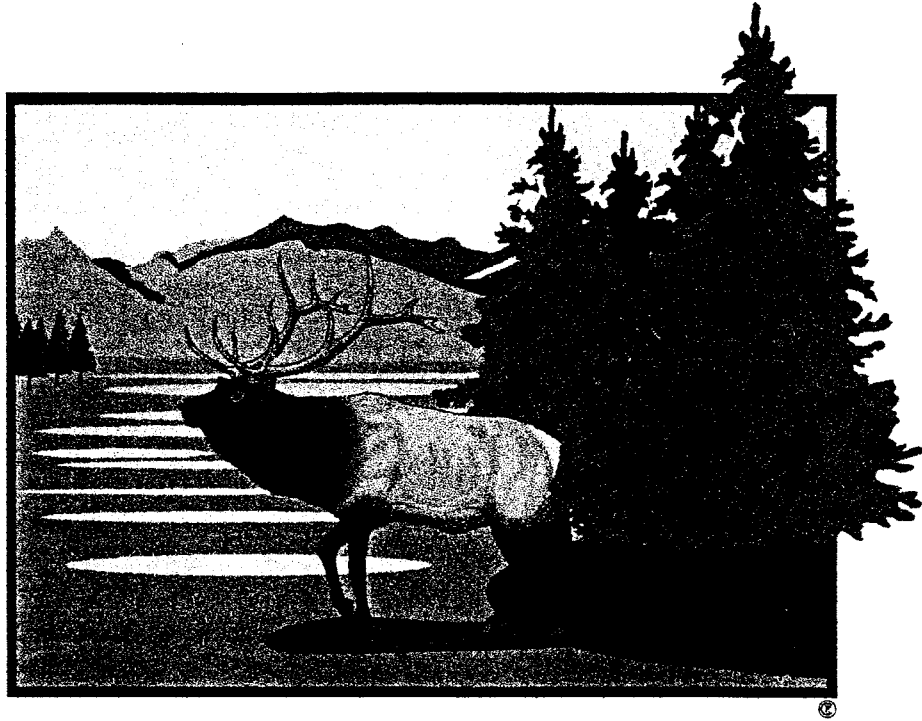


City of Elkton



Comprehensive Plan

Originally Adopted October 1982

Revised June 1996 - July 1997

This Revision is a Product of Oregon's State-Mandated Periodic Review Process

Revised Version Adopted October 1997

Prepared by
Umpqua Regional Council of Governments

This document was partially funded by a Periodic Review Grant from the Oregon Department of Land Conservation and Development

Contents

Preface to the October 1997 Revision	i
Introduction and Population Projection	1
Chapter 1 Citizen Involvement	1-1
Chapter 2 Land Use Planning	2-1
Chapter 3 Agricultural Lands	3-1
Chapter 4 Forest Lands	4-1
Chapter 5 Open Spaces, Scenic and Historic Areas, and Natural Resources	5-1
Chapter 6 Air, Water, and Land Resources Quality	6-1
Chapter 7 Areas Subject to Natural Disasters and Hazards	7-1
Chapter 8 Recreational Needs	8-1
Chapter 9 Economic Development	9-1
Chapter 10 Housing	10-1
Chapter 11 Public Facilities and Services	11-1
Chapter 12 Transportation	12-1
Chapter 13 Energy Conservation	13-1
Chapter 14 Urbanization	14-1

ACTION:

1. Support Douglas County, the Elkton Rural Fire District, and other agencies in their efforts to provide an effective emergency response system to serve the Elkton area.

POLICIES:

1. The City shall coordinate provision of solid waste disposal sites with Douglas County to accommodate current and future needs.
2. The City shall coordinate new development with the school district.

Chapter 12

Transportation

Purpose of the Transportation Chapter

Transportation is simply the movement of people and goods within and between communities and regions. Transportation is supported by a variety of transportation systems, including the local street network, county road systems, state and national highways, railroads, ocean and river ports, mass transit, airport facilities, and air travel routes. Sidewalks, footpaths, and bikeways constitute less well recognized, but nonetheless valid, transportation systems. Due to its steep terrain and rural nature, roads and highways are the most important of Douglas County's transportation systems. Within the City of Elkton, the local street network and pedestrian ways are also important.

This chapter of the Comprehensive Plan considers all the potential modes of transportation as they apply to the City of Elkton. It contains an inventory of Elkton's transportation systems, and it addresses a variety of transportation-related issues within Elkton's local context. Finally, this chapter establishes appropriate transportation goals and policies for the City of Elkton.

