

TECHNICAL MEMORANDUM #2

July 14, 2026

Project# 27003.058

To: John Lazur, Oregon Department of Transportation (ODOT) Project Manager
From: Brandon Tucker, Edward Guo, Katie Popp, PE, and Nicholas Gross; Kittelson & Associates
RE: Cape Arago Highway Corridor Plan – Final Plan, Policy, and Code Review

Plan, Policy, and Code Review Memorandum

Introduction

This memorandum documents a review of state, local, and tribal plans, policies, and regulations relevant to the Cape Arago Highway Corridor Plan (the “Project”). The review identifies applicable regulations, planned goals, known constraints, and relevant prior efforts that influence corridor needs and solution development. Documents reviewed include Oregon Department of Transportation (ODOT) regulation and standards, City of Coos Bay and Coos County plans and codes, and applicable Tribal plans and ordinances, including those of the Coquille Indian Tribe and the Confederated Tribes of Coos, Lower Umpqua, and Siuslaw Indians. This review also provides an overview of the data that will be collected from various sources for the Project and outlines how differences between policies and data sources will be evaluated and reconciled as the project progresses.

Content from this review will inform the development of Project goals, objectives, and evaluation criteria; identify policies and standards the Project outcomes must adhere to; and provide a basis for developing and refining concept alternatives and implementation actions, including potential amendments to any plans, policies, or codes.

KEY FINDINGS

While numerous state, county, city, and tribal documents are relevant to the corridor, several overarching themes emerged that influence how alternatives can be developed, evaluated, and implemented.

- As an ODOT facility, Cape Arago Highway is primarily governed by state-level regulations and design guidance, primarily from the *ODOT Highway Design Manual* (HDM), the *Oregon Highway Plan*, and access management regulations outlined in Oregon Administrative Rules (OAR) Chapter 734.
 - The corridor’s designation as Suburban Fringe urban context provides a foundation for determining appropriate cross-section designs and evaluating tradeoffs among multimodal treatments.
- While many reviewed plans provide high-level goals and context for the corridor, a small number of documents offer corridor-specific direction that will inform alternatives development. The *Coquille*

Indian Tribe's Empire Comprehensive Plan and the *Oregon Coast Trail Action Plan* include focused recommendations for walking and bicycling improvements along Cape Arago Highway and present desired long-term corridor outcomes.

- Many state, local, and tribal plans consistently emphasize the importance of improving multimodal safety, connectivity, and access along the corridor. Common themes across documents include enhancing pedestrian and bicycle facilities, improving access to transit stops and amenities, supporting recreational and tourism travel, and addressing the needs of older adults and other transportation-disadvantaged populations.

Transportation Plan, Policy, and Code Review

This section summarizes plans, policies, and codes reviewed in this memorandum. It is organized into state, local, and tribal documents. Table 1 provides a summary of reviewed documents, including their relevance to the Project and key applications for how they will inform Project elements. Subsequent sections provide additional information about each document, including more details on their relevance to the Project, and a description of any conflicts, changed conditions, and gaps, if applicable.

Table 1. Summary of Plans, Policies, and Code Reviewed

Document	Project Relevance	Key Application(s) to Project			
		Policies	Design Standards & Guidance	Goals, Objectives, & Evaluation Criteria	Transportation Inventory & Conditions
Statewide Plans					
Oregon Administrative Rules (OAR) Chapter 660, Division 12 (Transportation Planning)	OAR supports the development of multimodal systems that make it more convenient for people to walk, bike, use transit and drive less.	✓		✓	
OAR Chapter 734, Division 51 (Highway Approaches, Access Control, Spacing Standards and Medians)	Cape Arago Highway (OR 540) is a state highway and access spacing standards outlined in the document apply.	✓	✓		
<i>Oregon Transportation Plan</i> (OTP; 2023)	Project elements in the Cape Arago Highway Corridor Plan will be consistent with goals, objectives, policies, and strategies in the OTP.			✓	
<i>Oregon Highway Plan</i> (OHP; 2023)	The OHP establishes mobility targets for ODOT facilities, which will be used to evaluate Cape Arago Highway (OR 540) and its intersections.		✓	✓	
<i>Oregon Public Transportation Plan</i> (OPTP; 2018)	OPTP supports improving transit stop amenities and multimodal access. The Project will consider its policies and strategies in developing alternatives, as Coos County Area Transit serves the corridor.			✓	
<i>Oregon Bicycle and Pedestrian Plan</i> (OBPP; 2016)	Recommendations in the Cape Arago Highway Corridor Plan will be consistent with policies and strategies in the OBPP.			✓	✓
<i>Oregon Transportation Safety Action Plan</i> (TSAP; 2021)	The Project will consider TSAP goals, policies, strategies, and actions (especially for relevant Emphasis Areas) for project elements.			✓	
<i>Oregon Transportation Options Plan</i> (OTOP; 2015)	The Project will consider OTOP policies and strategies and incorporate them into the alternatives development and evaluation when appropriate.			✓	
<i>Oregon Coast Trail Action Plan</i> (2023)	Within the Project Area, the Cape Arago Highway is identified as an Oregon Coast Trail gap. Strategies and concepts identified in the <i>Oregon Coast Trail Action Plan</i> will be considered as part of this Project.		✓		✓
<i>Oregon Coast Bike Route Plan</i> (OCBR; 2022)	The existing primary route of the OCBR includes the section of Cape Arago Highway within the Project Area. Critical needs identified in the Plan will be considered as part of this Project.		✓		✓
Statewide Planning Goals	The Project will reference the Statewide Planning Goals #7 (natural hazards) and #17 (coastal shorelines), defined by the Oregon Department Land Conservation and Development, when outlining goals and developing alternatives.	✓		✓	
Statewide Transportation Improvement Program (STIP)	The 2024-2027 STIP and the draft 2027-2030 STIP do not identify any project within the Project Area.				✓
ODOT <i>Highway Design Manual</i> (2025)	The manual provides the required design guidance for projects on state facilities, which will inform concept development for Cape Arago Highway.		✓		
<i>Oregon Bicycle and Pedestrian Safety Implementation Plan</i> (2020)	Pedestrian and bicycle risks will be identified for Cape Arago Highway. Alternatives development will be informed by the recommended countermeasures.		✓		✓
Local Plans					
<i>Coos County Comprehensive Plan</i> (1985)	This plan sets transportation goals to provide and encourage a transportation system that promotes safety and convenience for citizens and travelers.	✓		✓	
<i>Coos County Transportation System Plan</i> (2011)	This plan establishes overarching goals and objectives that will guide the goals, objectives, and evaluation criteria of the Cape Arago Highway Corridor Plan.	✓	✓	✓	✓

Document	Project Relevance	Key Application(s) to Project			
		Policies	Design Standards & Guidance	Goals, Objectives, & Evaluation Criteria	Transportation Inventory & Conditions
Coos Bay Transportation System Plan (2020)	The Coos Bay TSP will inform integration of Cape Arago Highway concepts with local facilities and goals.	✓	✓	✓	✓
Coos County Area Transit (CCAT) Master Plan (2021)	This master plan establishes the needs, goals, and planned improvement and strategy priorities for CCAT, which operates along the corridor. The plan will guide Project concept development to ensure alignment with regional transit objectives.		✓	✓	✓
Coos County Coordinated Health & Human Services Transportation Plan (2022)	This plan identifies recommendations for improving Coos County Area Transit District (CCATD) bus stop amenities and enhancing access to bus stop by providing safe and comfortable walking and biking routes. These recommendations will inform Project elements.			✓	✓
Coos County Code (CCC) – Article 4 – Roads	CCC Article 4 applies to county roadways that intersect with Cape Arago Highway.	✓	✓		
Coos Bay Comprehensive Plan (1981, last updated 2025)	It’s important for the Project to align with the goals identified in this plan, specifically promotion of the development of walking and bike trails throughout the city as an economic development goal.	✓		✓	
Empire Area Blueprint (EAB; 2025)	The EAB study area does not overlap with the Project Area. The Project will reference street cross-sections and streetscape improvements recommended by the EAB when developing alternatives to ensure consistency between Project elements and planned improvements in the surrounding area.		✓	✓	
Coos County Draft Parks and Recreational Master Plan (2022)	The needs, opportunities, goals, policies, and priority actions identified in the draft master plan will inform Project goals, objectives, evaluation criteria, and concept development to ensure the Project aligns with county priorities and support recreational access along the Cape Arago Highway corridor.			✓	✓
Coos County Zoning and Land Development Ordinances	The existing land use regulation and contexts and design standards established in these ordinances will inform Project elements to maintain consistency with policies, goals, and design guidance for county-owned facilities. The Project may update the ordinances to support the implementation of recommendations identified by the Project to ensure a safe, efficient, and convenient transportation system for all users.	✓	✓		
Coos Bay Title 17 Development Code	Land use regulations established by the development code will be referenced when developing goals, objectives, and evaluation criteria for alternatives, as well as when developing conceptual alternatives for the Project.	✓	✓		
Coquille Indian Tribe (CIT)					
Long Range Transportation Plan & Update (2016)	Cape Arago Highway is included in the updated inventory.	✓		✓	✓
Coordinated Human Services Public Transportation Plan (2017)	The Project will evaluate the priorities to ensure alignment between the Project with tribal transit priorities along the Cape Arago Highway corridor.			✓	✓
Empire Comprehensive Plan (2018)	The project will reference the planned cross-sections, improvement recommendations, and funding and implementation strategies identified by the <i>Empire Comprehensive Plan</i> when developing concept alternatives for Cape Arago Highway to ensure consistency with the tribal vision for the corridor.		✓	✓	✓
Chapter 315 Land Development Ordinance (2019)	While the Land Development Ordinance does not directly apply to the project, Project outcomes may include recommendations to update relevant ordinances to facilitate implementation of recommended concepts and to ensure consistency between the Project and tribal regulations.	✓	✓		
2040 Comprehensive Land Use Plan (2019)	The Cape Arago Highway Corridor Plan will be relevant to goals, objectives, and recommendations of the Tribe's 2040 <i>Comprehensive Land Use Plan</i> .			✓	

