City of Condon

Transportation System Plan

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CHAPTER 1: INTRODUCTION

The City of Condon Transportation System Plan (TSP) guides the management of existing transportation facilities and the design and implementation of future facilities within the city's Urban Growth Boundary (UGB) for the next 20 years. This TSP constitutes the transportation element of the city's comprehensive plan and satisfies the requirements of the Oregon Transportation Planning Rule (TPR) established by the Department of Land Conservation and Development. It identifies and prioritizes transportation projects for inclusion in the Oregon Department of Transportation's (ODOT's) Statewide Transportation Improvement Program (STIP).

PLANNING AREA

The City of Condon's TSP planning area covers the entire area within the Condon city limits as well as the city's broader Area of Mutual Concern (AMC). Condon's AMC was designated under the *Gilliam County Comprehensive Plan*, prior to the state's development of UGBs, to represent the unincorporated area of the city lying within 660 feet, measured at right angles, of the corporate limits of the city. In essence, the AMC serves the purpose of a UGB by designating areas of unincorporated land within the vicinity of incorporated city limits where land may developed to urban densities. Development planning and management decisions within the AMC are made by a joint planning commission comprised of city and county planning commission members and a Condon resident. The planning area for the City of Condon TSP is shown on Figure 1-1 and clearly illustrates the city limits and the AMC which extends beyond, and parallel to, the eastern city limits.

Condon is located in the south-central portion of Gilliam County in the north-central portion of Oregon approximately 38 miles south of Arlington. The city was established in 1893 and serves as the largest urban area in the county with a 1997 population of 800. This population represented about 41 percent of the entire county population in 1997. The city is laid out in a well connected grid with the majority of retail and commercial development oriented along Main Street (OR 19/206).

Roadways included in the TSP fall under several jurisdictions: the city, Gilliam County, and the State of Oregon. Condon's local roadway network is relatively small in scale but is fairly well developed and is well connected due to its grid layout. The highways through the city are asphalt paved and the majority of other city streets are chip sealed.

Condon is served by two county roads within the AMC. Old Cottonwood Road (County Road No. 659) runs east-west serving as the north city limits. Sniption Lane (County Road No. 664) runs east-west through the city limits ending at OR 19. Within Condon, Sniption Lane is referred to as Bayard Street. Both county roads are under county jurisdiction.

OR 19 (John Day Highway) begins at the I-84 junction in Arlington, connects the county's two largest urban centers–Arlington and Condon, and serves as the primary north-south roadway through Condon. The highway shares alignment with Washington, Walnut, and Main Streets throughout the city limits and is designated a highway of regional importance within the county. OR 206 (Wasco-Heppner Highway) serves as the primary east-west route through the city although it shares an alignment briefly with OR 19 along Main Street before continuing eastbound along Bayard Street out of town. Both highways are under the jurisdiction of ODOT.

Condon's primary employer within the city limits is the Condon School District. Regionally, Gilliam County's economy is based primarily in agriculture, with an average farm size of about 4,200 acres. Wheat,

barley, and beef cattle form the principal crops. Hunting, fishing, and tourism are important secondary industries in Gilliam County.

PLANNING PROCESS

The City of Condon TSP was prepared as part of an overall effort in Gilliam County to develop TSPs for Gilliam County and two municipalities: the City of Condon and the City of Arlington. Each plan was developed through a series of technical analyses combined with systematic input and review by the county, the cities, the Transportation Advisory Committee (TAC), ODOT, and the public. The TAC consisted of staff, elected and appointed officials, residents, and business people from Gilliam County and the Cities of Arlington and Condon. Key elements of the process include:

- Involving the Condon community (Chapter 1)
- Defining goals and objectives (Chapter 2)
- Reviewing existing plans and transportation conditions (Chapters 3 and 4; Appendices A and B)
- Developing population, employment, and travel forecasts (Chapter 5; Appendices C and D)
- Developing and evaluating potential transportation system improvements (Chapter 6)
- Developing the Transportation System Plan and Capital Improvement Program (Chapter 7)
- Developing Funding Options and a Financial plan (Chapter 8; Appendix E)
- Developing recommended policies and ordinances (Chapter 9)

Community Involvement

Community involvement is an integral component in the development of a TSP for Gilliam County, the City of Arlington, and the City of Condon. Since each of the communities needed to address similar transportation and land use issues, a public involvement program involving all the jurisdictions was used. Several different techniques were utilized to involve each local jurisdiction, ODOT, and the general public.

A combined management team and TAC provided guidance on technical issues and direction regarding policy issues to the consultant team. Staff members from each local jurisdiction, ODOT, and a local resident from each community served on this committee. This group met five times during the course of the project.

The second part of the community involvement effort consisted of community meetings within Gilliam County. The first public meeting was held in September 1998 in Arlington. The general public was invited to learn about the TSP planning process and provide input on transportation issues and concerns. A second public meeting was held in December 1998 in Condon to accomplish similar goals.

The third part of the community involvement process involved formal presentations before elected officials within the county. The first presentation to the planning commission was made in January 1999. The City of Lonerock held their own meeting to review and discuss the county TSP. The second presentation, held in February 1999, involved formal adoption of the county and city TSPs. The public was notified of the meetings through public announcements in the local newspapers.

Goals and Objectives

Based on input from the City of Condon, the TAC, the county, and review of Condon's and Gilliam County's Comprehensive Plans, a set of goals and objectives were defined for the TSP. These goals and objectives were used to make decisions about various potential improvement projects. They are described in Chapter 2.

Review and Inventory of Existing Plans, Policies, and Public Facilities

To begin the planning process, all applicable City of Condon and Gilliam County transportation and land use plans and policies were reviewed and an inventory of public facilities was conducted. The purpose of these efforts was to understand the history of transportation planning in the Condon area, including the street system improvements planned and implemented in the past, and how the city is currently managing its ongoing development. A brief review of existing plans and policies are described in this Chapter with a more detailed review presented in Appendix A of this report.

The inventory of existing facilities catalogs the current transportation system. The results of the inventory are described in Chapter 3, while Chapter 4 describes how the system operates. Appendix B summarizes the inventory of the existing arterial and collector street system.

Future Transportation System Demands

The State of Oregon's TPR requires the City of Condon TSP to address a 20-year forecasting period. Future traffic volumes for the existing plus committed transportation systems were projected using ODOT's *Level 1 -- Trending Analysis* methodology. The overall travel demand forecasting process is described in Chapter 5.

Transportation System Potential Improvements

Once the travel forecasts were developed, it was possible to evaluate a series of potential transportation system improvements. The evaluation of the potential transportation improvements was based on a qualitative review of safety, environmental, socioeconomic, and land use impacts, as well as estimated cost. These improvements were developed with the help of the local working group, and they attempt to address the concerns specified in the goals and objectives (Chapter 2). The potential improvements were evaluated in Chapter 6.

Transportation System Plan

The TSP addresses each mode of transportation and provides an overall implementation program. The street system plan was developed from the forecasting and potential improvements evaluation described above. The bicycle and pedestrian plans were developed based on current usage, land use patterns, and the requirements set forth by the TPR. The public transportation, air, water, rail, and pipeline plans were developed based on discussions with the owners and operators of those facilities. Chapter 7 details the plan elements for each mode and presents the overall Capital Improvement Program (CIP) listing prioritized projects to be implemented over the 20-year planning horizon.

Funding Options

Condon will need to work with Gilliam County and ODOT to finance new transportation projects over the 20-year planning period. An overview of funding and financing options that might be available to the community are described in Chapter 8.

Recommended Policies and Ordinances

Suggested comprehensive plan policies and implementing zoning and subdivision ordinances are included in Chapter 9. These policies and ordinances are intended to support the TSP and satisfy the requirements of the TPR.

RELATED DOCUMENTS

The City of Condon TSP addresses the regional and rural transportation needs in the city. There are several other documents which address specific transportation elements or areas in Condon and Gilliam County.

These documents were reviewed to ensure that the City of Arlington TSP is consistent with other transportation policies and plans already in effect or being developed. This section lists the applicable documents that were reviewed while a brief summary of the document elements that pertain to transportation planning, policies, and operations is outlined in Appendix A.

City and County Planning Documents

- City of Condon Comprehensive Plan
- City Code of Condon (subdivision regulations)
- Gilliam County Comprehensive Plan
- Gilliam County TSP
- Gilliam County Zoning and Land Development Ordinance

Other State Plans

- Oregon Transportation Plan
- Oregon Highway Plan
- Oregon Bicycle and Pedestrian Plan

CHAPTER 2: GOALS AND OBJECTIVES

The purpose of the TSP is to provide a guide for the City of Condon to meet its transportation goals and objectives. The following goals and objectives were developed from information supplied by the Transportation Advisory Committee, the Local Working Group, city staff, and public response. Throughout the planning process, each element of the plan was evaluated against these parameters.

An overall goal was developed, then more specific goals and objectives were formulated. The goals and objectives listed below are addressed in the following plan chapters.

OVERALL TRANSPORTATION GOAL

Develop a safe, convenient, and economic transportation system that enhances the livability of Condon and accommodates growth and development through careful planning and management of existing and future transportation facilities.

Goal 1: Preserve the function, capacity, level of service, and safety of the state highways.

Objectives:

A. Develop access management standards that will meet the requirements of the TPR and also consider the needs of the Condon Community.

B. Promote alternative modes of transportation (e.g., walking, biking).

C. Promote transportation demand management programs (e.g., dial-a-ride transit, carpooling).

D. Promote transportation system management.

E. Examine the need for specific pedestrian crossing locations in Condon.

F. Develop procedures to minimize impacts to and protect transportation facilities, corridors, or sites during the development review process.

Goal 2: Improve and enhance safety and traffic circulation while preserving level of service on the local street system.

Objectives:

A. Preserve and ensure future roadway development within Condon's well connected grid system.

B. Improve and maintain existing roadways to preserve the capacity, level of service, and safety of the existing transportation system.

C. Examine the need for speed reduction in specific areas.

D. Encourage citizen involvement in identifying and solving local problem spots.

E. Identify and enforce truck routes through the city.

F. Ensure planning coordination between the City of Condon, Gilliam County, and the state.

Goal 3: Identify the 20-year roadway system needs to accommodate developing or undeveloped areas without undermining the rural nature of the local community.

Objectives:

A. Continue to develop the road system as a principal mode of transportation within Condon.

B. Preserve and enhance Condon's municipal airport and support airport master planning efforts.

C. Adopt policies and standards that address street connectivity, spacing, and access management.

D. Improve access into and out of Condon for goods and services.

E. Improve access onto and off of arterial roadways to encourage growth.

Goal 4: Encourage and support the use of alternative modes of transportation (walking, bicycling, and specialty transit) through improved access, safety, and service.

Objectives:

A. Provide sidewalks and safe crossings on urban arterial, collector, and high pedestrian use streets.

B. Provide adequate shoulders on rural collector and arterial streets.

C. Provide appropriate bikeways and safe bike storage facilities where high use occurs or may occur.

D. Preserve and enhance dial-a-ride and charter transit service for seniors and transportation disadvantaged patrons.

E. Promote alternative modes and carpool programs through community awareness and education.

GOAL 5: Improve coordination among Condon, Gilliam County, and ODOT.

Objectives:

A. Work with Gilliam County and ODOT in establishing cooperative road improvement programs, funding alternatives, and schedules.

B. Continue to coordinate with Gilliam County for specialty services such as maintenance of select roads and snow removal.

CHAPTER 3: TRANSPORTATION SYSTEM INVENTORY

As part of the planning process, DEA conducted an inventory of the existing transportation system in the City of Condon. This inventory covered the street system as well as the pedestrian, bikeway, public transportation, rail, air, water, and pipeline systems.

STREET SYSTEM

The most common understanding of transportation is of roadways carrying cars and trucks. Most transportation dollars are devoted to building, maintaining, or planning roads to carry automobiles and trucks. The mobility provided by the personal automobile has resulted in a great reliance on this form of transportation. Likewise, the ability of trucks to carry freight to nearly any destination has greatly increased their use.

Encouraging the use of cars and trucks must be balanced against costs, livability factors, the ability to accommodate other modes of transportation, and negative impacts on adjacent land uses; however, the basis of transportation in nearly all American cities is the roadway system. This trend is clearly seen in the existing Condon transportation system, which consists almost entirely of roadway facilities for cars and trucks. Because of the rural nature of the area, the street system will most likely continue to be the basis of the transportation system for at least the 20-year planning period; therefore, the emphasis of this plan is on improving the existing street system for all users.

Street Layout

The City of Condon has developed in a well established grid pattern which encourages efficient travel by all modes. A grid pattern maximizes connectivity and provides alternate routes to the highway system that runs central through the city. Typical street blocks measure 300 feet east-west by 500 feet north-south. OR 19 and 206 serve as primary routes through the city center.

Existing Street Standards

The City of Condon has no previously identified street design standards. The majority of existing streets in Condon consist of a 60-foot right-of-way. Non-highway pavement width generally ranges from 15 to 25 feet consisting of two travel lanes and narrow shoulders. With the exception of state highways, nearly all streets are chip sealed. Some streets are bordered by 3- to 5-foot sidewalks, while Main Street in downtown Condon accommodates 11-foot sidewalks.

Inventory

The existing street system inventory was conducted for all roads within Condon. Inventory elements include:

- street classification and jurisdiction
- street width, shoulder width, and right-of-way
- number of travel lanes
- presence of on-street parking, sidewalks, or bikeways
- speed limits
- presence of curb and gutter
- general pavement conditions

Figure 3-1 shows the roadway functional classification and jurisdiction. Appendix B lists the complete inventory.

City Street Classification

The current comprehensive plan for the City of Condon does not provide functional classifications for the streets within the City. Typically, streets are classified as either arterials, collectors or local streets based on a number of factors including roadway function (i.e., mobility, land use access, etc.), design, and operation. The city follows ODOT's classification for OR 19 and 206. Based on roadway function and traffic operation conditions observed during the field reconnaissance (traffic volumes, street widths, etc.), DEA assessed the current roadway function of all streets within the city. The classification system includes city, county, and state roadways within the city limits.

Arterials

Arterials form the primary roadway network within and through a region. They provide a continuous road system which distributes traffic between cities, neighborhoods and districts. Generally, arterials are high capacity roadways which carry high traffic volumes entering or leaving the city.

In Condon, OR 19 and 206 function as arterials. OR 19 shares alignment with Washington, Walnut, and Main Streets throughout Condon's city limits. OR 206 shares alignment with Walnut, Main, and Bayard Streets throughout the city limits. These roadways carry the highest traffic volumes in the city and Main Street serves as the focus for most of the commercial development in and around the city.

Collectors

Collectors serve traffic within the commercial, industrial and residential neighborhood areas. They connect local neighborhoods or districts to the arterial network. Collectors help form part of the grid system; however, they are not intended to function as alternate routes to the arterial system.

Local Streets

Local Streets provide access to all parcels of land and serve travel over relatively short distances. They are designed to carry the very low traffic volumes associated with the local uses which abut them. Through traffic movements are discouraged on local streets.

The local streets in Condon are comprised of all streets not classified as either arterials or collectors and comprise the majority of streets within the city.

County Roads

Gilliam County has not established a roadway classification system. The county follows ODOT's roadway classification for county roads. Condon is served by two county roads within the AMC. Old Cottonwood Road (County Road No. 659) runs east-west serving as the north city limits. Sniption Lane (County Road No. 664) runs east-west through the city limits ending at OR 19. Within Condon, Sniption Lane is referred to as Bayard Street. Both county roads are under county jurisdiction and neither is classified by ODOT.

State Highways

State highways often function as major arterial streets, forming the primary roadway network within and through a region. They provide a continuous road system which distributes traffic between cities. Generally, major arterial streets are high capacity roadways which carry high traffic volumes with minimal localized activity. In Condon, the state highways/major arterial streets often serve statewide, regional, and local traffic demands.

Discussion of the Condon street system must include the state highways that traverse the planning area. Although Condon has no direct control over the state highways, adjacent development as well as traffic patterns are heavily influenced by the highways. Condon is served by two state highways: OR 19 and 206. These highways serve as the major routes through the city with commercial and industrial development focused along the corridors.

The *1991 Oregon Highway Plan* (OHP) classifies the state highway system into four levels of importance (LOI): interstate, statewide, regional, and district. ODOT has established primary and secondary functions for each type of highway and objectives for managing the operations for each one.

Condon has one highway of regional importance: OR 19; and one highway of district importance: OR 206.

According to the OHP, the primary function of a regional highway 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 for regional highways 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."

The primary function of a district highway is to "serve local traffic and land access." For highways of district significance, emphasis is placed on preserving safe and efficient higher speed through travel in rural areas, and moderate- to low-speed operations in urban or urbanizing areas with a moderate to high level of interruption to flow. This means that design factors such as controlling access and providing passing lanes are of primary importance. The management objective for regional highways 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 moderate interruptions to flow."

OR 19

OR 19 (John Day Highway) is a highway of regional importance. It begins at the connection to I-84 in the City of Arlington and runs north-south through the City of Condon and into Wheeler County. OR 19 is a highway of regional importance and serves as the primary freight route between Gilliam County's two largest cities; Arlington and Condon. The highway shares alignment with Washington, Walnut, and Main Streets in Condon and serves as the main city street in Condon carrying the highest traffic volumes within the city.

As the highway enters Condon, the posted speed is 30 mph. The speed remains 30 mph along Washington and Walnut Streets. The speed decreases to 25 mph along Main Street from Walnut Street to Pennoyer Street where the speed increases to 30 mph and then to 55 mph at the city limits. Throughout Condon's city limits, the highway is a two-lane roadway and is generally bordered by sidewalks. Main Street has wide 11-foot sidewalks between Walnut and Spring Streets. This section of the highway is at the heart of the downtown business core and presents an inviting and pedestrian-friendly main street appeal to shoppers and passers by. Main Street has narrower 4-foot to 8-foot sidewalks on the west side throughout most of the remainder of the city providing a valuable pedestrian link to the city's central park.

Motorists on the highway have the right-of-way throughout the city limits. The highway's pavement width varies from 56-feet to 32-feet along Main Street but is not striped for bike lanes.

OR 206

OR 206 (Wasco-Heppner Highway) is a highway of district importance and serves as the primary east-west route through the city. Within the city limits, the posted speed varies from 40 mph between the west city limits and "A" Street, decreasing to 30 mph up to Main Street, and decreasing to 25 mph along Main Street. The speed decreases briefly again to 20 mph within a school zone along Bayard Street and then increases to 30 mph at Washington Street and to 55 mph at the east city limits. With the exception of being stop-controlled at the Main Street intersection, OR 206 has the right-of-way throughout the city and functions as an arterial. The highway shares its alignment with OR 19 along Main Street before branching off along Bayard Street in the southern portion of the city. The highway operates as a two-lane roadway varying from

24-feet wide along Walnut Street to generally 56-feet along Main Street to generally 18-feet along Bayard Street. There are no bike lanes along the highway.