In addition to fulfilling Elkton's commitment to safe and efficient transportation, this chapter addresses the statutory requirements of Oregon's statewide planning program.

Oregon Statewide Planning Goal 12: Transportation

The State of Oregon requires cities and counties to provide and encourage a safe, convenient, and economic transportation system. Statewide Planning Goal 12 requires that plans address the following concerns:

- 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 costs;
- 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.

Elkton's Transportation Program

Though all aspects of the transportation system need to be analyzed, the street system of the City is by far the most important element. Streets and their rights-of way are, at present, the circulatory system in Elkton. They bring people and goods into the City, and provide the means for them to get around within the community. The street pattern should facilitate movement, making it as easy as possible for people to reach various activity nodes (shops, schools, etc.). We have inventoried the street network, made observations on its condition, reported traffic volumes, and looked at standards for maintaining or improving that network. In order to evaluate the condition of existing streets and other circulation paths, a visual survey was made in 1978. Streets were judged according to their function (arterial, collector, or local), and were given one of five ratings. A good rating indicates that the street is serving its primary function well, has asphalt or concrete paving with no significant deterioration, and provides adequate drainage by curb and gutter or proper ditches. A fair rating indicates that the street has an improved, paved surface suffering from one, or a combination of, the following: surface defects, inadequate width to handle the amount of traffic using the street or inadequate drainage. Streets rated poor have improved surfaces with a combination of the following factors: major defects in, or general deterioration of, the surface; inadequate width; and poor or nonexistent drainage. Any unimproved street open for traffic falls into the gravel or dirt category. An undeveloped street is one that has been platted, but which has not been improved or used as a travel way.

Information gathered during the survey is presented on the Circulation System and Street Condition Maps.

The main arterial for the City is State Highway 38. It is in good condition, having recently been resurfaced with asphalt. This route is a major highway connecting Interstate 5 to the Pacific Coast. At the east city limits, Highway 38 is intersected by Highway 138. Several traffic counts

for the period 1988 through 1996 indicate that the volume of traffic crossing the western city limits of Elkton generally increased during the period, with the exception of 1996, which experienced a reduction in traffic at this location. For this location, the table illustrates the importance of Highway 38 as a lifeline to Elkton and the Coast. In the winter of 1996-97, serious flooding and mudslides occurred (primarily west of Elkton) which periodically blocked Highway 38. The resulting drop in traffic counts for 1996 demonstrates the real impact that disruptions in traffic flow on Highway 38 can have on the City of Elkton. To the extent that reduced traffic on Highway 38 through Elkton translates into significant economic impacts on Elkton's residents, maintaining Highway 38 in good working order (and generally improving the highway) should be a major concern for the City. By contrast, on the east side of town, the city limits traffic count peaked during the early 1990s and then fell off significantly. During the entire study period, however, the traffic counts on Highway 38 just east of the intersection of Highways 38 and 138 remained relatively constant. Thus, the higher volumes of traffic at the eastern Elkton city limits during the early 1990s are likely to have been related to more commuting between Elkton and Roseburg during this period. The fact that traffic counts at this location have dropped since the early 1990s may be evidence of reduced employment opportunities for Elkton residents in the traditional timber-related industries of the Roseburg/Sutherlin area.

TABLE 12-1
Average Daily Traffic Volumes on Highway 38 for the Elkton Area

MILE POST	LOCATION	AVERAGE DAILY TRAFFIC BY YEAR				
		1988	1991	1993	1995	1996
35.52	0.10 Mile West of Elkton West Rd.	3,600	4,000	4,300	4,300	4,100
35.87	West City Limits of Elkton	3,650	4,250	4,600	4,600	4,400
36.19	0.01 Mile West of Second Street	3,900	4,600	4,800	4,500	4,300
36.26	0.01 Mile East of First Street	3,900	5,200	5,300	4,500	4,300
36.39	East City Limits of Elkton	4,200	5,300	5,200	4,400	4,200
36.45	0.01 Mile East of Oregon 138	2,500	2,900	2,800	2,800	2,700

Source: Oregon Department of Transportation

A congestion problem is created by the conflict between Elkton's commercial and residential traffic patterns and the transient traffic to and from the inland areas and the coast. Elkton has several commercial attractions for transient traffic, including stores and eating establishments. All of these commercial businesses are located along Highway 38. The only available parking area for customers of these establishments is along the shoulder of Highway 38. This condition creates a serious traffic hazard when vehicles are maneuvering to park or are returning to the flow of traffic. There is no simple solution to the problem. Restricting or eliminating all but parallel parking would substantially reduce the parking capacity which serves the abutting businesses. Therefore, it is recommended in a policy that the City designate some areas for off-street parking in order to mitigate this problem.