Document	Project Relevance	Key Application(s) to Project			
		Policies	Design Standards & Guidance	Goals, Objectives, & Evaluation Criteria	Transportation Inventory & Conditions
Confederated Tribes of Coos, Lower Umpqua, and Siuslaw Indians					
Coos Head Area Master Plan (2018)	The master plan study does not overlap with the Project Area. The Project will consider potential impacts on transportation system due to master plan development when evaluating future transportation system conditions, and will seek opportunities to support bicycle and pedestrian improvements identified in the master plan.			✓	
Long Range Transportation Plan (LRTP; 2010, draft amendment 2024)	The LRTP identifies Cape Arago Highway as a critical access corridor for the Tribe. The LRTP provides context for coordinating corridor-wide pedestrian, bicycle, and safety improvements. The Project will take the LRTP into consideration when outlining project goals and designing corridor alternatives to align with broader tribal transportation needs and future investments.	✓		✓	✓

STATEWIDE PLANS

Oregon Administrative Rules (OAR) Chapter 660, Division 12 (Transportation Planning)

The Oregon Department of Land Conservation and Development Commission (DLCD) has adopted 19 statewide land use planning goals, including Goal #12 Transportation. To implement this goal, the Transportation Planning Rule (TPR), codified in the Oregon Administrative Rule (OAR) as Chapter 660 Division 12, establishes requirements for state, regional, and local transportation system planning. The TPR is intended to align transportation and land use planning to provide for a safe, convenient, and economical transportation system to support local and state economic vitality. It also supports the development of multimodal systems that make it more convenient for people to walk, bike, use transit, and drive less.

Project Relevance

Recommendations in the Cape Arago Highway Corridor Plan will be consistent with goals and policies outlined in the TPR, and will seek to improve pedestrian, bicycle, and multimodal connectivity as directed by the TPR.

Oregon Administrative Rule for Access Management (OAR 734-051) (2014)

OHP Policy 3A and OAR 734-051 set access spacing standards for driveways and approaches to the state highway system, which are based on state highway classification, posted speed, and average daily traffic volume. Cape Arago Highway (OR 540) is a District Highway with an Annual Average Daily Traffic amount of over 5,000 vehicles in rural areas and a posted speed of 35 to 40 miles per hour. Based on Table 6 of OAR 734-051-4020, the access management spacing standards are 400 or 500 feet for unsignalized approaches, depending on the speed limit.

Project Relevance

Access spacing standards for OR 540 as defined in OAR 734-051 will inform Project alternatives development and final Project recommendations. Implementation measures that will be developed for the Project in Task 7 may include amendments to city, county, or tribal codes to ensure their requirements are consistent with statewide access management requirements.

Oregon Transportation Plan (2023)

The *Oregon Transportation Plan* (OTP) establishes overarching vision, values, goals, objectives, policies, and strategies to guide the development of transportation plans and facilities throughout Oregon through the year 2050. It defines six goals for statewide transportation planning, which are:

1. Improve prosperity, opportunity, and livability for all people who live, work, and recreate in Oregon.
2. Improve access to safe and affordable transportation for all, recognizing the unmet mobility needs of people who have been systemically excluded and underserved.

3. Create a resilient multimodal transportation system that enables the diverse range of community members and businesses with different needs to get where they need to go safely, reliably, affordably, and with minimal environmental impact.
4. Guided by open, data-driven decision-making processes, secure sufficient and reliable revenue for transportation funding and invest public resources to achieve a resilient and sustainable multimodal transportation system.
5. Enable safe travel for all people, regardless of their age, ability, race, income, or mode of transportation.
6. Minimize transportation's negative role in climate change by reducing greenhouse gas emissions for all sectors of transportation, while also reducing air toxins, noise and light pollution, water toxics, and habitat loss.

Project Relevance

OTP goals provide the framework for evaluating corridor alternatives that improve safety, access, and mobility for all road users while supporting economic vitality and reducing transportation-related emissions. Transportation recommendations in the Cape Arago Highway Corridor Plan will be consistent with goals, objectives, policies, and strategies in the OTP.

Oregon Highway Plan (2023)

The OHP was adopted in 1999 and includes amendments through January 2023. The OHP creates policies and investment strategies focused on efficient management of the highway system, partnerships with regional and local government, links between land use and transportation, access management, links with other transportation modes, and environmental and scenic resources. The plan also defines mobility targets for state facilities, which are used to evaluate traffic operations on state highways.

Project Relevance

Cape Arago Highway (OR 540) is categorized as a district highway and mileposts -0.05 through 2.24 are part of the National Highway System (NHS). In addition, mileposts 0.77 to 2.24 are categorized as an Urban Business Area (UBA), which is where Cape Arago Highway passes through the City of Coos Bay. The Cape Arago Highway Corridor Plan will maintain consistency with the goals, policies, and standards developed in the OHP.

The OHP also establishes mobility targets for ODOT facilities, which apply to Cape Arago Highway (OR 540) and its intersections. These targets will be used to evaluate existing and future conditions in Task 5 of the Project.

Oregon Public Transportation Plan (2018)

The *Oregon Public Transportation Plan* (OPTP) is a modal plan of the OTP that provides guidance for ODOT and public transportation agencies regarding the development of public transportation systems. The guiding vision for the state is to create:

- A public transportation system that is an integral, interconnected component of Oregon's transportation system that makes Oregon's diverse cities, towns, and communities work.

- Public transportation that is convenient, affordable, and efficient to help further the state’s quality of life and economic vitality and contributes to the health and safety of all residents, while reducing greenhouse gas emissions.

The OPTP identifies policies and strategies to achieve the guiding vision. The following policies and strategies are relevant to this Project:

- **Policy 1.6:** Work proactively with state and local planning bodies to support local and regional public transportation plans and goals throughout the state.
 - Strategy 1.6C: Design new major roadways and highways and significant transportation improvements to accommodate current and future public transportation vehicles and services.
- **Policy 2.2:** Improve access to and ease of use for public transportation by connecting routes and services, including linking stops and stations to bicycle and pedestrian facilities.
 - Strategy 2.2A: Seek to eliminate first- and last-mile barriers by improving public transportation links to other facilities and services. These may include accessible facilities, sidewalks, trails, bicycle parking, bikeways, carshare, transportation network companies and taxis, rideshare, and bikeshare services.
- **Policy 3.2:** Promote and support use of public transportation for tourism and special events in Oregon.
- **Policy 6.1:** Plan for, design, and locate transit stops and stations to support safe and user-friendly facilities, including providing safe street crossings.
 - Strategy 6.1A: Design and locate public transportation facilities so that a wide range of users, including pedestrians, cyclists, and people with disabilities, can safely access them.

