

DEPT OF

AUG 26 2000

**LAND CONSERVATION
AND DEVELOPMENT**

**THE CANNON BEACH
COMPREHENSIVE PLAN**

CODIFIED

**With Amendments through February 2000
(Through Ordinance 99-04)**

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4. The City will work with other communities in the County to develop similar community enhancement programs as a basis for regional tourist-oriented development. *(Ord 88-03)*
5. The City shall work with the Chamber of Commerce to ensure that tourist promotion does not result in the sacrifice of small-town values important to permanent residents and second home owners. *(Ord 88-03; Ord 84-08; Res 79-02)*
6. The Chamber of Commerce, in cooperation with the City, is encouraged to consider developing a recruitment plan for businesses that provide basic services for local residents, as well as exploring methods that could be used to retain existing non-tourist-oriented businesses. *(Ord 88-03)*
7. No additional land shall be designated Residential/Motel, RM.
(Ord 97-16; Ord 88-03; Ord 84-08; Res 79-02)
8. The Zoning Ordinance shall maintain an area outside of the three commercial centers for commercial activities requiring an extensive land area. Examples of uses to be provided for are: building material sales, warehouses, contractor shops, and enclosed recreation uses. *(Ord 88-03; Ord 84-08; Res 79-02)*
9. The city supports the economic development planning and implementation activities of the Clatsop Economic Development Committee and the Northwest Oregon Economic Alliance.
(Ord 97-16)
10. The city will consider actions which will support the needs of the retirement community.
(Ord 97-16)
11. The city will consider actions that will diversify the local economy where those businesses are compatible with the city's small town character. *(Ord 97-16)*

TRANSPORTATION POLICIES

1. The city should maintain a local bus service, at an appropriate level of service, to provide for the transportation requirements of persons without vehicles, to reduce vehicular congestion particularly during peak tourist periods, and to conserve energy. The local bus service should be designed to provide convenient connection to available intercity and regional bus service. *(Ord 86-11; Res 79-02; Ord 96-16)*
2. A safer and more efficient north entrance to the City will be developed. The preferred long-term design solution is a northbound underpass/overpass, which the city will actively pursue for inclusion on the Oregon Department of Transportation's Statewide Transportation Improvement Program (STIP). Until the underpass/overpass is completed, the city will cooperate with the Oregon Department of Transportation in making interim improvements. *(Ord 86-11; Ord 84-08; Res 79-02; Ord 96-16)*
3. The City will work with the Oregon Department of Transportation to coordinate plans and projects. *(Ord 86-11; Ord 96-16)*
4. The City recognizes that the Highway 101 corridor has significant scenic attributes. These attributes include: two travel lanes; a forested corridor that creates a sense of enclosure and continuity; the lack of adjacent commercial development; and a limited number of access

points onto the highway. The City will cooperate with the Oregon Department of Transportation in protecting these elements of the Highway 101 corridor through Cannon Beach. *(Ord 94-07)*

5. The City supports maintaining the existing Highway 101 cross section within the City's urban growth boundary. The City also recognizes the need to make safety improvements to the highway such as improved vehicular safety at the north entrance to the City and improved merging lanes at the Sunset Boulevard interchange. The City is opposed to highway widening that would result in the creation of a passing lane or a four lane cross section within the urban growth boundary. *(Ord 94-07)*
6. The appearance of the exits and entrances from U.S. Highway 101 into the city should be improved through appropriately designed landscaping. *(Ord 96-16)*
7. Access to Hemlock Street and U.S. 101 shall be limited. Wherever possible, traffic from development shall enter these roads from shared access points or streets, rather than individual driveways. *(Ord 96-16)*
8. The city will address traffic and parking issues in its commercial areas by means of an annual parking and traffic management plan. *(Ord 96-16)*
9. The city will implement the action elements of its Americans with Disabilities Act transition plan. *(Ord 96-16)*
10. The city will continue to emphasize the use of land-use techniques and appropriate pedestrian, bicycle and transit improvements as a means of reducing the demand for motor vehicle trips. *(Ord 96-16)*

BIKE PLAN POLICIES

1. The city shall develop, and update on a periodic basis, a master bike plan for the city. *(Ord 95-04)*

HAZARDS POLICIES

1. The City shall make reasonable efforts to protect life and property from natural disasters and hazards. Measures employed by the City shall be the Plan, Zoning and Subdivision Ordinances, and other City Ordinances. *(Res 79-02; Ord 98-04)*
2. As reliable information on the location and nature of building hazards becomes available, it shall be included in the Comprehensive Plan background data, and shall form the basis for City policies regulating development in these areas. *(Res 79-02)*
3. A "Master Map" delineating areas of natural hazards shall be kept on file in City Hall, and shall be available to inform citizens of the locations of hazards. The Master Map shall contain the most up-to-date information available on mass movement, ocean or stream flooding, weak foundations soils, or other hazards the Planning Commission or City Council may designate. *(Res 79-02)*

TRANSPORTATION ELEMENT

INTRODUCTION

Statewide Planning Goals and Guidelines, Goal 12, Transportation states that communities are to develop a plan which will "provide and encourage a safe, convenient and economic transportation system." The Transportation Goal states that such a plan shall:

"(1) consider all modes of transportation including mass transit, air water, pipeline, rail, highway, bicycle and pedestrian; (2) be based upon an inventory of local, regional and state transportation needs; (3) consider the differences in social consequences that would result from utilizing differing combinations of transportation modes; (4) avoid principal reliance upon any one mode of transportation; (5) minimize adverse social, economic, and environmental impacts and cost; (6) conserve energy; (7) meet the needs of the transportation disadvantaged by improving transportation services; (8) facilitate the flow of goods and services so as to strengthen the local and regional economy; and (9) conform with local and regional comprehensive land use plans. Each plan shall include a provision for transportation as a key facility."

The Land Conservation and Development Commission has adopted a Transportation Planning Rule (OAR 660-12-000 to 660-12-070) to provide guidance to local jurisdictions in the implementation of Goal 12. The Transportation Planning Rule (TPR) defines two phases of transportation planning: transportation system planning, whose purpose is to establish a coordinated network of transportation facilities which are adequate to serve state, regional and local transportation needs; and transportation project development which implements the transportation system plan by determining the precise location, alignment and preliminary design of specific improvements included in the transportation system plan. The focus of the TPR is on the elements of the transportation system and the plan for that system. As in Goal 12, the TPR seeks to reduce reliance on the automobile by through coordination of land use and transportation planning. The TPR requires that the plan be the result of coordination among affected levels of government and that such coordination is to occur throughout the development of the transportation planning and implementation process.

The Director of the Department of Land Conservation and Development is authorized to grant whole or partial exemptions from the requirements of the TPR or communities with populations of less than 2,500. Rather than request an exemption, the city has prepared a transportation element that tailors the principles of the TPR to the needs of a small community. The plan contains the following elements: streets, transit, bicycle and pedestrian improvements, parking and demand management.

STREETS

Street System, General

The configuration of the city's streets has largely been defined by the city's geographic location and the early platting of the community. The Pacific Ocean to the west and steep forested uplands to the east create a narrow linear strip of developable land. This developable land was platted into a grid style street pattern in the late nineteenth and early twentieth century. The result is a system of short residential blocks, generally measuring 300-450 feet in length and 200 feet in depth or 200 feet in length and 800 feet in depth. The residential blocks are connected to Hemlock Street, which provides a north-south arterial "spine" to the city's street system. In the late nineteen forties and early nineteen fifties, the Oregon Coast Highway (US 101) was relocated from Hemlock Street and a bypass was constructed to the east of the city. In the early 1970's, development began occurring on the east side of US Highway 101. Residential street patterns in this area reflect the post World War II suburban style, with curvilinear streets and cul-de-sacs.

The city's urban growth boundary contains approximately 20.5 miles of improved streets. The two main streets in the city are US Highway 101 and Alternative Highway 101/Hemlock Street which have lengths of 3.4 miles and 3.0 miles respectively. There are approximately 11.3 miles of residential streets and 2.2 miles of commercial streets. In addition, approximately .63 miles of Ecola Park Road are located within the city's urban growth boundary. Of the 11.3 miles of residential street, 52.2% are paved, 43.7% are graveled and 4% are partially paved and partially graveled.

Street System, Functional Classification

Streets are generally described by means of the functions they serve. A common functional system establishes five classifications: freeway, major arterial, minor arterial, collector and local. The functional system is based on the extent the street provides for traffic movement or access to adjoining property. At one end of the classification is a freeway, which carries no local access traffic. At the other end of the classification is a local cul-de-sac street which carries no through traffic.

