

**FINAL
LA GRANDE/ISLAND CITY
TRANSPORTATION SYSTEM PLAN
VOLUME I**

Adopted September 1999

Prepared For:

**THE CITY OF LA GRANDE
and
THE CITY OF ISLAND CITY**

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INTRODUCTION

PURPOSE

The La Grande/Island City Transportation System Plan (TSP) is a 20-year plan for the management of existing transportation infrastructure and the design and construction of new transportation facilities within the La Grande/Island City urban area. It is a multi-modal transportation plan addressing motor vehicle, pedestrian, bicycle, transit, rail, air, water, and pipeline transportation systems.

This TSP constitutes the transportation element of the cities' comprehensive plans and satisfies the requirements of the State Transportation Planning Rule (TPR) established by the Department of Land Conservation and Development (DLCD). It also identifies and prioritizes transportation projects for inclusion in local improvement programs and the Oregon Department of Transportation's (ODOT's) Statewide Transportation Improvement Program (STIP).

PLANNING AREA

The planning area for this TSP includes all land within the current urban growth boundaries (UGBs) for La Grande and Island City. The planning area also includes an area located south of Gekeler Lane in La Grande that lies outside of the current UGB, but is being considered as a future UGB expansion. If brought within the La Grande's UGB, this area would be designated primarily for industrial uses. The TSP also considers the La Grande/Union County Municipal Airport, and an area south of the Grande Ronde River between the La Grande and Island City UGBs. Figure 1 shows the planning area

PLANNING PROCESS

This transportation system plan updates and revises a 1998 Draft TSP developed by Kittleson and Associates. The 1998 Draft TSP included an analysis of existing conditions, identification of short- and long-term transportation system improvements, a preferred transportation system plan, a finance plan, and comprehensive plan and zoning code amendments to comply with the TPR.

Development of the 1998 Draft TSP included a public involvement process, which provided community members an opportunity to comment on the plan. The process included stakeholder interviews of professional, civic, community, and business leaders (see Volume II, Appendix C). A public newsletter summarized the planning process and outlined issues to be addressed by the plan. An open house provided information to the public about the study process, existing transportation conditions, and the results of the stakeholder interviews. Revisions to the 1998 Draft TSP were based on input from local stakeholders. A series of meetings with local officials was held in the La Grande/Island City area to guide and refine the updated TSP.

This TSP updates the 1998 Draft TSP to reflect an expanded planning area and revised demographic data. The planning area for the TSP was expanded to include an unincorporated area proposed to be brought within the La Grande UGB within the 20-year planning period. ODOT's Transportation Planning Analysis Unit, in cooperation with local jurisdictions, provided revised base population, employment, and land use data for the year 2015 and a refined travel demand model for analysis of the transportation system.

There are several different growth rates in population and employment for the cities of La Grande and Island City discussed in Chapter 5 of Volume 2 of this Plan. For the plan analysis a 0.99% average annual population growth rate was used, but it should not be used for any other purposes. This growth rate is higher than the state allocated growth rate and considerably less than the Island City comprehensive plan growth rate.

The TSP is based on an analysis of existing and future transportation conditions in the La Grande/Island City urban area. The consultant team reviewed and updated the existing Level of Service (LOS) and capacity of the road system, modeling traffic operations at selected intersections and road segments within the planning area for the 1995 base year. The team also generated travel forecasts for the year 2015 under different improvement scenarios. (Traffic models and results are described more fully in Volume II, Chapters 5 and 6). The consultant team reviewed and updated the inventory of transportation infrastructure, the list of recommended transportation system improvements, and the recommended implementing policies and ordinances for adoption of the TSP. As part of the TSP update, the consultant team also reviewed and inventoried the Southeast La Grande Industrial Area and cooperated with Union County to review the Airport Industrial Area, south of the UGB on US Highway 30.

The TSP was developed to be consistent with existing plans and policies, including local comprehensive plans, state transportation plans, and federal transportation legislation. Applicable plans and policies are listed in Volume II, Chapter 1.

PLAN ORGANIZATION

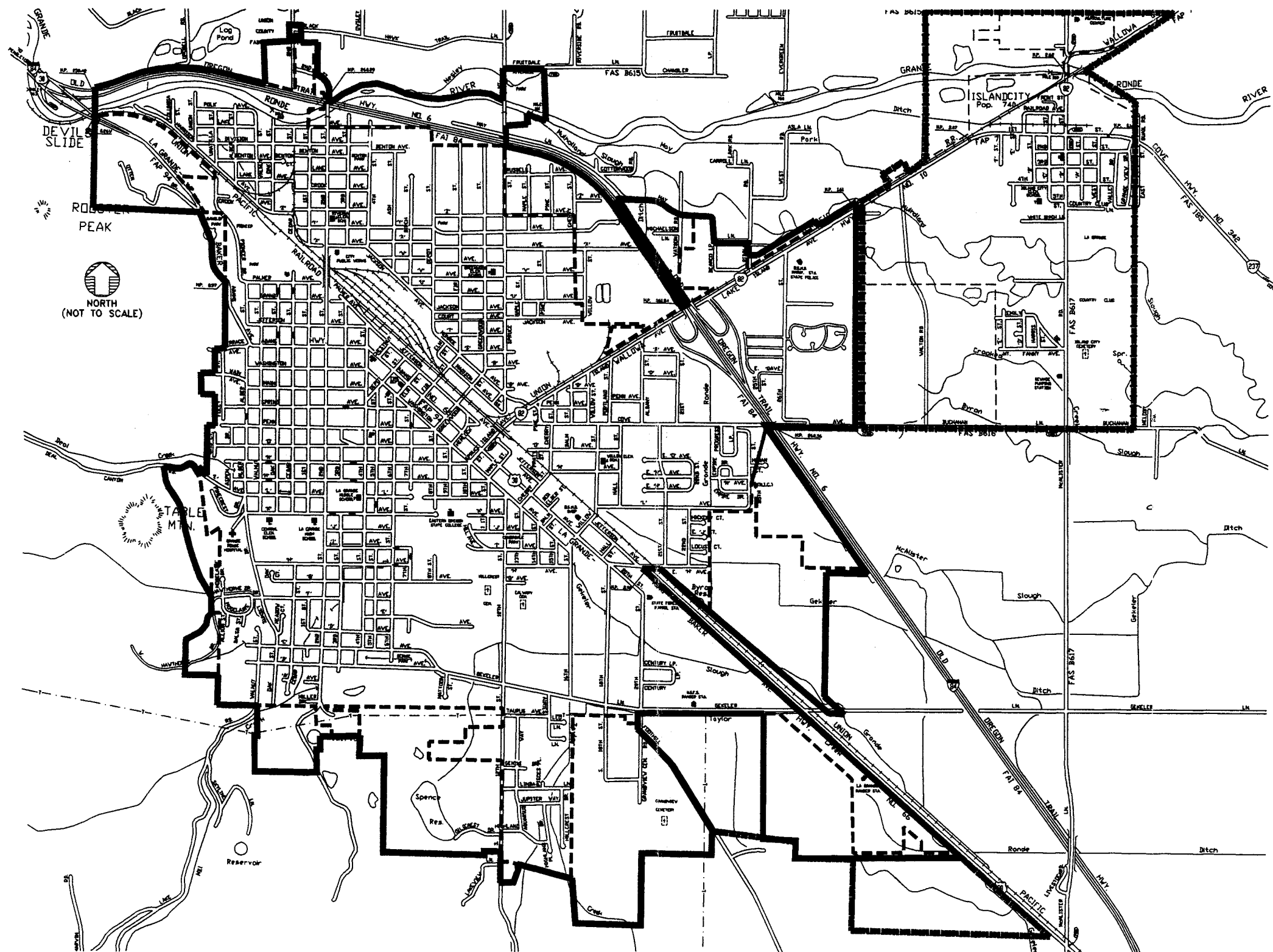
The TSP is organized into two volumes. Volume I describes the basic goals and elements of the TSP and highlights implementation actions for TSP adoption. Volume II is a background report that provides an analysis of existing and future transportation facilities and operational conditions. It also provides greater detail about recommended transportation standards, improvement projects, funding options, and comprehensive plan policy and land use ordinance amendments.

ELEMENTS OF THE TRANSPORTATION SYSTEM PLAN

The TSP includes three key elements that should be incorporated into existing plans and policies for the La Grande/Island City urban area:

- A set of transportation planning goals to be incorporated into each city's comprehensive plan;
- Recommended facility improvements to be incorporated into local capital improvement plans or city budget priorities; and
- Amendments to each city's existing land use ordinance and comprehensive plan.

Each of these elements is discussed below, followed by a recommended action for implementation of the TSP.



LEGEND

- LA GRANDE UGB
- LA GRANDE UGB EXPANSION
- LA GRANDE CITY LIMITS
- ISLAND CITY LIMITS
- ISLAND CITY UGB

LA GRANDE / ISLAND CITY TRANSPORTATION SYSTEM PLAN

PLANNING AREA

FIGURE
1

SEPTEMBER
1999

vollfig1.dwg

TRANSPORTATION PLANNING GOALS

The TSP includes a set of goals to guide transportation system planning and development in the La Grande/Island City urban area. The goals are based on goals and policies of the comprehensive plans for Union County, La Grande, and Island City, the Oregon Transportation Plan, and public input during the development of the 1998 Draft TSP. The goals address five areas: transportation access and options, the transportation system, land use compatibility, funding, coordination, and implementation.

Transportation Access and Options

1. Ensure a safe and efficient transportation system allowing access into and through the community for all users, including the transportation disadvantaged.
2. Improve personal mobility and access to transportation services by expanding the variety and availability of travel modes throughout the region.
3. Improve the movement of goods and delivery of services throughout the region using a variety of travel modes.
4. Provide connectivity between transportation options and to locations outside the study area.
5. Improve the overall safety and efficiency of transportation system operations by: (1) managing access to and development along state-maintained highway corridors; (2) promoting transportation demand management strategies; and (3) adopting ordinances to ensure safe and convenient connections between travel modes.
6. Provide adequate mobility and access for emergency services.

Transportation System

1. Ensure adequate capacity for future travel demand on collector and arterial streets and on the local highways to enable economic development in the community.
2. Improve the local circulation system to reduce the community's reliance on US Highway 30 (Adams Avenue) and Oregon State Highway 82 (Island Avenue).
3. Ensure the integration of adequate bike and pedestrian pathways through the community, particularly to connect schools and activity centers.
4. Protect the function of existing and planned roadways as identified in the Transportation System Plan through the application of appropriate access management techniques.*

Land Use Compatibility

1. Improve area-wide quality of life by: (1) increasing the compatibility of regional transportation system development with existing and future land use patterns, and (2) minimizing the impacts of transportation system development on the natural and built environment.
2. Provide a transportation system that attracts people to live and work in the area and supports and enhances the local economy, including the recreation and tourism industry.
3. Enhance or maintain a balance between jobs and housing in subdistricts of the urban area in order to reduce the number and length of trips.

Funding

1. Develop a transportation system that is economical and affordable for the users and for the community to construct and maintain.
2. Ensure sustained funding for needed transportation improvement projects.

Coordination

1. Develop recommendations that ensure the Transportation System Plan will be consistent with the goals, policies, and action strategies of the Oregon Transportation Plan, Statewide Planning Goals, Oregon Benchmarks, the Transportation Equity Act for the 21st Century (TEA-21), the Clean Air Act Amendments (CAAA), and the Americans with Disabilities Act (ADA).
2. Coordinate with the Oregon Department of Transportation to implement the highway improvements listed in the Statewide Transportation Improvement Program (STIP) that are consistent with the Transportation System Plan.*
3. Provide timely notice to ODOT regarding any land use action on or adjacent to a state transportation facility.*

Implementation

1. The Transportation System Plan is an element of the comprehensive plans for La Grande and Island City.
2. Maintain a Transportation System Plan which is flexible and adaptable to changing future conditions.

*These goals developed at the request of ODOT.

Recommended Action: *Adopt the transportation goals as part of the comprehensive plans for La Grande and Island City. The above goals should be incorporated into the cities' comprehensive plans in a format that is consistent with the existing plans.*

FACILITY MANAGEMENT AND IMPROVEMENTS

The 20-year transportation system plan for the La Grande/Island City urban area includes a system plan for each transportation mode, including recommended transportation system improvements. Each recommended improvement project is indicated for either *short-term* (0-5 years), *mid-term* (5-10 years), or *long-term* (10-20 years) implementation and assigned an estimated project cost. Key elements of each modal system plan are described below, with additional detail provided in Volume II, Chapter 7

Roadway Plan

Street Functional Classifications

The recommended roadway plan includes functional classifications for all existing and future streets in the La Grande/Island City urban area (see Figure 2). All streets in the planning area have been classified as Arterials, Major Collectors, Minor Collectors, or Local Streets.

Arterials form the primary roadway network within and through the urban area. They distribute traffic between different neighborhoods and districts. Local streets provide access to local residences and commercial uses. Collectors distribute traffic between local streets and arterials.

Street Design Standards

Street design standards ensure that the design of a roadway supports its intended function. Table 1 shows recommended roadway standards for the La Grande/Island City urban area. The standards are to be used as flexible guidelines for the development of future roadway facilities. These standards are illustrated as street cross sections in Volume II, Figures 7-2 and 7-3.

Access Management

Access management measures regulate access to streets, roads and highways from public roads and private driveways in order to maintain the capacity and function of the roadway network. The presence of too many access points along a heavily traveled street can contribute to safety problems or interfere with traffic flow. As the La Grande/Island City urban areas grows, demands on the street system will increase and access management measures will become increasingly important to protect the integrity of the street system.

The TSP recommends the following nine access management techniques be explored and utilized as appropriate to manage access on arterial roadways within the planning area:

- Restricting spacing between access points (driveways) based on the type of development and the speed along the arterial;
- Promoting shared access points between adjacent properties;
- Providing access via collector or local roadways instead of arterial roads where possible;
- Constructing frontage roads to separate local traffic from through traffic;
- Providing service drives to prevent spillover of vehicle queues onto adjoining roadways;
- Providing acceleration, deceleration, and right-turn-only lanes;
- Offsetting driveways to produce T-intersections in order to minimize the number of conflict points between traffic using the driveways and through traffic;
- Installing median barriers to control conflicts associated with left turn movements; and
- Installing curbs on property frontage along the arterial to restrict access width.

The TSP recommends general access management guidelines for different types of roadways. The guidelines are shown in Table 2. These guidelines are generally not intended to eliminate existing intersections or driveways. They should be applied when new development or major redevelopment occurs along a roadway, when a safety or capacity deficiency requires specific mitigation, or when the street undergoes a major construction project.

**TABLE 1
RECOMMENDED STREET STANDARDS .**

Functional Classification	ADT Volume	Speed (mph)	# of Travel Lanes	Travel Lane Width	Turn Lane or Median Width	Bike Lanes	Min. Bike Lane Width	On-Street parking	Side-walks	Min. Sidewalk Width	Planting Strip Width ¹	Total Paved Width ²	Total ROW Width ³	Private Access Spacing
Arterial	10,000	40-55	2-5	12'	4-14'	optional ⁴	5'	none	required	5'	8'	36'-72'	80'-102'	200'-400'
Downtown Arterial ⁵	10,000	20	2-3	11'	11'			both sides	required	12'	3'6" ⁶	49'	80'	200'
Major Collector	2,000 – 10,000	25-45	2-3	11'	12'	required	5'	one or both sides	required	5'	8'	52'-60'	62'-90'	150'-300'
Minor Collector	1,000 - 2,000	25-35	2	11'	none	optional ⁷	5'	one or both sides	required	5'	8'	30'-48'	60'-78'	75'-150'
Local Street	0 - 1,000	15-25	2	10'	none	none	none	one or both sides	required	5'	8'	28'-36'	40'-66'	each lot

¹A portion of the required planting strip width may be used instead as additional sidewalk width or reduced right of way, as appropriate.

²The minimum of the paved width was calculated with the following assumptions:

Arterials: Two travel lanes, 4' median divider, no center turn lane, no bike lanes.

Major Collectors: Two travel lanes, two bike lanes, no center turn lane, parking on one side.

Minor Collectors: Two travel lanes, parking on one side of street, no bike lanes.

Local Streets: Two travel lanes, parking on one side of street.

The maximum paved width for each street was calculated assuming the inclusion of all required and optional facilities.

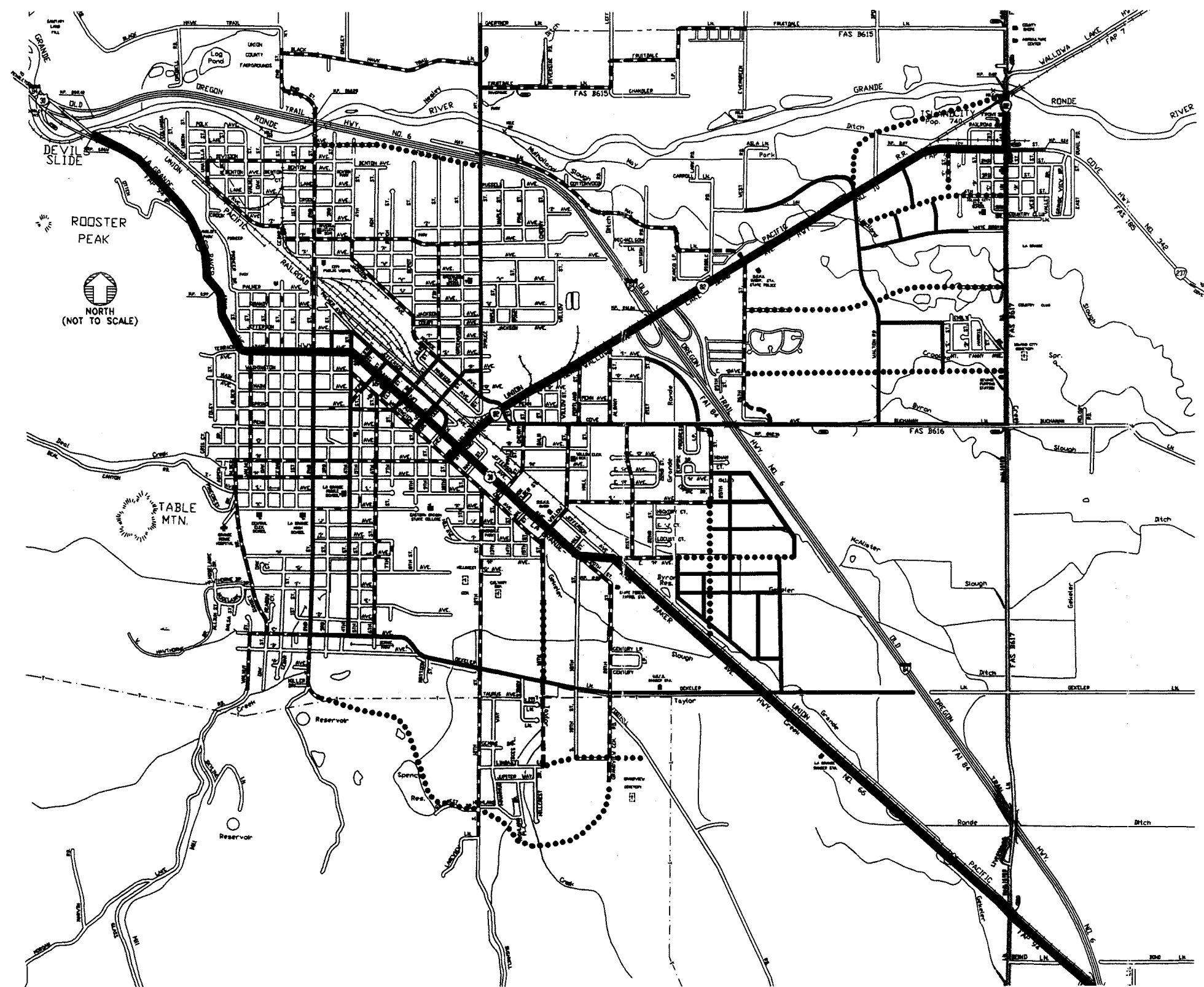
³These right-of-way width ranges are for new streets.

⁴Bike lanes should be provided on Arterials unless more desirable parallel facilities are designated and designed to accommodate bicycles.

⁵As developed for Adams Avenue in the *Downtown Design Plan*, adopted April, 1999, and in this TSP.

⁶Plantings would be as set for in the *Downtown Design Plan*.

⁷Bike lanes should be provided on Minor Collectors where traffic volumes or other factors warrant. Otherwise, Minor Collectors should be designed and designated as shared roadway facilities with wide outside travel lanes of 14' on important bike routes.



LEGEND

- ARTERIAL
- - - MAJOR COLLECTOR
- MINOR COLLECTOR
- PROPOSED COLLECTOR
- NEW LOCAL (EXACT LOCATION TO BE DETERMINED)

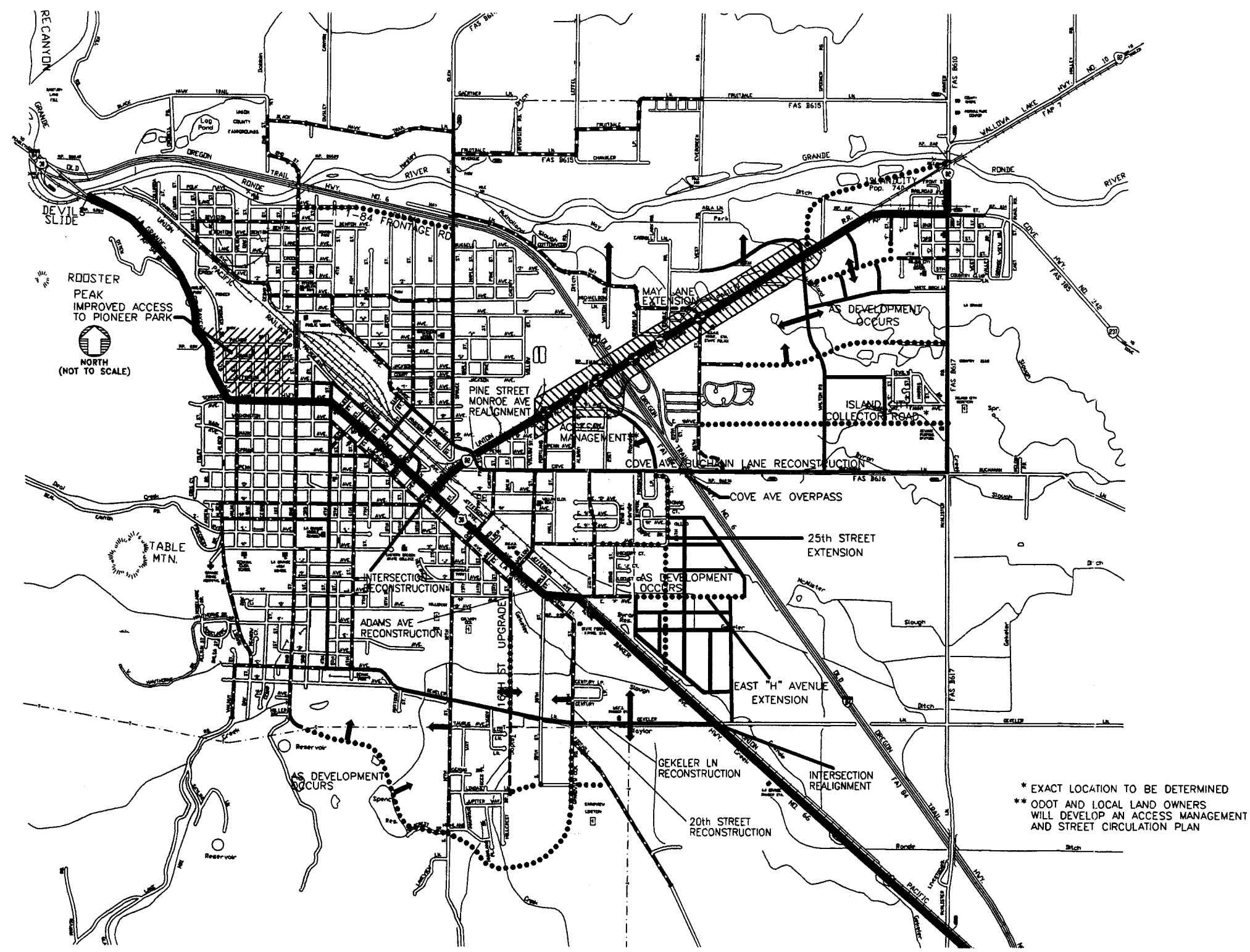
LAGRANDE/ISLAND CITY TRANSPORTATION SYSTEM PLAN

RECOMMENDED ROADWAY CLASSIFICATION

BASE MAP: ODOT, 1994

FIGURE
2

SEPTEMBER
1999



- LEGEND**
- ARTERIAL
 - MAJOR COLLECTOR
 - MINOR COLLECTOR
 - PROPOSED COLLECTOR
 - PROPOSED LOCAL STREET (EXACT LOCATION TO BE DETERMINED)
 - NEW TRAFFIC SIGNAL
 - POTENTIAL LOCAL STREET CONNECTIONS

LA GRANDE / ISLAND CITY TRANSPORTATION SYSTEM PLAN

RECOMMENDED ROADWAY PLAN

FIGURE
3

TABLE 2
RECOMMENDED GENERAL ACCESS MANAGEMENT GUIDELINES

Functional Classification	Access Category	Urban/ Rural	Intersection		Signal Spacing	Median Control
			Public Road Type ⁽¹⁾	Private Drive ⁽²⁾ Spacing		
Arterial						
I-84	1	U	Interchange	2-3 Mi.	None	Full
US 30						
2 nd St. – Island Ave.		U ⁽³⁾	At grade	400 ft	Lt./Rt. Turns	None
Other Urban areas	6	U	At grade	500 ft	Lt./Rt. Turns	None
OR 82						
West of I-84	6	U	At grade	800 ft	Lt./Rt. Turns	Partial/None
East of I-84	4	U	At grade	800 ft	Lt./Rt. Turns	Partial/None
OR 237	6	U	At grade	300 ft	Lt./Rt. Turns	None
Collector	NA	U	At grade	300 ft	Lt./Rt. Turns	NA
Local	NA	U	At grade	250 ft	Lt./Rt. Turns	NA

¹ Other intersection design treatments may be considered within access categories 4 & 6.

² Generally, no signals will be allowed at private access points on statewide and regional highways. Allowed access spacing may be more restrictive (vary) to optimize capacity and safety. Access to state highways require a permit from the ODOT District Office.

³ Intersection and driveway spacing based on existing "downtown" access patterns in the urban area listed.

Reference: Table 1 - Access Management Classification System, Appendix B, 1991 Oregon Highway Plan.

Reduced intersection spacing standards are recommended for US 30 within downtown La Grande to support existing development patterns and preserve the downtown feel and pedestrian-friendly nature of these areas. Island City has indicated a desire to slow traffic speeds on Highway 82 and to provide more frequent and safer pedestrian crossings in the downtown area. It is recommended that the City and ODOT consider techniques such as landscaping, street trees, and well-marked pedestrian crossings, which will retain the appropriate operation of the highway and provide improved safety and convenience for city residents.

Roadway Improvement Projects

Roadway and intersection improvement projects are listed in Table 3, each with a funding priority and estimated project cost. The projects include new roadways, improvements to existing roadways, intersection reconstruction and realignment projects, and intersection signalization.

The following new roadways are recommended to serve new development anticipated in the La Grande/Island City urban area:

- Extend Second Street from existing terminus to Gekeler Lane via 12th Street
- Extend 16th Street from Gekeler Lane to Linda Lane
- Extend 25th Street from 'H' Avenue to just east of the UP Railway
- Extend 'H' Avenue from 22nd to 26th Street

- Construct frontage road along Interstate 84 from existing terminus of Lake Road to Spruce Street
- Extend May Lane to 26th Street/Island Avenue intersection
- Extend Fourth Street in Island City from Walton Road to 'F' Avenue
- Construct collector road in Island City from Walton Road to McAlister Road
- Construct collector road in Island City from 26th Street to Walton Road
- Construct collector road in Island City from May Lane to McAlister Road on the north side of Island Avenue

Local road authorities will establish plan lines for all new arterials and collectors after adoption of this TSP. These road plan lines will be used to determine future right of way to be reserved.

The following improvements to existing facilities are recommended:

- Upgrade Cove Avenue/Buchanan Lane
- Reconstruct Gekeler Lane from 16th Street to Adams Avenue (US Highway 30)
- Reconstruct Adams Avenue from Willow Street to 20th Street
- Reconstruct 20th Street from Adams Avenue to Gekeler Lane

The following intersections are recommended for reconstruction and realignment:

- Washington Street/Island Avenue/'N' Avenue/10th Street
- 26th Street/May Lane/Island Avenue
- Gekeler Lane/US Highway 30
- Island Avenue/Pine Street/Monroe Avenue

Several intersections are likely to require signalization as traffic volumes increase: Adams Avenue at Willow Street, Island Avenue at the I-84 ramps, and at the proposed extension of May Lane. Consistent with a 1997 study, *Island Avenue Traffic Management Projects*, it is also recommended that the traffic signal on Island Avenue at the Grande Ronde Mall be replaced with signals at Albany Street and Portland Avenue. Installation of traffic signals should occur as traffic volumes warrant. The signalization projects along Island Avenue are anticipated as mid-term projects, to occur in five to ten years.

Pedestrian Plan

The TSP includes specific recommended improvements to complete the pedestrian system in La Grande and Island City, with the goal that every urban street include sidewalks, preferably on both sides of the roadway. New sidewalks will support pedestrian travel to schools and encourage walking between civic, commercial, and retail activities in the downtown and along Island, Cove, and Adams Avenues. In addition to constructing new sidewalks where they are currently absent, the plan recommends replacing sidewalks in disrepair, widening sidewalks where they are currently too narrow, and providing curb cuts for wheelchair access. Both the pedestrian and bicycle system plans incorporate the improvement projects listed in the 1996 *Union County Bicycle/Pedestrian Plan*.

Figure 4 shows the recommended pedestrian plan. Table 4 lists recommended pedestrian improvement projects along with a funding priority for each. Costs for those pedestrian projects that would occur in conjunction with other road construction or reconstruction projects are included with the cost of the roadway project in Table 3. Estimated project costs for other pedestrian projects are provided in Table 4.

**TABLE 4
RECOMMENDED PEDESTRIAN IMPROVEMENTS**

Street/road	Beginning	Ending	Width	Side of road	Cost estimate (in thousands of dollars)
La Grande pedestrian improvements					
Adams Ave	Alder St	Walnut St	5 ft	North	*
Adams Ave	Hall St	20 th St	5 ft	Both	*
20 th St	Adams Ave	Gekeler Lane	5 ft	Both	*
Albany St	Cove Ave	Island Ave	5 ft	Both	\$122
Alder St/Sunset Dr	L Ave	N Ave	5 ft	East	\$114
C Ave	Sunset Dr	Walnut St	5 ft	Both	\$12
C Ave/Gekeler Lane	Sixth St	12th St	5 ft	South	*
Cedar St	Y Ave	Z Ave	5 ft	Both	\$14
Cove Ave	Albany St	East La Grande city limits	5 ft	South	*
Cove Ave	Balm St	East La Grande city limits	5 ft	North	*
Division Ave	Umatilla St	Second St	5 ft	South	\$136
East H Ave	Adams Ave	Cul-de-sac terminus	5 ft	Both	*
East L Ave	Willow St	25th St	5 ft	Both	\$190
Eastern Oregon University Campus	Area between C Ave and G Ave	Between Sixth St and 12th St	**	Both	\$161
First St	K Ave	N Ave	5 ft	Both	\$73
Gekeler Lane	16th St	U.S. Highway 30	5 ft	Both	*
Harrison Ave	Umatilla St	Walnut St	5 ft	Both	\$83
Island Ave	Monroe Ave	East La Grande city limits	5 ft	North	*
Jackson Ave	Second St	Elm St	5 ft	Southwest	\$244
Jefferson Ave	Third St	Fourth St	5 ft	South	\$22
L Ave	11th St	12th St	5 ft	Both	\$24
M Ave	Alder St	Oak St	5 ft	South	\$39
May Lane	Spruce St	Riddle Rd	5 ft	Both	\$422
Monroe Ave	Hemlock St	Island Ave	5 ft	Southwest	\$29
N Ave	Alder St	Oak St	5 ft	Both	\$39
Oak St	K Ave	N Ave	5 ft	Both	\$73
Portland St	Cove Ave	Island Ave	5 ft	Both	\$92
R Ave	Greenwood St	Spruce St	5 ft	South	\$14
Riddle Rd	May Lane	Island Ave	5 ft	Both	\$47

Table 4 (cont.). Recommended Pedestrian Improvements

Street/road	Beginning	Ending	Width	Side of road	Cost estimate (in thousands of dollars)
Second St	Lake Ave	Union Fairgrounds	County 5 ft	East	*
16th St	Gekeler Lane	Washington Ave	5 ft	Both	*
Sixth St	Gekeler lane	Washington Ave	5 ft	Both where segments missing	\$317
Spring Ave	Fourth St	Sixth St	5 ft	North	\$20
Spruce St	Monroe Ave	S Ave	5 ft	West	\$26
Spruce St	Z Ave	Fruitdale Lane	5 ft	East	\$105
12th St	Gekeler Lane	J Ave	5 ft	West	\$219
20th St	Gekeler Lane	Adams Ave	5 ft	Both	\$14
21st St	East H Ave	East L Ave	5 ft	West	\$42
25th St	East L Ave	Cove Ave	5 ft	Both	\$105
26th St	Cove Ave	Island Ave	5 ft	Both	\$275
Umatilla St	Division Ave	Harrison Ave	5 ft	Both	\$29
Walnut St	South La Grande city limits	C Ave	5 ft	Both	\$92
Walnut St	K Ave	Adams Ave	5 ft	Both	\$166
Washington Ave	15th St	16th St	5 ft	Southwest	\$17
Willow St	East N Ave	Cove Ave	5 ft	West	\$72
Willow St	Adams Ave	East N Ave	5 ft	Both sides where missing	\$25
Y Ave	Cedar St	Second St	5 ft	Both	\$39
Z Ave	Walnut St	Cedar St	5 ft	Both	\$29
Island City Pedestrian Improvements					
Buchanan Lane	East La Grande city limits	McAlister Rd	5 ft	Both	*
Cove Highway/Buchanan Lane	McAlister Rd	East Island city limits	4-ft shoulders	Both	*
F St	First St	South Terminus	5 ft	Both	\$17
Fourth St	F St	McAlister Rd	5 ft	Both	*
Island Ave	East La Grande city limits	F St	5-ft	North	*
McAlister Rd	Island Lane	Buchanan Lane	5 ft	Both	\$392
Walton Rd	Island Ave	Buchanan Lane	5 ft	Both	\$317

*Included as part of roadway project cost estimate ** To be determined

Bicycle Plan

The TSP identifies a system of bicycle facilities to connect residential neighborhoods to major generators of bicycle traffic, such as schools, parks, and civic and commercial centers (see Figure 5 and Table 5). Bike lanes are recommended on all arterial streets and most collector streets, except where designated parallel facilities can provide superior routes. Identified bike lane projects are recommended for near-term implementation on streets with adequate width and in conjunction with street construction or reconstruction where pavement widths are currently insufficient. Shared facilities are recommended for local streets and collector streets with lower traffic volumes. Improvements to the bicycle network are proposed to link important destinations, such as city centers, schools, and Eastern Oregon University, which is expected to grow from 2,000 to 3,000 students over the 20-year planning period.

**TABLE 5
RECOMMENDED BICYCLE IMPROVEMENTS**

Street / road	Beginning	Ending	Facility	Side of road	Cost estimate (in thousands of dollars)
La Grande bicycle improvements					
Adams Ave.	Alder St.	Fourth St.	Shared	Both	N/A
Adams Ave.	Willow St.	20th St.	5-ft lanes	Both	\$122
Alder St./Sunset Dr.	C Ave.	N Ave.	Shared	Both	N/A
C Ave.	Sunset Dr.	6th St.	Shared	Both	N/A
Gekeler Lane	6 th	16th	5-ft lanes	Both	?
Gekeler Lane	16 th	Highway 30	5-ft lanes	Both	*
Cedar St.	Adams Ave.	Palmer Ave.	Shared	One-way	N/A
Cherry St.	Washington Ave.	Cove Ave.	Shared	Both	N/A
Cove Ave.	Pine St.	East La Grande city limits	5-ft lanes	Both	\$99
Eastern Oregon University Campus	Area between C Ave. and G Ave.	Between Sixth St. and Twelfth St.	**	Both	\$77
Fir St.	Washington Ave.	Monroe Ave.	Shared	Both	N/A
Fourth St.	C Ave.	Adams Ave.	Shared	Both	N/A
Greenwood St.	Monroe Ave.	Y Ave.	Shared	Both	N/A
K Ave.	Alder St.	Fourth St.	Shared	Both	N/A
M Ave.	Alder St.	Fourth St.	Shared	One-way	N/A
May Lane	Spruce St.	Riddle Rd.	Shared	Both	N/A
Monroe Ave.	Fir St.	Island Ave.	Shared	Both	N/A
N Ave.	Alder St.	Fourth St.	Shared	One-way	N/A
Oak St.	N Ave.	Palmer Ave.	Shared	One-way	N/A
Pine St.	Island Ave.	Cove Ave.	Shared	Both	**
Riddle Rd.	May Lane	Island Ave.	Shared	Both	N/A
S Ave.	Fir St.	Spruce St.	Shared	Both	N/A
Second St.	Adams Ave.	Grandy Ave.	Shared	Both	N/A
Second St.	Grandy Ave.	Union County Fairgrounds	Shared	Both	*
Spruce St.	Hemlock St.	Fruitdale Lane	Shared	Both	N/A
12th St.	Gekeler Lane	Washington Ave.	Shared	Both	N/A

Table 5 (continued). Recommended Bicycle Improvements

Street / road	Beginning	Ending	Width	Side of road	Cost estimate (in thousands of dollars)
La Grande bicycle improvements					
20th St.	Gekeler Lane	Adams Ave.	Shared	Both	N/A
Washington Ave.	Oak St.	16th St.	Shared	Both	N/A
Willow St.	Washington Ave.	Cove Ave.	Shared	Both	N/A
Y Ave.	Second St.	Spruce St.	Shared	Both	N/A
Island City bicycle improvements					
Buchanan Lane	East La Grande city limits	McAlister Rd.	5-ft lanes	Both	*
Cove Highway	McAlister Rd.	East Island city limits	4-6 ft shoulders	Both	*
Oregon Highway 82	First St.	North Island city limits	6-ft shoulders	Both	\$178
McAlister Rd.	First St.	White Birch Lane	6-ft shoulders	Both	\$104
McAlister Rd.	White Birch Lane	Buchanan Lane	6-ft shoulders	Both	\$282
Walton Rd.	Island Ave.	Buchanan Lane	4-6 ft shoulders	Both	\$345

*Included in roadway/intersection project cost estimate ** To be determined

Transit Plan

The projected population of the La Grande/Island City urban area is not expected to support the implementation of a fixed-route local transit system. However, the dial-a-ride service may be expanded to serve the general population. The existing intracity transit provided by Greyhound and the Wallowa Valley Stage will continue to effectively serve the population of La Grande and Island City for long distance trips.

Railway Plan

Until 1997, Amtrak provided passenger rail service to La Grande via the Pioneer Line on the Union Pacific Railroad main line, providing an important connection to major destinations such as Portland, Seattle, Boise, and Salt Lake City. With highway funding limited and an extensive rail infrastructure already in place, the reinstatement of Amtrak service should be supported.

La Grande is served by the Union Pacific Railroad, a Class I line-haul freight railroad which runs along the north side of La Grande's downtown. Union Pacific estimates that approximately 40 freight trains pass through La Grande each day. In addition to the Union Pacific Railroad, an Idaho Northern Pacific branch line on the north side of Island Avenue is an important route for freight to and from the east. The TSP recognizes that rail transportation should remain an available option to both cities and promotes the continued use of these facilities in the La Grande and Island City urban areas.

The TSP also acknowledges that the existing number of at-grade railroad crossings in La Grande and Island City are an inconvenience to many residents and commercial owners north of the railroad tracks. However, no immediate changes to the existing crossings are recommended at this time. If the number of trains passing through La Grande increases dramatically in the future, grade-separated crossings may need to be constructed, particularly if motor vehicle-train conflicts or other safety problems arise.

Air Plan

Charter air service is available at the La Grande/Union County Municipal Airport, but no commercial air service is presently available. Pendleton offers the closest commercial air service, with daily Horizon Air flights to and from Portland and the Tri-Cities. The La Grande/Island City Transportation System Plan acknowledges the increasing use and importance of air transportation and encourages the continued use of existing facilities. The feasibility of creating an Eastern Oregon regional airport to serve the needs of La Grande and Baker City residents should be studied.

Other Modes

The TSP supports the continued use of the Port of Umatilla facilities for waterborne transportation via the Columbia River. The Plan also recognizes that only recreational uses are suited to the Grande Ronde River.

Current pipeline service includes transmission lines for electricity, cable television, telephone service, pipeline transport of water, sewer, oil, and natural gas. The La Grande/Island City Transportation System Plan encourages the continued use of pipelines for moving these commodities through the urban area.

The TSP also recognizes that telecommuting is becoming a feasible alternative to commuting by motor vehicle; thus reducing, and possibly even eliminating some auto and transit trips during the peak hours. These commuting alternatives have the potential to reduce the need for expansion of the conventional transportation system infrastructure. As such, the use of telecommuting and other similar technologies should be encouraged through land use policies and plans.

Recommended Action: *Include the improvements identified in the TSP as part of the capital improvements plans (CIP) and/or city funding priorities for the cities of La Grande and Island City.*

FUNDING FOR TRANSPORTATION IMPROVEMENTS

Overall, the La Grande/Island City TSP identifies over \$21 million in specific projects to be implemented over the next 20 years, as shown in Tables 5 and 6 below. It describes funding sources and financing mechanisms, which may be available to implement the recommended transportation system improvements (see Volume II, Chapter 8). The Cities of La Grande and Island City will need to continue to work with ODOT and Union County in order to obtain funding for transportation improvements.

TABLE 6
SUMMARY OF ESTIMATED TRANSPORTATION IMPROVEMENT COSTS
LA GRANDE

Funding Priority	Improvement Type	Total Estimated Cost (1998 Dollars)
Short-term (0-5 years)	Roadway and Intersection	3,691,000
Mid-term (5-10 years)	Roadway and Intersection	6,522,000
Long-term (10-20 years)	Roadway and Intersection	1,390,000
"As development occurs"	Roadway and Intersection	3,695,000
varied	Pedestrian	3,542,000
varied	Bicycle	298,000
Total		19,138,000

TABLE 7
SUMMARY OF ESTIMATED TRANSPORTATION IMPROVEMENT COSTS
ISLAND CITY

Funding Priority	Improvement Type	Total Estimated Cost (1998 Dollars)
"As development occurs"	Roadway and Intersection	2,986,000
varied	Pedestrian	726,000
varied	Bicycle	909,000
Total		4,621,000

Recommended Action: The cities of La Grande and Island City should continue to work with ODOT and Union County in order to obtain funding for transportation improvements.

LAND USE RECOMMENDATIONS

The Transportation Planning Rule requires that land use and transportation planning be coordinated to achieve an efficient transportation system consistent with the cities' transportation goals. The TSP recommends a general land use strategy to be pursued in long-range planning processes as well as amendments to the comprehensive plans and land use ordinances for the two cities.

Land Use Strategy

To reduce the number and length of trips, the TSP recommends promoting a balance between the number of jobs and housing units in each subdistrict of the urban area. Balancing the ratio of jobs to housing can limit the number of cross-town commuting trips and reduce traffic. Because it will also tend to reduce average trip length, a jobs/housing balance also encourages the use of alternative transportation modes, such as walking and bicycling. Volume II of the TSP includes

an analysis of the ratio of jobs to housing in seven subdistricts of the La Grande/Island City urban area, and models the related traffic impacts.

With the exception of the north subdistrict in La Grande, the subdistricts are reasonably well balanced, and major changes to the cities' land use designations were not found to be necessary. However, the cities should pursue opportunities for balancing jobs and housing where such opportunities arise. In La Grande, an increase in the number of jobs and housing in the southwest subdistrict of the city, where significant industrial growth is proposed south of Gekeler Lane (if a UGB expansion is justified), was found to decrease future traffic volumes on Island Avenue. In Island City, the comprehensive plan has already established a growth scenario that would achieve a jobs/housing balance. In cases where a jobs/housing balance in a subdistrict is not feasible because of land suitability or land use compatibility issues, improving connections for all transportation modes should be a priority to enhance efficiency and convenience of traveling to and from different parts of the urban area.

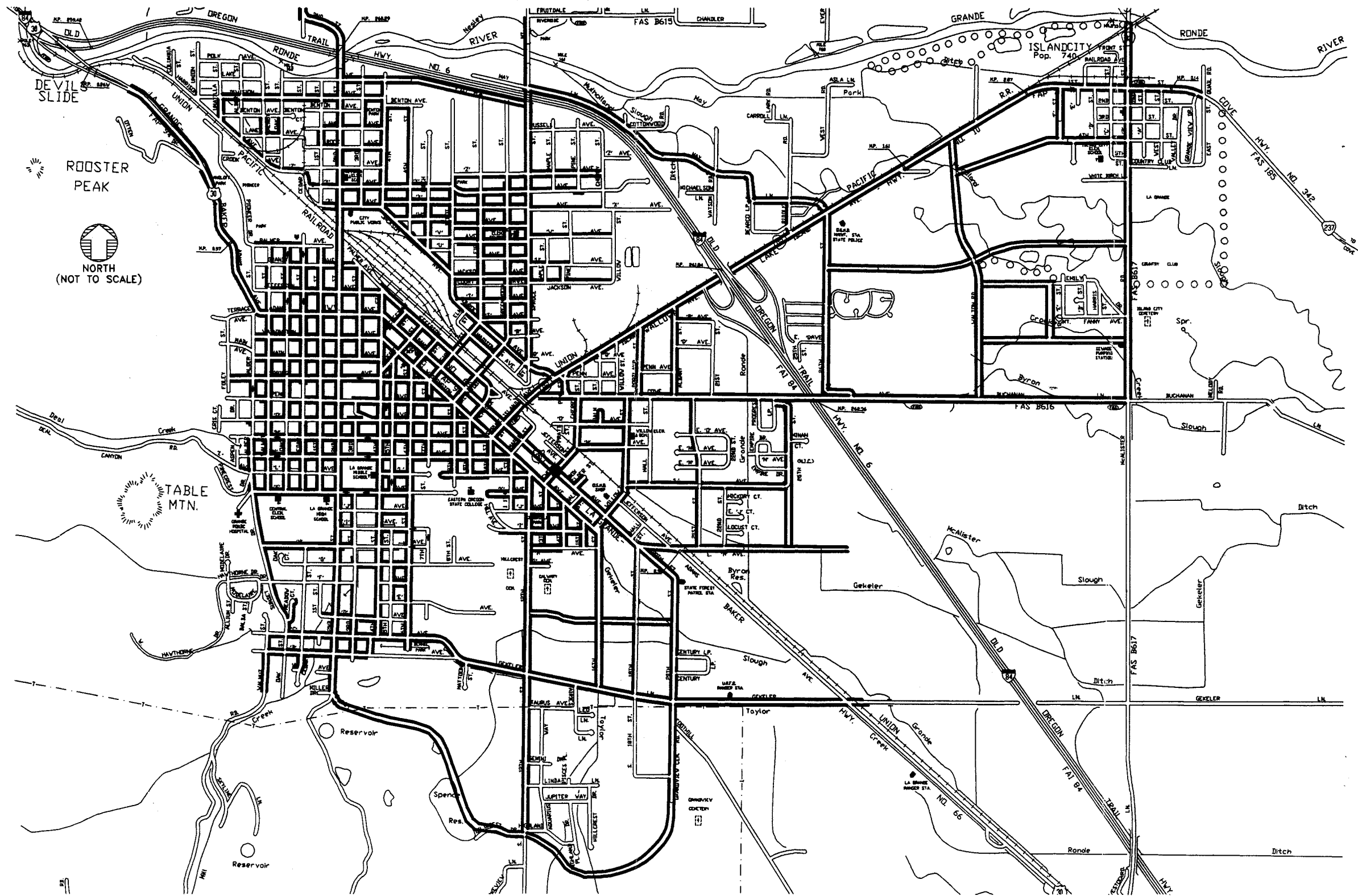
Additional land use strategies can ensure that new development supports a safe, efficient, and multi-modal transportation system. For example, limiting the number of access points from new development can protect the function of arterials. Allowing neighborhood commercial uses near residential development can reduce the length of routine errands and promote bicycling and walking. New development can support alternative transportation modes through building orientation and placement, and by providing appropriate facilities for pedestrians and bicyclists. Street systems to serve new development should be interconnected to allow for pedestrian and bicycle travel.

Land Use Ordinance Amendments

The TSP proposes land use ordinance amendments to implement the TSP goals, provide standards for developing the transportation system consistent with the TSP, and ensure that new development occurs in a way that supports an efficient transportation system. Amendments to land use regulations, such as allowing a greater degree of complementary mixed uses, are also recommended to comply with state Transportation Planning Rule (TPR) requirements and to enhance the performance of the local transportation system. Specific amendment language is provided for the *La Grande Land Development Code* and the *Island City Development Code* in Volume II, Appendix F.

Recommended Action: Adopt the code amendments as identified in Appendix F for the La Grande Land Development Code and the Island City Development Code.

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LEGEND

- EXISTING SIDEWALKS
- PROPOSED SIDEWALKS
- • • BIKE AND PED PATH
- PEDESTRIAN SIGNAL

**LAGRANDE/ISLAND CITY
TRANSPORTATION SYSTEM PLAN**

RECOMMENDED PEDESTRIAN PLAN

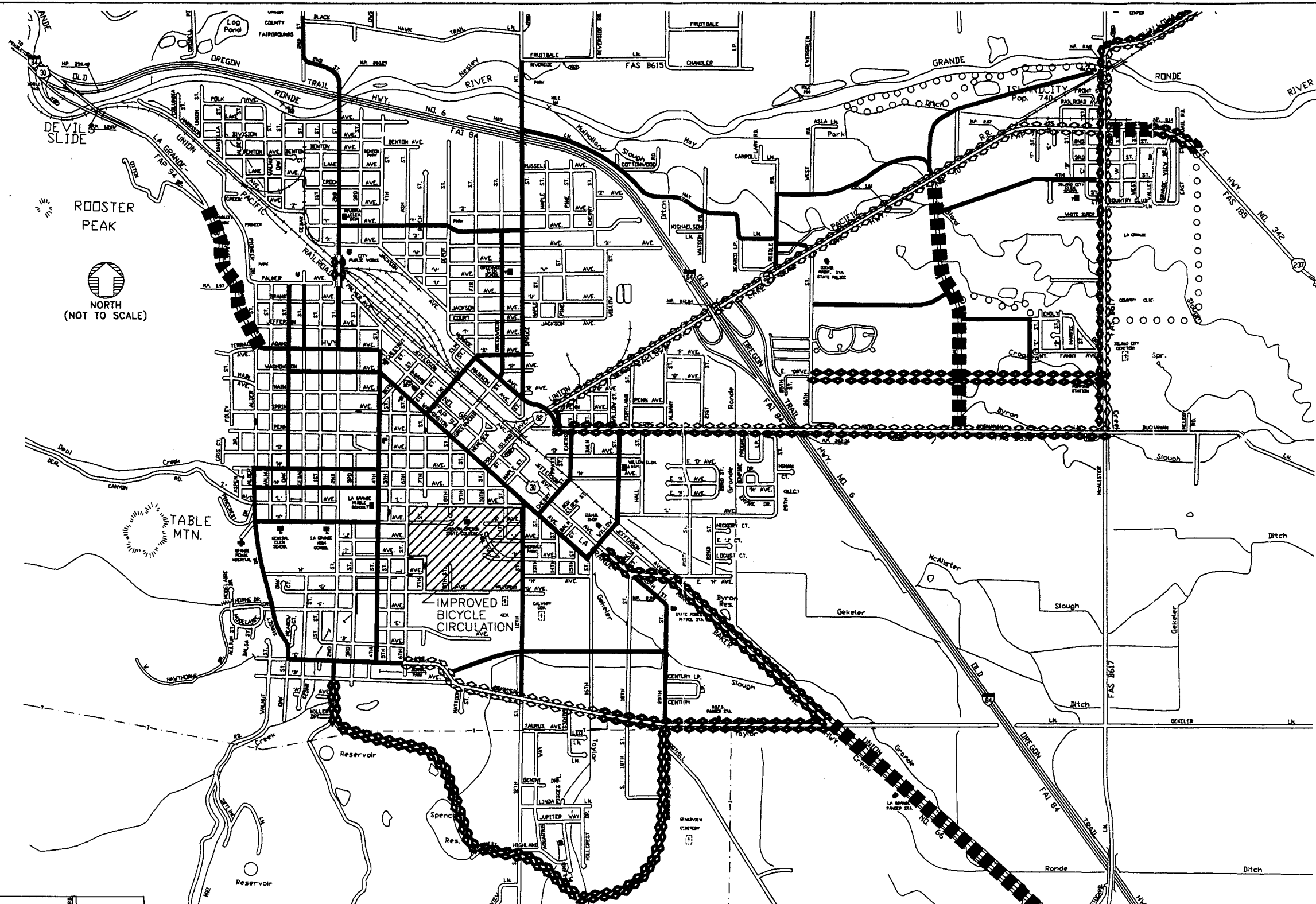
BASE MAP: ODOT, 1994

FIGURE

4

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1999

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LA GRANDE / ISLAND CITY TRANSPORTATION SYSTEM PLAN

RECOMMENDED BICYCLE PLAN

FIGURE
5

TABLE 3. RECOMMENDED ROADWAY AND INTERSECTION PROJECTS

STREET AND PROJECT NAME	LOCATION	FUNCTIONAL CLASSIFICATION	PROJECT DESCRIPTION	FUNDING PRIORITY	ESTIMATED COST (\$1000)
La Grande roadway and intersection improvements:					
Washington St./Island Ave./N Ave./10th St. Intersection		Arterial/ Minor Collector/Local Street	Reconstruct intersection and eliminate 10th St. access.	short-term	40
Adams Ave. intersection	Willow St.	Arterial	Signalize by installation of one traffic signal.	short-term	152
Cove Ave./Buchanan Ln. (Phase 1)	Cherry St. to McAlister Rd.	Major Collector	Reconstruct to include center left turn lane, bike lanes, sidewalks, planting strips, and a parking lane on the south side. Total project length (Phases 1 and 2) is approximately 9700'.	short-term	2,714
May Lane extension	Riddle Rd. to Island Ave.	Local Street	New construction aligning at 26th St. to include two 5-foot sidewalks and shared roadway for bikes.	short-term	182
16th St. extension	Gekeler Ln. to Linda Ln.	Minor Collector	Construct 16th St. as two-lane street with planting strips and sidewalks. Project length approx. 1300'. Required ROW: 60'.	short-term	603
Short-term project subtotal:					3,691
Island Ave. intersection realignment	Pine St. to Monroe Ave.	Arterial	Realign Pine St./Monroe Ave./Island Ave. intersection. Reconstruct Island Ave. to a five-lane cross-section; Pine and Monroe to three lanes. Reconstruct Pine or Monroe so that the streets are directly aligned. Project length approx. 300'. Required right-of-way and land acquisition will depend on alignment selected.	mid-term	300
Island Ave. intersection signalization	Albany St.	Arterial	Signalize by installation of one traffic signal and relocate Boise Cascade access.	mid-term	152
Island Ave. intersection signalization	Interstate 84 eastbound ramp	Arterial	Signalize by installation of one traffic signal.	mid-term	152
Island Ave. intersection signalization	Interstate 84 westbound ramp	Arterial	Signalize by installation of one traffic signal.	mid-term	152
Island Ave. intersection signalization	Portland St.	Arterial	Relocate traffic signal from Grande Ronde Mall entrance to Portland St.	mid-term	51
Cove Ave./Buchanan Ln. (Phase 2)	Cherry St. to McAlister Rd.	Major Collector	Reconstruct to include center left turn lane	mid-term	2,714
Gekeler Ln. reconstruction	16th St. to Hwy 30	Major Collector	Reconstruction to allow for two travel lanes, bike lanes and sidewalks. Realign Gekeler/Highway 30 intersection to 90-degrees. Project length: approx. 4400'.	mid-term	2,000
20th St. reconstruction	Adams Ave. to Gekeler Ln.	Minor Collector	Reconstruction to allow for two travel lanes, bike lanes and sidewalks.	mid-term	1,000
Mid-term project subtotal:					6,522
Interstate 84 frontage road	Lake Ave. existing terminus to Spruce St.	Minor Collector	New construction to include two 5-ft sidewalks and two 5-ft bke lanes. Right-of-way acquisition.	long-term	721
Adams Ave.	Willow St. to 20th St.	Arterial	Reconstruction to allow for two travel lanes, bike lanes and sidewalks. Project length: approx. 1600'.	long-term	669
Long-term project subtotal:					1,390
East H Ave. extension	22nd St. to 26th St.	Minor Collector	Extend H Avenue east approximately 1600', constructing as new two-lanes street with sidewalks and planting strips.	as development occurs	486
26th St. realignment and May Lane/Island Ave. signalization	26th St. to May Ln./Island Ave.	Minor Collector	Realign 26th St./ May Lane by installation of one traffic signal at May Lane/Island Ave.	as development occurs	757
25th St. extension	East H Ave. to east of UP Railway	Minor Collector	New construction with two travel lanes, sidewalks, bike lanes.	as development occurs	909
Second St. extension (Phase 1)	C Avenue to 12th St.	Minor Collector	Construct new north/south street extending from Second St and connecting Gekeler Lane to 12th St, a distance of approximately 6000' (Phases 1 and 2 combined). Construct with two travel lanes, sidewalk, planting strip, and shared roadway for bikes.	as development occurs	771
Second St. extension (Phase 2)	12th Street to Gekeler Lane	Minor Collector	New construction with two travel lanes one sidewalk and shared roadway for bikes. Right-of-way acquisition.	as development occurs	771
"As development occurs" project subtotal:					3,695
Total cost of improvments in La Grande:					15,298
Island City Roadway and Intersection Projects					
Fourth St. extension	Walton Rd. to F Ave.	Minor Collector	New construction to include two 5-ft sidewalks and shared roadway for bikes.	As development occurs	623
South Island City collector road	Walton Rd. to McAlister Rd.	Minor Collector	New construction to include two 5-ft sidewalks and shared roadway for bikes.	As development occurs	721
West Island City collector road	26th St. to Walton Rd.	Minor Collector	New construction to include two 5-ft sidewalks and shared roadway for bikes.	As development occurs	792
North Island City collector road	Walton Rd. to Highway 82	Minor Collector	New construction to include two 5-ft sidewalks and shared roadway for bikes.	As development occurs	850
Island City Project Subtotal:					2,986

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- Appendix B: Review of Plans and Policies**
- Appendix C: Stakeholder Interviews**
- Appendix D: Transportation Network Summary**
- Appendix E: Cost Analysis Details**
- Appendix F: Land Use Plan and Code Amendments**

CHAPTER 1: INTRODUCTION

The La Grande/Island City Transportation System Plan (TSP) is a 20-year plan for the management of existing transportation infrastructure and the design and construction of new transportation facilities within the La Grande/Island City urban area. It is a multi-modal transportation plan addressing motor vehicle, pedestrian, bicycle, transit, rail, air, water, and pipeline transportation systems.

The TSP is organized into two volumes. Volume I describes the basic goals and elements of the TSP and highlights implementation actions for TSP adoption. This volume (Volume II) is a background report which provides an analysis of existing and future transportation facilities and operational conditions. This volume also details the recommended transportation standards, improvement projects, funding options, and comprehensive plan policy and land use ordinance amendments.

PLANNING AREA

The planning area for this transportation system plan includes all land within the current urban growth boundaries (UGBs) for La Grande and Island City. The planning area also includes the La Grande/Union County Municipal Airport, which is located south of the current La Grande UGB, as well as an area located south of Gekeler Lane in La Grande which lies outside of the current UGB but is under consideration for inclusion within a future UGB expansion. If brought within La Grande's UGB, this area would be designated primarily for industrial uses. Figure 1-1 shows the planning area.

PLANNING PROCESS

This TSP updates a March 1998 Draft TSP developed by Kittelson and Associates to reflect an expanded planning area and revised demographic data. This TSP was developed through a public involvement process and in consultation with local officials. The planning process is described in the introduction to Volume I.

RELATED DOCUMENTS

The TSP was developed to be consistent with local, state, and federal plans and policies which impact transportation in the La Grande/Island City urban area. The following documents were reviewed to ensure that the TSP would be consistent with existing transportation policies. A summary of each document is provided in Appendix B.

- Transportation Efficiency Act for the 21st Century (TEA-21)
- Oregon Transportation Plan (1992)
- Oregon Highway Plan (1991)
- Oregon State Transportation Planning Rule (TPR)
- Highway 82 Strategy Plan
- La Grande Transportation Plan (1982)
- La Grande Comprehensive Plan (1991)
- Island City Comprehensive Plan (1996)
- La Grande Smart Development Code Revisions Project Report (1997)

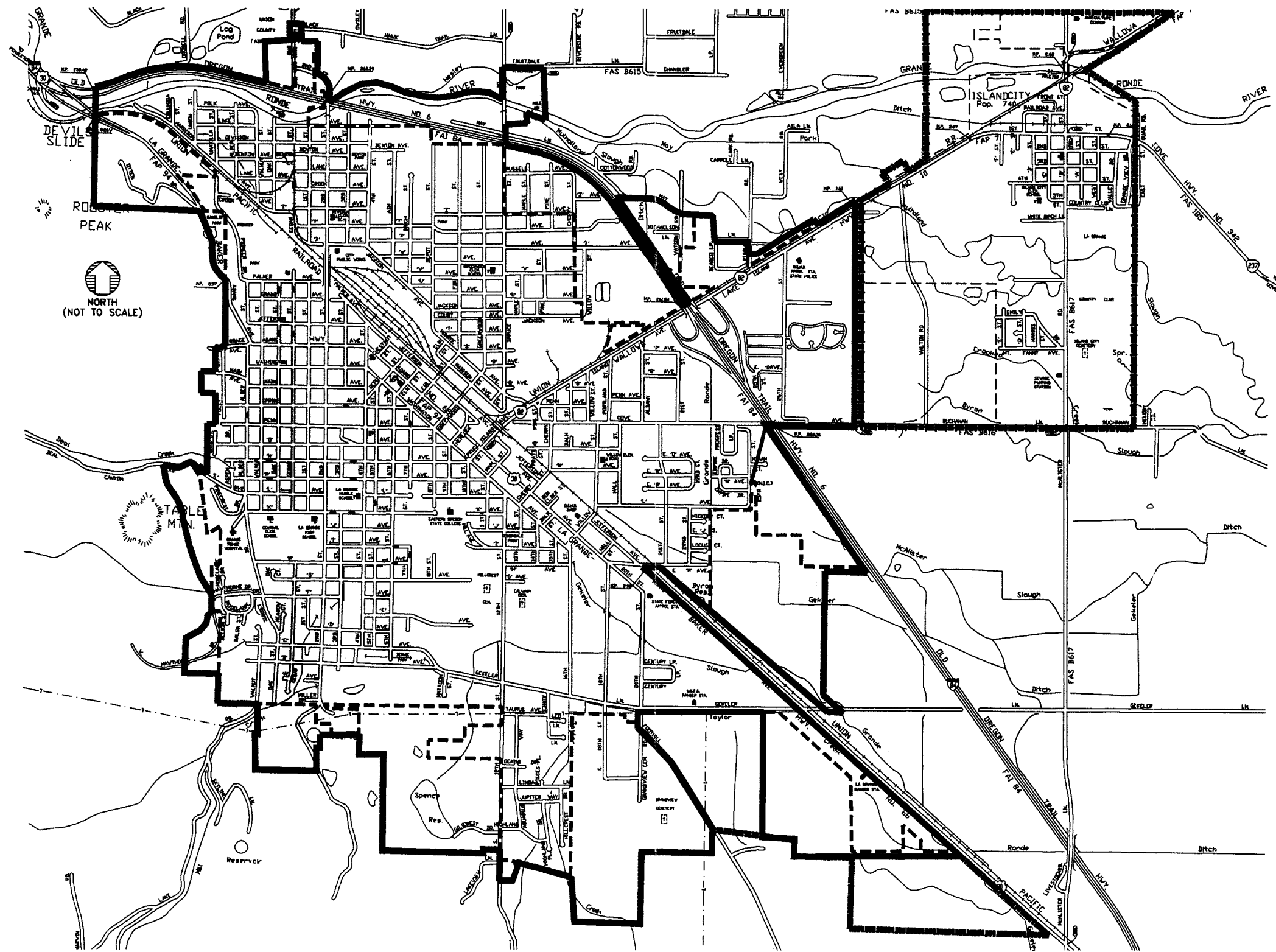
- Union County Transportation System Plan (1999)
- La Grande/Island City Bike/Pedestrian Plan (1996)
- Transportation Planning Study: Island Avenue Strip Detailed Corridor Plan (1993)
- Union County Transportation System Plan (1999)
- Island Avenue Access Management Projects (1997)
- Oregon Highway 82 Corridor Plan Transportation Improvement and Management Element (1997)
- La Grande Downtown Design Plan (1999)
- City of La Grande Specific Development Plan for the East Side (1995)

ORGANIZATION OF VOLUME II

This volume is organized into chapters, which correspond with major project steps:

- **Chapter 1** provides an introduction to the volume, lists related documents considered in the development of the plan, and outlines the contents of Volume II.
- **Chapter 2** establishes the goals for the La Grande/Island City Transportation System Plan.
- **Chapter 3** inventories the existing transportation infrastructure in La Grande and Island City for automobiles, pedestrians, bicycles, transit, rail and air travel, water transportation, and pipelines.
- **Chapter 4** describes current transportation operational conditions, including land uses, traffic volumes, road capacity, and safety.
- **Chapter 5** provides travel forecasts for the year 2015 assuming projected local and regional population growth and development in accord with the local comprehensive plans. These travel forecasts are provided for a "No Build" scenario in which no improvements are made to the existing transportation system.
- **Chapter 6** provides travel forecasts under a set of different transportation improvement alternatives.
- **Chapter 7** is the recommended transportation system plan, including street functional classifications, street design standards, and recommended transportation system improvements for the next 20 years.
- **Chapter 8** discusses funding and financing options available to fund the recommended transportation system improvements.

Supplemental information is provided in Appendices A through G. Appendix F recommends modifications to the land use ordinances for La Grande and Island City to implement the TSP and ensure that new land development is consistent with the function of an efficient transportation system.



LEGEND

- LA GRANDE UGB
- LA GRANDE UGB EXPANSION
- LA GRANDE CITY LIMITS
- ISLAND CITY LIMITS
- ISLAND CITY UGB

LA GRANDE / ISLAND CITY TRANSPORTATION SYSTEM PLAN

PLANNING AREA

FIGURE
1-1

SEPTEMBER
1999

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CHAPTER 2: TRANSPORTATION GOALS

The TSP includes a set of goals to guide transportation system planning and development in the La Grande/Island City urban area. The goals were developed in conjunction with the 1998 Draft TSP based on goals and policies of the comprehensive plans for Union County, La Grande, and Island City, as well as the Oregon Transportation Plan. The goals have been grouped into five areas: the transportation system, transportation access and options, land use compatibility, funding, and coordination and implementation.

Transportation Access and Options

1. Ensure a safe and efficient transportation system allowing access into and through the community for all users, including the transportation disadvantaged.
2. Improve personal mobility and access to transportation services by expanding the variety and availability of travel modes throughout the region.
3. Improve the movement of goods and delivery of services throughout the region using a variety of travel modes.
4. Provide connectivity between transportation options and to locations outside the study area.
5. Improve the overall safety and efficiency of transportation system operations by: (1) managing access to and development along state-maintained highway corridors; (2) promoting transportation demand management strategies; and (3) adopting ordinances to ensure safe and convenient connections between travel modes.
6. Provide adequate mobility and access for emergency services.

Transportation System

1. Ensure adequate capacity for future travel demand on collector and arterial streets and on the local highways to enable economic development in the community.
2. Improve the local circulation system to reduce the community's reliance on US Highway 30 (Adams Avenue) and Oregon State Highway 82 (Island Avenue).
3. Ensure the integration of adequate bike and pedestrian pathways through the community, particularly to connect schools and activity centers.
4. Protect the function of existing and planned roadways as identified in the Transportation System Plan through the application of appropriate access management techniques.*

Land Use Compatibility

1. Improve area-wide quality of life by: (1) increasing the compatibility of regional transportation system development with existing and future land use patterns, and (2) minimizing the impacts of transportation system development on the natural and built environment.
2. Provide a transportation system that attracts people to live and work in the area and supports and enhances the local economy, including the recreation and tourism industry.
3. Enhance or maintain a balance between jobs and housing in subdistricts of the urban area in order to reduce the number and length of trips.

Funding

1. Develop a transportation system that is economical and affordable for the users and for the community to construct and maintain.
2. Ensure sustained funding for needed transportation improvement projects.

Coordination

1. Develop recommendations for ensuring that the Transportation System Plan will be consistent with the goals, policies, and action strategies of the Oregon Transportation Plan, Statewide Planning Goals, Oregon Benchmarks, the Transportation Equity Act for the 21st Century (TEA-21), the Clean Air Act Amendments (CAAA), and the Americans with Disabilities Act (ADA).
2. Coordinate with the Oregon Department of Transportation to implement the highway improvements listed in the Statewide Transportation Improvement Program (STIP) that are consistent with the Transportation System Plan.*
3. Provide timely notice to ODOT regarding any land use action on or adjacent to a state transportation facility.*

Implementation

1. The Transportation System Plan is an element of the comprehensive plans for La Grande and Island City.
2. Maintain a Transportation System Plan which is flexible and adaptable to changing future conditions.

*These goals developed at the request of ODOT.

CHAPTER 3: TRANSPORTATION SYSTEM INVENTORY

This chapter contains an inventory of the existing transportation system in La Grande and Island City, including the street system as well as the pedestrian, bikeway, public transportation, rail, air, water, and pipeline systems.

ROADWAY SYSTEM

The roadway system serves as the primary means of mobility within the planning area. The roadway system consists of one interstate freeway, several state highways, and numerous county and city streets. Figure 3-1 depicts the existing roadway system.

INTERSTATE HIGHWAYS

Old Oregon Trail (Interstate 84)

Interstate 84 is the major east-west interstate freeway in Oregon, linking many of the communities along the northern and eastern edges of the state. From the La Grande/Island City area, Interstate 84 provides a connection west to Portland and Washington and east to Idaho and Utah. Interstate 84 has four lanes and runs a total of 5.73 miles through the planning area. Access from the freeway to the surface street system is provided at three interchanges: the North La Grande interchange (exit 259, for eastbound traffic only), the Wallowa Lake Highway interchange (exit 261), and the South La Grande interchange (exit 264).

STATE HIGHWAYS

Wallowa Lake Highway (Oregon State Highway 82)

The Wallowa Lake Highway connects the cities of La Grande and Island City and is the only highway link between Union and Wallowa Counties. The highway provides access to the Wallowa Mountains and Hells Canyon, and is part of the U.S. Forest Service's Wallowa Mountains Scenic Byway, which forms a loop through La Grande, Wallowa, and Baker City. The highway also provides access to the Lewiston/Clarkston area via a connection with Oregon State Highway 3 in Enterprise. The Wallowa Lake Highway originates at the intersection of Adams Avenue (US Highway 30) and Island Avenue just southeast of downtown La Grande. The highway is also known as Island Avenue within the city of La Grande and as First Street and McAlister Road in Island City. One of only two grade-separated crossings of the Union Pacific Railroad tracks within the city of La Grande is located along the Wallowa Lake Highway.