Project Relevance

OPTP policies support alternatives that improve pedestrian and bicycle access to transit stops along Cape Arago Highway, including sidewalks, crossings, and stop amenities that reduce first- and last-mile barriers. The Project will consider the OPTP guiding vision, policies, and strategies for their applicability to the study area. Where appropriate, the Project will incorporate these strategies into the alternatives development (Task 6) and implementation plan drafting (Task 7) phases.

Oregon Bicycle and Pedestrian Plan (2016)

The *Oregon Bicycle and Pedestrian Plan* (OBPP) (2016) is part of a group of statewide policy plans under the OTP. It analyzes issues, opportunities, and needs across the state of Oregon and develops policies and strategies to guide a variety of agencies in planning, funding, and developing pedestrian and bicycle facilities.

Project Relevance

Transportation recommendations in the Cape Arago Highway Corridor Plan will be consistent with policies and strategies in the OBPP, including safety, accessibility and connectivity; mobility and efficiency; community and economic vitality; equity; health, sustainability; strategic investment; and coordination, cooperation, and collaboration. Relevant policies include, but are not limited to:

- **Policy 1.1:** Provide safe and well-designed streets and highways for pedestrians and bicycle users.
- **Policy 2.2:** Inventory and define walking and biking networks to aid in Project prioritization.
- **Policy 2.3:** Add pedestrian, bicycle infrastructure, and street crossings to connect system gaps, understanding the unique needs of urban, suburban, and rural communities.
- **Policy 3.1:** Bring about a pedestrian and bicycle network that achieves ease of movement, especially considering the people using these modes are vulnerable users of the system.
- **Policy 5.2:** Understand the disparities, barriers, and needs affecting the availability and use of walking and biking options for all Oregonians.
- **Policy 8.1:** Seek funding to address pedestrian and bicycle transportation needs.
- **Policy 9.1:** Strengthen ongoing coordination, cooperation, and collaboration among federal, state, local, and private partners to facilitate a seamless pedestrian and bicycle system.

The OBPP also provides details about pedestrian and bicycle funding streams and opportunities, such as the Statewide Transportation Improvement Program (STIP); Congestion Mitigation and Air Quality Improvement Program (CMAQ); ConnectOregon; and other federal, state, and local funding programs. These funding opportunities will be reviewed and considered for advancing the preferred concept developed in Task 7 of this Project.

Oregon Transportation Safety Action Plan (2021)

The *Oregon Transportation Safety Action Plan* (TSAP), a topic plan of the OTP, is a strategic document that summarizes safety trends and challenges faced by the state and establishes goals, policies, strategies, and actions that ODOT and its partners can take to reduce fatal and serious injury crashes. The TSAP establishes Emphasis Areas (EAs) and related actions to maximize the benefits of safety investment with the goal of eliminating deaths and life-changing injuries on Oregon's transportation system by 2035. The EAs relevant to the Project include infrastructure and vulnerable users.

Project Relevance

For the Project, TSAP goals, policies, strategies, and actions (especially for relevant EAs) will be considered for any improvements, modifications, or policies recommended for the Cape Arago Highway.

Oregon Transportation Options Plan (2015)

The *Oregon Transportation Options Plan* (OTOP), a topic plan of the OTP, establishes policies, strategies and programs that promote efficient use of existing transportation system investments, thereby reducing reliance on single-occupancy vehicles and facilitating use of walking, biking, transit, and ridesharing. The OTOP establishes a statewide vision for transportation options in Oregon to provide travelers of all ages and abilities with different ways to access goods, services, and opportunities across the state.

OTOP policies are organized by goals addressing safety, funding, accessibility, system efficiency, economy, health and environment, land use and transportation, equity, coordination, and information. Its policies are broadly supportive of transit.

The following policies and strategies are particularly relevant to the Project:

- Improve safety for all facility users to make each modal option safer and more attractive to prospective users.
- Integrate multimodal solutions in road expansion projects to manage transportation demand.
- Provide access to multiple modes and transportation options so that people may choose to walk, bicycle, take transit, and share rides for a broad range of trips, including trips to work, school, goods and services, recreation and tourist destinations, and special events.
- Consider opportunities to support tourism and recreation by improving access to popular destinations via alternative modes of travel.
- Make transportation options viable for more types of trips, for more people, more often.
- Provide transportation options to serve the needs of Oregon residents.

Project Relevance

The Project will consider OTOP policies and strategies for their applicability to the Project Area and, where appropriate, incorporate these goals into alternatives development and evaluation (Task 6).

Oregon Coast Trail Action Plan (2023)

A significant portion of the Oregon Coast Trail (OCT), which travels approximately 400 miles from the state's northern border to its southern border, follows the shoulders of roads and highways. The lack of separation from traffic negatively impacts the trail users' experience on the OCT. Oregon Parks and Recreation Department developed the *OCT Action Plan* to identify strategies to complete, connect, and improve the OCT.

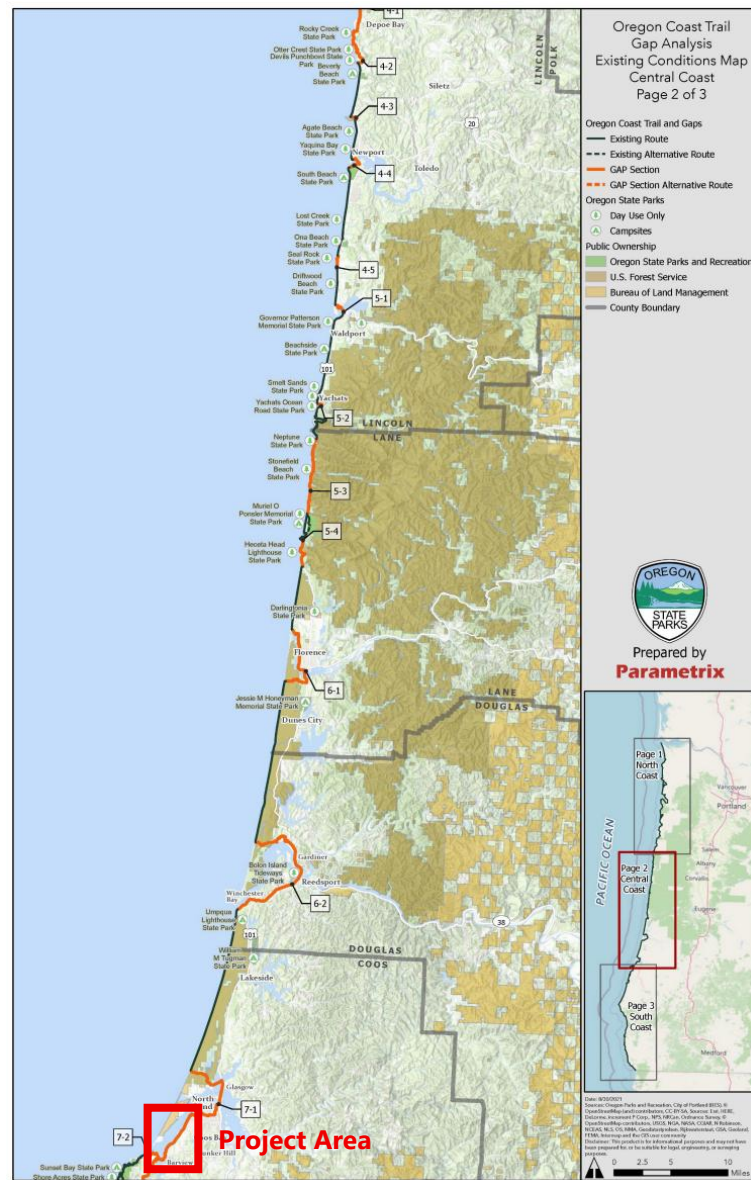
Within the Project Area, Cape Arago Highway is identified as an OCT gap, as shown in Figure 1. The Plan provides strategies and concepts to remedy the gap, and address ways to improve trail amenities.

The *OCT Action Plan* recommends retaining the existing OCT route along Cape Arago Highway, adding warning signage and implementing shoulder improvements where feasible. This gap is assigned a medium priority, and implementing the concept is estimated to cost \$160,000. Potential funding strategies include utilizing local agencies, ODOT, and/or Oregon Parks and Recreation Department (OPRD) funds for signage installation, and considering shoulder improvements as part of a roadway repaving or as a standalone project. The plan recommends working with ODOT to evaluate options for a trail adjacent to the existing shoulder or for shoulder widening as the immediate next steps toward addressing the gap. The plan shows that addressing the pedestrian gap along the Cape Arago Highway within the Project Area not only improves local travel, but also positively impacts the region by bridging a gap in the OCT.