Arterial streets are intended to expedite the movement of traffic to and from major trip generators and between communities. Arterials also collect and distribute traffic from freeways to collector streets, or directly to traffic generators. Compared to other street in the system, arterials carry high traffic volumes, have wide rights-of-way and the fewer access points. Major arterials are intended to provide a high degree of mobility and serve longer trips. Therefore, they are designed to provide for high operational speeds and levels of service. Since traffic movement, not access, is their principal function, access management is an essential element of preserving capacity. Minor arterials interconnect residential, shopping, employment and recreational activities at the community level. In comparison with major arterials, minor arterials accommodate trips of a shorter length and at a lower level of service.

US Highway 101 is the city's only major arterial. Alternative Highway 101/ Hemlock Street and Sunset Boulevard, between Hemlock Street and U.S. Highway 101, are the city's only minor arterial streets.

Collector streets collect and distribute traffic from arterial streets onto local streets, or directly to traffic destinations. Collector streets provide for both land access and movement within residential and commercial areas. Compared to arterial streets, collector streets have more frequent intersections, narrower right-of-way widths, more access points and on-street parking.

There are no collector streets in the city.

Local streets. Local streets provide property access. The traffic movement function on local streets is incidental and generally involves traveling to and from a collector or arterial street. Trip

lengths on local streets are short, traffic volumes are low and speeds are slow.

Approximately two-thirds of the city's streets, measured in miles, are local streets.

Traffic Control

The city contains no traffic signals. Traffic is controlled by stop signs at major street intersections.

Traffic Accidents

The Cannon Beach Police Department traffic accident records from 1991 through 1995 were reviewed to determine the location and nature of traffic accidents. A total of 110 traffic accidents was recorded. Thirty-one accidents occurred on Highway 101 (28%) and 79 accidents (72%) occurred on city streets. Thirteen of the accidents (12%) involved injuries, including one fatality. Of the injury accidents, five (38%) occurred on US Highway 101, including the one fatality. Streets in the city's three commercial areas experienced 62% of the accidents occurring on streets other than Highway 101, including four injury accidents. Two-thirds (66%) of the traffic accidents on streets other than US Highway 101 occurred on Alternative Highway 101/ Hemlock Street, including six of the eight injury accidents on streets other than US Highway 101. On streets other than US Highway 101, the following were the five locations with the highest number of accidents: 2nd & Spruce (8), Hemlock & Dawes (6), 1st & Hemlock (5), 2nd & Hemlock (4), and 3rd & Hemlock (4). Less than five accidents occurred on local residential streets.

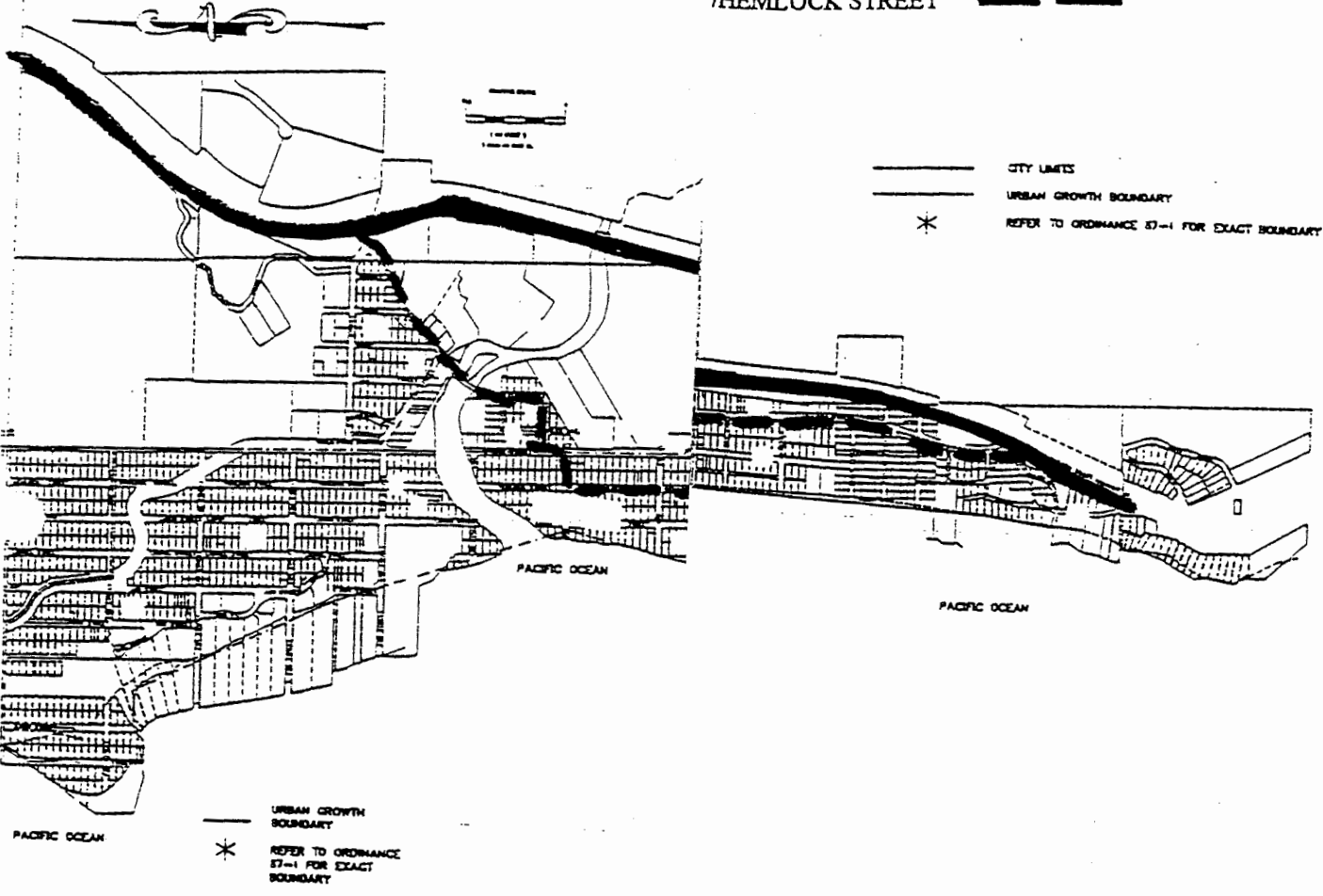
U.S. Highway 101

The U.S. Highway 101 right-of-way is generally 200 feet wide. The roadway surface consists of two travel lanes and six foot wide shoulders on both sides of the road. ODOT 1995 traffic surveys indicate that the ADT on U.S. Highway 101 at the north entrance to Cannon Beach was 6,400 vehicles and the ADT south of the north entrance was 3,800 vehicles. In comparison, the ADT on U.S. Highway 101 at Broadway in Seaside was 13,000 vehicles.

The Oregon Coast Highway Corridor Master Plan projects that the ADT on Highway 101 at Cannon Beach will increase to 9,000 vehicles by the year 2015. This is a 273% increase in traffic from the 1991

City of Cannon Beach

HEMLOCK STREET



STREET SYSTEM

level. It is noted that for the period 1991-95, ADT increased from 3,300 vehicles to 6,400 vehicles , or 57% of the total ADT increase which the plan projects to the year 2015. The plan notes that the difference in the ADT observed on the Seaside to Cannon Beach segment of U.S. Highway 101, compared to the Cannon Beach segment, can be attributed to the use of local Cannon Beach streets, i.e., Alternative Highway 101/Hemlock Street as an alternative north-south route through Cannon Beach.

The *Oregon Coast Highway Corridor Master Plan* was adopted by the Transportation Commission in 1995. The plan establishes a 20-year program for the management of transportation needs along the Oregon Coast Highway corridor. The major goals of the plan include harmonizing highway improvements with the scenic values of the corridor, creating a transportation system that supports the economy of the area, ensuring that corridor improvements are responsive to the character of individual coastal communities. The plan also defines an ongoing planning and implementation partnership between ODOT and the local jurisdictions along the highway corridor.

The plan includes general corridor-wide policies, which address issues such as road capacity, intercity passenger service, and access management, and specific plan activities such as safety improvements, scenic overlooks and vegetation management for views. Plan activities are organized by county and within each county specific sections are identified. The description of each highway section includes the objectives to be achieved, existing conditions and recommended improvements.

Clatsop County has been divided into five segments. The Cannon Beach urban growth boundary is located in the southernmost of these segments. With regard to the overall objective of the plan, the Highway 101/Highway 26 intersection (Cannon Beach Junction) is used as a dividing point. North of the Cannon Beach junction, the emphasis of the plan is on accommodating through traffic, while serving the needs of the adjacent communities. South of the Cannon Beach junction, the preservation of the natural and scenic resources of the corridor is the primary objective. The plan provides the following needs statement for the section of US Highway 101 south of the Cannon Beach junction:

"From Cannon Beach south, no significant capacity or geometric constraints have been identified. Traffic (ADT) is forecast to increase by an even greater percentage in this southern portion of the county than in the northern portion, but existing volumes are relatively low. Consequently, the

increases can be accommodated while reasonable levels of service are maintained. This section of the corridor is characterized by mature vegetation, scenic resources, and Hug Point and Oswald West State Parks. Consequently, the focus of the strategies in these zones is on the preservation of natural resources, with minimal improvements to the highway itself."