La Grande-Baker Highway (U.S. Highway 30)

The La Grande-Baker Highway parallels Interstate 84 through Union and Baker Counties, connecting the cities of La Grande, Union, North Powder, Haines, and Baker City. Within the city of La Grande, the highway is known as Adams Avenue. U.S. 30 leaves the Interstate to follow the La Grande-Baker Highway through La Grande, rejoining the Interstate at the other end of town, a total distance of 5.39 miles. South of La Grande, the highway is also known as Oregon 203. The La Grande-Baker Highway has been assigned a District Level of Importance in the 1991 Oregon Highway Plan (OHP). According to the OHP, the primary function of District Highways is to serve local traffic and access.

Cove Highway (Oregon State Highway 237)

The Cove Highway connects Island City to Union via the community of Cove. Within Island City, the highway is also known as First Street. A total of 0.14 mile of the highway lies within the study area. The highway has a District Level of Importance.

STREETS

Streets located in the planning area include arterials, collectors, and local streets. These facilities are maintained by the cities of La Grande, Island City, or Union County, depending on their location.

The city of La Grande's *Comprehensive Plan* describes the function of different types of city streets:

Arterials connect major traffic generators, provide continuous and efficient routes into and through the city, and connect with county arterials and/or state highways.

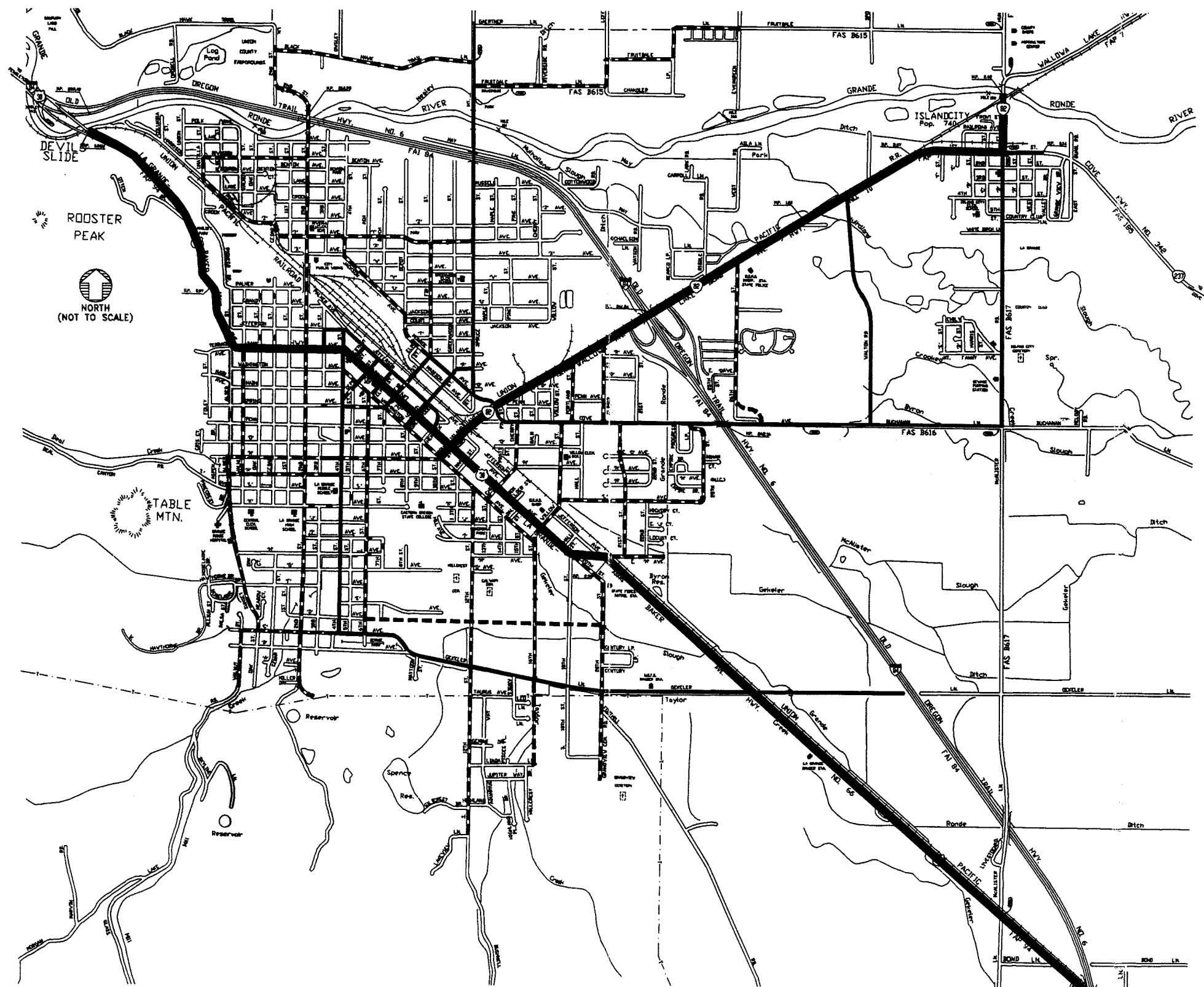
Collectors carry traffic between neighborhoods and arterials, with traffic collection as a primary purpose and local land access a secondary purpose.

Local Streets provide access to abutting properties.

Figure 3-1 shows the location of arterial, collector, and local streets within the planning area. Table D-5 in Appendix D provides additional detail on the functional classification, jurisdictional responsibility, and physical characteristics of arterial and collector streets in the urban area.

EXISTING TRAFFIC CONTROL

Traffic signals are located along the two state-maintained streets in La Grande, Adams Avenue (U.S. Highway 30) and Island Avenue (Oregon State Highway 82); and at two locations along Island Avenue (Oregon State Highway 82) in Island City. The six traffic signals in La Grande and the two in Island City



BASE MAP: ODOT, 1994

LEGEND

- ARTERIAL
- MAJOR COLLECTOR
- MINOR COLLECTOR

LAGRANDE/ISLAND CITY TRANSPORTATION SYSTEM PLAN

EXISTING ARTERIAL/ COLLECTOR STREET SYSTEM

FIGURE
3-1

SEPTEMBER
1999 fig_3-1.dwg

are maintained by the State of Oregon. The remaining major street intersections within the study area are controlled with stop signs.

Five-way stop control is present at the following two intersections:

- Washington Avenue/Island Avenue/'N' Avenue/Tenth Street
- Washington Avenue/Fir Street/Spring Avenue/Seventh Street

Four-way stop control is present at two intersections:

- 'Y' Avenue/Second Street
- 2nd Avenue/ 'K' Avenue

Figure 3-2 shows the traffic control devices for the major intersections.

PEDESTRIAN SYSTEM

Sidewalks exist along many of the collectors and arterials in La Grande and Island City, as shown in Figure 3-3. In most cases, both sides of the street have sidewalks. Island Avenue is an exception because no sidewalks are present along its north side, closest to the railroad tracks. However, sidewalks are currently being constructed on the north side of Island Avenue between Albany Street and Walton Road. In addition, there are a limited number of businesses or other pedestrian attractions on the north side of the street. A pedestrian signal is located at the Adams Avenue/Cherry Street intersection, and most of the other signalized intersections in the two cities are equipped with pedestrian call buttons.

BIKEWAY SYSTEM

Striped bicycle lanes are located along both sides of Island Avenue between Monroe Avenue in La Grande and the Grande Ronde River in Island City; along 'C' Avenue/Gekeler Lane in La Grande between 6th and 12th Streets; and along Gekeler Lane between 12th and 16th Streets. Bike lanes are located along Cove Avenue from Willow Street to Interstate 84; along Buchanan Lane between Interstate 84 and McAlister Road; and along McAlister Road between Buchanan Lane First Street in Island City connecting Island City and the city of La Grande. The bike lane is only the north side of the street on Cove Avenue. In addition, portions of Adams Avenue (US Highway 30) just within and beyond the La Grande city limits have wide shoulders suitable for bicycles. Presently, there is a separate bicycle/pedestrian path located near Adams Avenue south of the city limits of La Grande. In addition, the wide sidewalk installed on Willow Avenue from Cove to Adams was intended to be a shared pedestrian/bicycle facility. Figure 3-3 shows bicycle facilities within the study area.

PUBLIC TRANSPORTATION

There is currently no fixed-route intracity public transit system serving the general population within the La Grande/Island City area. However, various forms of demand-responsive public transportation are available, primarily serving population groups with special needs. Regular fixed-route services are available for trips between La Grande/Island City and other urban areas.

Local Transit

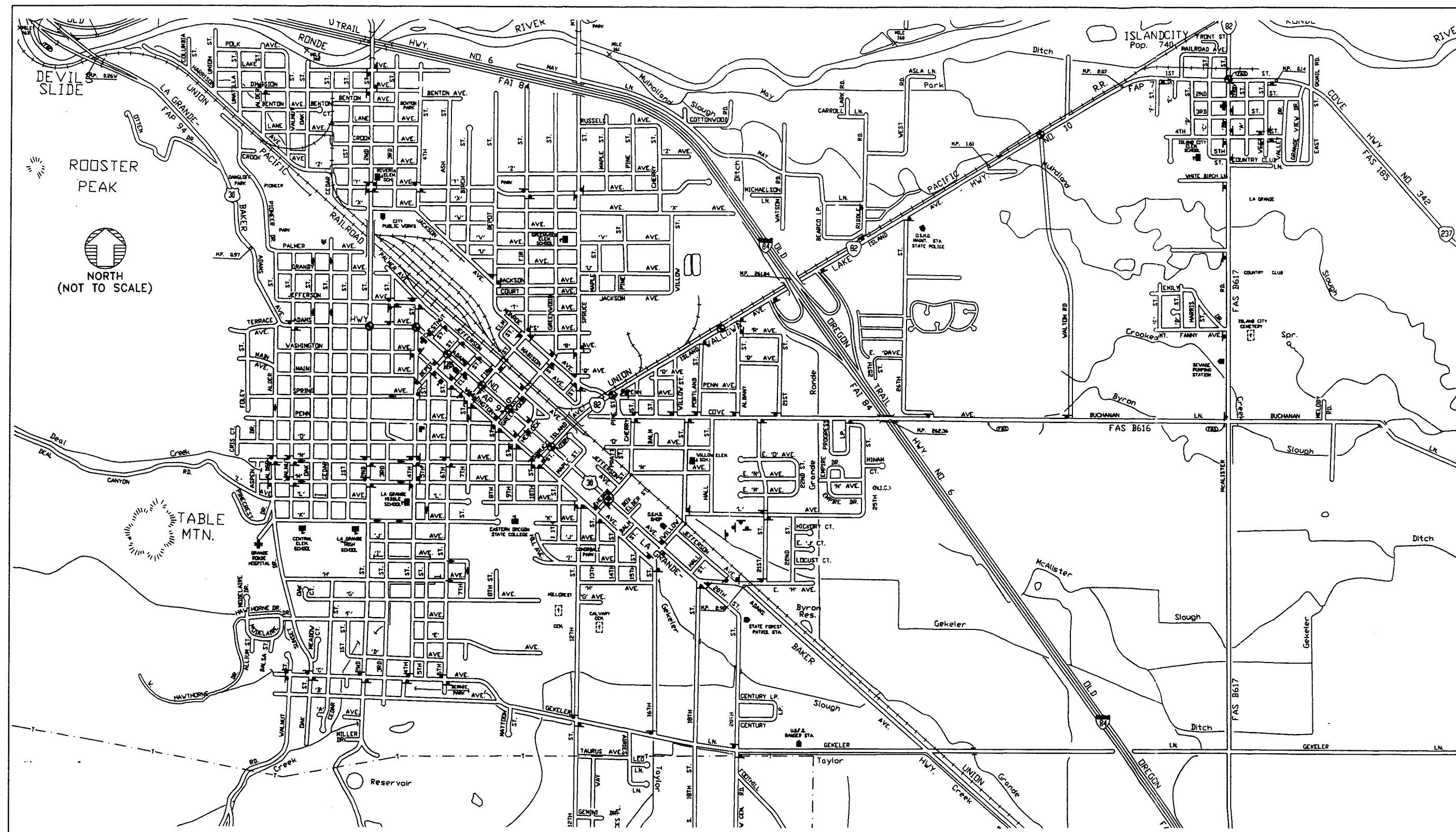
Demand-responsive transit, often called "dial-a-ride," responds to customer requests for service rather than following a fixed route and time schedule. Services are often for mobility-impaired customers and provided in a smaller vehicle or van. Within the La Grande/Island City urban area, dial-a-ride service is provided for the elderly and disabled through the Union County Transportation Coalition. The Coalition was formed by three social service providers - Community Connection, New Day Enterprises, and the Center for Human Development - in order to pool resources, lower the cost per trip, and increase service while minimizing service duplication. Demand for dial-a-ride service has increased steadily and is reaching capacity. Currently, the major funding source for these services is ODOT's Special Transportation Fund.

Community Connection provides dial-a-ride service within the La Grande/Island City area between 7:00 A.M. and 6:00 P.M., Monday through Friday. This service began originally for the transportation disadvantaged, but has expanded to serve the general public. Requests for rides must be made a day in advance. The fare is 50 cents per one way trip and \$1.00 per round trip. A monthly transportation pass may be purchased for \$20.00 for La Grande service only. Community Connection has four vans, which serve La Grande: one 15-passenger bus, one 14-passenger bus, one mini-bus, and one 12-passenger bus. All vehicles except the 12-passenger bus are ADA accessible. All drivers are volunteers. In the mid-1990s, Community Connection served about 13,650 rides per year throughout Union County.

New Day Enterprises and the Center for Human Development are social service agencies that provide client transportation only. Altogether, the two agencies operate 14 vehicles, which are used to provide transportation to group home clients on a 24-hour basis.

Shelter from the Storm is a non-profit organization that focuses on helping people through crisis situations. Its transportation program is voluntarily staffed and consists of rural outreach to those who are isolated from a range of services, including legal and medical services, trips to the grocery store, and trips to and from school. Because Shelter from the Storm is a crisis response organization, its transit needs do not often overlap with Community Connection or the local taxi service.

A private taxi service, the Blue Mountain Cab Company, operates within La Grande and Island City and occasionally transports passengers as far as Pendleton, Walla Walla, or Baker City. The taxi service operates 24 hours per day except on Sundays. The company owns two vehicles, but only one vehicle is in operation at a time. The service does not have ADA-compliant vehicles. Trips within La Grande's City Limits cost \$5.00 one way and trips outside the city limits cost an additional \$1.25 per mile. Senior citizens pay only \$2.50 for a one-way ride to any destination.



LEGEND

- TRAFFIC SIGNAL
- ⊙ PEDESTRIAN ACTIVATED SIGNAL
- ▲ STOP SIGN

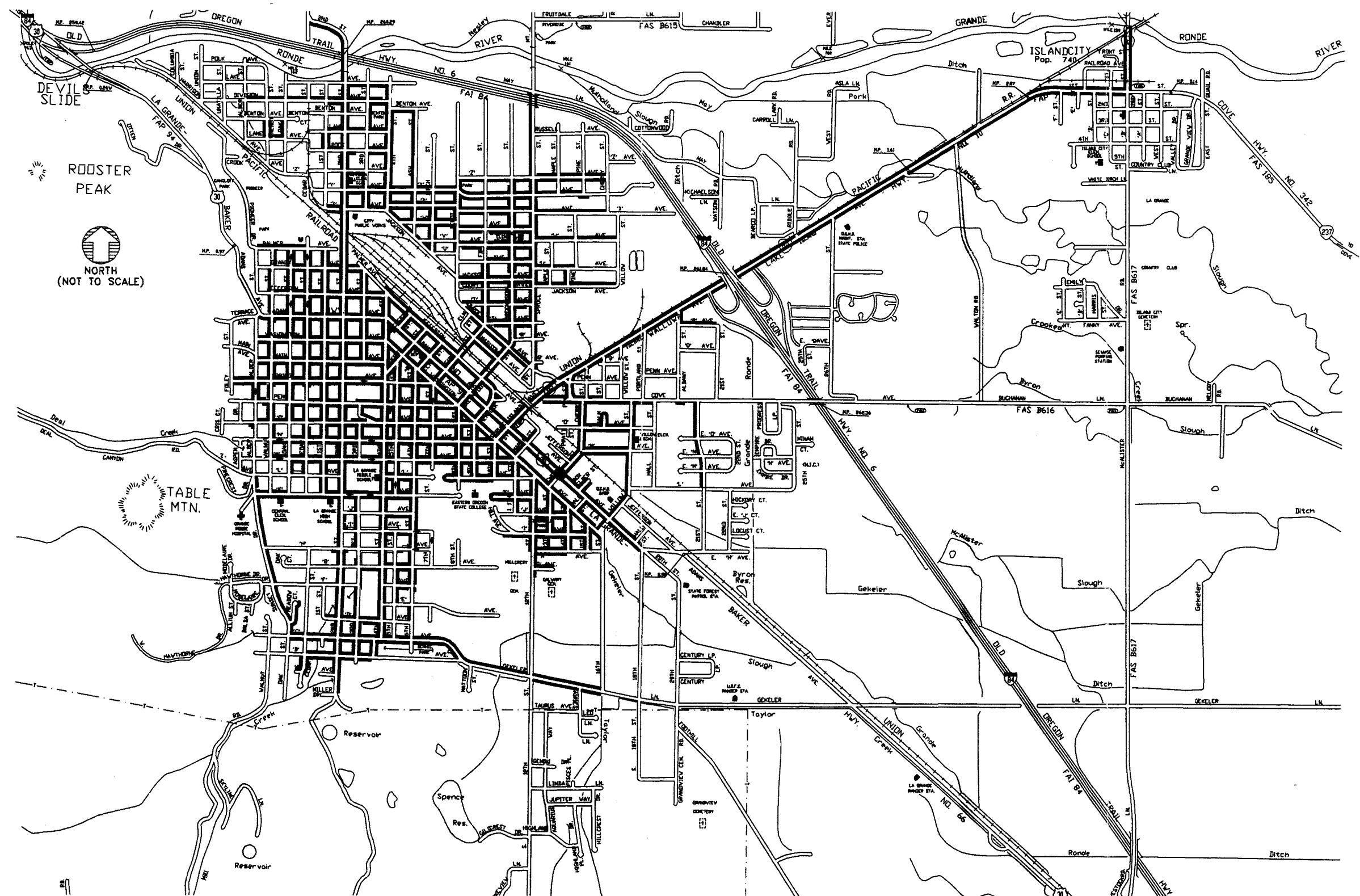
NOTE: THIS MAP ILLUSTRATES LOCATIONS OF TRAFFIC CONTROL DEVICES AT PRINCIPAL ARTERIAL AND COLLECTOR INTERSECTIONS AND OTHER SELECTED INTERSECTIONS WITHIN THE STUDY AREA. THIS IS NOT A COMPLETE INVENTORY OF ALL TRAFFIC CONTROL DEVICES WITHIN LA GRANDE AND ISLAND CITY.

LAGRANDE/ISLAND CITY TRANSPORTATION SYSTEM PLAN

EXISTING TRAFFIC CONTROL

BASE MAP: 000T, 1994

FIGURE
3-2



Intercity Transit

The Wallowa Valley Stage Line, operated by Moffit Brothers Transportation, is based in the city of Lostine in Wallowa County. An eight-person van provides service six days per week on a fixed route between Joseph and La Grande, with stops in Enterprise, Lostine, Wallowa, Minam, Elgin, Imbler, and Island City. During the summer months stops are also made at Wallowa Lake on an on-call basis. Vans depart from Joseph at 6:30 A.M. and arrive in La Grande at 8:45 A.M. or depart from La Grande at 11:55 A.M. and arrive in Joseph at 2:45 P.M. The La Grande arrival is scheduled to connect with Greyhound bus service. The cost for a one-way trip between Joseph and La Grande is \$8.80; two-way trips cost \$15.85. Fare prices for other destinations vary depending upon trip length. Wallowa Valley Stage Line does not currently have a van with wheelchair transport capabilities, but is taking steps to remedy this situation and provide a van which is ADA-accessible. In the meantime, the company rents a van with these capabilities when a patron specifically requests the service. In addition to passenger service, Wallowa Valley Stage Line also provides package transport and charter services.

The Greyhound Bus Company serves La Grande on a daily schedule. Bus service is available eastbound towards Boise, Idaho and Salt Lake City, Utah, three times per day and westbound towards Portland, Oregon three times per day. Greyhound also provides same-day small parcel delivery service to La Grande. Greyhound has an agreement with Amtrak in which Amtrak tickets can be used to ride Greyhound buses in order to facilitate the movement of passengers through areas no longer served by passenger rail.

Union-Wallowa County Veteran's Services has one eight-passenger van stationed in La Grande for the transportation of veterans to the Veteran's Administration Hospital in Walla Walla, Washington two times per month. The van also travels periodically to Portland, Oregon. This van is used for medical transportation only and transported 700 people in 1997. There is no cost to passengers. The Veteran's Administration Hospital pays for vehicle maintenance and fuel and drivers are volunteers.

RAIL SERVICE

La Grande is served by the Union Pacific Railroad, a Class I line-haul freight railroad. The main railroad line connects Portland and Boise. A switching yard in La Grande allows access to Enterprise and Joseph via a branch line operated by Idaho Northern Pacific Railroad. Union Pacific estimates that approximately 40 trains, varying in length up to 7,200 feet, pass through La Grande each day. Union County generates approximately 0.5 million gross tons for shipment on Union Pacific Railroad per year.

Passenger rail service in La Grande was suspended by Amtrak in June 1997. Prior to this suspension, the Amtrak Pioneer Line operated between Seattle and Chicago via Portland and Denver, with trips departing eastward or westward from La Grande three times per week. Annual ridership on the Pioneer Line exceeded 5,280 passengers in La Grande during 1992. Amtrak now coordinates with Greyhound to provide connecting bus service to Portland. In other words, passengers who wish to travel on Amtrak from Portland

to another destination can purchase a single ticket, which includes the Greyhound bus trip from La Grande to Portland.

AIR SERVICE

Charter air service is available at the La Grande/Union County Municipal Airport, but no commercial air service is presently available. A Master Plan for this facility was prepared by CH2M Hill and adopted in 1998. The frequency and number of charter operations varies throughout the year. Pendleton offers the closest commercial air service, with daily Horizon Air flights to and from Portland and the Tri-Cities.

PIPELINE SERVICE

Pipeline transportation within the planning area includes transmission lines for electricity, cable television, and telephone services, as well as pipeline transport of water, sanitary sewage, and natural gas. In addition, the region currently operates an infrastructure that provides links for electronic communication.

GTE owns a fiber optic line that runs from the GTE building on Adams Avenue (US Highway 30) in La Grande to the city of Cove, Oregon. The line follows the right of way of Island Avenue in the La Grande/Island City urban area. GTE is adding a line extension from this current line to a new "point of presence" located on Pierce Lane. The newly constructed point of presence is owned by Touch America. Touch America plans to sell access to the fiber optic line to the local community, including GTE.

Two parallel pipelines, one containing natural gas and the other petroleum, are located approximately two miles south of La Grande. An offshoot of the natural gas line heads north and enters the city limits where it then follows the city's road network for household and commercial distribution. The petroleum pipeline is owned by Chevron.

WATER SERVICE

Water transportation on the Grande Ronde River is limited to recreational use of the river by small boats. The nearest port to La Grande and Island City is the Port of Umatilla, which is located on the Columbia River near Umatilla, Oregon. The port can be accessed from via I-84 to US 395. It provides container shipping (primarily potato and corn products) down the Columbia River through the Port of Portland to Pacific Rim locations.

CHAPTER 4: CURRENT TRANSPORTATION CONDITIONS

EXISTING LAND USE/ROADWAY CONNECTIVITY

Land use combined with roadway layout and connectivity play an important role in how efficiently a transportation system operates. A well-connected street system allows for many route options and shorter distances between destinations than a circuitous roadway system. In addition, compact land development and mixes of land uses (e.g. shopping near housing) allow for shorter trips. Locating employment centers and jobs close to residential areas is a fundamental land use/transportation method used to effectively reduce and shorten trip length. Land use and road layout can not only reduce the length of automobile trips, but also encourage the use of alternative modes of travel such as bicycling and walking.

La Grande

La Grande contains a grid roadway system with a fairly compact urban form. Downtown development includes a mix of commercial and higher-density homes with small-lot single-family homes developing on the north and south side of the railroad tracks. Land to the east of the downtown area includes a mixture of small-lot single-family homes, commercial, and industrial uses. Residential uses occupy more of the developed land area within the UGB than any other single use category with an average lot size of 13,000 square feet. Commercial development is located primarily along Adams Avenue (US Highway 30) and Island Avenue with only a few commercial developments located outside of these two highway corridors. Most industrial employment has been located at either the Baum Industrial Park north of Island City or at the Union County Airport Industrial Park. Industrial development has been primarily based around the agriculture and forest industries.

Current land use and zoning designations for La Grande are shown in Figure 4-1.

Island City

Like La Grande, Island City is laid out on a grid street pattern. The City's Comprehensive Plan supports continued development using this street system design. Development in Island City consists primarily of low-density single family residences. Commercial and industrial activities are generally located in the northern portion of the city near State Highway 82.

Adopted City and County zoning districts for land within the Island City UGB are shown in Figure 4-2.

TRAFFIC VOLUMES

Interstate and State Highways

ODOT's 1997 Traffic Volume Tables show average daily traffic (ADT) for the state and interstate highways from a number of recording stations along each highway. In 1997, ADT volumes on Interstate 84 reached 8,200 vehicles at a location 0.30 mile east of the North La Grande interchange with US Highway 30. At two other locations 0.5 mile southeast of Oregon Highway 82 and 0.5 mile south of the South La Grande Interchange with US Highway 30, average daily traffic was reached 8,600 and 9,500 vehicles, respectively.

On US Highway 30, ADT was 1,900 at the west city limits of La Grande for the same year 1997. In La Grande, where the highway becomes Adams Avenue, volumes rose incrementally from 2,900 vehicles just west of Walnut Street up to a high of 11,200 vehicles just northeast of the intersection with Oregon Highway 82. Just southeast of Oregon Highway 82, the ADT reached 10,200, dropping to 4,400 vehicles at the southeast city limits.

1997 ADT volumes on Oregon Highway 82 (Wallowa Lake Highway) were 16,000 vehicles immediately southwest of Monroe Avenue, rising to 18,700 vehicles just southwest of Interstate 84. On the northeast side of Interstate 84, ADT volumes reached 18,300 vehicles, dropping to 18,100 vehicles northeast of Riddle Road. Through Island City, ADT volumes ranged from 13,700 vehicles at the west city limits to only 9,800 vehicles at the north city limits.

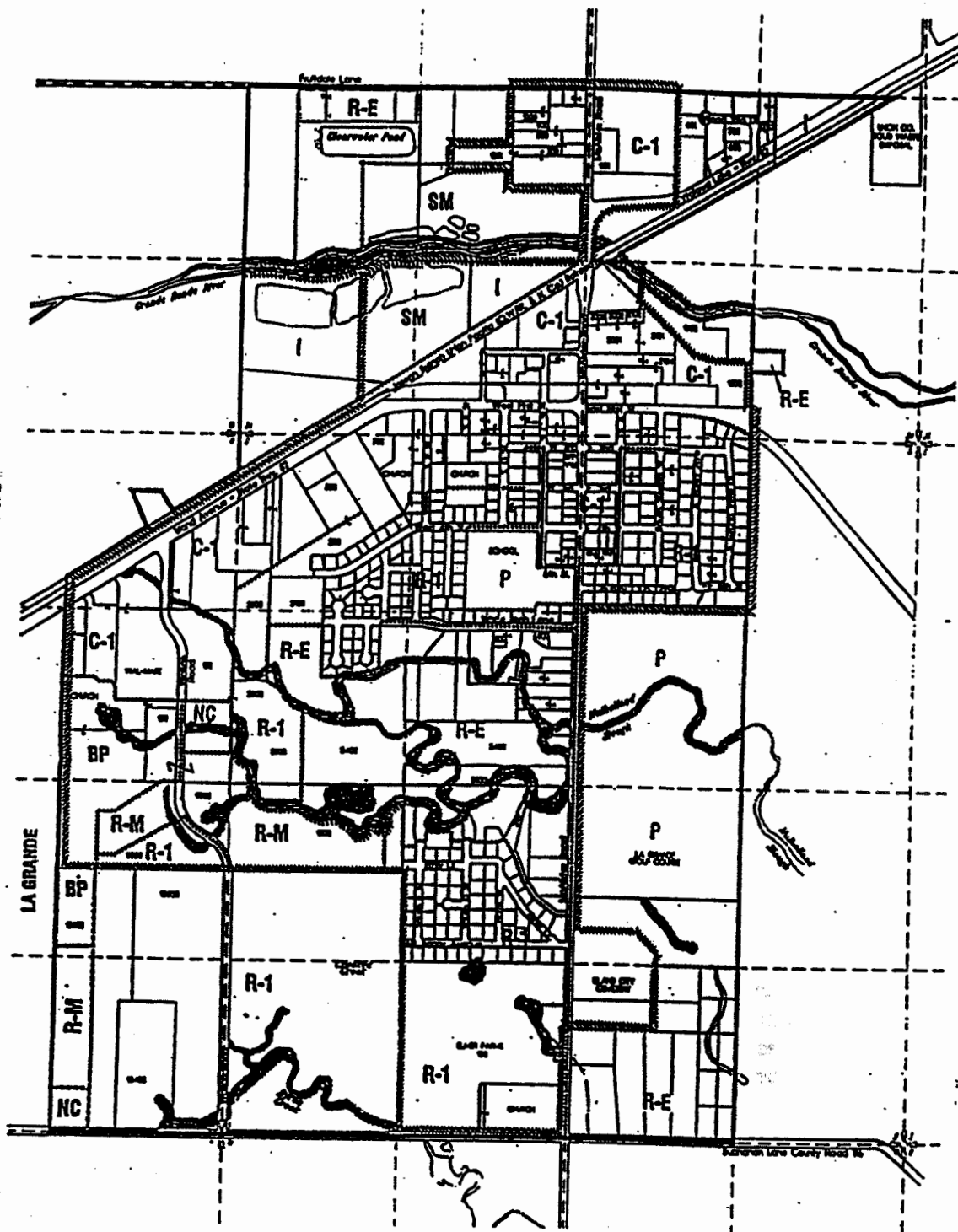
On Oregon Highway 237, 1997 ADT volumes were 2,800 vehicles just east of Oregon 82 and 2,000 vehicles at the east city limits of Island City.

P.M. PEAK HOUR TRAFFIC VOLUMES

Extensive traffic counts were performed during the month of November 1994 at most intersections between collectors and/or arterials in the La Grande/Island City study area. The traffic counts were conducted as part of the previous Draft La Grande/Island City Transportation System Plan, produced by Kittelson and Associates, Inc. in 1998. Counts were taken during the weekday (Monday through Thursday) afternoon peak period (4:00 p.m. to 6:00 p.m.). It was determined from these counts that the p.m. peak hour—the 60-minute period with the highest overall traffic volumes—occurs between 4:15 and 5:15 p.m.

As part of this update to the La Grande/Island City Transportation System Plan, a new traffic forecasting model was developed by the Oregon Department of Transportation. The traffic model estimates the baseline (1995) p.m. peak hour traffic volumes along major streets in the study area that are vital to the circulation of traffic in these two cities. The traffic model discussed in greater detail in Chapter 5.

It should be noted that in the process of calibrating the traffic model to match baseline (1995) conditions, ODOT determined that the traffic counts conducted in November 1994, which were used to calibrate the



ISLAND CITY ZONING MAP APRIL 1996

ISLAND CITY ZONING DISTRICTS	
BP	BUSINESS PARK ZONE
C-1	GENERAL COMMERCIAL ZONE
NC	NEIGHBORHOOD COMMERCIAL ZONE
I	INDUSTRIAL ZONE
P	PUBLIC/NEIGHBORHOOD ZONE
R-1	SINGLE FAMILY RESIDENTIAL ZONE
R-E	RESIDENTIAL ENVIRONMENTAL ZONE
R-M	MEDIUM DENSITY RESIDENTIAL ZONE
SM	SURFACE MINING ZONE
	FLOOD PLAINS AND SPRAWL AREAS



=====	TAX LOTS
=====	DEDICATED STREETS
=====	STREAM CORRIDORS/SLOUGHS
=====	RAILROAD
=====	ISLAND CITY UG1
=====	CITY LIMITS
=====	EXISTING ZONE BOUNDARIES
=====	ADJOINING PARCELS/SAME OWNER

Figure 4-2

traffic model developed for the previous TSP, were abnormally high. One reason for this abnormality could be the seasonal traffic related to the hunting season, which is at its peak in November. As part of the calibration process for the new traffic model, ODOT conducted several new road tube counts, revealing that traffic volumes, representative of peak summer conditions, were indeed much lower than initially assumed.

Since the new traffic model developed for the two cities is based on more accurate counts, the traffic volume output generated by this model was relied upon more heavily when determining existing traffic operations. Figures 4-3 and 4-4 display baseline (1995) p.m. peak-hour volumes generated by the traffic model for the entire study area. Figure 4-3 shows traffic volumes for the entire planning area while Figure 4-4 provides a close-up of downtown La Grande.

EXISTING TRAFFIC OPERATIONS

Existing traffic operations for the 1998 p.m. peak hour were determined at selected key intersections and roadway sections in the La Grande/Island City planning area.

All selected signalized intersections were analyzed using the Oregon Department of Transportation's SIGCAP-2 software and all selected unsignalized intersections were analyzed using the 1997 Highway Capacity Software, which is based on the procedures of the *1997 Highway Capacity Manual*. Traffic operations along roadway sections were assessed by determining volume-to-capacity (v/c) ratios. Detailed results of the operations analyses are located in Appendix D along with a description of the methodology used to determine Level-of-Service (LOS) at intersections using the SIGCAP-2 program and along roadways using the v/c ratios. LOS ranges from A to F with A an unrestricted traffic movement and F a failure condition with long delays.

Selected Signalized & Unsignalized Intersections

A total of 16 intersections in the planning area were selected for analysis of p.m. peak-hour traffic operations under existing 1998 conditions. These intersections were selected based on the results of the future operations analysis summary of ten signalized and 62 unsignalized intersections presented in Appendix D of the 1998 Draft TSP. The 16 intersections selected were all identified in this table as having a LOS of D or worse by the year 2015, and were therefore earmarked as critical intersections to be analyzed as part of this study. All other intersections listed having a LOS of C or better were excluded from analysis in this study, as the new traffic model indicates future traffic volumes at these intersections will not be as high as initially estimated.

Information used to determine existing 1998 traffic operations at the selected intersections included output from the baseline (1995) and future (2015) p.m. peak hour traffic model produced by ODOT, and p.m. peak hour turning movement count information collected in November 1994 at six intersections along Island Avenue in La Grande (intersection count information only available at Portland Street, Albany Street, I-84 eastbound and westbound ramps, Riddle Road, and 26th Street). Growth rates along the approaches to all selected intersections were determined from the 1995 and 2015 model output and

applied to the baseline 1995 approach volumes. At the six intersections where historical turning movement count information was available, the turning movement percentages on each approach were utilized to reflect real travel patterns. For the remaining intersections, where historical traffic count information was not available, intersection turning movement information was derived directly from the traffic model. .

Figure 4-5 depicts intersections as under, near, or over capacity during the p.m. peak hour. As shown in the figure and in Table D-6 (Appendix D), the critical movements at all selected signalized and unsignalized intersections in the study area are presently operating within acceptable levels (LOS C or better).

Roadway Sections

Traffic operations along roadway sections were assessed by determining volume-to-capacity (v/c) ratios. The v/c ratio is a quantitative measure of the ratio between the existing or projected volumes to the capacity of the roadway at a given location. Typically, a v/c ratio of 0.85 represents a LOS D condition along a roadway section, indicating the capacity of the roadway is getting close to saturation.

As shown in Figures 4-6 and 4-7 the baseline (1995) volume-to-capacity ratios along the roadway sections in La Grande and Island City are quite low, indicating that congestion is not currently a problem. Observations show that there were no locations where v/c ratios reached 0.85.

SAFETY ANALYSIS

The Oregon Department of Transportation (ODOT) collects detailed accident information on an annual basis along many of the highways and streets within the planning area. The accident information data show overall accident rates for the routes and accident locations. The accident rate for a stretch of roadway is typically calculated as the number of accidents per million vehicle miles traveled along that segment of roadway.

A summary of the reported accidents on state highway facilities in the planning area during the three-year period between January 1995 and December 1997 was assembled from ODOT records, and examined for the type and locations of accidents. No fatalities were recorded during this period.

Accident rates for the roadway segments are calculated by dividing the average number of accidents per year by the product of the roadway volume and segment length in miles, and then reported as accidents per million vehicle miles traveled (ACC/MVM). Over the last five years, average accident rates at similar locations in the State of Oregon ranged from a low of 3.42 ACC/MVM in 1991 to a high of 3.83 ACC/MVM in 1989 for facilities such as Island Avenue, Adams Avenue and Cove Highway.

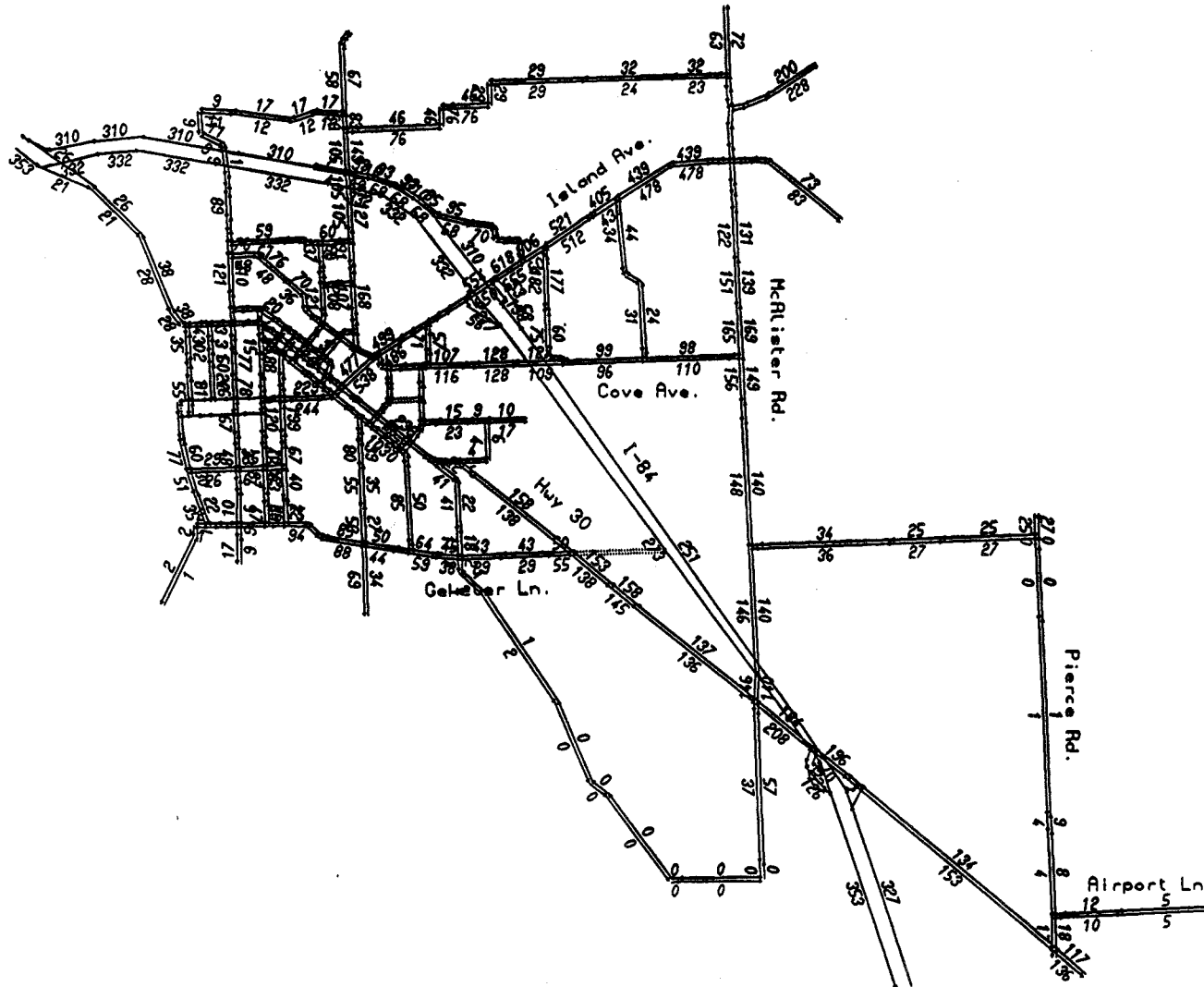
As shown in Table 4-5, all state highways in the planning area have accident rates less than the comparable state averages. This shows that overall La Grande/Island City have good traffic safety records.

AUTO VOLUMES

emme/2

LINKS:
type=0.8

Figure 4-3
1995 PM Peak Hour
Traffic Volumes



WINDOW:
960.14/647.014
979.98/661.896

EMME/2 PROJECT: Lagrande Model Development
SCENARIO 1995: 1995 Base Year Network

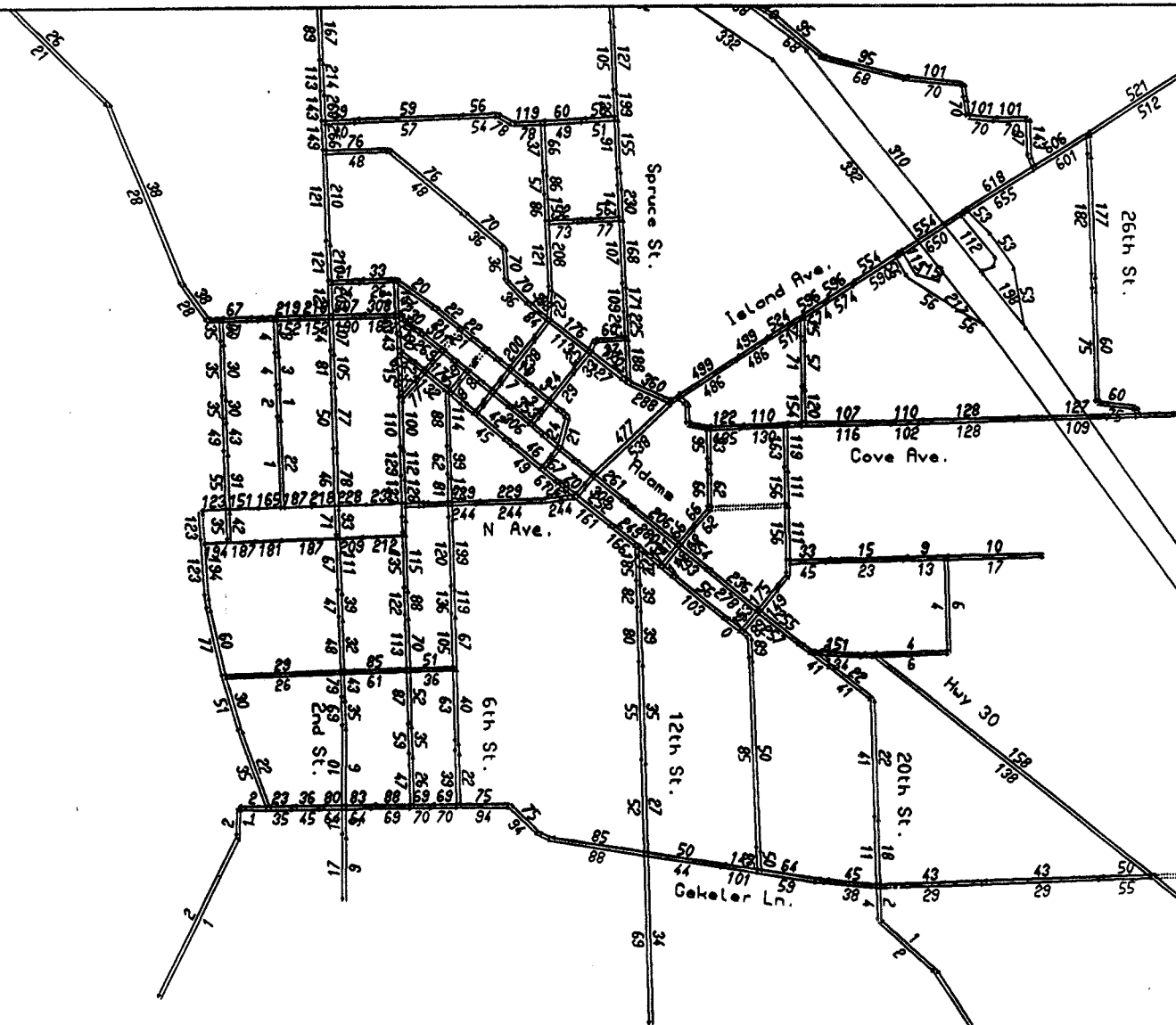
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99-05-13 10:37
MODULE:      6.12
DAE.....bjd
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AUTO VOLUMES

emme/2

LINKS:
type=0.8

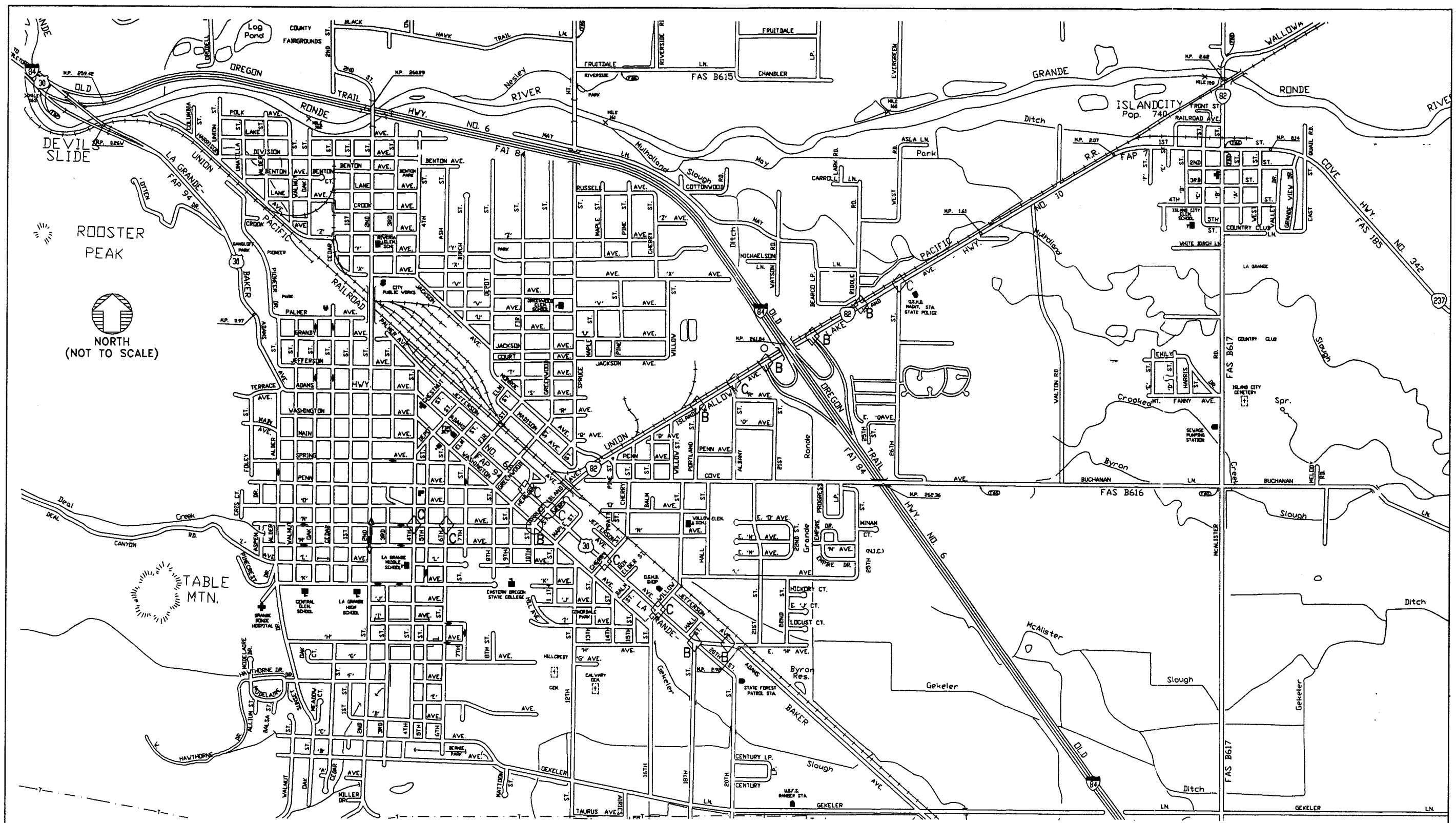
Figure 4-4
1995 PM Peak Hour
Traffic Volumes-LaGrande Area



WINDOW:
961.78/652.823
969.65/658.723

EMME/2 PROJECT: Lagranda Model Development
SCENARIO 1995: 1995 Base Year Network

99-05-13 10:41
MODULE: 6.12
DAE.....bjd



LEVEL OF SERVICE	
SIGNALIZED/ALL-WAY STOP	
○ LOS A-C	◇ LOS A-C
● LOS D	◆ LOS D-E
● LOS E-F OR V/C >1.00	◆ LOS F
UNSIGNALIZED	

LAGRANDE/ISLAND CITY TRANSPORTATION SYSTEM PLAN

EXISTING 1998 INTERSECTION LEVEL OF SERVICE

BASE MAP: ODOT, 1994

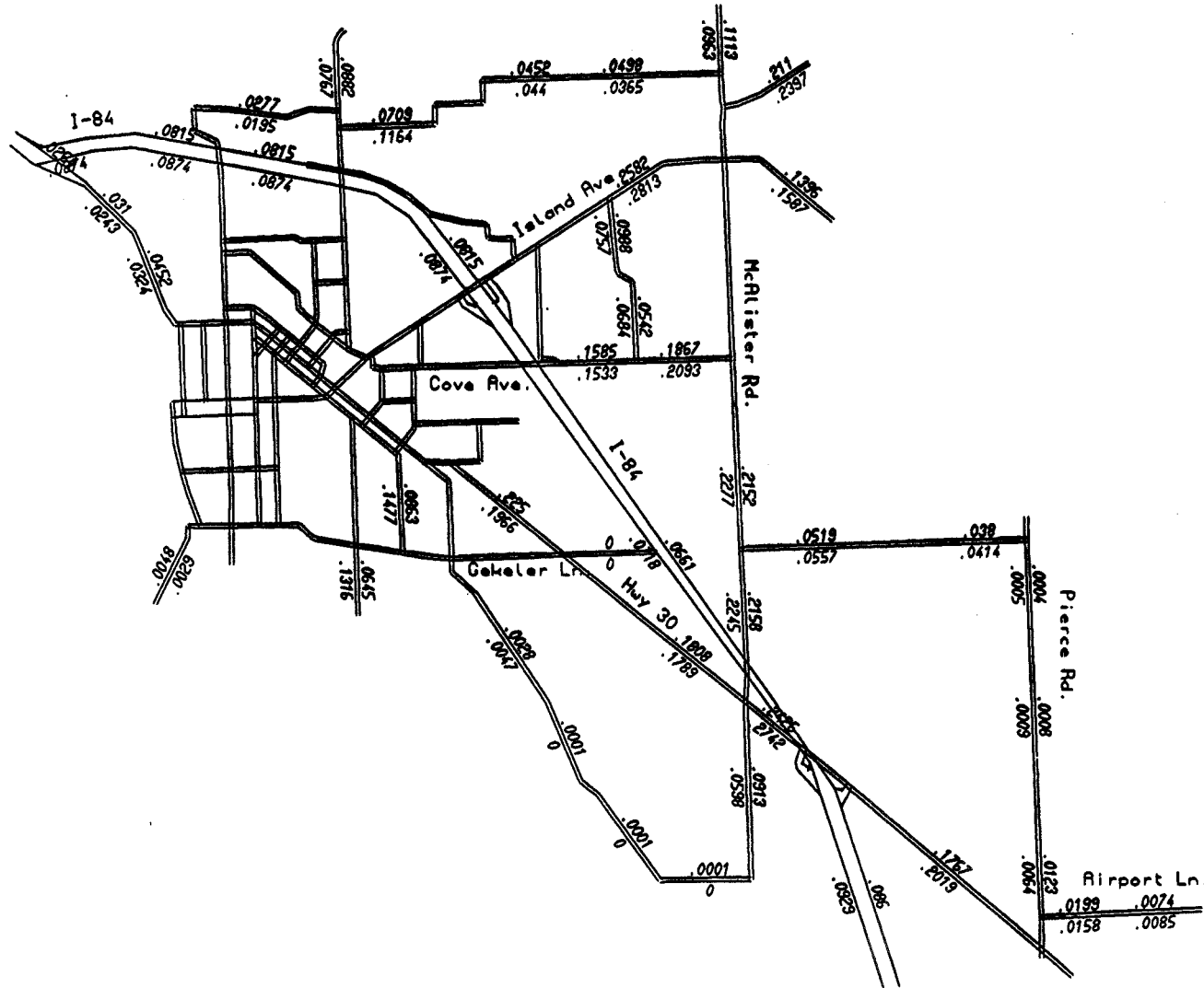
FIGURE
4-5

SEPTEMBER 1999

BASE NETWORK

ATTRIBUTE @VC: V/C RATIO

emme/2



LINKS:
type=0.8
THRESHOLD:
LOWER: .9.99
UPPER: .9999

Figure 4-6
1995 Volume to Capacity Ratios

WINDOW:
960.14/647.014
979.98/661.896

EMME/2 PROJECT: Lagrange Model Development
SCENARIO 1995: 1995 Base Year Network
ATTRIBUTE @vc: v/c ratio

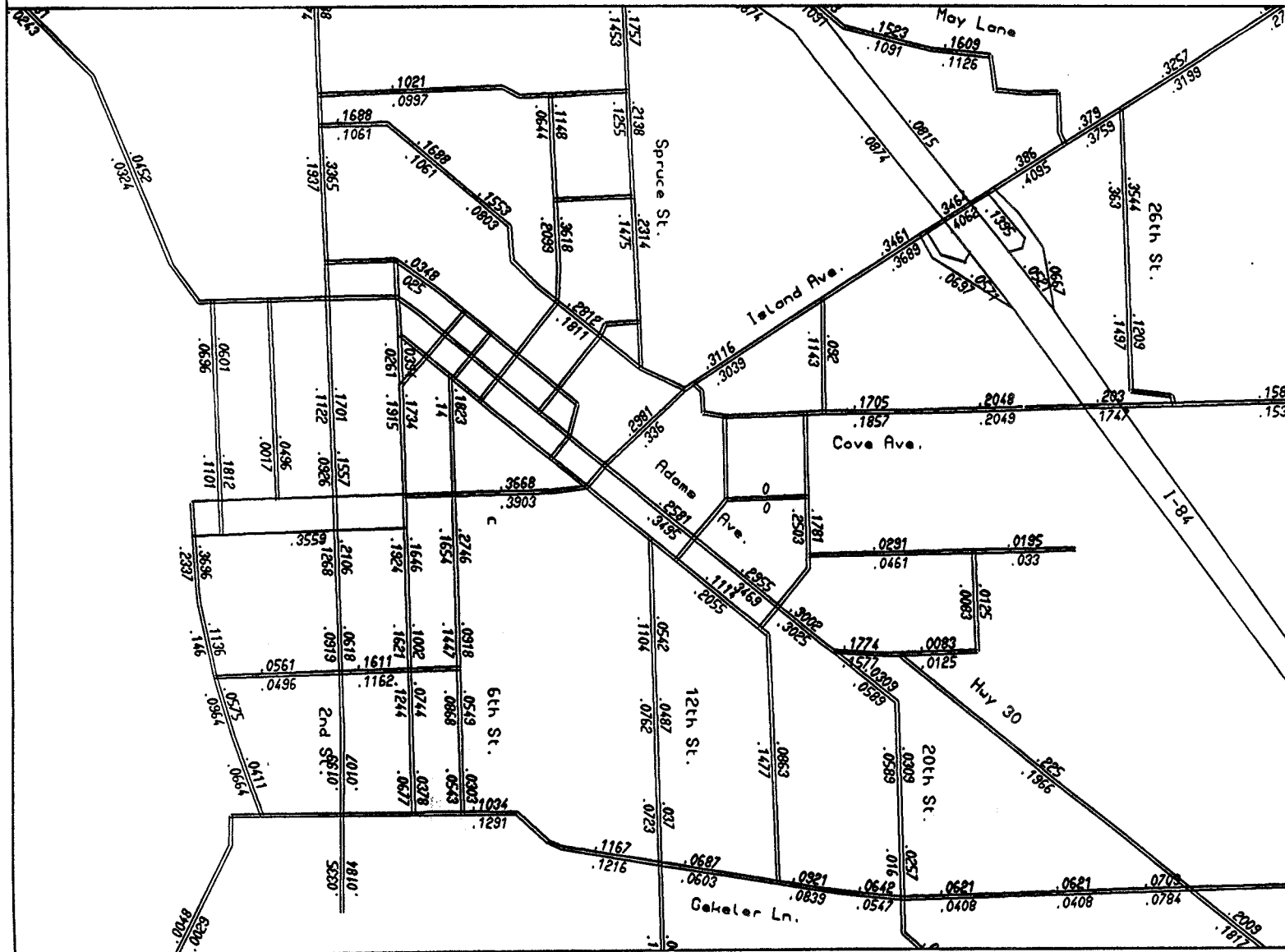
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Figure 4-7
1995 Volume to Capacity Ratios
-LaGrande Area



WINDOW:
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970.04/658.545

EMME/2 PROJECT: Lagrande Model Development
SCENARIO 1995: 1995 Base Year Network
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**TABLE 4-1
ROADWAY SEGMENT AND INTERSECTION
TOTAL ACCIDENTS AND ACCIDENT RATES, 1995-1997**

Highway	Injury Accidents	Property Damage Only	TOTAL Accidents	Accident Rate
US 30 & OR 203 MP -0.04 to MP 4.93 MP 3.68 to MP 9.68	34 11	39 4	73 15	2.05 0.66
OR 237 MP 0 to MP 0.25 MP 0 to MP 4.20	0 4	1 3	1 7	1.35 0.87
OR 82 MP 0 to MP 2.69	29	49	78	1.71
I-84 MP 259.42 to MP 260.29 MP 259.42 to MP 262.34	1 4	0 3	1 7	0.16 0.32

One safety factor used by ODOT is the Safety Priority Index System (SPIS) value. This factor evaluates accident frequency, severity, and traffic volumes to create an index for prioritizing state highway locations with safety concerns. Typically, only sites that rank in the top 10 percent are considered high problem areas. No SPIS sites on any of the facilities ranked in the top 10 percent.

TRANSPORTATION DEMAND MANAGEMENT MEASURES

Transportation Demand Management (TDM) consists of actions designed to change travel behavior in order to improve the performance of transportation facilities and reduce the need for additional road capacity. Examples of TDM include rideshare, telecommuting, flexible work-hour, and peak-period pricing programs, and encouraging the use of alternative modes.

TDM has not been an issue in the cities to date as no capacity issues associated with employment traffic currently exist. The cities have adopted some land use strategies for TDM, and are considering others. The City of La Grande has revised its home occupation ordinance to encourage people to perform work out of their homes. The City of La Grande is considering land use changes that would allow moving employment centers closer to residential neighborhoods. These new land use amendments would incorporate alternative modes such as walking, bicycling, and bus riding, when adopted. For example, multi-use paths would connect residential neighborhoods to the new industrial uses.

The City of Island City has implemented several measures aimed at reducing travel demand. The City has included home occupation standards in its development code to allow people to work at home. It has re-designated land for multiple-family use near employment and retail centers. The City is also planning for bicycle and pedestrian connections between residential and commercial areas.

TRAVEL MODE DISTRIBUTION

Modal split data are not available for all types of trips. However, 1990 Census figures show travel mode distribution for journey to work trips in the La Grande/Island City area. Table 4-2 shows that most La Grande and Island City residents travel to work by private vehicle. In 1990, 81.2 percent of all trips to work from La Grande and 93.3 percent from Island City were made in an auto, van, or truck. The 1990 Census figures for the city of La Grande show that significant proportions of journey to work trips were made on foot.

TABLE 4-2
JOURNEY TO WORK, 1990

Trip Type	La Grande		Island City	
	Trips	Percent*	Trips	Percent*
Car, Truck, or Van	4,018	81.2	277	93.3
<i>Drove Alone</i>	3,600	72.7	256	86.2
<i>Carpooled</i>	418	8.4	21	7.1
Public Transportation	0	0.0	0	0.0
Motorcycle	23	0.5	0	0.0
Bicycle	98	2.0	1	0.3
Walk	578	11.7	6	2.0
Other	25	0.5	2	0.7
Work at Home	207	4.2	11	3.7
Total	4,949	100.0	297	100.0

Source: US Bureau of Census, 1990 Census.

*Percentages may not total 100% due to rounding.

CHAPTER 5: TRAVEL FORECASTS

This Chapter describes anticipated transportation conditions resulting from forecasted growth in the La Grande/Island City area. It assumes that no new transportation facilities are constructed, and thus represents the No Build Analysis of the transportation system. The analysis addresses not only motor vehicle traffic, but also pedestrian, bicycle, transit, and other components of the transportation system as they are expected to function with the forecasted population growth. Expected deficiencies are noted.

FUTURE LAND USE AND POPULATION

The Comprehensive Plan land use designations for La Grande and Island City are shown in Figures 5-1 and 5-2.

The population of the La Grande/Island City urban area has been relatively stable over the past 15 years. This stability comes after a robust growth period in the 1970's in which the population grew by 18% over a ten-year period. In 1994, the total population for the urban area was approximately 13,000.

A twenty-year planning horizon (1995 - 2015) was chosen for the Draft TSP to identify future demographic conditions from which to develop future traffic forecasts. Beyond the twenty-year planning horizon, population, employment, and future travel forecasts become more speculative and less reliable for identifying future infrastructure needs.

The comprehensive plans for La Grande and Island City provide future households and population estimates assuming robust growth over the next 20 years. Based on discussions with city staff and DLCD and a review of current growth trends, it was determined during development of the Draft TSP that these growth rates were likely too high. Table 5-1 shows household and employment trends for the La Grande/Island City area for 1995 and 2015. The growth rate between 1960 and 1994 averaged 0.89 percent per year. The projected future growth rate used in the traffic analysis is 0.99 percent per year. The area growth projections required coordination with Union County as part of this TSP process and the growth projections in this TSP are not to be used for any other purposes.

**TABLE 5-1
GROWTH IN HOUSEHOLDS**

Year	City	Households	Population
Existing (1995)			
	La Grande/Island City	5,378	5,309
Future (2015)			
	La Grande/Island City	6,555	8,522

A portion of the total number of households for the years 1995 and 2015 were assigned to each Transportation Analysis Zone (TAZ) in the planning area.

The planning area was also divided into seven subdistricts, which are larger than the TAZs. Island City represents one subdistrict and La Grande contains five subdistricts: Northwest, Northeast, East, Southeast, and Southwest. Figure 5-3 shows the seven subdistricts.

Northwest La Grande

Most of the land in the Northwest District, which includes the Central Business District (CBD), is already built out. Therefore, traditional-type growth in this district, aside from some small infill development on vacant lots, is expected to be limited.

This area does, however, have the potential for urban renewal. Under-utilization of the upper floors of buildings which could be used for residences and under-utilization of ground floor space suited for commercial expansion could be overcome with an active downtown revitalization effort to increase both residential and commercial use in the CBD.

Northeast La Grande

The Northeast District is very similar to the Northwest District in that most of the area is already developed and remaining buildable land is limited. Hence, the local comprehensive plans anticipate only a small increase in the number of households in the future.

East La Grande/West Island City

This subdistrict lies between Interstate 84 and Walton Road. Although portions of this subdistrict lie within the jurisdictions of La Grande and Island City, most of the available land in this district is within the jurisdiction of Union County, which has a lower density zoning for residential properties likely to result in only a modest growth in households. However, both Island City and La Grande have designated portions of this subdistrict for medium or high-density residential uses.

Southeast La Grande

The Southeast District is composed of farmland that is gradually being converted to residential uses. The district is presently experiencing a new wave of residential subdivisions and this development trend is expected to continue.

A significant area of undeveloped land planned for residential development is located in the Southeast District. The *Draft Eastside Specific Plan* for the city of La Grande, adopted in 1995, is a detailed phased development master plan for land use, streets, and utilities for an approximately 170-acre site inside La Grande's UGB, south of the City Center. The plan includes opportunity for up to 382 single-family residential dwellings; up to 220 units of medium-density attached housing; 121 units of multi-family housing; a two-acre neighborhood commercial center; and a 12-acre public school site.