Project Relevance

The Project will reference the improvement recommendations and funding and implementation strategies identified by the Plan when developing concept alternatives for Cape Arago Highway (OR 540).

Figure 1. OCT Existing Conditions (Central Coast) Map



Oregon Coast Bike Route Plan (2022)

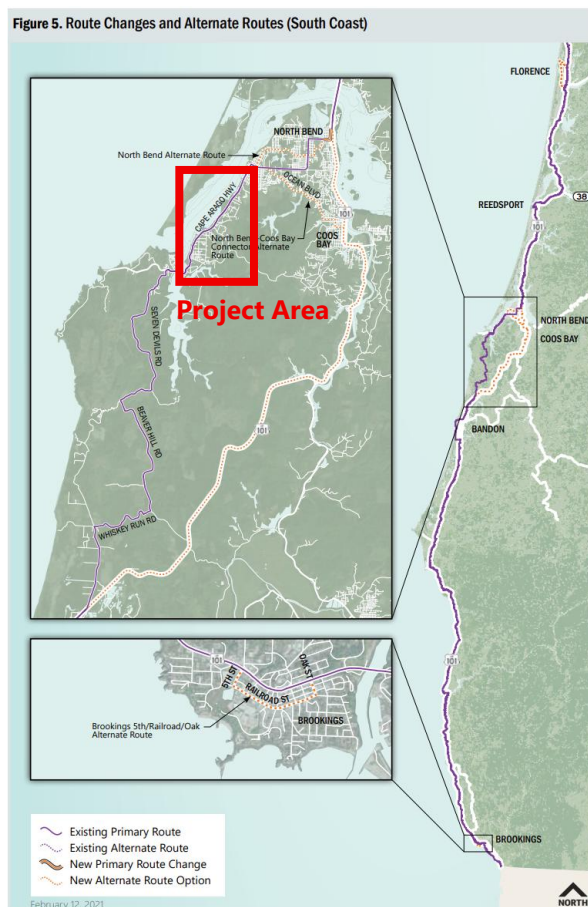
First established in the 1980s, the Oregon Coast Bike Route (OCBR) primarily follows US 101 but occasionally deviates onto local roadways that are more scenic, have less traffic, and provide access into the coastal communities. The *OCBR Plan* identifies opportunities to make improvements to the OCBR that will benefit all people who travel the route. While the plan's primary focus is on people taking multi-day bicycle trips, the recommended route revisions and infrastructure improvements aim to make the route safer, more accessible, and more enjoyable for all residents of, and visitors to, the Oregon Coast. The plan also proposes general design standard recommendations for the various community contexts the OCBR traverses.

The existing primary route of the OCBR includes the section of Cape Arago Highway within the Project Area, as shown in Figure 2. The Plan does not include any critical needs or recommendations for the Cape Arago Highway.

Project Relevance

The Project will reference the design standard recommendations proposed by the plan to ensure that alternative concepts to be developed in Task 6 can enhance the safety of all users of the Cape Arago Highway corridor and improve the OCBR experience through the study area.

Figure 2. OCBR Route Changes and Alternate Routes (South Coast)



Statewide Planning Goals #7 and #17

Statewide Planning Goal #7 is related to areas subject to natural hazards. It aims to protect people and property from natural hazards, including coastal flooding, landslides, and erosion. It requires that local government give special attention to emergency access when considering developments in identified hazard areas and should consider programs to manage stormwater runoff to address potential flood and landslide hazards.

Statewide Planning Goal #17 is intended to conserve and protect coastal shorelands while reducing hazards to life and property and maintaining recreational and aesthetic values. Specifically, Goal #17 states that the requirements of Goal #12 should be closely coordinated with Goal #17, as coastal

transportation systems frequently utilize shoreland areas and may significantly affect the resources and values of coastal shorelands and adjacent waters.

Project Relevance

The Project aims to advance the guidance and requirements of Statewide Planning Goals #7 and #17 by ensuring that proposed concepts address the protection of people and property from natural hazards, maintain emergency access in hazard-prone areas, and support the conservation and protection of coastal shorelands.

Statewide Transportation Improvement Program (2024-2027, Draft 2027-2030)

The Statewide Transportation Improvement Program (STIP) serves as the state's 4-year capital improvement program for multimodal projects as well as for projects in U.S. National Parks, National Forests, and Native American tribal lands. The STIP is updated every 2 to 3 years in accordance with federal requirements.

No other projects are identified within the Project Area in the current STIP or the draft 2027-2030 STIP.

Project Relevance

The current and the draft 2027-2030 STIP do not include funding for any project within the Project Area. The Project will include potential funding opportunities for the Project's preferred alternatives in Task 7.

Highway Design Manual (2025)

The HDM provides standards and procedures for designing state roadway and transportation facilities in Oregon. The HDM is the design guidance required for all projects on state facilities, providing detailed design guidance on geometric, cross-section, pedestrian, and bicycle design. Part 800 and Part 900 of the HDM provide guidance on pedestrian and bikeway design, respectively.

The HDM also establishes an urban context framework for defining how roadway design should consider surrounding land use, development patterns, and expected roadway users. Urban context is determined based on corridor characteristics such as land use, multimodal activity, and adjacent development density. Identifying this context helps increase understanding about the relative need of each type of users and the "intensity of use" that can be expected within each urban context. Establishing the appropriate context early in the planning process helps inform design decisions that align with both current conditions and the long-term vision of the corridor.

Table 2 summarizes the six types of land use contexts as described in the HDM.

Table 2. ODOT Urban Context Matrix (Table 200-5 in the HDM)

Land Use Context	Setbacks <i>Distance from the building to the property line</i>	Building Orientation <i>Buildings with front doors that can be accessed from the sidewalks along a pedestrian path</i>	Land Use <i>Existing or future mix of land uses</i>	Building Coverage <i>Percent of area adjacent to a right-of-way with buildings, as opposed to parking, landscape, or other uses</i>	Parking <i>Location of parking in relation to the building along the right-of-way</i>	Block Size <i>Average size of blocks adjacent to the right-of-way</i>
Traditional Downtown/ Central Business District (CBD)	Shallow/none	Yes	Mixed (Residential Commercial, Park/Recreation)	High	On-street/ garage/shared in back	Small, consistent block structure
Urban Mix	Shallow	Some	Commercial fronting, Residential behind or above	Medium	Mostly off-street/single row in front/in back/on side	Small to medium blocks
Commercial Corridor	Medium to large	Sparse	Commercial, Institutional, Industrial	Low	Off-street/in front	Large blocks, not well-defined
Residential Corridor	Shallow	Some	Residential	Medium	Varies	Small to medium blocks
Suburban Fringe	Varies	Varies	Varied, Interspersed development	Low	Varies	Large blocks, not well-defined
Rural Community	Shallow/none	Some	Mixed (Residential, Commercial, Institutional, Park/Recreation)	Medium	Single row in front/in back/ on side	Small to medium blocks

The segment of Cape Arago Highway in the Project Area is classified by ODOT as Suburban Fringe,¹ which typically represents the transition between rural highways and lower-speed urban areas, where development is more intermittent and land uses are mixed.

Table 3 summarizes the relative importance of considering the need of each user type to support planning and design decisions. Based on the Suburban Fringe classification for the corridor, the general modal considerations for bicyclists and pedestrians are “Low,” and the considerations for transit may vary.

¹ Based on a preliminary Urban Design Context assessment provided by ODOT.

Table 3. General Modal Consideration in Different Urban Contexts (Table 200-6 in the HDM)

Land Use Context	Motorist	Freight	Transit	Bicyclist	Pedestrian
Traditional Downtown/CBD	Low	Low	High	High	High
Urban Mix	Medium	Low	High	High	High
Commercial Corridor	High	High	High	Medium	Medium
Residential Corridor	Medium	Medium	Low	Medium	Medium
Suburban Fringe	High	High	Varies	Low	Low
Rural Community	Medium	Medium	Varies	High	High

High: Highest level facility should be considered and prioritized over other modal treatments.

Medium: Design elements should be considered; trade-offs may exist based on desired outcomes and user needs.

Low: Incorporate design elements as space permits.

The *Oregon Bicycle and Pedestrian Design Guide* was adopted in 2011 as an appendix to the HDM. The guide includes pedestrian and bicycle treatments for a variety of roadway types and land use characteristics.