It is noted that although the above needs statement includes the finding that no significant geometric constraints have been identified on the section of U.S. Highway 101 from the U.S. Highway 26 junction to the Tillamook County line, the plan also identifies safety improvements to the north entrance to Cannon Beach as one of the key implementation tasks.

The following are activities identified in the plan which impact the city:

- Develop access management plans
- Create bicycle and pedestrian strategies
- Transit service improvements
- Safety improvements at the north entrance to Cannon Beach
- Preserve and enhance the viewpoint north of Cannon Beach with techniques including vegetation management.
- Natural corridor preservation between Cannon Beach and Neahkahnie Mountain.
- Maintain the existing Highway 101 cross section in this area. Improve the merging lanes and add pedestrian and bicycle amenities to the Sunset Boulevard interchange
- Identify locations for the protection of significant vegetation, including preservation of existing stands of large trees
- Manage vegetation to screen development and open ocean views.

The following paragraphs describe how the corridor plan activities outlined above have been addressed by the city.

Access management. The city's support for the Department of Transportation's efforts to control access along Highway 101 is reflected in the following comprehensive plan policies:

Transportation Policy 4. The City recognizes that the Highway 101 corridor has significant scenic attributes. These attributes include: two travel lanes; a forested corridor that creates a sense of enclosure and continuity; the lack of adjacent commercial development; and a limited number of access points onto the highway. The City will cooperate with the Oregon Department of Transportation in protecting these elements of the Highway 101 corridor through Cannon Beach.

Transportation Policy 7. Access to Hemlock Street and U.S. 101 shall be limited. Whenever possible, traffic from developments shall enter these roads from central access streets, rather than individual driveways.

City policies also support the objective of limiting access onto Highway 101 by restricting commercial development along the highway, thus avoiding the type of strip-commercial development which has resulted in significant access management problems in other coastal communities along Highway 101.

General Development Policy 13. In order to maintain the scenic character of U.S. Highway 101, commercial uses along the highway shall be limited to existing commercial zones (C-1). Future public uses along the highway shall be consistent with the maintenance of the scenic character of U.S. 101.

Midtown Policy 10. Proposals that would result in a commercial strip along U.S. Highway 101 will not be considered

Bicycle and pedestrian improvements Bicycle and pedestrian improvements are discussed in the bicycle and pedestrian section.

Transit service Transit service is discussed in the transit section

North entrance The city's comprehensive plan recognizes the need for safety improvements at the north entrance.

Transportation Policy 2. A safer and more efficient north entrance to the City will be developed. The preferred long-term design solution is a northbound underpass/overpass, which the city will actively pursue for inclusion on the Oregon Department of Transportation's Statewide Transportation Improvement Program (STIP). Until the underpass/overpass is completed, the city will cooperate with the Oregon Department of Transportation in making interim improvements.

Over the years, there have been ongoing discussions between the city and ODOT on measures that could be taken to enhance the safety of the north entrance. In the winter of 1996, the city and ODOT agreed on the following strategy. The long-term solution is the construction of an underpass for exiting northbound traffic. In the near-term the following improvements will be made: construction of a deceleration lane for southbound traffic exiting from U.S. Highway 101; improving the sight-line for north bound traffic entering U.S. Highway 101 by reducing the extent of the hillside on the east side of the Highway 101 right-of-way; installation of improved warning signalization; and reconfiguration of the north entrance.

Natural corridor preservation. The concept of maintaining the existing Highway 101 cross section and preserving vegetation along the highway corridor has been incorporated into the city's plan. The following comprehensive plan policies are intended to implement this objective of the corridor plan.

Transportation Policy 4. The City recognizes that the Highway 101 corridor has significant scenic attributes. These attributes include: two travel lanes; a forested corridor that creates a sense of enclosure and continuity; the lack of adjacent commercial development; and a limited number of access points onto the highway. The City will cooperate with the Oregon Department of Transportation in protecting these elements of the Highway 101 corridor through Cannon Beach.

Transportation Policy 5. The City supports maintaining the existing Highway 101 cross-section within the City's urban growth boundary. The City also recognizes the need to make safety improvements to the highway such as

improved vehicular safety at the north entrance to the City and improved merging lanes at the Sunset Boulevard interchange. The City is opposed to highway widening that would result in the creation of a passing lane or four lane cross section within the urban growth boundary.

Recreation and Open Space Policy 9. A tree corridor along U.S. Highway 101 shall be maintained. The corridor shall incorporate both the U.S. Highway 101 right-of-way and adjacent private property.

Future improvements. City policy supports the objective of maintaining the existing highway cross-section, but making improvements to the Sunset Boulevard interchange.

Transportation Policy 5. The City supports maintaining the existing Highway 101 cross-section within the City's urban growth boundary. The City also recognizes the need to make safety improvements to the highway such as improved vehicular safety at the north entrance to the City and improved merging lanes at the Sunset Boulevard interchange. The City is opposed to highway widening that would result in the creation of a passing lane or four lane cross section within the urban growth boundary.

Alternative Highway 101/Hemlock Street

Alternative Highway 101/Hemlock Street is the only city street which provides for through traffic from the north end of the city to the south end of the city. It links the city's residential areas to one another and to the three main commercial areas. It also serves as the primary access for business within the commercial areas. These characteristics mean that the street can be extremely congested during peak visitor periods - the summer months, holidays and weekends. Traffic congestion is most pronounced in the downtown area.

The right-of-way width varies from 40 feet to 60 feet. In addition to two travel lanes, there are sidewalks and bicycle lanes on portions of the street.

The Oregon Department of Transportation transferred Alternative Highway 101/Hemlock Street to the city in 1994.

Traffic surveys conducted by ODOT in the summer of August of 1994 indicate that Hemlock Street north of Sunset Boulevard had a daily

traffic flow of approximately 10,000 vehicles. The *Oregon Coast Highway Corridor Master Plan* projects a substantial increase in traffic using U.S. Highway 101. It can be assumed that a portion of this increased traffic will utilize Alternative Highway 101/Hemlock Street as an alternative north/south route.

The downtown portion of Hemlock Street is presently congested during peak visitor periods. This results in a low level of service on a 6-8 block section of Hemlock Street. The projected increase in traffic utilizing the U.S. Highway 101 corridor will increase traffic congestion over the next twenty years. This in turn will further reduce the level of service. It is also anticipated that the number of days experiencing a low level of vehicular traffic will increase. Increased congestion in the Midtown commercial area of Hemlock Street will also occur.

The anticipated reduction in the level of service for vehicles on Alternative Highway 101/Hemlock Street is acceptable. There are two reasons for this conclusion. First, a primary design objective of the city's commercial areas is to create a strong pedestrian orientation. Slow moving vehicular traffic minimizes potential conflicts with pedestrian use. Second, the width of the Hemlock Street right-of-way precludes major improvements to increase vehicular capacity. As a result, no major improvements to Alternative Highway 101/Hemlock Street are anticipated (potential bicycle and pedestrian improvements are discussed in the bicycle and pedestrian section).

Sunset Boulevard

Sunset Boulevard, between U.S. Highway 101 and Hemlock Street, provides a connection between U.S. Highway 101, major arterial street and Hemlock Street, a minor arterial street, and as such it is considered a minor arterial street. This portion of Sunset Boulevard has a right-of-way width of 60 feet. The right-of-way has been improved with a sidewalk, bicycle lane and vehicular travel lane in each direction. No other improvements to this portion of Sunset Boulevard are feasible or desirable.

Local Streets

Residential streets have right-of-way widths of between 30 and 50 feet. The level of street improvement varies greatly. During the past decade, the major issues have been whether local streets

should be paved and ensuring that there is an adequate unobstructed travel surface for emergency vehicle movements. Until 1994, the city operated a joint venture street paving program whereby the city would share, on a 50/50 basis, the cost of street paving with affected property owners. The present (1996) city policy regarding street paving is that any such project must first be approved by the council and if it is approved the affected property owners must pay the full cost. Emergency vehicle access has been enhanced by placed no parking signs on one side of numerous residential streets.

It is the city's intent that local streets function at very low traffic volumes and traffic speeds and that they provide for shared space for vehicles, pedestrians and bicyclists. These objectives are supported by the nature of the city's local street pattern, i.e., short blocks, narrow improved roadway surfaces, and a rustic roadway surface, which provides for the retention of trees and landscaping, and a speed limit of 15 m.p.h.