General Pavement Conditions

City Streets

The ODOT Pavements Unit published a 1994 report titled, *Pavement Rating Workshop, Non-National Highway System*. This report thoroughly defines the characteristics that pavements must display to be categorized as Very Good and so on. The report also provides color photographs of roadways that display these characteristics, which aids in field investigation and rating of pavement condition. These established guidelines were employed by DEA in conducting a subjective evaluation of pavement condition for all roadways within the City of Condon in May 1998.

An inventory of Condon's roadways was conducted in May 1998 by David Evans and Associates, Inc. (DEA). With the exception of the state highways which are asphalt paved, nearly all remaining paved local streets are chip-sealed. Chip-seal paving tends to provide a rougher ride quality and appearance than asphalt. This was taken into account when evaluating the condition of Condon's streets. Of Condon's 30 streets that were inventoried, 29 are paved and one is gravel. Of the 29 paved streets inventoried, DEA classified 12 as being primarily or totally in Good condition, another 14 in primarily or totally Fair condition, and the remaining 3 primarily or totally in Poor condition. The three streets listed in partially or totally Poor condition include: Sixth Avenue between Walnut and "A" Street, Pennoyer Street between Church and Main Streets, and the unnamed road linking Main and Jefferson Streets south of Trimble Street. A complete listing of local street pavement condition is provided in Appendix B.

State Highways

The Oregon Department of Transportation's (ODOT) Pavement Unit surveys the State Highway System on an annual basis. Observed severity levels of certain distress types are used to determine a pavement condition rating score. These scores are used to stratify pavement segments into five condition categories: (1) Very Good, (2) Good, (3) Fair, (4) Poor, and (5) Very Poor. The *Gilliam County Transportation System Plan* briefly defines these condition categories in Chapter Three.

According to the most recent 1997 ODOT Pavement Condition Report, ODOT rated OR 19 throughout Condon's city limits to be in Fair condition while OR 206 between Ferry Canyon and milepost 47.0 was rated to be in Poor condition. The OR 206 rating applies to a long segment of roadway partially outside the city limits and doesn't seem to accurately reflect pavement condition within Condon's city limits. DEA evaluated pavement condition along Walnut and Main Streets to be in Good condition with pavement condition along Bayard Street to be in Good to Fair condition.

Bridges

The Oregon Department of Transportation maintains an up to date inventory and appraisal of Oregon bridges. Part of this inventory involves the evaluation of three mutually exclusive elements of bridges. One element identifies which bridges are structurally deficient. This is determined based on the condition rating for the deck, superstructure, substructure, or culvert and retaining walls. It may also be based on the appraisal rating of the structural condition or waterway adequacy. Another element identifies which bridges are functionally obsolete. This element is determined based on the appraisal rating for the deck geometry, underclearances, approach roadway alignment, structural condition, or waterway adequacy. The third element summarizes the sufficiency ratings for all bridges. The sufficiency rating is a complex formula which takes into account four separate factors to obtain a numeric value rating the ability of a bridge to

service demand. The scale ranges from 0 to 100 with higher ratings indicating optimal conditions and lower ratings indicating insufficiency. Bridges with ratings under 55 may be nearing a structurally deficient condition.

There are no bridges in Condon that are included in ODOT's bridge maintenance inventory.

PEDESTRIAN SYSTEM

The most basic transportation option is walking. Walking is the most popular form of exercise in the United States and can be performed by people of all ages and all income levels. However, it is not often considered as a means of travel. This is mainly because pedestrian facilities are generally an afterthought and not planned as an essential component of the transportation system.

An average trip length for a pedestrian is around 1/2 mile. The relatively small size of Condon indicates that walking could be employed regularly to reach a variety of destinations in the area.

The presence of sidewalks is generally lacking in Condon. Where sidewalks are present, they are generally fragmented and often not on both sides of a street. Sidewalks are primarily located in the vicinity of community resources that generate higher levels of pedestrian traffic such as the downtown business core along Main Street, near the city's central park along Main Street, and near Condon's schools. Some primarily residential streets have intermittent sidewalks. Many of the sidewalks inventoried were very narrow at 3-feet wide and were in poor to very poor condition.

On the low volume, primarily residential, local roadways, pedestrians and autos can both share the roadway without safety being a critical issue. Figure 3-2 illustrates the existing pedestrian facilities in Condon.

BIKEWAY SYSTEM

Like pedestrians, bicyclists are often overlooked when considering transportation facilities. Bicycles take up little space on the road or parked, do not contribute to air or noise pollution, and offer relatively higher speeds than walking. Because of the small size of Condon, a cyclist can travel to any destination in town within a matter of minutes.

In a typical city, a short trip that would be taken by bicycle is around two miles. Judging from the size of Condon, many bicycle trip lengths would be shorter.

Condon currently has no sanctioned bikeways. On low volume roadways, such as many of the local streets, bicyclists and autos can both safely and easily use the roadway. On a higher volume roadway, such as OR 19, safety for the bicyclists should be an important issue. Many of Condon's local roads have existing shoulders that could be developed for bike lanes.

Another impediment to bicycle use is the lack of parking and storage facilities for bikes throughout the City of Condon.

PUBLIC TRANSPORTATION

There is no established fixed-route public transportation system anywhere in Condon or Gilliam County. The Mid-Columbia Bus Company operates home-to-school bus service for Condon's school district. Mid-Columbia maintains an office and operates its primary storage facility and maintenance hub in Condon.

Since the state requires school bus coverage for elementary students that live more than three-quarters of a mile from school and for high school students that live more than one-mile from school, Mid-Columbia's bus coverage is widespread.

Mid-Columbia also operates charter bus service within the county and much of Oregon to various destinations including Seattle, Washington. Mid-Columbia operates 10 charter buses out of Condon. This service is targeted to adult passengers and serves only Arlington and Condon within the County.

Demand responsive, otherwise referred to as "dial-a-ride," transit is available in Condon. Condon operates one handicapped-access van and a 12 passenger van. This volunteer program is provided as a special transportation service primarily for seniors. Condon has a transit coordinator that works in cooperation with Gilliam County and the Mid-Columbia Council of Governments who manage the provision of the service.

RAIL SERVICE

There is no active rail service in Condon. Approximately five years ago, Union Pacific Railroad ceased rail operations between Arlington and Condon and along the OR 74 corridor. Both rail lines have been physically removed. Freight operations between Arlington and Condon are now primarily accommodated via truck.

AIR SERVICE

The City of Condon is served by Condon State Airport's - Pauling Field. Pauling Field is owned by the state and operates one concrete runway measuring 3,500 feet by 60 feet. The airport is equipped with medium intensity runway lighting, supporting nighttime operations. The airport primarily serves private and charter users but is not staffed.

A Master Plan has not been developed for the airport. However, Gilliam County recognizes the importance, existing and future, of maintaining these two airport facilities. According to *Gilliam County's Comprehensive Plan*, the county will follow policies to "...protect these airports from hazards to navigation and to otherwise encourage the development of adjacent lands and facilities in a manner conducive to increased utilization."

The nearest passenger-use airport is located in Pendleton. Eastern Oregon Regional Airport in Pendleton is a tower controlled airport with 40,600 annual operations. Passenger service includes 16 scheduled flights per day by Horizon Airlines, with flights to Portland and Seattle. The airfield is also home to 60 locally owned fixed-wing aircraft, four rotor, and eight CH-47 Chinook helicopters with the Oregon Army Air Guard.

The Portland International Airport is located about 140 miles to the west of Arlington. Most people probably use this airport for air travel.

PIPELINE SERVICE

Although not often considered as transportation facilities, pipelines carry liquids and gases very efficiently. The use of pipelines can greatly reduce the number of trucks and rail cars carrying fluids such as natural gas, oil, and gasoline. There are no pipeline facilities located within Condon. However, two natural gas pipelines maintained by Pacific Gas Transmission traverse the central portion of Gilliam County. Although the County is not currently served by the pipelines, future natural gas service within the county has been discussed. Although a substation location has not been addressed, the pipelines' proximity to an urban center is closest to Condon; located about seven miles north of the city.

WATER TRANSPORTATION

There are no water transportation systems in Condon.

CHAPTER 4: CURRENT TRANSPORTATION CONDITIONS

As part of the planning process, the current operating conditions for Condon's transportation system were evaluated. This evaluation focused primarily on street system operating conditions since the automobile is by far the dominant mode of transportation in Condon. This involved analysis of existing traffic volumes, street capacity, and street safety. Census data was also examined to determine where local residents work and the mode of transportation used to get to work.

TRAFFIC VOLUMES

The 1997 Average Daily Traffic (ADT) volumes for state highways within Condon were collected by ODOT and summarized in the *1997 ODOT Traffic Volume Tables*. ADT volumes are defined as the average amount of two-way traffic recorded on a roadway over a 24-hour period and reported as vehicles per day (vpd).

Average Daily Traffic

State Highways

The 1997 ADT volumes on the state highways in Condon are shown in Figure 4-1 and represent average volumes for the year. Summertime is the season when volumes are highest. ODOT data on rural sections of OR 19 and 206 south of Arlington and south of Condon, respectively, indicated that during the summer season, volumes are about 15 to 20 percent higher than average volumes. Urban highway sections in Condon are assumed to follow a similar trend.

OR 19

OR 19 (John Day Highway) carries the second highest traffic volumes in the county. Traffic volumes within Condon range from 680 vehicles per day (vpd) just north of Walnut Street, peaking at 2,700 vpd just east of Main Street, tapering off to 520 vpd at the south city limits. OR 19 along Main Street carries the highest volumes within Condon. Part of the reason for the high volumes along Main Street is the fact that OR 206 shares its alignment with OR 19 along Main Street. Both highways carry the highest individual volumes through the city.

OR 206

Traffic volumes along OR 206 (Wasco-Heppner Highway) within Condon range from 500 vpd at Condon's west city limits, peaking at 1,100 vpd between Oregon and Main Streets, tapering to 250 vpd at Condon's east city limits.

Truck Volumes

Truck traffic information was also collected on OR 206 near Condon in 1997. The Condon permanent traffic recorder, located one-half mile east of Condon, indicated that in 1997, nearly nine percent of the ADT was truck traffic. With an ADT volume of 230 vehicles recorded at the counter, this would equate to 21 trucks per day. These daily truck volumes may be low but the percentage of trucks using the highway is very high compared to other roadways. Within the city itself, truck volumes as a percentage of total traffic may be slightly lower because local traffic activity increases the overall traffic volume.

Roadway Capacity

Transportation engineers have established various standards for measuring traffic capacity of roadways or intersections. 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 interruptions in traffic flow, relative freedom for traffic maneuvers, driving comfort and convenience, and operating cost. Six standards have been established ranging from Level A where traffic flow is relatively free-flowing, to Level F, where the street system is totally saturated with traffic and movement is very difficult. Table 4-1 presents the level of service criteria for facilities encountered in Condon which include only unsignalized intersections.

TABLE 4-1
LEVEL OF SERVICE CRITERIA FOR UNSIGNALIZED INTERSECTIONS

Level of Service	Unsignalized Intersections
	Average Delay (seconds/vehicle)
A	≤ 5
B	> 5 and ≤ 10
C	> 10 and ≤ 20
D	> 20 and ≤ 30
E	> 30 and ≤ 45
F	> 45

Source: Transportation Research Board, Highway Capacity Manual, Special Report 209. National Research Council, 1994.

The Oregon Highway Plan (OHP) establishes operating level of service standards for the state highway system[1]. Highways of regional importance such as OR 19 should operate at LOS C or better in urban areas as should highways of district importance, such as OR 206.

Operations at Intersections

Analysis of the street system capacity in Condon is primarily focused on intersection operations along OR 19 and 206 through town, where traffic volumes are the greatest. Currently, all intersections along the highways are unsignalized and STOP-controlled on the minor approaches, with continuous flow on OR 19. The LOS was determined at the busiest intersection on the highways to determine the worst possible traffic operations.

The intersection of OR 19 and 206 along Main and Walnut Streets was determined to be the busiest intersection in the city. Average daily traffic volumes along OR 19 and 206 represent the highest volumes in the city of 2,700 vpd and 1,100 vpd, respectively. To determine the worst possible traffic operations at this intersection, the ADT long each highway was increased by 20 percent to reflect an ADT for the peak summer month. Traffic operations were then analyzed using a peak hour traffic volume of roughly 10 percent of the adjusted daily traffic, which is typical for most cities. Also, a 60/40 directional split was used to reflect the distribution of traffic on the highway during the peak hour. No traffic data were available on the southbound approach on Main Street, however, ADT counts were used to backcalculate conservative approach volumes.

Under these conservative assumptions, the OR 19/206 intersection operates at LOS A for all movements at the intersection. This indicates that all other lower-volume roads or driveways accessing the highway within Condon are operating at LOS A as well.

[1]1991 *Oregon Highway Plan*, Appendix A, Table 1, Operating Level of Service Standards for the State Highway System.

TRANSPORTATION DEMAND MANAGEMENT MEASURES

Transportation Demand Management (TDM) measures consist of efforts taken to reduce the demand on an area's transportation system. TDM measures include such things as alternative work schedules, carpooling, and telecommuting.

Alternative Work Schedules

One way to maximize the use of the existing transportation system is to spread peak traffic demand over several hours instead of a single hour. Statistics from the 1990 US Census show the spread of departure to work times in Condon over a 24-hour period (see Table 4-2). Nearly 35 percent of the total employees depart for work between 7:00 and 8:00 a.m. Another 44 percent depart in either the hour before or the hour after the peak.

TABLE 4-2
CONDON DEPARTURE TO WORK DISTRIBUTION

	1990 Census	
Departure Time	**Trips**	**Percent**
12:00 a.m. to 4:59 a.m.	0	0.0
5:00 a.m. to 5:59 a.m.	2	0.8
6:00 a.m. to 6:59 a.m.	27	11.4
7:00 a.m. to 7:59 a.m.	82	34.6
8:00 a.m. to 8:59 a.m.	77	32.5
9:00 a.m. to 9:59 a.m.	14	5.9
10:00 a.m. to 10:59 a.m.	3	1.3
11:00 a.m. to 11:59 a.m.	4	1.6
12:00 p.m. to 3:59 p.m.	21	8.9
4:00 p.m. to 11:59 p.m.	7	3.0
Work at home	10	na
Total (out of home)	**237**	**100.0**

Source: US Bureau of Census, 1990 Census.

Assuming an average nine-hour work day, the corresponding afternoon peak can be determined for work trips. Using this methodology, the peak work travel hour would occur between 4:00 and 5:00 p.m.

Travel Mode Distribution

Although the automobile is the primary mode of travel for most residents in Condon, other modes are used as well. Modal split data are not available for all types of trips; however, the 1990 Census data does include statistics for journey to work trips as shown in Table 4-3 and travel time to work as shown in Table 4-4. The census data reflects the predominance of automobile use.

Most Condon residents travel to work by private vehicle. In 1990, over 81 percent of all trips to work were in an auto, van, or truck. Trips in single-occupancy vehicles accounted for nearly 75 percent of all trips and carpooling accounted for seven percent.

Use of the automobile for commuting is not surprising for people with home to work travel times exceeding five minutes, since a five minute automobile trip could cover a number of miles while a five minute walking trip will likely cover about one-quarter to one-half mile. However, while 45 percent of work trips in Condon (108 total) took less than five minutes as of 1990, only 40 of these trips (37 percent) were made by walking. A commonly used threshold for acceptable walking distances is one-quarter mile. At a reasonable walking pace of 240 feet per minute, an average person can walk one-quarter mile in 5.5 minutes. Therefore, the opportunity for increased walking appears to exist in Condon. However, for walking to occur safely and efficiently, there needs to be acceptable infrastructure (e.g., sidewalks, roadway shoulders) in place to support it. Although Condon's pedestrian infrastructure is fragmented, the city is one of only two areas of the county where much pedestrian use is expected. Arlington is the other area.

The complete lack of reported bicycle usage as a commute mode was lower than many other primarily rural Oregon counties in 1990. Since the census data do not include trips to school or other non-work activities, overall bicycle usage may be higher. There are no roadways in Condon with dedicated bicycle lanes on them, however, portions of state highways do have adequate shoulders to accommodate bicycle use. In addition to bicycle lanes, bicycle parking, showers, and locker facilities can help to encourage bicycle commuting.

Pedestrian activity was relatively high (nearly 17 percent of trips to work) in 1990. Again, census data do not include trips to school or other non-work activities which, if included, would likely show an even higher percentage in walking trips.

TABLE 4-3
CONDON JOURNEY TO WORK TRIPS

	1990 Census	
Trip Type	**Trips**	**Percent**
Private Vehicle	193	81.4
Drove Alone	*176*	*74.3*
Carpooled	*17*	*7.1*
Public Transportation	0	0.0
Motorcycle	0	0.3
Bicycle	0	0.0
Walk	40	16.9
Other	4	1.7
Work at Home	5	na
Total (outside home)	**237**	**100.0**

Source: US Bureau of Census, 1990 Census.

TABLE 4-4
CONDON TRAVEL TIME TO WORK DISTRIBUTION

	1990 Census	
Departure Time	**Trips**	**Percent**

Less than 5 minutes	108	45.6
5 to 9 minutes	83	35.0
10 to 14 minutes	17	7.2
15 to 19 minutes	4	1.7
20 to 29 minutes	8	3.4
30 to 39 minutes	6	2.5
40 to 59 minutes	5	2.1
60 to 89 minutes	6	2.5
more than 90 minutes	0	0.0
Work at home	10	na
Total (outside home)	**237**	**100.0**

SAFETY ANALYSIS

David Evans and Associates, Inc. reviewed accident data along the state highways within Condon to identify high accident locations, potential accident patterns, and safety concerns at these locations. The two sources of accident data reviewed included:

- Accident summaries generated by ODOT's Transportation Development Branch for the three-year period from January 1, 1994 to December 31, 1996.
- Accident summaries generated from the ODOT Accident Summary Database for locations along the state highways in Gilliam County.

ODOT's Accident Summary Database calculates two useful factors for comparison with statewide statistics based on accident information over the three-year period studied. The first factor is a computed average three-year accident rate, which compares the number of accidents with the ADT volume and the length of the segment analyzed. The second factor 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.

Additionally, ODOT collects detailed accident information on an annual basis along OR 19 and 206 in Gilliam County. The accident information data shows 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.

Historic

ODOT has no recorded historic accident rates along OR 19 and 206 within Condon for 1994 through 1996. Accident rates for rural highway sections are summarized in the Gilliam County TSP.

Table 4-5 contains detailed accident information on OR 19 and 206 in Gilliam County from January 1, 1994 to December 31, 1996. It shows the number of fatalities and injuries, property damage only accidents, the total number of accidents, and the overall accident frequencies and rates for the segments of these roadways in Gilliam County.