Project Relevance

Task 6 concept development for Cape Arago Highway (OR 540) will follow HDM guidance and recommendations, including the *Oregon Bicycle and Pedestrian Design Guide*, for any bicycle or pedestrian facility improvements along the Cape Arago Highway corridor.

Oregon Bicycle and Pedestrian Safety Implementation Plan (2020)

The plan represents the results of a data-driven approach to identifying risk factors for pedestrian and bicycle crashes, high-risk locations, and effective countermeasures to address the identified risks, enabling transportation agencies to prioritize candidate locations for selected safety improvements based on risk.

No roads in the study area were identified as a high-risk location.

Project Relevance

The Project will evaluate the Project Area for any pedestrian and bicycle risks identified in the plan and will reference the recommended countermeasures during the alternatives development phase (Task 6) to ensure proposed Project alternatives provide a safe environment for pedestrians and cyclists.

LOCAL PLANS

Coos County Comprehensive Plan (1985)

The *Coos County Comprehensive Plan* was adopted in 1985 and guides countywide land use policy for unincorporated areas outside the Coos Bay and Coquille estuaries. It establishes the legal framework for

land use designations, transportation policy, public facilities, environmental protection, and coordination with state agencies under Oregon’s statewide planning goals.

The plan includes the following transportation goal: “Coos County shall strive to provide and encourage a transportation system that promotes safety and convenience for citizens and travelers and that strengthens the local and regional economy by facilitating the flow of goods and services.”

Project Relevance

The Project will reference the goals stated in the plan and ensure project goals, objectives, evaluation criteria, and subsequent development of conceptual alternatives developed align with the goal.

Coos County Transportation System Plan (2011)

The *Coos County Transportation System Plan* (TSP) aims to increase mobility, provide a multimodal system, enhance livability, promote safety, and identify funding mechanisms for transportation facilities across Coos County. The plan evaluates existing and future transportation needs and identifies priority roadway, bicycle, and pedestrian projects as well as roadway traffic operation, access management, and design standards on district and state highways, including Cape Arago Highway (OR 540). The County’s TSP replaces the transportation element of the *Coos County Comprehensive Plan*.

Project Relevance

The goals and objectives of the *Coos County TSP* will be integrated into project elements of the Project to ensure it integrates with regional and statewide goals.

The TSP also identifies several future projects on Cape Arago Highway. These are:

- R-25: Pavement Improvements between mile point from start of State Jurisdiction to Sunset Bay State Park (milepoint (MP) 4.5 – 11.0)
- S-7: Access Management Plan on OR 540 between Barview and to north of Barview (MP 5.0 – 7.0)

These projects will inform elements of the Project to ensure that recommended concepts and implementation strategies will align with improvements identified for the corridor.

Coos Bay Transportation System Plan (2020)

The City of Coos Bay adopted its most recent TSP in 2020, and it was updated most recently in April 2025. The TSP develops year 2040 forecasts for walking, biking, transit, and driving demands, and creates modal plans for pedestrian, bicycle, transit, roadway, and other transportation modes in Coos Bay. It also includes Typical Roadway Cross-Section Guidelines for a variety of road classifications, including arterials, collector, local, and commercial roads, within city boundaries. Lastly, the TSP provides a Transportation System Management Toolbox that presents a variety of strategies that improve or maximize the use of existing transportation facilities, including traffic calming access management, and intelligent transportation systems.

Project Relevance

The *Cape Arago Highway Corridor Plan* abuts City of Coos Bay facilities on the north end of the Project at MP 4.49. The Project will reference the city's TSP to ensure that concepts developed in Task 6 are consistent with the bicycle and pedestrian improvements that have been made to Cape Arago Highway (OR 540) within city limits.

Coos County Area Transit Master Plan (2021)

The *Coos County Area Transit Master Plan (TMP)* (2021) develops a vision and service plan for transit in Coos County. The plan includes proposed route changes, eliminated routes, and new routes in the short-term, as well as visionary enhancements in the mid-term and long-term.

Project Relevance

Two short-term proposed transit route changes pass through Cape Arago Highway. These are the Charleston Route, which runs from the City of North Bend to the City of Charleston, and the Weekend Express, which services a similar route but covers a more extensive area in North Bend. The Project will seek opportunities to align with and support the vision identified in the TMP to ensure they provide a safe environment for transit users along the Cape Arago Highway.

Coos County Coordinated Health & Human Services Transportation Plan (2022)

The plan aims to improve transportation services for populations that typically depend on transit more and are less likely to have access to a personal vehicle. It includes an assessment of transportation needs for focus populations within the County, an inventory of available transportation services, and a list of strategies and actions to address identified transportation needs and gaps.

The plan also highlights that Coos County has a higher percentage of older adults compared to the state and nation overall, and that many Coos County cities have a senior population of 20% or higher. Coos County also has a higher percentage of both people with disabilities and low-income individuals compared to the state and nation, according to the plan. According to the plan, the segment of Cape Arago Highway within the study area is served by Coos County Area Transit (CCAT)-deviated fixed-route service.

The relevant needs and strategies relevant to the Project include the following:

- **Improve bus stop amenities:** Many CCATD stops lack clear signage, posted schedules and maps, shelters, seating, and other amenities. Enhancing stops would both improve the passenger experience and increase public awareness of CCATD services.
- **Coordinate with cities and the county to improve access to bus stops:** Safe and comfortable walking routes to bus stops are especially important for older adults and people with disabilities who may have limited mobility. Sidewalks, curb ramps, marked crosswalks, bicycle routes, and bicycle parking are all constructed by local jurisdictions.
- **Action 2.4:** Coordinate with cities and the county to ensure convenient and safe first mile/last mile access to transit. Prioritize improvements near high-ridership stops and destinations for older

adults and people with disabilities. Sidewalk construction and improvements, bicycle routes and parking, Americans with Disabilities Act (ADA) accessibility improvements, and other stop amenities are listed as recommended actions.

Project Relevance

The Project will take into consideration the needs and recommended actions outlined by the plan to ensure alternatives identified for Cape Arago Highway in Task 7 can provide benefits to transit users.

Coos County Code – Article 4 – Roads

Coos County Code (CCC) Article 4 establishes the county's regulatory framework for road rights-of-way, including permitting, roadside use, maintenance, traffic control authority, and related administrative procedures for county-owned roads.

As Cape Arago Highway and adjacent rights-of-way within the study area are owned by ODOT, the CCC Article 4 generally does not apply except for Division 10, which prohibits businesses that are advertising with signs from occupying private property not occupied by the business along state highways that are designated as a scenic area or tour route.

Project Relevance

The CCC Article 4 generally does not apply to state highways. While limited in applicability, CCC provisions inform coordination needs where local access intersects with state facilities.

Coos Bay Comprehensive Plan (1981, Last Updated 2025)

The *Coos Bay Comprehensive Plan* contains the goals, policies, and implementation measures that guide and direct activities related to land use in the city. It serves as the legal and policy basis for land use and infrastructure decisions to ensure coordinated and orderly growth within the city consistent with Oregon statewide planning goals, including transportation.

The city's TSP is fully incorporated into the comprehensive plan and guides the goals and strategies related to transportation facilities in the city.

The following goal and plan implementation strategy is relevant to the Project:

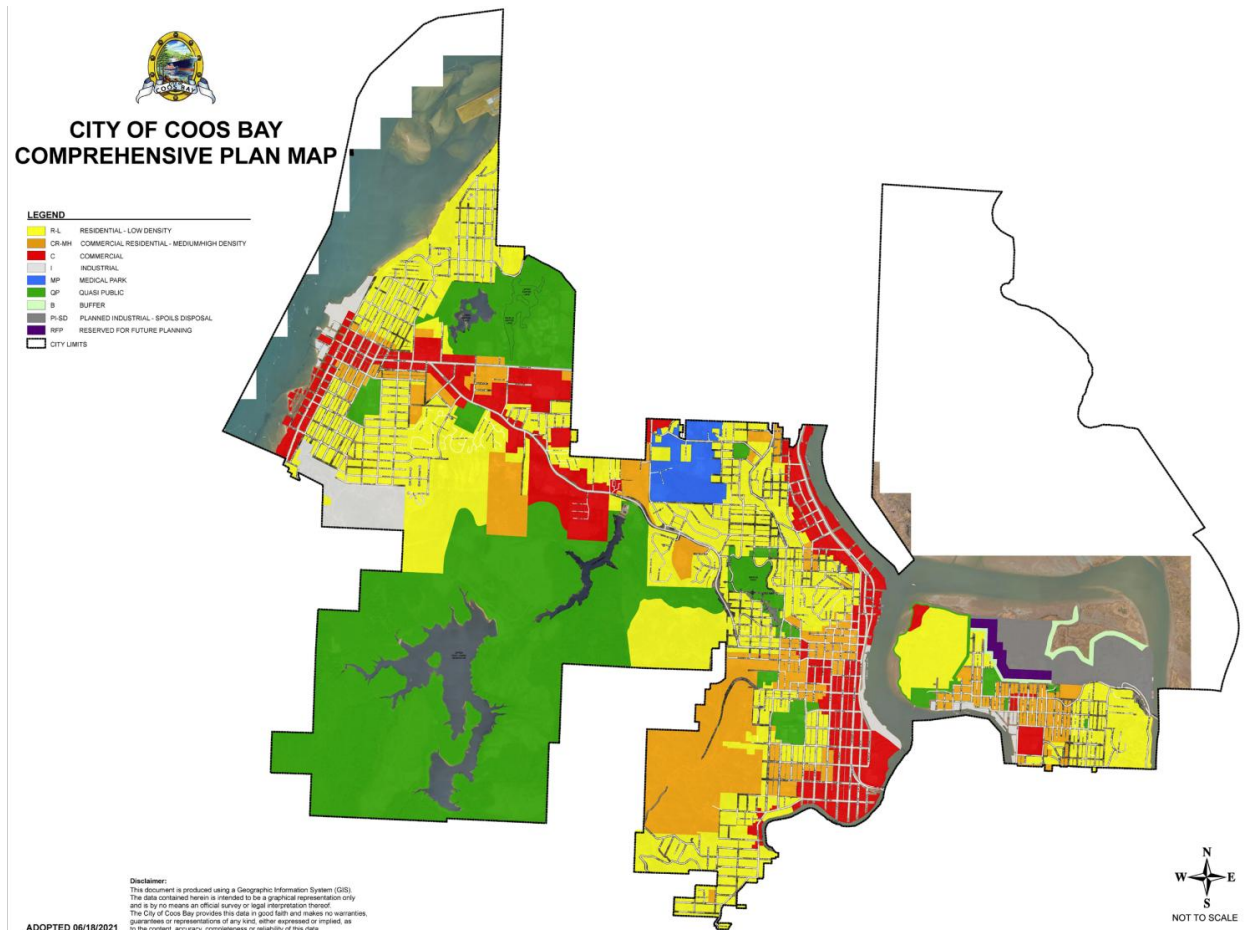
- **Economic Development Goal 2.6:** Promote the development of walking and bike trails throughout the City, ultimately linking with our neighbors, and continue to work towards the Coos Bay Waterfront Walkway to the North Bend Boardwalk for the mutual benefit of area residents, businesses, and visitors.

The comprehensive plan also includes a Comprehensive Plan Map, shown in Figure 3, that spatially designates Residential, Commercial, Industrial, and other land uses in a way that best implements the goals and policies in the Comprehensive Plan. A small portion of the Project Area is within City of Coos Bay boundaries near the southwest corner of the city, and nearby areas are designated as Commercial and Residential – Low Density. The city's zoning map shows that parcels adjacent to the Project Area are zoned as Commercial, Small Lot Residential, and Medium Density Residential.

Project Relevance

The Project will reference the goals, implementation strategies, and land use policies in the city's comprehensive plan when developing goals, objectives, and evaluation criteria developed in Task 3, as well as when developing conceptual alternatives in Task 6, to maintain consistency where Cape Arago Highway ties in with city facilities.

Figure 3. Comprehensive Plan Map



Empire Area Blueprint (2025)

The Empire Area Blueprint (EAB) identifies street cross-sections and streetscape improvements to enhance pedestrian and bicycle access in the Empire Area. The study area of the EAB does not overlap with the Project Area for the Cape Arago Highway Corridor Plan.

Project Relevance

Although north of the Project Area, EAB street cross-sections provide relevant examples for evaluating and designing pedestrian-oriented corridor treatments in a coastal, mixed-use context. The Project will reference these street cross-sections and streetscape improvements recommended by the EAB when developing alternatives in Task 6 to ensure consistency in long-term regional connectivity goals for pedestrians and bicycles for the surrounding area.

Coos County Parks and Recreational Master Plan (2022 Draft)

This master plan is a countywide policy and implementation document that inventories existing parks and recreation facilities; assesses recreation needs and opportunities; and establishes goals, policies, and priority actions for parks, trails, and other recreation infrastructure in Coos County. The master plan will be adopted as part of the Coos County Comprehensive Plan and will guide long-term decision-making and funding priorities for parks and recreation facilities in the county.

Section 5 of the draft master plan focuses on pedestrian and bikeways on roadways. The draft master plan acknowledges that Cape Arago Highway is used by pedestrians, bicyclists, and recreational travelers, and states that future plans will consist of bicycle lanes and pedestrian ways. It recommends that roads should include shoulders where bicycle use is high and motor vehicle speeds and volumes are also high. However, as the Cape Arago Highway is not a county road, it is not included in the Bicycle and Pedestrian Improvements table included in the draft master plan.

Project Relevance

The needs, opportunities, goals, policies, and priority actions identified in the *Coos County Parks and Recreational Master Plan* will inform elements of the Project, including goals, objectives, evaluation criteria, and concept development. This guidance will help align the Project with county priorities for pedestrian and bicycle facilities and support recreational access along the Cape Arago Highway corridor.

Coos County Zoning and Land Development Ordinances

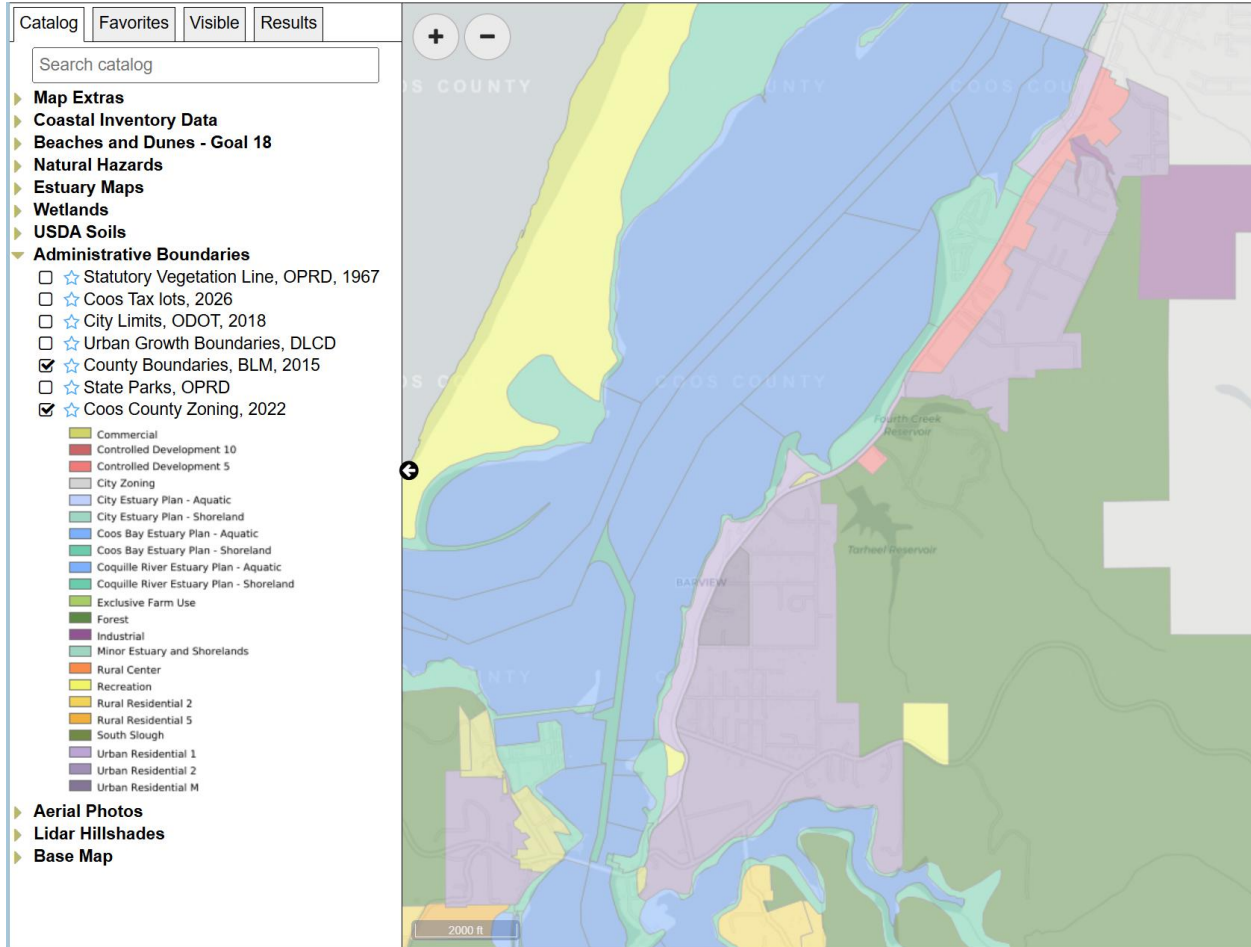
The Coos County Zoning and Land Development Ordinances are the county's implementation codes for the *Coos Bay Comprehensive Plan*. The ordinances establish zoning districts, development standards, permitting procedures, and enforcement mechanisms that regulate how land may be used and developed in unincorporated Coos County. The goals of the ordinances are to promote orderly growth, protect natural resources, reduce land-use conflicts, ensure public health and safety, and ensure that land use decisions remain consistent with the adopted Comprehensive Plan and state law. The ordinances also include the most updated zoning map for the county, as shown in Figure 4.