TRANSIT

Cannon Beach Shuttle

The city initiated a shuttle service in 1990. The shuttle follows a fixed route, primarily along Hemlock Street, from Les Shirley Park, in the northern portion of the city, to Maher Street near the south city limits. The route also extends east of Highway 101 to provide service to the RV Resort at Cannon Beach and the Elk Creek Terrace Apartments. The driver has the authority to vary from the route at a passenger's request. The service of the shuttle is continuous, beginning at 9:00 a.m. and ending at 6:00 p.m., seven days a week. The shuttle service uses a 12-passenger van which is handicapped accessible. The 1995-96 budget for operating the system is \$50,000. Revenues are derived from business license fees, room tax funds parking management fees and grant funds. The city has also received funding through the Special Transportation Fund administered by the Oregon Department of Transportation.

The following table provides information on the ridership of the shuttle.

Ridership - Cannon Beach Shuttle			
	1993	1994	1995
January	544	886	839
February	1,054	1,028	889
March	1,166	1,158	1,243
April	1,281	1,439	1,357
May	1,494	1,409	1,736
June	1,559	1,188	1,689
July	1,869	1,940	2,261
August	2,333	2,157	2,799
September	1,432	1,490	1,579
October	1,299	1,316	1,226

Ridership - Cannon Beach Shuttle			
November	1,039	882	952
December	656	661	1,004
TOTAL	15,726	15,554	17,574

Shuttle ridership has increased by 10% between 1993 and 1995.

The monthly ridership patterns reflect the impact of the city's tourism industry. Almost 50% of the ridership occurs during the four main tourist season months, June-September. It is estimated that local residents represent about 50 percent of the ridership in the winter months and about 25% during the summer months.

During 1995, seniors comprised between 6% and 13.5% of the monthly ridership.

The per-ride cost of the shuttle service is approximately \$2.50, which according to the Comprehensive Transit Plan prepared by the Sunset Empire Transportation District, is at the low-end of the range for small rural fixed route carriers.

The operation of the shuttle is a component on the city's parking management plan for the downtown area. Use of the shuttle, particularly during the congested summer months, reduces the demand for parking spaces and traffic congestion in the downtown area by permitting visitors access to the city's commercial areas without the use of their vehicles.

During the summer of 1991, the Chamber of Commerce initiated a program to reduce employee parking in the downtown area. Employees were encouraged to use designated parking areas outside of the downtown area and ride the shuttle to their place of employment. The program was discontinued because of very low use.

Intercity Bus Service

The Sunset Empire Transportation District, under contract with Special Mobility Services, Inc., operates a fixed route bus service between Astoria and Cannon Beach. The route serves the cities of Astoria, Warrenton, Seaside and Cannon Beach. The bus provides two

round trips a day to Cannon Beach. The Cannon Beach Shuttle schedule is coordinated to link with the intercity bus service.

The deregulation of the bus industry in the early 1980's has lead to a steady decline in the intercity bus service available in Clatsop County. In the spring of 1995, all regularly scheduled bus service to points outside Clatsop County was discontinued. As of early 1996, there is one trip a day service between Astoria and Portland.

The lack of regular bus service to Clatsop County means that special charter services provide the only avenue means for persons without automobiles to visit the county and its tourist destinations.

Taxi service

Taxi service is available in the city. In 1995, a one way fare from Cannon Beach to Seaside **was** between \$13 and \$16.

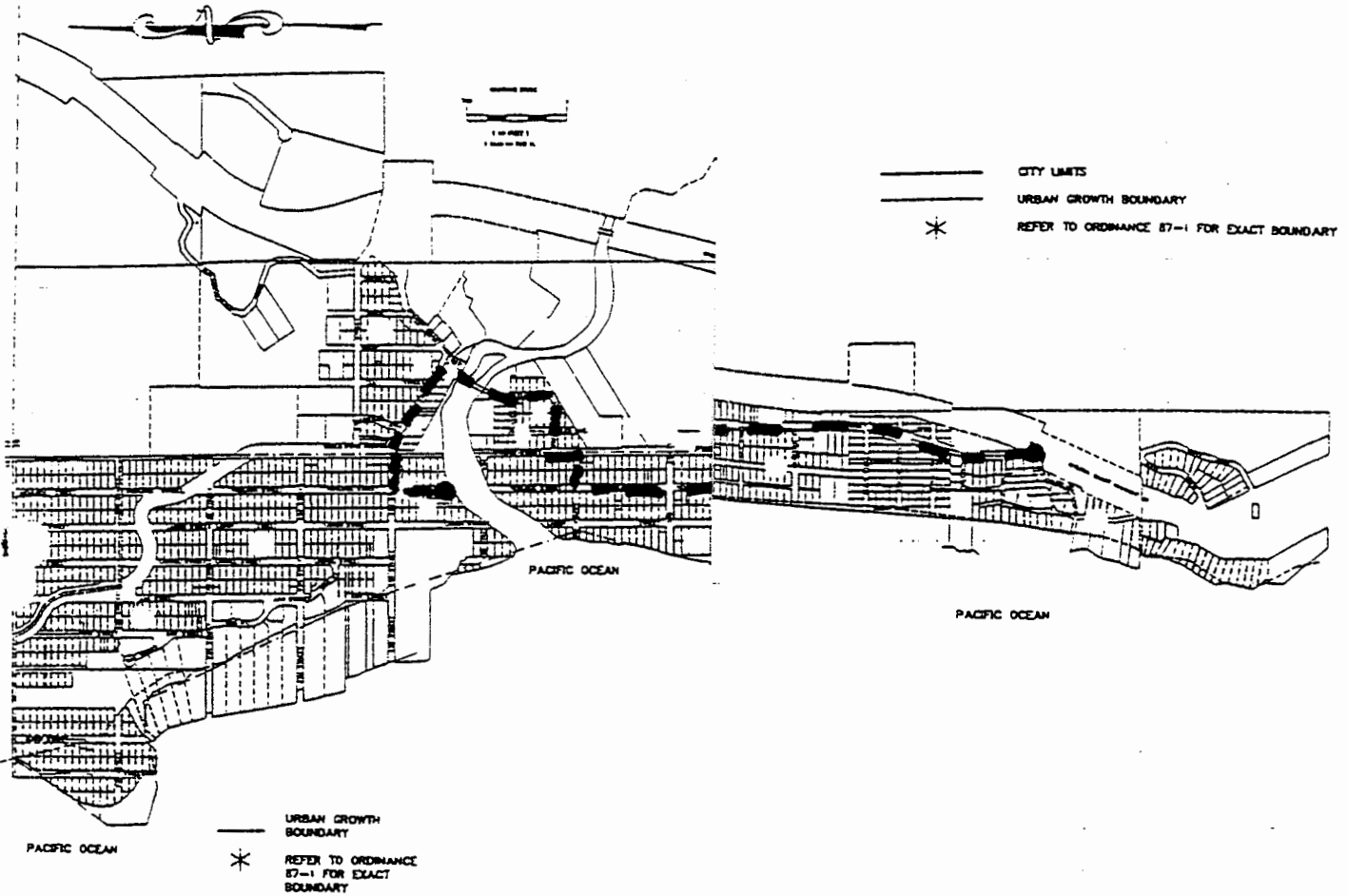
Special transportation services

A number of social service agencies in Clatsop County provide transportation services for their clients. The population served consists of the elderly, the disabled and the poor. Transportation is provided both within Clatsop County and to the Portland metropolitan area. Transportation to the Portland metropolitan area is provided primarily for medical related matters. The agencies which provide transportation are: State of Oregon Adult and Family Service, Oregon Senior and Disabled Services Division, the Volunteer Services Division of the Oregon Department of Human Resources, Coast Rehabilitation Services, Clatsop County Educational Service District, and the Columbia-Pacific Head Start program.

The Sunset Empire Transportation District began limited dial-a-ride service in February of 1996. The service is intended primarily for the elderly, disabled or transportation disadvantaged.

Fred Meyer provides a van service, with a capacity of ten persons, from Cannon Beach to its store in Warrenton once a week. Scheduling is coordinated through the Seaside Community Center.

City of Cannon Beach



SHUTTLE ROUTE

Planning for public transportation

The Sunset Empire Transportation District was formed in 1993 by the Clatsop County Commissioners for the purpose of developing a public transportation system to serve the needs of the residents and visitors. Except for the city of Gearhart, all land within the county is included in the district.

The Sunset Empire Transportation District has adopted a plan document titled *Comprehensive Transit Plan, September 1995*.

The plan contains four objectives which relate to public transportation in Cannon Beach.

- 1). Maintain and expand the existing fixed route transit system serving the county.
- 2). Develop a coordinated demand responsive dial-a -ride transit system to meet the transportation requirements of senior citizens and those with special mobility needs.
- 3). Develop an adequate and stable local funding base through a property tax assessment.
- 4). Establish a link between Clatsop County and the Portland metropolitan area.