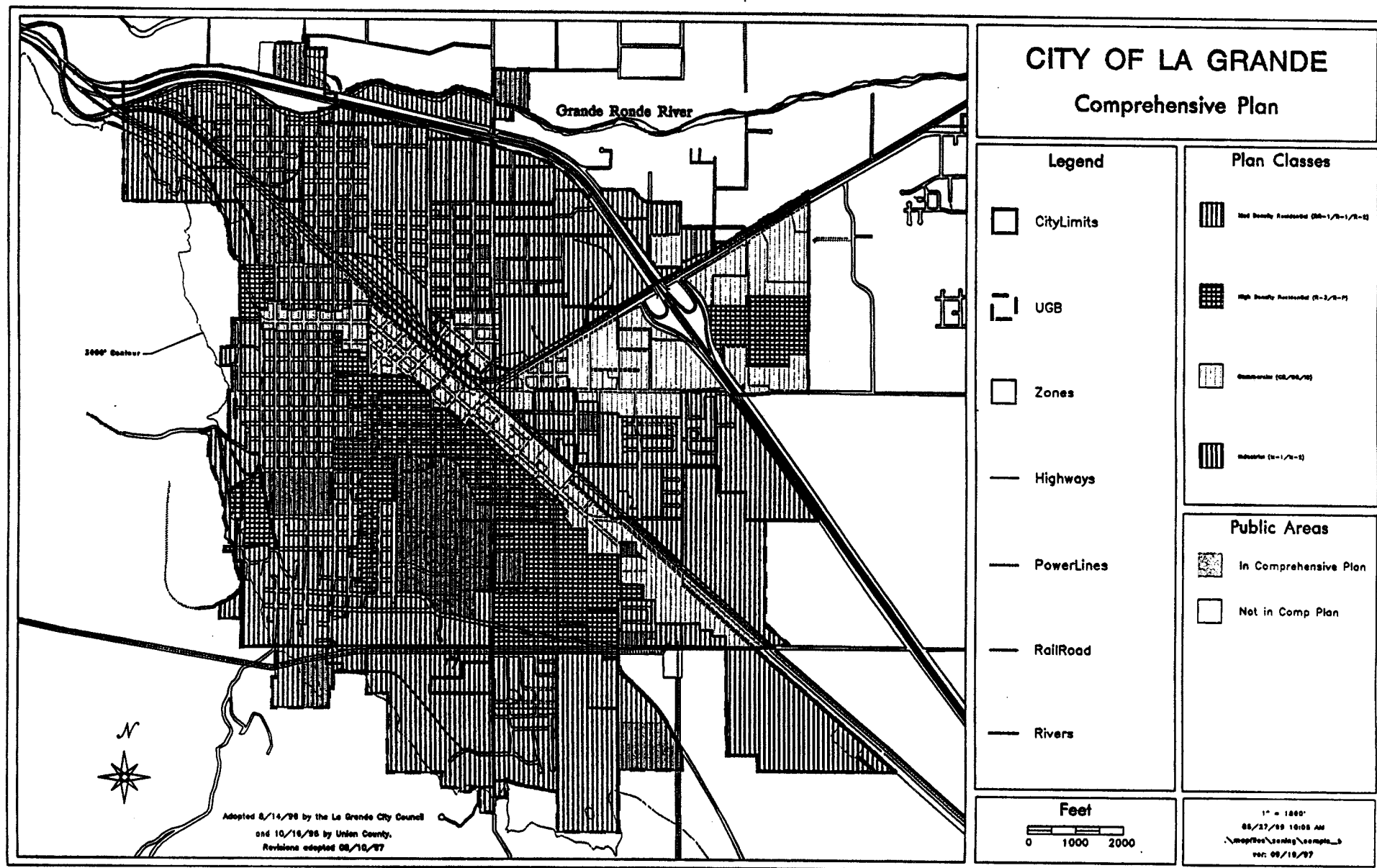
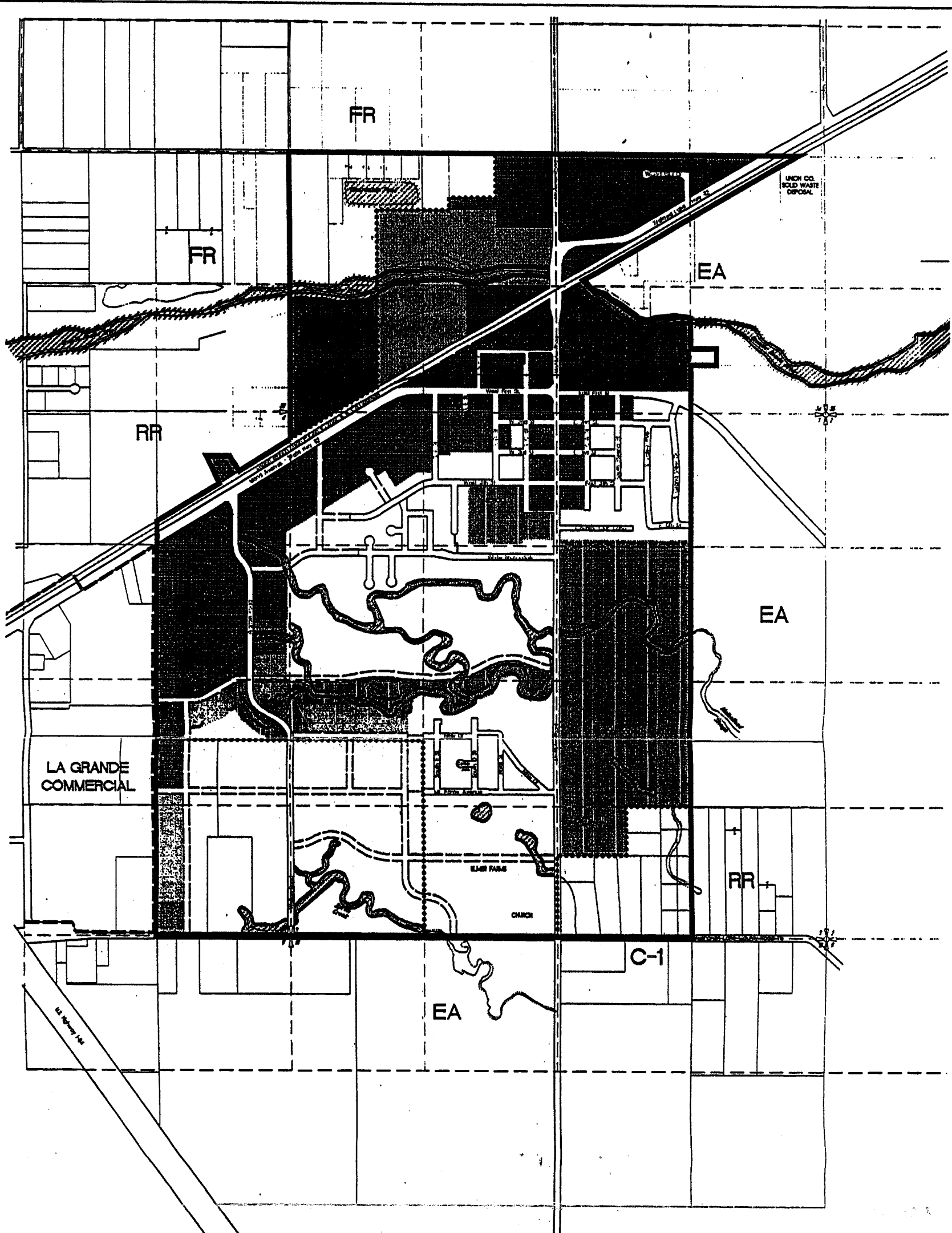


Figure 5-1

PLAN/UNIT/VC-C-SMALL, 06/25/95 AT 10:58



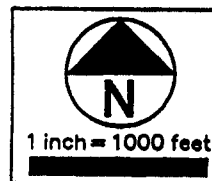
ISLAND CITY COMPREHENSIVE PLAN JUNE, 1995 MAP

ISLAND CITY UGS
1984 ISLAND CITY UGS
DEDICATED STREETS
STREAM CORRIDORS/BOUGHS
RAILROAD
LA GRANDE UGS
25' STREAM BUFFER
PLANNED STREETS
COUNTY ZONING BOUNDARIES
BIOCYCLE/PEDESTRIAN CONNECTION

UNION COUNTY DESIGNATIONS
C-1 COMMERCIAL
RR RURAL RESIDENTIAL
FR FARM RESIDENTIAL
EA EXCLUSIVE AGRICULTURE

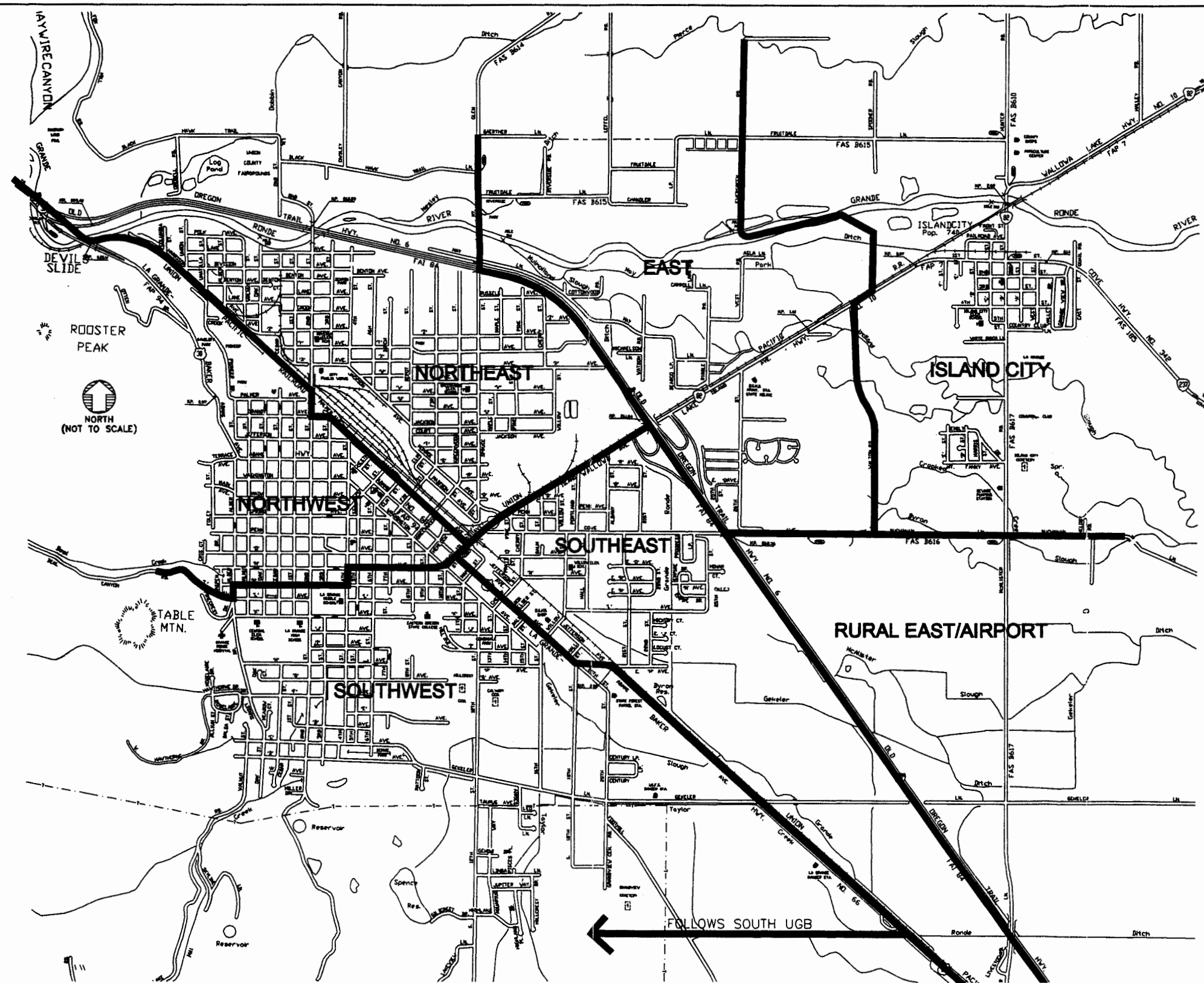
ISLAND CITY PLAN DESIGNATIONS

C-1	COMMERCIAL
NC	NEIGHBORHOOD COMMERCIAL
I	INDUSTRIAL
BP	BUSINESS PARK
LDR	LOW DENSITY RESIDENTIAL
MDR	MEDIUM DENSITY RESIDENTIAL
P	PUBLIC/GREENWAY
R	RIPIAN OVERLAY
SM	SURFACE MINING



Winterowd Planning Services

Figure 5-2



**CITY OF LAGRANDE/ISLAND CITY
TRANSPORTATION SYSTEM PLAN**

PLANNING SUBDISTRICTS

**FIGURE
5-3**

SEPTEMBER 1999

BASE MAP: ODOT, 1994

0405-3.dwg

Southwest La Grande

The Southwest District is primarily zoned for industrial uses along U.S. Highway 30. However, there are several large vacant residentially zoned areas which are expected develop, resulting in a rapid residential growth south of the Central Business District. In addition, Eastern Oregon University is expected to grow from 2,000 to 3,000 students over the 20-year planning period.

Island City

The adopted Island City Comprehensive Plan showed a rapid population growth from in-migration over the next 20 years from 1995 (830) to 2015 (3,217). However, the population forecasts for this study were considerably different as discussed earlier and later in this Chapter.

EMPLOYMENT

Anticipated employment growth was allocated to developable commercial and industrial lands in La Grande and Island City identified in the cities' comprehensive plans. The estimated number of employees was based on zoning and employment density ratios for different land uses. Table 5-2 summarizes the types of new jobs that are expected in the La Grande/Island City urban areas.

**TABLE 5-2
GROWTH IN EMPLOYMENT**

Year	Retail	Non-retail	Total
1995	1,409	3,900	5,309
2015	1,756	6,766	8,522

Note: Employment totals are for the La Grande/Island City urban area.

For travel forecasting purposes, the projected jobs were 1,756 retail and 6,766 non-retail employees are forecast for the La Grande/Island City urban area by the year 2015. A summary of the total number of jobs in 2015, summarized in the TAZ system, is provided in Table 5-2.

Northwest La Grande

Similar to the residential lands, most of the available commercial and industrial lands in the Northwest District, which includes the Central Business District, are already built out. Therefore little additional growth is expected to occur in this district aside from some small infill development on vacant lots and redevelopment of commercial sites.

Northeast La Grande

The Northeast District is very similar to the Northwest District in that most of the area is already developed and there remains a very limited number of buildable land area. Hence, only a small increase in the number of employees is anticipated unless an urban renewal effort is undertaken.

As mentioned above, this area does underutilized buildings with the potential for redevelopment. An active downtown revitalization effort could increase both residential and commercial use in the CBD.

East La Grande/West Island City

Most of the land in this subdistrict is under the jurisdiction of Union County, which has designated it for rural residential and general commercial uses. Higher-density uses are proposed within the portions of this subdistrict which lie under city jurisdiction. Employment-related land use designations in La Grande and Island City include general commercial and business park zoning. Much of Island City's projected population and employment growth will occur in this district.

Southwest La Grande

The Southwest District contains urban areas, farmland that is slowly being developed, and some existing industrial lands. This district is expected to continue experiencing a modest increase in the employment.

The projected growth of Eastern Oregon University from its current population of 2,000 students to 3,000 students will lead to employment growth at the university.

Southeast La Grande

The Southeast District currently has the greatest potential for the most employment growth due to the vast number of acres zoned for industrial development along U.S. Highway 30. If the area is developed as industrial, almost 3,000 new jobs could be created.

Island City

The Island City Comprehensive Plan forecast showed 780 additional employees over the next 20 years.

TRAFFIC VOLUMES

The 0.99% average annual population growth rate used for the traffic forecasts in this plan is for the TSP only and the associated population/employment figures are not to be used for other purposes.

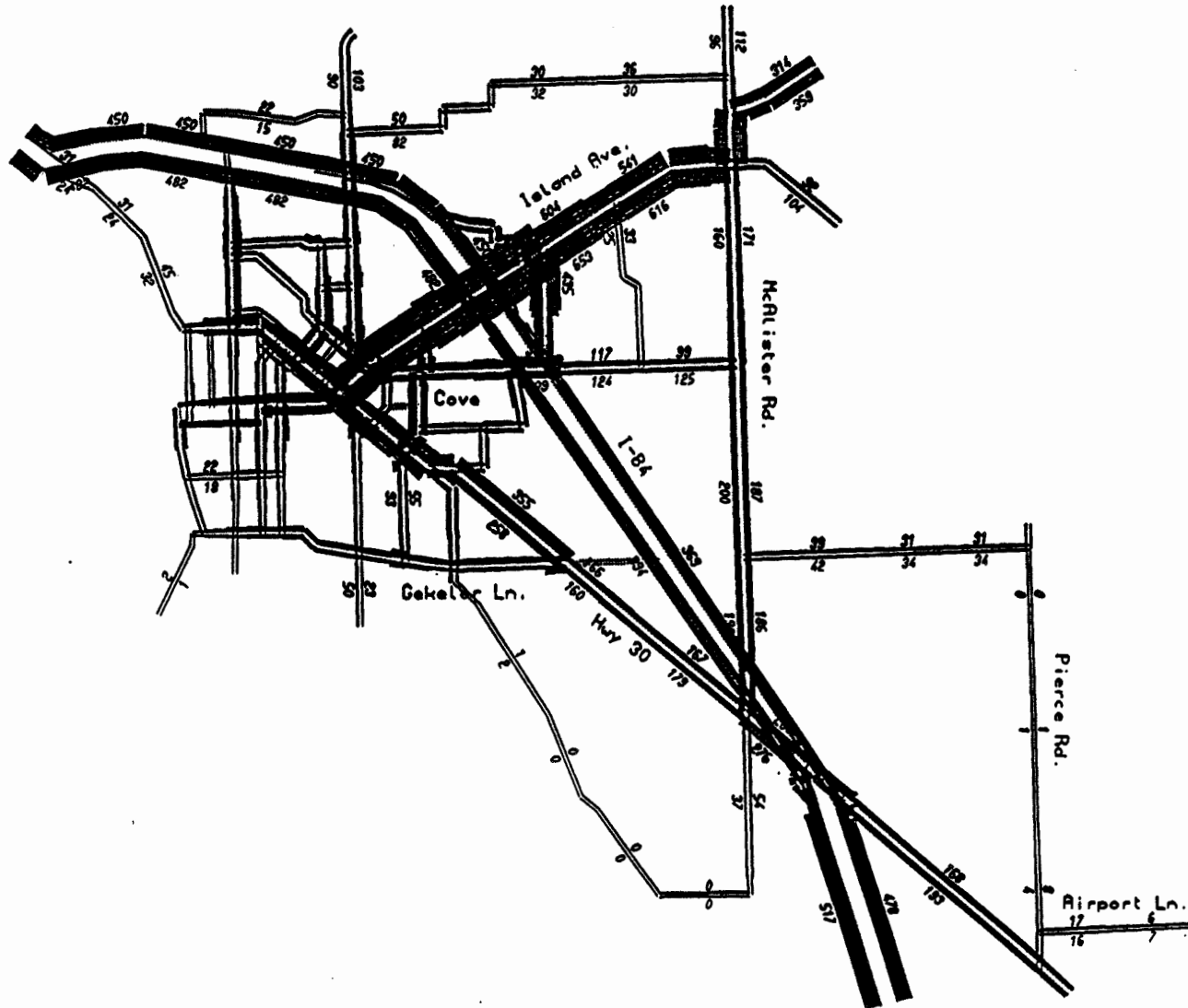
There were several future traffic forecasts performed for the La Grande/Island City TSP which consider a No Build scenario, and other potential improvement alternatives. These forecasts assume the population within the La Grande/Island City study area will grow at an average annual rate of 0.99% over a 20 year

AUTO VOLUMES

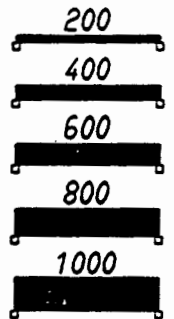
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Figure 5-4
2015 No Build
PM Peak Hour Traffic Volumes



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SCENARIO 1: 2015 No Build

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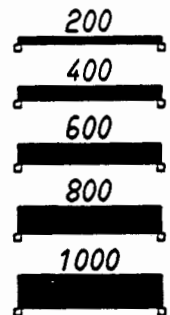
AUTO VOLUMES

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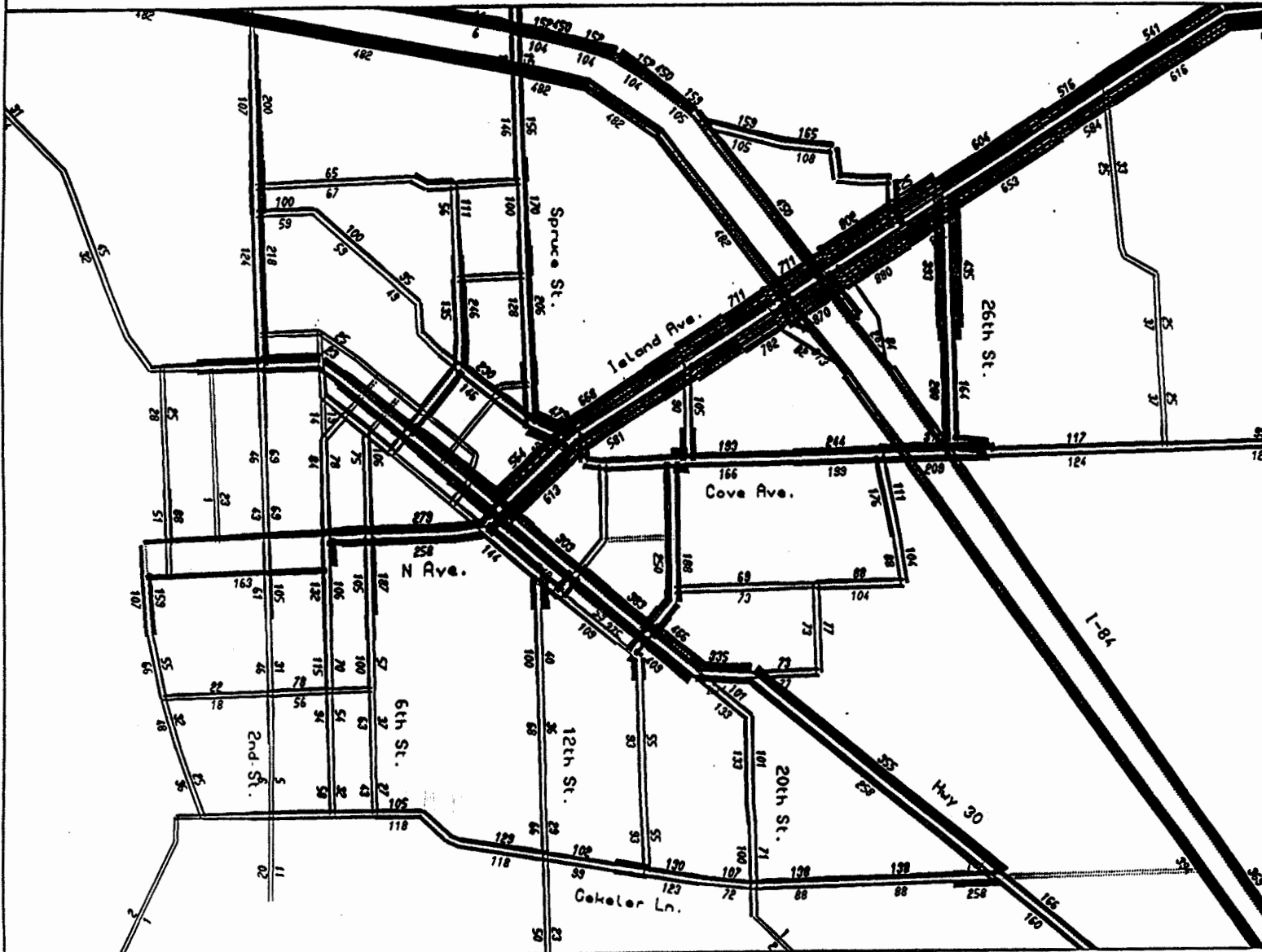
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Figure 5-5
2015 No Build
PM Peak Hour Traffic Volumes
-La Grande Area

SCALE: 50



WINDOW:
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971.15/659.179



EMME/2 PROJECT: Lagrande Model Development
SCENARIO 1: 2015 No Build

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MODULE: 6.12
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period (1995 to 2015). After these forecasts were performed, evaluated, and document in Chapter 5 and Chapter 6 of this plan, the validity of using an average annual population growth rate of 0.99% was questioned. The state-allocated growth in population for the study area was 0.40% per year.

To address this issue, an additional traffic forecast was performed to assess the impacts of using an average annual population growth rate that is similar to the rate projected for the state and comparing this to the 0.99% figure used in the TSP for all future forecasts. Figure 5-6 shows the projected No Build PM peak hour traffic volumes using an average rate of 0.40% per year. To test the sensitivity of using a more conservative population growth rate versus the slightly more aggressive growth rate used in this TSP, a direct comparison was made between two future No Build forecasts using 0.40% and 0.99% growth rates. This comparison is shown in Figure 5-7 for the same No Build street network and time period.

As shown in Figure 5-7, traffic volumes will be somewhat lower using a 0.40% average annual population growth rate. Along Island Avenue and Adams Avenue (US Highway 30), traffic volumes are expected to be 2% to 8% less using a lower population growth rate. Traffic reductions are somewhat higher along several collector streets. One example is along Cove Avenue, where traffic reductions are expected to range between 6% and 24%. Another example is along Willow Avenue on the northeast approach to Adams Avenue where traffic is expected to reduce by about 16%.

The estimated reduction in PM peak hour traffic stemming from the use of a lower population growth rate will not affect the projects recommended in this plan. If the population does increase over time at a lower rate than what is projected in the traffic forecasts highlighted in this plan, the timing of several projects may be affected. These may include the proposed traffic signal at Willow Avenue and Adams Avenue (US Highway 30) and the street widening project along Cove Avenue. Since it is possible that the population within the study area may grow at a rate consistent with the 0.99% figure used in the traffic forecasts, the recommended timing for these projects will remain unchanged.

FUTURE TRAFFIC OPERATIONS

Based on the No Build future p.m. peak-hour volumes, an intersection Level of Service analysis was conducted at the 16 intersections selected for existing operations analysis to identify future roadway deficiencies. The results of this analysis are presented in Figure 5-8 and summarized in Appendix D (Table D-7). As mentioned in Appendix D, a LOS worse than D indicates an operational deficiency.

As shown in the figure, several intersections are expected to operate at unacceptable levels in the future:

- Island Avenue/26th Street (LOS F)
- Island Avenue/Albany Street (LOS E)
- Adams Avenue/Willow Street (LOS F)

- Island Avenue/Portland Street (LOS B calculated – potentially LOS F)

- Washington Avenue/Spruce Avenue/N' Avenue/Tenth Street (LOS B calculated – LOS F possible as 5-legged intersection)

Intersections expected to operate near capacity at a LOS D include:

- Island Avenue at Monroe/Pine
- Adams Avenue at Cherry Street
- Adams Avenue at 18th/20th Street

Further discussion of the No Build Analysis and future deficient intersections along with potential solutions to mitigate deficiencies can be found in Chapter 6: Improvement Options Analysis.

BICYCLE/PEDESTRIAN TRANSPORTATION

As the urban area continues to grow and expand, a more integrated bicycle/pedestrian circulation system will be required. Union County developed comprehensive bicycle/pedestrian plans for the cities of La Grande and Island City. The Island City plan has been adopted. The recommendations for La Grande are included in this TSP. For a university town, bicycle accessways are limited in La Grande. A review of strategies used in other college towns, such as Corvallis Oregon, could be helpful to improve the bicycling and pedestrian system. The anticipated needs for each district are summarized below.

Northwest La Grande

The existing sidewalk network found in and around the Central Business District should continue to be expanded as the area redevelops. Emphasis should be placed on connectivity with the residential area surrounding the downtown area.

Northeast La Grande

The Northeast District is essentially built out and little additional growth is expected in the future. Today, there exists a sidewalk system that connects the residential areas to the school, parks, and the downtown area. However, the area lacks a comprehensive bicycle system. There are many streets in the northeast area with either no sidewalks or sidewalks on one side of the street only. Filling in gaps in the sidewalk system and providing connections to other routes and destinations should be a priority. Also, future efforts should be focused on identifying appropriate bicycle routes through the district.

East La Grande/West Island City

The two main routes through the East District are Island Avenue and Cove Avenue. Both streets have bicycle lanes, although the bike lane on Cove Avenue is only on the north side of the street. A bike lane should be installed on the south side of Cove Avenue, as it is illegal for bicyclists to ride against motorized traffic. Both roads have limited sidewalks. However, sidewalks are currently being constructed on Island

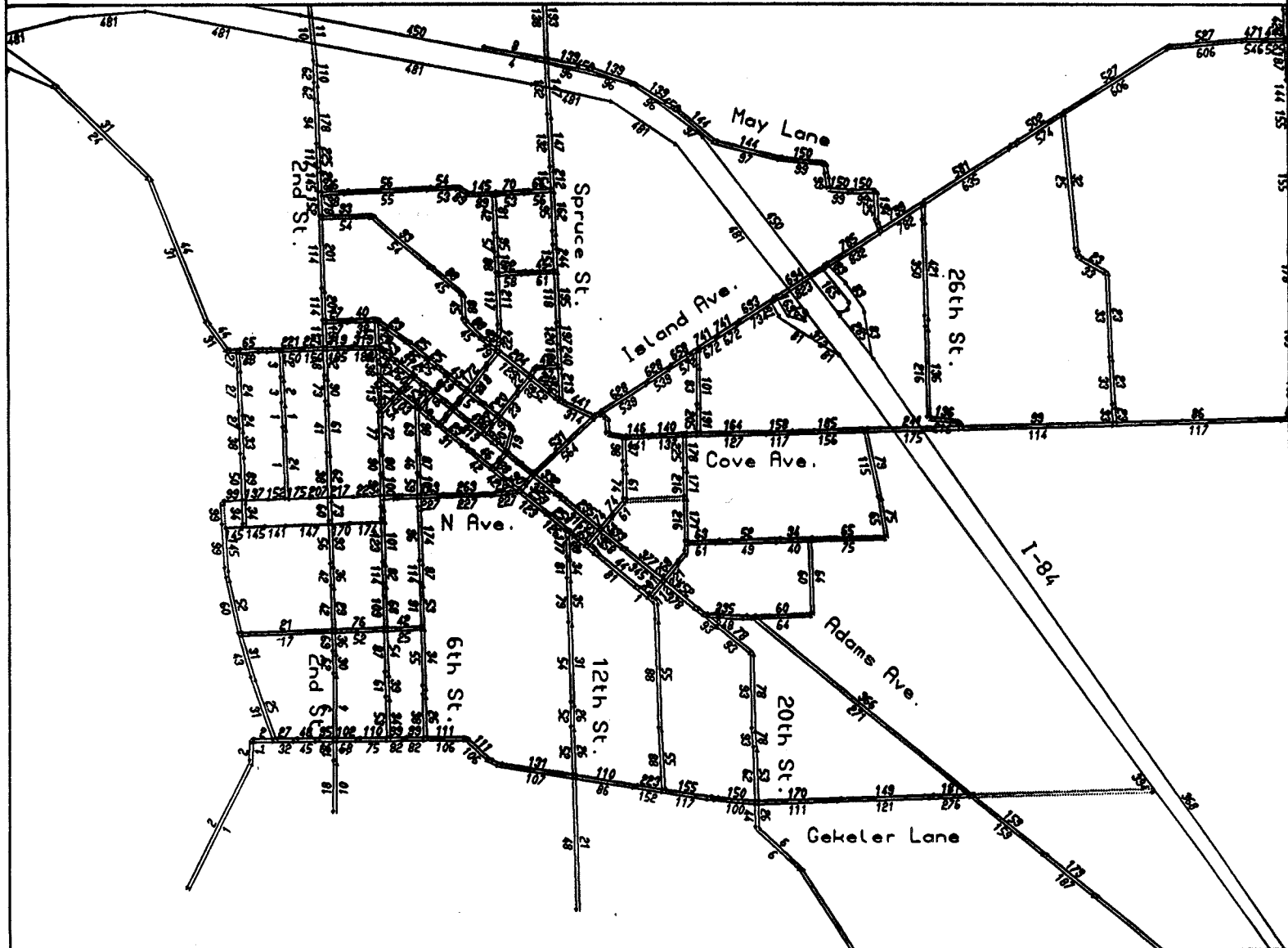
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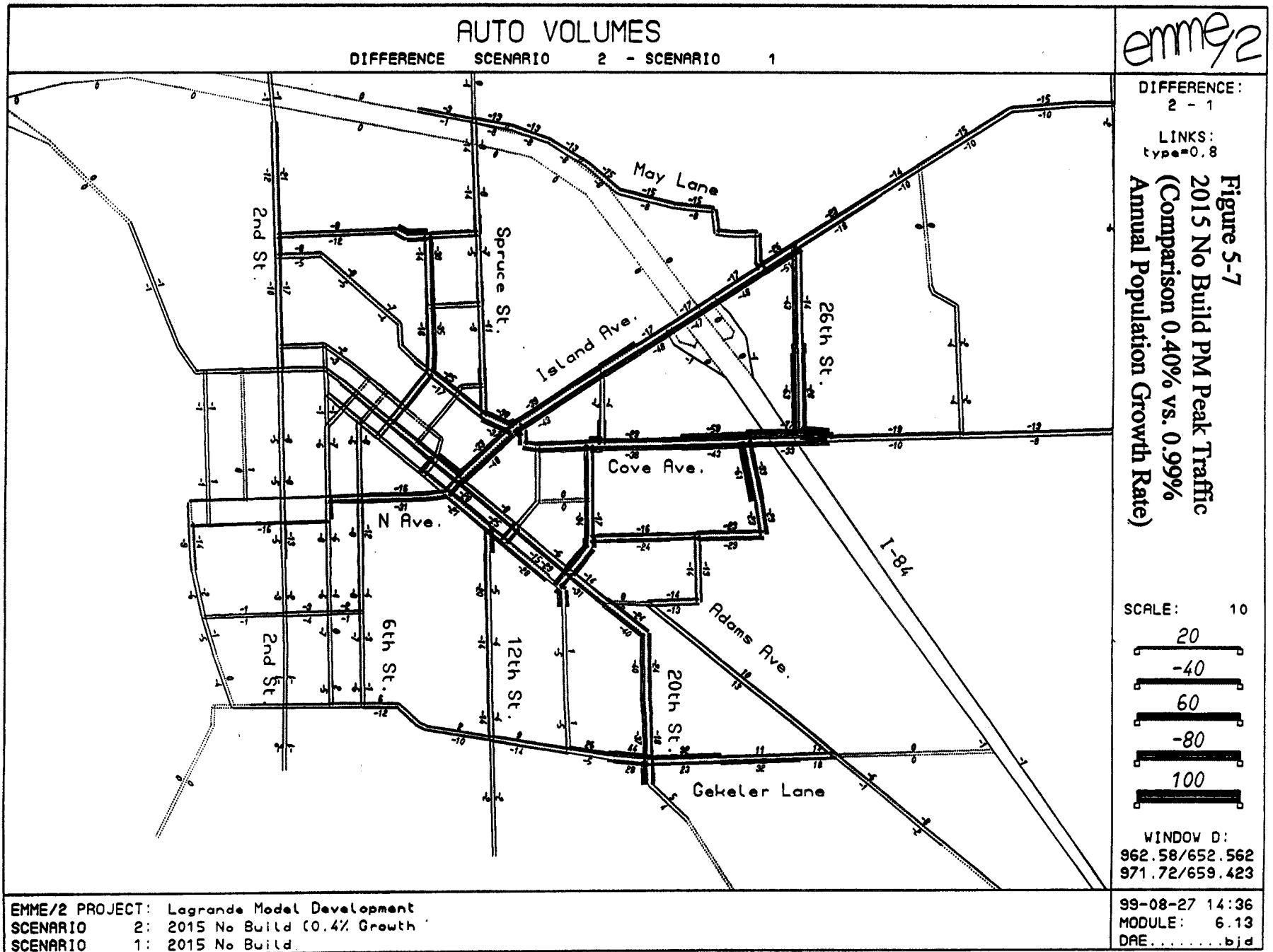
Figure 5-6
No Build PM Peak Traffic
(0.40% Annual Population Growth Rate)

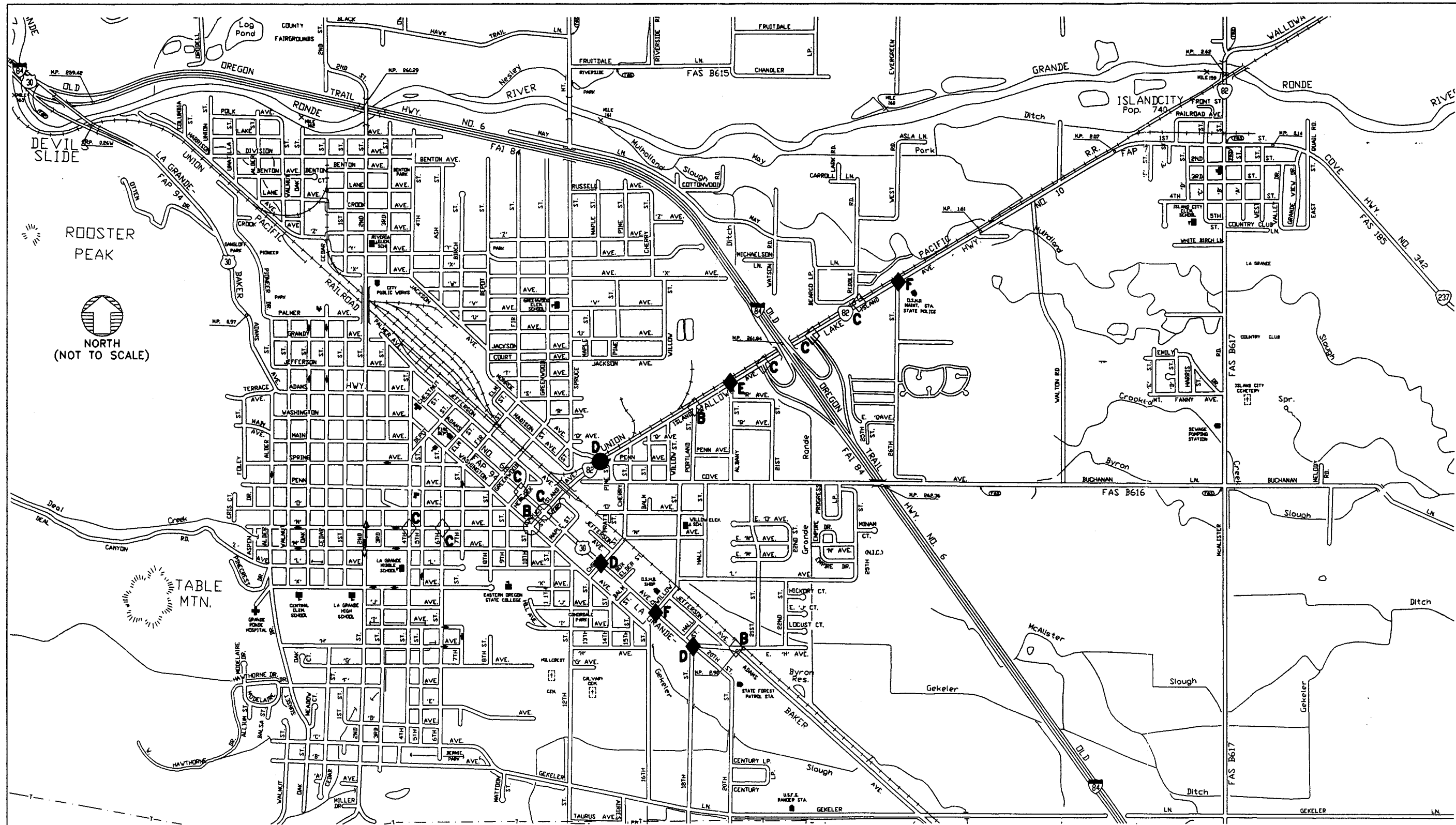
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971.72/659.423



EMME/2 PROJECT: Lagrange Model Development
SCENARIO 2: 2015 No Build (0.4% Growth)

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LEVEL OF SERVICE	
SIGNALIZED/ALL-WAY STOP	
○ LOS A-C	◇ LOS A-C
● LOS D	● LOS D-E
● LOS E-F OR V/C >1.00	◆ LOS F
UNSIGNALIZED	

LAGRANDE/ISLAND CITY TRANSPORTATION SYSTEM PLAN

2015 NO-BUILD INTERSECTION
LEVEL OF SERVICE

BASE MAP: ODOT, 1994

FIGURE
5-8

SEPTEMBER
1999

Avenue between Albany Street and Walton Road. As development occurs in this area, especially retail and other commercial uses, the sidewalk system will become more important and should be expanded to serve new development. In addition, safe pedestrian crossing locations across both Island Avenue and Cove Avenue should be identified.

Southeast La Grande

As the single-family residential growth continues to occur in the Southeast District, better connectivity is needed in the proposed developments to the existing sidewalk system along Adams Avenue (US Highway 30). Efforts should be focused on expanding sidewalks and connecting the existing bicycle network to these new neighborhoods. The development of cul-de-sac residential streets disrupts the flow of pedestrian and bicycle traffic resulting in longer, less-direct trips.

Southwest La Grande

Depending on how the Southwest District industrial lands develop, the existing bicycle path along Adams Avenue (US Highway 30) should be expanded along the site's frontage. In addition, a sidewalk system should be constructed to connect this area along Adams Avenue with the existing system just south of the downtown area.

The anticipated residential developments should be encouraged to connect their internal sidewalk system with the existing systems found along Gekeler Lane, Second Street, and Fourth Street. In addition cul-de-sac development in the area has a negative impact on bicycle and pedestrian travel. This type of development increases out-of-direction travel for bicyclists and pedestrians who are very sensitive to increases in trip length.

Island City

Historically, Island City has not required sidewalks for most new developments. However, the 1995 Island City Development Code now requires sidewalks on both sides of new streets. Bicycle lanes are provided along Island Avenue and McAlister Road, and are planned on major collector streets. The Comprehensive Plan calls for the expansion of the bicycle and pedestrian system to connect with arterial streets.

PUBLIC TRANSPORTATION

In the future, local transit service will be continue to be offered to the elderly and disabled through the demand-responsive transit service by the Union County Transportation Coalition. Demand for these services is expected to grow. Community Connection projects a substantial ridership increase, from approximately 13,650 rides per year in the mid-1990's to as many as 27,000 rides per year in the future. The Coalition predicts that the service may have to shift from dial-a-ride to a fixed point system in order to be efficient. The Coalition has indicated a desire to expand service to include weekends.

The projected population of the La Grande/Island City urban area is not expected to be able to support the implementation of a fixed-route transit system. However, the dial-a-ride service may be expanded to serve the general population.

Greyhound and Wallowa Valley Stage Line are expected to continue providing long-distance bus service to and from La Grande into the future. The future growth within the La Grande urban area should be adequately served by Greyhound's thrice-daily service.

RAIL

As the La Grande/Island City urban area continues to grow, rail will continue to serve a vital need in the transportation of freight. The main switching yard in La Grande will continue to serve Enterprise and Joseph via the branch line operated by Idaho Northern Pacific Railroad. The construction of grade-separated crossings may be needed in the future if the number of trains are increases dramatically in the future or if any safety problems are reported at the at-grade crossing locations.

AIR

The lack of a regional airport for the La Grande area could detract from its viability. The airport has tried to entice passenger airlines to use its facilities but has been unsuccessful to date. The airport has since abandoned this strategy and has no plans for major additional services or development within the next five years. Under the robust growth scenario, more reliance will be placed on the Interstate system to serve the needs of air travelers as they travel to Pendleton for commercial air service. Future shuttle service to and from Pendleton airport may also become practical.

FUTURE TRANSPORTATION SYSTEM ALTERNATIVES

Several deficiencies in the transportation system were identified as a result of operational analysis for the No Build Alternative, field reconnaissance efforts, and discussions with the Management Team. These deficiencies provided the basis for formulation of transportation system alternatives that will be evaluated using the Travel Demand Model and discussed in the next section. These alternatives include, but are not limited to: roadway improvements identified in the Comprehensive Plan (Public Facilities Plan), additional roadway improvements, and the implementation of Travel Demand Management measures.

CHAPTER 6: IMPROVEMENT OPTIONS ANALYSIS

IMPROVEMENT OPTIONS EVALUATION

Based on the findings in the Current Transportation Conditions chapters, transportation system alternatives and options were formulated, several of which were evaluated, using the Travel Demand Model. This section summarizes and evaluates the results of testing four different transportation improvement alternatives to accommodate the future growth needs in the La Grande /Island City urban area in addition to a No Build Alternative. The following alternatives were evaluated:

Alternatives

1. No Build Alternative,
2. Implementation of the transportation system improvements identified in both Comprehensive Plans,
3. Alternative Modes of Transportation,
4. Analysis of a transportation-efficient land use alternative, and
5. Analysis of large-scale industrial development along the south side of Gekeler Lane, west of Adams Avenue/US 30.

Project Options

In addition to the above alternatives, three traffic circulation project options were formulated to identify improvements to the transportation system. These traffic circulation options are intended to improve the anticipated Level of Service deficiencies resulting from growth in the La Grande/Island City urban area.

- Project Option 1: Signalization of 26th Street and May Lane Extension, including the identified Comprehensive Plan improvements, and
- Project Option 2: Signalization of Riddle Road and Improvements to Cove Avenue, including the identified Comprehensive Plan improvements.
- Project Option 3: Reconstruct five-legged intersection of Washington Street/Island Avenue/'N' Avenue/10th Street, and restrict access to 10th Street.

These alternatives and project options were earmarked for evaluation based on a review of the previous Draft La Grande/Island City Transportation System Plan, the La Grande and Island City comprehensive plans, the results of the completed *Island Avenue Access Management Circulation Plan*, and a review of anticipated problem areas as identified by the existing and future deficiencies analysis. All of these alternative improvements attempt to relieve poor traffic conditions at critical intersections along Adams Avenue and Island Avenue in the future.

ALTERNATIVE #1: 2015 NO BUILD ALTERNATIVE

This alternative includes the existing (1995) collector/arterial street network plus "committed" street improvements and improvements that have been completed since 1995. Committed improvements include

the designation of Walnut Street, from 'M' Avenue to Adams Avenue (US Highway 30), and Cherry Street from Washington Avenue to Cove Avenue, as major collector roads, and upgrading the unimproved section of 16th Street north of Gekeler Lane to urban standards. A completed improvement includes extending 21st Street from 'H' Avenue to Cove Avenue. This alternative is used as the base future condition from which the results of the additional alternatives are compared. The roadway volumes expected under the No Build Alternative were shown in the previous chapter (Figures 5-4 and 5-5).

The future p.m. peak-hour level of service at the 16 selected intersections in the study area under the No Build Alternative is provided in Appendix D (Table D-7). Three intersections at Island Avenue/26th Street, Island Avenue/Albany Street, and Adams Avenue/Willow Street will be operating at unacceptable levels of service (LOS E or worse) in the future given the forecasted growth for the urban area

A signal warrant analysis was performed to address the capacity deficiencies at these intersections, under the No Build Alternative. The analysis determined that all three of the presently unsignalized intersections will pass warrants for the installation of a traffic signal. It also determined that three other unsignalized intersections will pass signal warrants in the future, even though operations are expected to be adequate (LOS D or better). These are the intersections of Island Avenue at the I-84 westbound and eastbound ramps, and Island Avenue at Portland Street.

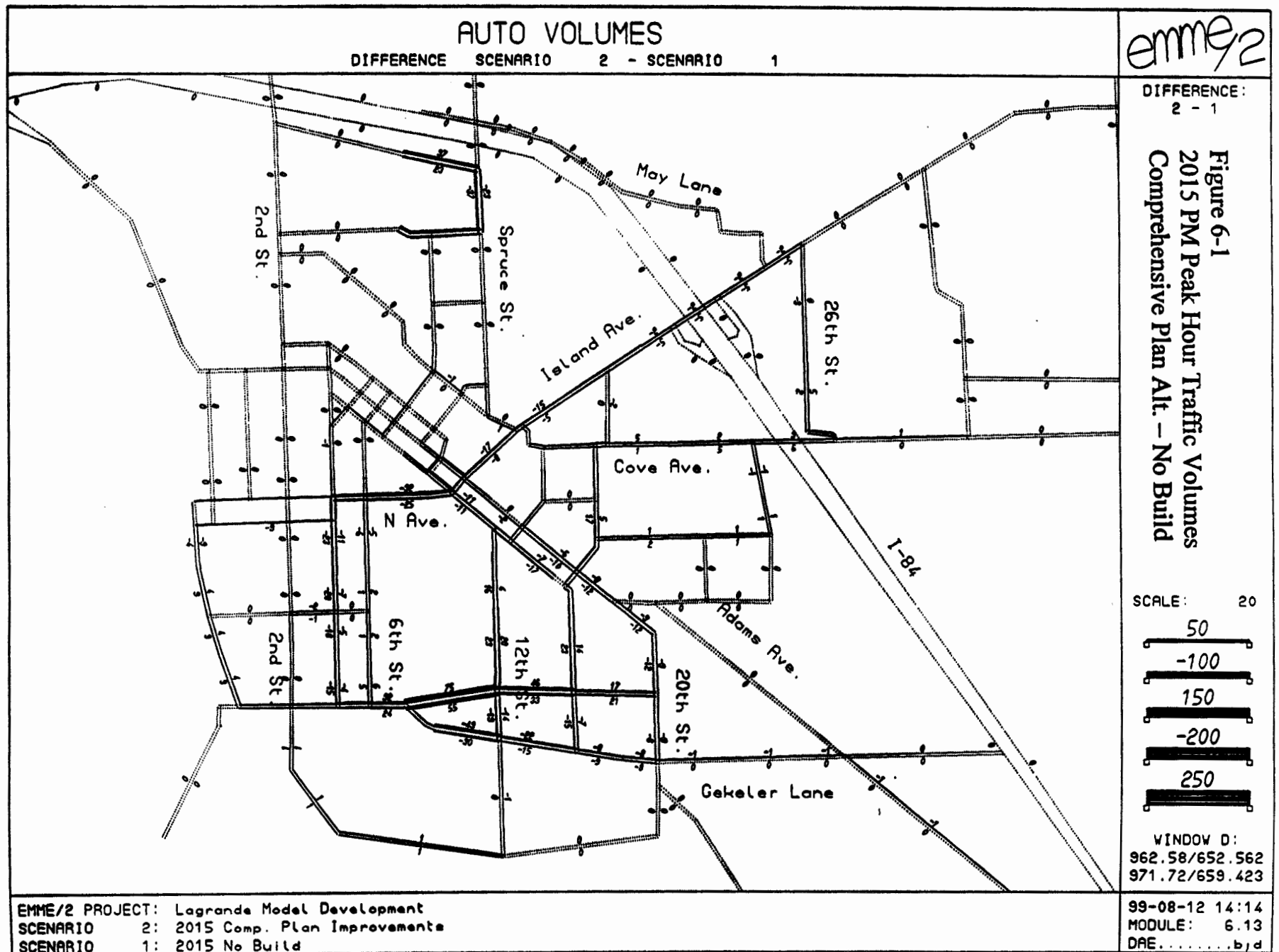
ALTERNATIVE #2: COMPREHENSIVE PLAN RECOMMENDATIONS

This alternative includes the future base network plus transportation improvements identified in the La Grande and Island City Comprehensive Plans. These improvements are intended to serve future capacity deficiencies and address future circulation needs. These improvements include:

- The creation of a new collector street from Gekeler Lane to 20th Street, following the 'C' Avenue alignment, with intersections at 12th, 16th and 18th Streets.
- An extension of Second Street to connect with 20th Street in the vicinity of Highland Hills Subdivision.
- The construction of a collector street extending south from 25th Street and west to East 'H' Avenue east of the railroad tracks. (Part of the Eastside Specific Plan.)
- The proposed collector road, south of the Mt. View Subdivision in Island City, connecting Walton Road with McAlister Road.
- The collector street parallel to and south of Interstate 84 from North Second Street to North Spruce Street.

A comparison between the traffic volumes expected under the No Build Alternative and the Comprehensive Plan Alternative is shown in Figure 6-1. As shown in the figure, the combination of transportation improvements west of La Grande's downtown reduces the travel demand along designated arterial roadways. The reduction is most notable along Gekeler Lane, 'N' Avenue, and Spruce Street. Travel demand is reduced to a lesser extent along Island Avenue, Adams Avenue, and 2nd Street. Furthermore, the construction of the southern connector from Second Street to 20th Street provides an additional access into the southern portions of the city improving traffic circulation.

Table D-8 in Appendix D shows the future level of service (LOS) for selected intersections in the Adams and Island Avenue corridors, under conditions that include the Comprehensive Plan Improvements.



ALTERNATIVE #3: ALTERNATIVE MODES OF TRANSPORTATION

Pedestrian and Bicycle Facilities

The Transportation Planning Rule requires local bicycle and pedestrian plans to comply with the Oregon Transportation Plan. During 1995, the Union County Planning Department developed the draft *La Grande Bicycle and Pedestrian Plan*, prepared by the county and partially funded by the ODOT/DLCD TGM Program. The Plan was designed to adhere to statewide standards by identifying pedestrian and bicycle transportation improvements through a needs assessment and by recommending new policies for its implementation. The primary objectives of the *La Grande Bicycle and Pedestrian Plan* are to:

1. Integrate bicycle and pedestrian planning into all transportation planning, design, construction and maintenance activities of ODOT, Union County and the eight incorporated cities.
2. Provide and maintain a network of safe and convenient pedestrian and bicycle access within and from new subdivisions, planned developments, shopping centers and industrial parks to nearby residential areas and neighborhood activity centers, such as schools, parks and shopping centers.
3. Promote bicycling and walking as safe and convenient forms of transportation for all ages and all trip types by promoting bicycle and pedestrian safety education and enforcement programs.
4. Increase bicycling and walking in urban areas to encourage 10% of trips to be made by bike or foot.

This TSP incorporates the draft recommendations of the *La Grande Bicycle and Pedestrian Plan*, which includes the arterial and collector street projects listed in Table 6-1.

Public Transportation Improvements

Improvements to the public transportation system within La Grande and Island City were discussed in Chapter 3 and the recommendations are presented in Chapter 7.

TABLE 6-1
DRAFT LA GRANDE BICYCLE/PEDESTRIAN RECOMMENDED IMPROVEMENTS

La Grande bicycle improvements

Street/road	Beginning	Ending	Width	Side of road	Comments
Adams Ave	Alder St	Fourth St		Both	Shared roadway
Adams Ave	Willow St	Twentieth St	5-ft lanes	Both	Reconstruct to include two 12-ft travel lanes, one 12-ft turning lane, two 8-ft parking lanes, and sidewalks
Alder St/Sunset Dr	C Ave	N Ave	Both	Shared rdway	
C Ave	Sunset Dr	Sixth St		Both	Shared roadway
Cedar St	Adams Ave	Palmer Ave		Both	Shared roadway
Cherry St	Washington Ave	Cove Ave		Both	Shared roadway
Cove Ave	Pine St	East La Grande city limits	5-ft lanes	Both	Reconstruct to include two 12-ft travel lanes, no parking, sidewalks and bike lanes
Fir St	Washington Ave	Monroe Ave		Both	Shared roadway
Fourth St	C Ave	Adams Ave		Both	Shared roadway
Gekeler Ln	Sixteenth St	U.S. Highway 30	6-ft lanes	Both	Reconstruct to include two 14-ft travel lanes, no parking, and sidewalks
Greenwood St	Monroe Ave	Y Ave		Both	Shared roadway
M Ave	Alder St	Fourth St		Both	Shared roadway
Monroe Ave	Fir St	Island Ave		Both	Shared roadway
N Ave	Alder St	Fourth St		Both	Shared roadway
Oak St	Adams Ave	Palmer Ave		Both	Shared roadway
Pine St	Island Ave	Cove Ave		Both	Redesign intersection to better accommodate bicycle traffic
S Ave	Fir St	Greenwood St		Both	Shared roadway
Second St	Adams Ave	Grandy Ave		Both	Shared roadway
Second St	Grandy Ave	X Ave	5-ft lanes	Both	Reconfigure street
Second St	X Ave	Union City Fairgrounds		Both	Shared roadway
Spruce St	Hemlock St	Fruitdale Ln		Both	Shared roadway
Twelfth St	Gekeler Ln	Washington Ave		Both	Shared roadway

Table 6-1 (cont.) Union County Bicycle/Pedestrian Recommended Improvements

Twentieth St	Gekeler Ln	Adams Ave	5-ft lanes	Both	Reconstruct to include two 12-ft travel lanes, no parking, and sidewalks
Washington Ave	Oak St	Sixteenth St		Both	Shared roadway
Y Ave	Second St	Spruce St		Both	Shared roadway
La Grande pedestrian improvements					
Street/road	Beginning	Ending	Width	Side of road	Comments
Adams Ave	Hall St	20th St	5-ft	Both	Reconstruct to include two 12-ft travel lanes, one 12-ft turning lane
Cove Ave	Albany St	East La Grande city limits	5-ft	South	
Cove Ave	Balm St	East La Grande city limits	5-ft	North	Reconstruct to include two 12-ft travel lanes, no parking lanes, and bicycle lanes
Fourth St Intersection	Fourth St	Washington Ave			Curb extensions at all corners
Gekeler Ln	Sixteenth St	U.S. Highway 30	5-ft	North	Reconstruct to include two 14-ft travel lanes, no parking, and bicycle lanes
Gekeler Ln	Aries Ln	U.S. Highway 30	5-ft	South	Reconstruct to include two 14-ft travel lanes, no parking, and bicycle lanes
Monroe Ave	Hemlock St	Island Ave	5-ft	West	
Spruce St	Monroe Ave	S Ave	5-ft	West	
Spruce St	Z Ave	Russell Ave	5-ft	East	Possibly extend to Fruitdale Ln
Sunset Dr	C Ave	H Ave	5-ft	East	
Twelfth St	Gekeler Ave	G Ave	5-ft	East	
Twelfth St	Gekeler Ave	J Ave	5-ft	West	
Twelfth St	J Ave	Washington Ave	5-ft	East	
Twentieth St	Gekeler Ln	Adams Ave	5-ft	Both	Reconstruct to include two 12-ft travel lanes; no parking; and bicycle lanes
Island City bicycle improvements					
Cove Highway	McAlister Rd	East Island city limits	4-ft shoulders	Both	Shared for bicycle and pedestrian traffic
Oregon Highway 82	First St	North Island city limits	6-ft lanes	Both	
McAlister Rd	First St	White Birch Ln	6-ft lanes	Both	

Table 6-1 (cont.) Union County Bicycle/Pedestrian Recommended Improvements

McAlister Rd	White Birch Ln	Buchanan Ln	6-ft shoulders	Both	Shared for bicycle and pedestrian traffic
Walton Rd	Island Ave	Buchanan Ln	6-ft lanes	Both	

Island City pedestrian improvements

Cove Highway	McAlister Rd	East Island city limits	4-ft shoulders	Both	Shared for bicycle and pedestrian traffic
McAlister Rd	First St	White Birch Ln	5-ft	Both	
McAlister Rd	White Birch Ln	Buchanan Ln	6-ft shoulders	Both	Shared for bicycle and pedestrian traffic
Walton Rd	Island Ave	Buchanan Ln	5-ft	Both	

ALTERNATIVE #4: TRANSPORTATION-EFFICIENT LAND USE

Introduction

The Transportation Planning Rule identifies several “performance standards” for completing a Transportation System Plan (TSP). Many of these standards are aimed at reducing auto reliance, providing and encouraging alternative modes of travel, and supporting transportation efficient land use development.

As part of this study, a transportation-efficient land use alternative was developed for the La Grande/Island City area. The primary goal of this alternative is to reduce future roadway congestion along major travel routes by providing a better land use mix and promoting infill opportunities to work towards a better balance between jobs and housing in localized areas. Locating residential areas in close proximity to businesses and commercial developments aim to reduce the number of lengthy, “cross-town”, trips, which is a concern in La Grande. Additionally, a reduction in trip lengths encourages people to use other alternative modes of travel besides the automobile.

Methodology

The methodology used to define the Transportation-Efficient Land Use Alternative was fairly simple. The objective was to make selected adjustments in the year 2015 land use to achieve a more balanced mix of land uses. A majority of the adjustments consisted of reallocating future employment and housing to achieve this balance in the transportation subdistricts established for the study area (refer to Figure 5-3 showing these subdistricts).

The methodology used to develop the Transportation-Efficient Land Use Alternative is discussed below:

1. 2015 Base Case Land Use Assumptions

The base case growth assumptions for jobs and households were established through a working relationship between the two cities, the county, and ODOT. An analysis of vacant lands was subsequently conducted by Traffic Analysis Zone (TAZ) to estimate land use development potential by zoning, category, and urban subarea.

2. Compare the Jobs/Housing Ratios in the Seven Subdistricts and Establish Objectives for Achieving a Better Balance

The existing estimates and future projections for non-retail and retail jobs and households were aggregated over the seven subdistricts in the study area. After determining the jobs to housing ratios in each subdistrict, general objectives for increasing or decreasing non-retail and retail jobs and housing were established in each area, with the goal of working towards a jobs/housing balance that approaches a ratio of 1.30. A basic assumption was only to shift future housing and employment expected and not to shift any existing housing or employment within the study area.

It should be noted that the Transportation-Efficient Land Use Alternative attempts to improve the mix of jobs and housing in each urban subarea. The ability to achieve a better jobs/housing mix is dictated primarily by the availability of developable lands and infill opportunities and by the relationship of compatible land use types.

3. Reallocate Future Additional Housing and Employment between the Subdistricts Where a Better Balance in Land Use is needed.

Additional jobs and housing projections for the urban subdistricts were reallocated by TAZ using objective considerations unique to each TAZ. The allocation of jobs and housing takes into account the base case growth rate assumptions for each TAZ and unique opportunities such as infill development potential and compatibility of existing zoning.

4. Run EMME/2 Traffic Model using 2015 Transportation-Efficient Land Use Assumptions.

The traffic model prepared for the TSP was rerun using the TAZ input variables calculated in Step 3. The results of this model run are intended to indicate the relative beneficial impacts of an optimum transportation-efficient land use alternative.

Key Findings

This analysis determined that the base case land use projections for 2015 already includes fairly aggressive transportation-efficient assumptions for the study area as a whole. This is most noticeable in the employment sector, where growth is expected within the urban areas of La Grande and Island City rather than in the more rural portions of the region outside the study area. The location of larger businesses within the urban areas of these two cities close to residential areas would result in shorter trip lengths and would also provide an opportunity for residents to use alternative modes of travel such as walking or bicycling.

It was determined by city officials and representatives from David Evans and Associates and McKeever/Morris that a more efficient transportation-land use scenario could be achieved by providing a better balance between land uses on a more local level rather than for the study area as a whole. This could be done by establishing a jobs-to-housing ratio of 1.30 within the seven subdistricts identified for the La Grande/Island City area. This ratio is consistent with the jobs-to-housing ratio projected for the study area as a whole (8,522 total jobs and 6,555 total households).

A review of the future land use projections, as they are currently proposed, indicates there are major variations between the total employment and housing in the seven subdistricts. For example, the jobs-to-housing ratios for the future are projected to range between 0.48 in the Northeast District to 2.21 and 2.45 in the Southeast and East Districts, respectively. The effect of such a large imbalance between housing and employment in these areas would result in increased "cross town" trips leading to more congestion along major roadways.

Before making any decisions to reallocate land-use in an attempt to reach this goal, it should be noted that the city of La Grande expects higher growth in employment than what was initially projected in the future forecast for the Southwest District. City officials believe additional employment, on the order of 1,700 employees, can be expected in the area along the south side of Gekeler Lane just west of Adams Avenue/US 30. In response to this, an additional 1,000 employees were added to the TAZ representing this area along with an additional 700 employees assumed to be relocated from another subdistrict. City officials anticipate that the vacant lands along the south side of Gekeler Lane under both the city and the county's possession will have ample capacity for developing an employment center capable of handling a higher employment total.

The location of 1,700 additional employees in the Southwest District prompted the following two steps to reach an optimum balance in land uses:

1. A total of 700 future employees were redistributed from the Southeast District to the Southwest District. This redistribution achieved an optimal jobs-to-housing ratio of 1.33 in the Southeast District.
2. A total of 400 housing units (200 from the East District and 200 from the Northeast District) were redistributed to the Southwest District, resulting in a jobs-to-housing ratio of 1.78. Although, this ratio is higher than the goal ratio of 1.33, only a limited number of future additional housing units could be redistributed to this area.

No adjustments in land use were made or needed in the other three subdistricts in the planning area (Northwest, Island City, Rural East/Airport).

Results

The findings indicate that a transportation-efficient land use can have measurable impacts on traffic circulation within the urban area. Figure 6-2 displays these impacts, showing the difference in p.m. peak hour between the Transportation Efficient Land Use Alternative and the No-Build Alternative. Changes in traffic patterns are most noticeable along Island Avenue, where traffic is projected to decrease by about 260 vehicles during the p.m. peak hour (-21%) between Pine Street and Albany Street. This reduction comes mainly from the reallocation of housing from the East and Northeast subdistricts to the Southwest subdistrict. Conversely, traffic along Adams Avenue south of Island Avenue in the vicinity of Gekeler Lane and East 'H' Avenue will increase as a result of increased housing and employment in the Southwest District. P.M. peak hour traffic is expected to increase by about 320 vehicles (+52%). Although Adams Avenue and Island Avenue have the same classification as an arterial road, Adams Avenue south of Island Avenue is projected to have less congestion in the future.

An assessment was made to determine if the shift in future peak hour traffic to Adams Avenue (US Highway 30) will necessitate further improvements along this facility. The assessment revealed that total traffic along the highway will not necessitate additional traffic signal installations that haven't already

been identified in the TSP Improvement Options Analysis section. This is based on a signal warrant analysis of four major intersections along Adams Avenue where it intersects Cherry, Willow, 18th/20th, and East 'H' Streets. Signal warrants will be met at the Willow Street intersection, where a traffic signal installation has already been identified. The impacts of increased traffic along the highway in the vicinity of Gekeler Lane have also been addressed in Alternative #5, where a future traffic signal installation is recommended. ..

ALTERNATIVE #5: LARGE-SCALE INDUSTRIAL DEVELOPMENT ALONG THE SOUTH SIDE OF GEKELER LANE, WEST OF ADAMS AVENUE/US 30

This alternative addressed the traffic impacts related to the potential development of a major industrial area located along the south side of Gekeler Lane, west of Adams Avenue/US 30.

Currently, this area is partially within the city limits with approximately half the area located on county land. The city of La Grande has expressed an interest in annexing this area into the city limits over the next 20 years. Following annexation, the City intends to establish large-scale industrial developments.

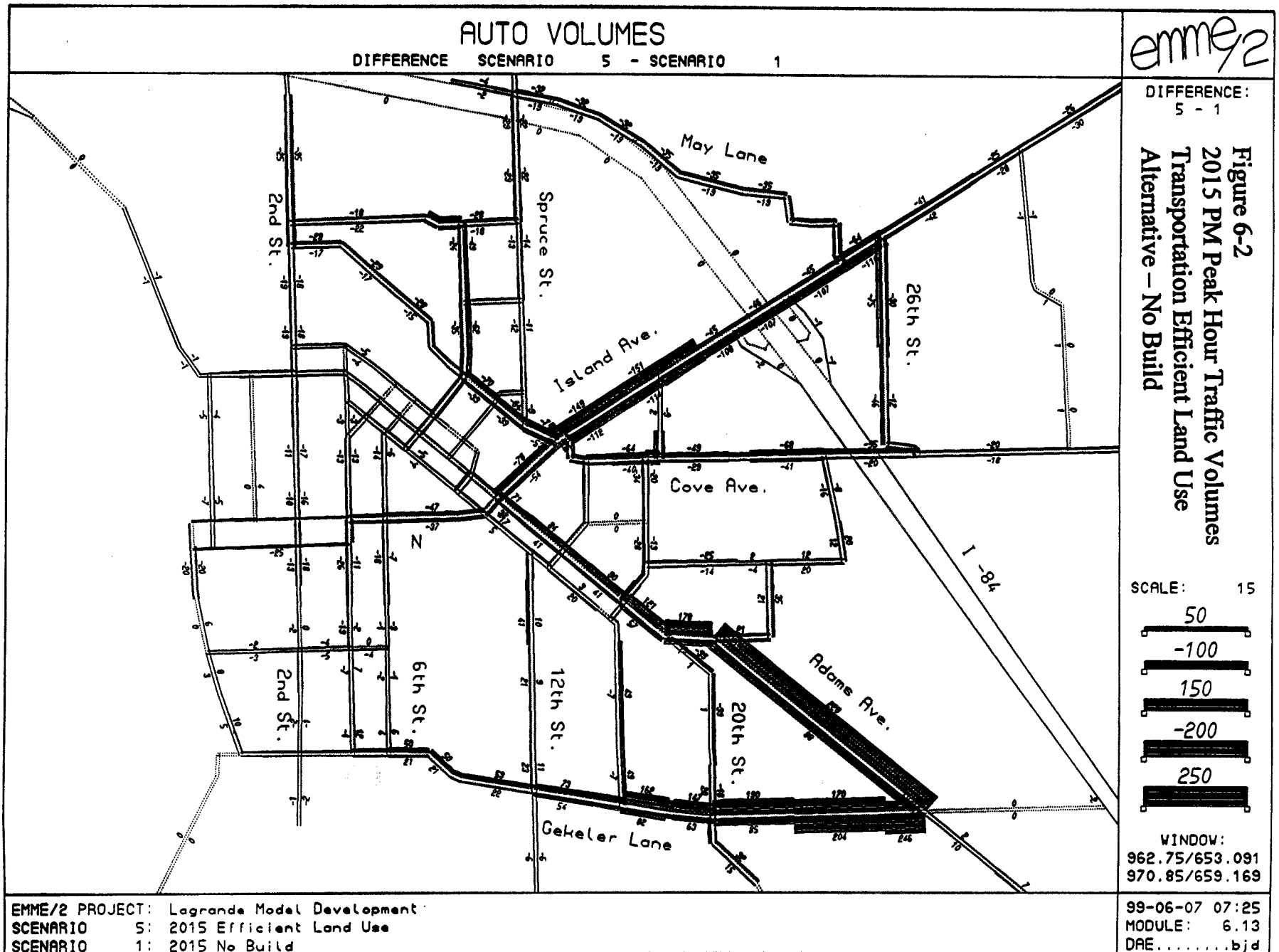
The traffic impacts associated with new industrial development in this area were assessed using the traffic model developed for the city. In addition to the year 2015 forecast land use data utilized in the No Build scenario, an additional 1,100 industrial employees were added to the land use projection for Traffic Analysis Zone #106, which represents the area south of Gekeler Lane and west of Adams Avenue/US 30. After running the traffic model with the new land use, a comparison was made with the 2015 No Build traffic volumes. This comparison is shown in Figure 6-3.

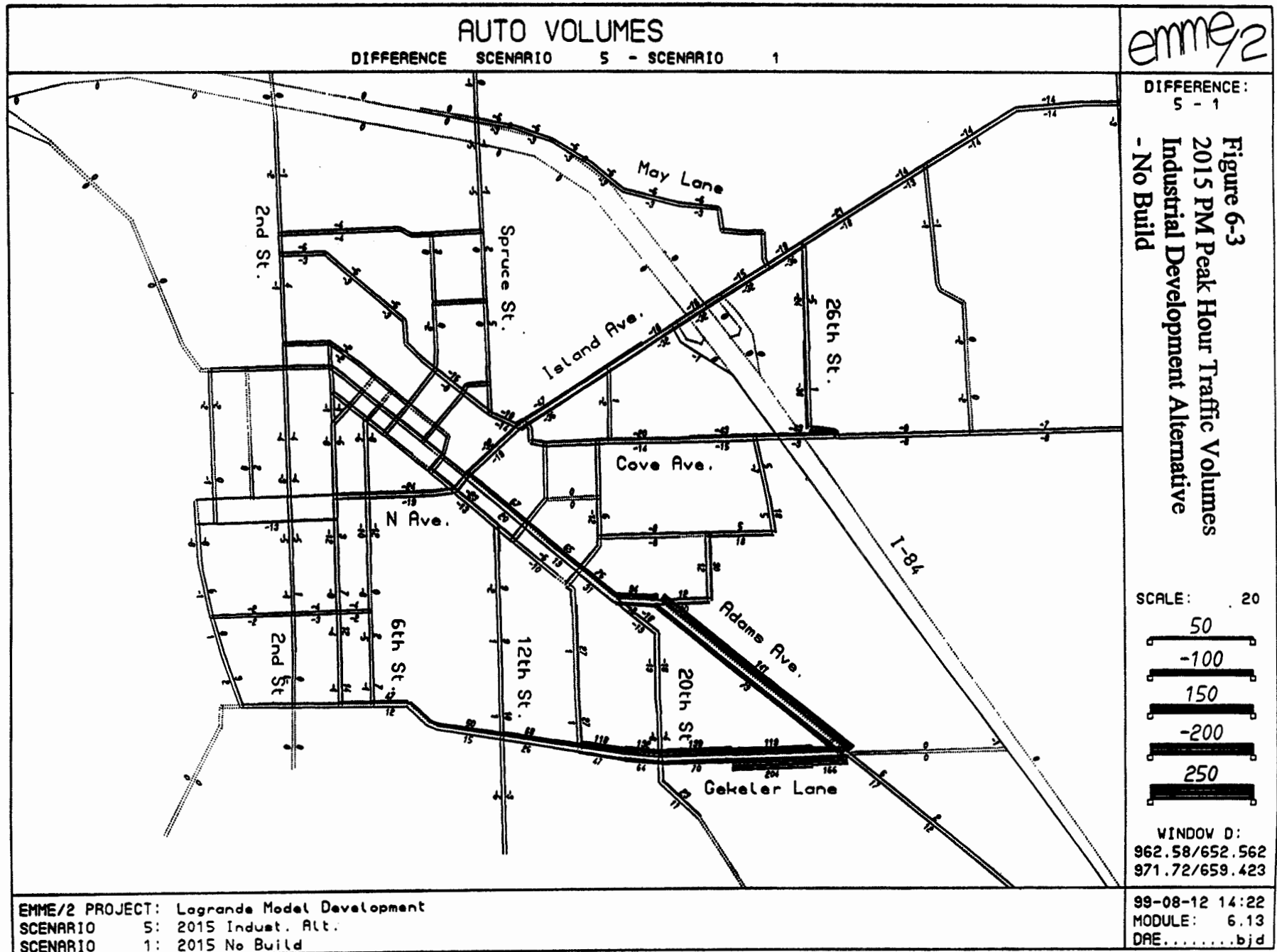
Results show that an additional 1,100 industrial employees would produce a significant amount of new trips along Gekeler Lane, relative to the traffic projection along this road under No Build conditions. As shown in Figure 6-3, traffic volumes along Gekeler Lane are projected to increase as high as 204 vehicles in the eastbound direction and 139 vehicles in the westbound direction. Traffic volumes are also projected to increase along US 30, north of Gekeler (141 northbound and 79 southbound).

Analysis of future traffic operation at the unsignalized intersection of Gekeler Lane at US 30 indicates the eastbound approach on Gekeler Lane will function at LOS E. Further analysis indicates that a traffic signal installation at this location would function adequately at LOS B.

PROJECT OPTION #1: SIGNALIZATION OF 26TH STREET AND MAY LANE EXTENSION

This option includes all projects included in the La Grande and Island City Comprehensive Plans, plus extending May Lane from Riddle Road to Island Avenue and signalizing the 26th Street/May Lane/Island Avenue intersection. All left turns from Riddle Road will be prohibited under this alternative. This option stems from the recommendations of the *Island Avenue Access Management/Circulation Plan*.