TABLE 4-5
ACCIDENT SUMMARIES FOR OR 19 AND 206
(January 1, 1994 to December 31, 1996)

Location	Fatalities	Injuries	PDO[1]	Total Accidents	Accident Frequency (acc/mi/yr)	Accident Rate (acc/mvm)
OR 19 (*John Day Hwy*)						
Arlington to Condon (MP 0.00 - 37.50)	0	4	3	7	0.06	0.37
Condon to Wheeler Co. (MP 37.50 - 38.68)	0	1	0	1	0.28	na
OR 206 (*Wasco-Heppner Hwy*)					0.07	
Sherman Co. to Condon (MP 14.95 - 40.18)	1	5	1	5		0.66
Condon to Morrow Co. (MP 40.18 - 54.86)	0	4	3	4	0.09	2.21

Notes:
1. PDO: Property Damage Only Accident
Source: Oregon Department of Transportation Accident Summary Database Investigative Report.

OR 19 (John Day Highway)

There were no ODOT-reported accidents along OR 19 within Condon during the three-year period analyzed.

OR 206 (Wasco-Heppner Highway)

There were no ODOT-reported accidents along OR 206 within Condon during the three-year period analyzed.

CHAPTER 5: TRAVEL FORECASTS

The traffic volume forecasts for the City of Condon are based on historic growth on the state highway system, historic population growth, and projected population growth. Forecasts were only prepared for the state highway system in the city, since the volumes on these roadways are much higher than on any of the city or county roads.

LAND USE

Land use and population growth play an important part in projecting future traffic volumes. Historic trends and their relationship to historic traffic growth on state highways are the basis of those projections. Population forecasts were developed to determine future transportation needs. The amount of growth, and where it occurs, will affect traffic and transportation facilities in the study area.

Population projections in Condon are based on historic growth rates and forecasts by the State of Oregon Office of Economic Analysis (OEA). Factors that will affect the future population growth rate of Condon include employment opportunities, available land area for development, and community efforts to manage growth.

A detailed description of existing and future land use projections, including the methodology and data sources used, is contained in the Population and Employment Analysis located in Appendix C. The analysis also includes population estimates for Gilliam County and Arlington.

Historical data were compiled as reported by the Census Bureau and official population estimates as estimated by Portland State University's (PSU's) Center for Population Research and Census. Based on PSU's estimates through 1995 and a state econometric model, the State of Oregon Office of Economic Analysis (OEA) provided long-term (through year 2040) state population forecasts, disaggregated by county, for state planning purposes. These annual population estimates for cities and counties are used for the purpose of allocating certain state tax revenues to cities and counties.

Historic population estimates for Condon are summarized in Table 5-1.

TABLE 5-1
CONDON POPULATION TRENDS

Year	Population	Average Annual Growth Rate	Total Growth
1960	1,149	--	--
1970	973	-1.6%	-15.3%
1980	783	-2.1%	-19.5%
1990	635	-2.1%	-18.9%
1997	800	2.3%	26.0%

Source: US Census Bureau (1960, 1970, 1980, and 1990 censuses); and Portland State University Center for Population Research and Census (1997 estimates).

Historic Population Trends

Condon's population has steadily decreased over much of the last 37 years, although population gains have been realized over the most recent seven years from 1990 to 1997. Although Condon has displayed growth of 3.3 percent per year since 1990, overall population growth since 1980 has average a much slower 0.1 percent per year. While Condon was slowly growing over the 17-year period from 1980 to 1997, Gilliam County as a whole declined in population by -5.2 percent or -0.3 percent per year.

Projected Population Trends

Like Gilliam County, Condon is expected to experience population gains for the next 20 years. The methodology used in forecasting the future population of Condon employs historical census data, official annual estimates, and official long-range forecasts. For this method, David Evans and Associates, Inc. (DEA) used a methodology based on the state's OEA county-distribution methodology to develop population and employment forecasts for Condon. DEA calculated a weighted average growth rate for Condon (weighting recent growth more heavily than past growth) and combined this average growth rate with the projected county-wide growth rate. This methodology assumes convergence of growth rates because of the physical constraints of any area to sustain growth rates beyond the state or county average for long periods of time. These constraints include availability of land and housing, congestion, and other infrastructure limitations.

Projected population estimates for Condon, using this methodology, are summarized in Table 5-2.

TABLE 5-2
CONDON POPULATION PROJECTIONS

Year	Population	Average Annual Growth Rate	Total Growth
1997	800	--	--
2000	820	0.83%	2.5%
2005	830	0.24%	1.2%
2010	840	0.24%	1.2%
2015	850	0.24%	1.2%
2020	860	0.23%	1.2%
1997 to 2020	+60	0.31%	7.5%

Source: 1997 estimates developed by Portland State University Center for Population Research and Census; forecasts developed by State of Oregon Office of economic Analysis.

Using this methodology, Condon is expected to experience a population gain of 60 people during the next 22 years. This represents an increase of 7.5 percent from the 1997 estimate of 800 residents to an estimated 860 residents in year 2020. During the same period, Gilliam County is expected to gain a total of 211 new residents. Therefore, Condon is forecast to receive 28 percent of all new residents moving to the county through year 2020. During the same period, Arlington, Lonerock, and rural Gilliam County are expected to receive approximately 57 percent, 3 percent, and 12 percent of the new residents to the county, respectively.

Potential Development Impact Analysis

To supplement the demographic analysis and to determine more specific potential growth areas in Condon, DEA reviewed ODOT's Potential Development Impact Analysis (PDIA) for Condon. The PDIA provides estimates for a maximum development scenario in Condon. Potential growth areas or "polygons" are identified around the county based on zoning. A detailed summary of the PDIA is contained in Appendix D.

The analysis is based on a number of assumptions, some of which are acknowledged to overstate potential development. Some of the key assumptions include the following:

- No adjustments were made for slopes, bodies of water, riparian areas, or other physical development constraints.

- Development estimates do not account for market factors.

- Where the zoning ordinance does not specify a parking requirement, no adjustment was made for parking.

Condon has approximately 91 acres of land zoned for industrial use and approximately 139 acres zoned for commercial use. Because aerial photographs were not available for Gilliam County, the PDIA analysis could not be used to determine the portion of commercial and industrial acres that are vacant in Condon. Therefore, no sense of potential development associated with commercial and industrial zoned land was established through the PDIA. These figures could only be generated for residential land use in Condon as summarized in Table 5-3.

TABLE 5-3
POTENTIAL DEVELOPMENT IMPACT ANALYSIS SUMMARY

	Acreage		Residential Units		
Designated Use	**Net Area**	**Vacant**	**Existing**	**Potential**	**Maximum**
Residential	323	286	256	2,005	2,261
Commercial	139	na	na	na	na
Industrial	91	na	na	na	na

Source: *Potential Development Impact Analysis* (PDIA) report prepared for ODOT by Community Planning Workshop department of Planning, Public Policy, and Management, December 1995.
na- not available.

Approximately 323 acres of land is zoned for residential uses with 256 existing residential units. Of the residential land, approximately 286 acres are vacant representing development potential of 2,005 units. The PDIA analysis outlines a residential needs forecast over the period from 1994 to 2012. The analysis involved applying an average annual population growth rate of -1.4 percent per year determined over the 1970 to 1994 period in order to forecast population in 2012. The negative growth rate resulted in a forecast 2012 population of 581 residents. This forecast population was divided by the city's 1990 Census *median persons per household* figure of 2.26 to estimate the number of residential households needed in 2012 at 257; one more household than exists today. The forecast population outlined in the PDIA is clearly lower than the more current estimate generated by Portland State University and summarized in Table 5-2. Assuming a 2012 population based on recent figures generated through PSU of 845 residents, Condon's residential development needs in 2012 would be 373 units. With a maximum potential of 2,261 units, Condon can adequately serve residential needs of this moderately growing community.

TRAFFIC VOLUMES

Historic

Before projecting future traffic growth, it is important to examine past growth trends on the roadway system in Condon. Historic data are only available for OR 19 and 206 in Condon; however, these roadways carry far more traffic than any other streets in the city. ODOT collects traffic count data on OR 19 and 206 in Condon annually at the same locations. No historic traffic volume data is available along county roads.

Historic growth trends on the state highways in Condon were established using the average daily traffic (ADT) volume information presented in the ODOT Traffic Volume Tables for the years 1977 through 1997. The ADT volumes were obtained for each of these years at several locations along each highway. Using a linear regression trendline analysis of the average ADT volumes between 1977 and 1997, an average annual growth rate was determined for the aggregated urban highway sections. Table 5-4 summarizes the state highway historic average growth rates.

Over the past 20 years, traffic levels have steadily declined throughout Condon. During the period from 1977 to 1997, growth along OR 19 and 206 in Condon have declined by -0.84 and -0.43 percent per year, respectively. More recently from 1990 to 1997, OR 19 and 206 have experienced more rapid traffic growth ranging from 4.4 to 5.2 percent per year, respectively. To some degree, these larger recent gains are reflective of the fact that population and traffic levels had declined fairly significantly up to 1990. Therefore, recent gains, although not necessarily large in magnitude, result in high percentage gains since the traffic volume base was low in 1990. Although Condon has experienced recent traffic volume gains, the 20-year historic traffic growth trend, rather than a nine-year trend, is the standard used by ODOT to forecast future traffic growth.

Condon's historically negative traffic volume growth on the state highways has fairly closely mirrored the 27-year historic population growth rate for Condon of -0.72 percent per year between 1970 and 1997. However, Condon's population is forecast to grow over the next 20 years at 0.31 percent per year. Although Condon has experienced population gains during this decade (3.4 percent per year since 1990), during the 17-year period between 1980 and 1997, Condon's population grew at a much lower rate of 0.1 percent per year. While population grew slowly over this 17-year period, traffic volumes grew more rapidly on the order of two percent per year along OR 206. This relationship reflects the modern trend toward increased per capita vehicle miles traveled and increases in commercial and tourist traffic.

TABLE 5-4
HISTORIC TRAFFIC GROWTH RATES ON STATE HIGHWAYS

Highway Section	Milepoint	AAGR[1] 1977-1997	Total Growth 1977-1997
OR 19			
Condon Urban Section	37.49 - 38.68	-0.84%	-15.5%
OR 206			
Condon Urban Section	40.18 - 41.35	-0.43%	-8.3%

Source: 1997 ODOT Traffic Volume Tables; information compiled by DEA, Inc.
1. AAGR- Average Annual Compound Growth Rate.

Forecasting Methodology

The forecasting methodology was based on the available existing and historical traffic data and population growth trends. The traffic forecast for the state highway system in Condon was performed using a Level 1 - Trending Forecast[2] analysis. This type of forecast projects future traffic volumes based on one or more of the following growth rates: the historical growth on the state highway system, the historical population growth, and the projected population growth.

The forecasting methodology used in this forecast assumed that traffic demand on the state highways will grow over the 20-year planning period according to the greater of the linear 20-year historical traffic growth trendline rate or the forecast Condon city population growth rate. To confirm that use of the historical traffic growth linear trendline in the Trending Forecast analysis was the best projection methodology for most rural highway locations, comparisons were made with the historical and projected population growth for the city.

Comparisons show that historical traffic growth trendline rates on the two state highways in Condon closely parallel the 27-year (1970 to 1997) historical population growth rate for Condon which is -0.72 percent per year. However, the positive 23-year (1997 to 2020) forecast population growth rate of 0.31 percent per year exceeds the historical traffic growth trends and indicates that the community is expected to grow over the next 20 years. Although 20-year historic traffic volume growth has been negative, recent positive traffic growth trends between 1990 and 1997 coupled with expected population growth indicate that the forecast

[2] ODOT *Transportation System Planning Guidelines*, August 1995, p. 29.

population growth rate presents the best available mechanism to forecast traffic volume growth over the next 20 years.

Appropriately, forecast traffic growth along urban sections of OR 19 and 206 within Condon are assumed to parallel Condon's 20-year forecast population growth rate of 0.31 percent per year.

Future Traffic Volumes

Applying the compound average annual 20-year forecast population growth rate for Condon of 0.31 percent per year, forecasts were generated for the years 1998 through 2018 for OR 19 and 206 in Condon as shown in Figure 5-1. Traffic volumes are expected to grow 6.4 percent, from an average of 1,099 vehicles per day (vpd) to 1,169 vpd, on OR 19 within Condon and by 6.4 percent, from an average of 647 vpd to 688 vpd, on OR 206 within Condon. The average growth is along the entire urban section of each highway. Isolated locations along each highway within Condon will experience higher and lower volumes.

The forecast future traffic volumes and total growth from 1998 to 2018 are shown in Table 5-5.

TABLE 5-5
FORECAST FUTURE TRAFFIC GROWTH RATES ON STATE HIGHWAYS

Highway Location	Milepoint	1998 ADT (vehicles/day)	2018 ADT (vehicles/day)	Total Growth 1997-2018
OR 19				
Condon Urban Section	37.49 - 38.68	1,099	1,169	6.4%
OR 206				
Condon Urban Section	40.18 - 41.35	647	688	6.4%

Source: 1977-1997 ODOT Traffic Volume Tables; growth rate information compiled by DEA, Inc.

HIGHWAY SYSTEM CAPACITY

Both existing year 1998 and future year 2018 level-of-service analyses were performed on the urban sections of state highways in Condon. The future year volumes were generated in accordance with the forecasting procedures outlined previously and summarized in Table 5-5.

Within the city limits, traffic operations are primarily measured through analysis of unsignalized intersection operations. Analysis was conducted in the same manner as outlined in Chapter 4 (*Current Transportation Conditions*).

Operations at Intersections

Analysis of the street system capacity in Condon is primarily focused on intersection operations along OR 19 and 206 through town, where traffic volumes are the greatest. Currently, all intersections along the highways are unsignalized and STOP-controlled on the minor approaches, with continuous flow on OR 19. The LOS was determined at the busiest intersection on the highways to determine the worst possible traffic operations.

The intersection of OR 19 and 206 along Main and Walnut Streets was determined to be the busiest intersection in the city. Future 2018 average daily traffic volumes along OR 19 and 206 will represent the highest volumes in the city of 2,128 vpd and 1,170 vpd, respectively. To determine the worst possible traffic operations at this intersection, the ADT long each highway was increased by 20 percent to reflect an ADT for the peak summer months. Traffic operations were then analyzed using a peak hour traffic volume of roughly 10 percent of the adjusted daily traffic, which is typical for most cities. Also, a 60/40 directional split was used to reflect the distribution of traffic on the highway during the peak hour. No traffic data were

available on the southbound approach on Main Street, however, ADT counts were used to estimate conservative approach volumes. The westbound approach along OR 19 at this intersection was reported to experience a 1997 ADT of 2,700 vpd. A volume of this magnitude represents an increase of 900 vpd from 1996 and does not appear consistent with other reported highway volumes in the city. This volume was therefore decreased to 2,000 vpd for 1997. DEA will work with ODOT to determine the validity of previous ADT counts at this location.

Under these assumptions, the OR 19/206 intersection is expected to operate at LOS A for all movements at the intersection under 1998 normal and summer operations and in 2018 under normal operations. The analysis indicates that the northbound approach on Main Street under 2018 summer operations would just cross the threshold to LOS B operations, although the overall intersection would operate at LOS A. The analysis indicates that traffic operations in Condon will continue to operate very well through the 20-year planning period and that all other lower-volume roads or driveways accessing the highway within Condon will operate at LOS A as well.

Capacity Issues

With the heaviest trafficked unsignalized intersection in the city expected to continue to operate at LOS A in 2018, there are no identified capacity constraints or issues within Condon.

CHAPTER 6: IMPROVEMENT OPTIONS ANALYSIS

Potential transportation improvements for the City of Condon were developed and evaluated as part of the transportation system analysis. These potential improvements were developed with the help of the Transportation Advisory Committee (TAC), and attempt to address the concerns specified in the goals and objectives (Chapter 2). Based on an analysis of these projects, a list of improvements to be incorporated into the TSP is recommended.

Each of the transportation system improvement options was developed to address specific deficiencies and safety and access concerns. The following list includes all of the potential transportation system improvements considered.

1. Revise zoning code to allow and encourage mixed-use development and redevelopment.
2. Implement transportation demand management strategies.
3. Improve sidewalk connectivity.
4. Improve bicycle connectivity.
5. Improve intersection operation control at intersection of OR 19/206 in Condon.

Project implementation recommendations were based on the evaluation of each project using the criteria described below.

EVALUATION CRITERIA

Each improvement option was evaluated with regard to impacts to traffic, safety, environmental factors, such as air quality, noise, and water quality; and socioeconomic and land use impacts, such as right-of-way requirements and impacts on adjacent lands. A final factor in the evaluation of the potential transportation improvements was cost. Costs were estimated in 1998 dollars based on preliminary alignments for each potential transportation system improvement. Final review of each project resulted in a recommendation of whether the project should be implemented.

EVALUATION OF POTENTIAL TRANSPORTATION IMPROVEMENTS

Option 1. Revise Zoning and Development Codes

Overview: One of the goals of the Oregon Transportation Planning Rule (TPR) is to reduce reliance on the single-occupant automobile. One method of reducing reliance on automobiles is to amend zoning and development codes to allow mixed-use developments and increased density in certain areas. Specific amendments include allowing neighborhood commercial uses within residential zones and allowing residential uses within commercial zones. Such code amendments can result in shorter travel distances between land uses, thereby encouraging residents to use alternative modes of transportation, such as walking and cycling throughout the community.

These code revisions are more effective in medium- to large-sized cities (with over 25,000 residents), than in cities such as Condon, where they may not be as appropriate. Because of Condon's relatively small size, the decision of what mode of transportation to use when making a trip inside the city is generally not influenced by distance. The longest distance between city limit boundaries in Condon is approximately two miles, a

distance short enough to walk, ride a bike, or drive. Distances between different land uses, such as residential and commercial, are even shorter. Approximately six percent of the population walks to work, which is higher than the statewide average.

Impacts: Although the primary goal of TDM strategies is to reduce the number of vehicle trips made within a jurisdiction, especially during peak periods, street capacity for automobiles and trucks is generally not an issue in Condon. Nevertheless, altering land use codes to encourage some level of mixed uses, bringing compatible businesses and residents closer together, can be beneficial for both. Retailers may gain more exposure from people walking by, rather than driving by, their shops. For residents, more walking and biking can enhance the sense of community, local vitality, and security. With more emphasis on walking or biking in the city, conditions such as air quality and noise levels would be improved as well.

Cost Estimate: No direct costs are associated with making the zoning code amendments.

Recommendation: Revisions to zoning and development codes are not applicable to Condon. Because of the small size of the city, the relationship between land uses is already similar to the mixed use zoning patterns that are recommended in larger urban areas. Increasing density is also likely to have little effect on a community that is expecting a population increase of about 60 residents in the next 20 years.

Option 2. Implement Transportation Demand Management (TDM) Strategies

Overview: The Transportation Planning Rule recommends that cities should evaluate TDM measures as part of their Transportation System Plans. These strategies are designed to change the demand on the transportation system by providing facilities for other modes of transportation, implementing carpooling programs, and applying other transportation measures within the community, such as staggering work schedules at local businesses. TDM strategies may be more effective in larger, more urban, cities but some strategies can still be useful in smaller cities such as Condon. Provisions for alternative modes of transportation, such as sidewalks and bike lanes, and implementing a county-wide carpooling program can be beneficial for residents in some smaller cities. Other TDM measures such as staggering work shift schedules at local businesses may be less appropriate since many large-scale area businesses tend not to operate shifts.