Congestion problems could increase in the future as new development or redevelopment occurs within the City of Elkton along Highway 38. In 1997, the Oregon Department of Transportation (ODOT) and the Department of Land Conservation and Development (DLCD) reviewed and approved the City of Elkton's request for a partial exemption from the Transportation Planning Rule. Under this partial exemption, the City does not have to comply with Transportation System Planning and related requirements. However, the City is obligated to take appropriate steps to protect the proper functioning of Highway 38 within its planning jurisdiction. A new policy has been included in the 1997 revision to the Elkton Comprehensive Plan to ensure that due consideration is given to protecting the function of Highway 38. In addition, ODOT is currently preparing a Corridor Plan for Highway 38 and a refinement plan for Elkton, and the City of Elkton has participated in this effort. The City should make appropriate use of this important resource in its own planning and land use decision-making.

The street network of the City is comprised of local collectors with a standard right-of-way width of sixty feet and pavement widths between twenty and twenty-five feet. Generally, the streets are in fair condition. Some street segments, particularly off Main, First and D Streets, are rated poor. It is recommended in a policy that a street maintenance plan be developed to identify and repair substandard roadways.

Pedestrian and bicycle are other modes of transportation in Elkton. Highway 38 is an obstacle to both pedestrian and bicycle cross traffic. A pedestrian warning light and painted crosswalk lines are presently installed on the highway at Second Street; however, the yellow warning light is not effectively slowing motorized traffic and affording adequate protection for the pedestrian. Therefore, it is proposed that the pedestrian warning light be kept operable by the State Highway Department; that the pedestrian crosswalk be painted regularly; that crosswalk warning signs be posted at both entrances to the City, and the speed limits be enforced.

Bicycle traffic in Elkton consists primarily of commuter and recreation trips by grade schoolers

to and from Elkton and the grade school which is located immediately west of the City along Highway 38.

Transportation-Disadvantaged

Other considerations in examining the City's transportation system include those persons with problems in obtaining transportation.

In Elkton, the transportation-disadvantaged are confronted with few sidewalks, very limited wheelchair access to sidewalks and buildings, and no public transportation. Transportation for the transportation-disadvantaged can be improved with more sidewalks and paths, removal of existing architectural barriers and prevention of new ones, and such means as "dial-a-ride" service or small vehicles adequately equipped to accommodate such individuals. When reviewing proposals or planning improvements, the needs of the transportation-disadvantaged shall be considered.

Air, pipeline and mass transit modes of transportation are insignificant for Elkton at present. They will be considered in the future if they become significant.

TRANSPORTATION GOALS

GOAL: To provide an efficient and safe transportation network.

POLICIES:

1. Develop and frequently update a street maintenance plan.
2. Consider the need to protect the function of Highway 38 in all land use decisions and plans.

ACTIONS:

1. Identify streets needing repair and establish a schedule for accomplishing the necessary work.
2. Work with the County and State Highway Departments to solve the parking problem along Highway 38.

3. Whenever appropriate, notify ODOT of land use proposals which could adversely impact the proper functioning of Highway 38.

POLICY:

1. Provide for safe pedestrian access.

ACTIONS:

1. Request that the State Highway Division install pedestrian warning signs on Highway 38 at Third and Main Streets.
2. Request that State Highway Division maintain warning light and crosswalk in good repair at all times.

POLICY:

1. Provide for safe bicycle access.

ACTION:

1. Encourage the development of a Class III bikeway from the grade school along Highway 38 to County Road 2D. Encourage the County to continue the Class III bikeway along Road 2D to Main Street.

POLICY:

1. To provide adequate off-street parking for transient traffic.

ACTION:

1. Determine where parking sites can be conveniently and safely located in order to relieve the congestion on Highway 38. Criteria for selection might be: proximity to the highway and central commercial area, compatibility with the surrounding land uses, and the availability of land that restricts building construction but can otherwise be utilized for urban-type uses.

POLICY:

1. The City will work with Douglas County and other transportation service providers to address the needs of the transportation-disadvantaged.