DIFFERENCE	SCENARIO	3 - SCENARIO	1
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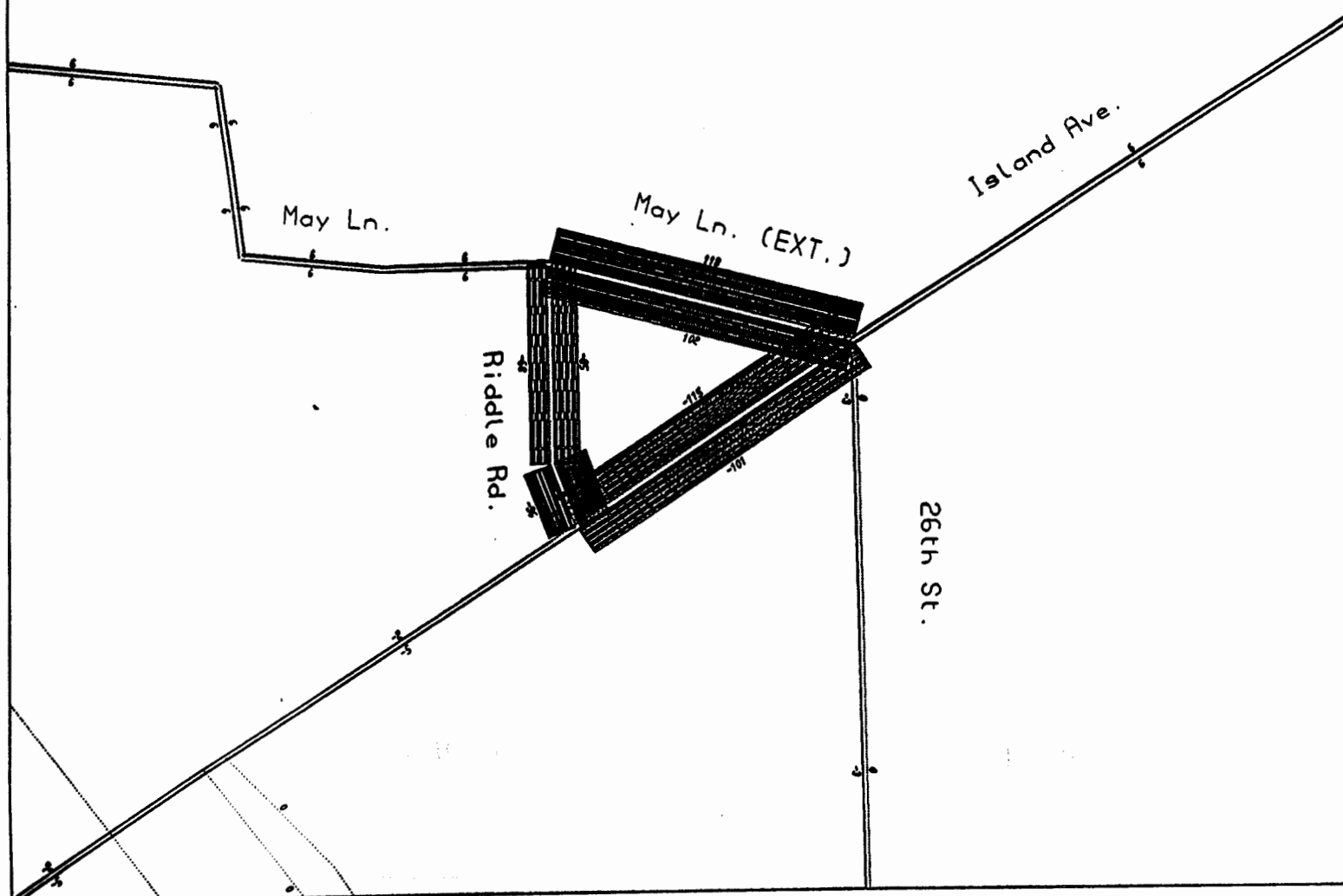
emme/2

Figure 6-4
2015 PM Peak Hour Traffic Volumes
May Lane Extension – No Build

20
-40
60
-80
100

WINDOW:
968.2/657.382
969.68/658.496

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99-05-11 15:49
MODULE:      6.13
DAE.....bjd
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EMME/2 PROJECT: Lagrande Model Development
SCENARIO 3: 2015 May Lane Extension (w/comp. plan imp.)
SCENARIO 1: 2015 No Build

A comparison between the traffic volumes expected under the No Build Alternative and the signalization of 26th Street and May Lane extension is shown in Figure 6-4. As shown in the figure, the new traffic signal and May Lane extension reduce the travel demand on Island Avenue between Riddle Road and 26th Street. This is further shown in Table 6-2. Table D-8 in Appendix D shows the future level of service for selected intersections in the Adams Avenue and Island Avenue corridors.

TABLE 6-2
COMPARISON OF MAY LANE AND ISLAND AVENUE VOLUMES

Roadway	Eastbound	Westbound	Total PM Peak- Hour Volume
<i>Comprehensive Plan Recommendations</i>			
Island Ave	827	823	1,650
<i>May Lane Extension</i>			
Island Ave	731	710	1,441
May Lane extension	102	118	220
<i>Riddle Lane and Cove Avenue Improvements</i>			
Island Ave	757	513	1,270

PROJECT OPTION #2: SIGNALIZATION AT RIDDLE ROAD AND IMPROVEMENTS TO COVE AVENUE

This option includes all the projects included in the Comprehensive Plan, plus the signalization of Riddle Road and Island Avenue. All left turns are prohibited from 26th Street to Island Avenue under this option. In addition, Cove Avenue is improved to a three-lane cross section, with higher speeds and capacities.

A comparison of the traffic volumes expected under the No Build Alternative and the signalization at Riddle Road and improvements to Cove Avenue is shown in Figure 6-5. As shown in the figure, the traffic signal at Riddle Road and improvements to Cove Avenue significantly reduces the travel demand on Island Avenue between 26th Street and Pine Street. Slight reductions in traffic occur west of Pine Street along Island Avenue, 'N' Street, and Adams Avenue (US Highway 30). In addition, the transportation improvements reduce the total delay experienced at all but two of the selected intersections in the Adams Avenue and Island Avenue corridors. These two intersections are Island Avenue at Pine Street/Monroe Avenue and Adams Avenue at Willow Street, where an increase in minor street traffic increases delays for the critical movements. Table D-8 in Appendix D shows the future level of service for selected intersections in the Adams Avenue and Island Avenue corridors.

PROJECT OPTION #3: RECONSTRUCT FIVE-LEGGED INTERSECTION OF WASHINGTON STREET/ISLAND AVENUE/'N' AVENUE/10TH STREET AND RESTRICT ACCESS TO 10TH STREET

This option includes modifications to the existing geometry of this intersection along with the elimination of the 10th Street access on the south approach. This option was derived from a circulation deficiency identified by city personnel, where traffic on the westbound approach along Island Avenue has been observed to back up into the signalized intersection immediately to the northeast of Adams Avenue (US Highway 30) during peak hour travel conditions. Existing and future traffic operations at the intersection during the p.m. peak hour are projected at LOS B. However, the LOS is probably worse, given that the intersection has five legs and is stop controlled on each approach.

This option proposes to close off vehicular access from or to 10th Street on the south approach. This will create a common four-way intersection, thus, reducing driver confusion and traffic delay associated with a five-way stop. It is also proposed to extend the stop bar on the west approach further east of Washington Street to improve sight distances for this approach. Also, a curb and sidewalk should be extended across the closed 10th Street approaches to allow for a continuous pedestrian walkway. Crosswalk striping should also be placed on all four approaches to this reconfigured intersection.

After these improvements are implemented, this intersection should be monitored closely during peak travel periods. If traffic continues to back up into the Adams Avenue intersection, alternative improvements may be considered such as establishing two-way stop control at the intersection and allow traffic to flow freely on Island Avenue/'N' Avenue, or installing a traffic signal that is coordinated with the other signalized intersection.

TRANSPORTATION IMPACT ANALYSIS ON ISLAND AVENUE

The following table highlights the impacts on Island Avenue as a result of the different transportation improvement options in La Grande and Island City. Table 6-3 presents the estimated p.m. peak-hour traffic volumes on Island Avenue between the two Interstate 84 ramps. Table 6-4 compares the total amount of congested roadway lane-miles throughout the urban area under each alternative.

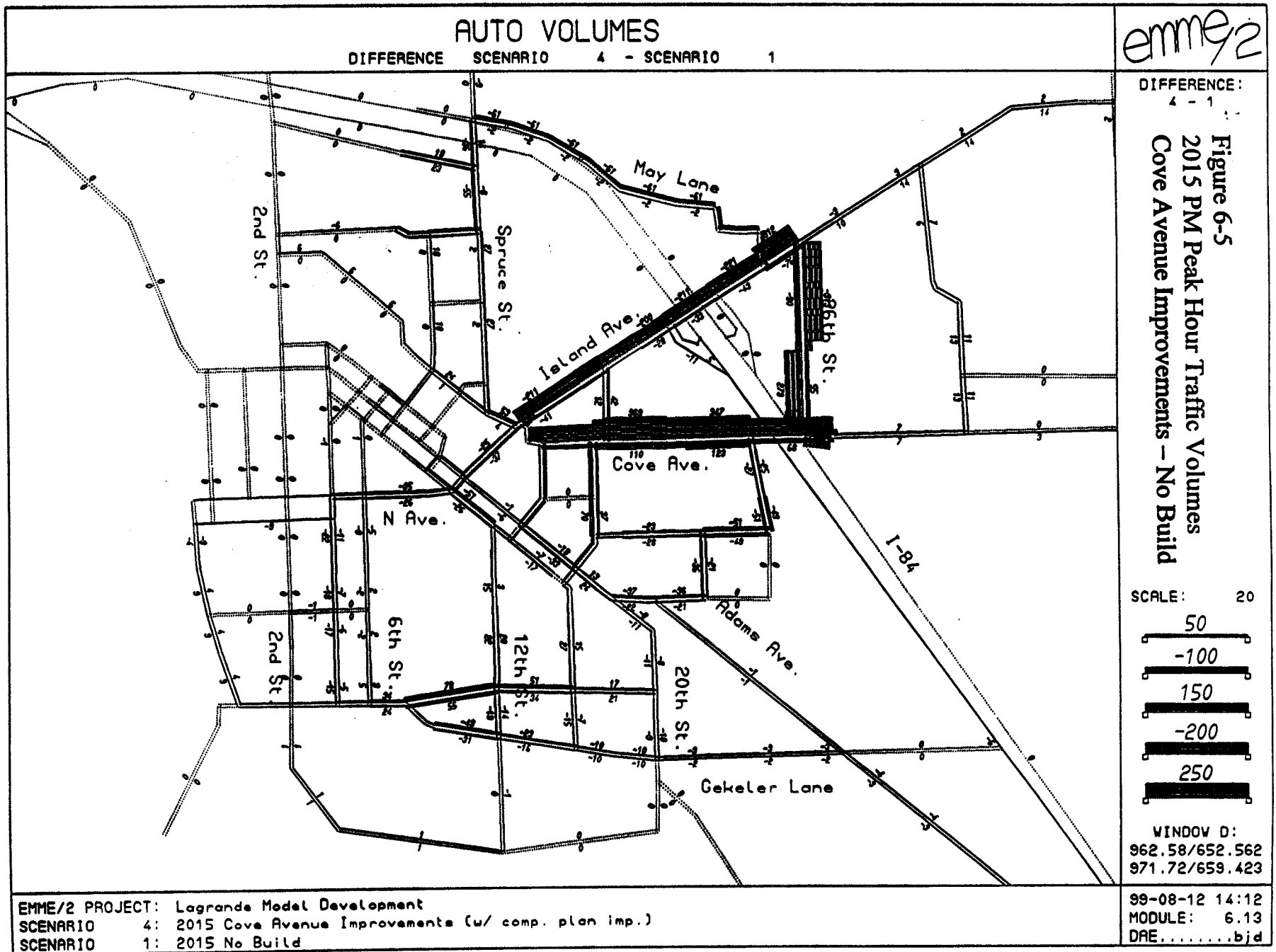


TABLE 6-3
PEAK-HOUR TRAFFIC VOLUMES
BETWEEN INTERSTATE 84 RAMPS

Year	Alternative	Eastbound	Westbound	Total PM Peak-Hour Volume
1995	Base network	650	555	1,405
2015	No-build network	870	710	1,580
2015	Comp plan network	865	710	1,575
2015	Transportation Efficient Land Use	765	665	1,430
2015	May Lane extension	865	710	1,575
2015	Riddle Road and Cove Ave	800	590	1,390
2015	Preferred Alternative	730	625	1,355

TABLE 6-4
COMPARISON OF LANE-MILES
OF CONGESTION BASED ON EACH ALTERNATIVE

Year	Alternative	Under capacity (V/C = 0.0 – 0.70)	Approaching capacity (V/C = 0.71 – 0.90)	Over capacity (V/C = 0.91 +)
1995	Base network	138.39	0.00	0.00
2015	No-build network	137.51	1.49	0.00
2015	Comp plan network	150.01	1.49	0.00
2015	Transportation Efficient Land Use	137.80	1.19	0.00
2015	May Lane Extension	150.30	1.49	0.00
2015	Riddle Road and Cove Ave	150.17	1.33	0.00
2015	Preferred Alternative	150.76	1.03	0.00

PREFERRED ALTERNATIVE

The recommended alternative is a combination of the alternatives and project options presented throughout this section. The preferred alternative is based on the recommendations in the comprehensive plans for the cities of La Grande and Island City, Bicycle/Pedestrian Plans for La Grande and Island City, the Transportation-Efficient Land Use Alternative, and the traffic circulation improvements included in the La Grande/Island Avenue Access Management/Circulation Plan. Implementation of the following recommendations will reduce PM peak hour traffic on the collector/arterial street system as illustrated in Figure 6-6.

Comprehensive Plans

- Adopt recommended plan text amendments described in Appendix F.
- An extension of Second Street to connect with 20th Street in the vicinity of Highland Hills Subdivision.
- The proposed collector road, south of the Mt. View Subdivision in Island City connecting Walton Road with McAlister Road.
- The collector street parallel to and south of Interstate 84 from Fourth Street to Spruce Street.

Union County Bicycle/Pedestrian Plans

- All bicycle and pedestrian improvements as identified in the plan and shown in Table 6-1.

Land Use

- Promote infill opportunities to work towards a better mixture of jobs and housing.
- Implement the Transportation Land Use Alternative. .
- Adopt code amendments described in Appendix F.

Island Avenue Access Management/Circulation Plan

- Move the traffic signal at Island Avenue/Grande Ronde shopping center to the Island Avenue/Portland Street intersection.
- Construct the May Lane extension to connect with Island Avenue at 26th Street.
- Install a traffic signal at the Island Avenue/May Lane/26th Street intersection.
- Coordinate and optimize the resulting traffic signal system on Island Avenue to ensure good progression and safe and convenient access.
- Realign the Boise Cascade access on Island Avenue to Albany Street and install a traffic signal.

Other Recommendations

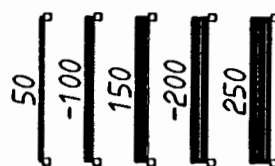
- Reconstruct Cove Avenue, in coordination with Union County, as a three lane major collector with bike lanes and sidewalks from Pine Street to McAlister .
- Install a traffic signal at the Willow Street/Adams Avenue intersections.
- Continue to develop the local street system, as required, when development occurs.

emme/2

DIFFERENCE:
S - 1

Figure 6-6
2015 PM Peak Hour Traffic Volumes
Preferred Alternative - No Build

SCALE: 20

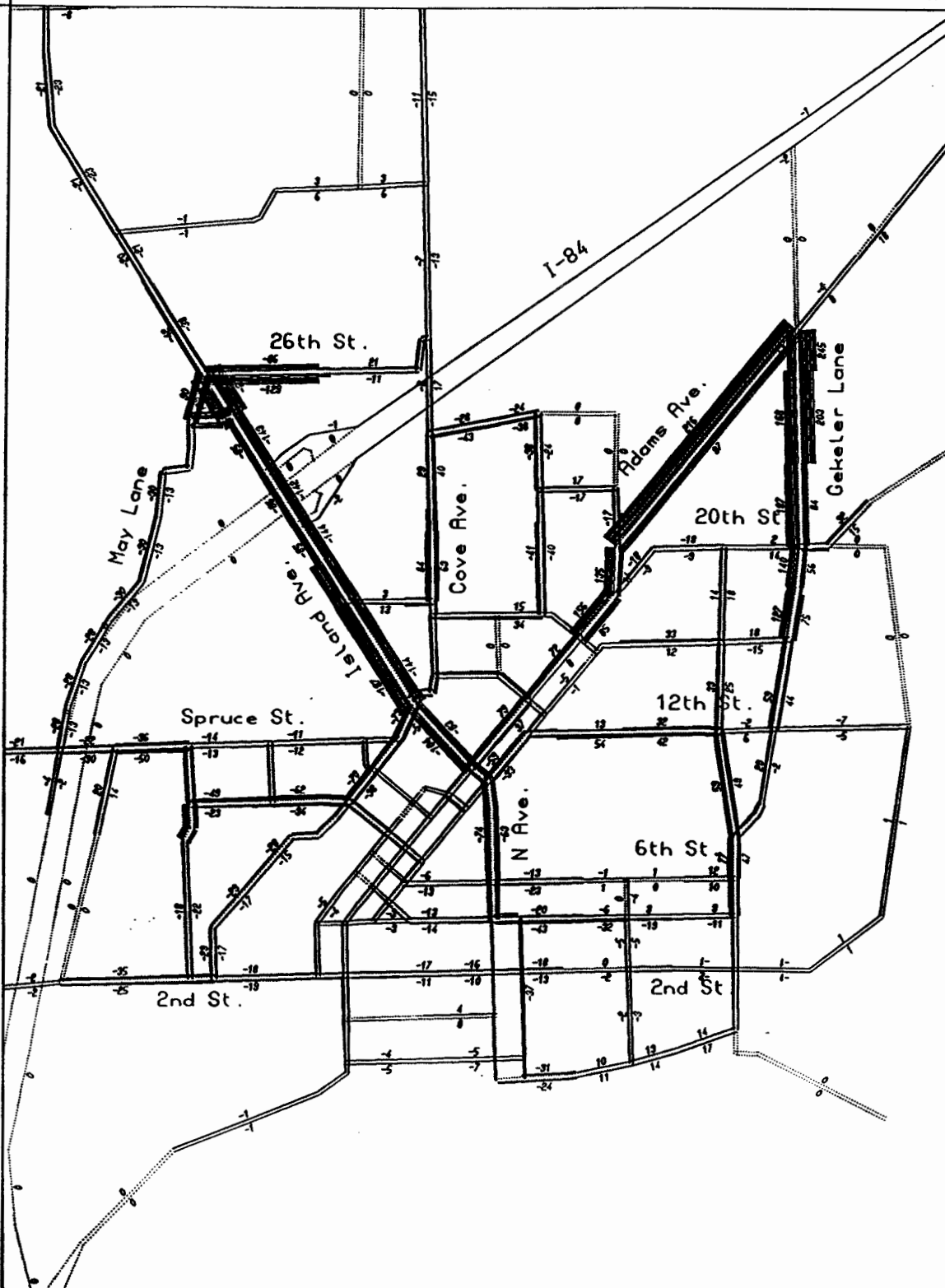


WINDOW D:
962.58/652.562
971.72/659.423

99-08-12 14:20
MODULE: 6.13
DRE:.....bjd

AUTO VOLUMES

DIFFERENCE SCENARIO 5 - SCENARIO 1



EMME/2 PROJECT: Lagrange Model Development
SCENARIO 5: 2015 Preferred Alternative
SCENARIO 1: 2015 No Build

- Although some intersections (Adams Avenue at 18th Street/20th Street) may operate at Level of Service D during the p.m. peak hour, by the year 2015 traffic signals are not recommended or warranted. It is anticipated that these intersections will operate better than what is reported due to the effect of a newly installed traffic signal nearby at Willow Street. The new signalized intersections should provide sufficient gaps in the traffic stream to allow for vehicles to access the roadway without being unduly delayed.
- Reconfigure the Washington/Island Avenue/10th Street intersection.

CHAPTER 7: TRANSPORTATION SYSTEM PLAN

The purpose of this chapter is to provide detailed plans for each of the transportation systems within the planning area. The Transportation System Plan (TSP) covers all the transportation modes in the La Grande/Island City urban area. The TSP includes recommendations for street functional classification, street design standards, access management, modal plans, transportation demand management measures, and plan implementation.

STREET FUNCTIONAL CLASSIFICATIONS

Street function is determined by operational characteristics such as type of traffic (through or local), traffic volume, land use access, operating speed, safety, and capacity. The functional classification of a street system relates roadway function with design. Street classifications describe the types of automobile, truck, transit, bicycle, and pedestrian use that is intended for each type of street and how future street improvements and public and private development relate to those uses.

Existing street classifications for the La Grande/Island City urban area are described in Chapter 3, and shown in Figure 3-1. Recommended street functional classifications are shown in Figure 7-1. All streets in the La Grande/Island City urban area have been classified as Arterials, Major Collectors, Minor Collectors, or Local Streets.

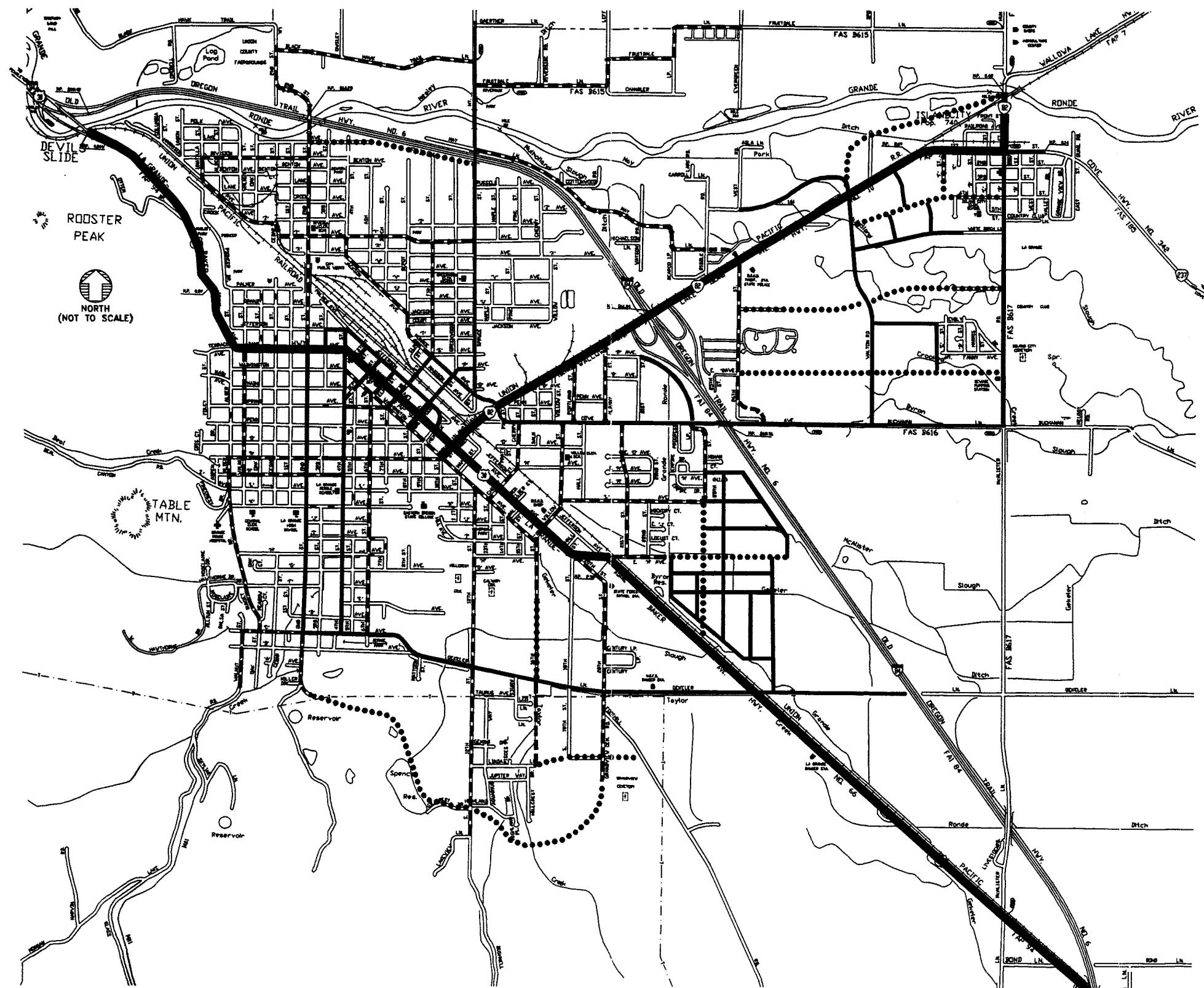
STREET DESIGN STANDARDS

Street design standards ensure that the design of a roadway supports its intended function. Street standards institute design parameters necessary to provide a community with roadways that are relatively safe, user friendly, aesthetic, and easy to administer when new roadways are planned or constructed. The standards are based on experience, transportation policies, and input from the public and staff.

The Oregon Transportation Planning Rule states that local governments shall establish standards for local streets that minimize pavement width and total right-of-way, consistent with the operational needs of the facility. The intent of this requirement is that local governments will revise excessive standards for local street widths, as more appropriate standards can reduce construction costs, provide for more efficient land use, and provide for emergency vehicle access, while discouraging inappropriate through traffic volumes and speeds. Standards should also accommodate convenient pedestrian and bicycle use.

Table 7-1 lists the recommended roadway standards for the La Grande/Island City urban area. These recommended standards were developed to be consistent with the local comprehensive plans as well as the recommendations of the TPR. Some reduction in travel lane width, overall pavement width, and right-of-way width is recommended compared to existing street standards. It should be noted that on State highways within La Grande and Island City, the State's roadway design standards should be applied. However, subject to ODOT approval, the street design standards of the City of La Grande's Downtown Design Plan should be incorporated for Adams Avenue (US Highway 30) through the Central Business Zone.

The standards presented in Table 7-1 are to be used as a guideline for the development of future roadway facilities within the La Grande/Island City urban area. As the urban area continues to develop, there may be the need to provide some flexibility in each city's road design standards, particularly on local streets. The purpose of a flexible design standard is to accommodate development needs within the cities of La Grande and Island City in a consistent manner, while allowing for consideration of unique issues such as land access, non-auto travel modes, right-of-way constraints, terrain, vegetation and building orientation.



LEGEND

- ARTERIAL
- - - MAJOR COLLECTOR
- MINOR COLLECTOR
- PROPOSED COLLECTOR
- NEW LOCAL (EXACT LOCATION TO BE DETERMINED)

LAGRANDE/ISLAND CITY TRANSPORTATION SYSTEM PLAN

RECOMMENDED ROADWAY CLASSIFICATION

BASE MAP: ODOT, 1994

FIGURE
7-1

SEPTEMBER
1999

**TABLE 7-1
RECOMMENDED STREET STANDARDS**

Functional Classification	ADT Volume	Speed (mph)	# of Travel Lanes	Travel Lane Width	Turn Lane or Median Width	Bike Lanes	Min. Bike Lane Width	On-Street parking	Side-walks	Min. Sidewalk Width	Planting Strip Width ¹	Total Paved Width ²	Total ROW Width ³	Private Access Spacing
Arterial	10,000	40-55	2-5	12'	4-14'	optional ⁴	5'	none	required	5'	8'	36'-72'	80'-102'	200'-400'
Downtown Arterial ⁵	10,000	20	2-3	11'	11'			both sides	required	12'	3'6"6	49'	80'	200'
Major Collector	2,000 – 10,000	25-45	2-3	11'	12'	required	5'	one or both sides	required	5'	8'	52'-60'	60'-90'	150'-300'
Minor Collector	1,000 - 2,000	25-35	2	11'	none	optional ⁷	5'	one or both sides	required	5'	8'	30'-48'	60'-80'	75'-150'
Local Street	0 - 1,000	15-25	2	10'	none	none	none	one or both sides	required	5'	8'	28'-36'	40'-60'	each lot

¹A portion of the required planting strip width may be used instead as additional sidewalk width or reduced right of way, as appropriate.

²The minimum of the paved width was calculated with the following assumptions:

Arterials: Two travel lanes, 4' median divider, no center turn lane, no bike lanes.

Major Collectors: Two travel lanes, two bike lanes, no center turn lane, parking on one side.

Minor Collectors: Two travel lanes, parking on one side of street, no bike lanes.

Local Streets: Two travel lanes, parking on one side of street.

The maximum paved width for each street was calculated assuming the inclusion of all required and optional facilities.

³These right-of-way width ranges are for new streets.

⁴Bike lanes should be provided on Arterials unless more desirable parallel facilities are designated and designed to accommodate bicycles.

⁵As developed for Adams Avenue in the *Downtown Design Plan*, adopted April, 1999, and in this TSP.

⁶Plantings would be as set for in the *Downtown Design Plan*.

⁷Bike lanes should be provided on Minor Collectors where traffic volumes or other factors warrant. Otherwise, Minor Collectors should be designed and designated as shared roadway facilities with wide outside travel lanes of 14' on important bike routes.

Figures 7-2 and 7-3 show the existing street standards for the city of La Grande and the city of Island City in cross section. The street standards for La Grande are shown in the *Standard Drawings and Specifications for Construction for the City of La Grande*.

Local Streets

Local residential streets should be designed to enhance the livability of the neighborhood and accommodate less than 1,200 vehicles per day. Design speeds should be 15 to 25 mph. When traffic volumes exceed approximately 1,000 to 1,200 vehicles per day, residents on a local street will tend to perceive the traffic as a noise and safety problem. To maintain neighborhoods, residential streets should be designed to encourage low-speed travel and to discourage through traffic. Narrower streets discourage speeding and through traffic while improving neighborhood aesthetics. They also reduce right-of-way needs, construction costs, stormwater run-off, and the need to clear vegetation.

The recommended street standards for local streets are shown in Table 7-1. Unless there are special circumstances, sidewalks would be required on both sides of the roadway.

The recommended street standard provides for a 28- to 36-foot paved roadway surface within a 40- to 66-foot right of way. It accommodates passage of two lanes of moving traffic in each direction, eight-foot curbside parking lanes on one or both sides of the street, five-foot sidewalks, and a five-foot planting strip.

Alleys (optional)

Alleys can be a useful way to decrease street width by providing rear access and parking to residential, commercial, and industrial areas. The inclusion of alleys in residential subdivisions allows homes to be placed closer to the street and eliminates the need for garages to be the dominant architectural feature. This pattern, once common, has recently been revived as a way to build better neighborhoods. Alleys can also be useful in commercial and industrial areas, allowing accesses for delivery trucks that are off of the main streets. The cities of La Grande and Island City should encourage developers to consider including alleys in the design of new subdivisions. Alleys should be 16 - 20 feet wide, with a 16 - 20-foot right-of-way.

Cul-de-sac Streets

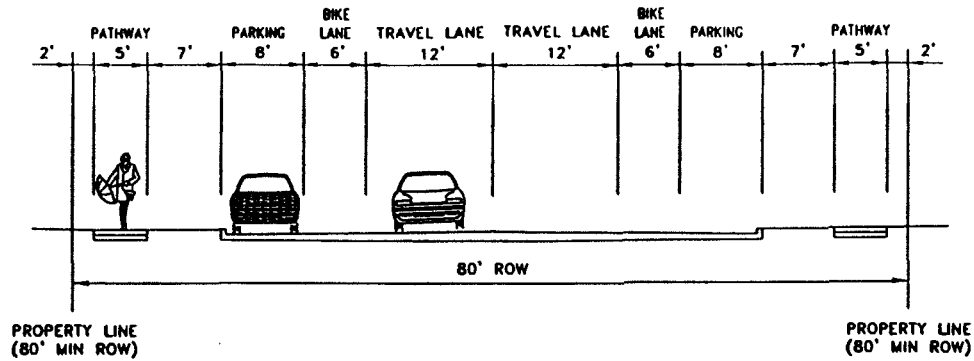
Cul-de-sac, or "dead-end" residential streets are intended to serve only the adjacent land in residential neighborhoods. These streets should be short (less than 400 feet long) and serve a maximum of 18 single-family houses. Because the streets are short and the traffic volumes relatively low, the general local street standard should be applied.

Because cul-de-sac streets limit street and neighborhood connectivity, they should only be used where topographical or other environmental constraints prevent street connections. Where cul-de-sacs must be used, pedestrian and bicycle connections to adjacent cul-de-sacs or through streets should be included.

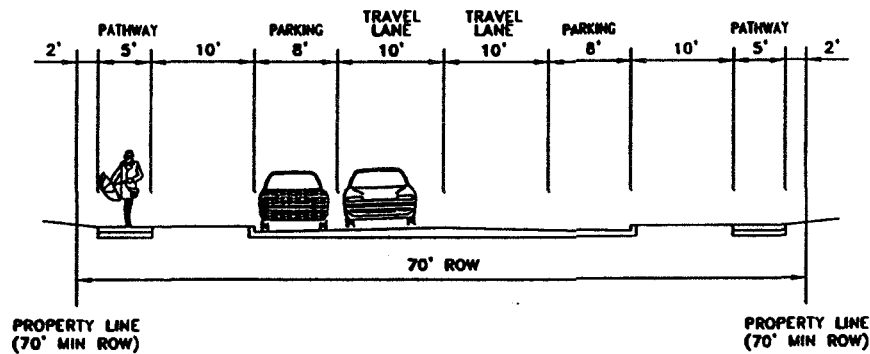
Collector Streets

Collectors are intended to carry between 1,200 and 10,000 vehicles per day, including limited through-traffic, at a design speed of 25 to 35 mph. A collector can serve residential, commercial, industrial, or mixed land uses. Collectors are primarily intended to serve local access needs of residential neighborhoods by connecting local streets to arterials.

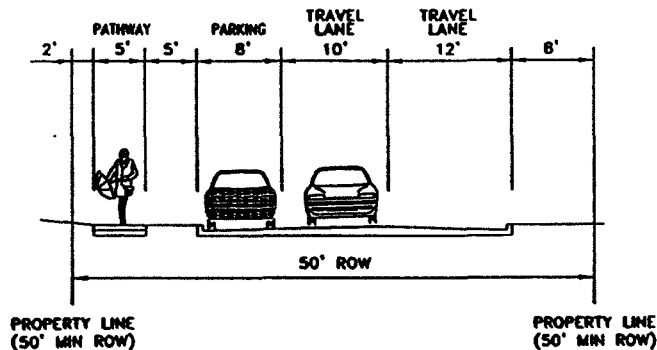
MAJOR COLLECTOR



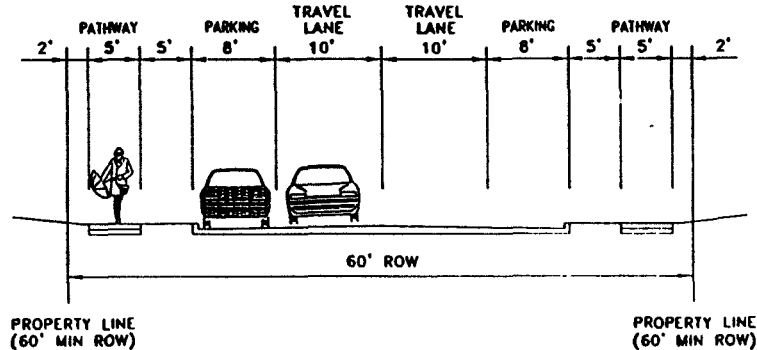
MINOR COLLECTOR



LOCAL STREET (PARKING ONE SIDE)



LOCAL STREET (PARKING BOTH SIDES)



LEGEND

-  SHRUB (COULD INCLUDE A TREE)
-  PEDESTRIAN
-  MOVING CAR
-  PARKED CAR

LA GRANDE/ISLAND CITY
TRANSPORTATION
SYSTEM PLAN

CITY OF ISLAND CITY
EXISTING STREET STANDARDS

FIGURE
7-3

SEPTEMBER 1999

Arterial Streets

Arterial streets form the primary roadway network within and through a region. They provide a continuous roadway system that distributes traffic between different neighborhoods and districts. Generally, arterial streets are high-capacity roadways that carry high traffic volumes with minimal localized activity. Design speeds should be between 25 and 45 mph. Arterials should be designed to include one or two 12' travel lanes in each direction. They should be designed with a 14-foot median turn lane, or with a median barrier at least four feet wide. Minimum five-foot bike lanes should be provided along arterials unless the city designates a convenient alternate parallel bike route. The design for arterials should also include eight-foot planting strips and five-foot sidewalks. Some of the eight-foot planting strip area may instead be converted to additional sidewalk width.

Bikeways

A bikeway is created when a road has the appropriate design treatment for bicyclists, based on motor vehicle traffic volumes and speeds. Bikeways include bike lanes, shared roadways, shoulder bikeways, and multi-use paths.

A bike lane is a portion of a roadway that has been designated by striping and pavement markings for the preferential or exclusive use of bicyclists. Bike lanes should be added to new arterial and collector streets or in conjunction with other road improvements. On arterial and collector streets that are not scheduled to be improved as part of the street system plan, recommended bike lanes should be added to the existing roadway when forecast traffic volumes exceed 3,000 vehicles per day or mph exceed 25.

The minimum recommended width for bike lanes is five feet, measured from the center of the stripe to the curb or edge of pavement. Six-foot bike lanes are recommended when sufficient right-of-way is available. In the *Oregon Bicycle and Pedestrian Plan*, five-foot lanes are the minimum standard, while six-foot lanes are recommended. The six-foot width allows cyclists to ride far enough from the curb to avoid debris and drainage grates, yet far enough from passing vehicles to avoid conflicts. Bike lanes should be striped in conformance with the design recommendations contained in the *Oregon Bicycle and Pedestrian Plan*. Where streets include curb parking, the bike lane will be located between the parking and travel lanes. In some situations, curb parking may have to be removed to permit a bike lane.

Shared roadways are a type of bikeway in which bicyclists and motor vehicles share a travel lane. Shared roadways are appropriate on local streets. A wide outside lane is one design treatment that can enhance shared roadways for cyclists. Wide outside lanes allow an average size motor vehicle to pass a bicyclist without crossing over into the adjacent lane. The *Oregon Bicycle and Pedestrian Plan* recommends a 14' width for shared outside curb lanes.

Multi-use paths are shared by bicyclists, pedestrians, joggers, skaters and other non-motorized travelers. Multi-use paths are physically separated from motor vehicle traffic by an open space or barrier and may be located either within a highway right-of-way or within an independent right-of-way.

Shoulder bikeways, in which bicyclists travel on a paved shoulder, are appropriate along rural highways. When providing shoulders for bicycle use, a width of 6 feet is recommended. If there are physical constraints to the right-of-way, a minimum four-foot shoulder may be used.

Sidewalks

The pedestrian system should be completed in La Grande and Island City. Every urban street should have sidewalks on at least one, but preferably both sides of the roadway. Sidewalks on residential streets should be at least five feet wide. In addition, pedestrian and bicycle connections should be provided between any cul-de-sac or other dead-end streets.

Sidewalks should be buffered from the street by a planting strip to eliminate obstructions in the walkway, provide a more pleasing design, and separate and protect pedestrians from motor vehicle traffic. Planting strips also make the sidewalk more usable by disabled persons. When sidewalks are located directly adjacent to the curb, they can include such impediments as mailboxes, street light standards, and sign poles, which reduce the effective width of the sidewalk. To maintain a safe and convenient walkway for at least two adults, a five-foot sidewalk should be used in residential areas. The *City of La Grande Specific Development Plan for the East Side*, a master plan for a currently undeveloped 170-acre area in the Southeast section of La Grande, requires six-foot sidewalks. Wider sidewalks (10-13 feet) should be used in densely developed commercial areas, such as downtown La Grande. The *Downtown Design Plan* for the city of La Grande, requires 12-foot sidewalks in the Central Business Zone.

Another component of the pedestrian system is street crossings. Intersections must be designed to provide safe and comfortable crossing opportunities. Marked crosswalks should generally be located at all open legs of signalized intersections. Combined with curb extensions, illumination and signage, marked crosswalks can improve the visibility of pedestrian crossings. Crosswalks should be distinguished from the rest of the roadway in texture and color, usually accomplished with striping or special paving material. La Grande's *Downtown Design Plan* indicates the use of special pavers for sidewalks and crosswalks in the Central Business Zone. Curb extensions decrease pedestrian crossing distance, calm traffic, and improve the visibility of pedestrians by motorists. Curb extensions are recommended for installation along Adams Avenue (US Highway 30) in La Grande's *Downtown Design Plan*. Raised islands and medians that serve as pedestrian refuges may be appropriate at some wide streets and intersections.

It is the desire of La Grande and Island City to slow traffic in their core areas.

Oregon's Transportation Planning Rule requires sidewalks along all collector and arterial streets and along "most" local streets. Additionally, Oregon Revised Statute 366.514 (*Use of highway fund for footpaths and bicycle trails*), requires that where state highway funds are used for the construction, reconstruction, or relocation of any highway, road, or street, footpaths shall be provided. A footpath can take the form of a roadway shoulder, sidewalk, pedestrian path, or shared roadway facility if traffic volumes and speeds are sufficiently low.

Curb Parking Restrictions

Curb parking should be prohibited at least 25 feet from the end of an intersection curb return to provide adequate sight distance at street crossings.

Street Connectivity

Street connectivity is important because a well-connected street system provides more capacity and better traffic circulation than a disconnected one. A grid system of relatively short blocks can minimize excessive volumes of motor vehicles along roads by providing a series of equally attractive or restrictive

travel options. Short block sizes also benefit pedestrians and bicyclists by shortening travel distances, making travel more convenient.

The existing development pattern in La Grande and Island City is a well-established grid with average block sizes of 300 feet. The Island City Comprehensive Plan provides for a continuation of this system while recognizing environmental and physical constraints. The cities should plan future street development to continue this grid pattern and include similar block sizes.

ACCESS MANAGEMENT

Access management is an important tool for maintaining a transportation system. Too many access points with unrestricted traffic movements along arterial streets lead to an increased number of potential conflict points between vehicles entering and exiting driveways, and through vehicles on the arterial streets. This not only leads to increased vehicle delay and deterioration in the level of service on the arterial, but also leads to a reduction in safety. Research has clearly shown a direct correlation between the number of access points and collision rates. Experience throughout the United States has also shown that a well-managed access plan for a street system can minimize local cost for transportation improvements needed to provide additional capacity and/or access improvements along unmanaged roadways. Therefore, it is essential that all levels of government maintain the efficiency of existing arterial streets through better access management.

The Oregon Transportation Planning Rule defines access management as measures regulating access to streets, roads and highways from public roads and private driveways and requires that new connections to state highway arterials be consistent with designated access management categories. As areas of La Grande/Island City continue to develop, the arterial/collector/local street system will become more heavily used and relied upon for a variety of travel needs. As such, it will become increasingly important to manage access on the existing and future arterial/collector street system as new development occurs.

One objective of the City of La Grande/Island City TSP is to develop an access management policy that maintains and enhances the integrity (capacity, safety, and level-of-service) of the city street network. Too many unrestricted access points along a heavily traveled street can contribute to a deterioration of its safety, and on some streets, can interfere with efficient traffic flow. Controlling traffic access movements also has safety benefits for bicycle riders and pedestrians.

Access Management Techniques

The access points to an arterial can be regulated through a variety of techniques including, but not limited to:

- Restricting spacing between access points (driveways) based on the type of development and the speed along the arterial
- Sharing of access points between adjacent properties
- Providing access via collector or local roadways instead of arterial roads where possible
- Constructing frontage roads to separate local traffic from through traffic
- Providing service drives to prevent spill-over of vehicle queues onto the adjoining roadways
- Providing acceleration, deceleration, and right turn only lanes

- Offsetting driveways to produce T-intersections to minimize the number of conflict points between traffic using the driveways and through traffic
- Installing median barriers to control conflicts associated with left turn movements
- Installing curbs on property frontage along the arterial to restrict access width
- Develop and adopt local ordinances that require inter-parcel circulation.
- Develop long-term signal system plan for state roadways consistent with ODOT priorities for optimum signal progression performance.

General Access Management Guidelines

Access management is hierarchical, ranging from complete access control on freeways intended to serve through traffic, to the primary use of roadways for access purposes on local streets. Table 7-2 describes recommended general access management guidelines by roadway functional classification.

TABLE 7-2
RECOMMENDED GENERAL ACCESS MANAGEMENT GUIDELINES

Functional Classification	Access Category	Urban/ Rural	Intersection				Signal Spacing	Median Control
			Public Road Type ⁽¹⁾	Spacing	Private Drive ⁽²⁾ Type	Spacing		
Arterial								
I-84	1	U	Interchange	2-3 Mi.	None	NA	None	Full
US 30								
2 nd St. – Island Ave.		U ⁽³⁾	At grade	400 ft	Lt./Rt. Turns	200 ft	800 ft	None
Other Urban areas	6	U	At grade	500 ft	Lt./Rt. Turns	150 ft	¼ Mile	None
OR 82								
West of I-84	6	U	At grade	800 ft	Lt./Rt. Turns	200 ft.	1600 ft	Partial/ None
East of I-84	4	U	At grade	800 ft	Lt./Rt. Turns	400 ft.	2400 ft	Partial/ None
OR 237	6	U	At grade	300 ft	Lt./Rt. Turns	150 ft	na	None
Collector	na	U	At grade	300 ft	Lt./Rt. Turns	50-150 ft	na	na
Local	na	U	At grade	250 ft	Lt./Rt. Turns	Each lot	na	na

1. Other intersection design treatments may be considered within access categories 4 & 6.

2. Generally, no signals will be allowed at private access points on statewide and regional highways. Allowed access spacing may be more restrictive (vary) to optimize capacity and safety. Access to state highways require a permit from the ODOT District Office.

3 Intersection and driveway spacing based on existing "downtown" access patterns in the urban area listed.

Reference: Table 1 - Access Management Classification System, Appendix B, 1991 Oregon Highway Plan.

Application

The access management guidelines in Table 7-3 are generally not intended to eliminate existing intersections or driveways. Existing developments and legal accesses on the transportation network will

not be affected by the recommended access management standards until either a land use action is proposed, a safety or capacity deficiency is identified that requires specific mitigation, a specific access management strategy/plan is developed, redevelopment of existing properties along the highway occurs, or a major construction project is begun on the street. However, where there is a recognized problem, such as an unusual number of collisions, these techniques and standards can be applied to retrofit existing roadways.

To summarize, access management strategies consist of managing the access and providing traffic and facility improvements. The solution is a balanced, comprehensive program that provides reasonable access while maintaining the safety and efficiency of traffic movement.

State Highways

Access management is important to promoting safe and efficient travel for both local and long distance users along I-84, US 30, OR 82 and OR 237 in La Grande/Island City. The 1991 Oregon Highway Plan (OHP) specifies an access management classification system for state facilities. The 1999 Highway Plan (OHP) updates the access management standards and establishes guidelines and criteria to be applied when making access management assignments. For this TSP, the 1991 OHP Level of Importance (LOI) and Access Management policies and standards apply. After January 1, 2000 when a new or revised TSP is adopted, the access management policies and standards from the 1999 OHP will apply. There are also access management recommendations for OR 82 in the *Island Avenue Access Management Projects (1997)*, David Evans and Associates, Inc.

General

The OHP provides more than one appropriate access management classification for highways based upon their Level of Importance (LOI). Therefore, the La Grande/Island City TSP recommends which access management category is most appropriate for each highway based on the OHP guidelines and development levels. ODOT is ultimately responsible for determining the appropriate access management category for each highway.

I-84 through La Grande is a state highway of Interstate Level of Importance. Within the La Grande city limits, Oregon Highway Plan Category 1, "Full Control" applies. This classification requires interchange access with a minimum spacing of 1-2 miles under the 1999 OHP. No other access type is allowed.

US 30, OR 82 west of I-84, and OR 237 are state highways of District Level of Importance. Within the La Grande/Island City urban area, the 1991 Oregon Highway Plan Category 6, "Partial Control" applies. Within urban areas, this classification permits at-grade intersections at a minimum spacing of 500 feet. Private driveways should have a minimum spacing of 150 feet from each other and from intersections. Traffic signals are allowed at one-quarter mile spacing.

OR 82 east from I-84 is a statewide level of importance highway. Within the La Grande/Island City urban area the 1991 OHP Category 4 applies. Within urban areas, this classification permits street spacing at one quarter mile and private driveway spacing of 500 feet from other driveways or streets. Traffic signals are allowed at one-half mile spacing.

Special Access Areas

Along US 30 within the downtown urban core of La Grande, where the small scale "Main Street" character of development does not allow compliance with the standards outlined in the OHP for urban areas,

standards are recommended which support existing access development patterns. These development patterns support the pedestrian friendly downtown character that helps define livability within La Grande.

The increased development density and closer access spacing of streets and driveways in La Grande's downtown area along Adams Street (US 30) precludes meeting the standard access management guidelines outlined in the OHP. Within the downtown area from 2nd street to Island Avenue, street spacing is approximately 400 feet. To preserve the downtown feel and pedestrian friendly nature of this section of the highway, reduced access management guidelines should be observed. Typically, minimum street spacing should be 400 feet and minimum driveway spacing should be 200 feet, allowing one driveway per block.

The Island City downtown is located in the northeastern section of the study area surrounding the Island Avenue/McAlister Road intersection. Island City is also interested in reviving the vitality of its downtown. Important issues, which relate to the TSP, include slowing traffic speeds and improving pedestrian access throughout the downtown. The city proposes to work with ODOT to address these issues, recognizing the regional transportation significance of OR 82. ODOT will discuss the access management designations with Island City.

MODAL PLANS

This TSP includes a system plan for each of the following transportation modes: roadways, bicycles, pedestrians, transit, air, rail, water, and pipelines. The modal plans consider transportation system needs for La Grande/Island City during the next 20 years assuming the growth projections discussed in Chapter 5. The modal plans have been formulated using information collected and analyzed through a physical inventory, forecasts, goals and objectives, and input from area residents. All transportation system needs identified in this section have been assigned a project number in consecutive order, beginning with the projects identified in the roadway system plan.

Projects are assigned an implementation priority: *short-term* projects are recommended for development within five years; *mid-term* projects are recommended for implementation within 5-10 years, and *long-term* projects are recommended for implementation within 10-20 years. The actual timing of these projects will be guided by the changes in land use patterns, growth of the population in future years, and available funds. Specific projects and improvement schedules may need to be adjusted depending on when and where growth occurs. Funding options for the recommended improvements are discussed in Chapter 8.

The recommended transportation improvements for each mode were evaluated based on construction costs and the ability to meet identified transportation needs. The TSP does not assess potential environmental impacts of the recommended projects, which could increase costs or require project modifications.

ROADWAY PLAN

The recommended Roadway Plan is shown in Figure 7-4. The Roadway Plan identifies those arterial and collector streets, along with state and interstate highways, which will form the backbone of the La Grande and Island City urban areas over the next 20 years. This roadway system has been developed to utilize and enhance existing facilities wherever possible, promote the full development of more transportation-efficient

land uses, and strike a balance among all travel modes. Every reasonable effort to provide and promote parallel facilities to Adams Avenue and Island Avenue was pursued in the development of this plan. The construction of new streets, as well as improvements to existing roadways, will be required to implement and accomplish this plan. The necessary improvements are listed and described in Table 7-3. These projects include new roadways, improvements to existing roadways, and new traffic signals.

Estimated costs for each recommended improvement were developed in conjunction with the Draft TSP according to unit price factors (usually the cost per lineal foot of a particular construction material). The unit price factor assumptions and resulting costs are shown in Appendix E. All costs excluded land acquisition or special environmental impact mitigation requirements and were stated in constant 1997 dollars for the Draft TSP.

This TSP updates the estimated project costs to constant 1998 dollars, using an inflation factor of 1.6%. This inflation factor was derived from the Construction Cost Index (CCI) published by *Engineering News Record*. It should be noted that the preliminary capital cost estimates identified in this TSP are for planning-level analysis only.

New Roadways

The following new roadway improvement projects are recommended to provide an effective transportation network to serve new development anticipated in La Grande and Island City:

- Extend Second Street from existing terminus to Gekeler Lane via 12th Street
- Extend 16th Street from Gekeler Lane to Linda Lane
- Extend 25th Street from 'H' Avenue to just east of the UP Railway
- Extend 'H' Avenue from 22nd to 26th Street
- Construct frontage road along Interstate 84 from existing terminus of Lake Avenue to Spruce Street
- Extend May Lane to 26th Street/Island Avenue intersection
- Extend Fourth Street in Island City from Walton Road to 'F' Avenue
- Construct collector road in Island City from Walton Road to McAlister Road
- Construct collector road in Island City from 26th Street to Walton Road

Table 7-3 provides more detailed project descriptions with recommended road classifications and a cost estimate for each project.

The local road authorities will establish plan lines for all new arterials and collectors after adoption of this TSP. These plan lines will be used to determine future right of way to be reserved.

Improvements to Existing Roadways

The following improvements to existing facilities are recommended for functional classification continuity and safety reasons. The costs associated with these improvements include pedestrian and bicycle improvements to these facilities.

- Upgrade Cove Avenue/Buchanan Lane

- Reconstruct Gekeler Lane from 16th Street to Adams Avenue (US Highway 30)
- Reconstruct Adams Avenue from Willow Street to 20th Street
- Reconstruct 20th Street from Adams Avenue to Gekeler Lane

Intersection Improvements

The following intersections are recommended for reconstruction and realignment:

- Washington Street/Island Avenue/'N' Avenue/10th Street
- 26th Street/May Lane/Island Avenue
- Gekeler Lane/US Highway 30
- Island Avenue/Pine Street/Monroe Avenue

New Traffic Signals

Listed below are the intersections that will likely require new traffic signals as traffic volumes increase. The proposed location and spacing of new traffic signals on state facilities will comply with existing plans and policies, as indicated in the *1991 Oregon Highway Plan*, where possible. These intersections should be monitored to determine the point in time when signalization is warranted and justified; with installation being funded accordingly.

- Adams Avenue/Willow Street
- Island Avenue/Interstate 84 Westbound Ramps
- Island Avenue/Interstate 84 Eastbound Ramps, and Boise Cascade entrance realignment
- Island Avenue/Albany Street
- Island Avenue/Portland Avenue (Relocate existing signal from Grande Ronde Shopping Center)
- 26th Street/May Lane Extension/Island Avenue

It is recommended that the resulting series of traffic signals on Island Avenue and Adams Avenue through La Grande and Island City be coordinated into an optimized signal system providing safe and efficient progression of traffic on both streets. Input from the cities of La Grande and Island City should be taken into account in the development of traffic signal timing plans for these state highways.

La Grande's *Downtown Design Plan* recommends providing signals at all intersections along Adams Avenue in the Central Business Zone. However, in order for Adams Avenue to continue to function as an arterial, it may not be practical to signalize every intersection as recommended in the *Downtown Design Plan*.

PEDESTRIAN PLAN

Adequate pedestrian facilities help to create a balanced transportation system that offers people many transportation options. Providing for safe and convenient pedestrian travel is essential to creating vibrant neighborhoods, commercial areas, and downtown districts.

Table 7-3. Recommended Roadway and Intersection Projects

STREET AND PROJECT NAME	LOCATION	FUNCTIONAL CLASSIFICATION	PROJECT DESCRIPTION	FUNDING PRIORITY	ESTIMATED COST (\$/1000)
La Grande roadway and intersection improvements:					
Washington St./Island Ave./N Ave./10th St. Intersection		Arterial/ Minor Collector/Local Street	Reconstruct intersection and eliminate 10th St. access.	short-term	40
Adams Ave. intersection	Willow St.	Arterial	Signalize by installation of one traffic signal.	short-term	152
Cove Ave./Buchanan Ln. (Phase 1)	Cherry St. to McAlister Rd.	Major Collector	Reconstruct to include center left turn lane, bike lanes, sidewalks, planting strips, and a parking lane on the south side. Total project length (Phases 1 and 2) is approximately 9700'.	short-term	2,714
May Lane extension	Riddle Rd. to Island Ave.	Local Street	New construction aligning at 26th St. to include two 5-foot sidewalks and shared roadway for bikes.	short-term	182
16th St. extension	Gekeler Ln. to Linda Ln.	Minor Collector	Construct 16th St. as two-lane street with planting strips and sidewalks. Project length approx. 1300'. Required ROW: 60'.	short-term	603
Short-term project subtotal:					3,691
Island Ave. intersection realignment	Pine St. to Monroe Ave.	Arterial	Realign Pine St./Monroe Ave./Island Ave. intersection. Reconstruct Island Ave. to a five-lane cross-section; Pine and Monroe to three lanes. Reconstruct Pine or Monroe so that the streets are directly aligned. Project length approx. 300'. Required right-of-way and land acquisition will depend on alignment selected.	mid-term	300
Island Ave. intersection signalization	Albany St.	Arterial	Signalize by installation of one traffic signal and relocate Boise Cascade access.	mid-term	152
Island Ave. intersection signalization	Interstate 84 eastbound ramp	Arterial	Signalize by installation of one traffic signal.	mid-term	152
Island Ave. intersection signalization	Interstate 84 westbound ramp	Arterial	Signalize by installation of one traffic signal.	mid-term	152
Island Ave. intersection signalization	Portland St.	Arterial	Relocate traffic signal from Grande Ronde Mall entrance to Portland St.	mid-term	51
Cove Ave./Buchanan Ln. (Phase 2)	Cherry St. to McAlister Rd.	Major Collector	Reconstruct to include center left turn lane	mid-term	2,714
Gekeler Ln. reconstruction	16th St. to Hwy 30	Major Collector	Reconstruction to allow for two travel lanes, bike lanes and sidewalks. Realign Gekeler/Highway 30 intersection to 90-degrees. Project length: approx. 4400'.	mid-term	2,000
20th St. reconstruction	Adams Ave. to Gekeler Ln.	Minor Collector	Reconstruction to allow for two travel lanes, bike lanes and sidewalks.	mid-term	1,000
Mid-term project subtotal:					6,522
Interstate 84 frontage road	Lake Ave. existing terminus to Spruce St.	Minor Collector	New construction to include two 5-ft sidewalks and two 5-ft bke lanes. Right-of-way acquisition.	long-term	721
Adams Ave.	Willow St. to 20th St.	Arterial	Reconstruction to allow for two travel lanes, bike lanes and sidewalks. Project length: approx. 1600'.	long-term	669
Long-term project subtotal:					1,390
East H Ave. extension	22nd St. to 26th St.	Minor Collector	Extend H Avenue east approximately 1600', constructing as new two-lanes street with sidewalks and planting strips.	as development occurs	486
26th St. realignment and May Lane/Island Ave. signalization	26th St. to May Ln./Island Ave.	Minor Collector	Realign 26th St./ May Lane by installation of one traffic signal at May Lane/Island Ave.	as development occurs	757
25th St. extension	East H Ave. to east of UP Railway	Minor Collector	New construction with two travel lanes, sidewalks, bike lanes.	as development occurs	909
Second St. extension (Phase 1)	C Avenue to 12th St.	Minor Collector	Construct new north/south street extending from Second St and connecting Gekeler Lane to 12th St, a distance of approximately 6000' (Phases 1 and 2 combined). Construct with two travel lanes, sidewalk, planting strip, and shared roadway for bikes.	as development occurs	771
Second St. extension (Phase 2)	12th Street to Gekeler Lane	Minor Collector	New construction with two travel lanes one sidewalk and shared roadway for bikes. Right-of-way acquisition.	as development occurs	771
"As development occurs" project subtotal:					3,695
Total cost of improvments in La Grande:					15,298
Island City Roadway and Intersection Projects					
Fourth St. extension	Walton Rd. to F Ave.	Minor Collector	New construction to include two 5-ft sidewalks and shared roadway for bikes.	As development occurs	623
South Island City collector road	Walton Rd. to McAlister Rd.	Minor Collector	New construction to include two 5-ft sidewalks and shared roadway for bikes.	As development occurs	721
West Island City collector road	26th St. to Walton Rd.	Minor Collector	New construction to include two 5-ft sidewalks and shared roadway for bikes.	As development occurs	792
North Island City collector road	Walton Rd. to Highway 82	Minor Collector	New construction to include two 5-ft sidewalks and shared roadway for bikes.	As development occurs	850
Island City Project Subtotal:					2,986

Figure 7-5 presents the recommended Pedestrian Plan element of the transportation network for La Grande and Island City. The plan recommends a continuous sidewalk system in good repair that will connect residential areas. Existing sidewalks will be upgraded where needed on Willow Street, Spruce Street, and the interconnecting north/south streets in downtown La Grande. New sidewalks will support pedestrian travel to schools and encourage walking between civic, commercial, and retail activities in the downtown and along Island, Cove and Adams Avenues. The sidewalks on Island Avenue should be a minimum of six feet in width and ADA-compliant, consistent with ODOT design standards. The pedestrian recommendations included in the *Draft La Grande Bicycle/Pedestrian Plan* and adopted for La Grande and Island City are incorporated into the Pedestrian Plan for this TSP.

The pedestrian network should support the La Grande downtown retail area. The city of La Grande is striving to create a pedestrian-friendly civic and commercial area in the historic downtown blocks. La Grande's *Downtown Design Plan* recommends expanding the existing sidewalks along Adams Avenue another 4 feet through the downtown area, installing special pavers and concrete crosswalks, and adding pedestrian amenities such as benches and mid-block mini-plazas. It recommends curb extensions at all intersections, which would increase pedestrian safety by shortening crossing distances, making pedestrians more visible, and slowing traffic. The plan also recommends signalizing all intersections along Adams Avenue (US Highway 30) in this area. However, the signalization of all intersections along Adams Avenue will not be feasible given the street's function as an arterial.

The current design standards for the both the cities of La Grande and Island City require sidewalks along all local, collector, and arterial streets. In order to remain consistent with the Transportation Planning Rule, all proposed arterial and collector streets must be built with minimum five-foot sidewalks. The pedestrian plan shown in Figure 7-5 includes the upgrading of all existing collectors and arterials to include sidewalks where they are presently missing, substandard, or in disrepair.

The plan recommends:

- Sidewalks where they do not currently exist in the existing and future arterial/collector network;
- Continuous sidewalks on downtown streets;
- New sidewalks replacing those in disrepair;
- Widened sidewalks where they are currently too narrow; and
- Curb cuts for wheelchair access.

The provision of sidewalks on new streets is included in the cost estimates of the new roadway, and presented in Table 7-4.

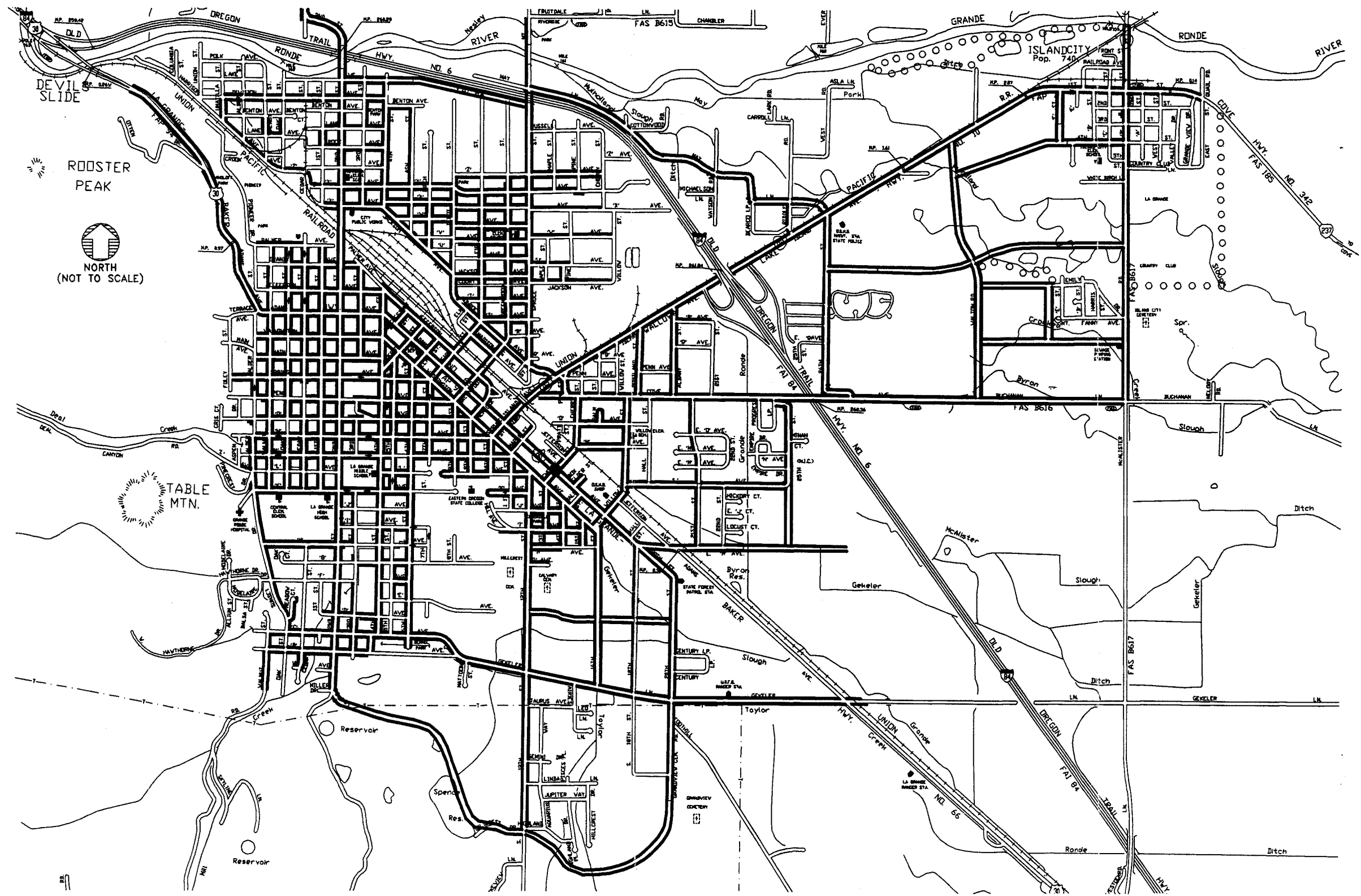
**TABLE 7-4
RECOMMENDED PEDESTRIAN IMPROVEMENTS**

Street/Road	Beginning	Ending	Width	Side of road	Cost Estimate (in thousands of dollars)
La Grande Pedestrian Improvements					
Adams Ave	Alder St	Walnut St	5 ft	North	*
Adams Ave	Hall St	20th St	5 ft	Both	*
20th St	Adams Ave	Gekeler Lane	5 ft	Both	*
Albany St	Cove Ave	Island Ave	5 ft	Both	\$122
Alder St/Sunset Dr	L Ave	N Ave	5 ft	East	\$114
C Ave	Sunset Dr	Walnut St	5 ft	Both	\$12
C Ave/Gekeler Lane	Sixth St	12th St	5 ft	South	*
Cedar St	Y Ave	Z Ave	5 ft	Both	\$14
Cove Ave	Albany St	East La Grande city limits	5 ft	South	*
Cove Ave	Balm St	East La Grande city limits	5 ft	North	*
Division Ave	Umatilla St	Second St	5 ft	South	\$136
East H Ave	Adams Ave	Cul-de-sac terminus	5 ft	Both	*
East L Ave	Willow St	25th St	5 ft	Both	\$190
Eastern Oregon University (EOU) Campus	Area between C Ave and G Ave	Between Sixth St and 12th St	**	Both	\$161
First St	K Ave	N Ave	5 ft	Both	\$73
Gekeler Lane	16th St	U.S. Highway 30	5 ft	Both	*
Harrison Ave	Umatilla St	Walnut St	5 ft	Both	\$83
Island Ave	Monroe Ave	East La Grande city limits	5 ft	North	*
Jackson Ave	Second St	Elm St	5 ft	Southwest	\$244
Jefferson Ave	Third St	Fourth St	5 ft	South	\$22
L Ave	11th St	12th St	5 ft	Both	\$24
M Ave	Alder St	Oak St	5 ft	South	\$39
May Lane	Spruce St	Riddle Rd	5 ft	Both	\$422
Monroe Ave	Hemlock St	Island Ave	5 ft	Southwest	\$29
N Ave	Alder St	Oak St	5 ft	Both	\$39
Oak St	K Ave	N Ave	5 ft	Both	\$73
Portland St	Cove Ave	Island Ave	5 ft	Both	\$92
R Ave	Greenwood St	Spruce St	5 ft	South	\$14
Riddle Rd	May Lane	Island Ave	5 ft	Both	\$47

Table 7-4 (cont.). Summary of pedestrian sidewalk projects.

Street/Road	Beginning	Ending	Width	Side of road	Cost estimate (in thousands of dollars)
Second St	Lake Ave	Union County Fairgrounds	5 ft	East	*
16th St	Gekeler Lane	Washington Ave	5 ft	Both	*
Sixth St	Gekeler lane	Washington Ave	5 ft	Both where segments missing	\$317
Spring Ave	Fourth St	Sixth St	5 ft	North	\$20
Spruce St	Monroe Ave	S Ave	5 ft	West	\$26
Spruce St	Z Ave	Fruitdale Lane	5 ft	East	\$105
12th St	Gekeler Lane	J Ave	5 ft	West	\$219
20th St	Gekeler Lane	Adams Ave	5 ft	Both	\$14
21st St	East H Ave	East L Ave	5 ft	West	\$42
25th St	East L Ave	Cove Ave	5 ft	Both	\$105
26th St	Cove Ave	Island Ave	5 ft	Both	\$275
Umatilla St	Division Ave	Harrison Ave	5 ft	Both	\$29
Walnut St	South La Grande city limits	C Ave	5 ft	Both	\$92
Walnut St	K Ave	Adams Ave	5 ft	Both	\$166
Washington Ave	15th St	16th St	5 ft	Southwest	\$17
Willow St	East N Ave	Cove Ave	5 ft	West	\$72
Willow St	Adams Ave	East N Ave	5 ft	Both sides where missing	\$25
Y Ave	Cedar St	Second St	5 ft	Both	\$39
Z Ave	Walnut St	Cedar St	5 ft	Both	\$29
Island City Pedestrian Improvements					
Buchanan Lane	East La Grande city limits	McAlister Rd	5 ft	Both	*
Cove Highway/Buchanan Lane	McAlister Rd	East Island city limits	4-ft shoulders	Both	*
F St	First St	South Terminus	5 ft	Both	\$17
Fourth St	F St	McAlister Rd	5 ft	Both	*
Island Ave	East La Grande city limits	F St	5-ft	North	*
McAlister Rd	Island Lane	Buchanan Lane	5 ft	Both	\$392
Walton Rd	Island Ave	Buchanan Lane	5 ft	Both	\$317

*Included as part of roadway project cost estimate ** To be determined



LEGEND

- EXISTING SIDEWALKS
- - - PROPOSED SIDEWALKS
- • • BIKE AND PED PATH
- PEDESTRIAN SIGNAL

**LAGRANDE/ISLAND CITY
TRANSPORTATION SYSTEM PLAN**

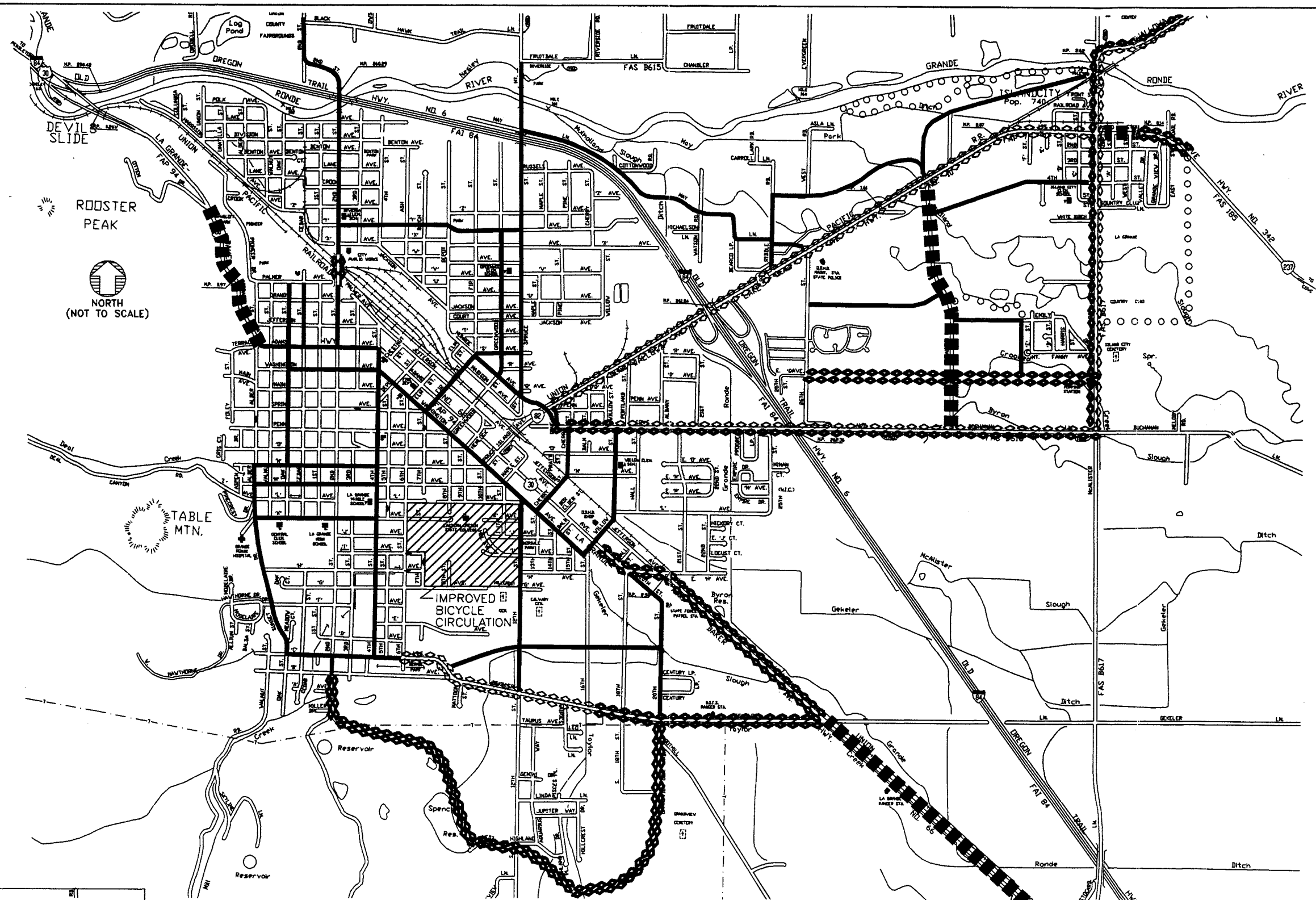
RECOMMENDED PEDESTRIAN PLAN

BASE MAP: ODOT, 1994

FIGURE
7-5

SEPTEMBER 1999

Fig 7-7.dwg



- LEGEND**
- ◆◆◆◆◆◆◆◆ - BIKE LANE
 - ◇◇◇◇◇◇◇◇ - EXISTING BIKE LANE
 - - BIKE PATH
 - - WIDE SHOULDERS
 - - SHARED ROADWAYS

**LA GRANDE / ISLAND CITY
TRANSPORTATION SYSTEM PLAN**

RECOMMENDED BICYCLE PLAN

FIGURE
7-6

location for a multi-use path could connect the industrial area near Gekeler Lane to residential neighborhoods.