One type of TDM measure appears best suited to the small community of Condon: development of facilities for alternative modes of transportation. This would include paved shoulders and paths, sidewalks and bike lanes which would handle pedestrians and bicyclists.

All future street improvement projects in the Condon UGB, whether they involve new roadways or a retrofit of an existing roadway, should include the addition of a pedestrian facility such as sidewalks or a dedicated pedestrian path. Bike lanes should be considered for collectors and arterials, depending on traffic levels. This would allow pedestrians and bicyclists to travel separately from the traffic on the road.

Impacts: Providing adequate facilities for pedestrians and bicyclists increases the livability of a city, and improves traffic and pedestrian safety. With more emphasis on walking or biking in the city, conditions such as air quality and noise levels would be improved as well. As street improvements are made to the existing street system, projects involving the construction of new sidewalks may require on-street parking to be implemented in place of parking on grass or gravel shoulders. In situations where the right-of-way is limited, adding sidewalks may prevent on-street parking as well.

Cost: The costs for several types of facilities which promote walking and biking in the county are summarized below.

- *Paved Shoulders* – Shoulders constructed along both sides of a road that are 4 feet in width would cost around $25 per linear foot of road. This would include 4 inches of asphalt and 9 inches of aggregate.

- *Multi-Use Paths* – A multi-use path 10 feet in width would cost around $16 per linear foot. This includes 2 inches of asphalt over 4 inches of aggregate.

- *Concrete Sidewalks* – The estimated cost to install new sidewalks on one side of an existing street is around $25 per linear foot. This includes a five-foot wide walkway composed of 4 inches of concrete over 2 inches of aggregate.

- *Bike Lanes* – The cost to install bike lanes on both sides of an existing road is around $45 per linear foot. This cost includes widening the roadway by 5 feet on both sides, installing curbs, using a fill composed of 4 inches of asphalt over 9 inches of aggregate, and placement of an 8-inch painted stripe.

These costs are for standalone improvements; the costs can be reduced when they are included as needed in roadway improvement projects throughout Gilliam County.

Recommendation: Implementing TDM strategies would provide needed facilities for pedestrians and bicyclists, increase the safety of the roadway system, and enhance the quality of life in the Condon area. Therefore, the TDM strategies summarized above are recommended.

Option 3. Improve Sidewalk Connectivity

Overview: The most basic transportation option is walking. However, it is not often considered as a means of travel. The presence of sidewalks is generally lacking in Condon. Where sidewalks are present, they are generally fragmented and often not on both sides of a street. Sidewalks are primarily located in the vicinity of community resources that generate higher levels of pedestrian traffic such as along downtown Main Street.

On low volume, primarily residential, local roadways, pedestrians and autos can generally both safely share the roadway. On higher pedestrian use routes, sidewalks can help provide pedestrians with a stronger sense of safety since they are physically separated from the traveled roadway.

Condon has identified three primary higher pedestrian use routes to receive a connected sidewalk system. The highest priority route is between the elementary and high school, the second priority route is from the elementary school to Main Street, and the third priority is the connection between the senior center and Main Street (see Figure 6-1).

Although higher pedestrian use routes, such as the three identified above, are obvious candidates for sidewalk development, the city should consider a larger scale effort to improve sidewalk connectivity throughout the city. Sidewalks are typically recommended on roadways classified as collectors and arterials. While some may argue that pedestrian use between certain areas does not support development of sidewalks, others may argue that pedestrian use between these areas is not very high because sidewalks don't exist; and that use would increase upon development of the sidewalk system.

Adoption of street design standards that include sidewalks supports sidewalk connectivity; however, street design standards typically affect future roadway development or redevelopment and not the retrofit of existing streets. Therefore, improved sidewalk connectivity tied only to street improvements can take some time to occur. Sidewalk development can occur independent of roadway improvements and could be part of the annual city streets budget.

In addition to establishing new sidewalks, the city has approximately 16,000 lineal feet of substandard sidewalks based on a condition assessment conducted by the Condon public works department. These sidewalks should be repaired or reconstructed to support safe and efficient use by pedestrians.

Impacts: The addition of sidewalks along the streets identified would improve connectivity of residential, school, and commercial downtown land uses.

Cost Estimate: The estimated cost to install new concrete sidewalks on one side of an existing street is around $25 per linear foot. This includes a five-foot wide walkway composed of 4 inches of concrete over 2 inches of aggregate. An additional $5 per linear foot needs to be added to the cost if curbs are also installed.

Cost Estimate: The estimated cost to install new concrete sidewalks on one side of an existing street is around $25 per linear foot. This includes a five foot wide walkway composed of 4 inches of concrete over 2 inches of aggregate. An additional $5 per linear foot needs to be added to the cost if curbs are also installed.

TABLE 6-1
SIDEWALK DEVELOPMENT COST ESTIMATE

Location	Sidewalk Location	Total Length	Unit Cost per Foot[1]	Total Cost
Connection between elementary and high schools	Both sides	5,500 ft	$30	$165,000
Elementary school and Main Street	Both sides	3,500 ft	$30	$105,000
Senior center and Main Street	South side	1,200 ft	$30	$36,000
City center to park	various	4,600 ft	$30	$138,000
Repair/reconstruct existing substandard sidewalks	various	16,000 ft	$30	$480,000[2]
Total		**30,800**		**$924,000**

1. Unit cost includes curbs.
2. Assumes all substandard sidewalks will require reconstruction whereas some sidewalks may require less intensive (and less costly) repairs. This figure is considered conservative.

Recommendation: Condon residents would benefit from improved sidewalk connectivity. A connected sidewalk system supports and promotes pedestrian travel which may lead to slightly decreased auto use. Sidewalks also improve pedestrian safety, while maintaining vehicle mobility, by separating pedestrians from the traveled way. Sidewalk expansion in Condon is recommended.

Option 4. Improve Bicycle Connectivity

Overview: The City of Condon has identified a need to improve bicycle connectivity throughout the city. To support this goal, the city should work with ODOT to improve roadway shoulders along sections of OR 16 and OR 206 for safe use as shoulder bikeways.

Much of OR 19 and OR 206 in Condon are lined with gravel shoulders. Gravel shoulders do not provide the type of stable riding surface that encourages safe and efficient bicycle circulation. Both sides of OR 206 from the western UGB to Main Street and from Washington Street to the eastern UGB have gravel and/or grass shoulders generally six-feet wide or more. The north side of OR 206 from Washington Street to Spring Street also has gravel shoulders. Both sides of OR 19 from the northern UGB to Main Street have six-foot or wider gravel shoulders. The only exception is from East Street to Frazier Street which has paved shoulders.

Shoulders along these sections of state highway should be paved to improve bicycle safety and to encourage greater bicycle circulation (see Figure 6-2). The 1995 Oregon Bicycle and Pedestrian Plan recommends six-foot shoulders. However, based on the low volumes and vehicle speeds within Condon's city limits, and possible budget constraints, the minimum acceptable width should not be less than four feet. Where OR 19 and 206 are fully paved, along Main Street for example, bicyclists and autos can generally both safely share the roadway.)

Impacts: Paving roadway shoulders along state highways in Condon would provide bicyclists with a safer and more stable riding surface and may encourage greater bicycle use. ODOT has scheduled pavement resurfacing work along OR 19 and OR 206 through Condon over the next two years. Beginning in July 1999, ODOT will resurface OR 206 from Lonerock Road to Condon. ODOT will continue paving of OR 206 from Condon to the west in year 2000. ODOT will resurface OR 19 in Condon beginning in year 2000.

It would be most cost effective for ODOT to pave the roadway shoulders at the same time they resurface the existing highway sections. ODOT will need to evaluate existing shoulders prior to construction to determine what additional preparation is needed prior to paving. For the eastern section of OR 206 in Condon, this will need to occur by April 1999. ODOT Region Five should take the lead in coordinating this effort. Funding for the additional cost of shoulder paving may be available through bicycle improvement grants or other preservation sources.

There are no foreseeable negative impacts associated with these improvements.

Cost Estimate: A unit cost of $3 per lineal foot was estimated based on discussions with ODOT to pave existing gravel shoulders with approximately three inches of asphalt. This assumes a six-foot wide shoulder, as recommended in the 1995 Oregon Bicycle and Pedestrian Plan. This cost is affected by the degree of base work needed as well as whether shoulder paving occurs concurrently with scheduled roadway resurfacing. However, $3 per lineal foot is used as a planning level estimate in this plan. Based on field study, there are approximately 16,000 lineal feet of shoulders along OR 206 that would require paving at a total estimated cost of $48,000. OR 19 has approximately 7,400 lineal feet of gravel shoulders needing paving at a total estimated total cost of $22,000. The overall estimated cost to pave shoulders along state highways within Condon's UGB is $70,000.

Recommendation: Condon residents would benefit from improved bicycle connectivity and safer roadway conditions for bicyclists. A connected bicycle system supports and promotes bicycle travel which may lead to slightly decreased auto use. Paved shoulders improve bicyclist safety, while maintaining vehicle mobility, by separating bicyclists from the traveled way. Bicycle facility enhancements in Condon are recommended. ODOT should coordinate to incorporate shoulder paving into planned pavement resurfacing projects scheduled to begin this year and year 2000.

Option 5. Improve intersection operation control at intersection of OR 19/206 in Condon

Overview: According to local residents, many out of town motorists have been involved in near accidents at the intersection of OR 19 and OR 206 in Condon.

The primary concern is with out of town motorists traveling southbound on OR 19. Although OR 19 has the right of way through Condon, some motorists slow or stop to read directional signs guiding them to their destinations. Some local residents who don't expect to see motorists stop on the highway have had near accidents. Option one addresses this concern.

The second, but seemingly more minor concern, is with out of town northbound motorists that fail to stop at the intersection. Although the intersection is clearly signed for northbound travelers to stop unless they are making a permitted right-turn, some motorists run the intersection. Option two addresses this concern.

A number of traffic control devices are in place at and upstream of the intersection. The northbound approach is controlled by a stop sign with a regulatory sign mounted below it indicating that right turns are permitted without stopping. A stop ahead sign is mounted upstream from the intersection and a stop flap is mounted on the pavement at the stop line of the through lane. The stop sign, which is posted back from the stop line and nearly 40 feet from the centerline of the road, may be difficult for some drivers to perceive.

Strategy 1- Advance intersection guide signing

Advance intersection signing would better guide out of town motorists to their destinations. A sign could potentially say, "Fossil next left" and "Wasco straight ahead". An existing guide sign for westbound motorists is posted on the northwest corner of the intersection, but is somewhat obscured by an existing building on the northeast corner of the intersection. A more visible advance guide sign should give travelers enough advance notice of upcoming traffic movements that they don't need to significantly slow or stop at the intersection to read the existing directional sign located on the northwest corner of the intersection.

The sign should be mounted along westbound Walnut Street near the existing "20 mph" posted speed sign and must meet guidelines outlined in ODOT's *Sign Policy and Guidelines for the State Highway System* (see Chapter 5 for intersection guide signing). The cost to make and install one advance sign would cost approximately $500.

Strategy 2- Flashing hazard beacon

A three-way red flashing beacon would reinforce the need for northbound motorists to stop at the intersection. Motorists on southbound OR 19 would see an amber flashing light, reinforcing the fact that they do not need to stop. Ideally, the pole and mast arm assembly supporting the beacon should be installed on the northwest corner of the intersection to ensure that the beacon is positioned for optimum recognition by northbound motorists traveling through the intersection and by westbound motorists. These are the two travel directions where local residents have noticed problems with out of town motorist's driving habits.

This strategy, in addition to advance traveler signing, may provide the most effective intersection control alternative. The cost of the beacon alone is approximately $2,500.

Impacts: There are no foreseeable negative traffic operations impacts associated with this improvement option.

Cost: The cost to install one advance intersection guide sign is approximately $500. The cost to install a flashing warning beacon is approximately $2,500.

Recommendation: It is recommended that ODOT install the advance intersection guide sign. Condon should continue to monitor northbound compliance with the existing stop sign and establish a trigger point for installing a flashing beacon. Such a trigger might be one or two "close calls" involving the apparent existing pattern of drivers running the northbound stop sign.

SUMMARY

Table 6-2 summarizes the recommendations of the street system modal plan based on the evaluation process described in this chapter. Chapter 7 discusses how these improvement options fit into the modal plans for the City of Condon.

TABLE 6-2
TRANSPORTATION IMPROVEMENT OPTIONS:
RECOMMENDATION SUMMARY

Option	Recommendation
1. Revise Zoning and Development Codes	• Implement
2. Implement TDM Strategies	• Implement
3. Improve Sidewalk Connectivity	• Implement
4. Improve Bicycle Connectivity	• Implement
5. Improve intersection operation control at intersection of OR 19/206 in Condon.	• Implement signing and monitor intersection for beacon need

CHAPTER 7: TRANSPORTATION SYSTEM PLAN

The purpose of this chapter is to provide detailed operational plans for each of the transportation systems within the Condon community. The Condon Transportation System Plan (TSP) covers all the transportation modes that exist and are interconnected throughout the urban area. Components of the street system plan include street classification standards, access management recommendations, transportation demand management measures, modal plans, and a system plan implementation program.

STREET DESIGN STANDARDS

Street design standards ensure that the design of a roadway supports its intended function. The function is determined by operational characteristics such as traffic volume, land use access, operating speed, safety, and capacity. Street standards institute design parameters necessary to provide a community with roadways which are relatively safe, aesthetic, and easy to administer when new roadways are planned or constructed. They are based on experience, and policies and publications of the profession.

Recommended Street Standards

Development of the City of Condon Transportation System Plan provides the city with an opportunity to review and revise street design standards to more closely fit with the functional street classification and the goals and objectives of the Transportation System Plan. The recommended street standards are shown graphically in Figure 7-1 and Figure 7-2, summarized in Table 7-1, and described in detail on the following pages.

Since the City of Condon Transportation System Plan includes land within the Area of Mutual Concern, urban road standards should be applied in these outlying areas as well. Although portions of the city, especially outside the City Boundary, may presently have a rural appearance, these lands will ultimately be part of the urban area. Retrofitting rural streets to urban standards in the future would be expensive and perhaps controversial; it is recommended to initially build them to an acceptable urban standard.

TABLE 7-1
RECOMMENDED STREET DESIGN STANDARDS

Classification	Pavement Width	ROW Width[1]	Travel Lanes No./width per lane	Parking Lanes No./width	Bike Lanes No./width	Planting, Utility, sidewalks (each side)
General Arterial	36 ft.	60 ft.	2/12 ft	none	2/6 ft	12 ft
Downtown Arterial	52 ft.	80 ft.	2/12 ft	2/8 ft	2/6 ft	14 ft
Priority Local	34-36 ft.	60 ft.	2/10 ft	2/7-8 ft	none	12-13 ft
General Local- Option 1	20 ft.	60 ft.	2/10 ft	2/8 ft[2]	none	12 ft
General Local- Option 2	34 ft.	60 ft.	2/10 ft	2/7 ft	none	13 ft
Alley	16 ft.	16 ft.	2/8 ft	none	none	none

1. Right-of-way
2. Emergency parking only.

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 consider and reduce excessive standards for local streets to reduce construction costs, provide for more efficient land use, provide for emergency vehicle access, all while discouraging inappropriate through traffic volumes and speeds. Standards should also accommodate convenient pedestrian and bicycle use.

Local Streets

The design of a residential local street affects its traffic operation, safety, and livability. The residential street should be designed to enhance the livability of the neighborhood as well as to 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, the residents on that street will 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 as well as improve neighborhood aesthetics. They also reduce right-of-way needs, construction costs, storm water run-off, and the need to clear vegetation.

The recommended street standards for local streets are shown in Figure 7-1. Oregon's Transportation Planning Rule requires sidewalks along "most" local streets but does not state that sidewalks be established on both sides of the roadway. The city of Condon may wish to develop sidewalks on only one side of the street to help reduce development costs.

Priority Local Streets

This street standard provides for a 34- to 36-foot paved roadway surface within a 60-foot right-of-way. It accommodates passage of two lanes of moving traffic in each direction, directional 7- to 8-foot curbside parking lanes, five-foot sidewalks on each side of the roadway, and an optional planting strip up to five feet in width.

General Local Streets

Option 1- This street standard provides for a 20-foot paved roadway surface within a 60-foot right-of-way. It accommodates passage of two lanes of moving traffic in each direction, five-foot sidewalks on each side of the roadway, and an 8-foot shoulder or swale which could be used for emergency parking.

Option 2- This street standard provides for a 34-foot paved roadway surface consisting of two 10-foot travel lanes and two 7-foot parking lanes within a 60-foot right-of-way. It accommodates passage of two lanes of moving traffic in each direction with five-foot sidewalks on each side of the roadway.

Alleys

Alleys can be a useful way to diminish street width by providing rear access and parking to residential, commercial, and industrial areas. Including alleys in a residential subdivision 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 been recently revived as a way to build better neighborhoods. In addition, alleys can be useful in commercial and industrial areas, allowing access for delivery trucks that is off of the main streets. Alleys should be encouraged in the urban area of Condon. Alleys should be 16 feet wide, with a 16-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 20 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.

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 (See Figure 7-2). Two arterial street design standards were developed.

Downtown Arterial Street

This option consists of a 80-foot right-of-way and a 52-foot paved width consisting of two 12-foot travel lanes, two 6-foot bike lanes, and two 8-foot curbside parking lanes. This standard also allows for 8 to 10-foot directional sidewalks. This standard fits with Condon's existing downtown urban core along Main Street between Walnut Street (OR 206) and the OR 206 extension along Bayard Street.

General Arterial Street

This option consists of a 60-foot right-of-way and a 36-foot paved width and typically applies to arterials outside of the downtown core. This standard allows for two 12-foot travel lanes, six-foot directional bike lanes, five-foot directional sidewalks, and an optional planting strip.

Bike Lanes

The Oregon Transportation Planning Rule directs that arterials shall include bikeways and sidewalks.

Sidewalks

A more complete pedestrian system should be implemented in the urban portion of Condon. Every urban street should have sidewalks on both sides of the roadway as shown on the cross sections in Figure 7-1 through Figure 7-2. Due to funding availability, Condon may need to phase construction of sidewalks and develop them on only one side of a street initially. 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.

Ideally, sidewalks should be buffered from the street by a planting strip to eliminate obstructions in the walkway, provide a more pleasing design, and a buffer from traffic. They also make the sidewalk more useable 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 walk. To maintain a safe and convenient walkway for at least two adults, a five-foot sidewalk should be used in residential areas.

Another essential component of the sidewalk system is street crossings. Intersections must be designed to provide safe and comfortable crossing opportunities. This includes crosswalks and other enhancements such as curb extensions which are used to decrease pedestrian crossing distance and as traffic calming measures.