In general, most of the land with direct access to Cape Arago Highway is zoned as Residential or Controlled Development, with pockets of Recreation and Commercial. The northern end of the Project Area near the City of Coos Bay is zoned as Urban Residential and Industrial adjacent to Cape Arago Highway. The northern study area also includes land zoned as Controlled Development, which is composed of areas experiencing or are projected to experience limited conversion of residential areas to commercial uses, and protected Shoreland Zones, which are areas with land use restrictions to protect key coastal shoreland natural resources. In the southern portions of the study area, land is zoned as Urban Residential, Recreational, Commercial, as well as Protected Shoreland.

Chapter 7 of the ordinances contains regulations for driveway, road, sidewalks, and parking to facilitate and implement the county's TSP on county roads. Section 7.1.475 states that "[t]he Transportation Planning Rule specifies that, at a minimum, sidewalks and bikeways be provided along arterials and collectors within urban growth boundaries and unincorporated communities with pedestrian facilities being appropriate in most residential areas as well." Table 7.2B, which details the minimum standards for

new roads and driveways in urban areas, requires bicycle lanes and sidewalks on both sides of the street for major collectors and arterials.

Figure 4. Coos County Zoning Map



Project Relevance

The existing land use regulation and contexts and design standards established in these ordinances will inform Project elements to maintain consistency with policies, goals, and design guidance for county-owned facilities. It is important for these ordinances to support the implementation of recommendations and projects identified in the Project to ensure safe, efficient, and convenient transportation systems for all users. Project outcomes may include recommendations to update relevant ordinances to facilitate the implementation of recommended concepts.

Coos Bay Municipal Code Title 17 - Development Code

Title 17 of the Coos Bay Municipal Code, also known as the Coos Bay Development Code, serves as the City's primary land use and development regulation. It implements the *Coos Bay Comprehensive Plan* by establishing zoning districts and maps, permitted and conditional uses, development and design standards, and procedures for reviewing various land use applications.

Portions of the city's zoning map relevant to the Project are shown in Figure 5. Parcels within the vicinity of the Project Area are zoned as Commercial, Small Lot Residential, and Medium Density Residential.

Figure 5. City of Coos Bay Zoning Map



Project Relevance

A small portion of the study segment is located inside the City of Coos Bay, and the study segment's northern limit connects directly to city transportation facilities. Therefore, these land use regulations established by the development code will be referenced when developing goals, objectives, and evaluation criteria for alternatives in Task 3, as well as when developing conceptual alternatives in Task 6. It is important for the development code to support implementation of a safe, efficient, and convenient transportation system for all users. Project outcomes may include recommendations to update relevant codes to facilitate implementation of recommended concepts.

TRIBAL PLANS

Coquille Indian Tribe (CIT)

LONG RANGE TRANSPORTATION PLAN & UPDATE (2016)

The *Coquille Indian Tribe (CIT) Long Range Transportation Plan & Update* was adopted in 2016 and has three main parts: an inventory of CIT transportation facilities, a recommended inventory update, and Tribal Transportation Improvement Program (TTIP) priority projects. The inventory update process collected roadway conditions and data on approximately 370 miles of roadway, and the updated plan also identified 356.3 miles of future development proposed roads. This inventory includes federal, state, county, city, and tribal-owned roads that are within reservation boundaries.

Project Relevance

Cape Arago Highway is included in the updated inventory. Inclusion in the inventory means Cape Arago Highway could be eligible for Tribal Transportation Program funding for their planning and construction. There are no TTIP projects identified for the Project Area. However, the TTP could potentially support future improvements in the Project Area if they are later programmed through the TTIP.

COORDINATED HUMAN SERVICES PUBLIC TRANSPORTATION PLAN (2017)

The 2017 CIT *Coordinated Human Services Public Transportation Plan* documents the existing transit services and area demographics and develops current needs, strategies, and priorities. CIT currently operates staff-provided transportation services, which includes two buses, two vans, and five other vehicles, and offers financial support for transportation, such as gas cards or reimbursement for a taxi or public transit trip. The CIT also encourages tribal members to access public transportation services, including Coos County Transit, Curry County Transit, and Pacific Crest Bus Lines.

Project Relevance

The CIT *Coordinated Human Services Public Transportation Plan* identifies priorities for transit services for the Coquille Indian Tribe. The Project will evaluate the priorities to ensure alignment between the Project with tribal transit priorities along the Cape Arago Highway corridor.

EMPIRE COMPREHENSIVE PLAN (2018)

The CIT *Empire Comprehensive Plan* was adopted in 2018 and outlines existing and planned conditions for transportation, land use, natural and cultural resources, and public facilities and services for CIT-owned North Bend and Empire properties.

The plan states that the pedestrian system along Cape Arago Highway does not provide sidewalk facilities on either side of the corridor, and that while a multi-use path runs along the east side of the highway, the quality and consistency of the path is extremely poor. Upgrades to the multi-use path along the highway is an identified need of the CIT *Empire Comprehensive Plan*. The plan shows planned cross-sections with a shared-use path and center two-way left-turn lane.

Short-term improvements identified by the plan include improving the existing shared-use path with access control measures, curb construction, striping addition, and wayfinding signage installations. Identified medium-term improvements include extended curb and gutter construction as well as sidewalks from Wisconsin Avenue to Spaw Lane to connect existing Coos Bay infrastructure to a proposed Spaw Lane transit stop. The identified long-term vision for the highway corridor is to provide a consistent and continuous 10-foot separated shared-use path with a 5-foot landscape buffer.

Project Relevance

The Project will reference the planned cross-sections, improvement recommendations, and funding and implementation strategies identified by the CIT *Empire Comprehensive Plan* when developing concept alternatives for Cape Arago Highway during Task 6 to ensure consistency with the tribal vision for the corridor.

CHAPTER 315, LAND DEVELOPMENT ORDINANCE (2019)

Chapter 315 of the Land Development Ordinance is a section of the Coquille Indian Tribal Code that establishes building codes, classification of land use zones, and a zoning map for land held in the CIT Empire Trust. The building code establishes requirements for transportation facilities that are within or provide access to new development, including road access, building setbacks from roadways, and vision clearance areas at right-of-way intersections.

Project Relevance

For successful implementation, it is important for the Land Development Ordinance to support the recommendations and outcomes of the Cape Arago Highway Corridor Plan. While the Land Development Ordinance does not directly apply to Cape Arago Highway, Project outcomes may include recommendations to update relevant ordinances to facilitate implementation of recommended concepts and to ensure consistency between the Project and tribal regulations.

2040 COMPREHENSIVE LAND USE PLAN (2019)

The Coquille Indian Tribe *2040 Comprehensive Plan* (K'vn-da' Xwvn-de' – “Yesterday and Tomorrow”) establishes goals and objectives; provides a foundation of information for decision-makers; promotes strategic development; protects environmental, historical, and cultural resources; and supports economic development for the future of the CIT. It includes 24 goals and 97 objectives organized into four categories:

1. Tribal Governance, Sovereignty, and Self-Sufficiency
2. Managing Rural and Urban Development
3. Protection and Managing Natural and Cultural Resources
4. Reasons for Development: Types of Use

The *2040 Comprehensive Land Use Plan* describes 14 elements of “How We Get There,” including land-use/land base, housing, infrastructure and community facilities, transportation and public transportation, and public safety/emergency planning. The plan also includes a Proposed Land-Use Development/Zoning Map.