In May of 1996, Clatsop County residents approved a tax base for the Sunset Empire Transportation District.

The Oregon Department of Transportation has completed a corridor planning program for US Highway 101 from Astoria to the California border. The results of the planning program are contained in *The Oregon Coast Highway Corridor Master Plan, 1995*. Its purpose is to develop a 20-year plan for the management of future transportation needs in the Coast Highway Corridor. The plan includes corridor-wide policies for intercity passenger service and intermodal improvements.

The current status of public transportation along the 101 corridor from Astoria to Brookings is poor. There is no direct bus service in either direction; travelers wishing to visit various points along the Coast must take inland routes and transfer to another route. Some areas, such as Clatsop County, have no bus link to the Portland metropolitan area.

The following are corridor-wide policies which are pertinent to intercity passenger services and intermodal improvements.

- 1). Commercial intercity bus service, provided primarily by private enterprise, should be available to a city with a population of 2,500 or more or a group of cities on the coast with a combined population of more than 2,500 and located within five miles of one another. Service should be available to other, similar cities or groups of cities. Service should allow the round trip to be made within a day.
- 2). Major population centers (market areas more than 50,000 in population) in the corridor more than 70 miles from Portland should have at least three round trip transit connections to Portland available per day. These cities are Astoria, Newport/Lincoln City, and North Bend/Coos Bay.
- 3). Passenger transit service should link coastal cities with the nearest major city in the Willamette Valley with at least one trip per day.
- 4). As a result of the above activities, passenger service should be available for the entire length of the Coast Highway Corridor, with at least one daily stop in each direction in each community or combination of communities.
- 5). Local public transit service and elderly/disadvantaged services should regularly interconnect with intercity transit services.
- 6). Commercial air service connecting to service in Portland and other hubs should be available in major coastal cities of Astoria, Newport, and North Bend/Coos Bay. This service may substitute for surface intercity service described above if operating assistance per passenger is more economical than assistance to surface modes.
- 7). Intercity passenger transit terminals should provide open access to all intercity carriers.
- 8). Direct connections should be available between intercity bus and air service in the corridor.

The plan states that "the purpose of providing these levels of service is to meet the mobility needs of citizens. The effects of

these service levels on vehicular demand in the corridor will be measurable but modest in comparison with overall forecast volumes. The service would provide a base on which additional services can be provided in response to future demand."

The policies in the plan describe a level of bus service that far exceeds that presently available in the County. Unless there are direct public subsidies, or bus transportation is reregulated, the probability of attaining the level of transit service described in the plan is extremely low.

PEDESTRIAN AND BICYCLE

Introduction

The *Oregon Bicycle and Pedestrian Plan (1995)*, Oregon Department of Transportation Highway Division (OBPP) provides an appropriate framework for the development of the bicycle and pedestrian element of the city's transportation plan. The goal of the OBPP and the city's transportation plan is to support and encourage increased levels of bicycling and walking. This goal supports the Land Conservation and Development's Transportation Planning Rule objective of designing a transportation system which is less reliant on the automobile.

For persons without an automobile, walking and bicycling are the main modes of transportation.

Relationship between land use planning and bicycle and pedestrian use

The *Oregon Bicycle and Pedestrian Plan* makes the following observation concerning the relationship between land use and walking and bicycle use:

"The link between land use and bicycling and walking is paramount. Most walking trips are usually very short (less than one-half mile), and most bicycle trips are fairly short (less than three miles). Long distances between destinations

act as deterrents to walking and bicycling, as do destination points designed to be accessed by automobile only. Land use patterns that are created with automobiles as the intended transportation mode encourage automobile use, which in turn perpetuates land use patterns that do not encourage pedestrian and bicycle use."

The plan identifies a number of land use characteristics which support walking and bicycle use. These are:

Greater residential densities which allow more residents to live closer to each other and to their neighboring destinations such as stores and schools.

Mixed-use zoning which locates services in close proximity to residential areas.

A system of interconnected streets which provides a variety of direct routes to destinations with and limits out-of-direction travel. This is especially critical for pedestrians and cyclists because they are less willing to travel out of direction. A grid pattern of streets with short blocks generally provides the optimum level of connectivity

Site planning standards for commercial uses which result in buildings being closer to and oriented toward sidewalks rather than parking lots.

The plan also identifies a number of street design features which can be impediments to walking and bicycle use. These are:

Multi-lane roadways are difficult to cross on foot.

Intersections built for the movement of motor vehicles can be difficult for pedestrians and bicyclists to cross.

Multiple access drives create conflicts for pedestrians and bicyclists at every crossing.

The majority of Cannon Beach consists of fairly dense residential areas that are defined by a grid street system that is made up of short blocks. These land use characteristics conform to those identified in the OBPP as facilitating walking and bicycle use. In commercial areas, the city has established design review criteria that promote commercial buildings which have a pedestrian orientation. Hemlock Street is a two-lane street which was

designed prior to World War II. As a result, it does not have street design features, such as wide roadways and intersections designed exclusively for automobile turning movements, that make pedestrian and bicycle use difficult.

Bicycle and pedestrian facility standards

The *Oregon Bicycle and Pedestrian Plan's* basic finding on appropriate bicycle and pedestrian facilities is that with the exception of limited access freeways and expressways, bikeways and walkways should be provided on all arterial and major collector streets. This finding is based on the fact that arterial and collector streets form the backbone of a city's street system. A failure to adequately accommodate nonmotorized travel on these major thoroughfares will result in a fragmented bicycle and pedestrian system which will not permit the maximization of non-motorized means of transportation.

In urban areas, the plan identifies three types of on-road bikeway designs: a shared roadway, a wide outside travel lane and a bike lane. A bike lane is the preferred means of providing for bicycles on arterial and major collector streets. On a shared roadway, bicyclists and motorists share the same travel lane. Shared roadways are suitable in urban areas on streets with low speeds (25mph or less) or low traffic volumes (3,000 ADT). Thus, a shared roadway is the appropriate bikeway design for local and minor collector streets. A wide outside travel lane can be provided where a bike lane is warranted but cannot be provided due to physical constraints. To be effective, the wide outside travel lane must be at least 14 feet, but not greater than 16 feet. Bike lanes are one-way facilities that carry bicycle traffic in the same direction as the adjacent motor-vehicle traffic. The preferred width of a bike lane is 6 feet. However, where physical constraints exist, narrower bike lanes are acceptable. On roadways with open shoulders the minimum bike lane width is four feet. On roadways with a curb, the minimum width is five feet.

The OBPP defines a multipurpose path as a bicycle improvement that is separate from city streets. Multipurpose paths are typically two-way facilities that are used by both pedestrians and bicyclists. The OBPP recommends that the primary focus of multipurpose paths be recreational use. For multipurpose paths to function effectively, they must connect into the city's street system in a safe and convenient manner.

The OBPP states that the appropriate facilities for pedestrians on arterial and major collectors are sidewalks on both sides of the street, unless there are physical limitations and use characteristics that render a sidewalk unsuitable on one side of the street. The plan also finds that sidewalks should be provided on both sides of local streets. Pedestrian walkways must also be designed to meet the requirements of the Americans with Disabilities Act (ADA).

The plan finds that minor roadway improvements and an ongoing street maintenance program can improve the safety and convenience of bicycle facilities. Identified roadway improvements include providing properly designed drainage grates, improving sight distances at curves by removing vegetation, and fixing minor irregularities in the roadway. Important elements of an ongoing roadway maintenance program include routine sweeping and surface repairs and the maintenance of standardized signs, stripes and legends.

Bicycle and pedestrian use in Cannon Beach

The only information available on pedestrian and bicycle use in Cannon Beach comes from the 1990 Census. The Census includes data on the mode of transportation to work by workers 16 years of age and older. The data indicates that 24% of the city's workers, who work outside the home, got to work by walking. This is a very high percentage; the statewide percentage is 8.5%. The Census data also indicates that 3.4% of the workers go to work on a bicycle. This rate of bicycle use is also three times higher than the statewide average of 1.1%. The high rates of pedestrian and bicycle use are a direct result of the city's small size and the resultant proximity of housing and employment. According to the 1990 Census, 44% of workers aged 16 and over traveled less than five minutes to their place of employment and 72% traveled less than ten minutes to work. By comparison, 11% of Astoria workers traveled five minutes or less to work and 37% traveled less than ten minutes to work. Among Seaside workers, 16% traveled five minutes or less to work and 54% traveled less than 10 minutes.

There is no information available on other forms of bicycle use and walking. However, studies indicate that journey to work trips account for at most one quarter of all bicycle and walking trips. Among city residents, it can be assumed that the same city characteristics which promote the use of bicycles and walking to

work also results in a higher than average number of trips for errands and pleasure.