Planning-level cost estimates have been prepared for projects which involve the construction of new off-street bicycle trails or the widening of existing streets to provide striped bicycle lanes. Cost estimates for bicycle facilities on new roadways have been included in the roadway construction cost estimates. The capital cost for bicycle routes on shared roadways tends to be relatively nominal since they most often only require map designation and appropriate signage. All cost estimates are in 1998 dollars.

**TABLE 7-5
RECOMMENDED BICYCLE IMPROVEMENTS**

Street /Road	Beginning	Ending	Facility	Side of Road	Cost Estimate (in thousands of dollars)
La Grande Bicycle Improvements					
Adams Ave.	Alder St.	Fourth St.	Shared	Both	N/A
Adams Ave.	Willow St.	20th St.	5-ft lanes	Both	\$122
Alder St./Sunset Dr.	C Ave.	N Ave.	Shared	Both	N/A
C Ave.	Sunset Dr.	6th St.	Shared	Both	N/A
Gekeler Lane	6th	16th	5-ft lanes	Both	?
Gekeler Lane	16th	Highway 30	5-ft lanes	Both	*
Cedar St.	Adams Ave.	Palmer Ave.	Shared	One-way	N/A
Cherry St.	Washington Ave.	Cove Ave.	Shared	Both	N/A
Cove Ave.	Pine St.	East La Grande city limits	5-ft lanes	Both	\$99
Eastern Oregon University (EOU) campus	Area between C Ave. and G Ave.	Between Sixth St. and Twelfth St.	**	Both	\$77
Fir St.	Washington Ave.	Monroe Ave.	Shared	Both	N/A
Fourth St.	C Ave.	Adams Ave.	Shared	Both	N/A
Greenwood St.	Monroe Ave.	Y Ave.	Shared	Both	N/A
K Ave.	Alder St.	Fourth St.	Shared	Both	N/A
M Ave.	Alder St.	Fourth St.	Shared	One-way	N/A
May Lane	Spruce St.	Riddle Rd.	Shared	Both	N/A
Monroe Ave.	Fir St.	Island Ave.	Shared	Both	N/A
N Ave.	Alder St.	Fourth St.	Shared	One-way	N/A
Oak St.	N Ave.	Palmer Ave.	Shared	One-way	N/A
Pine St.	Island Ave.	Cove Ave.	Shared	Both	**
Riddle Rd.	May Lane	Island Ave.	Shared	Both	N/A
S Ave.	Fir St.	Spruce St.	Shared	Both	N/A
Second St.	Adams Ave.	Grandy Ave.	Shared	Both	N/A
Second St.	Grandy Ave.	Union County Fairgrounds	Shared	Both	*
Spruce St.	Hemlock St.	Fruitdale Lane	Shared	Both	N/A
12th St.	Gekeler Lane	Washington Ave.	Shared	Both	N/A
20th St.	Gekeler Lane	Adams Ave.	Shared	Both	N/A
Washington Ave.	Oak St.	16th St.	Shared	Both	N/A

Willow St.	Washington Ave.	Cove Ave.	Shared	Both	N/A
Y Ave.	Second St.	Spruce St.	Shared	Both	N/A

Table 7-5 (cont.). La Grande/Island City Transportation System Plan recommended bicycle improvements.

Street /Road	Beginning	Ending	Width	Side of Road	Cost estimate (in thousands of dollars)
Island City bicycle improvements					
Buchanan Lane	East La Grande city limits	McAlister Rd.	5-ft lanes	Both	*
Cove Highway	McAlister Rd.	East Island city limits	4-6 ft shoulders	Both	• **
Oregon Highway 82	First St.	North Island city limits	6-ft shoulders	Both	\$178
McAlister Rd.	First St.	White Birch Lane	6-ft shoulders	Both	\$104
McAlister Rd.	White Birch Lane	Buchanan Lane	6-ft shoulders	Both	\$282
Walton Rd.	Island Ave.	Buchanan Lane	4-6 ft shoulders	Both	\$345

*Included in roadway/intersection project cost estimate ** Project should be coordinated with Union County

TRANSIT PLAN

The following transit strategies should be implemented to address the needs of the transportation-disadvantaged (including the elderly, disabled, children, and those who do not own or have access to a car) and provide an added level of service to the general public while remaining within the constraints of reasonable funding and resources.

Demand-Responsive Transit

The demand-responsive services offered in La Grande are operated by the Union County Transportation Coalition. The Coalition's efforts should be supported and continued. The cities of La Grande and Island City and the County should conduct a public information program to prevent redundancy in the system and to ensure that all potential users of the programs are aware of their options.

It is recommended that both cities work with the County to evaluate the need for further service and develop a service plan for the future.

Fixed-Route Local Service

In the stakeholder interviews conducted in conjunction with the development of the Draft TSP and summarized in Appendix C, a number of respondents felt that La Grande and Island City need a fixed-route transit system. The city of La Grande has indicated a desire to study the potential need for community feeder transit service in the future. Although transit in a small community is unlikely to be economically self-sustaining, a jurisdiction may decide to implement transit service for other reasons.

The projected population for the combined La Grande/Island City urban area for the year 2015 is 20,000, which would generally be considered too small to justify a fixed-route transit system. However, the city of Woodburn currently operates a single route service for a population of approximately 15,000 and has plans to expand service in the future. The success of such a service hinges on the population density of the service area, and economic and demographic characteristics of the market, including age structure of the population and median household income. While a local transit service is not typically considered for smaller communities such as La Grande and Island City, in light of the increased urban densities and transportation-

efficient development concepts addressed in the alternative analysis, a local transit feasibility study could determine that such a system is appropriate. A fixed-route transit system could serve Eastern Oregon University, the La Grande downtown area, and the commercial development along Island Avenue.

Transit Center

The city of La Grande has designated the Train Depot as a potential future transit center. This designation appears in the *1996 Central Business Zone (CBZ) Concept Plan*, adopted by the City Council. It is also featured in La Grande's *Downtown Design Plan*, adopted in April, 1999. The Train Depot would house the Amtrak Station, Greyhound Bus Station, Chamber of Commerce, Visitors and Conventions Bureau, retail shops, parking spaces, and a bus stop for local shuttle bus service.

Intercity Transit

Intercity service provided by Greyhound is regarded as a benefit to the community and should be supported by the cities of La Grande and Island City. A stakeholder recommended combining the train and bus stations to provide an indoor waiting area for bus passengers.

AIR/RAIL/WATER/PIPELINE PLAN

Other elements of the La Grande/Island City Transportation System Plan include strategic plans for air, rail, water and pipeline transport.

Air Travel

The La Grande/Island City Transportation System Plan acknowledges the increasing use and importance of air transportation in the future and encourages the continued use of existing facilities. The feasibility of creating an Eastern Oregon regional airport to serve the needs of La Grande and Baker City residents should be studied. If a regional airport does not prove feasible, travel demand on the interstate system and on the Pendleton Airport will increase in the future.

Water Transportation

Large, heavy, and bulky commodities are well suited to water-borne transportation. The TSP supports the continued use of the Port of Umatilla facilities for water-borne transportation via the Columbia River. The Plan also recognizes that only recreational uses are suited to the Grande Ronde River.

Rail Transportation

Passenger Rail

Until 1997, Amtrak provided passenger rail service to La Grande via the Pioneer Line on the Union Pacific Railroad main line. This line was an important connection to major destinations including Portland, Seattle, Boise, and Salt Lake City. With highway funding limited and an extensive rail infrastructure already in place in La Grande, the reinstatement of Amtrak service should be supported.

Cargo Rail

Railroad transportation is provided primarily via the Union Pacific Railroad, which runs along the north side of La Grande's downtown. Cargo is handled primarily through the railroad station and main switching

yard in La Grande. The TSP recognizes that rail transportation should remain an available option to both cities and promotes the continued use of these facilities in the La Grande and Island City urban areas.

The Plan also acknowledges that the existing number of at-grade railroad crossings in La Grande and Island City are an inconvenience to many residents and commercial owners north of the railroad tracks. There are some recommendations for crossing changes in the Island Avenue Access Management Plan and the Oregon Highway 82 Corridor Plan Transportation Improvement and Management Element. If the number of trains passing through La Grande increases dramatically in the future, grade-separated crossings may need to be constructed, in particular if motor vehicle-train conflicts or other safety problems arise.

Pipeline Transportation

Current pipeline service includes transmission lines for electricity, cable television, telephone service, pipeline transport of water, sewer, oil, and natural gas. The La Grande/Island City Transportation System Plan encourages the continued use of pipelines for moving these commodities through the urban area.

The TSP also recognizes that telecommuting is becoming a feasible alternative to commuting by motor vehicle; thus reducing, and possibly even eliminating some auto and transit trips during the peak hours. These commuting alternatives have the potential to reduce the need for expansion of the conventional transportation system infrastructure. As such, the use of telecommuting and other similar technologies should be encouraged through land use policy and plans.

COMPREHENSIVE PLAN AND CODE AMENDMENTS

In addition to the measures described above, full implementation of the TSP will require selected amendments to the La Grande Comprehensive Plan and Land Development Code (LDC) as well as minor number of changes to the Island City Comprehensive Plan and Development Code. In addition, Smart Development Design Guidelines for La Grande appear in Appendix G. These guidelines were proposed as part of an earlier planning project. The amendments are also intended to be consistent with the Oregon Transportation Planning Rule (TPR) and Statewide Planning Goals and Guidelines.

There are two general types of plan and ordinance amendments that address the transportation system and supportive land use. The amendments are generally described below and presented in detail in Appendix F. They are either required by the TPR or they are recommended to enhance the performance of the transportation system for La Grande and Island City. The recommended amendments should be adopted by the two cities in addition to the TSP. The majority of the TPR provisions that relate to the plan and ordinance amendments can be found in Section 660-12-0045 of the Rule. The TPR requirements and the proposed amendments to satisfy them are summarized in Appendix F. The majority of the recommendations relate to La Grande because Island City recently amended its plan and code to comply with the TPR.

Transportation System

These amendments pertain to the location and design of the transportation system improvements which are generally located within public rights-of-way. Requirements regarding cul-de-sac use, location of streets, and design and location of pedestrian and bicycle facilities are examples of these plan and code provisions. These amendments correspond to the transportation system described above.

Supportive Land Use

The majority of the amendments contained in Appendix F are in this category. They include land use and design recommendations for areas typically outside of public rights-of-way. They will enhance the utility of the transportation system by:

- Promoting ways to develop land more efficiently, resulting in better utilization of existing streets and infrastructure. These include minimum density standards and flexible lot size requirements.
- Providing a greater degree of mixed land uses, to reduce the need to drive to various destinations. These include allowances for limited residential uses in commercial zones and specific reference for home occupations in residential zones.
- Providing pedestrian and bicycle routes and facilities that are more safe and convenient, thereby encouraging non-motorized travel. These include development review standards, which address on-site pedestrian and bicycle circulation and bicycle parking requirements.
- Establishing code requirements and design guidelines to enhance compatibility between adjacent land uses and to create more pleasant environments for pedestrians. These include a number of recommendations including landscaping requirements and building setback revisions. Design guidelines created as part of the La Grande Downtown Design Plan and the Removing Obstacles to Smart Development project would be very beneficial in this regard.

The *Smart Development Design Guidelines* for La Grande are proposed to provide a more successful integration of different uses by employing five design principles for new development:

- Efficient use of land and resources. Development is compact, and vacant or underdeveloped parcels are used before urban areas are expanded.
- Efficient use of urban services and facilities. Many public facilities and services carry fixed costs independent of the number of customers served. Public facilities and services are less efficient and more expensive in low-density developments than in more compact urban areas.
- Mixed uses. Different types of development, such as commercial, retail, education, recreation and housing, are placed close together to allow people to accomplish many daily activities more efficiently without driving.
- Transportation choices. Shorter distances between such daily destinations as home and work will make all forms of transportation more efficient. In addition, convenient connections will encourage walking, bicycling, and transit.
- Detailed human-scale design. Good building and site design is crucial in smart development. Design standards and guidelines should be used to ensure compatible development and encourage infill and a mix of uses.

CHAPTER 8: FUNDING OPTIONS AND FINANCIAL PLAN

The Transportation Planning Rule requires Transportation System Plans to include an evaluation of the funding environment for recommended improvements. This evaluation must include a list of all recommended improvements, estimated costs to implement the improvements, a review of potential funding mechanisms, and an analysis of existing funding sources. The La Grande/Island City TSP identifies over \$21 million in specific projects to be implemented over the next 20 years. This chapter provides an overview of the revenue outlook and a review of some funding and financing options that may be available to La Grande and Island City to fund the recommended improvements.

Pressures from increasing growth throughout much of Oregon have created an environment of planned improvements that remain unfunded. La Grande and Island City will need to work with Union County and ODOT to finance new transportation projects over the 20-year planning horizon. The timing of these projects will be determined by the rate of population and employment growth experienced by the community. If population growth exceeds the forecasted rate, the construction of improvements may need to be accelerated. Slower than expected growth will relax the improvement schedule.

TRANSPORTATION FINANCING AND FUNDING OVERVIEW

In the following discussion, financing should be distinguished from funding. Funding is the generation of revenue by which a jurisdiction pays for improvements. Examples of funding mechanisms are collecting property taxes, user fees and systems development charges; or selling goods and services. Financing, on the other hand, refers to the collection of funds through debt obligations. Transportation projects are often paid for using a combination of funding and financing.

Funding for transportation improvement projects is usually derived from federal, state, or local governments. Most federal revenue sources for funding local transportation improvements are allocated and distributed by the State of Oregon.

An overview of potential funding sources for local transportation improvements follow. For each option, there is a description of the revenue source and its existing application (either in La Grande and Island city or other jurisdictions), and a short discussion of the potential for using this option to fund transportation improvements in the La Grande/Island City urban area.

Federal Funding Mechanisms

Transportation Equity Act for the 21st Century (TEA-21)

Description: The Transportation Equity Act for the 21st Century (TEA-21) authorizes highway, highway safety, transit and other surface transportation programs for federal fiscal years 1998-2003. Signed into law in June 1998, it replaces the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA), the last major authorizing legislation for surface transportation.

TEA-21 builds on the initiatives established in ISTEA, emphasizing balanced investment in highways, transit, and intermodal projects, and allowing states and local governments flexibility in

the use of federal funds. Funding through TEA-21 is targeted to improvements that help implement a region's transportation systems plan, enhance the multi modal nature of the transportation system, and meet local land use, economic, and environmental goals.

TEA-21 expands core highway programs, such as the National Highway System, Interstate Highway Maintenance, Surface Transportation Program/ Bridges; and Federal Lands Highways. Federal funds authorized through TEA-21 will make up approximately one-third of Oregon's highway budget. The average federal funds available to state highway programs are approximately \$57.8 million per year. The actual amount that Oregon will receive depends on spending limitations placed by Congress, and future gas tax receipts.

Besides state highway programs, another portion of the TEA-21 funds is directed at "earmarked" projects. Congress earmarked funding for 32 Oregon projects totaling over \$140 million that are in addition to the annual highway funds which states receive. Funds are released over the six years of the bill and must be matched 20 percent by non-federal funds. Ninety-five percent of the earmarked funds are for projects in Oregon's current Statewide Transportation Improvement Program (STIP), the 1995-98 STIP, or are priority bridge projects.

Several special federal transportation programs funded under TEA-21 are highlighted below:

- The Congestion Management and Air Quality Improvement Program (CMAQ) helps communities meet national standards for healthy air.
- The Transportation Enhancements Program will provide \$3 billion for transportation projects to improve communities' cultural, aesthetic, and environmental qualities.
- A new Job Access and Reverse Commute Program will provide \$750 million to help lower-income workers and those making the transition from welfare rolls to payrolls get to jobs.
- The National Scenic Byways Program provides assistance to states in preserving and enhancing the scenic, cultural, historic, archaeological and recreational resources of selected corridors. Priority funding will go to projects that protect the corridor as well as increase tourism, demonstrate strong local commitment to implementing plans, serve as models to other states, and which are in multi-state corridors where states submit joint applications.
- TEA-21 dedicates \$3 billion for programs to improve road and rail-highway crossings.

Existing Application: La Grande was previously listed as a "non-attainment" area for national ambient air quality standards, and as such was recently eligible for CMAQ funding. CMAQ funding was used to install oil mats on gravel roads. However, all the CMAQ projects in the La Grande/ Island City area have now been completed.

Potential: Distribution of TEA-21 funding for local transportation projects under the programs described above is administered by the State of Oregon. Programs that could provide funding for the La Grande/Island City TSP projects are included below with the descriptions of state funding mechanisms.

Community Development Block Grants (CDBG)

Description: The Federal Department of Housing and Urban Development has a program known as

the Community Development Block Grant Program (CDBG). Cities can receive funds based upon a formula, which includes their size and other demographics characteristics such as income levels and housing standards. CDBG funds can also be used for emerging public works needs.

Potential: The CDBG program is generally limited to sections of the cities with low- to moderate-income residents. It could be a source of funding for street reconstruction in such areas. However, block grants would not be available to fund new road construction for capacity building.

Federal Economic Development Administration (EDA) grants

Description: The Federal Economic Development Administration (EDA) provides annual grant funding on a competitive basis for public works improvements that directly generate or retain jobs in local communities. These funds can be used for local utilities and transportation facilities that serve new development sites.

Potential: EDA funds are difficult to obtain, but could be considered for targeted improvements to the airport and industrial sites. Union County may pursue EDA grants or Oregon Economic Development Department (OEDD) Ports Division loans as part of its effort to develop the Baum Industrial Park.

State Funding Mechanisms

State Transportation Improvement Program (STIP)

Description: The State of Oregon provides funding for all highway-related transportation projects through the Statewide Transportation Improvement Program (STIP) administered by the Oregon Department of Transportation. The STIP outlines the schedule for ODOT projects throughout the State. The STIP, which identifies projects for a four-year funding cycle, is updated on an annual basis. In developing this funding program, ODOT must verify that the identified projects comply with the Oregon Transportation Plan (OTP), ODOT Modal Plans, Corridor Plans, local comprehensive plans, and TEA-21 planning requirements. The STIP must fulfill federal planning requirements for a staged, multi-year, statewide, intermodal program of transportation projects. Specific transportation projects are prioritized based on federal planning requirements and the different State plans. ODOT consults with local jurisdictions before highway related projects are added to the STIP.

Existing Application: There are several state highway projects in the current STIP that fall within the La Grande/Island City urban area. For example, Highway 82 (Island Avenue) will receive pavement preservation from Mileposts 0 to 1.2.

Potential: The highway-related projects identified in the La Grande/Island City TSP will be considered for future inclusion on the STIP. The timing of including specific projects will be determined by ODOT based on an analysis of all the project needs within Region 5. The city of La Grande and Island City, Union County, and ODOT will need to communicate on an annual basis to review the status of the STIP and the prioritization of individual projects within the project area. Ongoing communication will be important for the city, county, and ODOT to coordinate the construction of both local and state transportation projects.

ODOT also has the option of making some highway improvements as part of its ongoing highway maintenance program. Types of road construction projects that can be included within

the ODOT maintenance programs are intersection realignments, additional turn lanes, and striping for bike lanes. Maintenance-related construction projects are usually conducted by ODOT field crews using state equipment. The maintenance crews do not have the staff or specialized road equipment needed for large construction projects.

An ODOT funding technique that will likely have future application to La Grande and Island City's TSP is the use of state and federal transportation dollars for off-system improvements. With the passage of ISTEA and TEA-21, ODOT has the authority and ability to fund transportation projects that are located outside the boundaries of the highway corridors. The criteria for determining which off-system improvements can be funded has not yet been clearly established. It is expected that this new funding technique will be used to finance local system improvements that reduce traffic on state highways or reduce the number of access points for future development along state highways.

State Motor Vehicle Fund

Description: The State of Oregon collects motor vehicle registration fees, motor vehicle fuel taxes, and a weight-mile tax to generate the State Motor Vehicle Fund.

The State retains approximately 60 percent of these revenues to maintain and enhance the state highway system. The State Transportation Improvement Program (STIP) describes capital projects to be funded by ODOT. The state distributes 15.57 percent of the State Motor Vehicle Fund to cities and 24.38 percent to counties. A city's distribution is based on its share of statewide population, while a county's distribution is based on its share of statewide vehicle registrations. One percent of the fuel tax returned to cities and counties is designated for bike paths and lanes.

Existing Application: La Grande, Island City, and Union County receive money from the State Motor Vehicle Fund. In FY 1998/99, the city of La Grande received \$560,000 from this source and the city of Island City received \$39,700. All three jurisdictions typically use their allocation for street maintenance and related maintenance areas, as well as snow removal.

Potential: As fuel sales and vehicle registrations increase along with state population, the total revenue available from the State Motor Vehicle Fund will rise. However, if the fees stay at their current levels, there will be a reduction in buying power due to inflation.

Bike and Pedestrian Grants

Description: ODOT's Bike and Pedestrian Program administers two programs to assist in the development of walking and bicycling improvements: local grants, and Small-Scale Urban Projects. Cities and counties with projects on local streets are eligible for local grant funds. A 20-percent local match is required. Eligible projects include curb extensions, pedestrian crossings and intersection improvements, shoulder widening and restriping for bike lanes.

Projects on urban state highways with little or no right-of-way taking and few environmental impacts are eligible for Small-Scale Urban Project Funds. Both programs are limited to projects costing up to \$100,000. Projects that cost more than \$100,000, require right-of-way acquisition, or have environmental impacts should be submitted to ODOT for inclusion in the STIP.

The contact person for the Bike-Pedestrian Grant Program is Michael Ronkin, who can be reached at (503) 986-3555.

Transportation Enhancement Program

Description: This federally funded program earmarks \$8 million annually for projects in Oregon. Projects must demonstrate a link to the intermodal transportation system, compatibility with approved plans, and local financial support. A 10.27-percent local match is required for eligibility. Each proposed project is evaluated against all other proposed projects in its region. Within the five Oregon regions, the funds are distributed on a formula based on population, vehicle miles traveled, number of vehicles registered and other transportation-related criteria.

The contact person for the Enhancement Program is Pat Rogers, who can be reached at (503) 986-3528.

Highway Bridge Rehabilitation or Replacement Program

Description: The Highway Bridge Rehabilitation or Replacement Program (HBRR) provides federal funding for the replacement and rehabilitation of bridges of all functional classifications. A portion of the HBRR funding is allocated for the improvement of bridges under local jurisdiction. A quantitative ranking system is applied to the proposed projects based on sufficiency rating, cost factor, and load capacity. They are ranked against other projects statewide, and require state and local matches of 10 percent each. It includes the Local Bridge Inspection Program and the Bridge Load Rating Program.

The contact person for the Highway Bridge Rehabilitation or Replacement Program is Mark Hirota, who can be reached at (503) 986-3344.

Transportation Safety Grant Program

Description: Managed by ODOT's Transportation Safety Section (TSS), this program's objective is to reduce the number of transportation-related accidents and fatalities by coordination a number of statewide programs. These funds are intended to be used as seed money, funding a program for three years. Eligible programs include programs in impaired driving, occupant protection, youth, pedestrian, speed, enforcement, bicycle and motorcycle safety. Every year, TSS produces a Highway Safety Plan that identifies the major safety programs, suggests counter measures to existing safety problems, and lists successful projects selected for funding, rather than granting funds through an application process.

The contact person for the Transportation Safety Grant Program is Troy Costales, who can be reached at (503) 986-4192.

Special Transportation Fund

Description: The Special Transportation Fund (STF) awards funds to maintain, develop, and improve transportation services for people with disabilities and people over 60 years of age. Financed by a two-cent tax on each pack of cigarettes sold in the state, the annual distribution is approximately \$5 million. Three-quarters of these funds are distributed to mass transit districts, transportation districts, and where such districts do not exist, counties, on a per-capita formula. The remaining funds are distributed on a discretionary basis.

The contact person for the Special Transportation Fund is Gary Whitney, who can be reached at (503) 986-3885.

Oregon Special Public Works Funds (SPWF)

Description: The Special Public Works Fund (SPWF) program was created by the 1995 State Legislature as one of several programs for the distribution of funds from the Oregon Lottery to economic development projects in communities throughout the State. The program provides grant and loan assistance to eligible municipalities primarily for the construction of public infrastructure, which supports commercial and industrial development, that result in permanent job creation or job retention. In order to be awarded funds, an infrastructure project must support businesses wishing to locate, expand, or remain in Oregon. SPWF awards can be used for improvement, expansion, and new construction of public sewage treatment plants, water supply works, public roads, and transportation facilities. While SPWF program assistance is provided in the form of both loans and grants, the program emphasizes loans in order to assure that funds will return to the State over time for reinvestment in local economic development infrastructure projects.

The contact person for the Oregon Special Public Works Fund is Betty Pongracz, who can be reached at (503) 986-0136.

Existing Application: SPWF funds have been used in a number of cities for the construction of water, sewer, and limited street improvements. Jurisdictions that have received SPWF funding for projects that include some type of transportation-related improvement include the cities of Baker City, Bend, Cornelius, Forest Grove, Madras, Portland, Redmond, Reedsport, Toledo, Wilsonville, Woodburn, and Douglas County.

Potential: SPWF funds are limited to those situations in which it can be documented that the project will contribute to economic development of a community and the creation of family wage jobs. The potential must be evaluated on a case by case basis to determine if a particular project might be eligible for funding under this program. From a practical standpoint, these funding requirements make it fairly limited in its potential.

Immediate Opportunity Grant Program

Description: The Oregon Economic Development Department (OEDD) and ODOT collaborate to administer a grant program designed to assist local and regional economic development efforts. The program is funded to a level of approximately \$7 million per year through state gas tax revenues. The maximum amount of any grant under the program is \$500,000. The following are primary factors in determining eligible projects:

- Improvement of public roads;
 - Inclusion of an economic development-related project of regional significance;
 - Creation or retention of primary employment; and
- Ability to provide local funds (50/50) to match grant.

The contact person for Immediate Opportunity Grant Program is Mark Ford, who can be reached at (503) 986-3463.

Existing Application: Local governments which have received grants under the program include Washington County, Multnomah County, Douglas County, the city of Hermiston, Port of St. Helens, and the city of Newport.

Potential: Like the SPWF funds, Immediate Opportunity Grants are limited to those situations in which it can be documented that a project will contribute to economic development of a community by creating or retaining primary employment. These requirements make this funding source fairly limited in its potential.

Oregon Transportation Infrastructure Bank

Description: The Oregon Transportation Infrastructure Bank (OTIB) is a statewide revolving loan fund designed to promote innovative transportation funding solutions. Oregon's program was started in 1996 as part of a 10-state federal pilot program. Additional legislation passed in 1997 by the Oregon Legislature establishes the program in state law and includes expanded authority. Eligible borrowers include cities, counties, transit districts, other special districts, port authorities, tribal governments, state agencies, and private for-profit and not-for-profit entities. The advantages of the bank include: low-interest, tax-exempt loans; quick processing of loan applications; and administrative simplicity. The first round of loans for the bank totaled \$5.8 million with funding from state highway money and federal matching funds.

To be eligible, roads must be open to public travel and functionally classified as a major collector or higher. Generally, eligible projects include:

- Highway projects such as roads, signals, intersection improvements, and bridges.
- Transit capital projects such as buses, equipment, and maintenance or passenger facilities.
- Bikeway or pedestrian access projects on highway right-of-way.

Eligible project costs include preliminary engineering, required environmental studies, acquisition of right-of-way, equipment, construction including project management and engineering, inspections, financing costs and contingencies.

The contact person for the Oregon Transportation Infrastructure Bank is John Fink at (503) 986-3922 or Gary Whitney, at (503) 986-3921. Additional information is also available on ODOT's website.

Existing Application: Representative projects include transit facilities in Hood River, Marion County, Washington County; planning for the Newberg-Dundee Bypass, and the Tualatin-Sherwood Highway; and a Statewide Rideshare Vanpool program.

Potential: Momentum appears to be building in support of this program, as the U.S. Congress considers authorizing state infrastructure banks to use federal funds for other modes.

Local Funding Mechanisms

The following programs are used by cities in the funding of transportation improvements.

Property Taxes

Description: Local city or county property tax revenue could be used to fund transportation improvements through a serial bond levy.

Property taxes have historically been the primary revenue source for local governments. However, property tax revenue goes into general fund operations, and is not typically available for street improvements or maintenance. The dependence of local governments on this revenue source is due largely to the fact that property taxes are easy to implement and enforce. Property taxes are based on real property (i.e., land and buildings) which have a predictable value and appreciation, in contrast to income or sales taxes, which can fluctuate with economic trends or unforeseen events.

Property taxes can be levied in three ways: tax base levies, serial levies, or bond levies. Tax base levies, such as city and school district levies, are the most common. Tax base levies do not expire and are allowed to increase by six percent per annum. Serial levies are limited by a dollar amount and time period for which they can be imposed. Bond levies, usually initiated by voter-approved general obligation bonds, are for specific projects and are limited by time based on the debt load of the local government or the project.

The historic dependence of Oregon cities on property taxes is changing with the passage of Ballot Measure 5 in 1990. Ballot Measure 5 created an amendment to the Oregon Constitution limiting the property tax rate for purposes other than payment of certain voter-approved general obligation indebtedness. Under full implementation, the tax rate for all local taxing authorities is limited to \$15 per \$1,000 of assessed value. As a group, all non-school taxing authorities are limited to \$10 per \$1,000 of assessed value. All tax base, serial, and special levies are subject to this tax rate limitation. Ballot Measure 5 requires that all non-school taxing districts' property tax rate be reduced if together they exceed \$10 per \$1,000 per assessed value by the county. If the non-debt tax rate exceeds the constitutional limit of \$10 per \$1,000 of assessed value, then all of the taxing districts' tax rates are reduced on a proportional basis. The proportional reduction in the tax rate is commonly referred to as compression of the tax rate.

Measure 47 was an initiative petition passed by Oregon voters in 1996. The measure created a constitutional amendment that reduces and limits property taxes and limits local revenues and replacement fees. It limits future annual property tax increase to three percent, with exceptions. Local governments' lost revenue may be replaced only with state income tax, unless voters approve replacement fees or charges. Tax levy approvals in certain elections require 50 percent voter participation.

Measure 47 adds another layer of restrictions to those which govern the adoption of tax bases and levies outside the tax base, as well as Measure 5's tax rate limits for schools and non-schools and tax rate exceptions for voter-approved debt. Each new levy and the imposition of a property tax must be tested against a longer series of criteria before the collectible tax amount on a parcel of property can be determined.

Measure 50 was developed and initiated by the state legislature, and approved by voters in May, 1997. Measure 50 retains the tax relief of Measure 47, but clarifies some legal issues.

These measures will impact the ability of cities to pay for transportation improvements out of general funds or other funds created through property taxes. In addition, it may impact the cities' abilities to create alternative funding sources if those sources are perceived to be in replacement of property tax revenue.

Potential: The potential for increased funding from property tax revenue is limited by Ballot Measure 5 and by competition from other users who draw funds from the general fund; it is not a practical source for financing major street improvements.

General Obligation Bonds (G.O. Bonds)

Description: General obligation (GO) bonds are voter-approved bond issues that represent the least expensive borrowing mechanism available to municipalities. Bonds are sold by a municipal government to fund improvements, and are repaid with local property tax revenue. GO bonds are typically supported by a separate property tax levy specifically approved for the purposes of retiring debt. The levy does not terminate until all debt is paid off. The property tax levy is distributed equally throughout the taxing jurisdiction according to assessed value of property. GO debts typically are used to make public improvement projects that will benefit the entire community.

State statutes require that the GO indebtedness of a city not exceed three percent of the real market value of all taxable property in the city. Since GO bonds would be issued subsequent to voter approval, they would not be restricted to the limitations set forth in Ballot Measures 5, 47, and 50. Although new bonds must be specifically voter approved, Measure 47 and 50 provisions are not applicable to outstanding bonds, unissued voter-approved bonds, or refunding bonds.

Existing Application: Cities throughout Oregon use this method to finance the construction of transportation improvements. For smaller jurisdictions, the cost of issuing bonds vs. the amount that they can reasonably issue creates a problem. Underwriting costs can become a high percentage of the total cost for smaller issues. According to a representative of the League of Oregon Cities, the State is considering developing a "Bond Pool" for smaller jurisdictions. By pooling together several small bond issues, an economy of scale and hence lower costs can be achieved.

Potential: Within the limitations outlined above, G.O. bonding will be an alternative for funding transportation improvements.

Limited Tax Bonds

Description: Limited tax general obligation (LTGO) bonds are similar to GO bonds in that they represent an obligation of the municipality. However, a municipality's obligation is limited to its current revenue sources and is not secured by the public entity's ability to raise taxes. As a result, LTGO bonds do not require voter approval. However, since the LTGO bonds are not secured by the full taxing power of the issuer, the limited tax bond represents a higher borrowing cost than GO bonds. The municipality must pledge to levy the maximum amount under constitutional and statutory limits, but not the unlimited taxing authority pledged with GO bonds. Because LTGO bonds are not voter approved, they are subject to the limitations of Ballot Measures 5, 47, and 50.

Bancroft Bonds

Description: Under Oregon Statute, municipalities are allowed to issue Bancroft bonds, which pledge the city's full faith and credit to assessment bonds. As a result, the bonds become general obligations of the city but are paid with assessments. Historically, these bonds provided a city with the ability to pledge its full faith and credit in order to obtain a lower borrowing cost without requiring voter approval. However, since Bancroft bonds are not voter approved, taxes levied to pay debt service on them are subject to the limitations of Ballot Measures 5, 47, and 50.

As a result, since 1991, Bancroft bonds have not been used by municipalities who were required to compress their tax rates.

Revenue Bonds

Description: Revenue bonds are those bonds sold by a city and repaid with “revenue” from an enterprise fund which has a steady revenue stream such as a water or sewer fund. The bonds are typically sold to fund improvements in the system that is producing the revenue.

Existing Application: Revenue bonds are a common means to fund large high cost capital improvements that have a long useful life. A sewage treatment plant is a good example where the high construction cost over a short period makes it difficult to pay for from operating funds, yet a long-term revenue stream from sewer revenues makes the sale of bonds a viable alternative which spreads the cost of the facility improvement over a long period of time.

In 1989 the city of Independence sold revenue bonds to fund street improvements with vehicle fuel tax revenues pledged as the method of repayment.

Potential: Either La Grande or Island City could sell revenue bonds with any one of several revenue streams (e.g., fuel tax revenues which are in place now) pledged to repay the bonds. The bond underwriters will look at the reliability of the revenue stream when rating the bonds and assigning an interest rate.

Transportation System Development Charges (SDC)

Description: A transportation system development charge (SDC), or traffic impact fee, is a sliding fee which is charged all new development to pay for transportation capital improvements which will be needed as a result of the development. The fee is normally based upon the number of vehicle trips generated by the development. Residential calculations would be based on the assumption that a typical household will generate a given number of vehicle trips per day. Nonresidential use calculations are based on employee ratios for the type of business or industrial uses. Credits are often given for “qualified” improvements made by a developer to an adjacent arterial or collector street which would reduce the SDC charge. Typically, the fee is collected when new building permits are issued.

A key legislative requirement for charging SDCs is the link between the need for the improvements and the developments being charged.

Existing Application: A number of jurisdictions, including Washington and Clackamas Counties and the city of Pendleton are using system development charges to collect funds from new development for the traffic impacts they create.

Potential: A system development charge, if implemented in La Grande, is not expected to generate a significant amount of new funding for transportation projects. Given projected 2015 development levels, a SDC in La Grande would likely generate \$25,000 to \$50,000 per year if economic conditions were positive.

Local Vehicle Fuel Tax

Description: The city of La Grande, the city of Island City, and Union County could implement a local gas tax that would be in addition to the state gas tax revenues it currently receives. The

Oregon Constitution permits counties and incorporated cities to levy local gas taxes with the stipulation that the money generated from the taxes will be dedicated to street-related improvements and maintenance within the jurisdiction.

Existing Application:: Five jurisdictions within Oregon have a local gas tax: the city of Woodburn (\$0.01/gallon); Washington County (\$0.01/gallon); Tillamook (\$0.015/gallon), city of The Dalles (\$0.01/gallon); and Multnomah County (\$0.03/gallon). The local gas taxes have raised the following amounts:

Woodburn	\$ 115,000 (1995/96)
Tillamook	\$ 106,000 (1995/96)
The Dalles	\$ 329,000 (1995/96)
Multnomah County	\$6,925,000 (1995/96)
Washington County	\$1,660,095 (1995/96)

The Washington County gas tax is shared with cities within the county on a per-capita basis. The cities of Tillamook and The Dalles are responsible for collection of their local gas tax. The remaining jurisdictions rely upon the State Department of Motor Vehicles for collection and distribution. The State charges an administrative fee for collection.

Potential: A one cent per gallon fuel tax within the La Grande urban area would generate an estimated \$71,500 per year. It is unlikely that either La Grande or Island City would consider such a task without county-wide support.

One potential adverse effect of implementing a local gas tax, particularly if it is set at a high rate, is that the increased price per gallon could encourage drivers to purchase less expensive fuel in other communities. Any action will need to be supported by careful analysis to minimize any unintended consequences.

The existing fuel tax revenue received from the State Motor Vehicle Fund is used for street maintenance. If a local tax were added, the first priority for funding would be the Pavement Management System, which stresses preventive maintenance of street surfaces.

Local Vehicle Registration Fee

Description: Oregon counties are granted authority to impose a vehicle registration fee covering the entire county. The Oregon Revised Statutes would allow Union County to impose a biannual registration fee for all passenger cars licensed within the County. Although both counties and special districts have this legal authority, vehicle registration fees have not been imposed by local jurisdictions. In order for a local vehicle registration fee program to be viable in Union County, all the incorporated cities and the county would need to formulate an agreement which would detail how the fees would be spent on future street construction and maintenance.

Existing Application: There are presently no cities or counties in Oregon that charge a local registration fee. This option has been discussed by Marion County in the past with the decision made not to pursue it. The Portland Metropolitan region is discussing this option as a potential source of funding for an Arterial Streets Program.

Potential: Statewide, the number of vehicles registered is 2,558,000, and the statewide population is 2,979,000 residents. This yields a ratio of .86 vehicles per person. If this ratio were applied to the

combined La Grande/Island City urban area, the estimated number of vehicles in the city would be 11,438. Based upon that number of vehicles, a registration fee of \$10.00 would generate \$114,400 on an annual basis.

Collection of a local vehicle registration fee might be accomplished through the State of Oregon Department of Motor Vehicles. It is likely that the state would charge an administrative fee to recover the administrative costs of collecting and distributing a local fee.

Local Street Utility/User Fee

Description: The principal behind a street utility or user fee is that a street is a utility used by the citizens and businesses of a city, just like a water pipe or a sewer that supplies a connection to a home or business. A fee would be assessed by the city to all businesses that use city streets based upon the amount of use typically generates 130 trips per day per 1,000 square feet of size, so the fee for the retail/commercial use is significantly greater than the single family residence.

Existing Application: This fee is being used in La Grande, where it is expected to raise approximately \$188,000 dollars during FY 1999/2000, through a \$4.00 monthly fee charged on residential water meter bills. The revenue generated by the fee is used for operations and maintenance of the street system. The city of Medford implemented their street utility fee in 1991 and the city of Roseburg presently has a similar fee for storm water charges that they use for operations and maintenance as well as capital construction of storm drainage facilities.

Potential: The city of La Grande could consider broadening its application of the street utility fee or changing its methodology of fee assessment. A separate analysis by the La Grande Street Maintenance and Improvement Committee concluded that if street user fees were assessed on multifamily and mobile home dwellings, revenues could increase to the order of \$210,000 per year. If the fees were also increased by \$1.00 per year, up to a maximum of \$8.00 per month, annual fee revenues could increase to approximately \$400,000 after year 2005.

Local Improvement District (LID)

Description: The Oregon Revised Statutes allow local governments to form Local Improvement Districts (LIDs) to construct public improvements. LIDs are most often used by cities to construct localized projects such as streets, sidewalks or bikeways. The statutes allow formation of a district by either the city government or property owners. Cities that use LIDs are required to have a local LID ordinance that provides a process for district formation and payback provisions. Through the LID process, the costs of local improvements are generally spread out among a group of property owners within a specified area. The cost can be allocated based on property frontage or other methods such as traffic trip generation. The types of allocation methods are only limited by the Local Improvement Ordinance. The cost of LID participation is considered an assessment against the property which is a lien equivalent to a tax lien. Individual property owners typically have the option of paying the assessment in cash or applying for assessment financing through the city. Since the passage of Ballot Measure 5, cities have most often funded local improvement districts through the sale of special assessment bonds.

Existing Application: LID programs have wide application including financing new streets, sidewalks, water/sewer, or other public works projects. The LID method is used primarily for local or collector roads, although arterials have been built using LID funds in certain jurisdictions.

Potential: Changes to the former “Bancroft Bond” process caused by Measure 5 have made LID financing more difficult. It does, however, continue to offer a good mechanism for funding projects, whether related to new development or for improvements that benefit already-developed areas. La Grande has been successful in matching LID funds with city contributions for new street projects.

Business License Fee

Description: Cities around the state charge license fees based upon any one of a number of measures of business activity, including gross sales, net sales, gross payroll, net income, or number of employees.

Existing Application: The Tri-Met Transit District in the Portland area charges a 0.6 percent tax to all businesses based upon their gross payroll. The funds are used as part of Tri-Met's operating budget where it raises over \$76 million. The city of Portland has a business license fee of 2.2 percent of adjusted net income, generating over \$21 million per year which goes into the city general fund. Multnomah County has a business income tax of 1.45 percent of gross revenue, which generates over \$25 million per year.

Potential: This kind of fee is often perceived as a “stick” rather than a “carrot” and may not be supported from an economic and business development standpoint.

FUNDING REQUIREMENTS

The La Grande/Island City TSP identifies capital improvements recommended during the next 20 years to address safety and access problems and expand the transportation system to support a growing population and economy. The recommended projects are classified into funding priorities as short-term (1 – 5 years), mid-term (5-10 years), long-term (10 – 20 years) or “as development occurs.” These projects are described in Chapter 7. Table 7-3 lists recommended roadway and intersection projects; Table 7-4 lists recommended pedestrian projects; and Table 7-5 lists recommended bicycle projects.

Estimated costs for each recommended improvement were developed in conjunction with the Draft TSP according to unit price factors (usually the cost per lineal foot of a particular construction material). The unit price factors assumed and the resulting costs from this analysis are shown in Appendix E. All costs excluded land acquisition or special environmental impact mitigation requirements and were stated in constant 1997 dollars for the Draft TSP.

This TSP updates the estimated project costs to constant 1998 dollars, using an inflation factor of 1.6%. This inflation factor was derived from the Construction Cost Index (CCI) published by *Engineering News Record*. It should be noted that the preliminary capital cost estimates identified in this TSP are for planning-level analysis only.

Tables 8-1 and 8-2 below summarize the costs of recommended improvements for La Grande and Island City. Where recommended bike and pedestrian projects would occur as part of a larger road improvement project, the cost of bicycle and pedestrian facilities was included with the roadway improvement cost. Stand-alone bicycle and pedestrian improvements were assigned project costs, but have not yet been assigned funding priorities. As shown, the total cost of all recommended improvements within the city of La Grande is over \$17 million, and the total cost of all recommended improvements in Island City is nearly \$4 million. In La Grande, a significant

portion of the funding need occurs in the mid-term (5-10 year) category.

TABLE 8-1
SUMMARY OF ESTIMATED TRANSPORTATION IMPROVEMENT COSTS
LA GRANDE

Funding Priority	Improvement Type	Total Estimated Cost (1998 Dollars)
Short-term (0-5 years)	Roadway and Intersection	3,691,000
Mid-term (5-10 years)	Roadway and Intersection	6,522,000
Long-term (10-20 years)	Roadway and Intersection	1,390,000
"As development occurs"	Roadway and Intersection	3,695,000
varied	Pedestrian	3,542,000
varied	Bicycle	298,000
Total		19,138,000

TABLE 8-2
SUMMARY OF ESTIMATED TRANSPORTATION IMPROVEMENT COSTS
ISLAND CITY

Funding Priority	Improvement Type	Total Estimated Cost (1998 Dollars)
"As development occurs"	Roadway and Intersection	2,986,000
Varied	Pedestrian	726,000
Varied	Bicycle	909,000
TOTAL		4,621,000

In all, slightly over \$5.4 million worth of bicycle and pedestrian projects are identified in the La Grande/Island City urban area during the next 20 years. Capital costs vary significantly in places where significant sections of sidewalks are added. The larger projects would likely be implemented over time in conjunction with roadway improvements or funding through establishment of private local improvement districts.

The need for longer-term projects will depend on the ability of La Grande and Island City to implement transportation-efficient land use ordinances, guide future development, and to construct adequate pedestrian/bicycle connections. Near-term construction of targeted roadway and intersection improvements, combined with enhanced access management will also reduce the need for long-term, cost-intensive transportation improvements.

STATE AND LOCAL FUNDING ENVIRONMENT

The current ODOT Region 5 Statewide Transportation Improvement Program (STIP) includes one project for pavement preservation along Island Avenue from Milepost 0 to 1.2, to be implemented in the year 2000 at a cost of \$680,000. It should be noted that a project identified on the STIP or Capital Improvement Program (CIP) is not guaranteed funding during the targeted year. However, these local and regional capital programs determine project priorities and timing, and their STIP/CIP identification is usually required to qualify for federal, state, or local funding.

Highway construction and maintenance continues to be ODOT's highest priority for expenditures. Federal initiatives to reduce congestion and improve air quality encourage alternative transportation systems, but operating expenses for these systems remain high and are not yet able to provide the same level of transportation flexibility and choice. Barring dramatic changes in the price of fuel, significant changes in transportation policy are not expected.

ODOT's current funding position defines the context in which the bulk of federal and state funding would apply to local projects. Findings include:

- ODOT currently spends 77 percent of its \$1.3 billion biennium budget on transportation development, system operations, maintenance, and construction projects.
- As federal funding for new transportation construction declines and motor vehicles fuel tax receipts are eroded by inflation, ODOT anticipates its role will shift away from project construction to preservation and maintenance of the state and federal highway system.
- ODOT estimates that only one "large" construction project (greater than \$5 million) and five "small" \$1 million or fewer projects will occur in ODOT Region 5 every five years.
- The La Grande urban area's ability to leverage State and Federal funding will depend on the need and type of projects selected, total project cost, public support, consistency with state and local planning objectives, and level of local participation in funding the project.

A reconciliation of the STIP and CIP is needed as projects advance to near term construction. As shown in Table 8-4, the proposed FY 1999/2000 budget for the city of La Grande includes \$902,212 in the Street and Road Fund, and \$261,880 in the Street Maintenance Fund. In Island City the proposed budget allocates \$72,300 for transportation improvements and maintenance.

Maintaining and upgrading existing streets is an important and costly local priority. An independent analysis of street maintenance budget requirements concluded that the life cycle cost of maintaining and bringing existing local streets to Class I standards would be on the order of \$89 million over 20 years, or approximately \$4.5 million per year. Class I standards imply upgrade of roads with asphalt concrete pavement, curb and gutters, sidewalks, and drainage facilities.

Street maintenance responsibilities involve reviewing and improving paved street surfaces, and providing services regarding administration, project design, inspection and contract management. Funds for street maintenance are currently derived from the street utility fee (street user fee) and interest on investments. The maintenance budget is projected to increase moderately within the next ten years as the population in La Grande increases, generating additional street user fee revenues.

La Grande's street and road funds are primarily used for the maintenance and safe operation of the local street system. Street fund responsibilities include street patching, sign maintenance, street sweeping, snow removal and sanding, street blading, transportation planning and construction of new street improvements.

Funding for the street fund is derived primarily from state motor vehicle fuel tax transfer funds, contributions from utilities for street patching, interest on investments, and miscellaneous State and Federal grant programs (i.e., ODOT/DLCD Transportation Growth Management programs).

Future funding sources within the cities are expected to include the existing programs indicated in the CIP, as shown on Table 8-4. Traditional General Obligation (G.O.) Bond issues, state fuel tax disbursements, and street utility fees were identified as the most likely means of generating the bulk of local funding for local transportation improvements. In addition to these sources of funding, a preliminary analysis was conducted to determine the revenue generating potential of a local gas tax, local vehicle registration fee, system development charge and the Transportation Equity Fund.

The Transportation Equity Fund was passed by the Oregon Legislature in a special session in 1995, but is subject to another vote in the Fall of 1996. The fund is part of a bill providing state funding for a portion of Portland's South/North Light Rail Project, and was envisioned to include \$375 million for "essential transportation projects" outside the metro area. Funds were originally to be distributed 60% to counties and 40% to cities, with appropriations beginning no sooner than 1999, when the metro area begins to draw down its lottery money for the light rail project.

The FY 1999/2000 outlook for the street and road fund and street maintenance funds for La Grande and Island City is portrayed in Table 8-4. Traditional funding sources are expected to enable the cities to maintain and preserve their existing street network. However, the cities' ability to undertake new projects will greatly depend on their ability to generate local funding to match State and Federal grants and private contributions.

Since the current CIP in La Grande primarily identifies little funding for new projects, new funding sources should be considered if TSP projects are to be implemented. Potential funding sources must take into account factors such as state law and city charter limitations, political considerations, intergovernmental participation, and economic and fiscal impacts.

TABLE 8-3
FUNDING EXPENDITURE BUDGETS AND REVENUES

Current budgets	Estimated Actual FY 1998/99		Proposed FY 1999/2000	
	Island City	La Grande	Island City	La Grande
Street and road fund	\$ 34,795	\$852,470	\$36,150	\$902,212
Street maintenance	34,795	582,880	36,150	261,880
Total	\$69,590	\$1,453,350	72,300	\$1,164,092

TABLE 8-4
REVENUE SOURCES - CITY OF LA GRANDE

Proposed FY 1999/2000 Revenue Sources	Street/Road Fund	Street Maintenance	Total
Cash on hand	\$ 182,922	\$67,880	\$ 250,802
State fuel tax	590,000	0	590,000
Street user fees	0	188,000	188,000
Water/sewer utility fees	101,099	0	101,099
Other (e.g., investment interest)	28,191	6,000	34,191
Total	\$902,212	\$261,880	\$1,164,092

Potential new funding resources, such as an expanded street utility fee, local gas tax, system development charge and others, have surfaced as possible means to generate revenue over and above traditional general obligation bond levies or pay-as-you-go general fund appropriations. The order of magnitude funding which could be derived from potential sources, is identified in Table 8-5. These and other funding options should be considered during implementation of the TSP when projects are prioritized and selected for construction.

TABLE 8-5
PRELIMINARY EVALUATION OF SELECTED FUNDING OPTIONS

Funding option	Estimated Annual Revenue	
	Island City	La Grande
G.O. bond issue or serial levy	Varies	Varies
Street user fees¹		
Current method	N/A	\$ 165,000
With manufactured and mobile homes added	\$ 21,000	210,000
With rate increase to \$8/month and above	40,000	400,000
additions		
Local fuel tax (@\$0.01 per gallon)	6,400	71,500 ¹
Local vehicle registration fee (@ \$10/per vehicle)	10,300	114,400 ²
System development charge/traffic impact fee	2,300	25,000+ ³
Total transportation equity fund	1,100,000 ⁴	
Other (federal/state grants)	2,000–10,000	20,000–100,000

¹Estimates for La Grande by Street Maintenance and Improvement Committee, March 8, 1996. Island City estimates assume same methodology as La Grande

²Based on 13,300 residents at 0.86 cars per resident; average of 17,500 miles driven per year at 20 mph fuel efficiency

³Based on 11,438 registered vehicles

⁴Preliminary estimate only

Source: Otak, Inc.

Recommended Funding Strategy

Table 8-1 summarizes projects included in the 20-year TSP. While an attempt has been made to preliminarily estimate ODOT and local funding responsibilities, the actual timing of projects and commitment of funds will depend on available funds, development activity, project needs and ability to leverage local private funding participation through funding options indicated on Table 8-5.

Short term project funding and implementation will be through updates to the local Capital Improvement Program (CIP) and the State Transportation Improvement Program (STIP). It should be recognized that the estimated short-term state funding requirements of \$2,593,350, and local funding requirements of \$4,135,150, have yet to be programmed into the STIP or the local CIP. The same is the case for “as development occurs” and long-term projects.

The specific funding options used in the La Grande/Island City urban area to construct required transportation improvements are to be determined through ongoing efforts by the city of La Grande Department of Public Works and special ad hoc committees. A close working relationship with ODOT will be necessary to establish state funding participation and help to preserve state transportation facilities.

The local strategy for funding longer term projects is to obtain private funding participation through system development charges, impact fees or local improvement districts. When possible, bicycle

and sidewalk projects should be constructed with roadway improvements, or as local funding sources are identified. A special local bond issue may also be considered to fund a “package” of transportation improvements.

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APPENDIX A: GLOSSARY OF TERMS

APPENDIX A: GLOSSARY OF TERMS

Access - A means of approach to provide vehicular or pedestrian entrance or exit to a property. This may not necessarily include all movements.

Access Connection - Any driveway, street, turnout or other means of providing for the movement of vehicles to or from the public roadway system.

Access Management - The process of providing and managing access to land development while preserving the regional flow of traffic in terms of safety, capacity, and speed.

Access Spacing - the distance between access locations, measured from the closest edge of pavement of the first access to the closest edge of pavement of the second access along the edge (either side) of the traveled way.

Arterial - This classification of roadway provides for through traffic movement between areas and across the city with direct access to abutting property. It is subject to required control of entrances, exits, and curb use.

Average daily traffic (ADT) - The average number of vehicles passing a certain point on a road each day. ADT is usually obtained by measuring traffic over a number of days, dividing by the number of days, and adjusting by seasonal factors developed from permanent traffic recording stations. ADT is usually the same as AADT, except when it refers to a weekday or weekend daily average.

Bicycle facilities - A general term denoting improvements and provisions made to accommodate or encourage bicycling, including parking facilities, all bikeways and shared roadways.

Bike lane - A portion of a roadway which has been designated by striping and pavement markings for the preferential or exclusive use of bicyclists.

Bikeway - A bikeway is created when a road has the appropriate design treatment for bicyclists, based on motor vehicle traffic volumes and speeds. Bikeways include shared roadways, shoulder bikeways, bike lanes, bicycle boulevards, and multi-use paths.

Capacity - The maximum hourly rate at which persons or vehicles can reasonably be expected to traverse a point or uniform section of a lane or roadway during a given time period under prevailing roadway, traffic, and control conditions.

Collector - This classification of roadway provides for traffic movement between major arterials and local streets, with direct access to abutting property.

Dial-a-Ride (demand-responsive transit) - Public transportation services which do not follow a fixed route and time schedule, but instead respond to customer requests for service. Services are often for mobility-impaired customers and provided in a smaller vehicle or van.

Fixed-Route Transit - Fixed-route transit is the technical term used to describe what typically is thought of a "bus route." Fixed route transit operates on a defined, published route with a described schedule. In comparison, *demand-responsive transit* operates within a defined area responding to the call of the transit rider. "Dial-a-ride" is an example of demand-responsive transit service and taxis are a private-sector example of demand-responsive transit.

Frontage Road - A public or private drive that generally parallels a public street between the right-of-way and the front building setback line. The frontage road provides access to private properties while separating them from the arterial street.

Functional Classification - A system used to group public roadways into classes according to their purpose in moving vehicles and providing access.

Grade Separation - A crossing of two highways, or a highway and a railroad, at different vertical levels. This may include an *overpass*, in which the subject facility passes over an intersecting highway or railroad; and/or an *underpass*, in which the subject facility passes under an intersecting highway or railroad.

Interchange - A system of interconnecting roadways in conjunction with one or more grade separations, providing for the movement of traffic between two or more roadways on different levels.

Intersection - The general area where two or more highways join or cross, within which are included the roadway and roadside facilities for traffic movements in that area.

Land Use - The type of activity associated with a specific geographic area. Land use categories can be broad (e.g., residential, retail, office, industrial, and recreational) or they can be very specific (e.g., single family residential, convenience market, or elementary school). In order to estimate trip generation characteristics for a specific geographic area, it is necessary to know both the type and intensity of land use (e.g., single family residential land use at a development intensity of eight units per acre).

Level of Service (LOS) - Level of service is a qualitative measure which describes the operational conditions within a traffic stream and their perception by motorists and/or passengers. Level of service includes such factors as speed and travel time, freedom to maneuver, traffic interruptions, comfort and convenience, and safety. Six levels of service are defined with letter designations, with Level of Service A representing the best operational conditions and Level of Service F the worst. Level of Service D represents the level that is normally considered near the minimum acceptable for signalized intersections in an urban area. Level of service E represents operating conditions at or near the capacity level. Level of service F is used to define forced or breakdown flow conditions.

Local Street - This classification of roadway provides for direct access to abutting land and for local traffic movement.

Lot - A parcel, tract, or area of land with boundaries that have been established by some legal instrument. A lot is recognized as a separate legal entity for purposes of transfer of title, has frontage on a public or private street, and complies with the dimensional requirements of property codes.

Mode Split - The allocation of travel between modes of transportation (i.e. passenger cars, bus, pedestrian, bicycle).

Mode - The means by which travel is accomplished. Alternative modes of travel include walking, bicycling, auto, bus, and light rail.

Multi-Use Path - A path physically separated from motor vehicle traffic by an open space or barrier and either within a highway right-of-way or within an independent right-of-way, used by bicyclists, pedestrians, joggers, skaters and other non-motorized travelers.

Ramp - A length of roadway providing an exclusive connection between two highway facilities.

Ridesharing - A broad category of transit which involves increasing the average vehicle occupancy for small capacity vehicles (2 through 20 passenger capacity) through matching passengers with similar travel requirements with drivers who regularly make trips matching those requirements. Ridesharing includes carpooling (a driver and one or more passengers in a automobile) and vanpooling (a driver and 7 or more passengers in a passenger van or minibus).

Right-of-Way - A publicly owned strip of land within which the entire road facility (including travel lanes, medians, shoulders, sidewalks, planting areas, bicycle lanes, and utility easements) must reside. The right-of-way is usually defined in feet and it is not necessary that the paved roadway be centered within this strip of land.

Safety Priority Index System (SPIS) - A system employed by ODOT to collect and analyze accident data. It compares accident sites to statewide accident rates and levels of severity.

Shared Access (or Joint Access) - A driveway connecting two or more contiguous sites to the public street system.

Telecommuting - A transportation demand management (TDM) strategy aimed at reducing peak-period travel and vehicle miles traveled (VMT). People are encouraged to work from their homes and use computers to conduct business and communicate with an office.

Traffic Analysis Zone - A geographic area that is relatively homogeneous with respect to the type of land use activities that exist or are allowed. Taken together, traffic analysis zones define all land area within the study area. The boundaries of traffic analysis zones can be defined somewhat arbitrarily. However, they are usually similar in size to one another and they are typically not bisected by significant roadways or transportation barriers (e.g., rivers or lakes). In a traffic analysis zone, an area of aggregate land uses is identified for the purpose of determining trip generation in a travel forecasting model. Zones group together a number of housing units or employees (by type) in an area instead of single trip generators (one dwelling unit, an office building, shopping center, etc.).

Traffic Control Device - a sign, signal, marking or other device placed on or adjacent to a street or highway by authority of a public body or official having jurisdiction to regulate, warn, or guide traffic.

Transportation demand management (TDM) - Actions designed to change travel behavior in order to improve performance of transportation facilities and reduce the need for additional road capacity. Examples include rideshare, telecommuting, flexible work-hour, and peak-period pricing programs, and encouraging the use of alternative modes

Transportation Equity Act for the 21st Century (TEA-21) - Adopted by Congress in 1998, this act replaced the Intermodal Surface Transportation Efficiency Act (ISTEA). The new law established an increased level of federal funding for surface transportation and continued most of the planning requirements and programs established by ISTEA.

Transportation Planning Rule (TPR) - Administrative rule (OAR 660-12) adopted in April 1991 by the Land Conservation and Development Commission in cooperation with ODOT to implement Statewide Planning Goal 12: Transportation.

Transportation system plan (TSP) - A plan for one or more transportation facilities that are planned, developed, operated, and maintained in a coordinated manner to supply continuity of movement between modes, and within and between geographic and jurisdictional areas. A TSP establishes land use controls and a network of facilities and services to meet overall transportation needs of the jurisdiction.

Travel Demand Forecasting - The practice of predicting the future demand for travel on a particular physical transportation system. To be useful, these forecasts must incorporate estimates of the *amount* of travel that will occur (i.e., the trip generation potential), the *distribution* of that travel (i.e., the ultimate destination of each generated trip), and the *mode* by which the travel occurs (i.e., auto, bus, light rail, or walking/bicycling).

Trip Generation - The number of vehicle trip ends produced by a specific type and intensity of land use. Normally, trip generation characteristics are estimated on a daily and/or a peak hour basis.

Trucks (Heavy Vehicles) - Any vehicle with more than four tires on the roadway that is not otherwise classified as a recreational vehicle or a bus.

Urban Growth Boundary (UGB) - The politically-defined boundary around a metropolitan area outside of which no urban activities may occur. It is intended that the UGB be defined so as to accommodate all projected population and employment growth within a 20-year planning horizon. A formal process has been established for periodically reviewing and updating the UGB so that it accurately reflects projected population and employment growth.

Volume - The total number of vehicles that pass over a given point or section of a lane or roadway during a given time interval; volumes may be expressed in terms of annual, daily, hourly, or sub-hourly periods.

Volume to capacity (V/C) ratio - A measure of congestion, calculated by dividing the number of vehicles passing through a section of highway during a peak 15-minute interval by the capacity of the section.

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APPENDIX B: REVIEW OF PLANS AND POLICIES

APPENDIX B: REVIEW OF PLANS AND POLICIES

FEDERAL POLICIES

Transportation Equity Act for the 21st Century (TEA-21)

The Transportation Equity Act for the 21st Century (TEA-21) authorizes highway, highway safety, transit and other surface transportation programs for federal fiscal years 1998-2003. Signed into law in June 1998, it replaces the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA), the last major authorizing legislation for surface transportation.

TEA-21 builds on the initiatives established in ISTEA, emphasizing balanced investment in highways, transit, and intermodal projects, and allowing states and local government's flexibility in the use of federal funds. Funding through TEA-21 is targeted to improvements that help implement a region's transportation systems plan, enhance the multi modal nature of the transportation system, and meet local land use, economic, and environmental goals.

TEA-21 expands core highway programs, such as the National Highway System, Interstate Highway Maintenance, Surface Transportation Program/ Bridges, and Federal Lands Highways. Federal funds authorized through TEA-21 will make up approximately one-third of Oregon's highway budget. The average federal funds available to state highway programs are approximately \$57.8 per year. The actual amount that Oregon will receive depends on spending limitations placed by Congress and future gas tax receipts.

Besides state highway programs, another portion of the TEA-21 funds is directed at "earmarked" projects. Congress earmarked funding for 32 Oregon projects totaling over \$140 million that are in addition to the annual highway funds which states receive. Funds are released over the six years of the bill and must be matched 20 percent by non-federal funds. Ninety-five percent of the earmarked funds are for projects in Oregon's current Statewide Transportation Improvement Program (STIP), the 1995-98 STIP, or are priority bridge projects.

Several special federal transportation programs funded under TEA-21 are highlighted below:

- The Congestion Management and Air Quality Improvement Program (CMAQ) helps communities meet national standards for healthy air.
- The Transportation Enhancements Program will provide \$3 billion for transportation projects to improve communities' cultural, aesthetic, and environmental qualities.
- A new Job Access and Reverse Commute Program will provide \$750 million to help lower-income workers and those making the transition from welfare rolls to payrolls get to jobs.
- The National Scenic Byways Program provides assistance to states in preserving and enhancing the scenic, cultural, historic, archaeological and recreational resources of selected corridors. Priority funding will go to projects that protect the corridor as well as increase tourism, demonstrate strong local commitment to implementing plans, serve as models to other states, and which are in multi-state corridors where states submit joint applications.
- TEA-21 dedicates \$3 billion for programs to improve road and rail-highway crossings.

STATE POLICIES

Oregon Transportation Plan

The Oregon Transportation Plan (OTP) contains a policy element which defines the goals, policies and actions for the state over the next forty years. It offers direction to the coordination of transportation modes and the relationship of transportation to land use, economic development, the environment and energy use. It also addresses the coordination of transportation with federal, state, regional and local plans.

The second part of the OTP defines the system element of the plan. It identifies a coordinated multimodal transportation system, a network of facilities and services for all modes of travel including air, rail, highway, bikeway, pedestrian, public transit, pipeline, waterways, and marine transportation.

The OTP was adopted by the Oregon Transportation Commission on September 15, 1992. The financing program and legislation needed to implement the plan was submitted to the 1993 legislature; however, the Financing Plan failed to gain the support of the legislature at that time.

The goals and policies stated in the plan define a balanced and efficient transportation system which promotes accessibility to all potential users.

Purpose Statement: *The purpose of the Oregon Transportation Plan is to guide the development of a safe, convenient and efficient system which promotes economic prosperity and livability for all Oregonians.*

The goals of the Oregon Transportation Plan are (specific policies and action statements are omitted here):

Goal 1 -- Characteristics of the System

To enhance Oregon's comparative economic advantage and quality of life by the provision of a transportation system with the following characteristics:

- balance
- efficiency
- accessibility
- environmental responsibility
- connectivity among places
- connectivity among modes and carriers
- safety
- financial stability

Goal 2 -- Livability

To develop a multimodal transportation system that provides access to the entire state, supports acknowledged comprehensive land use plans, is sensitive to regional differences, and supports livability in urban and rural areas.

Goal 3 -- Economic Development

To promote the expansion and diversity of Oregon's economy through the efficient and effective movement of goods, services and passengers in a safe, energy efficient and environmentally sound manner.

Goal 4 – Implementation

To implement the Transportation Plan by creating a stable but flexible financing system, by using good management practices, by supporting transportation research and technology, and by working cooperatively with federal, regional and local governments, Indian tribal governments, and the private sector and citizens. With respect to the La Grande/Island City area, the Oregon Transportation Plan identifies specific transportation system improvements to meet goals 1-4, including:

- Intercity bus service on Highway 82 between La Grande/Island City and the Enterprise/Joseph area.
- Commercial air taxi service from the La Grande/Island City/Baker City area.
- Intermodal rail/truck facility in the La Grande/Island City/Baker City area.

The OTP defines the minimum level of service for commercial airports and recognizes that the standard generally has been met within the state but leaves more sparsely populated areas without commercial air service. The plan states that these areas should have access to air/taxi services. The plan further defines that air service connection between Portland and other west coast hubs and other areas of Oregon should be provided whenever commercially viable (three round trip planes per day of 19 passengers as a minimum measure of commercial viability) or whenever intercity air connections are more economical than providing operating assistance to other modes. It defines these areas as Astoria, Eugene, Newport, Coos Bay/North Bend, Roseburg, Bend/Redmond, Medford, Klamath Falls, and Pendleton.

The OTP is part of an ongoing transportation planning process within the Oregon Department of Transportation. Oregon Revised Statute 184.168(1) requires state agencies to use the OTP to guide and coordinate transportation activities.

The OTP and the supporting modal plans must comply with the State Agency Coordination Program and the state-wide planning goals. The Land Conservation and Development Commission's Transportation Planning Rule which implements Goal 12 (transportation) requires ODOT to identify a system of transportation facilities and services adequate to meet identified state transportation needs to prepare a Transportation System Plan (TSP).

The OTP, including the policy and system elements and adopted modal and facility plans, is intended to meet the requirements for the state TSP.

Oregon Highway Plan

The Oregon Highway Plan (OHP), adopted by the Oregon Transportation Commission in 1991, outlines the policies which enable the Department of Transportation to better manage the highway system for the period 1991-2010. The adopted policies of the OHP that pertain to the La Grande/Island City TSP include:

- Level of Importance (LOI)
- Access Management
- Access Oregon Highway (AOH)

Level of Importance (LOI) Policy

The Oregon State Highway Division (OSHD) has devised a “level of importance” classification system to prioritize highway improvement needs and define operational objectives.

The highway classification system defines the following four levels of importance:

1. interstate
2. statewide
3. regional
4. district

The basic premise of the level of importance concept is that a higher level of service is needed for the more important routes. Interstate routes, for example, will maintain a higher level of service than district routes.

Interstate Highways

The primary function of highways in this level is to provide connections and links to major cities, regions of the state, and other states. A secondary function in metropolitan areas is to provide connections and links for regional trips within the metropolitan area. Connections are primarily with roadways that serve areas of regional significance or scope. Included in this level are highways on the federal interstate system. The management objective is to provide for safe and efficient high-speed, continuous flow operation in urban and rural areas.

Statewide Highways

The primary function of highways in this level is to provide connections and links to larger urban areas, ports and major recreation areas that are not directly served by interstate highways. Statewide highways provide links to the interstate system and alternate links to other states. A secondary function is to provide links and connections for intraurban and intraregional trips. Connections are primarily with roadways that serve areas of regional significance or scope.

Included in this level are Access Oregon Highways (AOH), highways on the National Highway System (excluding interstate highways) and other significant routes that connect the interstate system to urban areas, ports and major recreation areas throughout the state. Statewide routes generally serve centers with populations of 5,000 or more, have route lengths of 50 miles or more, do not parallel other statewide routes within 25 miles, connect at each end with interstate routes, statewide routes, or major recreational areas, and carry at least 500 vehicles per day.