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. Developing 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.

Condon's existing development pattern is a well established grid with average block sizes of 300 feet. The city should plan future street development in a continued grid pattern with similar block sizes. The city should consider block sizes with a perimeter distance of approximately 1,200 feet.

ACCESS MANAGEMENT

Access management is an important tool for maintaining a transportation system. Too many access points 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 a 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 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 arterials and state highways be consistent with designated access management categories. As areas of Condon continue to develop, the arterial/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 street system as new development occurs.

One objective of the City of Condon 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 access points along a street can contribute to a deterioration of its safety, and on some streets, can interfere with efficient traffic flow.

Access Management Techniques

The number of 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 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 side barriers to the property along the arterial to restrict access width to a minimum
- Recommended Access Management Standards

General Access Management Guidelines

Access management is hierarchical, ranging from complete access control on freeways to increasing use of roadways for access purposes, parking and loading at the local and minor collector level. Table 7-2 describes recommended general access management guidelines by roadway functional classification.

TABLE 7-2
ACCESS MANAGEMENT STANDARDS

			Intersection					
			Public Road		Private Drive[2]			
Functional Classification	Access Category	Urban/ Rural	Type[1]	Spacing	Type	Spacing	Signal Spacing	Median Control
Arterial								
OR 19								
Condon: Well St.-Trimble St.	na	U[3]	At grade	300 ft	Lt./Rt. Turns	150 ft	¼ Mi.	Partial/None
Other Urban areas	4	U	At grade	¼ Mi.	Lt./Rt. Turns	500 ft	½ Mi.	Partial/None
OR 206								
Condon: 6th Ave.-Bryan St.	na	U[3]	At grade	300 ft	Lt./Rt. Turns	150 ft	¼ Mi.	Partial/None
Other Urban areas	5	U	At grade	¼ Mi.	Lt./Rt. Turns	500 ft	½ Mi.	Partial/None
Local	na	U	At grade	300 ft	Lt./Rt. Turns	Each lot	na	na

1. Other intersection design treatments may be considered within categories 2-6.
2. Generally, no signals will be allowed at private access points on regional highways such as OR 19.
3. Intersection and driveway spacing based on existing "downtown" access patterns in the urban areas listed.

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

Application

The access management guidelines in Table 7-2 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.

To summarize, access management strategies consist of managing the number of access points 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 OR 19 and OR 206 in Condon. The 1991 Oregon Highway Plan (OHP) specifies an access management classification system for state facilities. The Draft 1998 Highway Plan (OHP) updates the access management standards and establishes guidelines and criteria to be applied when making access management assignments. Future developments on state highways (zone changes, comprehensive plan amendments, redevelopment, and/or new development) will be required to meet the 1991 OHP Level of Importance (LOI) and Access Management policies and standards until the 1998 Highway Plan is adopted. Condon follows ODOT's designation of state highways as arterial roadways within the city, and should therefore follow the access management categories for these facilities as outlined in the Oregon Highway Plan. This section of the Transportation System Plan describes the state highway access categories and specific roadway segments where special access areas may apply.

General

The OHP provides more than one appropriate access management classification for highways based upon their level of importance. Therefore, the Condon 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.

OR 19 through Condon is a state highway of regional level of importance. Within the Condon city and UGB limits, Oregon Highway Plan Category 4, "Partial Control" applies. Within urban areas, this classification permits at-grade intersections at a minimum spacing of one-quarter mile. Private driveways should have a minimum spacing of 500 feet from each other and from intersections. Traffic signals are allowed at one-half mile spacing.

OR 206 through Condon is a state highway of district level of importance. Within the Condon city and UGB limits, Oregon Highway Plan Category 5, "Partial Control" applies. Within urban areas, this classification permits at-grade intersections at a minimum spacing of one-quarter mile. Private driveways should have a minimum spacing of 500 feet from each other and from intersections. Traffic signals are permitted at a minimum of one-half mile spacing.

Special Access Areas

Along OR 19 and OR 206 within the downtown urban core of Condon, where the small scale "Mainstreet" character of development does not allow compliance with the standards outlined in Table 7-2 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 Condon.

The increased development density and closer access spacing of streets and driveways in Condon's "downtown" urban area along Main Street (OR 19/206) precludes meeting the standard access management guidelines outlined in Table 7-2.

OR 19 from Well Street to Trimble Street has developed short blocks with average street spacing at approximately 300 feet. OR 206 from 6th Avenue to Bryan Street has developed similarly short block lengths of approximately 300 feet. To preserve the downtown feel and pedestrian friendly nature of these sections of the highways, reduced access management guidelines should be observed. Typically, minimum street spacing should be 300 feet and minimum driveway spacing should be 150 feet, allowing one driveway per block.

MODAL PLANS

The Condon modal plans have been formulated using information collected and analyzed through a physical inventory, forecasts, goals and objectives, and input from area residents. The plans consider transportation system needs for Condon during the next 20 years assuming the growth projections discussed in Chapter 5. All transportation system needs identified in this section have been assigned a project number in consecutive order, beginning with the projects identified in the street system plan. The timing for individual improvements are presented in the transportation system implementation program that follows. The timing of these projects are 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 within Condon.

Street System Plan

The City of Condon roadway system plan encompasses all of the roadway projects identified to date by Condon, Gilliam County and ODOT that are recommended for implementation over the 20-year planning horizon. The street system plan is shown in Figure 7-3 and represents projects that have been discussed in Chapter 6 (Improvement Options Analysis) as well as recommended changes to Condon's street functional classification system. The primary source of identified roadway projects include was input from the Gilliam County TSP public involvement process

Projects listed represent capital improvements and not planned routine maintenance projects. The projects are listed as high priority (construction expected in the next 0 to 5 years), medium priority (construction expected in the next 5 to 10 years), and low priority (construction expected in the next 10 to 20 years).

Street Functional Classification System

Development of the Condon TSP provides the City with an opportunity to review and revise the currently adopted street functional classification system and the street cross-section design standards. Street functional classification systems relate the design of a roadway to its function. The function is determined by operational characteristics such as traffic volume, operating speed, safety, and capacity.

The current city street functional classification system designates streets within the City UGB as either arterial roadways or collector roadways (see Figure 3-1). All other roadways are considered local roadways. The only currently designated arterials and collectors in Condon are the ones designated by ODOT along the state highway system. Condon has not developed their own functional classification designations.

The functional classification of the roadway is determined by the characteristics of the traffic it is serving (for example local versus through traffic) and the level of direct access provided to properties located along the roadway. At one end of the spectrum, streets classified as arterials primarily serve traffic traveling through the urban area; at the other end, residential cul-de-sac streets serve only traffic accessing properties having frontage on the street. In between the two ends of the spectrum, some streets serve a combination of through traffic as well as direct access to land.

The recommended street classification illustrated in Figure 7-3 designates two roadways, OR 19 and OR 206, as arterials within Condon's city limits. No roadways are classified as collectors under the recommended street system plan. Condon is developed around a distinct grid pattern with numerous north-south and east-west street connections to the arterial street network. The further designation of non-highway streets as arterials or collectors does not really apply within the relatively small size of Condon. Rather, the Gilliam County Transportation Advisory Committee (TAC), including representatives from Condon, agreed that designation of various local streets as "priority local streets" was more appropriate.

Priority local streets generally carry the highest local traffic volumes and provide access to, and interconnection between, the largest community traffic generators including the Condon schools and Gilliam County courthouse. These streets are the ones that Condon would focus available funds toward roadway and pedestrian improvements.

Arterials:

- OR 19 within the city limits
- OR 206 within the city limits

Priority Local Streets:

- Potter Road - Bayard Street to Walnut Street (OR 206)
- Ward Street - Bayard Street to Walnut Street (OR 206)
- East Street - Court Street to Walnut Street (OR 206)
- Main Street - Walnut Street to Old Cottonwood Road
- Bayard Street - Main Street (OR 19) to urban growth boundary (UGB)
- Court Street - Potter Street to Main Street (OR 19)
- Summit Street - Potter Street to East Street
- Gilliam Street – Potter Street to East Street

Each of the designated arterials focuses on serving through traffic with access to development playing a secondary role. OR 19 shares alignment with Washington, Walnut, and Main Streets through Condon and serves as the primary north-south route connecting Condon with other regional destinations in the state. OR 206 shares alignment with Walnut, Main, and Bayard Streets through Condon and serves as the primary east-west route connecting Condon to other county destinations.

The remaining roadways not previously designated as arterials or priority local streets are classified as local streets.

Transportation System Management Project

Only one roadway-related project was evaluated and recommended for implementation within Condon (project no. 1). The project addresses two concerns related to operation of the northern OR 19/206 intersection along Walnut and Main Streets in Condon.

The first concern is with out of town motorists traveling southbound on OR 19. Although OR 19 has the right of way through Condon, some motorists slow or stop to read directional signs guiding them to their destinations. Some local residents who don't expect to see motorists stop on the highway have had near accidents. Option 1 addresses this concern.

The second, but seemingly more minor concern, is with out of town northbound motorists that fail to stop at the intersection. Although the intersection is clearly signed for northbound travelers to stop unless they are making a permitted right-turn, some motorists run the intersection. Option 2 addresses this concern.

Strategy 1- Advance traveler signing

Advance traveler signing would inform out of town motorists how to get to their destinations. A sign could potentially say, "Fossil next left" and "Wasco straight ahead". These directions should give travelers enough advance notice of upcoming traffic movements that they don't need to significantly slow or stop at the intersection to read the existing directional sign located on the northwest corner of the intersection.

The sign should be mounted along westbound Walnut Street and must meet guidelines outlined in ODOT's Sign Policy and Guidelines for the State Highway System (see Chapter 5 for intersection guide signing). The cost to make and install one advance sign would cost approximately $500.

Strategy 2- Flashing hazard beacon

A three-way red flashing beacon would reinforce the need for northbound motorists to stop at the intersection. Motorists on southbound OR 19 would see an amber flashing light, reinforcing the fact that they do not need to stop. Ideally, the pole and mast arm assembly that supports the beacon should be installed on the northwest corner of the intersection to ensure that the beacon is positioned for optimum recognition by northbound and westbound travelers. These are the two travel directions where local residents have noticed problems with out of town motorists driving habits.

This strategy, in addition to advance traveler signing, may provide the most effective intersection control alternative. The cost of the beacon alone is approximately $2,500.

Pedestrian System Plan

A more interconnected pedestrian system should be implemented in the city when feasible. A sidewalk inventory revealed that continuous sidewalks are present primarily in the downtown core of the city along Main Street. Although many other streets have sidewalks, they typically exist on only one side of the street, are generally not interconnected, or are in disrepair. Every paved street should have sidewalks on both sides of the roadway, except in extenuating circumstances, meeting the requirements set forth in the recommended street standards.

Because of the small size of Condon and the limited public resources available for transportation system improvements, sidewalk construction on a large scale does not appear feasible without some form of state or federal grant assistance. Therefore, the city is focused on completing the sidewalk system between key community resources. The first priority is to fully connect the elementary and high schools with sidewalks on both sides of the streets. The second priority is to connect the elementary school and senior center with Main Street. Figure 7-4 illustrates the how the city's recommended sidewalk improvements improve pedestrian connectivity throughout the city and achieve their stated priorities.

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. Pedestrian access on walkways should be provided continuously between businesses, parks, and adjacent neighborhoods. (Ordinances specifying these requirements are included in Chapter 9.)

The primary goal of establishing a pedestrian system is to improve pedestrian safety; however, an effective sidewalk system has several qualitative benefits as well. Providing adequate pedestrian facilities increases the livability of a city. When pedestrians can walk on a sidewalk, separated from vehicular street traffic, it makes the walking experience more enjoyable and may encourage walking, rather than driving, for short trips. Sidewalks enliven a downtown and encourage leisurely strolling and window shopping in commercial areas. This "Main Street" effect improves business for downtown merchants and provides opportunities for friendly interaction among residents. It may also have an appeal to tourists as an inviting place to stop and walk around.

All new sidewalk construction in the city should include curb cuts for wheelchairs at every street corner to comply with the Americans with Disabilities Act (ADA). The addition of crosswalks should also be considered at all major intersections. As street improvements are made to the existing street system, projects involving the construction of new sidewalks may require on-street parking to be implemented in place of parking on grass or gravel shoulders.

In Chapter 6, only one option was recommended relating to pedestrian facility improvements. This option to improve sidewalk connectivity has been included in the pedestrian plan but has been broken into five smaller projects with their own implementation priorities. Table 7-3 presents these projects along with their assigned prioritization and estimated cost. The recommended pedestrian system plan is shown in Figure 7-4.

TABLE 7-3
RECOMMENDED PEDESTRIAN SYSTEM PROJECTS

Description	Priority	Cost
Construct sidewalks between elementary school and high school	High	$165,000
Construct sidewalks between elementary school to Main Street	High	$105,000
Construct sidewalks between senior center and Main Street	Medium	$36,000
Construct sidewalks from city center to park	Medium	$138,000
Repair or reconstruct existing substandard sidewalks	1/3 of total in low, medium, high priority	$480,000
Subtotal High Priority Projects		**$430,000**
Subtotal Medium Priority Projects		**$334,000**
Subtotal Low Priority Projects		**$160,000**
Total		**$924,000**

Note: Unit cost of $30 per lineal foot used to determine project costs. The cost may be substantially lower based on final sidewalk design and whether the City of Condon performs part or all of the construction.

Bicycle System Plan

The City of Condon has identified a need to improve bicycle connectivity throughout the city. To support this goal, it is recommended that Condon coordinate with ODOT to ensure that ODOT paves existing gravel shoulders along OR 206 and OR 19 within the city's UGB in conjunction with planned highway paving projects. Additionally, Condon will benefit from the County's planned multi-use path to be developed along Old Cottonwood Road/Lane from the golf course to the Condon airport. Due to expected benefits to Condon residents from improved bicycle connectivity in the city related to the multi-use path, Condon should cooperate with the County in developing the path.

Shoulder Bikeway Facilities

Much of OR 19 and OR 206 in Condon are bordered with gravel shoulders, which hinder safe and stable bicycle use. Both sides of OR 206 from the western UGB to Main Street and from Washington Street to the eastern UGB have gravel and/or grass shoulders generally six-feet wide or more. The north side of OR 206 from Washington Street to Spring Street also has gravel shoulders. Both sides of OR 19 from the northern UGB to Main Street have six-foot or wider gravel shoulders. The only exception is from East Street to Frazier Street which has paved shoulders.

Shoulders along these sections of state highway should be paved to provide bicyclists with a safer and more stable riding surface, thus improving bicycle safety and encouraging greater bicycle circulation (see Figure 7-5). In accordance with recommendations outlined in the 1995 Oregon Bicycle and Pedestrian Plan, paved shoulders are recommended to be six-feet wide.

ODOT has scheduled pavement resurfacing work along OR 19 and OR 206 through Condon over the next two years. Beginning in July 1999, ODOT will resurface OR 206 from Lonerock Road to Condon. ODOT will continue paving of OR 206 from Condon to the west, in year 2000. ODOT will resurface OR 19 in Condon beginning in year 2000.

It would be most cost effective for ODOT to pave the roadway shoulders at the same time they resurface the existing highway sections. ODOT will need to evaluate existing shoulders prior to construction to determine what additional preparation is needed prior to paving. For the eastern section of OR 206 in Condon, this will need to occur by April 1999. ODOT Region Five should take the lead in coordinating this effort. Funding for the additional cost of shoulder paving may be available through bicycle improvement grants or other preservation sources. With ODOT's plan to resurface OR 19 and OR 206 over the next year, shoulder improvements are recommended as high priority projects to be implemented within the next five years.

Table 7-4 presents the recommended bicycle system plan projects along with their assigned prioritization and estimated cost.

TABLE 7-4
RECOMMENDED BICYCLE SYSTEM PROJECTS

Description	Priority	Cost
Pave OR 206 shoulders within Condon UGB	High	$48,000
Pave OR 19 shoulders within Condon UGB	High	$22,000
Subtotal High Priority Projects		**$70,000**
Subtotal Medium Priority Projects		**$0**
Subtotal Low Priority Projects		**$0**
Total		**$70,000**

Where OR 19 and OR 206 share alignment along Main Street, the roadway is paved curb-to-curb and wide enough to accommodate bicyclists on the road. The 1991 Oregon Bicycle and Pedestrian Plan describes the applicability of shared roadway bikeway facilities along roadways with low speeds (≤ 25 mph) and low daily traffic volumes (≤ 3,000 vpd). As a low volume, low speed, roadway, Main Street is expected to remain able to accommodate the safe and efficient shared mobility of motorists and bicyclists. Average daily traffic volumes are not forecast to reach 3,000 vpd anywhere in Condon over the 20-year planning horizon. Beyond the 20-year planning horizon, Condon would need to consider the development of bike lanes on some roadways.

Recommended Multi-use Path

Gilliam County is planning to develop a multi-use path just north of the Condon city limits within the next 10 years. As currently proposed, the County's multi-use path along Old Cottonwood Road/Lane would accommodate bicycle, pedestrian, and other uses (e.g., roller-blading). Based on preliminary alignment, the path would begin near the golf course located near the west city limits and end at the Condon airport (see Figure 7-5). The path would run along the north side of Old Cottonwood Road/Lane between the golf course and airport, accommodating two-way use, except for the section between OR 19 and the cemetery. This section of the path would border Old Cottonwood Lane, accommodating one-way use on each side of the road. Condon expects that due to its proximity to the County fairgrounds, this section of OR 19 would receive the greatest demand, at least at certain times of year.

As part of any future highway reconstruction, OR 19 and OR 206 would be built with six-foot wide bike lanes according to street standards outlined in Figure 7-2.

Bicycle parking is lacking in Condon. Bike racks should be installed in front of downtown businesses and all public facilities (schools, post office, library, city hall, and parks). Typical rack designs cost about $50 per bike plus installation. An annual budget of approximately $1,500 to $2,000 should be established so that Condon can begin to place racks where needs are identified and to respond to requests for racks at specific locations. Bicycle parking requirements are further addressed in Chapter 9 (Policies and Ordinances).

Transportation Demand Management Plan

Through transportation demand management (TDM), peak travel demands can be reduced or spread over time to more efficiently use the existing transportation system, rather than building new or wider roadways. Techniques which have been successful and could be initiated to help alleviate some traffic congestion include carpooling and vanpooling, alternative work schedules, bicycle and pedestrian facilities, and programs focused on high density employment areas.

In Condon, because traffic volumes are low, capacity of the local street system is not an issue and is not expected to become an issue during the 20-year planning horizon. Therefore, implementing TDM strategies may not practical in most cases. However, the sidewalk improvements recommended earlier in this chapter are also considered TDM strategies. By providing these facilities, the City of Condon is encouraging people to travel by modes other than the automobile.

Because intercity commuting is a factor in Gilliam County, residents who live in Condon and work in other cities should be encouraged to carpool with a fellow coworker or someone who works in the same area. Implementing a local carpool program in Condon alone is not practical because of the city's small size; however, a county-wide carpool program may be possible. The City of Condon should support state and county carpooling and vanpooling programs which could further boost carpooling ridership.