Recreational activities are a major element of the city's attraction for tourists. Probably the most important recreational activity is walking on the city's beaches. Shopping is another major tourist activity. The city has developed compact commercial areas that are pedestrian oriented. This has resulted in a high level of pedestrian use in the city's commercial areas.

Facility inventory, bicycle

The city contains two arterial streets, US Highway 101 and Alternative Highway 101/Hemlock Street. Sunset Boulevard, between Hemlock Street and US Highway 101, also functions as an arterial street.

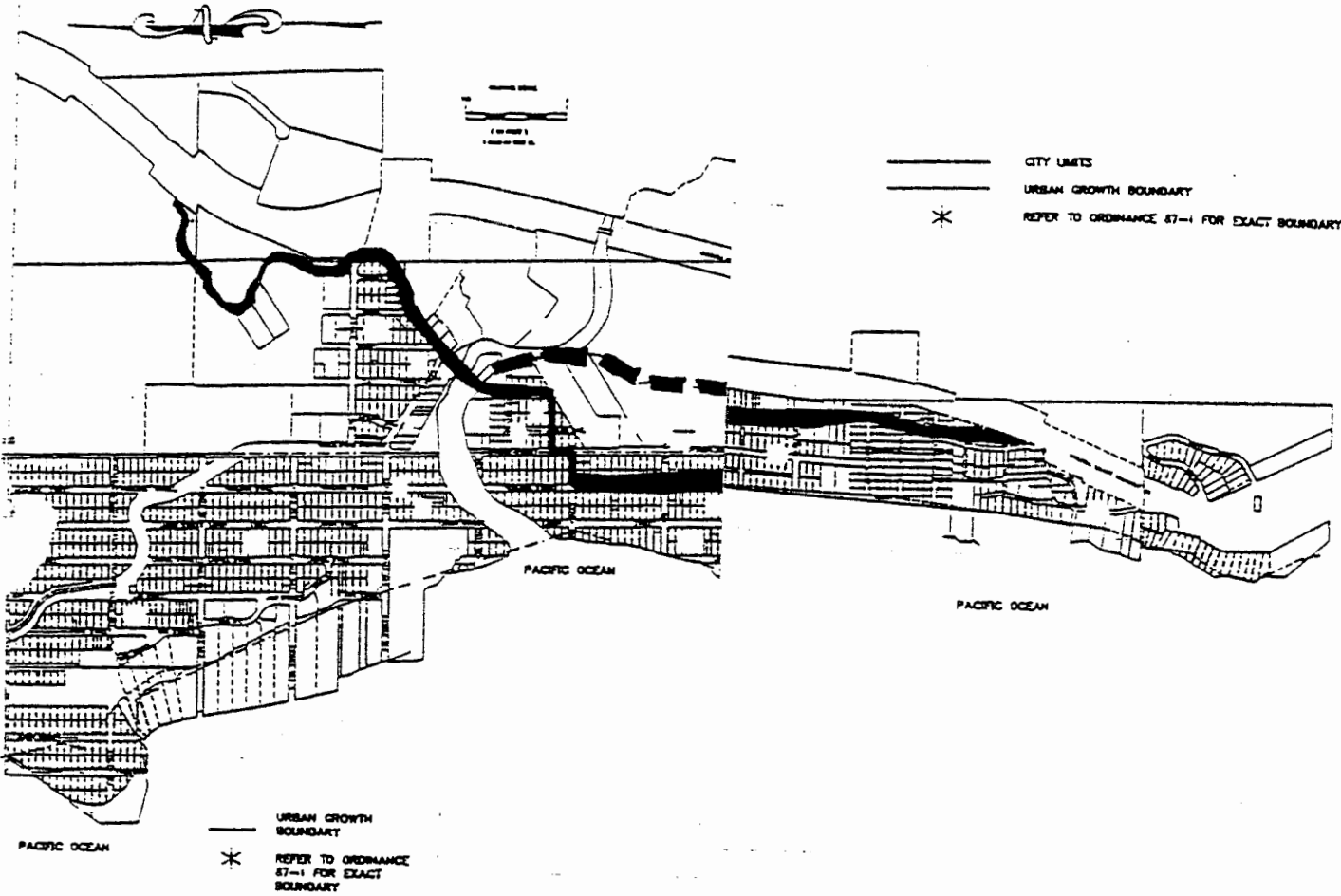
Old Cannon Beach Road/Alternative Highway 101/ Hemlock Street

Old Cannon Beach Road/Alternative Highway 101/ Hemlock Street is the designated Oregon Coast Bicycle Route. The following are bicycle facilities on Old Cannon Beach Road/Alternative Highway 101/Hemlock Street.

- Section 1. From US Highway 101 to Third and Elm, a distance of .5 miles, there are no improvements for bicycle use. However, Old Cannon Beach Road and Alternative Highway 101 have adequate right-of-way width to make provision for bicycle use.
- Section 2. From Third and Elm (the downtown area) to First Street, a distance of .3 miles, there are no improvements for bicycle use and the right-of-way width is inadequate to make any improvements.
- Section 3. From First Street to Gower Street, a distance of .5 miles, there are bicycle lanes on both sides of the street. On the west side of Hemlock Street, there is a four-foot wide bicycle lane adjacent to a curb. On the east side of Hemlock Street, there is a four foot wide lane adjacent to an open shoulder.

- Section 4. From Gower Street to Sunset Boulevard, a distance of .1 miles, there is a 3-foot wide bicycle lane on the west side of Hemlock Street, On the east side of Hemlock Street, there is an improved shoulder which can be used by bicycles.
- Section 5. From Sunset Boulevard to Hills Lane a distance of .1 miles, there is a five-foot wide bike lane adjacent to an open shoulder on both sides of the street.
- Section 6. From Hills Lane to Haystack Lane, a distance of .2 miles, there is a five-foot wide bike lane adjacent to an open shoulder on the west side of the street. There are no improvements for bicycles on the east side of Hemlock.
- Section 7. From Haystack Lane to Chena Street, a distance of .1 miles, both sides of Hemlock Street have a five foot wide bike lane adjacent to an open shoulder.
- Section 8. From Chena Street to Gogona Street, a distance of .2 miles, there is a five-foot wide bicycle lane, adjacent to an open shoulder, on the west side of Hemlock Street. There is no bike lane on the east side of the street. Topography creates a constraint on the ability to provide a bike lane on the east side of Hemlock Street.
- Section 9. From Gogona Street to Chisana Street a distance of .3 miles, there is a five-foot wide bike lane adjacent to an open shoulder on the west side of Hemlock Street. There is no bike lane on the east side of Hemlock Street. However, there is adequate right-of-way width to make provision for a bicycle lane.
- Section 10. From Chisana Street to US Highway 101, a distance of 1.2 miles, there is a five-foot bike lane adjacent to an open shoulder on both sides of Hemlock Street.

City of Cannon Beach



BICYCLE ROUTES

BICYCLE ROUTES

US Highway 101

The three miles of US Highway 101, from the north entrance to the city to the south entrance to the city, has a paved shoulder that is approximately six feet in width on both sides of the highway.

Sunset Boulevard

There are bicycle lanes on both sides of Sunset Boulevard between Hemlock Street and Spruce Street. The lane on the south side of the street is five feet in width adjacent to a curb; the lane on the north side of the street is between 4.1 and 4.6 feet in width adjacent to a curb. East of Spruce Street, in the Sunset interchange area, there is a four to five foot wide bike lane, with open shoulders, on both sides of the street.

Bike racks

There are four bicycle rack locations downtown: on Hemlock Street, by Ecola Square; Whale Park; City Park; and the Chamber of Commerce. Use of these bicycle racks, even during the summer months is light.

One commercial use in the midtown area has a bicycle rack.

Potential bicycle facility improvements

Old Cannon Beach Road/Alternative Highway 101/ Hemlock Street

Since 1979, when the city's first comprehensive plan was adopted, the city's objective has been to improve, where feasible, both sides of Alternative Highway 101/ Hemlock Street for bicycle use. As indicated by the bicycle facility inventory, there are still a number of sections of a bicycle route through Cannon Beach which require improvement. The following are the recommended improvements, by section.

Section 1: Provide a safe bicycle exit from U.S. Highway 101, onto Old Cannon Beach Road. This improvement is to be undertaken in conjunction with the construction of the north entrance deceleration lane. Provide a five-foot wide bicycle lane, with an open shoulder, on the west side of Old Cannon Beach Road and Alternative Highway 101.

Section 2: The existing right-of-way width and on-street parking prevent the development of bicycle improvements in this section.

Section 3: No additional improvements are required.

Section 4: In conjunction with drainage improvements and the realignment of the Hemlock Street centerline, provide bicycle lanes on both sides of the street.

Section 5: Provide a five-foot wide bicycle lane, with an open shoulder, on the east side of Hemlock Street.