The management objective is to provide for safe and efficient high speed continuous flow operation in rural areas and high-to-moderate speed operations with limited interruptions of flow in urban and urbanizing areas.

Regional Highways

The primary function of highways in this level is to provide connections and links to areas within regions of the state, between small urbanized areas and larger population centers and to higher level facilities. A secondary function is to serve land uses in the vicinity of these highways.

The management objective is to provide for safe and efficient high speed, continuous flow operation in rural areas, except where there are significant environmental constraints, and moderate-to-low speed operation in urban and urbanizing areas with moderate interruptions to flow.

District Highways

The primary function of highways in this level is to serve local traffic and land access. Highways included in this level primarily serve local functions and are of relatively low significance from a statewide perspective. They are often routes that held a higher function during the early development of Oregon's highway system. With the passage of time and the construction of other through routes, the importance of these highways from a statewide perspective has diminished. They now serve a similar function to county roads and city streets.

The management objective is to provide for safe and efficient moderate-to-high speed, continuous flow operation in rural areas reflecting the surrounding environment, and moderate to low speed operation in urban and urbanizing areas with a moderate to high level of interruptions to flow.

Level of Service (LOS) Standards

The LOI policy includes operational level of service (LOS) standards. These standards are to be used by the Oregon State Highway Division (OSHD) in making operating decisions (such as access management decisions) and when coordinating with local comprehensive planning. The OSHD's objective is to maintain LOS at or above the listed standards.

The standards depend on the highway level of importance and general land use characteristics. Special standards are provided for areas where highways are located in exclusive transitway corridors and where highways, other than interstate highways, pass through special transportation areas such as dense transit or pedestrian-oriented business districts. Other allowances are made for highway sections that are severely constrained by intensive land use development or major environmental limitations, and for highway sections that are operating at a substandard level but are not scheduled for improvement in the Six-Year Transportation Improvement Program.

Access Management Policy

Purpose

Several factors, including the number, spacing, type and location of accesses, intersections, and traffic signals, have a significant effect on the capacity, speed, safety and general operational efficiency of the highway. These factors need to be effectively managed in order to operate the highway system safely, at reasonable levels of service and in a cost-effective manner.

Collectively the control of these factors comprise access management.

The OHP Access Management policy provides a framework for making access decisions which will be consistent with the function and operating levels of service identified in the LOI Policy. It will be used by the OSHD to carry out its responsibilities for managing access under statutes and administrative rules. It will also be used by the OSHD to guide the design of highways and coordination efforts with local

comprehensive planning. Access management categories have not yet been assigned to the state highways in the La Grande/Island City area.

Policy

The OHP Access Management Policy Standards are defined by roadway category. Each access category is defined below:

Category 1:

These highway segments provide for efficient and safe high speed and high volume traffic movements on and some intracity routes in the largest urbanized areas. The segments do not provide direct land access. Access control and other methods will be used on nearby cross streets in the area of interchanges to protect the operations of those interchanges. This category will apply to all interstate highways and other highways that function like freeways.

Category 2:

These highway segments provide for efficient and safe high speed and high volume traffic movements, on interstate, interregional, intercity and longer distance intracity routes. They should not provide direct land access. This category is distinguished by highly controlled connections and medians. Traffic signals should be avoided and where they must be installed, their effect on mainline traffic flow should be minimized. Grade separations should be considered for high volume cross streets or other cases where signals are not appropriate. Some Category 2 facilities may be developed into Category 1 facilities over time. This category includes many of the statewide facilities.

Category 3:

These highway segments provide for efficient and safe medium-to-high speed and medium-to-high volume traffic movements on interregional, intercity, and longer distance intracity routes. <%0>
The segments are appropriate for areas which have some dependence on the highway to serve land access and where financial and social costs of attaining full access control would substantially exceed benefits. This category includes some of the statewide facilities.

Category 4:

These highway segments provide for efficient and safe medium-to-high speed and medium-to-high volume traffic movements, on higher function interregional and intercity highway segments. They also may carry significant volumes of longer distance intracity trips. They are appropriate for routes passing through areas which have moderate dependence on the highway to serve land access and where the financial and social costs of attaining full access control would substantially exceed benefits. This category includes a small part of the state wide facilities and most regional facilities.

Category 5:

These highway segments provide for efficient and safe medium speed and medium-to-high volume traffic movements on intercity, intracity and intercommunity routes. There is a reasonable balance between direct access and mobility needs within this category.

Category 6:

These highway segments provide for efficient and safe slower-to-medium speed and low-to-high volumes traffic movements on intracity and intercommunity routes. This category will be assigned only where there is little value in providing for high speed travel. Providing for reasonable and safe access to abutting property is a major purpose of this Access Category.

Access Oregon Highway (AOH) System

The AOH System was designed to establish a logical and effective system of highways to link major economic and geographic activity centers to each other, to other high level highways, to ports, and to other states. The Oregon Transportation Commission designed the AOH system after an extensive public review process. This policy defines the goals, objectives, and implementation strategies of the AOH System to be used to improve and protect the system. The methods contained in this policy will be applied when significant (Environmental Category 1 and 3) projects on the AOH System are developed by ODOT or the cities.

Oregon Highway 82 northwest of the Interstate 84 interchange is the only designated AOH in the La Grande/Island City area.

The goal of the AOH system is to provide for the economic growth of Oregon by moving through traffic safely and efficiently between geographic and major economic areas within Oregon, between Oregon, and adjacent states, and to and through major metropolitan areas.

The AOH objectives and implementation strategies that apply/relate to the La Grande and Island City areas are summarized below.

Objective 1

Achieve a network of high-speed facilities that will provide maximum levels of service at the highest safe operating speeds possible with minimum amounts of delay in transporting goods and people between major economic centers and the interstate system.

Implementation Strategy

Design AOH facilities to achieve the highest safe operating speed when considering the cost effectiveness of design options, the characteristics, and growth potential of the areas the facility passes through. The operating speeds will in general be at least:

- a) 55 m.p.h. in rural areas and lower density urban fringe areas.
- b) 45 m.p.h. in higher density urban areas.

Develop long-range plans to preserve and in some cases improve facilities so they can meet future traffic demand. In cases where improving an AOH facility to the full standard would either be very costly, or produce significant adverse impacts to the surrounding community, a phased plan to achieve acceptable final standards should be developed.

In metropolitan areas, AOH facilities serve a dual role - providing for traffic passing through the area and for trips being made to or solely within the area. In these cases, do not reduce the priority of the through-travel function while providing for intra-area traffic. Take measures to provide a road network with an access control strategy that will assure a high level of service for future through travelers.

In cases where the desired operating speeds cannot be met, consider a bypass or congestion management techniques. Congestion management techniques may include access controls, traffic metering techniques, land use controls and complementary street and road improvements, or increased transit usage to assure that future traffic can be accommodated at acceptable operating speeds.

Objective 2

Protect the integrity of the AOH routes, which, along with the Interstate Highway System, are the most vital links in the state system.

Implementation Strategy

Consider the intrinsic statewide service value of the AOH facility to the state highway system when evaluating the impacts of adjacent land use development.

In areas of potential development or redevelopment, discourage strip commercial development (direct access to the facility).

Where prudent, use AOH funds for access control purchase and protective right-of-way purchase.

Where applicable, include reference to access control in right-of-way documents and correspondence with private parties.

During project development on an AOH facility, establish two formal "check points" to confirm that a project still meets the goals and objectives of the AOH Program: 1) during project scoping, and 2) prior to design approval.

Where applicable, consider multimodal options and design features for the movement of people and goods to reduce highway improvement needs.

If during the environmental and design processes it is found that a proposed AOH route cannot be justified, allow AOH funds to be used on other state highways that would serve the same function as the original AOH route. This applies only if the goals and objectives of the AOH system can still be met and the alternate route is approved by the commission for inclusion in the AOH system.

Objective 3

Strengthen the partnership between the 1989 Oregon State Highway Division (OSHD) and local government to achieve mutual highway and community goals.

Implementation Strategy

Develop projects as required under the Oregon Action Plan for Transportation. The OSHD will work closely with local governments to provide highway improvements that will benefit all jurisdictions.

Encourage local jurisdictions to amend comprehensive plans during periodic review to recognize AOH corridors within their boundaries, adopt policies which recognize the statewide transportation functions that those highways serve, and plan for adjacent land uses accordingly.

Do not proceed with work beyond a reconnaissance level on significant AOH projects that are not recognized in local comprehensive plans and protected by plan policies which acknowledge the function that the project is to serve.

Listing of a project in the Six-Year Transportation Improvement Program does not automatically mean it will be constructed. Before environmental work proceeds on a project where local government is involved, review the purpose and scope of the project with the local governmental agency to reinforce the importance of maintaining the integrity of the AOH system. The project will not receive design approval, nor will it be constructed until a formal agreement between OSHD and the appropriate local government is signed. This agreement will contain local government and state commitments to ensure that measures will be taken to protect the integrity of the AOH system. The formal agreement will specify, where applicable:

- a) The purpose and functional role of an AOH facility.
- b) The approximate description and scope of the proposed project.
- c) Understandings on protective measures (median closings, street disconnections, local traffic circulation plans, land use controls, etc.) necessary to preserve the operation of the facility.
- d) Commitment that local government accepts the major responsibility for future land access as local streets are developed and as properties are redeveloped if the OSHD cannot maintain control over accesses. This will relieve the AOH facility of the land access function.
- e) Access management plans. The level of detail of plans and requirements can vary according to future chance of conflicting development.
- f) Responsibility of local government to assume irrevocable jurisdiction of the old road or street, or other state highways that may be replaced by a new facility.
- g) A shared responsibility for congestion management, which would include some or all of the items listed below and may require local government financial assistance and participation.

Congestion Management Tools

The AOH policy also recommends consideration of right-of-way and design techniques during project planning and development to reduce congestion. Agreements with local government are required and must include an understanding in advance that congestion management tools may be used at some future time if area development threatens the facility. These congestion management tools for urban strategies include:

- Use of jughandles (to simplify signal operations).
- Mandatory access management plans.
- Removal of on-street parking.
- Spacing of signals for optimum progression.
- Development of a general strategy to meter access to AOH route.

Urban and Rural Strategies

- Median control with either a landscaped or physical barrier.
- Utilization of midintersection one-way U-turns.
- Grade separation of cross streets to the AOH facility.
- Construction of interchanges.
- Construction of frontage and other parallel roads.
- Purchase of complete access control.
- Right-turn only access.

Statewide Transportation Improvement Program (STIP)

The State of Oregon provides funding for all highway-related transportation projects through the Statewide Transportation Improvement Program (STIP) administered by the Oregon Department of Transportation. The STIP outlines the schedule for ODOT projects throughout the State. The STIP, which identifies projects for a four-year funding cycle, is updated on an annual basis. In developing this funding program, ODOT must verify that the identified projects comply with the Oregon Transportation Plan (OTP), ODOT Modal Plans, Corridor Plans, local comprehensive plans, and TEA-21 planning requirements. The STIP must fulfill federal planning requirements for a staged, multi-year, statewide, intermodal program of transportation projects. Specific transportation projects are prioritized based on federal planning requirements and the different State plans. ODOT consults with local jurisdictions before highway related projects are added to the STIP.

Highway 82 Corridor Strategy

The recently completed Strategy Plan for the Highway 82 corridor provides the link between statewide planning efforts in the La Grande and Island City areas and the county and city transportation system plans currently being developed for Union County and the cities of La Grande and Island City. This Strategy Plan will act as a guide to the development of a General Plan for the corridor and the above cited transportation system plans. The overall strategy for the Highway 82 corridor is to maintain the condition and increase the functionality of the existing transportation facilities.

The Strategy Plan identifies four performance measures and four impact categories which are common to all corridors and are based on the Oregon Transportation Plan goals and policies. Strategy Plan objectives were developed and linked to a performance measure or impact category. Listed below are the performance measures and impact categories along with the associated objectives:

Transportation Performance Measures

- Transportation Balance/Intermodal Connectivity
- Rail Freight Service
- Rail Corridor Preservation
- Intercity Rail Passenger to Public Transportation Connectivity
- Air Service
- Air-to-Public Transportation Connectivity
- Urban Public Transportation/Intercity Public Transportation Service
- La Grande Transit Center
- Bicycle Facilities
- Regional Connectivity
- Highway 3 and Highway 204 connections to Washington State
- Highway 82 Classification
- Transportation Disadvantaged Services
- Highway Congestion
- Island Avenue Improvements
- City of Enterprise Street Improvements
- La Grande/Island City Transportation System Plan
- Passing Lanes
- Truck Routes
- Access Management
- Safety
- Slow-Moving Vehicles
- Signing/Marking at High-Accident Locations
- Roadway Geometry/Condition

Transportation Impact Categories

- Environmental Impacts
- Hazardous Materials Accident and Spill Management
- Maintenance Plans for Environmentally and Culturally Sensitive Areas
- Social
- Implementation of the Statewide Planning Goals and provision of a transportation system consistent with local and regional land use and economic development plans.<%0>
- Energy
- Provide an efficient transportation system.
- Economic Development
- Interpretive Corridor
- Intermodal Reload Facility

Key components of the Strategy Plan which should be recognized as the La Grande/Island City Transportation System Plan is prepared include the development of a seamless multi-modal transportation

system across local, regional, and state boundaries; and, recognition for the potential influence on the overall transportation system of the La Grande Townsquare Transportation Hub presently being considered.

Transportation Planning Rule (TPR)

Introduction

The Transportation Planning Rule (TPR) (Oregon Administrative Rule Chapter 660, Division 12) requires adoption of transportation plans by local governments and amendment of land use regulations to implement the plans. A primary objective of the required amendments is to make new development more pedestrian and transit friendly.

The purpose of this section of the report is to introduce proposed land use ordinance concepts designed to bring the City of La Grande and the City of Island City land development ordinances into compliance with the TPR.

This section outlines state-mandated requirements and suggests methods to satisfy those requirements. Report sections address the Transportation Planning Rule and the structure of the local land use ordinances. Issues identified by the Transportation Planning Rule are described and recommendations for changes to local plans and ordinances are suggested.

Sources used to prepare this report include recommendations of the American Planning Association (APA) Transportation Rule Working Group, the Oregon Department of Transportation's (ODOT) Best Management Practices Manual (August 1992 draft), and the ODOT's 1991 Oregon Highway Plan.

Requirements of the Transportation Planning Rule

The TPR was adopted by the Land Conservation and Development Commission (LCDC) in April 1991. An amendment to the rule in 1993 provided a time extension until May 1994 for local governments to develop implementing measures. Both the City of Island City and the City of La Grande are late in meeting TPR requirements.

The TPR requires each city and county to adopt a Transportation System Plan and implementing regulations. It also requires ODOT and regional metropolitan planning organizations to adopt transportation systems plans. The plans must address the following elements:

- a determination of transportation needs
- a Road Plan for a network of arterials and collectors
- a Public Transportation Plan
- a Bicycle and Pedestrian Plan
- an Air, Rail, Water and Pipeline Transportation Plan
- a Transportation Financing Program
- policies and land use regulations for implementing the Transportation Systems Plan

This report focuses on the policies and land use regulations for implementing the Transportation Systems Plan, as noted in the final item above. Section 660-12-045 of the TPR sets forth issues that must be addressed to implement a Transportation System Plan. Key issues are discussed on the following pages.

Protection of Transportation Facilities and Corridors

The Transportation Planning Rule requires that local governments adopt land use or subdivision ordinance regulations to protect transportation facilities, corridors, and sites for their identified functions. The regulations are required to include:

- access control measures
- standards to protect future operations of roads
- measures to protect public use airports by controlling adjacent uses and limiting physical hazards to air navigation
- a process for coordinated review of future land use decisions affecting transportation facilities, corridors, and sites
- a process for applying conditions to development proposals
- a process for providing notice to public agencies
- regulations assuring that land use designations, densities, and design standards are consistent with transportation system capacity

Land Use and Subdivision Regulations

The Transportation Planning Rule also requires local governments to adopt land use and subdivision regulations for the following:

- bicycle parking for new multi-family, commercial, and institutional development
- sidewalks and bikeways that provide safe and convenient access within new development and from it to nearby residential areas, transit stops, and activities centers
- internal pedestrian connections provided in new office parks and commercial developments

Improvements for Bicycle and Pedestrian Travel

Identification of improvements to facilitate bicycle and pedestrian travel in developed areas are required, including:

- improvements providing direct, convenient, and safe bicycle and pedestrian travel within and between residential areas and activity centers

CITY OF LA GRANDE

The La Grande Transportation Plan was developed concurrent with the Comprehensive Plan and adopted in 1982 (March) and was updated in 1990 following periodic review. The 1982 Transportation Plan is fairly comprehensive and provided a significant baseline from which the new TSP was developed.

The 1982 Transportation Plan begins with the definition of goals and policies (see below) and a history of the City's transportation system development. An overview of existing conditions (1980) includes both pavement condition and the classification of arterial, collector and local streets. For the purposes of establishing a Pavement Management Program specific projects were defined through the establishment of a priority system ranking high, medium and low street improvements.

A future Street Plan of new collector streets was identified in the 1982 Transportation Plan to meet the future travel needs of the City. Specific descriptions and/or alignment of new streets were not identified. Below is a summary of each project as originally defined (please note the project status in *italics* as of 1995):

1. Extension of Second or Fourth to connect 12th Street near Sunnyhill II and Highland Hills. *No improvements made.*
2. New east-west connection between Sixth and 12th Streets near "E" Avenue (with possible further extension to 20th Street to better serve EOSC traffic and travel generated by then new development at northwest corner of 12th and Gekeler. *Right-of-way dedicated and project completed (gravel). Full pavement improvements when development occurs.*
3. Connection between 12th and 20th Streets south of Highland Hills Subdivision. *Linda Lane only partially constructed between 12th and 16th.*
4. Extension of 16th Street south to Gekeler Lane with completion of Willow Street (extension). *Project completed.*
5. Extension of Willow Street across Adams Avenue to connect 16th Street. *Project completed.*
6. Construction of industrial frontage road to U.S. Highway 30 east of the city as industrial lands develop. *No improvements made.*
7. Connection of East 'K' Avenue and Gekeler Lane east of UPRR. *No improvements made, project area under study as part of separate TGM grant.*
8. Extension of Wall Street north to Cove Avenue. *Project completed as construction of 21st Street. Full connection between East 'H' and East 'R' Avenues currently exists via 21st Street.*
9. Extension of new collector street east from May Park to proposed Island City Street Plan improvements. *No improvements made, project under further study as part of Island Avenue Corridor Access Management/Circulation Plan.*

The 1982 Transportation Plan also assessed downtown parking conditions and needs, railroad crossings, Airport Master Plan, Bike Plan (with specific projects), and plan sections for public transportation (rail and bus) and the "transportation disadvantaged."

The 1982 Transportation Plan identified ten goals and eleven specific policies. Each are summarized below.

La Grande Transportation Plan (1982)

Goals

1. Provide a safe, convenient, and economic urban area transportation system.
2. Provide a rationale for determining street development and improvement priorities.
3. Develop highway facilities in such a way that soil, timber, water, scenic, and cultural resources are not damaged or impaired.
4. Initiate a balanced approach to the transportation system, giving consideration to all travel modes.

5. Provide safe and favorable locations for airports and airstrips in the La Grande vicinity.
6. Provide a convenient and safe means for routing traffic within and through the area.
7. Provide direct routes for traffic between principal areas of traffic origins and destinations.
8. Protect residential property from unnecessary traffic.
9. Assist the development of the area's land resources by recognizing the interdependence of street facilities, traffic, and land use.
10. Upgrade and maintain streets in the best condition possible economically and physically.

Policies

1. Plans for new or improved major transportation facilities shall identify the positive and negative impacts in local land use patterns, environmental quality, energy use and resources, the existing transportation system, and fiscal resources.
2. The La Grande Area Street Plan shall classify the area's street system into four basic types: freeways, arterials, collectors, and local streets.
3. Access to freeway facilities shall compliment the local street network as much as possible.
4. Arterials and collectors shall connect with county arterials and collectors and with state highways.
5. Collector streets shall be located and designed to discourage all traffic except that with an origin or destination within the immediate area.
6. Street improvements and developments will be prioritized yearly with enough flexibility to allow for adjustments as priorities change throughout the year.
7. Street right-of-way and all other public lands will be considered for park, open space, and other public uses prior to their vacation.
8. Adequate parking facilities shall be considered so as not to impair social, economic, and/or cultural resources.
9. Roads created in subdivisions and land partitions shall be designed to tie into the existing road system.
10. The capacity of a street providing access to a new development shall be adequate to accommodate the additional traffic generated by the development, prior to the construction of the development.
11. All existing railroad crossings have been determined as the minimum necessary at their present locations for the safe, efficient, convenient, and direct movement of persons and goods between principal areas of origin and destination of traffic. These crossings shall be continued and upgraded periodically to maintain safe and swift movement of traffic to all parts of the City, subject to the authority of the Public Utility Commissioner with respect to the closure of railroad crossings.

The 1982 Transportation Plan is summarized by eleven general recommendations and nine specific improvement projects. Each of these are summarized below. We have identified where the recommendations and projects have been addressed since the 1982 Transportation Plan was adopted.

Recommendations

Actions taken since 1982 related to the above recommendations are indicated in *italics*.

1. Specify construction and right-of-way widths for different street classifications in the subdivision ordinance. *Revisions to the Subdivision Ordinance were adopted in 1990; Chapter 7 of the Land Development Code adopted June 16, 1993, presently contains public street specifications.*
2. Streets which are designated as arterials or collectors should be upgraded to those standards when work on those streets is scheduled.
3. If reducing or eliminating on-street parking is necessary to improve safety, minimize congestion, and promote free-flowing traffic, then parking should be restricted before any road improvements are

scheduled.

4. Efforts should be made, when financially feasible, to pave gravel streets in order to avoid continued maintenance costs of grading, graveling, and controlling dust. *Gravel street mileage in La Grande was lowered from approximately 16.5 to 14 miles between 1981 and 1994. The City received a \$274,000 grant to oil mat gravel streets, which covered the cost of oil matting approximately 9 miles of street. This grant was supplemented by funds from the Street User Fee Program to cover the costs of oil matting the remaining street mileage, except for streets with a grade greater than 7%.*
5. All construction, parking, and planting maintenance should be controlled to the extent necessary to ensure adequate, clear vision near intersections.
6. Additional rights-of-way should be required at the time of property development when necessary for future street widening.
7. Sidewalks should be required on all new through streets and programs implemented to construct sidewalks on existing through streets, especially collectors and arterials. *A \$250,000 city-wide local improvement district (LID) was created in 1986. A sidewalk inspection program has been proposed, with all sidewalks being inspected at 10-year intervals.*
8. Construct an eastbound left-turn lane on Spruce Street at Adams Avenue to alleviate traffic congestion. *The left-turn lane has been constructed.*
9. The Willow Street connection between Adams Avenue and Washington Avenue should be acquired and constructed. *The connection has been constructed.*
10. Additional parking in the Central Business District should be acquired and constructed.
11. Street maintenance should occur in a timely, economical manner.

Projects

A variety of street maintenance and repair projects were proposed and prioritized by the street's relative level of importance. Recommendations were also made for bike route signing on a number of city streets.

The following collector street construction projects were proposed to facilitate access from new developments, when they occurred, to the rest of the City. It was anticipated that developers would construct most of these streets or street improvements; however, such improvements might necessitate additional improvements to City streets existing at the time of the new development. Comments on these projects are indicated in *italics*.

1. Extend Second or Fourth Street south or east to connect with 12th Street. *No development has occurred yet that would require a connection. Second Street extends south of 'B' Avenue; Fourth Street does not.*
2. Construct an east-west connection between Sixth and 12th Street to aid in the movement of traffic generated by Eastern Oregon State College and development in the northwest quadrant of the 12th Street/Gekeler Lane intersection. *This connection has been constructed.*
3. Connect 12th and 20th Street south of the Highland Hills Subdivision. *No development has occurred yet that would require a connection.*
4. Extend 16th Street south to Gekeler Lane. *A gravel street exists, but a gate prevents through traffic between Gekeler Lane and the residential area along 16th Street.*
5. Extend Willow Street across Adams Avenue to 16th Street. *This connection has been constructed.*
6. Provide a frontage road along U.S. Highway 30 southeast of the city to accommodate industrial development and prevent multiple accesses onto the highway. *No development has occurred yet that would require a frontage road.*
7. Connect East 'K' Avenue and Gekeler Lane east of the railroad tracks. *No development has occurred yet that would require a connection.*

8. Extend 21st Street north to Cove Avenue. *A north-south extension of 21st Street has been constructed through the Eagle Cap Estates Subdivision, between Cove Avenue and East L Avenue.*
9. Extend a collector street east from the May Park area; improve the railroad grade crossing.

La Grande Comprehensive Plan (1983, Periodic Review 1990)

Objectives

The Comprehensive Plan's objectives mirror the goals set out in the 1982 Transportation Plan, with the following changes:

- Goals 1 and 2 are combined, with the Transportation Plan's Goal 3 becoming Goal 2.
- A new Goal 3 is added: To develop a transportation system for the safe and efficient movement of persons and goods to meet present and future needs.
- Goal 8 omits the word "residential": To protect property from unnecessary traffic.
- Goal 10 is omitted.

Policies

1. Roads created in subdividing or land partitioning should be designed to tie into the existing road system.
2. The capacity of streets providing access to new development be adequate to accommodate the additional traffic generated by the development, prior to the construction of the development.
3. Existing railroad crossings shall be continued and upgraded to maintain traffic circulation between all parts of the City.
4. Plans for new or improved major transportation facilities shall identify the positive and negative impacts in local land use patterns, environmental quality, energy use and resources, the existing transportation system, and fiscal resources.
5. Street rights-of-way and all other public lands will be considered for park, open space, and other public uses prior to their vacation.
6. The City supports and encourages the improvement and widening of Highway 82 between La Grande and Island City.

Recommendations

1. Give special attention to the alleviation of traffic congestion and confusion that occurs at five-way intersections, particularly along Washington Avenue which has two such intersections.
2. Alleviate the congestion of Fir, Greenwood, Spruce, and Cherry Streets.
3. Extend Willow Street from Adams to Washington.
4. Initiate a program to construct sidewalks (and curbs, if possible) in all developed and developing areas where these improvements have not been made.
5. Investigate possible routes for bike paths and either develop them or preserve them for future development.
6. In undeveloped or redeveloped areas, the local street pattern should be altered as necessary to discourage through traffic, preserve neighborhood homogeneity, and better serve adjacent land uses.
7. Guarantee the extension of 16th Street south to Gekeler Lane.
8. Separate airports from residential areas.

9. Provide in the subdivision ordinance for the continuation of existing streets, where possible.
10. Develop a program with the Union Pacific Railroad to alleviate the congestion on Fir, Greenwood, and Cherry Streets during the morning, noon, and evening due to trains blocking the railroad crossings.
11. Grade-separated crossings should be constructed across freeways for all collector and arterial streets.
12. Frontage roads along freeways, connecting streets with interchange access, should be constructed where necessary to provide for adequate traffic circulation and the continuity of internal traffic patterns.
13. Design standards for arterial, collector, and minor streets should be indicated in the subdivision ordinance.
14. Designated arterial and collector streets not now improved to City standards should be scheduled for appropriate improvements.
15. Top priority should be given to the replacement of the Second Street overpass.
16. The City and County zoning ordinance should provide for adequate vision clearance at all intersections involving arterial streets.
17. The zoning ordinances should provide additional setbacks on streets of less than standard right-of-way width to minimize difficulties associated with their eventual widening.
18. In unincorporated areas surrounding the City, particularly to the north and southeast, the city should encourage Union County and the State to develop new roads as access-controlled facilities, with access points normally allowed only every half-mile, approximately.
19. Minor streets should not be shown on the street plan, because their location is best decided upon at the time of development.
20. Minor streets should be constructed in accordance with the highest applicable minor street standards.
21. Minor streets outside the city limits, but within the UGB, may be constructed at a lesser standard, but not less than the lowest established standard. Full rights-of-way should be provided to guarantee enough width when the area is fully developed.
22. The City will cooperate with ODOT in implementing its improvement program.
23. The City should incorporate the recommendations and remain consistent with specific development plans (i.e., East Side Specific Plan).

Land Use

Table B-1 provides an inventory of developed and vacant lands within the La Grande Urban Growth Boundary. This information was compiled in October 1983 and included in the 1983 Comprehensive Plan, which was revised during the 1990 Periodic Review.

**TABLE B-1
1983 LA GRANDE LAND USE INVENTORY**

Land Use	Occupied Acreage	Vacant Acreage	Total Acreage
Commercial	210	116	326
Industrial	219	205	424
Medium-Density Residential	1385	316	1701
High-Density Residential	179	54	233

Street Functional Classifications and Standards

The City's Comprehensive Plan identifies the following four street classifications:

Freeways: Accommodate the continuous movement of heavy traffic volumes of all types of inter-community and interregional traffic. Access to freeways should complement the local street network as much as possible.

Arterials: Connect major traffic generators, provide continuous and efficient routes into and through the City, and connect with county arterials and/or state highways.

Collectors: Carry traffic between neighborhoods and arterials, with traffic collection as a primary purpose and local land access a secondary purpose. Collector streets shall be located and designed to discourage continuous or unobstructed traffic flow through neighborhoods.

Local Streets: Provide access to abutting properties. Local streets shall be designed and located to discourage continuous or unobstructed traffic flow through neighborhoods.

The City has developed standard drawings for the following roadway types: arterials, collectors, minor (local) streets, and oil mat streets. Figure 7-2 shows typical cross sections for these roadway types.

Public Facilities Plan

The 1989 Public Facilities Plan identified 67.59 miles of improved roads within the City of La Grande, an increase of 8.38 miles from the 1982 Transportation Plan inventory. The map of street conditions found in the 1989 Public Facilities Plan is a reprint of the map found in the 1982 Transportation Plan.

CITY OF ISLAND CITY

1996 Island City Comprehensive Plan

Transportation Goal

To provide and encourage a safe, convenient, and economic transportation system.

Policies

1. The "Island City Street Plan" shall guide future street construction.
2. New streets will be designed and laid out to provide for the flow of through traffic, with a minimum of dead-end streets and cul-de-sacs.
3. New street right-of-way widths generally shall be 60 feet in width.
4. The City will work closely with La Grande and the County to ensure that the design of new roads will provide desired traffic linkages.
5. The City will support programs to improve conditions for the transportation disadvantaged.
6. The Capital Improvement Program will set priorities and guide transportation improvements and developments.

7. Island City will cooperate with other local, State, and Federal agencies to help provide an efficient and economical transportation system.

Land Use

Table B-2 presents the results of the 1984 land use inventory included in the draft 1995 Comprehensive Plan.

**TABLE B-2
1984 ISLAND CITY LAND USE INVENTORY**

Land Use	Developed Acreage	Buildage Acreage	Gross Acreage
Low Density Residential	23.1	27.1	74.8
Medium Density Residential	64.9	66.0	205.1
Commercial	120.6	6.5	127.1
Industrial	7.3	0.0	7.3
Surface Mining	46.7	0.0	46.7
Public	101.3	0.0	101.3
Right-of-Way	79.0	0.0	79.0
Urban Reserve	2.0	77.4	120.0

Island City Streets Plan

The Island City Streets Plan was adopted in the Development Code on June 3, 1996.

Street Functional Classifications and Standards

The Island City Development Code adopted on June 3, 1996 establishes subdivision and land partitioning standards and procedures, and identifies the street functional classifications.

UNION COUNTY

Union County Pedestrian/Bicycle Plan

Union County prepared the Pedestrian/Bicycle Plan for the La Grande/Island City urban area, adopted in 1996.

The purpose of the Plan is to address the Transportation Planning Rule bicycle and pedestrian requirements for the cities of La Grande and Island City. The Plan identifies and directs opportunities for developing and improving bicycle and pedestrian facilities to assure that new streets and new developments are designed in ways that provide safe, convenient, and direct bicycle and pedestrian access.

The *Union County Bicycle and Pedestrian Plan* serves several purposes:

- Guides the development of bicycle and pedestrian facilities in the participating jurisdictions;
- Educates and informs the public about bicycle and pedestrian transportation; and
- Sets standards for planning and construction of bike paths and pedestrian paths.

The *Union County Pedestrian and Bicycle Plan* is intended to be used by the people of La Grande and Island City as a tool to preserve and enhance the livable character of the community and the quality of the road network by increasing nonmotorized transportation choices. Most existing land use and transportation patterns, and land development codes are oriented toward automobile trips as the dominant transportation mode, with little thought given to the needs of people who bicycle and walk as a means of transportation. Today, each household owns more cars, makes more trips, and travels more miles per year than ever before. This has undesirable consequences as the urban areas grow since traffic volumes always increase with more households. More traffic means increased congestion, noise, and air and water pollution. Livability of communities declines, and demand for expensive road improvements increases.

Walking for recreation is a popular activity, and 75 percent of us own bikes. Most of our trips are short trips, less than two miles from home. Yet most of us make even these short trips by automobile because there are not safe and easy ways to travel from one place to another by walking or bike riding. If safe, convenient walkways and bikeways are provided, people will choose to walk and bicycle more and drive less for short trips around town.

The Transportation System Plan has tried to incorporate all of the recommended changes to the La Grande and Island City transportation system to better accommodate bicycle and pedestrian transportation.

City of La Grande Downtown Design Plan, Spring 1999

The general concepts for the plan are to enhance the history and character of the downtown, providing gateways into the area, and to create an improvement pedestrian environment. Key elements include:

- Adams Avenue redesign to slow traffic, widen sidewalks, enhance cross street and crosswalk design, and improve alleys.
- Streetscape design elements to provide landscaping, street trees, furniture, and other amenities.
- Parking strategy including public and private lots.
- Property design guidelines for façade treatment, signs, canopies, and other architectural design features.

City of La Grande Specific Development Plan for the East Side, June 1995

A specific development plan was completed for a 170-acre area on the east side of the city between I-84 and Adams Avenue. It involved a number of separately owned properties. The plan proposes a coordinated development concept, which will result in a more efficient and cohesive design. A mix of residential, neighborhood commercial, park, and school uses is envisioned in the plan. It includes an opportunity for a mix of approximately 720 residences. A number of plan and code amendment recommendations are suggested to allow successful implementation of the plan.

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Island Avenue Access Management Projects, David Evans and Associates, Inc. (1997)

The purpose of this study was to develop an access management plan for a section of Island Avenue (OR 82) between Albany Street and the eastbound I-84 ramp. The study was initiated by a group of business owners on the south side of Island Avenue who were concerned that ODOT might construct a raised center median preventing left turns into and out of their properties. The study addressed access to the properties, alternatives to a raised median, other mitigation measures, and trigger mechanisms for implementing future improvements.

The study recommended no near-term changes to access, citing lower than average accident rates for this highway segment and insufficient traffic volumes to warrant improvements such as additional traffic signals. However, it was estimated that in approximately 10 years from the date of the study, traffic volumes would warrant the following improvements:

- signalizing the intersections of Island Avenue with Portland Street and the eastbound I-84 ramp;
- removing the existing traffic signal on Island Avenue at the entrance to the Grand Ronde Mall and leaving the entrance as a full-access, stop sign-controlled intersection
- relocating the Boise Cascade access to be aligned with Albany Street and signalizing the resulting four-legged intersection, and constructing a raised median on Island Avenue for approximately 150 feet east of the traffic signal.

The study recommended that if traffic volumes on Island Avenue reach 28,000 vpd, anticipated to occur in 20 years or more, it may be desirable to create a new connector road between Island Avenue and "R" avenue, and construct a solid raised median on Island Avenue between Albany Street and the eastbound I-84 ramp.

Transportation Planning Study: Island City Strip Detailed Corridor Plan (1993)

The purpose of this study was to develop a long-range, detailed corridor plan to maintain the integrity of the Wallowa Lake Highway (OR 82), and identify improvements needed to maintain acceptable traffic operations and safety on the highway and other major streets. The study area was the section of Wallowa Lake Highway between Portland Street in La Grande and “F” Street in Island City. The study also considered traffic operations along some key secondary roads which connect with this section of OR 82, including Portland Street, Albany Street, May Lane/Riddle Road, 26th Street, and Walton Road.

An analysis of 1993 evening peak-hour traffic volumes was conducted for each intersection within the study area to identify existing levels of service. Both signalized intersections in the study area were found to operate at LOS “C” or better. Unsignalized intersections were found to operate within acceptable limits except for the intersections at Albany Street and both I-84 ramps, which operated at LOS “F” for the minor northbound street approaches.

Traffic forecasts were developed for the year 2015, based on demographic forecasts which assumed full build-out. The forecasts included a distribution of trip types and internal and external trips. An analysis of the 2015 p.m. peak-hour traffic volumes was conducted for each main intersection within the study area to identify future levels of service. Both signalized intersections were predicted to operate at LOS “D.” All the unsignalized intersections were found to operate at LOS “E” or “F.”

Forecasted traffic conditions at the unsignalized intersections were gauged against ODOT’s Preliminary Traffic Signal Warrants. Six of the unsignalized intersections met both warrants, at varying future years: Portland Street (year 2006), Albany Street (2005), I-84 EB and WB Ramps (2004), Riddle Road (2009), and 26th Street (2009).

Based on the analysis of future conditions, it was concluded that several transportation system improvements would be required in the study area:

1. Removal of the existing traffic signal at the main entrance to the Grande Ronde Shopping Center and placement of new traffic signals and turn lanes on Wallowa Lake Highway at major local streets.
2. Signal system interconnect along Wallowa Lake Highway to ensure good traffic flow.
3. Development of local street improvements, including:
 - An east-west connection between May Lane and Walton Road parallel to Wallowa Lake Highway north of the railroad;
 - An east-west connection between 26th Street and Macalister Road; and,
 - An east-west connection between Walton Road and 4th Street (Island City)
4. Median access control on Wallowa Lake Highway between Albany and 26th Street.
5. Limit Riddle Road to right turns only.
6. Future access to be managed to standards established by 1991 Oregon Highway Plan for an Access Oregon Highway, Category 4.

The analysis of future conditions also revealed that Cove Avenue will become an important alternative to Wallowa Lake Highway serving east-west corridor travel demand and an improved connection between Cove Avenue and Adams Avenue will likely be needed. It was recommended that this assessment be further developed in conjunction with the La Grande Urban Area Transportation System Plan.

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APPENDIX C: STAKEHOLDER INTERVIEWS

La Grande and Island City Transportation System Plan Summary of Results

Introduction

In March and April of 1995, 32 stakeholder interviews were attempted and 28 completed with professional, civic, community and business leaders throughout the La Grande - Island City area. Thirty-two people were contacted for interviews. The list of interviewees was developed by soliciting suggestions for representatives in fourteen categories from Judy Rygg, the City Recorder for Island City and Dan Moore, Planning Director for the City of La Grande; other names were suggested by members of the consultant team based on other work in the area as well as subsequent suggestions from other interviewees. The appendix contains the interview questions, a summary of the answers by question, a list of the interest group categories from which representatives were sought, and the names of those interviewed.

Interviewees were asked a series of questions about transportation issues in the La Grande and Island City areas. The questions were separated into eight categories:

- Circulation and Congestion
- Safety
- Bicycle and Pedestrian Facilities
- Transit Services
- Parking
- Truck Traffic
- Financing Improvements
- Reducing Automobile Dependency

Overall Findings

Safety was mentioned most frequently as the most important issue to consider in the La Grande/Island City Transportation System Plan (TSP). Concerns around safety were expressed in many ways and were often woven into discussions of other issues. The need for improved bicycle facilities and problems of congestion also were frequently mentioned.

The primary area of concern was Island Avenue. Everyone interviewed mentioned Island Avenue or the "Island City Strip" in some context, most frequently in relation to access problems related to the many driveways along the commercial section of the corridor, and many had serious safety concerns. Other issues on Island Avenue included the high speeds of traffic, which cause problems for cars attempting to merge or turn onto the street, as well as conflicts with bicyclists and pedestrians. For bicyclists, the designated bike lanes along urban streets are sometimes dangerous because of driveway accesses, parked cars, and gravel and other debris which are allowed to collect there.

In addition to the eight categories listed above, some respondents also mentioned road conditions as a concern to be addressed by the La Grande/Island City TSP.

Traffic Flow and Congestion

Five questions were asked about circulation and congestion problems in the two cities. The first question asked about problems with local vs. through traffic. Most respondents considered local traffic to present the biggest problem, with the combination of through and local traffic following closely, especially in the Island Avenue area.

The second question asked them to identify the most difficult congestion points in the two cities. Most frequently mentioned were Island Avenue and Adams Avenue, McAlister Road, and the area around Eastern Oregon State College. Though numerous improvements have been made on Island Avenue, problems still are perceived in moving people and goods through this corridor. The street is a primary link for several communities and businesses, and is heavily trafficked. The conflicts between different users was one of the major problems identified during the interviews.

Two people mentioned that movement of farm and other large equipment on Island Avenue creates difficulties. The vehicles are slow moving, take up a lot of space, and have trouble maneuvering through the area. Other comments included the need for Island Avenue improvements to be extended to the outlying industrial area and traffic congestion and speeds, especially at the Wal-Mart/Shop-N-Kart intersection and at Albertsons on Island Avenue; access problems because of the railroad tracks north and west of Island Avenue; and concerns that congestion will increase due to the increased number of businesses along Island Avenue.

The growing population and commensurate traffic volume increases were cited as one of the main problems on all major arterials, not just on Island Avenue, and that these streets were having difficulty now in handling the traffic load. Two suggestions toward a solution included creating alternative routes between La Grande and Island City; and increasing the level of industrial rail use to minimize truck and through traffic problems.

The third and fourth traffic flow/congestion questions asked about places which are difficult to get to either inside or outside of the two cities. The majority of respondents indicated that, as long as you have a car, there is no place that is especially difficult to get to. However, several respondents mentioned a range of problems which do impede travel somewhat.

The City of La Grande is bisected by the railroad (the railroad tracks interrupt La Grande's grid system of streets by crossing at an angle), and a problem mentioned by an Emergency Medical Technician (EMT), is that emergency and fire service to the northern part of La Grande is delayed when there is a train on that track. In Island City, the railroad crossing limits access to areas to the north and west.

Another concern is that the northern section of La Grande needs better arterial street access and access from Oregon Highway 82. There is no eastbound access to Interstate 84 on the west side of La Grande, and Island Avenue provides the only eastbound access point to Oregon Highway 82.

Within La Grande, the five-way and angled intersections can be confusing and dangerous. The bus station is considered to be poorly located and some people felt that it should be located within the train station. The route to the hospital is poorly signed and if you are not from the area, it would be

difficult to find. Washington Avenue is often too congested to cross without a light and Jefferson Avenue needs some improvements, especially around the train station.

A few problems also exist outside of the two cities. For example, there is no exit off Interstate 84 back to La Grande on the west end of town. Westbound traffic on Interstate 84, including emergency vehicles, cannot turn around until the Perry Exit, and the old U.S. Highway 30 bridge is very narrow. Through traffic and emergency vehicles on Gekeler Lane are blocked by the freeway, creating service problems to the area south of La Grande for the rural fire district. Trains sometimes block intersections for longer than the legal time limit, holding up trucks and other vehicles for as long as 45 minutes.

Limited public transportation services also are seen as impeding travel into and out of the area. Currently, train service is limited to every other day, there is no commercial air service out of La Grande or Island City, and the taxi service does not operate 24 hours a day and is said by some to be unreliable. While senior and disabled transit services are generally thought to be adequate, a social service representative pointed out the need for coordination between existing services in order to maximize available resources.

The final traffic flow/congestion question asked for impressions about through traffic on residential streets. The respondents were evenly split on the issue of whether or not through traffic in neighborhoods was a problem. Those who felt there was a problem gave the following streets as areas of concern:

- Cove Avenue
- Washington Avenue
- Second Street
- Morgan Lake Road
- Spruce Street
- 12th Street
- Riddle Road
- Cherry Street (to Cove Avenue)
- Mountain View Addition Subdivision
- Most Streets Near the College

A few respondents mentioned that the source of the problem around the college was due primarily to students driving around looking for free, long-term (5 hours or more) parking spaces. While there is parking available on campus, the parking fee causes those lots to be underutilized and shifts the burden onto the surrounding neighborhood streets.

When asked how problems of congestion and traffic flow might best be addressed, respondents suggested widening the streets and improving those intersections which people are avoiding; improving access between north and south La Grande; encouraging people to bike and walk more; providing free parking around the college; and improved speed limit enforcement in residential areas. One interviewee identified steps taken over the years which have had limited success in controlling traffic problems on residential streets.

Safety

Safety was the issue most frequently mentioned by respondents. Two questions were asked about safety problems. The first asked about the existence of safety problems and the second asked about

the location of accidents. Many of the safety concerns expressed were about Island Avenue. High traffic speeds; access management especially around the Wal-Mart and Shop-NKart parking lots; and congestion on Island Avenue were the main concerns. Additionally, safety was a concern at the intersection of Island Avenue and Oregon Highway 82. Under the Island Avenue railroad overpass bridge, the roadway is very narrow. Some interviewees said that they do not think this roadway can handle any additional truck traffic.

McAlister Road and Cove Avenue are considered to be dangerous for bicyclists and pedestrians. Interviewees suggested that both streets need better speed enforcement, better maintenance, and sidewalks for pedestrians.

More general safety concerns include routing traffic away from residential areas and schools, ungated railroad crossings (both in terms of train/car accidents and potential problems of hazardous spills resulting from those accidents), and needed improvements to intercity connecting streets. More detailed concerns and responses are listed in the stakeholder interview responses appendix under questions five and six.

Bicycle and Pedestrian Facilities

Three questions were asked about bicycle and pedestrian facilities. The first two questions dealt with the adequacy and use of existing bicycle and pedestrian facilities, and the third dealt with locations where improvements might increase their use. Most respondents felt that the existing facilities were well used by the community, but were not adequate.

Respondents suggested several locations where they thought facility improvements for bicycles and pedestrians would increase the use of those modes. Some safety concerns also were mentioned, including:

- Lack of protected crossing opportunities especially in Island City
- Condition and maintenance levels of sidewalks and bike paths such as gravel and trash in bike lanes and sidewalks overgrown with vegetation
- Poor connections between existing bicycle facilities
- Conflicts between bikes and cars

One interviewee pointed out that many parents fear allowing their children to bike because of the lack of adequate facilities. In Island City, the lack of signalized crosswalks on McAlister Road, First Street, 'C' Street and 'D' Street make pedestrian crossing very dangerous.

Suggested locations for improvements to existing bicycle and pedestrian facilities or the creation of new facilities include:

- Bike lanes and parking facilities in downtown La Grande
- Sidewalks and bike lane near schools and the College

- Wider shoulders or bike lanes on rural roads
- New bike lanes on all new road construction
- Creating a bike path along the Grande Ronde River
- Creating an alternate system of bike paths on less utilized streets

Transit Services

Three questions were asked about transit services. The first two questions dealt with the adequacy of existing services and the need for service expansions. The third question dealt with special transportation needs, such as services for the elderly and disabled.

No public transportation serves the general population. A taxi service currently is in operation, but taxi companies reportedly have come and gone throughout the years. The current taxi service does not operate on a 24-hour basis and is reported to operate only two cars and be inconsistent in its service. While no one interviewed had used the taxi service, several had heard stories about people waiting more than an hour to be picked up after calling. The taxi service operator has reportedly indicated to two of those interviewed that he approached the City of La Grande for a subsidy and was denied, and that the service will not survive another month.

While more than half of the respondents said that some transit service, either hourly, fixed route, or a shuttle service would be useful for the community, they also expressed concerns about the population base not being large enough to support a transit system and that people were simply too "wedded" to their cars to switch to transit even if it was available. A bus service was operated briefly by Community Connections, but ridership was low and did not increase over the life of the service.

A few respondents mentioned the need for improved rail service since Amtrak now operates only every other day and commuter air service for La Grande and Island City is limited.

Most respondents believed that transportation services for the elderly and disabled were adequate. However, one interviewee pointed out that there are several different service providers and efforts should be made to consolidate those efforts. A public agency could facilitate the coordination of those services to provide more efficient service delivery and possibly expand into outlying communities which are currently not being served.

Parking

Interviewees were asked if there were parking problems in the two cities and what methods should be used to remedy those problems. Most respondents said that parking problems in the two cities were not serious, but that in downtown La Grande and near Eastern Oregon State College on average, it is slightly more difficult to find a space than elsewhere. Interviewees suggested the problem could be remedied with additional free parking lots or structures in those areas.

Truck Traffic

One question was asked about problems with truck traffic on the streets of the two cities. Respondents were evenly split on this question. Those who felt there is a problem said that it was primarily in Island City and mentioned problems with high speeds or noise created by truck traffic on McAlister Road. Trucks also create traffic congestion problems on narrow streets and roadways while passing through, or parking to make deliveries, especially on 'N' Avenue and 'M' Avenue and downtown in La Grande. One respondent mentioned poor maintenance of the truck route on Jefferson Avenue. However, the majority of the respondents felt that the truck routes were sufficient to handle the truck traffic in La Grande.

Financing

Interviewees were asked if the Transportation System Plan recommends improvements, how should it be financed. Respondents said they felt that the distribution of the cost burden should be equitable.

Following are two tables showing the responses provided by the respondents.

When asked who should pay for the recommended improvements, interviewees gave the following responses:

Developer	10
Users	8
Combination of the above	7
General public	4
Special districts	1
State and local government	1
No response	1

When asked how the improvements should be financed, interviewees gave the following responses:

Some general combination of sources	10
Taxes (gas or motel)	9
System development charges	9
General user fees	6
General obligations bonds	4
Revenue bonds	3
Lottery money	2
Local Improvement Districts	1
Timber receipts	1

Road Conditions

While no question specifically asked about road conditions, several respondents mentioned some problem areas. One person mentioned that the general condition of Cove Avenue is poor and as more traffic comes from Walton Road onto Cove Avenue, the city/county maintenance needs to be

increased. Additionally, more street lights are needed to improve visibility. One interviewee said that, overall, ODOT does a pretty good job maintaining its roads.

Reducing Auto Dependency

Finally, interviewees were asked to suggest the forms of transportation that would be most appropriate as the region grows and the best ways to reduce auto dependency.

Respondents suggested that more sidewalks and bicycle facilities and by creating public transit to connect La Grande and Island City, especially as the population increases would lead to a decrease in automobile reliance. However, most interviewees said that because of the rural nature of the area and the inclement weather, cars will probably continue to be the primary mode of transportation.

Efforts to reduce auto dependency are expected to face an up-hill battle because of the reasons mentioned previously, as well as peoples' desire for personal freedom and independence. However, efforts to increase the use of alternative modes could be aided by improving bicycle and pedestrian facilities; creating a system of public transit, a commuter airline, a bus shuttle to the airport; increased Amtrak service, encouraging car pooling; and improving taxi service. Education about the environmental and health costs of driving and making people pay the "true cost" of auto usage were also mentioned.

For more detailed information related to these responses, see the stakeholder interview responses.

La Grande and Island City Transportation System Plan Stakeholder Interview Responses

Interview Summary Appendix

Following are summaries of the responses to the interview questions. Thirty-two people were contacted and 28 were interviewed. Responses are generally grouped by location or issue and are not in an order of priority. Where possible, when a specific issue was mentioned by multiple respondents, the number of times it was mentioned is indicated with a number on the right edge of the line.

1. Within the two cities, what general transportation needs or issues should this plan address? Why?

Safety is the primary concern people feel the plan should address. The primary area of concern is Island Avenue (the Island City Strip). Concerns around safety are expressed in many ways and are often woven into discussions of other issues. Responses touched in the following categories:

- Safety
- Island Avenue (Island City Strip)
- Congestion
- Bicycle and Pedestrian Facilities
- Transit
- Roadway Conditions

Safety

- Safety concerns on Island Avenue: 26
 1. High speeds of traffic.
 2. Access management, especially around the Wal-Mart and Shop-N-Kart parking lots and congestion on Island Avenue.
 3. Intersection of Island Avenue and Oregon Highway 82, overpass and railroad bridge, cannot handle additional truck traffic. The railroad bridge is too narrow and is especially dangerous in the winter months.
- McAlister Road and Cove Avenue are dangerous for bikes and pedestrians. Both streets need lower speeds, better maintenance and a sidewalk for pedestrians.
- Routing traffic away from residential areas and schools.
- Ungated railroad crossings (both in terms of train/car accidents and potential problems of hazardous spills resulting from those accidents).
- Needed improvements to intercity connecting streets.

La Grande - Island City Strip (Island Ave)

- Traffic congestion and speeds especially at the Wal-Mart/Shop-N-Kart intersection (need for an additional light) *(See also Safety)*.
- The movement of farm and other large equipment on Island Avenue is difficult. The vehicles are slow moving, take up a lot of space and have trouble maneuvering through the area.
- Need for improvements on Island Avenue to be continued to the outer industrial area.
- Traffic congestion at Albertson's on Island Avenue *(See also Safety)*.
- Access problems because of the railroad tracks north and west of Island Avenue.
- An increase in businesses on Island Avenue will increase congestion.

Congestion

- Island Avenue. 3
- Adams Avenue and McAlister Road. 2
- The area around Eastern Oregon State College.
- The growing population and its the increased traffic volume that comes with it.
- Main routes no longer handle the traffic load.
- Creating alternative routes between La Grande and Island City.
- Increasing rail use for industries if possible.
- Find ways to better accommodate commercial traffic.

Bicycle and Pedestrian Facilities

Several respondents expressed concerns about bike paths and pedestrian facilities.

- The condition and maintenance levels of sidewalks and bike paths (such as gravel and trash in bike lanes and sidewalks overgrown with brush). 5
- Lack of protected crossing opportunities, especially in Island City. 4
- Poor connections between existing bicycle facilities.

- Conflicts between bicycles and cars.
- More bicycle and pedestrian facilities are needed, especially in the following areas:
 1. South on McAlister Road past its current point on Buchanan Lane to U.S. Highway 30.
 2. On Walton Road near the Wal-Mart on Island Avenue.
 3. Along the proposed road which may be developed connecting 26th Street and Walton Road.

Transit

- Transit service, either hourly, fixed route, or shuttle service. 5
- Need to improve transit services for the elderly. 2
- Continue to support services for the elderly and disabled.
- Need for the taxi service to be improved and have expanded hours of operation.
- Need for better air service to and from the region.
- Taxis and transit services cannot stay in business due to the lack of demand.

Condition

- The general condition of Cove Avenue is poor.
- More traffic is coming from Walton Road, city/county maintenance needs improvement and more street lights are needed to improve visibility.
- Overall ODOT does a pretty good job of keeping the roads in good shape.

Other

- Discouraging the use of cars.
- Respect wetlands and other environmentally sensitive areas when doing transportation planning.
- Request and respect public input.
- Improving railroad crossings (gates, availability of crossing points, etc.).
- Parking in downtown La Grande.

2. Are through traffic or local traffic movements the biggest problems in the two cities?

Local	12	Through	4
Both	11	None	1

Comments

Local

- Downtown La Grande - the truck route is inadequate for traffic, also the Adams Avenue access points need a light. It is very difficult to get onto Adams Avenue from the truck route on Jefferson Avenue.
- Downtown La Grande - congestion and traffic flow problems have become worse since the streets were "improved" to be one lane each way with a turn refuge in the middle, rather than the original two lanes each way.
- Growth and lack of an arterial street plan impact local traffic flow.
- Congestion and pedestrians around the school on 'M' Avenue and 'N' Avenue at Fourth Street can be a problem for the ambulance.
- Traffic from industries such as commuters and trucks just outside of La Grande.
- McAlister Road and Island Avenue to mills and industrial area is still a problem. There are no passing lanes.
- Cove Avenue.
- Log trucks crossing the railroad tracks and getting onto Oregon Highway 82.
- Local commuter traffic is a problem on Island Avenue.

Through

- Through traffic to and from Wallowa County destinations on Island Avenue 6
- Through traffic is well handled by the freeway or Island Avenue. 2
- Through traffic on McAlister Road is a problem for local residents and pedestrians.
- Non-local drivers are confused by access driveways on Island Avenue.

3. Are there particular traffic circulation and congestion problems that the plan should address?

Yes	26	Don't Know	1
No	1		

Where are the most difficult congestion points in the two cities - either intersections or roadways?

Island Avenue

- Shop-N-Kart's direct access onto Island Avenue is dangerous - close driveway and use signalized intersection.
- Left turns impact traffic flow and congestion at intersection of Interstate 84 and Island Avenue. High speeds of cross traffic makes it difficult to merge onto Island Avenue.
- Monroe Avenue and Island Avenue where it crosses the railroad tracks. 2
- Island Avenue - Direct access to street from business driveways is dangerous.
- Walton Road at Wal-Mart - traffic light needs assessment.
- Albany Street - Around McDonald's and other fast food places).
- Island City peak demand during shift changes near the industrial plants.
- Congestion especially at shift changes on Island Avenue and outer industrial area, bottlenecks, etc. There is one intersection where commuters split off to several directions and it is very difficult.
- Island Avenue and 26th Street intersection.
- Island Avenue and Adams Avenue intersection.
- Island Avenue and 'N' Avenue intersection
- On Island Avenue the center turn lane is often inappropriately used as a merge lane.
- The intersection of Pine Street/Island Avenue/Monroe Avenue, (a 4-way angled intersection which crosses the railroad tracks).
- Alternate access to La Grande from the east is needed, perhaps a bypass. Using the third La Grande exit from Interstate 84 would help minimize congestion.

- Island Avenue is very inhospitable to bicycles and pedestrians; there are no sidewalks, large trucks, a lack of trees, the many access points for businesses and the high speed of traffic make it dangerous.
- Island Avenue in general.
- Island Avenue mall and businesses.
- The new businesses on Island Avenue have changed the traffic patterns in La Grande, Island City and the surrounding areas. People from Island City and Wallowa County do not need to go into downtown La Grande anymore.

Downtown

- Downtown La Grande.
- Truck route along Jefferson Avenue and Adams Street. Cannot get onto Adams Avenue, need a light.
- Congestion on Adams Avenue at the peak hours of noon and 5 p.m.
- Downtown Island City traffic light to ease congestion.
- Downtown La Grande is very congested in the four blocks around Adams Avenue.
- A turn signal or an additional traffic control device is needed at any of the Adams Avenue intersections in downtown La Grande; traffic backs up behind cars trying to turn from the left lane.
- Washington Avenue and Sixth Street is a five-way intersection with a two way stop; needs better traffic control.
- All five-way intersections on Washington Avenue are a problem and need better traffic control.

Other

- Congestion near Eastern Oregon State College. 2
- McAlister Road - truck stop to industrial area; high speeds and merge problems.
- Congestion on McAlister Road.
- Oregon Highway 82 and Adams Avenue at the underpass.
- Intersection of Pine Street/Island Avenue/Monroe Avenue at the north end of La Grande is very congested.

- Entrance and Exit to the Boise Cascade plant, especially during shift changes.
- Peak hour travel times: 7:00 a.m. to 8:30 a.m. and 3:30 p.m. to 6:00 p.m.
- Congestion (around the school) on 'M' Avenue and 'N' Avenue at Fourth Street.
- Jefferson Avenue.
- Walnut Street to U.S. Highway 30, between 'O' Avenue and Spring Avenue, congested with parked cars, narrow street.

4. Are there particular safety problems that you think the plan should address?

Yes	23	Don't Know	2
No	3		

Examples - Conflicts between cars and pedestrians? Locations? Causes?

- Shop-N-Kart. 10
- Speed of traffic on Island Avenue. 5
- Conflicts between cars and bikes - traffic laws need to be applied to bikes, bicyclists are dangerous or in danger of being hit. 2
- Bike safety in downtown La Grande, path needed, possibly on Adams Avenue.
- Conflicts between trucks and passenger cars at the refueling stations on Island Avenue and at the Boise Cascade plant.
- Need for stop signs at well traveled four-way intersections.
- Walton Road at Wal-Mart.
- Island Avenue and Adams Avenue.
- Island Avenue and 'M' Avenue.
- 'N' Avenue from 10th Street to Sixth Streets (to the College area).
- Left turn lanes and lights needed on Island Avenue.
- Bike route designation and better maintenance is needed.
- Island Avenue in general.
- Better access west bound from gas station onto Island Avenue.

- Oregon Highway 82 needs a caution sign for the train crossing which runs parallel to Island Avenue in Island City north of the Grande Ronde River.
- Morgan Lake Road where it intersects the residential area on 'B' Avenue and 'C' Avenues and at Spring Avenue by the Heidi Ho Preschool.
- Bike and pedestrian facilities on Gekeler Lane not wide enough and poor lighting; had some injuries near the Grande Ronde Retirement Center where lane turns to gravel.
- Keep the Bike Plan in mind and integrate information.
- Walnut Street and Spring Avenue is an uncontrolled intersection; potential danger people come barreling through.
- McAlister Road at Island City Elementary School crossing.
- Reset traffic signals on Island Avenue to be timed and spaced appropriately to moderate flow.
- Left turn lane is needed for trucks trying to enter the La Grande Boise Cascade Plant.
- La Grande middle and elementary schools and the college area need crossing signals for pedestrians.
- Riddle Road - difficult left turn during peak travel times.
- Intersection of Oregon Highway 82/Island Avenue needs signals which are timed to handle peak hour flows more efficiently.
- Island Avenue - Development, driveway access problems, major safety concern, high speeds, cannot merge especially Shop-N-Kart entrance/exit.
- Crossing Island Avenue is dangerous
- McAlister Road needs work between U.S. Highway 30 and Island City.
- Upgrade bike path on McAlister Road.
- La Grande downtown area congestion.
- Lack of shoulders and bike lanes.
- Crosswalks without lights are dangerous; especially a problem in Island City.
- Conflicts between cars and bikes all over town. The safety of bikes has not been well provided for, there should be a divider separating bikes from cars.

- Railroad crossings - any new crossings should be gated crossings only. Where possible, both public and private railroad crossings should be consolidated to minimize danger.
- Condition of the roadbed on Cove Avenue/Buchanan Lane is poor.
- Pedestrians and bicyclist using unmarked areas, especially during the winter when the snow builds up on road edges,

5. Where do traffic accidents usually happen? Intersections? Highways? What do you think the reasons are for accidents at these locations - signals, sight distance, signing, etc.?

Locations along Island Avenue are the most commonly mentioned accident locations with the Shop-N-Kart access rated the number one problem.

- Entrance and egress to all businesses on Island Avenue are dangerous, especially Shop-N-Kart, Albertson's, McDonald's, and Wal-Mart. 20
- Island Avenue in general. 4
- Island Avenue due to high speeds. 2
- Intersection of Oregon Highway 82 and Island Avenue. 2
- Intersections in general. 2
- Flying J Truck Stop (outside of TSP area). 2
- Freeway on and off ramps.
- Island Avenue in winter (inability to distinguish lanes covered by snow or gravel). 2
- Island City near the ESD building.
- Intersection of Island Avenue and Washington Avenue.
- Boise Cascade plant and Island Avenue.
- All T shaped intersections on Island Avenue.
- McAlister Road and Oregon Highway 82 intersection.
- Intersection of Fourth Street and 'M' Avenue.
- 'M' Avenue and Sixth Street through Tenth Street-no stop signs.
- Left turn lane on Monroe Avenue at the railroad tracks on Island Avenue is dangerous.
- Multiple street intersection in Island City where commuters split off in several directions.

6. Are there areas and destinations within the cities that are especially difficult to get to, such as the train station or access to the interstate highways?

Yes	10	Don't Know	3
No	15		

Examples:

- Jefferson Avenue (especially in front of the train station) needs some attention. 2
- Railroad crossings through La Grande limits north/south access. 2
- La Grande is bisected by the railroad-the railroad tracks interrupts La Grande's grid system of streets by crossing at an angle. When there is a train there is a delay of service to the northern part of La Grande for emergency and fire services.
- Island City; railroad crossing limits access to area north and west.
- North part of La Grande needs better arterial street access and access from Oregon Highway 82.
- There is no east bound access to Interstate 84 on the west side of La Grande. Island Avenue provides the only east bound access point to Oregon Highway 82.
- Hospital on the south side of La Grande is difficult to find if you do not know the area; it is also poorly signed.
- Five-way and angled intersections in La Grande can be confusing and dangerous.
- The bus station is poorly located, it should be with the train station.
- Adams Avenue
- Everything is pretty accessible in the area-as long as you have a car.
- It is generally difficult to cross Washington Avenue from the side streets at unsignalized intersections.

7. Are there destinations outside the cities, such as the airport, that are hard to get to from the cities?

Yes	6	Don't Know	2
No	20		

Overall, people's responses to this question indicate that if you have a car, most areas are not difficult to get to outside of the two cities.

- Public transportation services are limited:
 1. Train service is limited to every other day.
 2. No commercial air service out of La Grande or Island City.
 3. Taxi service is unreliable and does not operate 24 hours a day.
 4. Senior and disabled transit is thought to be adequate.
- There is no exit off Interstate 84 back to La Grande on the west end of town. West bound traffic, including emergency vehicles, cannot turn around until Perry. The old U.S. Highway 30 bridge is very narrow. 2
- From the freeway, it is not clear how to get to the hospital- poor signage.
- Through traffic and emergency vehicles on Gekeler Lane is blocked by the freeway; service delivery problems to the area south of La Grande for the rural fire district.
- Railroad blocks intersections for longer then the legal limit. Existing regulations need to be observed. The railroad sometimes holds up trucks as long as 45 minutes.

8. Do you feel there are adequate facilities for bicycles and pedestrians in the cites?

Yes	8	Not Sure	0
No	20		

Many people expressed concern over the lack of sidewalks. Locations where sidewalks would be useful are:

- On 12th Street near the college campus.
- Near elementary and secondary school.
- On McAlister Road.
- New growth in the area will provide an opportunity to install sidewalks and curbs as the area is developed.

Bicyclists report feeling unsafe riding with traffic. Following are their concerns and interests:

- The maintenance level of the shoulder-gravel, trash and other debris collects in the shoulder area. 3
- The many entrance-egress points for businesses.
- Narrow roads and shoulders. 2
- Construction of a bike path which would follow the Grande Ronde River. 2
- Additional bicycle parking facilities at stores and in downtown La Grande. 2
- The high speeds of auto and truck traffic.
- Specific locations of concern:
 - Island Avenue, Cove Avenue, McAlister Road, Gekeler Lane and downtown La Grande
 - Hunter Road - narrow farm road about 16 feet wide, very dangerous!
- Do not allow street parking, which makes bike riding difficult and dangerous on some streets such as Fourth Street and Washington Avenue.
- U.S. Highway 30 has a designated bike lane but traffic goes very fast on that road. Cycle Oregon is going to put riders in danger.

One respondent said that there are enough back streets that bikes can travel safely. Additional facilities and special lanes are not needed.

Are the existing bike and pedestrian facilities used?

Yes	23	Don't Know	1
No	4		

Most respondents believe that the existing bike and pedestrian facilities are used. Those who commented on specific facilities said that the facilities which are most used are:

- Foothill Road.
- Island Avenue.
- The area around Eastern Oregon State College.
- Hunter Road.
- Morgan Lake Road.
- Cove Avenue and McAlister Road.

- Bike racks in downtown La Grande.

One respondent said that bike use should be limited. Installing bike paths on existing streets narrows them and makes it more dangerous for everyone. It should also be noted that bike use is limited by inclement weather for much of the year. One respondent said that children are the primary users of bike facilities.

B. Are there specific locations where improvements would increase the likelihood that people would bike or walk to destinations?

Yes	25	Don't Know	0
No	3		

Locations:

Interviewees suggest creating or enhancing bike and pedestrian facilities at the following locations to increase their use:

- Shoulders on Foothill Road, Hunter Road, Sunnyhill Subdivision, Cove Avenue and McAlister Road. 3
- Cove Avenue. 2
- Walton Road. 2
- Near the Eastern Oregon State College. 2
- Gekeler Lane-widen and improve lighting, create walkway. 2
- Fourth Street to downtown La Grande.
- Second Street to school area.
- Adams Avenue to downtown La Grande.
- Bike lanes in downtown La Grande to the main arterials.
- Allow people to ride on the sidewalks.
- Bike path on Adams Avenue in downtown La Grande.
- Alternative route to Island City other than Island Avenue.
- Move Island Avenue bike path to the north side of the street and create a signaled crossing point.
- Create a bike path along the Grande Ronde River.

- A separate system of bike paths which would not compete with traffic.
- Bike parking facilities downtown.
- Improve marking and lane designations all over town.
- Improve safety on McAlister Road.
- Spruce Street as an alternative to Greenwood Street to park.
- 12th Street between cemetery and Gekeler Road needs curbs and sidewalks.
- Better maintenance of sidewalks-trim shrubs back, repair broken areas, shovel snow.
- Better maintenance of bike paths, clear away gravel and other debris.

9. How adequate is public transit in the cities?

Very	0	Poor	28
Fair	0		

There is currently no bus system serving the general population in the La Grande/Island City areas. Taxi companies regularly come and go. The current taxi service is not a 24-hour operation. Additionally, one respondent said the taxi service is too expensive for most people. Senior and disabled transit services are widely considered to be adequate.

Are transit service, facilities, or equipment improvements/expansions needed?

Yes	13	Not Sure	6
No	9		

Types of improvements and to serve whom?

Comments:

- Either a fixed route or commuter service between La Grande and Island City is needed. 6
- There is some need for transit services, but not enough to support a system. 2
- As the percentage of elderly in the community increases, public transit will become more important to consider. It is important to maintain and improve those services.²
- General transit services should be started now rather than waiting until there is a pollution problem to deal with.

- Children and the transportation disadvantaged are not currently being served.
- Improve taxi service-longer hours, faster pick up.
- Combining the train and bus stations. The current location of the bus station has no indoor waiting area.
- Improve air and rail service out of La Grande.
- We need a long-term (5 year) grant to provide public transit to the community. A system that people knew would survive for at least five years. It could transport commuters in the early mornings and evenings and help to alleviate congestion and parking problems around the college.
- No additional transit service is needed. Public transit in the two cities would not be economically viable.
- Population density not great enough to support a transit system.

10. Do you feel that special transportation services, such as taxi service, school bus service, special needs transportation for the elderly or handicapped, or other such services in the cities, are adequate?

Yes	17	Don't Know	4
No	7		

Comments

Senior and disabled transit services are considered by most of those interviewed to be adequate to serve the needs of that population. The two respondents who said that services are inadequate referred to the lack of reliable taxi service in the area.

- There needs to be coordination between existing agencies so that services are not duplicated. The efficiency gained could allow us to expand services to outlying areas or serve the general population.
- The primary customers of the cab are the elderly. They get a discount and the cab cannot really afford to survive.
- There needs to be better coordination of services and the development of a shared plan for the region. The Community Connections shuttle service is competing with the taxi, helping to drive it out of business.

11. Are there parking problems in the two cities?

Yes	19	Don't Know	1
No	8		

Where do these occur? What are the reasons for these problems?

Parking problems occur in the following areas:

- Downtown La Grande. 9
- Eastern Oregon State College. 4
- Near the La Grande High School. 3
- Near the Union Pacific Railroad Train Station. 2
- Adams Avenue. 2
- Near the Union County Court House. I
- No street parking on Island Avenue. I

One respondent pointed out that when the Joseph Building was converted to use for the College, it was supposed to get a parking lot to accommodate the extra parking and did not.

What solutions do you think would be most effective-parking lots and structures, meters, park and ride shuttles, etc.?