No costs have been estimated for the TDM plan. Grants may be available to set up programs; other aspects of transportation demand management can be encouraged through ordinance and policy.

Public Transportation Plan

As described in Chapter 3, there is no established fixed-route public transportation system anywhere in Condon or Gilliam County. The Mid-Columbia Bus Company operates home-to-school bus service for Condon's school district. Mid-Columbia maintains an office and operates its primary storage facility and maintenance hub in Condon. Since the state requires school bus coverage for elementary students that live more than three-quarters of a mile from school and for high school students that live more than one-mile from school, Mid-Columbia's bus coverage is widespread.

Mid-Columbia also operates charter bus service within the county and much of Oregon to various destinations including Seattle, Washington. Mid-Columbia operates 10 charter buses out of Condon. This service is targeted to adult passengers and serves only Arlington and Condon within the County.

Demand responsive, otherwise referred to as "dial-a-ride," transit is available in Condon. Condon operates one handicapped-access van and a 12 passenger van. This volunteer program is provided as a special transportation service primarily for seniors. Condon has a transit coordinator that works in cooperation with Gilliam County and the Mid-Columbia Council of Governments who manage the provision of the service.

Condon is scheduled to receive one new modified van in 1999 and one new minivan by year 2001. The vans will be purchased with funds allocated within ODOT's final 1998-2001 STIP for the *elderly and persons with disabilities program*.

There are no plans to expand public transportation services within Condon at this time.

Rail Service Plan

There is no active rail service in Condon. Approximately five years ago, Union Pacific Railroad ceased rail operations between Arlington and Condon and along the OR 74 corridor. Both rail lines have been physically removed. Freight operations between Arlington and Condon are now primarily accommodated via truck.

There are no plans to expand rail service to Condon at this time.

Air Service Plan

The City of Condon is served by Condon State Airport's - Pauling Field. Pauling Field is owned by the state and operates one concrete runway measuring 3,500 feet by 60 feet. The airport is equipped with medium intensity runway lighting, supporting nighttime operations. The airport primarily serves private and charter users but is not staffed.

A Master Plan has not been developed for the airport. However, Gilliam County recognizes the importance, existing and future, of maintaining these two airport facilities. According to *Gilliam County's Comprehensive Plan*, the county will follow policies to "...protect these airports from hazards to navigation and to otherwise encourage the development of adjacent lands and facilities in a manner conducive to increased utilization."

The nearest passenger-use airport is located in Pendleton. Eastern Oregon Regional Airport in Pendleton is a tower controlled airport with 40,600 annual operations. Passenger service includes 16 scheduled flights per day by Horizon Airlines, with flights to Portland and Seattle. The Portland International Airport is located about 140 miles to the west of Arlington. Most people probably use this airport for air travel.

There are no plans to expand air service with Condon at this time.

Pipeline Service Plan

There are no pipeline facilities located within Condon. However, two natural gas pipelines maintained by Pacific Gas Transmission traverse the central portion of Gilliam County. Although the County is not currently served by the pipelines, future natural gas service within the county has been discussed. Although a substation location has not been addressed, the pipelines' proximity to an urban center is closest to Condon; located about seven miles north of the city.

Water Transportation Plan

There are no water transportation systems in Condon.

TRANSPORTATION SYSTEM PLAN IMPLEMENTATION PROGRAM

Implementation of the Condon TSP will require both changes to the city comprehensive plan and zoning code and preparation of a 20-year transportation project list. These actions will enable Condon to address both existing and emerging transportation issues throughout the urban area in a timely and cost effective manner.

One part of the implementation program is the formulation of a 20-year transportation project list. The purpose of the list is to detail what transportation system improvements will be needed as Condon grows and provide a process to fund and schedule the identified transportation system improvements. It is expected that the Transportation System Plan project list can be integrated into the existing city and county CIP and the ODOT STIP. This integration is important since the TSP proposes that city, county, and state governmental agencies fund all or some of the transportation improvement projects.

Model policy and ordinance language that conforms with the requirements of the Transportation Planning Rule is included in Chapter 9. The proposed ordinance amendments will require approval by the City Council and those that affect the unincorporated urban area will also require approval by the Board of County Commissioners.

20-Year Transportation Project List

Timing for the 20-year transportation project list is organized into three time periods:

- 1999-2003 (less than 5 years)
- 2004-2008 (5 to 10 years)
- 2009-2018 (10 to 20 years)

These time periods are based on current need, the relationship between transportation service needs, and the expected growth of the city. Table 7-5 summarizes the 20-year transportation project list. It lists the projects by priority and provides cost information. The cost estimates for all the projects listed on the 20-year transportation project list were prepared on the basis of 1998 dollars. These costs include design, construction, and some contingency costs. They are preliminary estimates and generally do not include right-of-way acquisition, water or sewer facilities, or adding or relocating public utilities. The following schedule may be modified to reflect changes in priority or the availability of finances or the actual growth in population and employment.

A total of four projects are included in Condon's 20-year transportation project list with an estimated cost of $1.04 million. Six projects have been identified for construction within the next five years at a total cost of approximately $492,000, four projects totaling $388,000 have been identified for construction between five and ten years, and the final project totaling $160,000 has been identified for construction beyond the 10-year planning horizon. All cost estimates are in 1998 dollars.

Table 7-5 indicates that the City of Condon has total funding responsibility for sidewalk improvement projects. Funding responsibility does not necessarily mean that the city must fund the entire cost. It should be noted that alternative funding sources are available to the city, as discussed in Chapter 8 *Funding Options and Financial Plan*. However, the city has the responsibility of competing for these funds and coordinating funding sources. It is quite possible that the City of Condon will be able to fund significant portions of their sidewalk development projects through state and federal funds.

TABLE 7-5
20-YEAR TRANSPORTATION PROJECT LIST

		Costs ($ x 1,000)		
Timing	**Description**	**City**	**State**	**Total**
1999-2003				
High Priority	Option 1: Add destination guide sign at OR19/206 intersection, and Option 2: Consider installing flashing beacon at same intersection	$0	$0.5-2.5	$0.5-2.5
	Construct sidewalks between elementary and high schools	$165	$0	$165[1]
	Construct sidewalks between elementary school and Main Street	$105	$0	$105[1]
	Replace approximately 1/3 of existing substandard sidewalks	$160	$0	$160[2]
	Pave OR 206 shoulders within Condon UGB	$0	$48	$48
	Pave OR 19 shoulders within Condon UGB	$0	$22	$22
2004-2008				
Medium Priority	Construct sidewalks between senior center and Main Street along Walnut Road (OR 206)	$36	$0	$36[1]
	Construct sidewalks between city center and park	$138	$0	$138[1]
	Replace approximately 1/3 of existing substandard sidewalks	$160	$0	$160[2]
2009-2018				
Low Priority	Replace approximately 1/3 of existing substandard sidewalks	$160	$0	$160[2]
Total High Priority		$430	$60.5-$62.5	$490.5-$492.5

TABLE 7-5
20-YEAR TRANSPORTATION PROJECT LIST

Timing	Description	Costs ($ x 1,000) City	State	Total
Total Medium Priority		$334	$0	$334
Total Low Priority		$160	$0	$160
Total		**$924**	**$60.5-$62.5**	**$984.5-986.5**

1. The City of Condon may qualify for federal and/or state grant money to help pay for sidewalk improvements.
2. The City of Condon will need to prioritize which sidewalks are to be replaced as low, medium, and high priority.
3. The City of Condon may qualify for federal and/or state grant money to help pay for multi-use path development.

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 listing of all recommended transportation improvement projects, estimated costs to implement those improvements, and a review of potential funding mechanisms. Condon's TSP identifies four specific capital improvement projects over the next 20 years. This section of this TSP provides an overview of some funding and financing options that may be available to the City of Condon and Gilliam County to fund these improvements.

Pressures from increasing growth throughout much of Oregon have created an environment of planned improvements that remain unfunded. Condon will need to work with Gilliam County and ODOT to finance the proposed new transportation projects over the 20-year planning horizon. The actual timing of these projects will be determined by the rate of population and employment growth actually experienced by the community. This TSP assumes Condon will grow at an average annual rate of 0.31 percent over the next 20 years. If population growth exceeds this rate, the improvements may need to be accelerated. Slower than expected growth will relax the improvement schedule.

HISTORICAL STREET IMPROVEMENT FUNDING SOURCES

In Oregon, state, county, and city jurisdictions work together to coordinate transportation improvements. Table 8-1 shows the distribution of road revenues for the different levels of government within the state by jurisdiction level. Although these numbers were collected and tallied in 1991, ODOT estimates that these figures accurately represent the current revenue structure for transportation-related needs.

TABLE 8-1
SOURCES OF ROAD REVENUES BY JURISDICTION LEVEL

	Jurisdiction Level			Statewide
Revenue Source	State	County	City	Total
State Road Trust	58%	38%	41%	48%
Local	0%	22%	55%	17%
Federal Road	34%	40%	4%	30%
Other	9%	0%	0%	4%

Source: ODOT 1993 Oregon Road Finance Study.

At the state level, nearly half (48 percent in Fiscal Year 1991) of all road-related revenues are attributable to the State Highway Fund, whose sources of revenue include fuel taxes, weight-mile taxes on trucks, and vehicle registration fees. As shown in the table, the State Road Trust is a considerable source of revenue for all levels of government. Federal sources (generally the Federal Highway Trust account and Federal Forest Revenues) comprise another 30 percent of all road-related revenue. The remaining sources of road-related revenues are generated locally, including property taxes, LIDs, bonds, traffic impact fees, road user taxes, general fund transfers, receipts from other local governments, and other sources.

As a state, Oregon generates 94 percent of its highway revenues from user fees, compared to an average of 78 percent among all states. This fee system, including fuel taxes, weight distance charges, and registration fees, is regarded as equitable because it places the greatest financial burden upon those who create the greatest need for road maintenance and improvements. Unlike many states that have indexed user fees to inflation, Oregon has static road-revenue sources. For example, rather than assessing fuel taxes as a percentage of prices per gallon, Oregon's fuel tax is a fixed amount (currently 24 cents) per gallon.

Transportation Funding in Gilliam County

Historically, sources of road revenues for Gilliam County have included federal forest fees, state highway fund revenues, federal grants, earnings from the investment of the working fund balance, and other sources. Transportation revenues and expenditures for Gilliam County are shown in Table 8-2 and Table 8-3.

TABLE 8-2
GILLIAM COUNTY TRANSPORTATION-RELATED REVENUES

	1995-1996 Actual	1996-1997 Actual	1997-1998 Budget	1998-1999 Budget
Beginning Fund Balance	$406,296	$368,957	$330,000	$310,789
Resources				
Taxes	$294,615	$300,158	$298,640	$313,642
Investment Earnings	$6,463	$9,402	$6,000	$6,000
Charges/Fees/Services	$80,649	$239,774	$5,000	$255,000
Sale of Assets	$24,279		$100	$46,000
Misc. Other Revenue	$86,214	$92,126	$15,100	$10,100
State Motor Vehicle Fund	$135,773	$138,990	$140,000	$140,000
County Allotment	$54,712	$255,240	$20,000	$20,000
Sale of Public Land	$1,592	$5,221	$1,000	$25,000
Federal Disbursements	$2,161	$1,310	$1,200	$1,250
Interfund Transfers	$345,281	$122,803	$205,500	$112,395
	$1,031,738	$1,165,025	$692,540	$929,387

Source: Gilliam County.

As shown in Table 8-2, revenues have declined somewhat, from a high of over $1 million in 1996-1997 to an estimated $700,000 in 1997-1998. Nearly $140,000 of the annual revenue comes from the State Highway Fund. In recent years, Gilliam County has also benefited from resources from the County Allotment Fund, which distributes monies to counties with the lowest resource-per-equivalent road-mile ratios. The County Allotment Program distributes funds to counties on an annual basis; the funds distributed in this program are in addition to the regular disbursement of State Highway Fund resources. The program determines the amount of total revenue available for roads in each county and the number of road miles (but not lane miles) of collectors and arterials under each county's jurisdiction. Using these two benchmarks, a "resource-per-equivalent" ratio is calculated for each county. Resources from the $750,000 program are provided to the county with the lowest resource-per-equivalent road-mile ratio until they are funded to the level of the next-lowest county. The next-lowest county is the provided resources until they are funded to the level of the third-lowest county, and so on, until the fund is exhausted.

TABLE 8-3
GILLIAM COUNTY TRANSPORTATION-RELATED EXPENDITURES

	1995-1996 Actual	1996-1997 Actual	1997-1998 Budget	1998-1999 Budget
Personal Services	$363,895	$340,046	$327,757	$358,717
Materials and Services	$285,024	$181,511	$218,050	$285,050
Capital Outlay	$43,794	$6,311	$13,550	$11,100
Other Requirements	$2,288	$12,283	$60,410	$95,307
Transfers	$293,668	$290,000	$226,795	$263,500
	$988,669	$830,151	$846,562	$1,013,673

Source: Gilliam County.

As shown in Table 8-3, Gilliam County has spent between $6,000 and $44,000 annually in capital improvements. The bulk of expenditures in the road fund are for personal services and materials and services relating to maintenance.

The County also accounts for funds intended for the purchase of road improvement equipment in a Road Equipment Replacement Fund. Its revenues and expenditures are shown in Table 8-4. Its revenues are typically transfers from the general road fund.

TABLE 8-4
GILLIAM COUNTY ROAD EQUIPMENT REPLACEMENT FUND

	1995-1996 Actual	1996-1997 Actual	1997-1998 Budget	1998-1999 Budget
Beginning Fund Balance	$183,727	$100,754	$76,100	$120,000
Resources				
Investment Earnings	$2,989	$1,863	$2,000	$2,000
Transfers	$100,000	$120,000	$120,000	$100,000
	$102,989	$121,863	$122,000	$222,000
Expenditures				
Road Equipment Purchase	$136,514	$97,399	$149,100	$173,000
Road Equipment Leases	$49,449	$46,918	$49,000	$49,000
	185,963	$144,317	$198,100	$222,000

Source: Gilliam County.

Transportation Revenue Outlook in the City of Condon and Gilliam County

ODOT's policy section recommends certain assumptions in the preparation of transportation plans. In its Financial Assumptions document prepared in May 1998, ODOT projected the revenue of the State Highway Fund through year 2020. The estimates are based on not only the political climate, but also the economic structure and conditions, population and demographics, and patterns of land use. The latter is particularly important for state-imposed fees because of the goals in place under Oregon's TPR requiring a ten-percent reduction in per-capita vehicle miles of travel (VMT) in MPO planning areas by year 2015, and a 20-percent reduction by year 2025. This requirement will affect the 20-year revenue forecast from the fuel tax. ODOT recommends the following assumptions:

- Fuel tax will increase 1 cent per gallon per year (beginning in year 2002), with an additional 1 cent per gallon every fourth year;
- Vehicle registration fees would be increased by $10 per year in 2002, and by $15 per year in year 2012;
- Revenues will fall halfway between the revenue-level generated without TPR and the revenue level if TPR goals were fully met; and
- The revenues will be shared among the state, counties, and cities on a "50-30-20 percent" basis rather than the previous "60.05-24.38-15.17 percent" basis;
- Inflation occurs at an average annual rate of 3.6 percent

Figure 8-1 shows the forecast in both current-dollar and inflation-deflated constant (1998) dollars. As highlighted by the constant-dollar data, the highway fund is expected to more slowly than inflation early in the planning horizon until fuel-tax and vehicle-registration fee increases occur in year 2002, then increase somewhat faster than inflation through year 2015, then (again) more slowly than inflation.

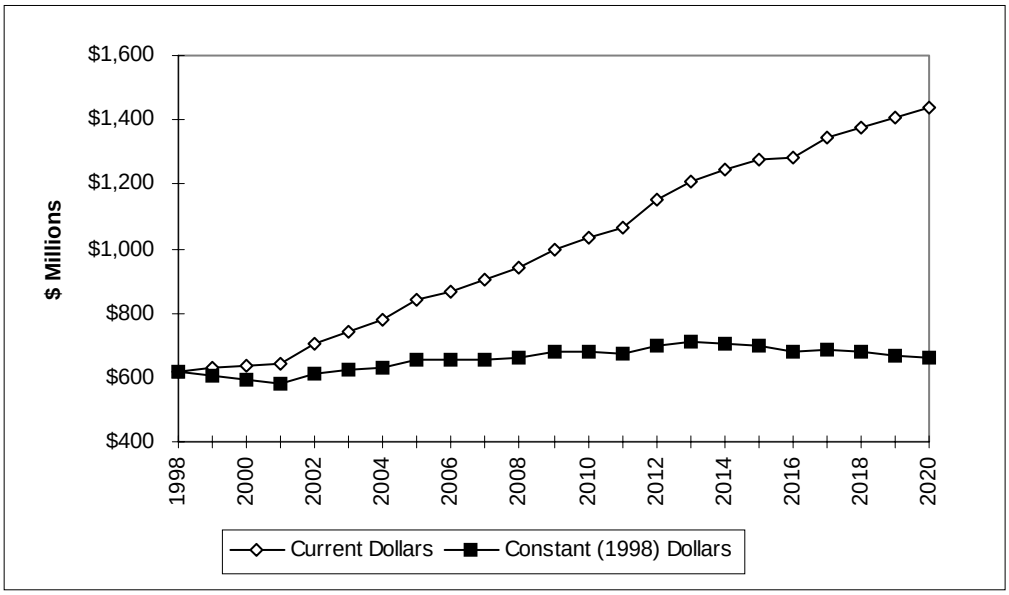

Figure 8-1: State Highway Fund (in Millions of Dollars)
Source: ODOT Financial Assumptions.

As the State Highway Fund is expected to remain a significant source of funding for Condon, the City is highly susceptible to changes in the State Highway Fund. The amount actually received from the State Highway Fund will depend on a number of factors, including the actual revenue generated by state gasoline taxes, vehicle registration fees, and other sources. It will also depend on the population growth in Condon because the distribution of state highway funds is based on an allocation formula which includes population.

REVENUE SOURCES

In order to finance the recommended transportation system improvements requiring expenditure of capital resources, it may be necessary to consider a range of funding sources. Although the property tax has traditionally served as the primary revenue source for local governments, property tax revenue goes into general fund operations, and is typically not available for street improvements or maintenance. Despite this limitation, the use of alternative revenue funding has been a trend throughout Oregon as the full implementation of Measures 5 and 47. The alternative revenue sources described in this section may not all be appropriate in Condon. However, this overview is provided to illustrate the range of options currently available to finance transportation improvements during the next 20 years.

Property Taxes

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 partly due 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 to base taxes upon. This contrasts with income or sales taxes which can fluctuate with economic trends or unforeseen events.

Property taxes can be levied through: 1) tax base levies, 2) serial levies, and 3) bond levies. The most common method uses tax base levies which do not expire and are allowed to increase by six percent per annum. Serial levies are limited by amount and time they can be imposed. Bond levies are for specific projects and are limited by time based on the debt load of the local government or the project.

