Yamhill County