Section 6: Topography constrains the ability to provide a bicycle lane on the east side of Hemlock Street. Investigate the possibility, through a modest street realignment of providing a wide outside lane in this section.

Section 7: No additional improvements are required.

Section 8: Topography constrains the ability to provide a bicycle lane on the east side of Hemlock Street. Investigate the possibility, through a modest street realignment of providing a wide outside lane in this section.

Section 9: In conjunction with drainage improvements on the east side of Hemlock Street, provide a five-foot wide bike lane with an open shoulder.

Section 10: No additional improvements are required.

Because south is the preferred direction of travel on the Oregon Coast Bicycle Route, the first priority for improvements is the creation of a continuous bike route on the west side of Old Cannon Beach Road/Alternative Highway 101/Hemlock Street. Meeting this objective requires completion of the improvements for Section 1.

US Highway 101

The bikeway design criteria in the *Oregon Bicycle and Pedestrian Plan* establish that a shoulder bikeway is an appropriate bikeway design for rural arterials such as US Highway 101. For arterials with a traffic volume like US Highway 101, a shoulder width of 6 feet is recommended. US Highway 101 through Cannon Beach has shoulders that are generally six feet wide on both sides of the

highway. Therefore, no bikeway improvements are anticipated on Highway 101 proper. The Coast Highway Corridor Master Plan has identified the need for improvements to the merging lanes at the Sunset Boulevard interchange. Improvements are to be designed to enhance bicycle use. The timing of this project has not been established.

Sunset Boulevard

Improvements to Sunset Boulevard would be associated with improvements to the merging lanes at the Sunset Boulevard interchange of US Highway 101.

Local Streets

All other city streets are classified as local streets. The bikeway design criteria in the Oregon Bicycle and Pedestrian Plan establish a shared roadway as the appropriate bicycle improvement on local streets. No bikeway improvements on local streets are proposed.

Multipurpose paths

An on-going city objective has been the development of a multipurpose path that would provide an alternative route through the congested downtown area. The route would begin at the Ecola Creek bridge and then proceed south along the dike on the south side of Ecola Creek from Ecola Creek park through to the dike's connection with Second Street, at City Park. South of Second Street, the route would follow the exterior of the sewer ponds, traverse the "IMPACT " property and connect onto Spruce Street in the vicinity of Adams or Jefferson Street. From there the route would be a shared roadway on Spruce Street to Sunset Boulevard, including a section of Spruce Street between Gower Street and Dawes Avenue which is improved for only bicycle and pedestrian use.

Facility inventory, pedestrian facilities

Sidewalks are located almost exclusively in two of the city's three commercial areas, downtown and midtown. In the core downtown area, which is generally defined as the commercial area from Third Street south to Taft Street and from Spruce Street west to the beach, there are approximately 4,300 lineal feet of sidewalks.

Approximately 51% of the lineal street frontage in the core commercial area has been developed with sidewalks. There are an additional 1,050 lineal feet of sidewalks in the downtown commercial area, primarily on the north side of Alternative Highway 101. Almost the entire Midtown commercial/motel area is served by sidewalks, a total of 4,010 lineal feet. There are only approximately 100 lineal feet of sidewalk in the Tolovana Park commercial area.

Outside of commercial areas, there are only four street sections with sidewalks: the west side of Hemlock Street from Taft to Harrison Street (2,090 lineal feet); the south side of Fifth Street from Alternative Highway 101 to Larch Street (1,230 lineal feet); the north side for Fifth Street between Larch Street and Ash Street (550 lineal feet); and the north side of Washington Street between Spruce Street and Laurel Street (200 lineal feet).

The ocean beach provides an incomparable pedestrian path which runs the entire length of the city. The ocean beach is connected to the city's street system by numerous street ends, which are generally located 200 - 450 feet apart.

Potential walkway improvements

The *Oregon Bicycle and Pedestrian Plan* states that the appropriate pedestrian facility on arterial, collector, and local streets is a sidewalk on both sides of the street, unless there are physical limitations and use characteristics that render a sidewalk unsuitable on one side of the street.

Alternative Highway 101/Hemlock Street and Sunset Boulevard from Hemlock Street to US Highway 101 are the city's arterial streets. There is a sidewalk on the north and west side of Alternative Highway 101/Hemlock Street from Beaver Street to Sunset Boulevard, a distance of 1.1 miles. In addition, there is a sidewalk on the south and east side of Alternative Highway 101/Hemlock Street from Antler Street to Taft Street (this area corresponds to the downtown commercial area). There is a sidewalk on both sides of Hemlock Street between Gower Street and Sunset Boulevard (this area corresponds to the midtown commercial area). There is a sidewalk on both sides of Sunset Boulevard between Hemlock Street and US Highway 101.

The city council adopted a sidewalk policy in 1993. This policy describes where future sidewalk improvements should occur. The policy anticipates no additional sidewalk improvements along Alternative Highway 101/Hemlock Street. This policy is based on the council's finding that the core commercial areas of downtown and midtown are served by sidewalks on both sides of the street and that the sidewalk on the west side of Hemlock Street, between Taft Street and Gower Street is adequate to provide a pedestrian link between the downtown and midtown commercial area. This finding recognized that the ocean beach parallels Hemlock Street and provides an alternative pedestrian path between downtown and midtown. The policy also states that there will be no sidewalks in residential areas, i.e., on local streets. This policy is based on the council's desire, consistent with the city's vision statement, to maintain a rustic streetscape. The council finding was that sidewalks established an unwanted urban character on the city's residential streets. Because of the city's grid street pattern and short blocks, traffic on residential streets is extremely low. Therefore, a shared roadway for both pedestrians and vehicles does not pose a safety risk. Nor will a shared roadway for pedestrian use discourage walking as is demonstrated by the high percentage of city residents who walk to work.

At one time, US Highway 101 defined the eastern edge of the city. However, over the past twenty years development has occurred on the east side of US Highway 101. Providing pedestrian linkages between the east and west side of the highway is a means of establishing better connectivity among city areas. The logical location for these connections is at the Sunset Boulevard interchange and Tolovana Park interchange of US Highway 101. The city has been working with the Oregon Department of Transportation on a project to construct a sidewalk on the south side of the Sunset interchange, connecting Sunset Boulevard with Elk Creek Road. Construction of a sidewalk at the Tolovana interchange, connecting W. Chinook Street to Hemlock Street, should be located on the east and north side of the interchange road. Impediments to construction are: a narrow roadway shoulder, topography and drainage.

Americans with Disabilities Act

The Americans with Disabilities Act of 1990 (ADA) contains requirements which are within the scope of the transportation element. Specifically, there are ADA requirements which address

the physical accessibility of facilities. The ADA requires that services and activities are accessible to and useable by persons with disabilities.

In 1995, the city retained Environmental Access Inc. to prepare an ADA compliance review. This document was completed in May of 1995. The report contains what is referred to as a self evaluation and a transition plan. The self evaluation includes a physical survey of all city owned and leased facilities for compliance with ADA Accessibility Guidelines and/or Oregon Uniform Building Code. For each facility the evaluation identified areas that were not in compliance and made recommendations for changes that would bring the facility into compliance. The transition plan consists of the recommended changes identified in the self evaluation. The transition plan also identifies a time frame-frame for needed modifications.

The following are the main findings of the self evaluation, relevant to the transportation element, and the elements of the transition plan intended to address the identified deficiencies.

The curb ramps on the city's sidewalks generally do not comply with either the ADA Accessibility Guidelines or Chapter 31 of the Oregon Uniform Building Code. Almost all the curb ramps do not have detectable warnings. Most of the curb ramps have an abrupt transition where the curb ramp meets the street. The transition plan calls for the development of a curb ramp installation and maintenance program. The intent of the program is to provide accessible routes, such as public sidewalks, with curb ramps which provide access to: buildings and facilities where government programs and services are located, to public transportation, to places of public accommodation, and to places of employment. The following priorities are established: a). access to city facilities, including parks and restrooms; b). access along Hemlock Street; and c). access to businesses and other public accommodations.

A number of deficiencies were identified in association with public buildings, including public restrooms, public parking lots and city parks. These are:

- a. The design of handicapped accessible parking spaces;
- b. The adequacy of the accessible route for the parking space to the building entrance;

- c. Inadequate signage to identify accessible entrances to buildings; and
- d. In parks, accessible routes are not provided which connect parking, restrooms, picnic tables and other amenities.

PARKING

There are 915 parking spaces, other than those associated with a motel, in the downtown commercial area. These spaces are broken down as follows: city parking lots - 223 spaces, private off-street parking lots - 316 spaces, and on-street parking - 376 spaces. Sixty-five percent of the parking spaces are located either on a city street or in a city parking lot. There are 345 parking spaces, other than those associated with a motel, in the midtown commercial area. These spaces are broken down as follows: city parking lots - 60 spaces, private off-street parking lots - 185 spaces, and 50 on-street parking spaces. There are 190 parking spaces in the Tolovana Park commercial area. These 190 spaces are broken down as follows: 100 spaces at the Tolovana Wayside, 72 spaces in private off-street parking lots, and 18 on-street parking spaces.