Project Relevance

The Cape Arago Highway Corridor Plan will be relevant to the goals, objectives, and recommendations of the tribe’s *2040 Comprehensive Land Use Plan*. Particularly relevant goals and policies are summarized below.

Goal 2: Managing Rural and Urban Development includes multiple goals and objectives relevant to transportation and community access. These goals and objectives emphasize creating a high-quality community and a strong sense of place, including the use of sidewalks and pedestrian infrastructure (Sub-Goal 1, Objective 1). Goal 2 also highlights the importance of maintaining effective community protection, including access for medical services, fire protection, and emergency management (Sub-Goal 3, Objective 1), as well as the need for accessible facilities for all users, including individuals with disabilities (Sub-Goal 2, Objective 5).

Goal 4: Types of Use is also directly applicable to transportation planning. A sub-goal states that tribal land planning considers all transportation networks, including roads, bicycle facilities, walking paths, trails, sidewalks, and traditional transportation modes such as waterways. Supporting objectives of that sub-goal include:

- Objective 1. Our tribe endeavors to research, identify, and implement transportation options that support healthy neighborhoods.
- Objective 2: Our tribe strives to identify transportation issues on and off tribal lands that impact tribal members' safe access to their transportation network, and uses inter-agency partnerships whenever possible to resolve issues.

Objective 3: Our tribe endeavors to assess current transportation options for elders and individuals with disabilities to better serve them. **Element 8 of "How We Get There," Multi-Modal Transportation & Public Transportation**, identifies transportation issues and recommendations. The *2040 Comprehensive Land Use Plan* identifies growing demand as the primary transportation challenge and calls out the importance of facility maintenance supported primarily through federal funding.

Confederated Tribes of Coos, Lower Umpqua, and Siuslaw Indians (CTCLUSI)

COOS HEAD AREA MASTER PLAN (2018)

The *Coos Head Area Master Plan* is a long-range land use and transportation planning document prepared to guide the Tribe's redevelopment of the Coos Head site. The plan evaluates existing transportation system conditions; future land use alternatives; traffic impacts; and needed roadway, bicycle, and pedestrian improvements, with particular attention to access via Cape Arago Highway and its connecting local roads.

While the master plan's study does not overlap with the Project Area, the preferred development alternative chosen by the CTCLUSI may impact the Project Area as the development has the potential to generate 228 total trips during the Saturday afternoon peak hour if fully constructed, likely resulting in the intersection of Cape Arago Highway and Boat Basin Road exceeding its mobility target. The master plan includes proposals for bicycle and pedestrian facilities within the Master Plan area.

The master plan also identifies the following opportunity that can help the CTCLUSI meet its vision for the Coos Head site and is relevant to the Project:

- CTCLUSI should support and encourage ODOT and Coos County to prioritize the development of wider shoulders and/or bike lanes and sidewalks along Cape Arago Highway and county roads presently designated as part of the Oregon Coast Trail and the Oregon Coast Bike Route.

Project Relevance

The Project will take into consideration the potential impacts on transportation system as a result of the development associated with the master plan when evaluating existing and future transportation system conditions in Task 5 and will integrate the bicycle and pedestrian improvement recommendations identified in the Master Plan as part of alternatives development and evaluation in Task 6.

LONG RANGE TRANSPORTATION PLAN (2010, DRAFT AMENDMENT 2024)

The *Long Range Transportation Plan* (LRTP) is a 20-year transportation planning document that inventories existing transportation facilities within the Tribes' territory; identifies transportation needs related to land use, economic development, safety, and access; and establishes transportation goals and prioritized improvement projects.

Cape Arago Highway is identified in the LRTP as a key transportation corridor providing access to tribal housing, administrative facilities, employment, cultural sites, and recreational destinations and as a key tool to support economic development in the Coos Head area. The LRTP lists a road widening and improvement of the Cape Arago Highway from South Slough Bridge to Cape Arago as a long-term project. This identified improvement is outside of but ties into the Project Area.

A draft amendment to the LRTP was made public in 2024. The draft amendment does not include any projects in or near the Project Area.

Project Relevance

The LRTP identifies Cape Arago Highway as a critical access corridor for the Tribe. It provides context for coordinating corridor-wide pedestrian, bicycle, and safety improvements and for understanding how the Cape Arago Highway Corridor Plan fits within broader tribal transportation needs and future investments. The Project will take the LRTP into consideration when outlining project goals, objectives, and evaluation criteria during Task 4, and when developing corridor alternatives during Task 6.

Data

The Project will rely on a variety of data sources to inform planning, analysis, and concept development. A summary of the data to be collected to help inform this Project is provided in Table 4. The data to be collected includes GIS layers as well as general contextual information to support Project planning and evaluation.

Much of this data is publicly available through ODOT's REST system, which is updated frequently. To fill remaining gaps, the Project team will coordinate with Coos County and CCAT. These gaps will likely be identified through development of the transportation inventory, which will be documented in *Technical Memorandum (TM) #5*. A site visit will be conducted in May 2026, concurrently with preparation of TM #5, to also help verify available data.

Table 4. Data Summary

Category	Data
Transportation Inventory	■ Roadway characteristic data (e.g., number of lanes, posted speed, bicycle and pedestrian facilities, Average Annual Daily Traffic, etc.) ■ Access locations from County Assessor data and permits from Agency records
Population and Community Demographics	■ Demographic data related to underserved populations ■ Population and employment projections (from Portland State University Population Resource Center and Oregon Economic Department)
Transit and Operations	■ Vehicle, pedestrian, and bicycle counts for streets, highways, and intersections within the Project Area ■ Transit ridership and service data for service providers in the Project Area, as available
Design Standards	■ Region 3 Urban Design Concurrence Highway Context Table
Project Context	■ Any data on the availability of buildable land within the Project Area ■ Microstation files ■ Expenditures for roadway, pedestrian, bicycle, and transit improvements in the Project Area over the past 5 to 10 years by the city, county, transit providers, and ODOT

Policy, Design, and Data Alignment Considerations

As an ODOT facility, Cape Arago Highway is governed by established state-level implementing policies, regulations, and design guidance, including ODOT standards and the HDM. These documents provide clear directions on applicable requirements. However, potential conflicts emerge when comparing state design guidance with recommendations in other planning documents that address multimodal needs and corridor function at the local level (i.e., Cape Arago Highway is an ODOT facility in unincorporated Coos County).

Several state, county, tribal, and local planning efforts identify transportation needs along Cape Arago Highway, including the *Oregon Coast Trail Action Plan*, the *Oregon Coast Bike Route Plan*, and the *Coquille Tribe Empire Comprehensive Plan*. These plans differ in how they define the appropriate or adequate facility types to meet walking and bicycling needs. In some cases, the recommendations in these multimodal plans may not fully align with each other or with HDM guidance for the applicable roadway design context. The urban and rural context for the corridor will be further defined in TM #3, which will help clarify how HDM guidance applies and what facility types and characteristics may need to be considered. Additionally, potential conflicts exist between current access management standards and existing access conditions along the highway. Where there are discrepancies, they will be evaluated and addressed as part of this planning effort.

The ODOT roadway inventory for the Project Area is generally up-to-date and provides a reliable foundation for analysis. Any discrepancies or changed conditions identified between inventory data and

observed conditions will be documented in subsequent technical memoranda, particularly TM #4 and TM #5, as additional analysis and field review are completed. Consistency across implementing regulations at the state, county, and city levels will be an important consideration as the Project moves forward. Differences in policies or standards may influence feasible design solutions and will require coordination to support a cohesive approach to the corridor. As an outcome of this Project, implementation measures and amendments will be recommended as part of TM #10 to ensure alignment across the policies and codes of the appropriate agencies to support advancement of the preferred concept identified for the Project.

Next Steps

The contents of this memorandum have been reviewed by ODOT staff and will be shared with the Advisory Committee (AC) ahead of the next AC meeting, planned for Summer 2026. Feedback from the AC will be incorporated in a final version of the memorandum.

The findings from this document will inform development of the Cape Arago Highway Corridor Plan's vision, goals, objectives, and evaluation criteria, which will be documented in TM #3, as well as the development of conceptual design alternatives.