In the downtown La Grande area, parking lots and structures are the most frequently mentioned solution to the parking problem. The solutions most recommended for the College Campus area is the institution of a permit system or removal of the fee system for use of College parking facilities.

- A transit or park and ride system would help alleviate the problem.
- Parking structures with street level retail.
- Park and ride shuttles for downtown employees.
- Around college reserve parking for visitors and non-students use.
- Around train station move employees elsewhere.
- Manage the existing parking better.
- Manage parking around college better.
- Discourage the high school students from driving.
- You can always find a place to park, you may just have to walk a couple of blocks.

12. Are trucks and other heavy vehicles a problem on the streets of the two cities?

Yes	14	Don't Know	0
No	14		

Where do these problems occur? What kinds of problems - noise, vibrations, speeding? Are they a hazard or do they cause traffic problems?

Some respondents mentioned problems with high speeds or noise created by truck traffic on McAlister Road. Truck traffic on Island Avenue contributes greatly to the overall problems. Trucks also create traffic congestion problems on narrow streets and roadways while passing through or parking to make deliveries, especially on 'N' Avenue and 'M' Avenue and in downtown La Grande. One respondent mentioned poor maintenance on the truck route along Jefferson Street. The majority of the respondents felt that trucks are more of a problem in Island City and on Island Avenue and that the truck routes sufficiently handled the truck traffic in La Grande.

Problem Areas:

- Island Avenue (Boise Cascade trucks). 3
- In Island City. 3
- Oregon Highway 82 2
- McAlister Road 2
- Jefferson Avenue the truck route in La Grande, problem for other types of businesses.
- Keep trucks out of downtown La Grande, improve the alternate routes like Jefferson Avenue.

13. Is through traffic in neighborhoods a problem?

Yes	14	Don't Know	0
No	14		

Which neighborhoods? What are the particular concerns?

The following streets were given as areas of concern:

- Cove Avenue. 3
- Washington Avenue. 2
- 12th Street. 2
- Fourth Street.

- McAlister Road (residential).
- C Avenue.
- Riddle Road.
- Cherry Street (to Cove Avenue).
- Morgan Lake Road.
- Spruce Street.
- Second Street.
- Mountain View Addition Subdivision.
- Near the College.

How do you think these might be addressed?

- Improve the intersections that people are avoiding.
- Improve speed patrols.
- Widen Cove Avenue to accommodate extra traffic.
- Improve access between north and south parts of the city bisected by the railroad.
- Encourage people to bike and walk more. The rate of driving has increase faster then the rate of population growth.

14. If this plan recommends new improvements to the transportation system:

What methods should be used to pay for improvements, e.g. system development charges, user fees, revenue bonds, general obligation bonds, gas tax, combination?

- | | |
|---------------------------------------|---|
| • Some general combination of sources | 9 |
| • System Development Charges | 7 |
| • General User Fees | 5 |
| • Gas tax | 7 |
| • Motel tax | 1 |
| • General obligations bonds | 3 |

- Revenue Bonds 2
- Local Improvement Districts 1
- Timber receipts 1
- Lottery money 1

Who should pay - developers/builders, users, general public, combination?

- Developers 9
- Users 7
- Combination of the above 6
- General public 4
- Special districts 1
- No response 1
- Whatever is the most equitable.
- If the improvements are designed to handle through traffic then the local people should not be forced to shoulder that burden.
- Local people are tapped out. They are not willing to pay any more taxes.

15. As the two cities and the region grow, what forms of transportation do you feel would be most appropriate to serve the new growth and the region in general?

Choose all which apply

- Transit 10
- Pedestrians 4
- Auto 9
- Other (Shuttle Service) 1
- Bikes 7

Comment:

Following are the comments made in response to this question:

- Because of the rural nature of the area and inclement weather, cars will probably continue to be the primary mode of transportation. 5
- Cars will continue to be major transportation. 3
- Take another look at improving taxi and creating a shuttle. 2
- More sidewalks and bicycle facilities are needed.
- Public transit to connect La Grande and Island City.
- Consider public transit as population density increases.
- No real growth is expected here for 20 to 30 years.
- There is no major transportation route in and out.
- Improved regional air service.
- Trouble gaining acceptance for transit.
- Bikes cannot be used in the winter months.
- As population grows, shuttles will be possible.
- Coordinate land use and transportation planning.
- Encourage bike/pedestrian uses.
- Provide another freeway interchange at Gekeler Lane off of Interstate 84. This would alleviate some of the through traffic problems in La Grande, as well as open up new frontage roads for business and commercial use.

16. What would be the best ways to reduce dependency on the auto as the region grows?

- Because of the rural nature of the area and inclement weather, cars will probably continue to be the primary mode of transportation. 7
- Make alternative transit available. 3
- Taxi's and shuttle services. 3
- Improve public transit, including a shuttle to airport and increased Amtrak service.

- Improve sidewalks and bicycle facilities. 4
- Educate people about the availability and use of bicycle facilities.
- Encourage car pooling, walking, biking and eventually public transit
- Commuter airline.
- Education about health concerns and issues-air pollution, general benefits of walking biking etc.⁴
- Make people pay the true, unsubsidized cost of their driving.⁴
- Improve road systems to keep pace with demand.
- Cannot get rid of the car.
- Write planning and zoning regulations to encourage transportation efficient land use.
- Provide public transit inside and outside of La Grande.
- Provide a subsidy for transit.

17. Of the various issues we have discussed, is there any you think are the most important? Why?

- Enforcement of traffic speed and safety laws.
- Safety.
- Island Avenue.
- Congestion traffic flow.
- Transit.
- Entrances and egress points.
- General maintenance of La Grande city streets.
- Improved bicycle and pedestrian facilities.
- Transit subsidy.
- Plan proactively for future growth.
- Reduce auto use.

- Alternative to Oregon Highway 82.
- Railroad crossings impeding traffic, 24 trains per day.
- Up-grades and maintenance.
- More bike and pedestrian facilities.
- Sidewalks on Island Avenue.
- Affordable transportation for everyone.
- Consolidation of all the planning efforts into a single focus so it is clear where we have been, where we are going, and how we will get there.

Categories of Representatives

1. Agricultural and Timber Interests
2. Bicycle Interest Group
3. Retail Business
4. Business Groups (Chamber)
5. Environmental Groups
6. Eastern Oregon State College
7. Fire/Police (Emergency Services)
8. Human Services-elderly and para-transit
9. Industry
10. Neighborhoods/Resident
11. School District
12. Traffic Safety Commission
13. Transportation Services (bus, train, air)
14. Trucking-local trucking company

List of Interviewees

Name	Company
Steve Weishaar	Timber interests
Gloria Bowman	Bowman Trucking
Neil Cox	Idaho Northern Pacific Railroad
Ron Tinchner	Terry Trailers
Dale Matson	Eastern Oregon Fast Freight
Lowell Knopp	Chamber of Commerce President
Mary Nixon	LaGrande Downtown Development
Bob Carter	Boise Cascade Corporation
Robin Amoldus	Agriculture
Michael Nielson	Union County Economic Development Assoc.
Lee Walstrom	Emergency Medical Technician
Allen Rieke	La Grande Rural Fire Department
Ray Hamond	La Grande Rural Fire District
Don Jeter	Oregon State Police – Traffic Safety
Jim Voelz	Oregon State Policy – Union Company
Tim Jederberg	Center for Human Development
Dwight Hopkins	Community Connections
Terry Edvalson	Eastern Oregon State College
Ken Kramer	Union Education District
Vem Yoshioka	Island City School District
Sandy Donnelly	Island City Council
Henry Bates	Former City Council Member
Lowell Beeman	City of Island City Administrative Assistant
Buzz Fulton	Retired
Lynn Vannica	Oregon Trail Bicycles
Chip Ettinger	Bicyclists
Priscilla Coe	Citizen
Ellen Barton	Citizen

These additional people were contacted but not interviewed:

Tim Lucus	Greyhound Multi-Modal Facilities Coordinator
Lisa Klien	Grande Ronde Plaza Property Manager
Colleen Johnson	Mayor of La Grande

Sent survey by mail on request:

Anita Daffer	Neighborhood Representative (mailed 3/13/95, not returned as of 4/12/95)
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APPENDIX D: TRANSPORTATION NETWORK SUMMARY

APPENDIX D: TRANSPORTATION NETWORK SUMMARY

DESCRIPTION OF LEVEL OF SERVICE METHODOLOGY

Level of Service Concept

Transportation engineers have established various standards for measuring the capacity and performance of an intersection or roadway. Each standard is associated with a particular level-of-service (LOS). The LOS concept requires consideration of factors that include travel speed, delay, frequency of interruption in traffic flow, relative freedom for traffic maneuvers, and driver comfort and convenience. Six standards have been established ranging from LOS A, where traffic is relatively free-flowing, to LOS F, where the intersection or street is totally saturated with traffic and movement is very difficult.

Various intersections within the La Grande study area were selected and analyzed for their operational character based on the traffic volumes found to occur during the p.m. peak hour for existing and future conditions. Signalized intersections were evaluated based on the overall average delay to all vehicles entering the intersection and the volume-to-capacity ratio. The unsignalized intersections were evaluated based on the availability of adequate gaps in the main street flow of traffic to safely accommodate the most critical movement from the side street approach.

Signalized Intersections

Regarding signalized intersections, the concept of level-of-service is a quantitative measure of the ratio between the existing or projected volumes to the capacity of the roadway at a given location. This ratio is known as Volume to Capacity (V/C). The V/C ratios are broken down further into the six LOS descriptions ranging from A to F, for operations identification purposes. The six LOS grades are described qualitatively for signalized intersections in Table D-1. Additionally, Table D-2 identifies the relationship between level of service and the V/C ratio. Under these criteria, a "D" LOS is generally considered to represent the minimum acceptable design standard.

Unsignalized Intersections

The analysis of the operational characteristics of selected unsignalized intersections throughout the study area were performed according to the *1997 Highway Capacity Manual*, Transportation Research Board Special Report 209, 1998, in accordance with stated practices and policies for all jurisdictions. Unsignalized intersections include Two-Way Stop-Controlled (TWSC) and All-Way Stop-Controlled (AWSC) intersections. A qualitative description of the various service levels associated with an unsignalized intersection is presented in Table D-3. A quantitative definition of LOS for unsignalized intersections is presented in Table D-4. Using this definition, LOS D is generally considered to represent the minimum acceptable design standard.

It should be noted that the LOS criteria for unsignalized intersections are somewhat different than the criteria used for signalized intersections. The primary reason for this difference is that drivers expect different levels of performance from different kinds of transportation facilities. The expectation is that a signalized intersection is designed to carry higher traffic volumes than an unsignalized intersection. Additionally, there are a number of driver behavior considerations that combine to make delays at signalized intersections less onerous than at unsignalized intersections. For example, drivers at signalized intersections are able to relax during the red interval, while drivers on the minor street approaches to TWSC intersections must remain attentive to the task of identifying acceptable gaps and vehicle conflicts. Also,

there is often much more variability in the amount of delay experienced by individual drivers at unsignalized intersections than signalized intersections. For these reasons, it is considered that the total delay threshold for any given LOS is less for an unsignalized intersection than for a signalized intersection. **While overall intersection LOS is calculated for AWSI intersections, LOS is only calculated for the minor approaches and the major street left turn movements at TWSC intersections.** No delay is assumed to the major street through movements. For TWSC intersections, the overall intersection LOS is defined by the movement having the worst LOS (typically a minor street left turn).

**TABLE D-1
LEVEL OF SERVICE DESCRIPTION FOR
SIGNALIZED INTERSECTIONS**

Level-of-Service	Traffic Flow	Comments	Maneuverability
A Desirable	Free	Traffic flows freely with no delays.	Drivers can maneuver easily and find freedom in operation.
B Desirable	Stable	Traffic still flows smoothly with few delays.	Some drivers feel somewhat restricted within groups of vehicles.
C Desirable	Stable	Traffic generally flows smoothly but occasionally vehicles may be delayed through one signal cycle. Desired urban area design level.	Backups may develop behind turning vehicles. Most drivers feel somewhat restricted.
D Acceptable	Approaching Unstable	Traffic delays may be more than one signal cycle during peak hours but excessive back-ups do not occur. Considered acceptable urban area design level.	Maneuverability is limited during short peak periods due to temporary back-ups.
E Unsatisfactory	Unstable	Delay may be great and up to several signal cycles. Short periods of this level may be tolerated during peak hours in lieu of the cost and disruption attributed to providing a higher level of service.	There are typically long queues of vehicles waiting upstream of the intersections.
F Unsatisfactory	Forced	Excessive delay causes reduced capacity. Always considered unsatisfactory. May be tolerated in recreational areas where occurrence is rare.	Traffic is backed up from other locations and may restrict or prevent movement of vehicles at the intersection.

Source: ODOT, Transportation Development Branch, SIGCAP2 Users Manual, Page B-3.

TABLE D-2
LEVEL-OF-SERVICE CRITERIA
FOR A SIGNALIZED INTERSECTION

Level of Service	V/C Ratio
A	0.00-0.48
B	0.49-0.59
C	0.60-0.69
C-D	0.70-0.73
D	0.74-0.83
D-E	0.84-0.87
E	0.88-0.97
E-F	0.98-0.99
F	>1.00
<i>Source: ODOT, Transportation Development Branch, SIGCAP2 Users Manual, page B-2.</i>	

TABLE D-3
LEVEL-OF-SERVICE DESCRIPTIONS
FOR AN UNSIGNALIZED INTERSECTION

Level of Service	Delay Range (seconds/vehicle)
A	- Nearly all drivers find freedom of operation. - Very seldom is there more than one vehicle in the queue.
B	- Some drivers begin to consider the delay an inconvenience. - Occasionally there is more than one vehicle in the queue.
C	- Most drivers feel restricted, but not objectionably so. - Many times there is more than one vehicle in the queue.
D	- Drivers feel quite restricted. - Often there is more than one vehicle in the queue.
E	- Represents a condition in which the demand is near or equal to the probable maximum number of vehicles that can be accommodated by the movement. - Drivers find the delays to be approaching intolerable levels. - There is almost always more than one vehicle in the queue.
F	- Forced flow. - Represents an intersection failure condition that is caused by geometric and/or operational constraints external to the intersection.

**TABLE D-4
LEVEL-OF-SERVICE CRITERIA
FOR AN UNSIGNALIZED INTERSECTION**

Level of Service	Delay Range (seconds/vehicle)
A	≤ 10.0
B	> 10.0 and ≤ 15.0
C	> 15.0 and ≤ 25.0
D	> 25.0 and ≤ 35.0
E	> 35.0 and ≤ 50.0
F	> 50.0

Source: Transportation Research Board, Highway Capacity Manual, Special Report 209, Third Edition, 1998, p. 10-25.

TABLE D-5
FUNCTIONAL CLASSIFICATION AND PHYSICAL CHARACTERISTICS

Street Name	Functional Class	Jurisdiction	No. of Travel Lanes	Existing Pavement Width (feet)	Existing Sidewalk Conditions*
Second Street	Arterial	City	2	40	Fair-Poor
Fourth Street	Arterial	City	2-3	40 - 56	Poor
'C' Avenue	Arterial	City	2	40	Poor
'N" Avenue	Arterial/Collector	City	2	30 - 40	Poor
Cove Avenue	Arterial	City	2	44	Poor
Fir Street	Arterial/Collector	City	2	56	Poor
Gekeler Lane	Arterial	City	2	44	Excellent
Greenwood Ave.	Arterial/Collector	City	2	40 - 56	Poor
Hemlock Street	Arterial	City	2	40	Poor
Jefferson Avenue	Arterial	City	2	30 - 58	Poor
Monroe Avenue	Arterial/Collector	City	2	40 - 44	Poor
Spruce Street	Arterial	City	2	36 - 44	Poor
Washington Ave.	Arterial/Collector	City	2	40 - 54	Poor
Sixth Street	Collector	City	2	40	Fair-Poor
12 th Street	Collector	City	2	44	Poor
16 th Street	Collector	City	2	24	Fair
20 th Street	Collector	City	2	24	N/A
25 th Street	Collector	City	2	22 - 26	N/A
'L' Avenue	Collector	City	2	22 - 26	Poor
'M' Avenue	Collector	City	2	36 - 40	Poor
'R' Avenue	Collector	City	2	24 - 38	Good
'Y Avenue	Collector	City	2	36	Fair
'Z' Avenue	Collector	City	2	22 - 26	N/A
Alder Street	Collector	City	2	36	Poor
Cherry Street	Collector	City	2	40	Good-Fair
Chestnut Street	Collector	City	2	54	Poor
Division Avenue	Collector	City	2	28 - 40	Excellent
Depot Street	Collector	City	2	56	Poor
Harrison Avenue	Collector	City	2	22 - 26	N/A
Jackson Avenue	Collector	City	2	20 - 30	Poor
Spring Avenue	Collector	City	2	30	N/A
Sunset Drive	Collector	City	2	36	Fair
Umatilla Street	Collector	City	2	20	N/A
Walnut Street	Collector	City	2	24	N/A
Willow Street	Collector	City	2	26 - 38	Good

* From City of La Grande, Oregon Bicycle - Pedestrian Plan (Draft August 1995) Appendix B

**TABLE D-6
1998 LEVEL-OF-SERVICE SUMMARY**

	Intersection	Critical Movement (s)	LOS	Delay	V/C
	SIGNALIZED INTERSECTION				
1	Adams Avenue/Island Avenue	All	C		0.62
2	Monroe Avenue/Island Avenue	All	C		0.64
	ALL-WAY STOP CONTROLLED INTERSECTIONS				
3	Washington Avenue/Island Avenue/ 'N' Ave./10th St.	All	B	10.6	
	UNSIGNALIZED INTERSECTIONS				
4	Island Avenue/26th Street	NB- L	C	16.5	0.35
5	Island Avenue/Riddle Road	SB-L	B	14.9	0.14
6	Interstate 84 Westbound Ramps/Island Avenue	NB-L	B	14.4	0.07
7	Interstate 84 Eastbound Ramps/Island Avenue	NB-L	B	13.6	0.10
8	Island Avenue/Albany Street	NB-LR	C	18.3	0.52
9	Island Avenue/Portland Street	NB-LR	B	10.4	0.10
10	Adams Avenue/Hemlock Street	NEB-LTR	C	16.3	0.19
11	Adams Avenue/Cherry Street	SWB-LTR	C	17.5	0.20
12	Adams Avenue/Willow Street	NEB-LTR	C	24.3	0.53
13	Adams Avenue/18th Street/20th Street	NB- LR	B	13.3	0.26
14	East 'H' Avenue/Adams Avenue	WB-LR	B	10.1	0.01
15	'N' Avenue/Fourth Street	WB-LTR	C	20.0	0.51
16	'N' Avenue/Sixth Street	NB-LTR	C	17.8	0.42

TABLE D-7
2015 NO-BUILD LEVEL-OF-SERVICE SUMMARY

	Intersection	Critical Movement (s)	LOS	Delay	V/C
	SIGNALIZED INTERSECTION				
1	Adams Avenue/Island Avenue	All	C		0.62
2	Monroe Avenue/Island Avenue	All	C/D		0.73
	ALL-WAY STOP CONTROLLED INTERSECTIONS				
3	Washington Avenue/Island Avenue/ N ^o Ave./10 th St.	All	B*	11.7	
	UNSIGNALIZED INTERSECTIONS				
4	Island Avenue/26th Street	NB- L	F	>50.0	0.86
5	Island Avenue/Riddle Road	SB-L	C	19.3	0.25
6	Interstate 84 Westbound Ramps/Island Avenue	NB-L	C	18.0	0.13
7	Interstate 84 Eastbound Ramps/Island Avenue	NB-L	C	16.2	0.16
8	Island Avenue/Albany Street	NB-LR	E	45.5	0.83
9	Island Avenue/Portland Street	NB-LR	B**	11.8	0.18
10	Adams Avenue/Hemlock Street	NEB-LTR	C	22.8	0.28
11	Adams Avenue/Cherry Street	SWB-LTR	D	30.9	0.39
12	Adams Avenue/Willow Street	NEB-LTR	F	>50.0	>1.00
13	Adams Avenue/18th Street/20th Street	NB- LR	D	27.2	0.60
14	East 'H' Avenue/Adams Avenue	WB-LR	B	12.8	0.14
15	'N' Avenue/Fourth Street	WB-LTR	C	16.3	0.47
16	'N' Avenue/Sixth Street	NB-LTR	C	20.9	0.46

* Future LOS may be inadequate due to circulation issues at this 5-legged intersection.

** Future LOS for the northbound left-turn on Portland Street may be inadequate, based on observed counts taken back in November 1995. PM observed peak hour left-turn volumes reached 75 vehicles, whereas the calculated 2015 p.m. peak hour volume for this movement was five vehicles.

TABLE D-8
2015 LEVEL OF SERVICES AT SELECTED INTERSECTIONS

Intersection	Critical Movement(s)	Volume/ Capacity	Avg Delay/ Vehicle (sec.)	LOS
1998 - Existing Conditions				
Adams Ave/Island Ave	All	0.62		C
Monroe Ave/Pine St/Island Ave	All	0.64		C
Island Ave/26 th St	NB-L	0.35	16.5	C
Island Ave/Albany St	NB-LR	0.52	18.3	C
Adams Avenue/18 th St	NB-LR	0.26	13.3	B
Adams Ave/Cherry St	SWB-LTR	0.20	17.5	C
Adams Avenue/Willow St	NEB-LTR SWB-LTR	0.53	24.3	C
2015 - No Build Alternative				
Adams Ave/Island Ave	All	0.62		C
Monroe Ave/Pine St/Island Ave	All	0.73		C/D
Island Ave/26 th St	NB-L	0.86	>50.0	F
Island Ave/Albany St	NB-LR	0.88	45.5	E
Adams Avenue/18 th St	NB-LR	0.60	27.2	D
Adams Ave/Cherry St	SWB-LTR	0.39	30.9	D
Adams Avenue/Willow St	NEB-LTR SWB-LTR	>0.1.00	>50.0	F
2015 - Comprehensive Plan Recommendations				
Adams Ave/Island Ave	All	0.61		C
Monroe Ave/Pine St/Island Ave	All	0.73		C/D
Island Ave/26 th St	NB-L	0.86	50.0	F
Island Ave/Albany St	NB-LR	0.88	>50.0	F
Adams Avenue/18 th St	NB-LR	0.57	25.4	D
Adams Ave/Cherry St	SWB-LTR	0.38	29.6	D
Adams Avenue/Willow St	NEB-LTR SWB-LTR	>0.1.00	>50.0	F
2015 - 26th St. Signal and May Lane Extension (with Comp Plan Improvements)				
Adams Ave/Island Ave	All	0.62		C
Monroe Ave/Pine St/Island Ave	All	0.73		C/D

Intersection	Critical Movement(s)	Volume/ Capacity	Avg Delay/ Vehicle (sec.)	LOS
Island Ave/26 th St	All	0.89		C
Island Ave/Albany St	NB-LR	0.88	>50.0	F
Adams Avenue/18 th St	NB-LR	0.57	25.4	D
Adams Ave/Cherry St	SWB-LTR	0.38	29.6	D
Adams Avenue/Willow St	NEB-LTR	>0.1.00	>50.0	F
	SWB-LTR			
2015 - Riddle Road Signal and Cove Avenue Improvements (with Comp Plan Improvements)				
Adams Ave/Island Ave	All	0.61		C
Monroe Ave/Pine St/Island Ave	All	0.79		D
Island Ave/26 th St	NB-R	0.21	12.7	B
Island Ave/Albany St	NB-LR	0.77	36.7	E
Adams Avenue/18 th St	NB-LR	0.54	23.3	C
Adams Ave/Cherry St	SWB-LTR	0.68	40.9	E
Adams Avenue/Willow St	NEB-LTR	>0.1.00	>50.0	F
	SWB-LTR			

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APPENDIX E: COST ANALYSIS DETAILS

Appendix Table E-1 ROADWAY/INTERSECTION IMPROVEMENTS																							
PROJECT NAME	FACILITY	BEGINNING	ENDING	STREET LENGTH	NUMBER OF TRAVEL LANES	PROPOSED SIDEWALKS	PROPOSED BIKE LANES	PROPOSED PARKING	PROPOSED PAVEMENT WIDTH	PROPOSED SIDEWALK WIDTH	PRIORITY	BRIDGE IN PROJECT?	DESCRIPTION	COSTS									
														PAVEMENT \$/MSY	SIDWALK \$/L/F	DRAINAGE \$/L/F	BRIDGE \$/25'SF	STREETING \$/L/F	TRAFFIC CONTROL \$/L	MOBILITY/ 60%	CONTINGENCY \$/L	TOTAL WITH 1.36%	
Statebank Street Extension	Collector	Dead End	Linda Lane	2000'	2 Yes	No	No	No	24	5' Short Term	No		New Road Construction: Extend Statebank Street from its present location to Linda Lane including two f'.	\$ 213,000	\$ 124,000	\$ 90,000	\$ 0	\$ 2,000	\$ 75,000	\$ 993,000			
"E" Avenue Extension	Collector	Colular Lane	Twenty-fifth Street	4000'	2 Yes	No	No	No	24	5' Short Term	No		New Road Construction: Extend "E" Avenue from Colular Lane to Twenty-fifth Street including two f'.	\$ 437,000	\$ 254,000	\$ 664,000	\$ 0	\$ 4,000	\$ 155,000	\$ 1,317,000			
May Lane Extension	Collector	Island Avenue	Riddle Road	700'	2 Yes (north side)	No	No	No	24	5' Short Term	No		New Road Construction: Extend May Lane from Riddle Road and Island Avenue to align with the lot.	\$ 72,000	\$ 23,000	\$ 38,000	\$ 0	\$ 1,000	\$ 23,000	\$ 179,000			
Cove Avenue/Bushman Lane Upgrade	Arterial	Five Street	McAllister Road	2285'	3 Yes (north side)	Yes	Alined	No	46	5' Phased	Yes (Interstate 84)		Road Reconstruction: Reconstruct Cove Avenue to allow for a center left turn lane.	\$ 1,825,000	\$ 387,000	\$ 396,000	\$ 1,835,000	\$ 14,000	\$ 479,000	\$ 5,342,000			
Island Avenue Intersection Realignment	Arterial	Five Street	Maunier Avenue	300' (S Median) Side	Yes	Yes	No	No	46	5' Short Term	No		Intersection Realignment: Redesign the offset intersection of Five Street/Island Avenue/Maunier Avenue.	\$ 61,000	\$ 18,000	\$ 12,000	\$ 0	\$ 1	\$ 16,000	\$ 138,000			
Island Avenue Intersection Signalization	Arterial	Interstate 84 WB Ramp	Interstate 84 WB Ramp	0'						Short Term	No		Signalization: Install traffic signal.	\$ -	\$ 0	\$ -	\$ 0	\$ -	\$ -	\$ -	\$ 190,000		
Island Avenue Intersection Signalization	Arterial	Interstate 84 EB Ramp	Interstate 84 EB Ramp	0'						Short Term	No		Signalization: Install traffic signal.	\$ -	\$ 0	\$ -	\$ 0	\$ -	\$ -	\$ -	\$ 190,000		
Adams Avenue Intersection Signalization	Arterial	Cherry Street	Cherry Street	0'						Short Term	No		Signalization: Install traffic signal.	\$ -	\$ 0	\$ -	\$ 0	\$ -	\$ -	\$ -	\$ 150,000		
Adams Avenue Intersection Signalization	Arterial	Eighteenth Street	Twenty-fifth Street	0'						Short Term	No		Signalization: Install traffic signal.	\$ -	\$ 0	\$ -	\$ 0	\$ -	\$ -	\$ -	\$ 150,000		
Island Avenue Intersection Signalization	Arterial	Portland Street	Portland Street	0'						Short Term	No		Relocation of Signal: Move the Grande Ronde Mall Shopping Center signal to Portland Street.	\$ -	\$ 0	\$ -	\$ 0	\$ -	\$ -	\$ -	\$ 90,000		
Island Avenue Intersection Signalization	Arterial	Albany Street	Albany Street	0'						Short Term	No		Signalization: Install traffic signal. NOTE: If not aligning, remove citation in Tables E-4 and E-4 as.	\$ -	\$ 0	\$ -	\$ 0	\$ -	\$ -	\$ -	\$ 190,000		
Second Street Extension	Collector	"C" Avenue	Twelfth Street	6000'	2 Yes (east side)	No	No	No	24	5' As Development Occur	No		New Road Construction: Extend Second Street south and east to connect with Twelfth Street including a.	\$ 640,000	\$ 156,000	\$ 240,000	\$ 0	\$ 6,000	\$ 193,000	\$ 1,535,000			
Twenty-fifth Street Connector	Collector	Colular Lane	East "W" Avenue	2500'	2 Yes	No	No	No	24	5' As Development Occur	No		New Road Construction: A new collector road to connect Colular Lane with East "W" Avenue including a.	\$ 267,000	\$ 156,000	\$ 600,000	\$ 0	\$ 3,000	\$ 95,000	\$ 1,025,000			
East "W" Avenue Extension	Collector	Twenty-second Street	Twenty-fifth Street	1000'	2 Yes	No	No	No	24	5' As Development Occur	No		New Road Construction: Extend East "W" Avenue eastward to serve new development including two f'.	\$ 171,000	\$ 100,000	\$ 64,000	\$ 0	\$ 2,000	\$ 61,000	\$ 478,000			
South Island City Collector Road	Collector	Walton Road	McAllister Road	2400'	2 Yes	No	No	No	24	5' As Development Occur	No		New Road Construction: A new collector road to connect Walton Road and McAllister Road including 1.	\$ 256,000	\$ 140,000	\$ 96,000	\$ 0	\$ 2,000	\$ 96,000	\$ 710,000			
26th St./May Ln. Alignment & Signalization	Collector	26th Street	Island Ave./May Lane	2500'	2 Yes	No	No	No	24	5' As Development Occur	No		New Road Construction: realign 26th St. with May Lane. Add signal at May Lane/Island Ave. Intersect.	\$ 267,000	\$ 156,000	\$ 600,000	\$ 0	\$ 3,000	\$ 95,000	\$ 1,025,000			
"F" Avenue Extension	Collector	West Third Street	West Fourth Street	305'	2 Yes	No	No	No	24	5' As Development Occur	No		New Road Construction: Extend "F" Street to connect West Third Street with West Fourth Street.	\$ 33,000	\$ 10,000	\$ 12,000	\$ 0	\$ -	\$ 11,000	\$ 87,000			
West Fourth Street Extension	Collector	Walton Road	"F" Street	3065'	2 Yes	No	No	No	24	5' As Development Occur	No		New Road Construction: Extend West Fourth Street to connect Walton Road with "F" Street.	\$ 230,000	\$ 128,000	\$ 83,000	\$ 0	\$ 2,000	\$ 70,000	\$ 613,000			
West Island City Collector Road	Collector	Twenty-fifth Street	Walton Road	2634'	2 Yes	No	No	No	24	5' As Development Occur	No		New Road Construction: A new collector road to connect Twenty-fifth Street with Walton Road.	\$ 200,000	\$ 102,000	\$ 105,000	\$ 0	\$ 2,000	\$ 99,000	\$ 779,000			
Cove Avenue Overpass and Realignment	Arterial	Twenty-fifth Street	Twenty-fifth Street	600'	3 Yes (South side)	Yes	No	No	46	5' Phased	Yes (Interstate 84)		Bridge Reconstruction and adjust realignment of Cove Avenue Overpass to allow for center left turn lane.	\$ 223,000	\$ 19,000	\$ 34,000	\$ 863,000	\$ 1,000	\$ 105,000	\$ 1,455,000			
Interstate 84 Frontage Road	Collector	Second Street	Spruce Street	3400'	2 No	No	No	No	24	5' Long Term	No		New Road Construction: A new collector road to connect Second Street and Spruce Street including two.	\$ 363,000	\$ 1	\$ 136,000	\$ 0	\$ 3,000	\$ 96,000	\$ 710,000			
Colular Lane	Collector	Statebank Street	Adams Avenue	4000'	2 Yes	Yes	No	No	40	5' Long Term	No		Road Reconstruction: Reconstruct Colular Lane to allow for two fourteen foot travel lanes, no parking.	\$ 703,000	\$ 324,000	\$ 176,000	\$ 0	\$ 4,000	\$ 223,000	\$ 1,753,000			
Adams Avenue	Arterial	Willow Street	Twenty-fifth Street	1654'	2 Yes	Yes	Yes	Yes	40	5' Long Term	No		Road Reconstruction: Reconstruct Adams Avenue to allow for two twelve foot travel lanes, one travel f'.	\$ 294,000	\$ 102,000	\$ 66,000	\$ 0	\$ 2,000	\$ 84,000	\$ 658,000			

APPENDIX TABLE E-2 BICYCLE IMPROVEMENTS																		
PROJECT NAME	ACILIT	BEGINNING	ENDING	STREET LENGTH	NUMBER OF TRAVEL LANES	PROPOSED SIDEWALKS	PROPOSED BIKE LANES	PROPOSED PARKING	PAVEMEN WIDTH	SIDEWALK WIDTH	TOTAL WIDTH	DESCRIPTION	20 SHOULDER \$20/LF	25 PATHWAY \$25/LF	10 SWALE \$10/LF	1 STRIPING \$1/LF	MOBILITY/ TRAFFIC CONTRO 18%	TOTAL WITH CONTINGENC 1.20%
12th Street	Collector	Gekeler Lane	H Avenue	1900	2	No	Shared Road	Remove	No change		44	Sign as shared roadway, with speed <25 mph, with two sidewalks						*
12th Street	Collector	H Avenue	Washington	1200	2	Existing	Shared Road	Yes	50	5	60	Sign as shared roadway, with speed <25 mph, with two sidewalks						*
20th Street	Collector	Gekeler Lane	Adams	2000	2	Yes	Double	No	34	5	44	Sign as shared roadway, with speed <25 mph, with two sidewalks						*
Adams Avenue	Arterial	Alder	Fourth Street	1800	3	Existing	Shared Road	No	No change		40	Sign as shared roadway, with <25 mph						*
Adams Avenue	Arterial	Willow	20th Street	1650	3	Yes	Yes	No		5		Reconstruct road for 2 travel lanes, 1 turn lane, 2 parking lanes & sidewalk	\$ 64,000	\$ -	\$ 17,000	\$ 2,000	\$ 15,000	\$ 124,000
Alder Street	Collector	K Avenue	N Avenue	850	2	east side	Shared Road	R one side	48	5	53	Sign as shared roadway, with speed <25 mph, with one sidewalk						*
Buchanan Lane	Arterial	a Grande EC	McAlister	4015	3	Yes	Yes	Remove		5		Reconstruct road for 2 travel lanes, no parking & sidewalks						*
C Avenue	Arterial	Sunset	16th Street	5765	2	Existing	Shared Road	Yes	50	5	60	Sign as shared roadway, with <25 mph						*
Cedar Street	Local	Adams Avenue	Palmer	1000	2	No	Shared Road	Yes	No change		30	Shared roadway, sign and maintain						*
Cherry Street	Collector	Washington	Cove	1600	2	xisting/east sid	Shared Road	Yes	48	5	53	Sign as shared roadway, with speed <25, with one sidewalk						*
Cove Avenue	Arterial	N. Pine Street	Fordand Street	7400	5	Yes	Existing	No	No change		80	Reconfigure road for 2 travel lanes, 2 bikelanes, 2 sidewalks and no parking						*
Cove Avenue	Arterial	Fordand Street	I-84	3900	5	Yes	Existing	No	No change	5	94	Reconstruct road for 2 travel lanes, 2 bikelanes, 1 sidewalk and no parking						*
Cove Avenue	Arterial	I-84	La Grande ECL	750	2	No	Shoulders	No	32		32	Reconstruct road for 2 travel lanes, 2 bikelanes, 1 sidewalk and no parking						*
Cove Highway	Arterial	McAlister Road	LC. ECL	1370	3	No	Shoulders	No				Provide adequate shoulder width for shared roadway, sign and maintain	\$ 54,000	\$ -	\$ 14,000	\$ 1,000	\$ 12,000	\$ 77,000
Eastern Oregon State College		Between C &	etween 6th & 12t	2125	2	No	to be determine	No				Construction of bikelanes or shared pedestrian/bike pathway	\$ 53,000	\$ -	\$ -	\$ -	\$ 10,000	\$ 63,000
Fir Street	Arterial	Washington	Monroe	1357	2	Existing	Shared Road	Parallel only	No change		56	Sign as shared roadway, with speed <25 mph						*
Fourth Street	Arterial	Adams Avenue	Alley	200	3	Existing	Shared Road	R one side	No change		56	Sign as shared roadway, with speed <25 mph						*
Fourth Street	Arterial	Alley	O Avenue	1400	2	Existing	Shared Road	R one side	No change		48	Sign as shared roadway, with speed <25 mph						*
Fourth Street	Arterial	O Avenue	C Avenue	3300	2	Existing	Shared Road	Yes	48	5	50	Sign as shared roadway, with speed <25 mph						*
Gekeler Lane	Arterial	16th Street	Hwy 30	1200	2	Yes	Yes	No	44	5	54	Sign as shared roadway, with <25 mph, with two sidewalks						*
Greenwood Street	Collector	Monroe	Y Avenue	2400	2	Existing	Shared Road	Yes	No change		40	Shared roadway, sign and maintain						*
Highway 82	Arterial	First Street	LC. NCL	2445	4	No	Shoulders	No		5		Provide adequate shoulder width for shared roadway, sign and maintain	\$ 94,000	\$ -	\$ 24,000	\$ 2,000	\$ 22,000	\$ 175,000
K Avenue	Local	Sunset	Walnut	200	2	No	Shared Road	Yes	No change		40	Repair and maintenance, sign, repair and maintain						*
K Avenue	Local	Walnut	Second Street	1100	2	No	Shared Road	Yes	No change		40	Repair and maintenance, sign, repair and maintain						*
K Avenue	Local	Second Street	Third Street	200	2	No	Shared Road	Yes	No change		40	Repair and maintenance, sign, repair and maintain						*
K Avenue	Local	Third Street	Fourth Street	200	2	No	Shared Road	Yes	No change		40	Repair and maintenance, sign, repair and maintain						*
M Avenue	Collector	Alder	Oak	500	2	Existing	Shared Road	Yes	No change		40	Sign as shared roadway, with <25 mph						*
M Avenue	Collector	Oak	Fourth Street	1500	2	Existing	Shared Road	Yes	No change		40	Sign as shared roadway, with <25 mph						*
May Lane	Collector	Spruce Street	Riddle Road	5572	2	No	Shared Road	No		5		Shared roadway, sign and maintain						*
McAlister Road	Collector	First Street	Third Street	500	2	Yes	Shoulders	No	40	5	50	Add adequate shoulder width as feasible for bikes and peds.	\$ 24,000	\$ -	\$ 5,000	\$ 1,000	\$ 5,000	\$ 37,000
McAlister Road	Collector	Third Street	White Birch	900	2	Yes	Shoulders	No	40	5	50	Add adequate shoulder width as feasible for bikes and peds.	\$ 34,000	\$ -	\$ 9,000	\$ 1,000	\$ 8,000	\$ 45,000
McAlister Road	Collector	White Birch	Buchanan/Cove	3850	2	No	Shoulders	No	36		36	Add adequate shoulder width as feasible for bikes and peds.	\$ 154,000	\$ -	\$ 39,000	\$ 4,000	\$ 35,000	\$ 278,000
Monroe Avenue	Collector	Fir	Spruce Street	1000	2	Existing	Shared Road	Yes	50	5	60	Sign as shared roadway, with speed <25 mph, with two sidewalks						*
Monroe Avenue	Collector	Spruce	Island Avenue	400	2	Yes	Shared Road	Yes	50	5	60	Sign as shared roadway, with speed <25 mph, with two sidewalks						*
N Avenue	Collector	Alder	Oak	500	2	Existing	Shared Road	Yes	No change		40	Sign as shared roadway, with <25 mph						*
N Avenue	Collector	Oak	Fourth Street	1500	2	Existing	Shared Road	Yes	No change		30	Sign as shared roadway, with <25 mph						*
Oak Street	Local	N Avenue	Palmer	3342	1	No	Shared Road	Yes	No change		30	Sign as shared roadway, with speed <25 mph						*
Pine Street	Arterial	Cove	Island Avenue	300	2	Existing	Shared Road	No	No change		48	Study further for intersection safety						*
Riddle Road	Local	May Lane	Island Avenue	593	2	No	Shared Road	No		5		Shared roadway, sign and maintain						*
S Avenue	Local	Fir	Greenwood	400	2	No	Shared Road	Yes	No change		40	Repair and maintenance, sign, repair and maintain						*
Second Street	Arterial	Adams Avenue	Grandy	700	2	Existing	Shared Road	R one side	No change		40	Sign as shared roadway, with speed <25 mph, with one sidewalk						*
Second Street	Arterial	Grandy	X Avenue	900	2	Existing	Shared Road	Remove	No change		40	Reconfigure road: remove parking on both sides						*
Second Street	Arterial	X Avenue	Fairgrounds	2300	2	Existing	Shared Road	Yes	48	5	58	Sign as shared roadway, with speed <25 mph, with one sidewalk						*
Spruce Street	Arterial	Monroe	Z Avenue	2400	2	Yes/west side	Shared Road	Yes	48	5	53	Sign as shared roadway, with speed <25, with one sidewalk						*
Spruce Street	Arterial	Z Avenue	Fruitdale	2795	2	Yes/west side	Shared Road	Yes	52	5	57	Sign as shared roadway, with speed <25, with one sidewalk						*
Sunset Drive	Collector	C Avenue	K Avenue	2150	2	east side	Shared Road	R one side	40	5	45	Sign as shared roadway, with speed <25 mph, with one sidewalk						*
Walton Road	Collector	Island Avenue	Buchanan Lane	4722	2	No	Shoulders	No		5		Provide adequate shoulder width for shared roadway, sign and maintain	\$ 102,000	\$ -	\$ 47,000	\$ 5,000	\$ 43,000	\$ 310,000
Washington Avenue	Local	Oak	Fourth Street	1700	2	Existing	Shared Road	Yes	No change		40	Sign as shared roadway, with <25 mph						*
Washington Avenue	Local	Fourth Street	Fir	1000	2	Existing	Shared Road	Yes	No change		54	Sign as shared roadway, with <25 mph						*
Washington Avenue	Local	Fir	16th Street	3500	2	Existing	Shared Road	Yes	No change		40	Repair and maintenance, sign, repair and maintain						*
Willow Street	Collector	Washington	Jefferson	800	2	xisting (Partial	Shared Road	Remove	No change		36	Sign as shared roadway, with <25 mph						*
Willow Street	Collector	Jefferson	N Avenue	200	2	xisting (Partial	Shared Road	No	50	5	55	Sign as shared roadway, with speed <25, with one sidewalk						*
Willow Street	Collector	N Avenue	Cove	1400	2	xisting (Partial	Shared Road	Yes	50	5	55	Sign as shared roadway, with speed <25, with one sidewalk						*
Y Avenue	Collector	Second Street	Spruce Street	2900	2	Existing	Shared Road	Yes	No change		36	Repair and maintenance, sign, repair and maintain						*
* Cost included in annual maintenance budget or specific roadway project cost estimate.																		

* Cost included in annual maintenance budget or specific roadway project cost estimate.

TABLE E-3
PEDESTRIAN IMPROVEMENTS

STREET/ROAD NAME	FACILITY	BEGINNING	ENDING	STREET PROPOSED SIDEWALK		DESCRIPTION	31	TOTAL WITH
				LENGTH	WIDTH		SIDEWALK \$31/LF	CONTINGENCY 1.25%
"C" Avenue	Arterial	Sunset Drive	Walnut Street	367 Yes (south)		5 Construct five foot sidewalk on south side of roadway	\$ 10,000	\$ 12,000
"E" Avenue	Collector	Gekeler Lane	Twentieth Street	4095 Yes		5 Construct five foot sidewalks on both sides of roadway as part of the "E" Avenue Extension	\$ 14,000	\$ 17,000
"F" Street	Collector	West First Street	South Terminal	217 Yes		5 Construct five foot sidewalks on both sides of roadway	\$ 20,000	\$ 24,000
"L" Avenue	Local	Eleventh Street	Twelfth Street	317 Yes		5 Construct five foot sidewalks on both sides of roadway	\$ 32,000	\$ 38,000
"M" Avenue	Collector	Alder Street	Oak Street	500 Yes		5 Construct five foot sidewalks on both sides of roadway	\$ 32,000	\$ 38,000
"N" Avenue	Collector	Alder Street	Oak Street	500 Yes		5 Construct five foot sidewalks on both sides of roadway	\$ 12,000	\$ 14,400
"R" Avenue	Collector	Greenwood Street	Spruce Street	401 Yes (south)		5 Construct five foot sidewalk on South side of roadway	\$ 32,000	\$ 38,000
"Y" Avenue	Collector	Cedar Street	Second Street	500 Yes		5 Construct five foot sidewalks on both sides of roadway	\$ 24,000	\$ 29,000
"Z" Avenue	Collector	Harrison Avenue	Cedar Street	400 Yes		5 Construct five foot sidewalks on both sides of roadway		
Adams Avenue	Arterial	Hall Street	Twentieth Street	1044 Yes		5 Construct five foot sidewalks on both sides of roadway as part of the Adams Avenue Bike Lane Improvements		
Adams Avenue	Arterial	West La Grande City Limits	Walnut Street	4200 Yes		5 Construct five foot sidewalks on both sides of roadway		
Adams Avenue	Arterial	Hall Avenue	Gekeler Lane	4910 Yes		5 Construct five foot sidewalks on both sides of roadway	\$ 100,000	\$ 120,000
Albany Street	Local	Cove Avenue	Island Avenue	1617 Yes		5 Construct five foot sidewalks on both sides of roadway	\$ 93,000	\$ 111,600
Alder Street/Sunset Drive	Collector	"C" Avenue	"N" Avenue	3000 Yes (east)		5 Construct five foot sidewalk on east side of roadway	\$ 12,000	\$ 14,000
Cedar Street	Collector	"Y" Avenue	"Z" Avenue	200 Yes		5 Construct five foot sidewalks on both sides of roadway		
Cove Avenue/Buchanan Lane	Arterial	Pine Street	McAlister Lane	9700 Yes		5 Construct five foot sidewalks on both sides of roadway as part of the Cove Avenue/Buchanan Lane Improvement; multi-jurisdictional project		
Cove Highway	Collector	McAlister Road	East Island City Limits	1300 Yes		5 Construct five foot sidewalks on both sides of roadway as part of the Cove Highway Bike Lane Improvements		
Division Avenue	Collector	Umatilla Street	Second Street	1800 Yes (south)		5 Construct five foot sidewalks on south side of roadway	\$ 112,000	\$ 134,000
East "H" Avenue	Collector	Adams Avenue	Cul-de-Sac Terminal	1235 Yes		5 Construct five foot sidewalks on both sides of roadway as part of the East "H" Avenue Extension	\$ 156,000	\$ 187,000
East "L" Avenue	Collector	Willow Street	Twenty-Fifth Street	2500 Yes		5 Construct five foot sidewalks on both sides of roadway	\$ 132,000	\$ 158,000
Eastern Oregon State College Ca	Local	Between "C" and "G" Avenues	and Sixth and Twelfth Stre	2125 Yes		5 Construct five foot sidewalks on both sides of roadway or a twelve foot pathway shared for bicycle and pedestrian traffic	\$ 60,000	\$ 72,000
First Street	Local	"K" Avenue	"N" Avenue	954 Yes		5 Construct five foot sidewalks on both sides of roadway		
Fourth Street Intersection	Arterial	Fourth Street	Washington Avenue	0 Bulbouts		5 Construct curb extensions at all corners		
Gekeler Lane	Arterial	Sixth Street	Twelfth Street	3200 Yes		5 Construct five foot sidewalk on both sides of roadway		
Gekeler Lane	Arterial	Sixteenth Street	Adams Avenue	3900 Yes		5 Construct five foot sidewalks on both sides of roadway as part of the Gekeler Bike Lane Improvement	\$ 68,000	\$ 82,000
Harrison Avenue	Collector	"Z" Avenue	Umatilla Street	1100 Yes		5 Construct five foot sidewalks on both sides of roadway	\$ 176,000	\$ 211,000
Harrison Avenue/"Z" Avenue/Ce	Collector	Umatilla Street	Second Street	2850				
Interchange 84 Frontage Road	Collector	Second Street	Spruce Street	3368 Yes		5 Construct five foot sidewalks on both sides of roadway as part of the Interchange 84 Frontage Road Improvement		
Island Avenue	Arterial	Monroe Avenue	"F" Street	10291 Yes (north)		5 Construct five foot sidewalks on north side of roadway as part of the Island Avenue Bike Lane Improvements	\$ 200,000	\$ 240,000
Jackson Avenue	Collector	Second Street	Elm Street	3227 Yes (sw side)		5 Construct five foot sidewalk on Southwest side of roadway	\$ 18,000	\$ 22,000
Jefferson Avenue	Arterial	Third Street	Fourth Street	300 Yes (south)		5 Construct five foot sidewalks on south side of roadway	\$ 346,000	\$ 415,000
May Lane	Collector	Spruce Street	Riddle Road	5566 Yes		5 Construct five foot sidewalks on both sides of roadway	\$ 322,000	\$ 386,000
McAlister Road	Collector	Buchanan Lane	Island Avenue	5200 Yes		5 Construct five foot sidewalks on both sides of roadway as part of the McAlister Road Bike Lane Improvements	\$ 24,000	\$ 29,000
Monroe Avenue	Arterial	Hemlock Street	Island Avenue	400 Yes		5 Construct five foot sidewalks on both sides of roadway	\$ 60,000	\$ 72,000
Oak Street	Local	"K" Avenue	"N" Avenue	970 Yes		5 Construct five foot sidewalks on both sides of roadway	\$ 76,000	\$ 91,000
Portland Street	Local	Cove Avenue	Island Avenue	1227 Yes		5 Construct five foot sidewalks on both sides of roadway	\$ 38,000	\$ 46,000
Riddle Road	Local	May Lane	Island Avenue	602 Yes		5 Construct five foot sidewalks on both sides of roadway		
Second Street	Arterial	Lake Street	Union County Fairgrounds	1521 Yes		5 Construct five foot sidewalks on both sides of roadway as part of the Second Street Bike Lane Improvement		
Sixteenth Street	Collector	Gekeler Lane	Washington Avenue	2400 Yes		5 Construct five foot sidewalks on both sides of roadway as part of the Sixteenth Street Extension	\$ 260,000	\$ 312,000
Sixth Street	Collector	Gekeler Lane	Washington Avenue	4200 Yes		5 Construct five foot sidewalks on both sides of roadway		
South Island City Collector Road	Collector	Walton Road	McAlister Road	2400 Yes		5 Construct five foot sidewalks on both sides of roadway as part of the South Island City Collector Road Improvement		
Spring Avenue	Collector	Fourth Street	Sixth Street	542 Yes (north)		5 Construct five foot sidewalk on North side of roadway	\$ 17,000	\$ 20,000
Spruce Street	Arterial	Monroe Avenue	"S" Avenue	700 Yes (west)		5 Construct five foot sidewalk on west side of roadway as part of the Spruce Street Bike Lane Improvements	\$ 22,000	\$ 26,000
Spruce Street	Arterial	"Z" Avenue	Fruitdale Lane	2772 Yes (west)		5 Construct five foot sidewalk on west side of roadway as part of the Spruce Street Bike Lane Improvements	\$ 86,000	\$ 103,000
Third Street	Arterial	Adams Avenue	Jefferson Avenue	300 Yes (east)		5 Construct five foot sidewalks on east side of roadway		
Twelfth Street	Collector	Gekeler Lane	"J" Avenue	2910 Yes		5 Construct five foot sidewalks on both sides of roadway as part of the Twelfth Street Bike Lane Improvement	\$ 180,000	\$ 216,000
Twentieth Street	Collector	Gekeler Lane	Adams Avenue	200 Yes		5 Construct five foot sidewalks on both sides of roadway as part of the Twentieth Street Bike Lane Improvement	\$ 12,000	\$ 14,000
Twenty-Fifth Street	Collector	East "L" Avenue	Cove Avenue	1400 Yes		5 Construct five foot sidewalks on both sides of roadway	\$ 86,000	\$ 103,000
Twenty-First Street	Local	East "H" Avenue	East "L" Avenue	1088 Yes (west)		5 Construct five foot sidewalk on the West side of roadway	\$ 34,000	\$ 41,000
Twenty-Sixth Street	Arterial	Gekeler Lane	East "H" Avenue	2500 Yes		5 Construct five foot sidewalks on both sides of roadway as part of the Twenty-Sixth Street Extension	\$ 156,000	\$ 187,000
Twenty-Sixth Street	Collector	Cove Avenue	Island Avenue	3633 Yes		5 Construct five foot sidewalks on both sides of roadway	\$ 226,000	\$ 271,000
Umatilla Street	Collector	Division Avenue	Harrison Avenue	400 Yes		5 Construct five foot sidewalks on both sides of roadway	\$ 24,000	\$ 29,000
Walnut Street	Collector	"M" Avenue - Change to "K"	Adams Avenue	2200 Yes		5 Construct five foot sidewalks on both sides of roadway	\$ 136,000	\$ 163,000
Walnut Street	Collector	South La Grande City Limits	"C" Avenue	1212 Yes		5 Construct five foot sidewalks on both sides of roadway	\$ 76,000	\$ 91,000
Walton Road	Collector	Buchanan Lane	Island Avenue	4200 Yes		5 Construct five foot sidewalks on both sides of roadway as part of the Walton Road Bike Lane Improvements	\$ 260,000	\$ 312,000
Washington Avenue	Collector	Fifteenth Street	Sixteenth Street	466 Yes (sw side)		5 Construct five foot sidewalk on the Southwest side of roadway	\$ 14,000	\$ 17,000
Willow Street	Collector	Adams Avenue	Cove Avenue	1900 Yes (west)		5 Construct five foot sidewalks on west side of roadway as part of the Willow Street Improvements	\$ 59,000	\$ 71,000
Willow Street	Collector	Adams Avenue	East "L" Avenue	679 Yes (east)		5 Construct five foot sidewalk on the East side of roadway	\$ 21,000	\$ 25,000

* cost included in roadway project cost estimate.

APPENDIX F: LAND USE PLAN AND CODE AMENDMENTS

La Grande Plan and Code Amendments for the Transportation Planning Rule

Final Recommendation - September 28, 1999

Existing text for replacement in ~~strike through~~, new text in **bold**,
and comments in *Italic*.

LA GRANDE COMPREHENSIVE PLAN AMENDMENTS

The La Grande Comprehensive Plan generally supports the concepts in the Transportation Planning Rule. Except for adopting the goals presented in Volume I of the TSP, few amendments are necessary. The recommended amendments to the Plan are suggested to support the related code amendments and design guidelines (Appendix G) that are presented on the following pages.

Page 5: Plan Classification

Medium Density Residential R1 and R2. ~~An average of 10 or less dwelling units per gross acre.~~
The R1 zone shall have a minimum and maximum density of 4 to 6 dwelling units per gross acre. The R2 zone shall have a minimum and maximum density of 6 to 10 dwelling units per gross acre.

High Density Residential R3. ~~An average of 11 or more dwelling units per acre.~~ **The R3 zone shall have a minimum density of 11 dwelling units per gross acre.**

Page 6: Commercial.

To provide areas suitable and desirable for retail, wholesale, office, warehouse, tourist, and their similar commercial activities which are needed by the City and surrounding areas. **High density residential development opportunities or mixed use commercial/residential opportunities shall be provided within and adjacent to the central business district.** Such areas generally encompass the original commercial areas and radiate from there. Zone classifications will be used to differentiate between commercial activities.

Page 40: Economic Objectives--appropriate as written on siting industrial parks siting using transportation and services as an evaluation criteria; appropriate as written on concentrating CBD;

Suggested changes below:

Economic Policy #4: That adequate and convenient ~~off-street~~ **vehicle and bicycle** parking to accommodate customers and employees be provided in commercial areas.

Economic Policy #12: That land uses, other than industrial or industrially related uses, be discouraged from heavy industrial areas.

Page 55: Housing recommendation 12: Residential development in most of the city should be planned at a density of between ~~5 and 8~~ **5 and 10** dwelling units per net acre.

Page 63: Public facilities: *appropriate as written*

Page 65: Transportation: *Adopt the TSP goals in Volume I of the TSP.*

LA GRANDE LAND DEVELOPMENT CODE AMENDMENTS

Existing text for replacement in ~~strike through~~ and new text in **bold**, comments in *Italic*, using the new LDC sections (ORD-2842R5)

CHAPTER 1

ENACTMENT AND PURPOSE

SECTION 1.2.002 DEFINITIONS

ACCESSORY RESIDENTIAL UNIT - An auxiliary and detached living unit with separate kitchen, living and sleeping facilities in a single family structure or in a separate accessory building on the same lot as a primarily single family residence. Because it is considered as an accessory use, this type of residential unit is not included in density calculations. *NOTE: Additional draft accessory residential unit standards are provided in Article 5.9.*

ARTERIAL STREET - A street which provides primary access between large developed areas and which is designated in the La Grande/Island City Transportation System Plan.

NEIGHBORHOOD CONVENIENCE CENTER - A building for commercial retail use which does not exceed two thousand five hundred square feet (2,500') of gross floor area, one (1) story in height, complies with the setbacks of the zone, and has all sales within the building. The primary consumer group would be residents in the general area. **Allowable uses for neighborhood convenience centers are limited to:**

1. Bed and Breakfast Inns;
2. Civic Administrative Services;
3. Commercial Administrative and Professional Services;
4. Dwelling unit - limited to one unit associated with a neighborhood convenience use;
5. Eating and Drinking Establishments;
6. Food and Beverage Retail Sales;

7. Medical Services;
8. Personal Services; and
9. Retail Sales.

Drive-through facilities are not permitted for neighborhood convenience centers.

CHAPTER 2

LAND USE ZONES

SECTION 2.2.003 - RURAL RESIDENTIAL (RR-1)

A. **PURPOSE:** The purpose of this zone is to establish areas for rural residential living styles. These areas allow the pursuit of limited agricultural activities and maintenance of domesticated animals.

B. **PERMITTED USES:**

1. Accessory Uses – Garages, Sheds For Storage of Lawn Equipment or Wood, and Signs
2. Essential Services – Streets, Roads, Alleys, Public Right-Of-Ways, Pipelines, Power Lines, Distribution Feeders and Poles
3. Family Residential - Limited to Single Family Dwellings
4. Group Care Residential – Halfway Houses, Intermediate Care Facilities, Nursing Homes, Convalescent Hospitals, Foster Care Homes, Residential Facility, Residential Home and Rest Homes
5. Livestock Uses
6. Home Occupations
7. Accessory Residential Unit (*NOTE: Minimum lot size requirements are described in Article 5.9.*)

C. **CONDITIONAL USES:**

1. Community Education – Public, Private and Parochial Elementary, Junior High and Senior High School, Junior Colleges, Colleges, Universities and Trade Schools
2. Community Recreation – Governmental or Non-Profit Operated Recreational, Social or Multi-Purpose Uses Within Buildings
3. Extensive Impact Services and Utilities - Limited to Parks, Fire Stations, and Utility Substations
4. Group Care Residential – Day Nurseries and Family Day Care Providers
5. Religious Assembly – Religious Services Involving Public Assembly as Occurs in Synagogues, Temples and Churches
6. Neighborhood Convenience Center

D. **PROPERTY DEVELOPMENT STANDARDS:**

1. Minimum Lot Area - **fifteen thousand (15,000) square feet for individual lots and twenty thousand (20,000) square feet average when two (2) or more lots are created.**
2. Minimum Lot Area - Twenty Thousand (20,000) Square Feet.
3. Residential Density - One (1) Dwelling Per Lot.
4. Lot Size and Shape - See Chapter 5, Article 5.2.
5. Building Setbacks and Yards - See Chapter 5, Article 5.3.
6. Distance Between Buildings - See Chapter 5, Article 5.3.
7. Building Heights - See Chapter 5, Article 5.4.

8. Fences, Hedges and Walls - See Chapter 5, Article 5.5.
9. Landscaping - See Chapter 5, Article 5.6.
10. Parking and Loading - See Chapter 5, Article 5.7.
11. Signs - See Chapter 5, Article 5.8.
12. Vehicular Access and Circulation - See Chapter 6, Article 6.2.
13. Temporary Use - See Chapter 8, Article 8.3.

SECTION 2.2.004 - LOW DENSITY RESIDENTIAL (R-1)

- A. **PURPOSE:** The purpose of this zone is to establish areas suitable for single family residences and necessary accessory uses. The Low Density Residential zone is intended to implement the Comprehensive Plan designation of a low density residential land use of a density between four (4) and six (6) dwelling units per acre.
- B. **PERMITTED USES:**
 1. Accessory Uses – Garages, Sheds For Storage of Lawn Equipment or Wood, and Signs
 2. Essential Services – Streets, Roads, Alleys, Public Right-Of-Ways, Pipelines, Power Lines, Distribution Feeders and Poles
 3. Family Residential - Limited to Single Family Dwellings
 4. Group Care Residential – Halfway Houses, Intermediate Care Facilities, Nursing Homes, Convalescent Hospitals, Foster Care Homes, Residential Facility, Residential Homes and Rest Homes
 5. Home Occupations
 6. Accessory Residential Unit
- C. **CONDITIONAL USES:**
 7. Community Education – Public, Private and Parochial Elementary, Junior High and Senior High Schools, Junior Colleges, Colleges, Universities and Trade Schools
 8. Community Recreation – Governmental or Non-Profit Operated Recreational, Social or Multi-Purpose Uses Within Buildings
 9. Extensive Impact Services and Utilities - Limited to Parks, Fire Stations, Utility Substations, and Golf Course or Country Club
 10. Family Residential - Limited to Planned Unit Developments
 11. Group Care Residential – Day Nurseries and Family Day Care Providers
 12. Religious Assembly – Religious Services Involving Public Assembly as Occurs in Synagogues, Temples and Churches
 13. Transient Habitation: Lodging - Limited to Bed and Breakfast Inns
 14. Neighborhood Convenience Center
- D. **PROPERTY DEVELOPMENT STANDARDS:**
 1. Minimum Lot Area - **six thousand (6,000) square feet for individual lots and seven thousand five hundred (7,500) square feet average when two or more lots are created.**
 2. Residential Density - One (1) Dwelling Per Lot.
 3. Lot Size and Shape - See Chapter 5, Article 5.2.
 4. Building Setbacks and Yards - See Chapter 5, Article 5.3.

5. Distance Between Buildings - See Chapter 5, Article 5.3.
6. Building Heights - See Chapter 5, Article 5.4.
7. Fences, Hedges and Walls - See Chapter 5, Article 5.5.
8. Landscaping - See Chapter 5, Article 5.6.
9. Parking and Loading - See Chapter 5, Article 5.7.
10. Signs - See Chapter 5, Article 5.8.
11. Vehicular Access and Circulation - See Chapter 6, Article 6.2.
12. Temporary Use - See Chapter 8, Article 8.3.

SECTION 2.2.005 - MEDIUM DENSITY RESIDENTIAL (R-2)

A. **PURPOSE:** The purpose of this zone is to establish areas for single-family and duplex residential dwelling units and necessary accessory uses. The Medium Density Residential zone is intended to implement the Comprehensive Plan destination of a medium density residential land use with a density of ~~five (5)~~ six (6) to ten (10) dwelling units per acre.

B. PERMITTED USES:

1. Accessory Uses – Garages, Sheds For Storage of Lawn Equipment or Wood, and Signs
2. Essential Services – Streets, Roads, Alleys, Public Right-Of-Ways, Pipelines, Power Lines, Distribution Feeders and Poles
3. Family Residential - Limited to Single Family and Duplex Dwellings
4. Group Care Residential – Halfway Houses, Intermediate Care Facilities, Day Nurseries, Nursing Homes, Convalescent Hospitals, Foster Care Homes, Family Day Care Provider, Residential Facility, Residential Homes and Rest Homes
5. Home Occupations
6. Accessory Residential Unit

C. CONDITIONAL USES:

15. Civic Administrative Services – Consulting, Record Keeping, Clerical or Public Contact Services Dealing With Citizens
16. Clinic Services – Non-Profit Medical Services
17. Community Education – Public, Private and Parochial Elementary, Junior High and Senior High School, Junior Colleges, Colleges, Universities and Trade Schools
18. Community Recreation – Governmental or Non-Profit Operated Recreational, Social or Multi-Purpose Uses Within Buildings
19. Cultural Exhibits and Library Services – Non-Profit Museum-Like Preservation and Exhibition of Works of Art or Library Collection
20. Extensive Impact Services and Utilities - Limited to Parks, Fire Stations, Utility Substations, and Ambulance Services
21. Family Residential - Limited to Planned Unit Developments
22. Group Care Residential - Day Nurseries and Family Day Care Providers
23. Public Research Area – Governmental, Educational, Public or Non-Profit Operated Buildings or Land Dedicated to Pure or Applied Scientific Discovery in Fields of Agriculture, Wildlife Management, Forestry, Geology, Archaeology, Ecology, Astronomy

24. Religious Assembly – Religious Services Involving Public Assembly as Occurs in Synagogues, Temples and Churches
25. Retail Sales - Limited to Neighborhood Convenience Center
26. Transient Habitation: Lodging - Limited to Bed and Breakfast Inns
27. **Neighborhood Convenience Center**

D. PROPERTY DEVELOPMENT STANDARDS:

1. Minimum Lot Area - **four thousand eight hundred (4,800) square feet for individual lots and five thousand (5,000) square feet average when two or more lots are created.**
2. Minimum Lot Area - Five Thousand (5,000) Square Feet.
3. Residential Density - One (1) Single Family Dwelling Unit Per Lot, or One (1) Duplex Per Six Thousand (6,000) Square Feet
4. Lot Size and Shape - See Chapter 5, Article 5.2.
5. Building Setbacks and Yards - See Chapter 5, Article 5.3.
6. Distance Between Buildings - See Chapter 5, Article 5.3.
7. Building Heights - See Chapter 5, Article 5.4.
8. Fences, Hedges and Walls - See Chapter 5, Article 5.5.
9. Landscaping - See Chapter 5, Article 5.6.
10. Parking and Loading - See Chapter 5, Article 5.7.
11. Signs - See Chapter 5, Article 5.8.
12. Vehicular Access and Circulation - See Chapter 6, Article 6.2.
13. Temporary Use - See Chapter 8, Article 8.3.

SECTION 2.2.006 - HIGH DENSITY RESIDENTIAL (R-3)

A. **PURPOSE:** The purpose of this zone is to provide higher concentrations of dwelling units where the level of public services can adequately accommodate such development. The High Density Residential zone, which provides for multi-family residential units, is appropriate in areas adjacent to large parks, schools, and major employment centers, and along arterials that can be efficiently served by public transit. This zone is intended to implement the Comprehensive Plan designation of high density residential land use of densities of eleven (11) or more dwelling units per acre.

B. PERMITTED USES:

1. Accessory Uses – Garages, Sheds For Storage of Lawn Equipment or Wood, and Signs
2. Essential Services – Streets, Roads, Alleys, Public Right-Of-Ways, Pipelines, Power Lines, Distribution Feeders and Poles
3. Family Residential - Limited to Single Family and Duplex Dwellings, and Apartments
4. Group Care Residential – Halfway Houses, Intermediate Care Facilities, Day Nurseries, Nursing Homes, Convalescent Hospitals, Foster Care Homes, Family Day Care Provider, Residential Facility, Residential Homes and Rest Homes
5. Group Residential – Sorority Houses, Retirement Homes or Boarding Houses
6. **Home Occupations**
7. **Accessory Residential Unit**

8. Neighborhood Convenience Center

D. PROPERTY DEVELOPMENT STANDARDS:

1. Minimum Lot Area - five thousand (5,000) square feet for first dwelling unit plus one thousand (1,000) square feet for each additional unit.
2. Residential Density - **One (1) single-family dwelling unit per lot, or one (1) duplex per six thousand (6,000) square feet.** Average of eleven (11) or more dwelling units per acre.
3. Lot Size and Shape - See Chapter 5, Article 5.2.
4. Building Setbacks and Yards - See Chapter 5, Article 5.3.
5. Distance Between Buildings - See Chapter 5, Article 5.3.
6. Building Heights - See Chapter 5, Article 5.4.
7. Fences, Hedges and Walls - See Chapter 5, Article 5.5.
8. Landscaping - See Chapter 5, Article 5.6.
9. Parking and Loading - See Chapter 5, Article 5.7.
10. Signs - See Chapter 5, Article 5.8.
11. Vehicular Access and Circulation - See Chapter 6, Article 6.2.
12. Temporary Use - See Chapter 8, Article 8.3.

SECTION 2.2.007 - RESIDENTIAL-PROFESSIONAL (R-P)

A. **PURPOSE:** The purpose of this zone is to provide for a desirable mixing of residential land uses with professional office uses in possible close proximity to adjacent residential areas. The professional office uses permitted are intended to be comparable in terms of scale, bulk, building and parking coverage, traffic generation, open space and other external factors with the residential uses permitted. The R-P zone is intended to be consistent with commercial or residential designations in the La Grande Comprehensive Plan.

B. PERMITTED USES:

1. Accessory Uses – Garages, Sheds For Storage of Lawn Equipment or Wood, and Signs
2. Essential Services – Streets, Roads, Alleys, Public Right-Of-Ways, Pipelines, Power Lines, Distribution Feeders and Poles
3. Family Residential - Limited to Single Family or Duplex Dwellings
4. Group Care Residential – Halfway Houses, Intermediate Care Facilities, Day Nurseries, Nursing Homes, Convalescent Hospitals, Foster Care Homes, Family Day Care Provider, Residential Facility, Residential Homes and Rest Homes
5. Home Occupations
6. Accessory Residential Unit
7. Neighborhood Convenience Center

D. PROPERTY DEVELOPMENT STANDARDS:

1. Minimum Lot Area - Five Thousand (5,000) Square Feet.
2. Residential Density - One (1) Single Family Dwelling Unit Per Lot, or One (1) Duplex Per Six Thousand (6,000) Square Feet.
3. Lot Size and Shape - See Chapter 5, Article 5.2.

4. Building Setbacks and Yards – See Chapter 5, Article 5.3.
5. Distance Between Buildings - See Chapter 5, Article 5.3.
6. Building Heights - See Chapter 5, Article 5.4.
7. Fences, Hedges and Walls - See Chapter 5, Article 5.5.
8. Landscaping - See Chapter 5, Article 5.6.
9. Parking and Loading - See Chapter 5, Article 5.7.
10. Signs - See Chapter 5, Article 5.8.
11. Vehicular Access and Circulation - See Chapter 6, Article 6.2.
12. Temporary Use - See Chapter 8, Article 8.3.

CHAPTER 3

SPECIAL USE STANDARDS

SECTION 3.2.003 - MANUFACTURED DWELLING AND SINGLE FAMILY BUILDING PLACEMENT STANDARDS ON INDIVIDUAL LOTS

The City has proposed amendments that are consistent with Smart Development standards. Therefore, the consultant team will not propose any additional amendments.