Parking, especially in the downtown area, has been the subject of intense community debate for the past twelve to fifteen years. Parking is an issue because of high demand during peak tourist use periods, particularly summer weekends and holidays. The city's goal has to been to balance the provision of parking for peak use periods with other objectives for its commercial areas. These other objectives include maintaining small, compact commercial areas that are pedestrian oriented and creating commercial areas that are not dominated by off-street parking.

The comprehensive plan contains the following policy regarding the city's role in the provision of parking in the downtown area:

No new land acquisition, by the City, is anticipated for parking purposes.

Since 1989, an annual parking and traffic management plan has been prepared and adopted by the city council. These plans have identified specific actions, concerning parking and traffic related issues, to be taken in the coming year. The plans generally address the following areas: loading zones, on-street parking and improvements, time limited parking, the operation of the Shuttle, and personnel. Examples of issues that have been discussed, but not necessarily implemented are: methods of encouraging employees to park outside of the core downtown area, creation of overflow parking in outlying areas, implementation of time limited parking

on city streets, and residential parking permits for residential streets adjacent to commercial areas.

The city will continue to use the annual parking and traffic management plan as the means for identifying and resolving parking related issues.

DEMAND MANAGEMENT

Traditionally, transportation planning has focused on translating projected population growth into travel volume forecasts and then designing a road network to accommodate those traffic volumes at a desired level-of-service. In this approach, future transportation requirements are met by providing an increased supply of streets and highways. One of the stated purposes of the Transportation Planning Rule is to reduce the reliance on the automobile. This purpose is to be achieved by reducing the need to make automobile trips and to promote the use of alternative modes of transportation such as transit, bicycle and pedestrian. In this approach, the demand for additional streets and highways is reduced. This approach to meeting future transportation requirements is referred to as demand management.

Demand management seeks to provide better integration of land use and transportation planning. In the simplest terms, land uses and land use patterns generate traffic which in turn creates the demand for transportation facilities. The objective is to create a transportation efficient land use pattern, one which minimizes the number and length of vehicular trips generated.

The city's comprehensive plan and implementing ordinances were reviewed to determine if they are fostering a "transportation efficient" land use pattern. Specifically, policies and standards were reviewed to determine whether they: (1) supported a reduction in the demand for vehicular use and the vehicle miles driven; and (2) create a land use pattern which promotes pedestrian and bicycle use.

The following land use characteristics have been identified as having the effect of reducing the demand for automobile use: 1). a compact urban form; 2). the proximity of residential and

commercial development; 3). compact commercial areas; 4). mixed use development; and 5). the proximity of housing and work.

Compact urban form.

A compact urban form promotes the reduction in demand for vehicular trips by providing a variety of land uses in close proximity to one another. The proximity of land uses makes it more attractive to use alternative modes of travel, such as walking or bicycling. Vehicular trips are also shortened

Cannon Beach is a small town. The area's physical features have defined the form of Cannon Beach. The Pacific Ocean to the west and steep forested uplands to the east, give the city a narrow linear form. However, unlike many other coastal communities, the extent of the city's north-south development is limited by Silver Point to the south and Ecola State Park to the north. A compact city with distinct edges is an element of the city's vision statement:

"The fundamental principle of the plan is to foster a community with a strong sense of place which provides its residents the quality of life that they desire. The protection and enhancement of the following unique community characteristics form the basis for achieving this principle: ... a city that is physically small in size and has well-defined edges as the result of its location adjacent to the ocean and forest land."

"The element's of the town's physical form which the plan will foster are: a compact development pattern where various land uses are readily accessible to residents and visitors."

The city's goal of a compact urban form is implemented through an urban growth boundary whose size corresponds closely to the projections for residential and commercial growth. Limiting the size of the urban growth boundary has the effect of encouraging in-fill development. In-fill development reinforces a compact community.

Through its urban growth management agreement with Clatsop County, the city has zoned land within in the urban growth boundary, but outside the city limits, for very low density residential development. Upon annexation, land is rezoned to a substantially higher density. This density incentive has limited development in

the urban growth boundary until such time as the property is annexed into the city.

The city's zoning code provides for relatively high residential densities. Most of the city is zoned either R-1 or R-2. These zones permit single-family residential development on 5,000 square foot lots, or a net density of 8.7 dwelling units per acre. The zoning ordinance also permits accessory dwellings (small duplex units), either outright or conditionally, in all residential zones. Duplexes are permitted in the city's R-2 and R-3 zone on 5,000 square foot lots; this is a density of 17 dwelling units per acre. This density of residential development means that a given area can provide for more growth, thus reducing the need to expand the urban growth boundary.

Proximity of residential and commercial development

Commercial development that is convenient to residential areas reduces the demand for vehicular trips by making it more attractive to use alternative modes such as walking or bicycling; when a vehicle is used, the trip is shortened.

The city's commercial development is located in three nodes, downtown, midtown and Tolovana Park. These areas are located roughly in the northern, central and southern portions of the city. Thus even though the city has a linear form, all areas of the city are located within a mile of basic commercial services such as a grocery store.

The population of the city limits the types of commercial services available. Residents must go to larger cities, such as Seaside and Astoria/Warrenton, for many goods and services. However, the city's tourist industry has created a commercial base which is disproportionate to the population of the city. As a result, city residents have access to a much broader variety of goods and services than most cities of 1,350.

Compact commercial areas

Compact commercial areas reduce the demand for vehicular trips by promoting pedestrian use within the commercial area.

The city has fostered the development of compact commercial areas that are pedestrian oriented rather than automobile oriented. The

importance to the community of compact commercial areas is reflected in the following element of the comprehensive plan's vision statement

"The elements of the town's physical form which the plan will foster are: ...compact commercial areas that are pedestrian oriented and are readily accessible from adjoining residential areas"

The Comprehensive Plan contains a policy with the same objective.

Downtown Policy 2 states "the City's objective is to support development in the downtown area that will result in a compact town-center where a wide variety of uses occur, including housing, businesses, motels and civic uses, including parks."

The objective of a compact pedestrian oriented commercial areas is implemented by a number of design review criteria which are applied to new commercial development and substantial improvements to existing commercial development.

Site design evaluation criteria Where appropriate, the design includes a parking and circulation system that encourages pedestrian rather than vehicular orientation, including a separate service area for delivery of goods.

Architectural design evaluation criteria. The design sufficiently addresses the relationship of the structure(s) to the sidewalk and to pedestrian activities so as to foster human interaction.

Landscape design evaluation criteria. Where it is desirable to do so, the design provides amenities for the public

Mixed use development

Mixed use development can reduce the demand for vehicular trips by promoting pedestrian use through the proximity of a variety of complimentary land uses.

The importance to the community of mixed use development is reflected in the following element of the comprehensive plan's vision statement

The element's of the town's physical form which the plan will foster are . . . mixed land uses which promote the livability of the town.

The objective of creating mixed use areas is reflected in the following comprehensive plan policies:

Downtown Policy 8 states that the city will encourage the provision of permanent housing in Downtown by providing zoning incentives for mixed use structures which incorporate housing,

Housing Policy 16 states that the city will encourage and support the development of housing units in conjunction with commercial uses in order to provide additional housing, to provide for a diversity of uses in the city's commercial areas and to provide security to commercial areas.

Proximity of housing to work

Vehicular trips to and from work are a major source of traffic generation. A Home occupation is a means of eliminating the commute to work. The city's Zoning Ordinance contains reasonable standards for home occupations. As a result, there are 53 licensed home occupations in the city.

The city's comprehensive plan contains policies which seek to encourage housing that is available at a range of costs. The provision of affordable housing in the city means that there are more opportunities for employees in the city's service sector to live in Cannon Beach, thus reducing intercity vehicle trips.

Housing Policy 7 states that the City recognizes that there needs to be a balance between employment and housing in the Cannon Beach area and that the City cannot rely solely on other communities to provide needed affordable housing.

OTHER TRANSPORTATION FACILITIES

Air

Clatsop County has had only intermittent air service, from the Port of Astoria airport located in Warrenton, during the past decade.

Most recently, Horizon Air began scheduled passenger service between the Astoria Regional Airport and Portland International Airport in 1994. All air service was discontinued in the summer of 1995.

The Astoria Regional Airport also provides for general aviation.

The Seaside Airport is a small general aviation airport.

Rail

There is no rail service to Cannon Beach.

Pipelines

Cannon Beach is served by a Northwest Natural Gas pipeline.

...