The historic dependence on property taxes is changing with the passage of Ballot Measure 5 in the early 1990s. Ballot Measure 5 limits 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 valuation. As a group, all non-school taxing authorities are limited to $10 per $1,000 of assessed valuation. All tax base, serial, and special levies are subject to the 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 valuation by the county. If the non-debt tax rate exceeds the constitutional limit of $10 per $1,000 of assessed valuation, 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, an initiative petition, was passed by Oregon voters in November 1996. It is a constitutional amendment that reduces and limits property taxes and limits local revenues and replacement fees. The measure limits 1997-98 property taxes to the lesser of the 1995-96 tax minus 10 percent, or the 1994-95 tax. It limits future annual property tax increases 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.

The state legislature created Measure 50, which retains the tax relief of Measure 47 but clarifies some legal issues. This revised tax measure was approved by voters in May 1997.

The League of Oregon Cities (LOC) estimated that direct revenue losses to local governments, including school districts, will total $467 million in fiscal year 1998, $553 million in 1999, and increase thereafter. The actual revenue losses to local governments will depend on actions of the Oregon Legislature. LOC also estimates that the state will have revenue gains of $23 million in 1998, $27 million in 1999, and increase thereafter because of increased personal and corporate tax receipts due to lower property tax deduction.

Measure 50 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.

System Development Charges

System Development Charges (SDCs) are becoming increasingly popular for funding public works infrastructure needed for new local development. Generally, the purpose of a systems development charge is to allocate portions of the costs associated with capital improvements on the developments which increase demands on transportation, sewer or other infrastructure systems.

Local governments have the legal authority to charge property owners and/or developers fees for improving local public works infrastructure to meet the projected demand resulting from their developments. Charges are most often targeted toward improving community water, sewer, or transportation systems. In order to collect SDCs, cities and counties must have specific infrastructure plans in place that comply with state guidelines.

Typically, an SDC is collected when new building permits are issued. Transportation SDCs are based on trip generation of the proposed 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. SDC revenues would help fund the construction of transportation facilities necessitated by new development.

A key legislative requirement for charging SDCs is the link between the need for the improvements and the developments being charged. As the need for the recommended capital improvements in Condon does not result from new development or capacity constraints, SDCs could not be used to fund them.

State Highway Fund

Gas tax revenues received from the State of Oregon are used by all counties and cities to fund street and road construction and maintenance. In Oregon, the state collects gas taxes, vehicle registration fees, overweight/overheight fines and weight/mile taxes and returns a portion of the revenues to cities and counties through an allocation formula. The revenue share to cities is divided among all incorporated cities based on population. Like other Oregon cities, the City of Condon uses its State Gas Tax allocation to fund street construction and maintenance.

Local Gas Taxes

The Oregon Constitution permits counties and incorporated cities to levy additional 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. At present, only a few local governments (including the cities of Woodburn and The Dalles and Multnomah and Washington Counties) levy a local gas tax. The City of Condon may consider raising its local gas tax as a way to generate additional street improvement funds. However, with relatively few jurisdictions exercising this tax, an increase in the cost differential between gas purchased in Condon and gas purchased in neighboring communities may encourage drivers to seek less expensive fuel elsewhere. Any action will need to be supported by careful analysis to minimize the unintended consequences of such an action.

Vehicle Registration Fees

The Oregon Vehicle Registration Fee is allocated to the state, counties and cities for road funding. Oregon counties are granted authority to impose a vehicle registration fee covering the entire county. The Oregon Revised Statutes would allow Gilliam 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 Gilliam 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.

Local Improvement Districts

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 cost 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 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.

Grants and Loans

There are a variety of grant and loan programs available, most with specific requirements related to economic development or specific transportation issues, rather than for the general construction of new streets. Many programs require a match from the local jurisdiction as a condition of approval. Because grant and loan programs are subject to change as well as statewide competition, they should not be considered a secure long-term funding source for Condon. Most of the programs available for transportation projects are funded and administered through ODOT and/or the Oregon Economic Development Department (OEDD). Some programs which may be appropriate for the Condon are described below. Appendix E provides a list of current 1998 program representatives for each of the grant and loan programs along with their phone numbers.

Bike-Pedestrian Grants

By law (ORS 366.514), all road, street or highway construction or reconstruction projects must include facilities for pedestrians and bicyclists, with some exceptions. 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. An 80 percent state/20 percent local match ratio is required. Eligible projects include curb extensions, pedestrian crossings and intersection improvements, widening shoulders and restriping existing roads 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 which cost more than $100,000, require ROW acquisition, or generate environmental impacts should be submitted to ODOT for inclusion in the STIP.

Enhancement Program

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 solicitation for applications was mailed to cities and counties the last week of October, 1998. Local jurisdictions have until January, 1999 to complete and file their applications for funding available during the 2000-2003 fiscal years which begin October, 1999.

Highway Bridge Rehabilitation or Replacement Program

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 their sufficiency rating, cost factor, and load capacity. They are ranked against other projects statewide, and require state and local matches of 10 percent each. The HBRR includes the Local Bridge Inspection Program and the Bridge Load Rating Program.

Transportation Safety Grant Program

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

Special Transportation Fund

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 of funds is approximately $5 million. Three-quarters of these funds are distributed to mass transit districts, transportation districts, and, where no such districts exist, to counties, on a per-capita formula. The remaining funds are distributed on a discretionary basis.

Special Small City Allotment Program

The Special Small City Allotment Program (SCA) is restricted to cities with populations under 5,000 residents. Unlike some other grant programs, no locally funded match is required for participation. Grant amounts are limited to $25,000 and must be earmarked for surface projects (drainage, curbs, sidewalks, etc.). However, the program does allow jurisdictions to use the grants to leverage local funds on non-surface projects if the grant is used specifically to repair the affected area. Criteria for the $1 million in total annual grant funds include traffic volume, the five-year rate of population growth, surface wear of the road, and the time passed since the last SCA grant allocation to a particular jurisdiction.

Immediate Opportunity Grant Program

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 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 maximum amount of any grant under the program is $500,000. 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.

Oregon Special Public Works Fund

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 and results in permanent job creation or job retention. To be awarded funds, each 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. 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.

Oregon Transportation Infrastructure Bank

The Oregon Transportation Infrastructure Bank (OTIB) program is a revolving loan fund administered by ODOT to provide loans to local jurisdictions, including cities, counties, special districts, transit districts, tribal governments, ports, and state agencies. Eligible projects include construction of federal-aid highways, bridges, roads, streets, bikeways, pedestrian accesses, and right-of-way costs. Capital outlays such as buses, light-rail cars and lines, maintenance yards, and passenger facilities are also eligible.

ODOT Funding Options

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 three-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 TEA-21 planning requirements for a staged, multi-year, statewide, intermodal program of transportation projects. Specific transportation projects are prioritized based on a review of the TEA-21 planning requirements and the different state plans. ODOT consults with local jurisdictions before highway related projects are added to the STIP.

The highway-related projects identified in Condon's 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 Condon, Gilliam 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 carrying out 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 Condon's TSP is the use of state and federal transportation dollars for off-system improvements. Until the passage and implementation of ISTEA, state and federal funds were limited to transportation improvements within highway corridors. ODOT now has the authority and ability to fund transportation projects that are located outside the boundaries of the highway corridors. The criteria for determining what 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.

FINANCING TOOLS

In addition to funding options, the recommended improvements listed in this plan may benefit from a variety of financing options. Although often used interchangeably, the words financing and funding are not the same. Funding is the actual generation of revenue by which a jurisdiction pays for improvements. Some examples of funding include the sources discussed above: property taxes, SDCs, fuel taxes, vehicle registration fees, LIDs, and various grant programs. In contrast, financing refers to the collecting of funds through debt obligations.

There are a number of debt financing options available to the City of Condon. The use of debt to finance capital improvements must be balanced with the ability to make future debt service payments and to deal with the impact on its overall debt capacity and underlying credit rating. Again, debt financing should be viewed not as a source of funding, but as a time shifting of funds. The use of debt to finance these transportation-system improvements is appropriate since the benefits from the transportation improvements will extend over a period of years. If such improvements were to be tax financed immediately, a large short-term increase in the tax rate would be required. By utilizing debt financing, local governments spread the burden of the costs of these improvements to more of the people who are likely to benefit from the improvements and lower immediate payments.

General Obligation Bonds

General obligation (GO) bonds are voter-approved bond issues which represent the least expensive borrowing mechanism available to municipalities. 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. General obligation debts are typically used to make public improvement projects that will benefit the entire community.

State statutes require that the general obligation indebtedness of a city not exceed three percent of the real market value of all taxable property in the city. Since general obligation 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 each new bond must be voter approved, Measure 47 and 50 provisions are not applicable to outstanding bonds, unissued voter-approved bonds, or refunding bonds.

Limited Tax Bonds

Limited tax general obligation bonds (LTGOs) are similar to general obligation 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, LTGOs do not require voter approval. However, since the LTGOs are not secured by the full taxing power of the issuer, the limited tax bond represents a higher borrowing cost than general obligation 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 LTGOs are not voter approved, they are subject to the limitations of Ballot Measures 5, 47, and 50.

Bancroft Bonds

Under Oregon Statute, municipalities are allowed to issue Bancroft bonds which pledge the city's full faith and credit to assessment bonds. The bonds become general obligations of the city but are paid with

assessments. Historically, these bonds provided cities with the ability to pledge their 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 that were required to compress their tax rates.

FUNDING REQUIREMENTS

Condon's TSP identifies capital improvements recommended during the next 20 years to address safety and access problems and to expand the transportation system to support a growing population and economy. This TSP identifies 11 projects, classified into three implementation phases:

- High Priority: between 1999 to 2003;
- Medium Priority: between 2004 and 2008; and
- Low Priority: after 2008.

Estimated costs by the projects by implementation phase were presented previously in Chapter 7 in Table 7-5. The overall estimated project cost associated with Condon's 20-year transportation project list is $1.04 million.

The City of Condon has total funding responsibility for sidewalk improvement projects. Funding responsibility does not necessarily mean that the city must fund the entire cost. It should be noted that alternative funding sources are available to the city, as discussed in Chapter 8 *Funding Options and Financial Plan*. However, the city has the responsibility of competing for these funds and coordinating funding sources. It is quite possible that the City of Condon will be able to fund significant portions of their sidewalk development projects through state and federal funds.

Six of the projects have been classified as high-priority projects. This classification is attached to the projects that the city would like to see completed within five years of completion of this plan. An additional four projects are classified as medium-priority, scheduled for implementation between years 2004 and 2008. The final project is identified as a low priority project to be completed between the 10 and 20-year marks. The majority of projects involve sidewalk construction or shoulder paving in support of enhanced pedestrian and bicycle circulation. These projects may qualify for federal and/or state grant money as described earlier in this chapter. The City of Condon will need to continue to work with Gilliam County and ODOT in order to fully implement this TSP.

APPENDIX A

TECHNICAL MEMORANDUM #1

EXISTING POLICIES AND PLANS FOR THE CITY OF CONDON

The purpose of this memorandum is to review existing plans and policies within the City of Condon and Gilliam County. The plans and policies reviewed include the Condon City Code, The City of Condon Comprehensive Plan, The Gilliam County Comprehensive Plan, and the Gilliam County Zoning and Land Development Ordinance. Below are the summaries of those plans.

CONDON CITY CODE

Title 5: Zoning Regulations

Condon's Zoning Ordinance lists general zoning provisions and identifies three primary use districts: the Residential, Business, and Industrial Districts. In addition to the base zones, there are two overlay zones: Flood Hazard and Historic Resources.

Chapter 1-11, Authorization for Conditional Uses and their Standards, lists conditions that may be imposed in addition to existing standards including increasing street width, controlling the location and number of vehicle access points, increasing the number of off-street parking spaces.

Title 6: Subdivision Regulations

Title 6 provides development standards for land divisions of four or more lots. Title 6 includes street classification definitions and describes the public transportation facilities to be provided by developers.

Chapter 1, Definitions, establishes different street classifications as follows:

(B) Arterial: A street of considerable continuity which is primarily a traffic artery for intercommunication among large areas.

(C) Collector: A street supplementary to the arterial street system and a means of intercommunication between this system and smaller areas; used to some extent for through traffic and to some extent for access to abutting properties.

(F) Marginal Access Street: A minor street parallel and adjacent to a major arterial street providing access to abutting properties, but protected from through traffic.

(G) Minor Street: A street intended primarily for access to abutting properties.

Chapter 4 establishes street standards for different street classifications. Such standards include street and right-of-way widths, grades and curves, and intersection angles.

Chapter 4-3, Blocks, describes easements which may be required: "When desirable for public convenience, a pedestrian or bicycle way may be required to connect to a cul-de-sac or to pass through an unusually long or oddly shaped block or otherwise provide appropriate circulation."

Chapter 5-3 specifies improvements that shall be installed at the expense of the subdivider at the time of the subdivision:

(A) Streets: Public streets, including alleys, within the subdivision and public streets adjacent but only partially within the subdivision shall be improved.

(B) Sidewalks: Sidewalks shall be installed on both sides of a public street and in any special pedestrian way within the subdivision... (Exceptions may be approved along primary or secondary arterials where pedestrian routes are available, or in low-density residential areas with no evidence of special pedestrian activity along streets involved.)

(F) Bicycle Routes: If appropriate to the extension of a system of bicycle routes, existing or planned, the Planning Commission may require the installation of separate bicycle lanes within streets and separate bicycle paths.

CITY OF CONDON COMPREHENSIVE PLAN

The City of Condon Comprehensive Plan was revised in September of 1987. The Comprehensive Plan provides guidance for the planning policies within the City of Condon.

Part 6 - Transportation

According to the City of Condon, there is no need at this time for mass transit. There is a need to preserve the railroad, which is vital to the economic base for the City. The City recognizes the importance of the highway for freight mobility and local commuting traffic. The City recognizes the importance of new and additional industrial facilities that will utilize the highway and rail facilities and support the economic base of the City.

There are two Policies for Transportation:

1. The City will work with the Board of Aeronautics in preserving the Condon Airport. There is a need for a helicopter landing field for emergency services because of weather and road conditions are not always adequate.

2. The railroad must be preserved because it is "vital" for the City's economy. The City shall support and investigate all alternatives that may provide the basis for retention of this transportation facility.

APPENDIX B

MAJOR STREET INVENTORY

APPENDIX C

TECHNICAL MEMORANDUM #2

POPULATION AND EMPLOYMENT FORECASTS FOR GILLIAM COUNTY

The purpose of this memorandum is to present population and employment forecasts for Gilliam County and the incorporated cities of Arlington, Condon, and Lonerock. This memorandum briefly discusses historical population growth trends, the methodology used to develop the future forecasts, and the future population and employment trends estimated through the year 2020.

Methodology and Data Sources

Population estimates and projections were developed from historical data as reported by the Census Bureau. Portland State University's Center for Population Research and Census (PSU CPRC) develops annual population estimates for cities and counties for the purpose of allocating certain state tax revenues to cities and counties. In January of 1997, the State of Oregon Office of Economic Analysis (OEA) developed long-term (through year 2040) state population forecasts, disaggregated by county, for state planning purposes. OEA also developed county-level employment forecasts based on covered employment payrolls as reported by the Oregon Employment Department.

The Office of Economic Analysis used business-cycle trends (as reflected by the Employment Department's employment forecasts) as the primary driver of population and employment for the short term. For the long term, the forecasts shift to a population-driven model, which emphasizes demographics of the resident population, including age and gender of the population, with assumptions regarding life expectancy, fertility rate, and immigration.

David Evans and Associates, Inc. (DEA) used a methodology based on OEA's county-distribution methodology in developing population and employment forecasts for each of the cities in Gilliam County. DEA calculated a weighted average growth rate for each jurisdiction (weighting recent growth more heavily than past growth) and combined this average growth rate with the projected county-wide growth rate. This methodology assumes convergence of growth rates because of the physical constraints of any area to sustain growth rates beyond the state or county average for long periods of time. These constraints include availability of land and housing, congestion, and other infrastructure limitations. The forecasts were then modified to reflect more recent official estimates and local knowledge.

These population and employment forecasts were developed to determine future transportation needs. The amount of growth, and where it occurs, will affect traffic and transportation facilities in the study area. This report is not intended to provide a complete economic forecast or housing analysis, and it should not be used for any purpose other than that for which it is designed.

Historical Growth

Interestingly, population levels in most of Eastern Oregon are close to, or actually lower than, those experienced earlier in the century. Counties included in this phenomenon include Baker, Harney, Union, Wallowa, Grant and Gilliam counties. The population of Gilliam County actually declined during the 1960s, 1970s and 1980s, reflecting the general slowdown in the state's economy during the 1960s and 1980s. Estimated at 1,950 in 1997,

the population of Gilliam County has grown an average of nearly 2 percent annually since 1990, recovering from the declining trend of earlier decades. Table C-1 shows historical and current estimated population levels for Gilliam County, Arlington, Condon, and Lonerock, as well as the State of Oregon.

Table C-1
Population Growth, 1960 to 1997

						1970 to 1997 Change	
	1960	1970	1980	1990	1997	Number	Annual Average*
Gilliam County	3,069	2,342	2,057	1,717	1,950	(392)	-0.68%
Arlington	643	375	521	425	500	125	1.07%
Condon	1,149	973	783	635	800	(173)	-0.72%
Lonerock	31	12	26	11	25	13	2.76%
State of Oregon	1,768,687	2,091,533	2,633,156	2,842,321	3,217,000	1,125,467	1.61%

** Compound Average Annual Rate of Growth*
Source: Portland State University Center for Population Research and Census.

Like the county, the incorporated cities of Arlington, Condon and Lonerock have all grown in population, according to the most recent official estimates. This recent growth has helped these communities recover some of the net population loss they experienced between 1960 and 1990.

Population and Employment Forecasts

Gilliam County is expected to experience small population gains for the next 20 years. Like much of Eastern Oregon, the economy of Gilliam County remains largely seasonal, with over one-third of all employment agriculture-based. Therefore, the population increases are difficult to predict, and are not likely to be as stable as the forecasts appear to imply. Population and employment as forecast by the State of Oregon Office of Economic Analysis are shown in C-2.

Table C-2
Population and Employment Forecast, 1997 to Year 2020
Gilliam County and State of Oregon

							1997 to 2020 Change	
	1997	2000	2005	2010	2015	2020	Number	Annual Average
Gilliam County								
Population	1,950	1,992	2,032	2,071	2,116	2,161	211	0.45%
Non-Agr. Empl.	760	852	881	899	905	910	150	0.79%
State of Oregon								
Population	3,217,000	3,406,000	3,631,000	3,857,000	4,091,000	4,326,000	1,109,000	1.30%
Non-Agr. Empl.	1,524,900	1,601,718	1,718,659	1,814,276	1,882,653	1,947,702	422,802	1.07%

Source: Portland State University Center for Population Research and Census (1997 population estimates); State of Oregon Employment Department (1997 employment estimates); and State Of Oregon Office of Economic Analysis (forecasts).