ARTICLE 3.7 - PLANNED UNIT DEVELOPMENT

SECTION 3.7.001 - PURPOSE

The purpose of a Planned Unit Development is to provide opportunities for the innovative development of large areas of land by encouraging their development in a comprehensive, integrated manner, and by allowing modification of the standards for the underlying zone contained in the Land Development Code. Upon its approval by the Planning Commission Review Procedure, the Development Plan for the specific Planned Development shall become the basic document for regulating the use and development of the land. It is the further purpose of a Planned Unit Development to encourage development which meets at least one (1) of the following objectives:

- A. The clustering of development through density transfers in order to preserve a significant amount of open space for use by the residents of the development.
- B. The mixing of residential, civic, commercial, or industrial use types in a manner which reduces dependency on the automobile as the exclusive means of transportation **and promotes other transportation options** by providing housing, employment opportunities, shopping and personal service facilities, and schools in close proximity to each other.
- C. The mixing of residential densities within a master planned community offering recreational amenities, smart development design features (such as narrow streets and "Smart Development" standards), and other neighborhood-serving uses.
- D. Any land development project that provides a community design, site plan, and/or exceptional architectural design that varies from the standard zoning district provisions of the Land Development Code while providing a superior community plan with development standards adequate to protect the public health, safety and welfare.

SECTION 3.7.002 - MINIMUM PLANNED UNIT DEVELOPMENT CRITERIA

- A. The minimum area shall be two (2) acres.

- B. For projects including residential uses, the minimum **common and private** open space to be provided, excluding public or private rights-of-way shall be forty percent (40%) of the land area.

SECTION 3.7.005 - CONCEPT PLAN CONTENT

- A. General Narrative - A generalized narrative describing the location of the site, its total acreage, and the existing character and use of the site and adjoining properties; the concept of the proposed Planned Development, including proposed uses and activities, proposed residential densities if appropriate, proposed types and levels of public facilities and services, **proposed transportation system including pedestrian and bicycle facilities**, and physical land alteration required by the development; and the relation of the proposed Planned Development to the La Grande Comprehensive Plan.
- B. General Site Plan - A generalized Site Plan showing the entire parcel with schematic indications of approximate locations of buildings, public and private rights-of-way, parking and loading areas, public and private open spaces, walkways, planting areas, etc.

SECTION 3.7.006 - CONCEPT PLAN APPROVAL CRITERIA

- A. Soil Stability and Land Suitability - If there is a history of unstable soil characteristics in the area, this must be resolved prior to approval. The geologic conditions of the soil must be suitable to accept the development proposed.

If the proposed development is located on excessive slopes of over twenty-five percent (25%), engineering drawings must be submitted to satisfy engineering specifications. This requirement can be satisfied by submitting engineering drawings with the Development Plan provided that the Concept Plan is accompanied by a civil or geotechnical engineer's statement that the proposed uses and improvements can be safely constructed without disturbance to slope stability and can avoid any negative impacts on surrounding properties resulting from geotechnical concerns associated with the development proposal.

If the site is within a flood hazard area, conditions as outlined by the Building Official and Flood Hazard Article must be met.

- B. Fire Protection - The proposed development must have adequate ingress-egress for fire fighting equipment. The circulation plan for the development must have adequate access for fire fighting equipment; hydrant placement, fire flows, building sprinkler systems and any other fire suppression systems required by the Fire Chief.
- C. Access - The development must be accessible by improved City public streets by **automobile, walking, bicycling and public transit**.
- D. The property must be under the ownership or control of a single entity with authority to take all actions and exercise full authority to develop the land.

- E. Other Standards - The reviewing body may require that other standards deemed necessary by findings of fact be met (i.e. standards deemed necessary to protect the public health, safety, and welfare or to mitigate impacts on surrounding lands).
- F. **The proposed development is consistent with the applicable La Grande Design Guidelines (See Appendix G).** *NOTE: This criterion should be deleted here if the city chooses to only apply the guidelines as part of the density bonus provisions below.*

SECTION 3.7.007 - DEVELOPMENT PLAN CONTENT

- A. Statement of Intent - An overall development scheme which states the development intentions of the landowner regarding the property, including but not limited to the following:
 - 1. A statement of location and intensity of proposed uses and activities, including public and private open spaces.
 - 2. A physical description of proposed facilities accommodating such uses, including types of buildings, structures and landscape, and circulation elements.
 - 3. A statement of location and general configuration of lands to be dedicated for public open space and other public uses.
 - 4. A general designation of utilities.
 - 5. A statement detailing the consistency of the proposed development project with major public development programs, including but not limited to:
 - a. Freeways
 - b. Highways
 - c. Parks
 - d. ~~Trails~~ **Pedestrian and bicycle facilities**
 - e. Open spaces
 - f. Utility transmission lines
 - g. Storm drainage facilities
 - h. Phased schedules of proposed major public facilities.
 - i. **Transit facilities** *(only if the developer wishes to have these, this is the appropriate time and place to submit ideas)*

SECTION 3.7.009 - DEVELOPMENT PLAN APPROVAL CRITERIA

A. GENERAL CRITERIA

The development scheme must assure that specific uses intended for the property are located in the area most suited for that use, in a manner compatible with adjacent uses and consistent with the approved Concept Plan.

B. DENSITY STANDARDS

1. The allowable number of dwelling units is calculated using the following steps:

- a. Determine the total (gross) area of the site.**
- b. Subtract the area devoted to public streets, alleys, highways, and other necessary public facilities from the gross area figure derived in step 1 above to establish the net area.**
- c. Divide the net area figure by the required land area per dwelling for the applicable zone to derive the total maximum number of units possible on the site. Any dwelling unit fraction of one-half (1/2) or greater shall be rounded up to the next whole number.**

2. Density Bonus - Applicability

Only a Planned Unit Development shall be eligible to use the provisions of this section. The property shall also be located in one or more of the following zone districts (*Note: The city may want to allow density bonuses for Specific Plans in Article 3.17 also*):

- a. RR-1 Rural Residential**
- b. R-1 Low Density Residential**
- c. R-2 Medium Density Residential**
- d. R-3 High Density Residential**
- e. R-P Residential-Professional**

3. Density Bonus Options

a. Additional park land or common open space which:

- (1) Provides a minimum of 20 percent of the total land area as common and private open space (*Note: This would be a change from the 40% standard which may discourage planned development. The incentives below would be a method for improving the design or function of the development and reach a total open space area of 40%*); and**
- (2) Provides a minimum of 20 percent of the total land area as common open space or park.**

Density bonus - a one (1) percent density increase for every one percent of common open space or park which is provided over the 20 percent minimum up to a ten (10) percent increase.

- b. Design amenities which are consistent with the La Grande Design Guidelines (*Appendix G*), including but not limited to pedestrian pathways, greenways, pedestrian plazas, landscaping design and quality that exceeds city standards, and architectural design.**

Density bonus - a maximum bonus of ten (10) percent may be granted at the discretion of the review authority.

- c. Low cost housing units which qualify and are approved for housing for low-income families or for the elderly under a federal, state, or local program.**

Density bonus - one (1) unit per assisted unit up to a ten (10) percent increase.

3. Density Bonus Requirements

- a. The maximum density bonus allowable is twenty (20) percent over the density allowed in the base zone.**
- b. Conditions of approval shall be required to ensure that the density bonus provisions are satisfied.**

ARTICLE 3.17 - SPECIFIC PLAN OVERLAY

SECTION 3.17.006 - CONCEPT PLAN APPROVAL CRITERIA

- A. Soil Stability and Land Suitability - If there is a history of unstable soil characteristics in the area, this must be resolved prior to approval. The geologic conditions of the soil must be suitable to accept the development proposed.**

If the proposed development is located on excessive slopes of over twenty-five percent (25%), engineering drawings must be submitted to satisfy engineering specifications. This requirement can be satisfied by submitting engineering drawings with the Development Plan provided that the Concept Plan is accompanied by a civil or geotechnical engineer's statement that the proposed uses and improvements can be safely constructed without disturbance to slope stability and can avoid any negative impacts on surrounding properties resulting from geotechnical concerns associated with the development proposal.

If the site is within a flood hazard area, conditions as outlined by the Building Official and Flood Hazard Article must be met.

- B. Fire Protection - The proposed development must have adequate ingress-egress for fire fighting equipment. The circulation plan for the development must have adequate access for fire fighting equipment; hydrant placement, fire flows, building sprinkler systems and any other fire suppression systems required by the Fire Chief.
- C. Access - The development must be accessible by improved City public streets.
- D. **The proposed specific plan is consistent with the La Grande Comprehensive Plan and the La Grande/Island City Transportation System Plan.**
- E. Other Standards - The reviewing body may require that other standards deemed necessary by findings of fact be met (i.e. standards deemed necessary to protect the public health, safety and welfare, or to mitigate impacts on surrounding lands).

SECTION 3.17.007 - DEVELOPMENT PLAN CONTENT

- A. Statement of Intent - An overall development scheme which states the development intentions of the landowner(s) regarding the property, including but not limited to the following:
 - 1. A statement of location and intensity of proposed uses and activities, including public and private open spaces.
 - 2. A physical description of proposed facilities accommodating such uses, including types of buildings, structures and landscape, and circulation elements.
 - 3. A statement of location and general configuration of lands to be dedicated for public open space and other public uses.
 - 4. A general designation of utilities.
 - 5. A statement detailing the consistency of the proposed development project with major public development programs, including but not limited to:
 - a. Freeways
 - b. Highways
 - c. Parks
 - d. ~~Trails~~ Pedestrian and bicycle facilities
 - e. Open spaces
 - f. Utility transmission lines
 - g. Storm drainage facilities

h. Phased schedules of proposed major public facilities

i. Wetlands

j. Flood Plains

k. Geological hazards

l. Transit facilities *(only if the developer wishes to have these, this is the appropriate time and place to submit ideas)*

6. A statement describing how the proposed specific plan is consistent with the provisions of the La Grande Comprehensive Plan, La Grande Design Guidelines, and the La Grande/Island City Transportation System Plan.

SECTION 3.17.009 - DEVELOPMENT PLAN APPROVAL CRITERIA

- A. The development scheme must assure that specific uses intended for the property are located in the area most suited for that use, in a manner compatible with adjacent uses and consistent with the approved Concept Plan.**
- B. The planned unit development residential density standards in Section 3.7.009 B. shall apply to the development plan.**

CHAPTER 4 – SUBDIVISION, PARTITIONS & LOT LINE ADJUSTMENT

ARTICLE 4.1 - BASIC PROVISIONS

SECTION 4.1.001 - PURPOSE

The purpose of this Chapter is to establish standards and procedures for subdividing, partitioning land and adjusting lot lines in the City of La Grande **Urban Growth Boundary**. These regulations are necessary in order to provide uniform procedures and standards for the subdivision and partitioning of land and for the adjustment of lot lines, to provide for the proper width and arrangement of streets, **pedestrian and bicycle connections**, to coordinate proposed development with an overall plan, to provide for utilities and other public facilities, to avoid undue congestion of population, to assure adequate sanitation and water supply, to provide for the protection, conservation, and proper use of land, and in general to protect the public health, safety and welfare.

ARTICLE 4.2 - MAJOR AND MINOR LAND PARTITIONS

SECTION 4.2.002 - REVIEW CRITERIA

The preliminary plat for a major or minor partition may be approved only if the reviewing authority shall find that it satisfies the following criteria:

- A. The proposed preliminary plat is in conformance with the La Grande Comprehensive Plan.
- B. The proposed preliminary plat is in conformance with all applicable provisions of this Code, other City Codes and Ordinances, and Oregon Law.
- C. For a minor partition, no creation of a street or road is required.
- D. The proposed partitioning of land does not prohibit the extension of dedicated streets, ~~or~~ roads **or bicycle and pedestrian facilities**.
- E. The proposed partitioning will not conflict with legally established easements or access within or adjacent to the proposed land partition.
- F. The parcels are located and laid out to properly relate to adjoining or nearby lot or parcel lines, utilities, streets, **bicycle and pedestrian facilities**, or other existing or planned facilities.
- G. The proposed property is physically suitable for the type and proposed density of development and conforms to existing zone standards.
- H. The existing sewer and water facilities are adequate to serve the proposed development.

- I. The resulting lots will conform to the minimum size standards required in that zone.
- J. Industrial parcels existing at the effective date of this Code of 20-80 acres in size shall not be partitioned unless a specific industrial use is proposed.
- K. Separate water and sewer service will be provided to each parcel as it develops.
- L. Major Land Partition applications shall dedicate required street right-of-way and/or easements for the purposes of providing required infrastructure. Major and Minor Land Partition applications shall install, or enter into a Public Improvement Agreement to install, required public improvements including, but not limited to, street improvements, bicycle or multi-use paths, street trees, underground utilities (e.g., water, sanitary sewer, storm drainage, natural gas and electricity), curb, gutter and sidewalk and appurtenances as required by the Community Development Department/Planning Division to serve the properties being partitioned. Corner lots shall only be responsible for public improvements along one (the shortest) street frontage and a proportionate share of the longest street frontage improvements. The payment to install public improvements may be deferred for a period of not greater than five (5) years from the date of approval. Upon which time the five (5) year deferral expires or the developer sells the property, whichever is sooner, the developer shall submit payment to the City to install the public improvements the developer shall submit payment to the City to install the public improvements. The developer agrees to participate in a local improvement district to fund his share of public improvements as a part of the Public Improvement Agreement. In the event that the developer neglects to submit the required payment, the cost shall become a lien on the property and shall be subject to the current L.I.D. annual interest rate. The lien shall be collected upon the time of sale of the property or upon which time the L.I.D. is called, whichever is sooner.

Should a property be situated on a corner, the L.I.D. assessment or infrastructure fee shall be computed based upon the shorter street frontage, and a proportionate share of the longer street frontage, calculated as equally shared on a frontage foot basis by all lots on the same block as the longer street frontage.

- M. The Community Development Director/Planner and/or Planning Commission shall deny an application for partitioning when it appears the partitioning is part of a plan or scheme to create more than three (3) parcels without going through subdivision, or is part of a development pattern having the effect of creating more than three (3) parcels without subdividing.
- N. The partition meets the minimum density requirements of the applicable zone or a redevelopment plan is submitted which shows how the entire property will be ultimately be divided and served with streets and utilities that meet applicable city standards *(Note: A redevelopment plan is also known as a "shadow plat" or "ghost subdivision" where the applicant demonstrates how the property may be developed in the*

future. Buildings on the interim lots would be located so as not to interfere with the final property boundaries shown on the redevelopment plan).

SECTION 4.2.003 - PROCESSING

In the processing of a major or minor land partition the following procedures shall be followed:

L. If any of the following conditions (1 - 7) must be met, the City Engineering Superintendent or City Engineer shall affix his signature to the final partition plat.

1. Before approval is certified on the final plat, the partitioner shall:
 - a. If required, install all improvements and repair existing streets, **bicycle and pedestrian facilities**, and other public facilities damaged in the development of the partition; or
 - b. Execute and file with the City Planner an agreement between himself and the City specifying that within two (2) years all required improvements and repairs shall be completed, and providing that if such work is not completed within two (2) years, the City may complete the same, and recover the full cost and expense thereof from the partitioner. **Any fire access or fire flow requirements must be in place prior to construction of any structure.**
2. The required street improvements and repair of existing street **and bicycle and pedestrian facilities** shall be done in accordance with the requirements of the City Community Development Department/Engineering Division and the provisions of this Code.

ARTICLE 4.3 - SUBDIVISIONS

SECTION 4.3.002 - REVIEW CRITERIA

The preliminary plat of a proposed subdivision may be approved only if the reviewing authority finds that it satisfies the following criteria:

- A. The preliminary plat of the proposed subdivision is in conformance with the City of La Grande Comprehensive Plan.
- B. The preliminary plat of the proposed subdivision is in conformance with all applicable provisions of this Code, other Ordinances and State Law.
- C. The ~~future~~ **circulation plan, which includes street bicycle and pedestrian facilities** for the proposed subdivision, will permit its development in accordance with this Code and **the La Grande/Island City Transportation System Plan.**
- D. The future street plan for the proposed subdivision will permit the development of adjoining land or is provided access that will allow its development in accordance with this Code.

- E. The site of the proposed subdivision is physically suitable for the type and density of the proposed development.
- F. The existing sewer and water facilities are adequate to serve the proposed development.
- G. Development of the site is consistent with the need to minimize flood and landslide damage.
- H. Any other criteria as may be pertinent.

CHAPTER 5 - SPECIAL SITE STANDARDS

ARTICLE 5.1 - BASIC PROVISIONS

SECTION 5.2.001 - LOT SIZE AND SHAPE

The lot size, shape and orientation within all subdivisions or partitions shall be appropriate for the location of the subdivision or partition and for the type of development and use contemplated.

- A. Lot Width - Each lot shall have a minimum width of fifty feet (50'), unless otherwise required by this Code.
- G. Street Frontage - All Lots shall have a minimum street frontage of twenty-five feet (25'), **except for flag lots as provided in Section 5.2.002.**

SECTION 5.2.002 - FLAG LOTS

- A. The use of panhandle or flag lots as a means of access for a partition or subdivision shall be permitted only where:
 - 1. The flagpole shall maintain a constant minimum width of **fifteen feet (15')** for one **(1) or (2) residential units and twenty-five feet (25') in all other cases.**
 - 2. The natural grade of the flagpole shall not be so steep as to prevent the construction of a driveway with a grade not exceeding eighteen percent (18%).
 - 3. The flagpole shall be adjacent to the closest existing lot line.
 - 4. The flagpole strip shall be conveyed with the ownership of the rear lot or parcel and shall be considered a permanent part of that lot or parcel. No re-division or property line adjustment shall be allowed to alter the status of the flagpole strip unless other access, meeting all the requirements of this Code, is first provided.
 - 5. Access to the rear lot or parcel shall be by way of the panhandle portion of that lot or parcel, as recorded.
 - 6. The requirements of the Land Development Code relative to access and other requirements shall be observed.
 - 7. Flag lots having frontage and abutting on an approved street are not required to meet lot frontage requirements if they were recorded in the County Clerk's office at the time of the passage of the 1979 Ordinance.
 - 8. **A maximum of four (4) residences may use a single flagpole for access through the use of access easements and maintenance agreements which are approved by the City Attorney and recorded with the county. A paved surface shall be**

required for driveways which serve more than one dwelling. The maximum length, pavement width, and turning area shall meet applicable Fire Code standards.

9. Flag lots shall not be permitted when the result would be to increase the number of properties requiring direct and individual access connections to the State Highway System or other arterials.
10. Flag lots may be permitted for residential development when necessary to achieve planning objectives, such as reducing direct access to roadways, providing internal platted lots with access to a residential street, or preserving natural or historic resources. However, flag lots shall not constitute more than ten (10) percent of the total number of lots in a subdivision.

ARTICLE 5.3 - BUILDING SETBACKS AND YARDS

SECTION 5.3.003 - FRONT YARDS

The front yard is measured at right angles from the nearest point on the front property line to the building line.

A. Residential Uses

1. Residential zones and residential uses in the R-P zone shall have a minimum front yard of **fifteen (15) and twenty (20') feet for the garage, measured from the garage door along the center of the driveway to the street right-of-way.**

B. Commercial and Industrial Zones

1. Commercial and Industrial Zones shall not require a minimum front yard setback.
2. Front yards in Commercial and Industrial Zones may be used for landscaping and parking, if a front yard is provided.

C. Double Frontage Lots

1. Where double frontage yard locations are not specified by subdivision map requirements or other applicable regulations, the applicant may select the street for the front yard; unless fifty percent (50%) of the lots on a double frontage block are developed with the same front yard orientation, all remaining lots are to orient their front yards the same as the majority.

SECTION 5.3.004 - SIDE YARDS

The side yard is measured at right angles to the side property line to form a line parallel to the side property line, which extends between the front and rear yard areas. The minimum side yard is to be as follows:

- A. Residential Side Yard Requirements - These requirements apply in **residential zones and residential uses in the R-P zones** except where otherwise provided by this section.
1. Five feet (5')
 2. **Zero (0') feet for common wall residences**
 3. **Zero (0') feet for detached residences approved as part of a planned unit development (Article 3.7)** *Note: Perhaps specific plans under Article 3.17 should benefit from this provision as well.*
- B. Corner Lots - The side yard on the street side of a newly platted corner lot is to be a minimum of ~~twenty feet (20')~~ **fifteen feet (15')**. This may be reduced to ten feet (10') for an existing platted lot at the time this Code is adopted.
- C. Accessory Buildings - Accessory buildings as herein permitted, shall meet required side yard setbacks of the applicable zone.
- D. Commercial and Industrial Zones - No side yard shall be required in the Commercial or Industrial zones except:
1. When the commercial or industrial site abuts a residential zone, the side yard abutting the residential is to be a minimum of twenty feet (20') and is to be increased one foot (1') for each two feet (2') of commercial or industrial building height above thirty-five feet (35').
 2. **Residential uses in the R-P zone shall have minimum side yard setback of five feet (5').**

SECTION 5.3.005 - REAR YARD

The rear yard is measured at right angles to the rear property to form a line parallel to the rear property line.

- A. Residential Zones - There shall be a minimum rear yard of ~~twenty feet (20')~~ **fifteen feet (15)** in a residential zone.
1. Detached Accessory Building - As herein permitted, accessory buildings may be located in a rear yard of a residential zone no closer than five feet (5') from the rear property line, except for a through lot where they must be set back a minimum of twenty feet (20'). A rear yard on an alley may permit building to the property line or ten feet (10') from the center line of the alley if ownership is to center line of said alley, provided the eaves does not overhang into the right-of-way in which case it must be set back the depth of the eave. Detached accessory buildings shall not occupy more than fifty percent (50%) of the required rear yard.

2. HD Residential Zone – There shall be a minimum rear yard of twenty feet (20') in this zone.
3. RR-1 Residential Zone - There shall be a minimum rear yard of twenty feet (20') in this zone.
4. R-1 Residential Zone - There shall be a minimum rear yard of ~~twenty feet (20')~~ fifteen feet (15') in this zone.
5. R-2 Residential Zone - There shall be a minimum rear yard of ~~twenty feet (20')~~ fifteen feet (15') in this zone.
6. R-3 Residential Zone - There shall be a minimum rear yard of five feet (5') in this zone.
7. R-P Residential/Professional Zone - There shall be a minimum rear yard of ~~twenty feet (20')~~ fifteen feet (15') in this zone.

ARTICLE 5.5 - FENCES, HEDGES AND WALLS

SECTION 5.5.002 - REQUIRED AND PERMITTED FENCES, HEDGES AND WALLS

- A. Visual Obstruction Prohibited - No fence, hedge or wall shall be placed to create a visual obstruction to vehicular traffic, and the provisions of Article 64 shall apply.
- B. Front Lot Lines - Fences, hedges and walls not greater than three and one-half feet (3 1/2') in height shall be permitted on or within front property lines, provided they do not obscure vision as provided in Section 5.6.002.
- C. Side and Rear Lot Lines - Fences, hedges, and walls not greater than six feet (6') in height shall be permitted on or within all rear and side property lines of interior and corner lots, except that they shall not be located closer than twenty feet (20') to the street property line of a reverse corner lot, unless it meets the provisions of Section 64.002(b) above.
- D. Side and Rear Lot Lines of Nonresidential Uses - The side and rear property lines of all non-residential uses shall be screened as follows:
 1. When abutting a residential use zone, a solid wall or fencing not exceeding six feet (6') in height shall be located on side and rear property lines of any non-residential use or land use zone. Additional height of up to 10 feet, or 12 feet for outdoor storage areas, may be required by the review authority to address privacy, noise, screening, or other compatibility issues.

SECTION 5.5.003 - HEIGHT EXEMPTIONS

Fences exceeding six feet (6') in height shall obtain a Building Permit and be permitted to a height no greater than ~~ten feet (10')~~ **twelve feet (12')** (*NOTE: This change is recommended to resolve the conflict with subsection D.1. above*). Backstops are exempt from the Building Permit requirement and ~~ten-twelve foot (10' 12')~~ height limitation.

SECTION 5.5.004 - SCREENING MATERIAL

Where screening is required to be a wall or fence, the following materials may be substituted, except where screening is required adjacent to a residential use or zone.

- A. Landscape Screen - Screening plant materials may be substituted for a wall or fence, **unless a wall or fence is required by Article 5.6 or by the review authority.**

ARTICLE 5.7 - PARKING AND LOADING

SECTION 5.7.001 - OFF-STREET PARKING SPACES AND LOADING FACILITIES

No parking or loading area, or **vehicle parking or bicycle parking** spaces provided for the purpose of complying with the provisions of this Code shall hereafter be eliminated, reduced, or converted in any manner below the requirements established in this Code, unless equivalent facilities are provided elsewhere in conformity with the provisions of this Article **or unless the Planning Commission and City Council determine the intent is to reduce reliance on the automobile and increase the viability of other alternative modes of transportation, such as walking and bicycling.**

- A. Eligibility of Street Parking Spaces - **Vehicle and bicycle** Parking Spaces in a public street including an alley, shall not be eligible as fulfilling any part of the parking requirements.
- B. Computation Rule for More than One Use in a Structure - In the event that several uses occupy a single structure or parcel of land, the total requirements of off-street **vehicle and bicycle** parking shall be the sum of the requirements for the several uses computed separately.
- C. Shared Parking Facilities - Required **vehicle and bicycle** parking facilities of two (2) or more uses, structures, or parcels of land may be satisfied by the same parking facilities used jointly, to the extent that it can be shown by the owners or operators that the need for the facilities does not materially overlap (e.g., uses primarily of a daytime vs. nighttime nature), and provided that such right of joint use is evidenced by a deed, lease, contract, or similar written instrument establishing such joint use.
- D. Computation Rule for Fractions - If after calculating the number of required off-street **vehicle and bicycle** parking spaces, a quotient is obtained containing a fraction of one-half ($\frac{1}{2}$) or more; an additional space shall be required; if such fraction is less than one-half ($\frac{1}{2}$) it may be disregarded.

- E. Computation Rule Based on Number of Employees - When the **vehicle and bicycle** parking requirement is based on the number of employees, the number of spaces shall be based on the number of working persons typically engaged in the specified activity on the lot during the largest shift of the peak season.
- F. Computation Rule Based on Number of Seats - When the **vehicle and bicycle** parking requirement is based on the number of seats, each eighteen inches (18") of benches, and twenty-four inches (24") of booths, pews or similar facilities shall be counted as one (1) seat.
- G. Computation Rule Based on Number of Students - When the **vehicle and bicycle** parking requirement is based on the number of students, the number of spaces shall be based on the entire occupant load of the structure regardless of the number of students in attendance.
- H. Nonspecified Number of Parking Spaces - When a required number of parking spaces is not specified for a particular use or facility, the Planning Department shall prescribe a number of **vehicle and bicycle** parking spaces or loading berths based on a determination of the traffic generation of the activity, the amount of frequency of loading operations thereof, the time of operation of the activity, their location, and such other factors as affect the need for off-street parking or loading. Any such determination shall be subject to appeal pursuant to the Appeal Procedures as defined in Article 9.7.

SECTION 5.7.002 - REQUIRED OFF-STREET PARKING SPACES

Off-street **vehicle** parking with adequate provision for safe ingress and egress shall be provided for the various uses defined in this Code. Standards for number of required **vehicle** parking spaces are presented in the Off-Street Parking Requirements which is shown in the City of La Grande Standards, Specifications and Guidelines Manual.

SECTION 5.7.005 - PARKING DESIGN STANDARDS

Off-street parking with adequate provision for safe ingress and egress shall be provided for the various uses defined in this Code. Standards for number of required parking spaces are presented in the Off-Street Parking Requirements which is shown in the City of La Grande Standards, Specifications and Guidelines Manual.

B. Vehicle Parking Area Access

1. Driveways serving residential uses shall have a minimum width of not less than nine feet (9') when serving four (4) or less dwelling units, and a driveway width of not less than sixteen feet (16') when serving five (5) or more dwelling units, or in lieu thereof, two (2) separate driveways not less than nine feet (9') in width and unobstructed to a height of eight feet (8').
2. Driveways serving other than residential uses shall have a minimum width of fifteen feet (15') to accommodate one-way traffic, and a minimum width of twenty-five feet (25') to accommodate two-way traffic.

3. **Vehicle** parking areas for four (4) or more vehicles are to be designed to prevent or discourage cars from backing out into a public street, public or private pedestrian walk, or public alley, in order to leave the area or to maneuver out of the parking space. Parking lots are to be designed and improved so as to prevent ingress and egress at any point other than designated entrance or exit drives.
 4. Access driveways to parking areas containing four (4) or more spaces are to be located and designed as follows:
 - a. Parking area entrance and exit driveways are to be located a minimum of fifty feet (50') from the nearest street intersection, as measured from the center line of the driveway to the nearest travel lane of the intersecting street.
 - b. Entrance and exit driveways crossing the street property line of a single site are to be limited to two (2) along the frontage of any single street. The center line of driveways on the same property are to be separated by a minimum of thirty feet (30').
- C. **Vehicle Parking Area Location** - The location of off-street parking and loading facilities shall be in accordance with the following provisions:

E. Bicycle Parking Facility Design

1. Bicycle parking facilities shall either be lockable enclosures in which the bicycle is stored, or secure stationary rack which support the frame so the bicycle cannot easily be pushed or fall to one side. Racks that require a user-supplied lock shall accommodate locking the frame and both wheels using either a cable or U-shaped lock.
2. Bicycle parking spaces shall be at least 6 feet long and 2.5 feet wide, and overhead clearance in covered spaces shall be a minimum of 7 feet.
3. A 5-foot aisle for bicycle maneuvering shall be provided and maintained beside or between each row of bicycle parking.
4. Bicycle racks or lockers shall be securely anchored.
5. Required bicycle parking shall be located in a well lighted, secure and generally visible location.
6. Bicycle parking shall not obstruct walkways. A minimum 5-foot wide aisle shall remain clear.
7. If 10 or more bicycle spaces are required for commercial development, then at least 20 percent of the bicycle spaces must be covered. A lockable enclosure shall be considered as a covered parking space.

8. All of the required bicycle parking for residential uses shall be covered. This may include space provided in a carport or garage.
9. Bicycle parking areas shall be located and designed to prevent damage from maneuvering vehicles.

B. Location Standards for Bicycle Parking

1. All required bicycle parking shall be located on the site within 50 feet of main building entrances and not farther from the entrance than the closest standard or compact motor vehicle parking space. Bicycle parking shall have direct access to both the public right-of-way and to the main entrance of the principal use.
2. For buildings or development with multiple entrances, required bicycle parking shall be distributed proportionally at the various public entrances. Long-term public parking shall also be distributed at the various public entrances, while employee parking shall be located at the employee entrance, if appropriate.
3. Bicycle parking may be located in the public right-of-way with the approval of the Public Works Director.
4. Bicycle parking may be provided within a building, but the location must be easily accessible for bicyclists.

TABLE OF OFF-STREET PARKING REQUIREMENTS

Vehicle Standard Followed by Bicycle Standard

USE TYPE	PARKING SPACE REQUIRED
Animal Shelters:	One (1) space for each 500 square feet of gross floor area plus one (1) space for each employee. Bicycle: Minimum of 5% of the required vehicular parking with a minimum of two (2) spaces
Athletic/Health Club:	One (1) space for each two hundred (200) square feet of gross floor area plus one (1) space for each employee and employer Bicycle: Minimum of 20% of the required vehicular parking with a minimum of two (2) spaces
Automobile Courts (Motels):	One (1) space for each sleeping or living unit plus one (1) additional space for every two (2) employees Bicycle: Minimum of 5% of the required vehicular parking with a minimum of two (2) spaces
Banks, business or professional offices including real estate offices, personal service shops, libraries, museums, utility computer offices:	One (1) space for each 200 square feet of gross floor area or fraction thereof. Equipment, and storage when supplemental to the main use shall not be considered in parking computations, plus one (1) space for every two (2) employees Bicycle: Minimum of 10% of the required vehicular parking with a minimum of two (2) spaces

Barber shops and beauty parlors:	One (1) space for each employee and employer plus one (1) space for each 100 square feet of floor area Bicycle: Minimum of 10% of the required vehicular parking with a minimum of two (2) spaces
Bowling Alley:	Five (5) spaces for each alley plus one (1) space for every two (2) employees Bicycle: Minimum of 10% of the required vehicular parking with a minimum of two (2) spaces
Churches:	Based on total seating capacity; one (1) space for every three (3) people when occupancy is 0-300; one (1) space for every four (4) people when occupancy is 301-1,000; and one (1) space for every seven (7) people when occupancy is over 1,000, computed cumulatively, i.e. 301 capacity would be calculated at 300 @ 1:3 and 1 @ 1:4 = 101 spaces Bicycle: Minimum of 10% of the required vehicular parking with a minimum of two (2) spaces
Colleges, universities, and trade schools:	Five (5) spaces per classroom, plus one (1) space for every two (2) employees, plus one (1) space per each fleet vehicle, plus the requirements for public assembly as set forth herein Bicycle: Four (4) spaces per classroom
Day Care Schools:	One (1) space for each employee and employer and a thirty foot (30') reserve area for picking up children Bicycle: Minimum of 10% of the required vehicular parking with a minimum of two (2) spaces
Elementary or Junior High:	One and one-half (1½) spaces for each classroom, plus one (1) bus loading space for each 150 students or portion thereof Bicycle: Four (4) spaces per classroom
Establishments for the sale and consumption on the premises of food and beverages:	One (1) space for each (100) square feet of gross floor area or one (1) space per four (4) seats, whichever is less, plus one (1) space for each employee and employer Bicycle: Minimum of 10% of the required vehicular parking with a minimum of two (2) spaces
Group Care Homes:	One (1) space for each 500 square feet of gross floor area plus one (1) space for each employee. Bicycle: Minimum of 10% of the required vehicular parking with a minimum of two (2) spaces
Gymnasiums, lodges, meeting halls, stadiums, sports arenas, theaters, auditoriums, and other public assembly areas:	Based on total seating capacity; one (1) space for every three (3) people when capacity is 0-300; one (1) space for every four (4) people when capacity is 301-1,000; and one (1) space for every seven (7) people when capacity is over 1,000, computed cumulatively, i.e. 301 capacity would be calculated at 300 @ 1:3 and 1 @ 1:5 = 101 spaces Bicycle: Minimum of 20% of the required vehicular parking with a minimum of two (2) spaces
High Schools:	Three (3) spaces per classroom, plus one (1) space per ten (10)

	students the school is designed to accommodate, one (1) per each employee, one (1) for each fleet vehicle, plus the requirements for public assembly as set forth herein Bicycle: Four (4) spaces per classroom
Hospitals:	Two (2) spaces for each bed Bicycle: Minimum of 10% of the required vehicular parking with a minimum of two (2) spaces
Hotels:	One (1) space for each guest room up to forty (40) guest rooms plus one (1) additional space for each two (2) rooms over the first forty (40) rooms and one (1) space for each employee and employer Bicycle: Minimum of 5% of the required vehicular parking with a minimum of two (2) spaces
Manufacturing uses, research and testing laboratories, creameries, bottling establishments, bakeries, printing and engraving or similar use:	One (1) for every (2) employees, or not less than one (1) space for each five hundred (500) square feet of gross floor area whichever amount is greater, plus one (1) space for each fleet vehicle Bicycle: Minimum of 10% of the required vehicular parking with a minimum of two (2) spaces

Medical or dental clinics and medical professional schools:	One (1) space for each doctor and each employee plus one (1) space for each 300 square feet of gross floor area. Bicycle: Minimum of 10% of the required vehicular parking with a minimum of two (2) spaces
Mortuaries and funeral homes:	One (1) space for each employee and one (1) space per four (4) seats based on maximum capacity Bicycle: Minimum of 5% of the required vehicular parking with a minimum of two (2) spaces
Motor vehicles or machinery sales and automotive repair shops, wholesale stores:	One (1) space for each 800 square feet of gross floor area plus one (1) space for each employee and employer Bicycle: Minimum of 5% of the required vehicular parking with a minimum of two (2) spaces
Multiple dwelling housing for senior citizens over sixty (60) years of age whose income level qualified the occupants to receive HUD rent subsidies:	One (1) space per every two (2) dwelling units, plus an off-street loading area Bicycle: Minimum of 5% of the required vehicular parking with a minimum of two (2) spaces
Nursing and convalescent homes:	One (1) space for every three (3) patient beds plus one (1) space for each employee and employer Bicycle: Minimum of 5% of the required vehicular parking with a minimum of two (2) spaces
Offices not providing customer service on the premises:	One (1) space for each employee or one (1) space for each 400 square feet of gross floor area, whichever amount is greater Bicycle: Minimum of 10% of the required vehicular parking with a minimum of two (2) spaces
Residential Use:	Two (2) One and one-half (1.5) spaces per living unit for multiple family and two (2) spaces per single family, or one (1) space plus a garage spaces; one (1) space per residential unit must be covered. Bicycle: One (1) space per unit for multi-family
Rest homes, homes for the aged, or assisted living:	One (1) space for every two (2) patient beds or one (1) space per apartment unit Bicycle: Minimum of 5% of the required vehicular parking with a minimum of two (2) spaces

Retail sales lots such as lumber yards, builder supply stores, yards, nurseries, or any other retail use not listed herein and having portions of operations not within a building:	One (1) space for each employer and employee plus one (1) space for each 400 square feet of gross retail floor area, and one (1) space for each one 1,000 square feet of gross retail sales area Bicycle: Minimum of 5% of the required vehicular parking with a minimum of two (2) spaces
Retail stores having more than 5,000 square feet of floor area:	Twenty (20) spaces plus one (1) space for each 400 square feet of gross floor area devoted to retail sales in excess of 5,000 square feet plus one (1) space for each employee and employer Bicycle: Minimum of 10% of the required vehicular parking with a minimum of two (2) spaces
Retail stores, except as otherwise specified herein, having not more than 5,000 square feet of floor area:	One (1) space for each 400 square feet of gross floor area devoted to retail sales plus one (1) space for each employee Bicycle: Minimum of 10% of the required vehicular parking with a minimum of two (2) spaces
Rooming houses, lodging houses, dormitories, clubs and fraternity houses, bed and breakfasts, residential homes and residential facilities:	One (1) space for each sleeping room or one (1) space for each two (2) beds, whichever is greater. Bicycle: Minimum of 10% of the required vehicular parking with a minimum of two (2) spaces
Swimming Pool:	One (1) space per 400 square feet of gross floor area or one (1) space per five (5) seats or ten feet (10') of bench length; whichever amount is greater. Bicycle: Minimum of 10% of the required vehicular parking with a minimum of two (2) spaces
Trailer parks and/or mobile home parks:	Two (2) spaces in conjunction with each trailer space, plus one (1) space for each three (3) trailer spaces, the latter to be provided in the trailer park separate from the trailer spaces
Warehouses and Storage Buildings:	One (1) space for each 1,000 square feet of gross floor area plus one (1) space for each employee and one (1) space for each fleet vehicle. Bicycle: Minimum of 5% of the required vehicular parking with a minimum of two (2) spaces

ARTICLE 5.9 - ACCESSORY BUILDINGS

SECTION 5.9.001 - STANDARDS

The accessory building shall have exterior siding and roofing with the color, material, and appearances similar to the exterior siding and roofing material used on the primary residential structure, or that is similar in appearance to the predominant materials typically used for accessory building construction within the neighborhood or as determined by the Community Development Director/Planner. See Section 5.4.004.

SECTION 5.9.002 - STANDARDS FOR ACCESSORY RESIDENTIAL UNITS

A. Number of residents. The total number of individuals that reside in both units may not exceed the number that is allowed for a household.

B. Parking.

- 1. No additional parking space is required for an accessory dwelling unit if it is created on a site with an existing house, attached house, or manufactured home and one abutting street has a paved width of at least 28 feet.**
- 2. One additional parking space is required for an accessory dwelling unit:**
 - a. When the abutting street(s) do not have a minimum paved width of 28 feet;
or**
 - b. When the accessory dwelling unit is created at the same time as the house, attached house, or manufactured home.**

C. Design Standards.

- 1. Accessory dwelling units created through the addition of floor area must meet the following:**
 - a. The exterior finish material must be the same or visually match in type, size and placement, the exterior finish material of the attached house or manufactured home.**
 - b. The roof pitch must be the same as the predominant roof pitch of the house, attached house, or manufactured home.**
 - c. Trim on edges of elements on the addition must be the same in type size and location as the trim used on the rest of the house, attached house, or manufactured home.**
 - d. Windows must match those in the house, attached house, or manufactured home in proportion (relationship of width to height) and orientation (horizontal or vertical).**

- e. Eaves must project from the building walls the same distance as the eaves on the rest of the attached house or manufactured home.
 - f. Only one entrance to the house may be located on the front facade of the house and the addition.
2. Detached accessory dwelling units must meet subsections 1. b., c., and d. above.

D. Dimensional Standards

- 1. An attached accessory dwelling unit shall provide front, side, and rear setbacks which comply with the applicable zone district.
- 2. A detached accessory dwelling unit shall provide side and rear setbacks which comply with the applicable zone district and a front yard setback which is ten (10) feet greater than the existing dwelling.
- 3. The lot size of the property must be a minimum of 7,500 square feet.
- 4. The size of an attached or detached accessory dwelling unit may be no more than 33% of the living area of the house, attached house, or manufactured home or 800 square feet, whichever is less.
- 5. The maximum height allowed for an accessory dwelling unit shall:
 - a. Meet the standard of the applicable zone district for an attached unit; and
 - b. Twenty-five (25) feet for a detached unit.

Note: A criterion could be added which requires that the primary dwelling be owner-occupied.

CHAPTER 6 - PUBLIC FACILITIES STANDARDS

ARTICLE 6.1 - BASIC PROVISIONS

SECTION 6.1.002 - APPLICATION *(Note: the proposed amendments in this article are based on recommendations by ODOT which are attached as a separate document)*

- A. The standards established in this section shall apply to all development within the City of La Grande Urban Growth Boundary Area.
- B. Except where otherwise specifically regulated by this ordinance, the following transportation improvements are permitted outright:
 - 1. Normal operation, maintenance, repair, and preservation activities of existing transportation facilities.
 - 2. Installation of culverts, medians, guardrails, and similar types of improvements within the existing right-of-way.
 - 3. Projects specifically identified in the La Grande/Island City Transportation System Plan as not requiring further land use regulation.
 - 4. Emergency measures necessary for the safety and protection of property.
 - 5. Acquisition of right-of-way for public roads, highways, and other transportation improvements designated in the La Grande/Island City Transportation System Plan except for those that are located in exclusive farm use or forest zones.
 - 6. Construction of a local street or road as part of an approved subdivision or land partition, as provided in Chapter 4.
 - 7. Construction of a local street or road as part of a site plan or conditional use approval, as provided in Chapter 8.
- C. Except where otherwise specifically regulated by this Code, the following transportation improvements may be allowed subject to Planning Division Review Procedure in Article 9.2:
 - 1. Installation of fencing, lighting, and similar types of improvements within the existing right-of-way.
 - 2. Installation of pathways outside of street rights-of-way.
 - 3. Landscaping as part of a transportation facility.

- D. Construction, reconstruction, or widening of highways, roads, bridges or other transportation projects that are not improvements designated in the La Grande/Island City Transportation System Plan or not designed and constructed as part of a subdivision or planned development subject to site plan and/or conditional use review, shall require an amendment to the La Grande/Island City Transportation System Plan and applicable standards. Amendments to the La Grande/Island City Transportation System Plan shall be reviewed according to the Comprehensive Plan Document Amendment provisions in Article 8.9 and in coordination with Island City, Union County, and the Oregon Department of Transportation.**

ARTICLE 6.2 - VEHICULAR ACCESS AND CIRCULATION

SECTION 6.2.004 - MINIMUM STREET RIGHT-OF-WAY WIDTHS

Unless otherwise indicated on an official circulation plan, the minimum width of rights-of-way and street improvements shall be in compliance with the following table:

Insert Table 1 from Volume I of the TSP.

- ~~A. Major Highways - A right of way width of one hundred feet (100'), with improvements in accordance with the standards and specifications of this Code.~~
- ~~B. Arterials - A right of way width of eighty feet (80'), with improvements in accordance with the standards and specifications of this Code.~~
- ~~C. Collector Street - A right of way width of sixty feet (60'), with improvements in accordance with the standards of this Code.~~
- ~~D. Local Streets - A right of way width of sixty feet (60'), with improvements in accordance with the standards of this Code.~~
- A. Cul-de-sac Streets - A right-of-way width of not less than one hundred ~~thirty feet (130')~~, (100' to 110' recommended) with improvements in accordance with the standards of this Code.
- B. Alleys - A right-of-way width of not less than twenty feet (20'), with improvements in accordance with standards and specifications of this Code.
- C. When necessary for street construction on a side hill situation, the right-of-way needs shall be expanded as necessary.
- D. When street design widths have been reduced by the elimination of parking on one (1) or both sides, and when adequate off-street parking is provided, the right-of-way width may be reduced by a similar amount rounded to the nearest five feet (5').

SECTION 6.2.005 - MINIMUM STREET IMPROVEMENTS

The following street improvements shall be required for development and shall be provided at the expense of the developer:

- A. Arterial Streets - Arterial streets shall be improved with street trees, curbs, gutters, storm water collection system, sidewalk, and **pavement a paved width of forty four feet (44') curb to curb**. The typical street section shall be constructed in accordance with **Table 1 in Section 6.2.004**, the City of La Grande Standard Drawings and Specifications, in the City of La Grande Standards, Specifications and Guidelines Manual, as it may be revised. Sidewalks shall be installed on both sides.
- B. Collector Streets - Collector streets shall be improved with street trees, curbs, gutters, storm water collection system, sidewalk, and **pavement a paved width of forty four feet (44') curb to curb**. The typical street section shall be constructed in accordance with **Table 1 in Section 6.2.004**, City of La Grande Standard Drawings and Specifications, in the City of La Grande Standards, Specifications and Guidelines Manual, as it may be revised. Sidewalks shall be installed on both sides.
- C. Local Streets - Local streets shall be improved with street trees, curbs, gutters, storm water collection system, sidewalk, and **pavement a paved width of forty four feet (44') curb to curb**. The typical street section shall be constructed in accordance with **Table 1 in Section 6.2.004**, City of La Grande Standard Drawings and Specifications, in the City of La Grande Standards, Specifications and Guidelines Manual, as it may be revised. Sidewalks shall be installed on both sides.
- 28. Cul-de-sac - The minimum diameter on a cul-de-sac from curb to curb shall be one hundred twenty feet (120') **(90' to 100' recommended)**, and the maximum length shall be five hundred feet (500') **(300' recommended by ODOT)**.
- D. Elimination of parking, reduction of improved street width.
 - 1. Existing Platted Streets - When the right-of-way for any previously platted street is less than that specified above, the improved street width may be reduced through the elimination of parking on one (1) or both sides. This provision would apply when existing improvements prohibit the acquisition of necessary additional right-of-way, and adequate off-street parking is provided.
 - 2. New Developments - In special instances, strict application of the requirements of this Section may not be necessary, when provisions are made during development for adequate off-street parking approval of reduced width. Streets would allow for a reduction in street width as provided in the above Sections. Typical examples of development where this Section might apply are industrial parks, planned unit development, or a high density housing project.
- E. In no case will the widths of newly constructed streets be less than:

1. Parking on One Side
 - a. Arterial - Forty feet (40') curb to curb.
 - b. Collector - Thirty feet (30') curb to curb.
 - c. Local - Thirty feet (30') curb to curb.
2. No Parking Either Side
 - a. Arterial - Thirty feet (30') curb to curb.
 - b. Collector - Twenty-eight feet (28') curb to curb.
 - c. Local - Twenty-four feet (24') curb to curb.

SECTION 6.2.009 - CUL-DE-SACS

- A.** A cul-de-sac shall be not more than five hundred feet (500') (*300' recommended by ODOT*) long, or serve more than eighteen (18) single-family dwellings. All cul-de-sacs shall terminate with a circular turnaround having a minimum **curb-to-curb** radius of not less than sixty feet (60') (*45' - 50' recommended - common std. in many cities*). The length of the cul-de-sac shall be measured along the center line of the roadway from the near side of the intersecting street, to the farthest point of the cul-de-sac.
- B.** Cul-de-sacs shall only be permitted when one or more of the circumstances listed in this subsection exist. When cul-de-sacs are justified, pedestrian ways shall be provided to connect with another street, greenway, school or similar destination unless one or more of the circumstances listed in this subsection exist.
 1. Physical or topographic conditions make a street or walkway connection impracticable. These conditions include but are not limited to controlled access streets, railroads, steep slopes, wetlands, or water bodies where a connection could not reasonably be provided.
 2. Buildings or other existing development on adjacent lands physically preclude a connection now or in the future considering the potential for redevelopment.
 3. Where streets or accessways would violate provisions of leases, easements or similar restrictions.
 4. Where the streets or accessways abut the urban growth boundary and rural resource land in farm or forest use, except where the adjoining land is designated as an urban reserve area.

SECTION 6.2.020 - ACCESS MANAGEMENT GUIDELINES*(Note: the proposed amendments in this article are based on recommendations by ODOT which are attached as a separate document)*

A. General

1. The intent of this section is to:

- a. Implement the access management policies of the city of La Grande as set forth in the La Grande/Island City Transportation System Plan;
 - b. Manage access to land development to preserve the transportation system in terms of safety, capacity, and function; and
 - c. Reduce substandard access improvements over time by applying the provisions of this section when new development or major redevelopment occurs which will increase traffic generated from the site; when a safety or capacity deficiency requires specific mitigation; or when a street is reconstructed.
- 2. Unless otherwise noted, the provisions of this section shall apply to all arterials and collectors within the city of La Grande and to all properties that abut these roadways.**
- 3. The guidelines in this section shall be satisfied unless a waiver is justified as provided in Subsection 6.2.020 E.**

B. General Access Management Guidelines

The access management guidelines contained in Table 2 below shall be satisfied for new or reconstructed streets and driveways.

(insert Table 2 from the draft TSP)

C. Access Design Guidelines

1. Corner Clearance

- a. Corner clearance for access connections shall meet or exceed the minimum spacing requirements for that roadway (Table 2).
- b. Where no other alternatives exist, the City may allow construction of an access connection along the property line farthest from the intersection. In such cases, directional connections (e.g. right in/out, right in only, or right out only) may be required.

2. Joint and Cross Access

- a. Adjacent commercial or office properties classified as major traffic generators (i.e. shopping plazas, office parks), shall provide a cross access drive and pedestrian access to allow circulation between sites.**
- b. A system of joint use driveways and cross access easements shall be established wherever feasible and shall incorporate the following:**
 - (1) A continuous service drive or cross access corridor extending the entire length of each block served to provide for driveway separation consistent with the access management classification system and standards.**
 - (2) A design speed of 10 mph and a maximum width of 20 feet to accommodate two-way travel aisles designated to accommodate automobiles, service vehicles, and loading vehicles;**
 - (3) Stub-outs and other design features to make it visually obvious that the abutting properties may be tied in to provide cross-access via a service drive; and**
 - (4) A unified access and circulation system plan for coordinated or shared parking areas is encouraged.**
- c. Shared parking areas shall be permitted and a reduction in required parking spaces if peak demands do not occur at the same time periods.**
- d. Pursuant to this section, property owners shall:**
 - (1) Record an easement with the deed allowing cross access to and from other properties served by the joint use driveways and cross access or service drive;**
 - (2) Record an agreement with the deed that remaining access rights along the roadway will be dedicated to the city and pre-existing driveways will be closed and eliminated after construction of the joint-use driveway; and**
 - (3) Record a joint maintenance agreement with the deed defining maintenance responsibilities of property owners.**
- e. The city may reduce required separation distance of access points where they prove impractical, provided all of the following requirements are met:**
 - (1) Joint access driveways and cross access easements are provided in accordance with this section.**

(2) The site plan incorporates a unified access and circulation system in accordance with this section.

(3) The property owner enters into a written agreement with the city, recorded with the deed, that pre-existing connections on the site will be closed and eliminated after construction of each side of the joint use driveway.

3. Access Connection and Driveway Design

a. Driveways shall meet the following standards:

(1) If the driveway is a one way in or one way out drive, then the driveway shall be a minimum width of 10 feet and a maximum width of 12 feet and shall have appropriate signage designating the driveway as a one way connection.

(2) For two-way access, each lane shall have a minimum width of 10 feet and a maximum width of 12 feet.

b. Driveway approaches must be designed and located to provide an exiting vehicle with an unobstructed view. Construction of driveways along acceleration or deceleration lanes and tapers shall be avoided due to the potential for vehicular weaving conflicts.

c. The length of driveways shall be designed in accordance with the anticipated storage length for entering and exiting vehicles to prevent vehicles from backing into the flow of traffic on the public street or causing unsafe conflicts with on-site circulation.

4. Nonconforming Access Features

Legal access connections in place as of (date of adoption) that do not conform with the standards herein are considered nonconforming features and shall be brought into compliance with applicable standards under the following conditions:

a. When new access connection permits are requested; and

b. Change in use or enlargements or improvements that will increase trip generation.

5. Reverse Frontage

a. Lots that front on more than one street shall be required to locate motor vehicle accesses on the street with the lower functional classification.

b. When a residential subdivision is proposed that would abut an arterial, it shall be designed to provide through lots along the arterial with access from a frontage road or interior local road. Access rights of these lots to the

arterial shall be dedicated to the city of La Grande and recorded with the deed. A berm or buffer yard may be required at the rear of through lots to buffer residences from traffic on the arterial. The berm or buffer yard shall not be located within the public right-of-way.

6. Shared Access

Subdivisions with frontage on an arterial shall be designed into shared access points to and from the street. Normally, a maximum of two accesses shall be allowed regardless of the number of lots or businesses served. If access off of a secondary street is possible, access should not be allowed onto the arterial. If access off of a secondary street becomes available, then conversion to that access is encouraged, along with closing the arterial street access.

7. Connectivity

- a. The street system of proposed subdivisions shall be designed to connect with existing, proposed, and planned streets outside of the subdivision as provided in this Section. To ensure continuation of the existing street grid and a pedestrian-friendly scale of the city blocks, block lengths shall be a maximum of 300 feet and block perimeters shall be a maximum of 1200 feet.
- b. Wherever a proposed development abuts unplatted land or a future development phase of the same development, street stubs shall be provided to allow access to abutting properties or to logically extend the street system into the surrounding area. All street stubs shall be provided with a temporary turn-around unless specifically exempted by the Public Works Director, and the restoration and extension of the street shall be the responsibility of any future developer of the abutting land.
- c. Minor collector and local residential access streets shall connect with surrounding streets to permit the convenient movement of traffic between residential neighborhoods or facilitate emergency access and evacuation. Connections shall be designed to avoid or minimize through traffic on local streets. Appropriate design and traffic control such as four-way stops and traffic calming measures are the preferred means of discouraging through traffic.

D. Traffic Study

For proposed development which are anticipated to generate more than 400 average daily motor vehicle trips (ADTs), the City may require the applicant to provide adequate information, such as a traffic impact study or traffic counts to demonstrate the level of impact to the surrounding street system. The applicant shall be required to mitigate negative impacts attributable to the development.

E. Waivers to Access Management Guidelines

The city may modify or waive the requirements of this section when Subsections 1, 2, and 3 below are satisfied.

1. Applicant has provided proof of unique or special conditions that make strict application of the provisions impractical. Applicants shall include proof that one or more of the following circumstances exist:
 - a. Indirect or restricted access cannot be obtained;
 - b. No engineering or construction solutions can be applied to mitigate the condition;
 - c. The characteristics or layout of abutting properties would make a development of a unified or shared access and circulation system impractical; and
 - d. No alternative access is available from a street with a lower functional classification than the primary roadway.
2. The access hardship leading to the waiver request is not self-created.
3. The granting of the waiver shall meet the purpose and intent of these regulations and shall not be considered until every feasible option for meeting access standards is explored.

ARTICLE 6.3 – STREET TREES, CURBS, GUTTERS, AND SIDEWALKS

SECTION 6.3.001 - PEDESTRIAN WAYS

When necessary for public convenience and safety, pedestrian ways ten feet (10') in width to permit access to cul-de-sacs, to pass through oddly shaped or unusually long blocks, or to provide access to schools, parks, recreation, or other public or private areas, may be required. Pedestrian ways shall be of such design and location as reasonably required to facilitate convenient pedestrian travel, and shall be dedicated to the public.

CHAPTER 8 - REVIEW PROCEDURES

ARTICLE 8.2 - SITE PLAN APPROVAL

SECTION 8.2.003 - REVIEW CRITERIA

A Site Plan shall be approved if the reviewing authority shall find that it satisfies all applicable requirements of this Code, **La Grande Design Guidelines** (*See Appendix G*), and other applicable codes and Ordinances.

ARTICLE 8.5 - CONDITIONAL USE PERMIT

SECTION 8.5.003 - REVIEW CRITERIA

A Conditional Use Permit shall be granted only if the reviewing authority shall find that it satisfies the following criteria, as well as all other criteria and standards of this Code and other applicable codes and Ordinances.

- A. That the use is conditionally permitted in the zone in which it is proposed to be located.
- B. That the location, size, design, and operating characteristics of the proposed use are in conformance with the La Grande Comprehensive Plan.
- C. That the location, size, design, and operating characteristics of the proposed development will be compatible with and will not have significant adverse effects on the appropriate development and use of abutting properties and the surrounding neighborhood. Consideration shall be given to harmony in scale, bulk, coverage, and density; to the availability of civic facilities and utilities; to harmful effects, if any, upon desirable neighborhood characteristics and livability; to the generation of traffic and the capacity of surrounding streets; and to any other relevant impact of the development.
- D. The proposed conditional use will be consistent with the **La Grande Design Guidelines** (*See Appendix G*).

ISLAND CITY COMPREHENSIVE PLAN

RECOMMENDED CHANGES

Final Recommendation - September 28, 1999

A number of new amendments from the September 7, 1999 draft for the city's consideration from Cheryl Jarvis-Smith and Keith Liden. Existing text for replacement in ~~striketrough~~, new text in **bold**, amendments from the September 7, 1999 draft shown in ***bold italic***, and comments in *italic*.

The Island City Comprehensive Plan supports the concepts in the Transportation Planning Rule. Except for adopting the goals presented in Volume I of the TSP, few amendments are necessary. The recommended amendments to the Plan are suggested to support the related code amendments and design guidelines (Appendix G) that are presented on the following pages.

Page 24: Transportation

Goal: To provide and encourage a safe, convenient, **efficient**, and economic transportation system.

Policy 8. The City will coordinate with ODOT in efforts to recognize the Island City Center ~~by reclassifying and amend Island Avenue as a Category 6 highway with access designations to reduced traffic speed and enhanced pedestrian amenities.~~

Policy 9. Amendments to the Comprehensive Plan, Development Code, and property zoning designations shall be consistent with the La Grande/Island City Transportation System Plan (TSP). This shall be accomplished by one of the following:

- a. Limiting allowed land uses to be consistent with the planned function of the transportation facility;***
- b. Amending the TSP to ensure that existing, improved, or new transportation facilities are adequate to support the proposed land uses consistent with the requirement of the TPR; or***
- c. Altering land use designations, densities, or design requirements to reduce demand for automobile travel and meet travel needs through other modes.***

Overall Comments

The 1995 amendments to the Island City Comprehensive Plan actively promote TPR concepts in the following ways:

- *Planned extension of a grid street system;*
- *Location of medium density housing along major streets near employment and service centers;*
- *Achieving a local jobs/housing balance;*
- *Providing for pedestrian- and bicycle-accessible neighborhood commercial and business park centers; and*
- *Incorporating the Union County Bicycle Plan.*

ISLAND CITY DEVELOPMENT CODE

RECOMMENDED CHANGES

Final Recommendation - September 28, 1999

A number of new amendments for the city's consideration from Cheryl Jarvis-Smith and Keith Liden are shown in ***bold italic***. The remainder of this draft (from the 9/7/99 draft) shows the existing text for replacement in ~~strike through~~, new text in **bold**, and comments in *italic*.

Page 47-48: Local Streets:

Unless modified through the Planned Development, Variance or Adjustment process, local streets that are internal to a project shall:

1. Have a minimum right-of-way width of 50-60 feet, depending on the street design.
2. Be paved to a minimum of **28** feet, with parking limited to one side of the street, or **32** feet if parking is proposed on both sides of the street.
3. Have curbing and drainage approved by the City Engineer.
4. Be provided with a 5-foot sidewalk on **both sides** of the street ~~at least one side of the street~~ (a shared pedestrian bikeway may substitute for a sidewalk on one side of the street).
5. Be provided with a 5-foot park rows (landscaped areas between the street pavement and the sidewalk), curbs and gutters.

Page 48: *appropriate as written*-- Minor and Major Collector Streets

Page 48: *appropriate as written*--Access Limitations

Page 49: *appropriate as written*--Adequate Public Facilities

Page 55: entire section is mostly appropriate as written--Streets and Blocks, General

Table 15.11:

Local Street/Parking one side, 50' minimum, **28** foot paved roadway

Local Street/Parking two sides, 60' minimum, **32** foot paved roadway

The length, width and shape of blocks shall take into account the need for adequate lot size and street width. No block shall be more than 800 feet in length between street corner lines (*a reduced distance of 300' is recommended by ODOT*), unless it is adjacent to an arterial street or unless the location of adjoining street justifies an adjustment. The recommended minimum length of blocks along an arterial street is 1600 feet. Any block over 800 feet along a collector street may be required to provide pedestrian connections and crosswalks dedicated and improved to City standards.

ARTICLE 3 LAND USE REVIEW PROCEDURES (New)

2.03 - PRE-APPLICATION CONFERENCE REQUIRED

- C. Scheduling. The Planning Official will schedule a pre-application meeting within 30 days after receipt of the required materials from the applicant. At the pre-application conference, the Planning Official will describe the Comprehensive Plan zoning designation that apply to the subject property, the type of applications that will be needed, and associated fees. *For developments which have frontage on or are proposed to obtain access to Oregon Highway 82, the Planning Official will notify the ODOT District Manager of the proposal and the pre-application conference date.*

ARTICLE 10 GENERAL STANDARDS

10.08 - TRANSPORTATION IMPROVEMENTS (*Recommended by ODOT with amendments per 8/24/99 meeting with city and consultant*)

- A. Except where otherwise specifically regulated by this ordinance, the following transportation improvements are permitted outright:
1. Normal operation, maintenance, repair, and preservation activities of existing transportation facilities.
 2. Installation of culverts, medians, guardrails, and similar types of improvements within the existing right-of-way.
 3. Projects specifically identified in the La Grande/Island City Transportation System Plan as not requiring further land use regulation.
 4. Emergency measures necessary for the safety and protection of property.
 5. Acquisition of right-of-way for public roads, highways, and other transportation improvements designated in the La Grande/Island City Transportation System Plan except for those that are located in exclusive farm use or forest zones.

B. Except where otherwise specifically regulated by this Code, the following transportation improvements may be allowed subject to a Type I Ministerial Application procedure in Section 2.05:

- 1. Installation of fencing, lighting, and similar types of improvements within the existing right-of-way.**
- 2. Installation of pathways outside of street rights-of-way.**
- 3. Landscaping as part of a transportation facility.**

C. Except where otherwise specifically regulated by this ordinance, the following transportation improvements may be allowed subject to conditional use review in Article 12:

- 1. Construction, reconstruction, or widening of highways, roads, bridges or other transportation projects that are: (1) not improvements designated in the La Grande/Island City Transportation System Plan or (2) not designed and constructed as part of a subdivision or planned development subject to site plan and/or conditional use review, shall comply with the La Grande/Island City Transportation System Plan and applicable standards, and shall address the following criteria. For State projects that require an Environmental Impact Statement (EIS) or EA (Environmental Assessment), the draft EIS or EA shall be reviewed and used as the basis for findings to comply with the following criteria:**
 - a. The project is designed to be compatible with existing and planned land use.**
 - b. The project is designed to properly address related safety, noise, and land use compatibility issues.**
 - c. The project is designed to minimize avoidable environmental impacts to identified wetlands, wildlife habitat, air and water quality, cultural resources, and scenic qualities.**
 - d. The project preserves or improves the safety and function of the facility through access management, traffic calming, or other design features.**
 - e. Project includes provision for bicycle and pedestrian circulation as consistent with the comprehensive plan and other requirements of this ordinance.**
- 2. If review under this Section indicates that the use or activity is inconsistent with the La Grande/Island City Transportation System Plan, the procedure for a plan amendment shall be undertaken prior to or in conjunction with the conditional permit review.**

3. **Time Limitation on Transportation-Related Conditional Use Permits**
Authorization of a conditional use shall be void after a period specified by the applicant as reasonable and necessary based on season, right-of-way acquisition, and other pertinent factors. This period shall not exceed three years.

10.09 - ACCESS MANAGEMENT *(Recommended by ODOT with amendments per 8/24/99 meeting with city and consultant)*

A. General

1. The intent of this section is to:

- a. **Implement the access management policies of the city of Island City as set forth in the La Grande/Island City Transportation System Plan;**
 - b. **Manage access to land development to preserve the transportation system in terms of safety, capacity, and function; and**
 - c. **Reduce substandard access improvements over time by applying the provisions of this section when new development or major redevelopment occurs which will increase traffic generated from the site; when a safety or capacity deficiency requires specific mitigation; or when a street is reconstructed.**
2. **Unless otherwise noted, the provisions of this section shall apply to all arterials and collectors within the city of Island City and to all properties that abut these roadways.**
 3. **The guidelines in this section shall be satisfied unless a waiver is justified as provided in Subsection 10.09 E.**

B. General Access Management Guidelines

The access management guidelines contained in Table 2 below shall be satisfied for new or reconstructed streets and driveways.

(insert Table 2 from the draft TSP)

C. Access Design Guidelines

1. Corner Clearance

- a. **Corner clearance for access connections shall meet or exceed the minimum spacing requirements for that roadway (Table 2).**
- b. **Where no other alternatives exist, the city may allow construction of an access connection along the property line farthest from the intersection. In**

such cases, directional connections (e.g. right in/out, right in only, or right out only) may be required.

2. Joint and Cross Access

- a. Adjacent commercial or office properties classified as major traffic generators (i.e. shopping plazas, office parks), shall provide a cross access drive and pedestrian access to allow circulation between sites.
- b. A system of joint use driveways and cross access easements shall be established wherever feasible and shall incorporate the following:
 - (1) A continuous service drive or cross access corridor extending the entire length of each block served to provide for driveway separation consistent with the access management classification system and standards.
 - (2) A design speed of 10 mph and a maximum width of 20 feet to accommodate two-way travel aisles designated to accommodate automobiles, service vehicles, and loading vehicles;
 - (3) Stub-outs and other design features to make it visually obvious that the abutting properties may be tied in to provide cross-access via a service drive; and
 - (4) A unified access and circulation system plan for coordinated or shared parking areas is encouraged.
- c. Shared parking areas shall be permitted and a reduction in required parking spaces if peak demands do not occur at the same time periods.
- d. Pursuant to this section, property owners shall:
 - (1) Record an easement with the deed allowing cross access to and from other properties served by the joint use driveways and cross access or service drive;
 - (2) Record an agreement with the deed that remaining access rights along the roadway will be dedicated to the city and pre-existing driveways will be closed and eliminated after construction of the joint-use driveway; and
 - (3) Record a joint maintenance agreement with the deed defining maintenance responsibilities of property owners.
- e. The city may reduce required separation distance of access points where they prove impractical, provided all of the following requirements are met:

- (1) Joint access driveways and cross access easements are provided in accordance with this section.**
- (2) The site plan incorporates a unified access and circulation system in accordance with this section.**
- (3) The property owner enters into a written agreement with the city, recorded with the deed, that pre-existing connections on the site will be closed and eliminated after construction of each side of the joint use driveway.**

3. Access Connection and Driveway Design

a. Driveways shall meet the following standards:

- (1) If the driveway is a one way in or one way out drive, then the driveway shall be a minimum width of 10 feet and a maximum width of 12 feet and shall have appropriate signage designating the driveway as a one way connection.**
- (2) For two-way access, each lane shall have a minimum width of 10 feet and a maximum width of 12 feet.**

b. Driveway approaches must be designed and located to provide an exiting vehicle with an unobstructed view. Construction of driveways along acceleration or deceleration lanes and tapers shall be avoided due to the potential for vehicular weaving conflicts.

c. The length of driveways shall be designed in accordance with the anticipated storage length for entering and exiting vehicles to prevent vehicles from backing into the flow of traffic on the public street or causing unsafe conflicts with on-site circulation.

4. Nonconforming Access Features

Legal access connections in place as of (date of adoption) that do not conform with the standards herein are considered nonconforming features and shall be brought into compliance with applicable standards under the following conditions:

a. When new access connection permits are requested; and

b. Change in use or enlargements or improvements that will increase trip generation.

5. Reverse Frontage

- a. Lots that front on more than one street shall be required to locate motor vehicle accesses on the street with the lower functional classification.
- b. When a residential subdivision is proposed that would abut an arterial, it shall be designed to provide through lots along the arterial with access from a frontage road or interior local road. Access rights of these lots to the arterial shall be dedicated to the city of Island City and recorded with the deed. A berm or buffer yard may be required at the rear of through lots to buffer residences from traffic on the arterial. The berm or buffer yard shall not be located within the public right-of-way.

6. Shared Access

Subdivisions with frontage on an arterial shall be designed into shared access points to and from the street. Normally, a maximum of two accesses shall be allowed regardless of the number of lots or businesses served. If access off of a secondary street is possible, access should not be allowed onto the arterial. If access off of a secondary street becomes available, then conversion to that access is encouraged, along with closing the arterial street access.

7. Connectivity

- a. The street system of proposed subdivisions shall be designed to connect with existing, proposed, and planned streets outside of the subdivision as provided in this Section. To ensure continuation of the existing street grid and a pedestrian-friendly scale of the city blocks, block lengths shall be a maximum of 300 feet and block perimeters shall be a maximum of 1200 feet (*note that the dimensions in this section should be consistent with other code requirements*).
- b. Wherever a proposed development abuts unplatted land or a future development phase of the same development, street stubs shall be provided to allow access to abutting properties or to logically extend the street system into the surrounding area. All street stubs shall be provided with a temporary turn-around unless specifically exempted by the Public Works Director, and the restoration and extension of the street shall be the responsibility of any future developer of the abutting land.
- c. Minor collector and local residential access streets shall connect with surrounding streets to permit the convenient movement of traffic between residential neighborhoods or facilitate emergency access and evacuation. Connections shall be designed to avoid or minimize through traffic on local streets. Appropriate design and traffic control such as four-way stops and traffic calming measures are the preferred means of discouraging through traffic.

D. Traffic Study

1. *For proposed developments which are anticipated to generate more than 100 average daily motor vehicle trips (ADTs), the city shall submit the application to the ODOT District Manager for review.*
2. **For proposed developments which are anticipated to generate more than 400 average daily motor vehicle trips (ADTs), the city and/or the ODOT District Manager may require the applicant to provide adequate information, such as a traffic impact study or traffic counts to demonstrate the level of impact to the surrounding street system. The applicant shall be required to mitigate negative impacts attributable to the development.**

E. Waivers to Access Management Guidelines

The city may modify or waive the requirements of this section when Subsections 1, 2, and 3 below are satisfied.

1. **Applicant has provided proof of unique or special conditions that make strict application of the provisions impractical. Applicants shall include proof that one or more of the following circumstances exist:**
 - a. **Indirect or restricted access cannot be obtained;**
 - b. **No engineering or construction solutions can be applied to mitigate the condition;**
 - c. **The characteristics or layout of abutting properties would make a development of a unified or shared access and circulation system impractical; and**
 - d. **No alternative access is available from a street with a lower functional classification than the primary roadway.**
2. **The access hardship leading to the waiver request is not self-created.**
3. **The granting of the waiver shall meet the purpose and intent of these regulations and shall not be considered until every feasible option for meeting access standards is explored.**

ARTICLE 15 LAND DIVISIONS

Table 15.11: Street, Sidewalk and Bikeway Standards, should be amended to reflect Table 1 in Volume I of the TSP.

EATSP CD ROMAMENDS.DOC