As shown in Table C-2, the State Office of Economic Analysis expects the population and employment in Gilliam County to grow, with population growing at the average rate of 0.45 percent over the 20-year planning horizon and non-agriculture based employment growing at an average rate of 0.79 percent. Based on the OEA projections,

population forecasts for the jurisdictions of Arlington, Condon, and Lonerock are shown in five-year increments in Table C-3.

Table C-3
Population Forecast, 1997 to Year 2020
Gilliam County and Cities of Arlington, Condon, and Lonerock

							1997 to 2020 Change	
	1997	2000	2005	2010	2015	2020	Number	Annual Average
Gilliam County	1,950	1,989	2,029	2,069	2,112	2,158	208	0.44%
Arlington	500	520	550	580	600	620	120	0.94%
Condon	800	820	830	840	850	860	60	0.31%
Lonerock	25	30	30	30	30	30	5	0.80%

Source: Portland State University Center for Population Research and Census (1997 population estimates); and State Of Oregon Office of Economic Analysis (county forecasts); and David Evans and Associates, Inc. (disaggregation of county forecast to cities).

Based on this analysis, Arlington is expected to continue growing faster than the county overall, reaching a population of approximately 620 by year 2020. This growth represents a net increase of nearly one-quarter over the 1997 population level. The populations of Condon and Lonerock are also expected to grow over the 20-year planning horizon.

APPENDIX D

POTENTIAL DEVELOPMENT IMPACT ANALYSIS

APPENDIX E
GRANT AND LOAN CONTACTS-1998

Program	Agency	Contact Person	Phone Number
Bike-Pedestrian Grants	ODOT	Michael Ronkin	(503) 986-3555
TEA-21 Enhancement program	ODOT	Pat Rogers	(503) 986-3528
Highway Bridge Rehabilitation or Replacement Program (HBRR)	ODOT	Mark Hirotia	(503) 986-3344
Transportation Safety Grant Program	ODOT	Troy Costales	(503) 986-4192
Special Transportation Fund	ODOT	Gary Whitney	(503) 986-3885
Special Small city Allottment Program	ODOT	Michael Augden	(503) 986-3893
Immediate Opportunity Grant Program	ODOT	Mark Ford	(503) 986-3463
Oregon Special Public Works Fund	ODOT	Betty Pongracz	(503) 986-0136
Oregon Transportation Infrastructure Bank	ODOT	John Fink	(503) 986-3922

City of Condon

Recommended Transportation Policies and Ordinances

June 1999

Prepared by

DAVID EVANS AND ASSOCIATES, INC.

City of Condon
Transportation System Plan:
Recommended Implementing Policies and Ordinances

June 1999

Prepared for

Gilliam County, Oregon and Oregon Department of Transportation

Prepared by

David Evans and Associates, Inc.
2828 SW Corbett Avenue
Portland, Oregon 97201

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IMPLEMENTING POLICIES AND ORDINANCES

The Oregon Transportation Planning Rule requires that Transportation System Plans (TSPs) include policies and regulations to implement the TSP. The *City of Condon's Comprehensive Plan* and the *City Code of Condon*, which includes Title 5, Zoning Regulations and Title 6, Subdivision Regulations, will need updating to meet the requirements of the Transportation Planning Rule and this TSP. Both documents were reviewed to determine where the language or standards should be amended to implement the policies and standards contained in the TSP. The recommended changes to each document are outlined below in italicized text and preceded by a brief paragraph discussing the intent of the language. Information in square brackets indicates existing section titles or headings where the recommended language should be inserted or amended.

ELEMENTS REQUIRED BY THE TRANSPORTATION PLANNING RULE

The applicable portion of the Transportation Planning Rule is found in Section 660-12-045, *Implementation of the Transportation System Plan*. In summary, the Transportation Planning Rule requires that local governments revise their land use regulations to implement the TSP in the following manner:

- Amend land use regulations to reflect and implement the Transportation System Plan.
- Clearly identify which transportation facilities, services, and improvements are allowed outright, and which will be conditionally permitted or permitted through other procedures.
- Adopt land use or subdivision ordinance measures, consistent with applicable federal and state requirements, to protect transportation facilities, corridors and sites for their identified functions, to include the following topics:
  - access management and control;
  - protection of public use airports;
  - coordinated review of land use decisions potentially affecting transportation facilities;
  - conditions to minimize development impacts to transportation facilities;
  - regulations to provide notice to public agencies providing transportation facilities and services of land use applications that potentially affect transportation facilities;
  - regulations assuring that amendments to land use applications, densities, and design standards are consistent with the Transportation System Plan.
- Adopt land use or subdivision regulations for urban areas and rural communities to provide safe and convenient pedestrian and bicycle circulation, and to ensure that new development provides on-site roads and accessways that provide reasonably direct routes for pedestrian and bicycle travel.
- Establish road standards that minimize pavement width and total right-of-way.

These elements are discussed in the following sections, where they are grouped according to topic and appropriate policy and ordinance.

APPROVAL PROCESSES FOR TRANSPORTATION FACILITIES

Section 660-12-045(1) of the Transportation Planning Rule describes how cities and counties should amend their land use regulations to clarify the approval process for transportation-related projects.

Recommended Policies for Approval Process

The following policies are recommended to be added to Part 6, Transportation, of the *City of Condon Comprehensive Plan*. The first policy should be inserted as the first policy of Part 6 and the existing policies re-numbered accordingly.

The Transportation System Plan is an element of the City of Condon Comprehensive Plan. It identifies the general location of transportation improvements. Changes in the specific alignment of proposed public road and highway projects that shall be permitted without plan amendment if the new alignment falls within a transportation corridor identified in the Transportation System Plan.

The following transportation policies could be added after the existing policies:

4. *Operation, maintenance, repair, and preservation of existing transportation facilities shall be allowed without land use review, except where specifically regulated.*
5. *Dedication of right-of-way, authorization of construction and the construction of facilities and improvements, for improvements designated in the Transportation System Plan, the classification of the roadway, and approved road standards shall be allowed without land use review.*
6. *For State projects that require an Environmental Impact Study (EIS) or Environmental Assessment (EA), the draft EIS or EA shall serve as the documentation for local land use review, if local review is required.*

Recommended Ordinances for Approval Process

Projects that are specifically identified in the Transportation System Plan and for which the City of Condon has made all the required land use and goal compliance findings should be permitted outright, subject only to the standards established by the Plan. For improvements which are included in the Transportation System Plan but for which no site-specific decisions have been made, it is recommended that The City of Condon review these projects as regulated land use actions, using a conditional use process. The following provisions should be adopted as part of the City of Condon's Zoning Regulations (Title 5). The following language should be added to the list of permitted uses for each base zone (Residential, Business, and Industrial Districts), which corresponds to Sections 5-3-1(A), 5-4-1(A), and 5-5-1(A).

[5-3-1, 5-4-1, AND 5-5-1: PERMITTED USES]

[A) Uses Permitted Outright]

___ Transportation Improvements

a) Normal operation, maintenance, repair, and preservation activities of existing transportation facilities.

b) Installation of culverts, pathways, medians, fencing, guardrails, lighting, and similar types of improvements within the existing right-of-way.

c) Projects specifically identified in the Transportation System Plan as not requiring further land use regulation.

d) Landscaping as part of a transportation facility.

e) Emergency measures necessary for the safety and protection of property

f) Acquisition of right-of-way for public roads, highways, and other transportation improvements designated in the Transportation System Plan except for those that are located in exclusive farm use or forest zones.

g) Construction of a street or road as part of an approved subdivision or land partition approved consistent with the applicable land division ordinance.

The following language should be added to the list of conditionally permitted uses for each base zone (Residential, Business, and Industrial Districts), which corresponds to Sections 5-3-1(B), 5-4-1(B), and 5-5-1(B).

[B) Uses Permitted Conditionally]

___ Transportation Improvements

a) Construction, reconstruction, or widening of highways, roads, bridges or other transportation projects that are: (1) not improvements designated in the 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.

b) Construction of rest areas, weigh stations, temporary storage, and processing sites.

The following language should be added to Section 5-1-11, Authorization for Conditional Uses and their Standards:

[5-1-11: AUTHORIZATION FOR CONDITIONAL USES AND THEIR STANDARDS]

[B) Standards for Specific Conditional Uses]

15. Construction, reconstruction, or widening of highways, roads, bridges or other transportation projects that are: (1) not improvements designated in the 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.

a) The above listed transportation projects shall comply with the 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:

1) The project is designed to be compatible with existing land use and social patterns, including noise generation, safety, and zoning.

2) The project is designed to minimize avoidable environmental impacts to identified wetlands, wildlife habitat, air and water quality, cultural resources, and scenic qualities.

3) The project preserves or improves the safety and function of the facility through access management, traffic calming, or other design features.

4) Project includes provision for bicycle and pedestrian circulation as consistent with the comprehensive plan and other requirements of this ordinance.

b) If review under this Section indicates that the use or activity is inconsistent with the Transportation System Plan, the procedure for a plan amendment shall be undertaken prior to or in conjunction with the conditional permit review.

c) 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.

Recommended Process for Applying Conditions to Development Proposals

Section 660-12-045(2)(e) of the Transportation Planning Rule requires that jurisdictions develop a process that allows them to apply conditions to development proposals in order to minimize impacts on transportation facilities. The Site Plan review process is a useful tool for a small jurisdiction. Section 5-1-16, A of the Condon Code specifies that land use applications must be accompanied by a site plan and specifications. The City currently requires a consideration of traffic impacts for certain conditional uses. The City may wish to strengthen Section 5-1-16 to require all land use applications to provide data on the potential traffic impacts of all projects through a traffic impact study or, at the minimum, an estimation of the number of trips expected to be generated. Recommended language to be included under site plan criteria is as follows:

- *The proposed use shall not impose an undue burden on the public transportation system. For developments that are likely to generate more than 400 average daily motor vehicle trips (ADTs), the applicant shall provide adequate information, such as a traffic impact study or traffic counts, to demonstrate the level of impact to the surrounding road system. The developer shall be required to mitigate impacts attributable to the project.*

- *The determination of impact or effect and the scope of the impact study should be coordinated with the provider of the affected transportation facility.*

If The City of Condon decides to implement a more extensive site plan review process, conditions such as the following may be included, for application in the event that a proposed project is demonstrated to potentially have an adverse effect on the transportation system.

- *Dedication of land for roads, transit facilities, sidewalks, bikeways, paths, or accessways shall be required where the existing transportation system will be impacted by or is inadequate to handle the additional burden caused by the proposed use.*

- *Improvements such as paving, curbing, installation or contribution to traffic signals, construction of sidewalks, bikeways, accessways, paths, or roads that serve the proposed use where the existing transportation system may be burdened by the proposed use.*

Recommended Regulations to Assure that Amendments are Consistent with the Transportation System Plan

Section 660-12-045(2)(g) of the Transportation Planning Rule requires that jurisdictions develop regulations to assure that all development proposals, plan amendments, or zone changes conform with the Transportation System Plan. This requirement can be addressed by adding the following policy to Part 6, Transportation, of the *City of Condon's Comprehensive Plan*:

7. All development proposals, plan amendments, or zone changes shall conform with the adopted Transportation System Plan.

Zone changes and plan amendments are addressed in Section 5-1-10, Amendments of the *City Code*. The following language, added to Section 5-1-10, will protect transportation systems and comply with the Transportation System Plan.

A) The applicant must show that the proposed amendment conforms with the Comprehensive Plan.

B) A plan or land use regulation amendment significantly affects a transportation facility if it:

1. *Changes the functional classification of an existing or planned transportation facility;*
2. *Changes standards implementing a functional classification system;*
3. *Allows types or levels of land use that would result in levels of travel or access what are inconsistent with the functional classification of a transportation facility; or*
4. *Would reduce the level of service of the facility below the minimum acceptable level identified in the Transportation System Plan.*

C) Amendments to the Comprehensive Plan and land use regulations which significantly affect a transportation facility shall assure that allowed land uses are consistent with the function, capacity, and level of service of the facility identified in the Transportation System Plan. This shall be accomplished by one of the following:

1. *Limiting allowed land uses to be consistent with the planned function of the transportation facility;*
2. *Amending the Transportation System Plan to ensure that existing, improved, or new transportation facilities are adequate to support the proposed land uses consistent with the requirement of the Transportation Planning Rule; or,*
3. *Altering land use designations, densities, or design requirements to reduce demand for automobile travel and meet travel needs through other modes.*

PROCESS FOR COORDINATED REVIEW OF LAND USE DECISIONS

A lack of coordination between state and local decision processes can result in costly delays and changes in public road and highway projects, as well as some maintenance and operation activities. Section 660-12-045(2)(d) of the Transportation Planning Rule requires that jurisdictions develop a process for the coordinated review of land use decisions affecting transportation facilities. The following recommended policies and regulations will establish coordinated review.

Recommended Policies for Coordinated Review

Part 1 of the *City of Condon's Comprehensive Plan*, "Organization for Planning," defines notice requirements for land use applications. The following policies should be added to Part 1 to ensure coordination with the Oregon Department of Transportation regarding land use decisions.

14. *The City of Condon shall provide notice to ODOT of land use applications and development permits for properties that have frontage or access onto a state highway.*
15. *The City of Condon shall consider the findings of ODOT's draft Environmental Impact Statements and Environmental Assessments as integral parts of the land use decision-making procedures. Other actions required, such as a goal exception or plan amendment, will be combined with review of the draft EA or EIS and land use approval process.*

[The following policy should be added to Part 6, Transportation, of the *Comprehensive Plan*.]

8. *The City of Condon shall 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 and The City of Condon Comprehensive Plan.*

Recommended Regulations to Provide Notice to Public Agencies

The City of Condon addresses notices for land use applications in Chapter 1 of the Zoning Regulations. An additional section should be added to Chapter 1 to provide for timely notice to ODOT regarding any land use action on or adjacent to a State facility.

5-1-18 NOTICE TO AFFECTED AGENCIES

A) The City of Condon will provide timely notice to ODOT regarding any land use action on or adjacent to a State transportation facility. Information that should be conveyed to reviewers includes:

1. *Project location.*
2. *Proposed land use action.*
3. *Location of project access point(s).*

Additional information which may be supplied to ODOT upon request includes:

1. *Distances to neighboring constructed access points, median openings, traffic signals, intersections, and other transportation features on both sides of the property;*
2. *Number and direction of lanes to be constructed on the driveway, plus striping plans;*
3. *All planned transportation features (lanes, signals, bikeways, walkways, crosswalks, etc.);*
4. *Trip generation data or appropriate traffic studies;*
5. *Parking and internal circulation plans for vehicles and pedestrians;*
6. *Plat map showing property lines, right-of-way, and ownership of abutting properties; and*
7. *A detailed description of any requested variance.*

PROTECTING EXISTING AND FUTURE OPERATION OF FACILITIES

Section 60-12-045(2) of the Transportation Planning Rule requires that local governments adopt land use regulations to protect future operation of transportation corridors. Such regulations shall include access control measures as well as standards to protect the future operation of roads, transitways, major transit corridors, and public use airports. For example, the proposed function of a future roadway should be protected from incompatible land uses.

Chapter 6, Transportation, of the *City of Condon's Comprehensive Plan* includes a policy that the City work with the Board of Aeronautics in preserving the Condon Airport. Additional protection of existing and planned transportation systems can be provided by ongoing coordination with other relevant agencies, adhering to the road standards, and to the access management policies and ordinances suggested below.

Recommended Policies for Protection of Transportation Facilities

The following policies are recommended to be adopted in Part 6, Transportation, of the *City of Condon's Comprehensive Plan*:

9. *The City of Condon shall protect the function of existing and planned roadways as identified in the Transportation System Plan.*
10. *The City of Condon shall include a consideration of a proposal's impact on existing or planned transportation facilities in all land use decisions.*

11. *The City of Condon shall protect the function of existing or planned roadways or roadway corridors through the application of appropriate land use regulations.*
12. *The City of Condon shall consider the potential to establish or maintain accessways, paths, or trails prior to the vacation of any public easement or right-of-way.*
13. *The City of Condon shall preserve right-of-way for planned transportation facilities through exactions, voluntary dedication, or setbacks.*
14. *The function of airports shall be protected through the application of appropriate land use designations to assure future land uses are compatible with continued operation of the airport.*

The City should consider revising or deleting Part 3, Policy 6 of the *Comprehensive Plan*, which directs that high-density uses such as apartment buildings and stores have parking lot access and egress from one of the state highways. The TSP requires that streets with higher functional classifications, such as State highways, be protected.

Recommended Access Control Ordinances

The following definitions should be added to Section 5-1-1, Definitions, of the Zoning Regulations:

Access. *A way or means of approach to provide pedestrian, bicycle, or motor vehicular entrance or exit to a property.*

Access Classification*. A ranking system for roadways used to determine the appropriate degree of access management. Factors considered include functional classification, the appropriate local government's adopted plan for the roadway, subdivision of abutting properties, and existing level of access control.*

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.*

Accessway. *A walkway that provides pedestrian and bicycle passage either between streets or from a street to a building or other destination such as a school, park, or transit stop. Accessways generally include a walkway and additional land on either side of the walkway, often in the form of an easement or right-of-way, to provide clearance and separation between the walkway and adjacent uses. Accessways through parking lots are generally physically separated from adjacent vehicle parking or parallel vehicle traffic by curbs or similar devices and include landscaping, trees, and lighting. Where accessways cross driveways, they are generally raised, paved, or marked in a manner that provides convenient access for pedestrians.*

Corner Clearance*. The distance from a public or private road intersection to the nearest access connection, measured from the closest edge of the pavement of the intersecting road to the closest edge of the pavement of the connection along the traveled way.*

Cross Access. *A service drive providing vehicular access between two or more contiguous sites so the driver need not enter the public street system.*

Easement. *A grant of one or more property rights by a property owner to or for use by the public, or another person or entity.*

Frontage Road. *A public or private drive which 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. (see also Service Roads)*

Functional Area (Intersection). *That area beyond the physical intersection of two roads that comprises decision and maneuver distance, plus any required vehicle storage length.*

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

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

Lot. *A parcel, tract, or area of land whose boundaries have been established by some, legal instrument, which is recognized as a separate legal entity for purposes of transfer of title, has frontage upon a public or private street, and complies with the dimensional requirements of this code.*

Lot, Corner. *Any lot having at least two (2) contiguous sides abutting upon one or more streets, provided that the interior angle at the intersection of such two sides is less than one hundred thirty-five (135) degrees.*

Lot Depth. *The average distance measured from the front lot line to the rear lot line.*

Lot, Flag. *A lot not meeting minimum frontage requirements and where access to the public road is by a narrow, private right-of-way line.*

Lot, Through. *(or Double Frontage Lot). A lot that fronts upon two parallel streets or that fronts upon two streets that do not intersect at the boundaries of the lots.*

Lot Frontage. *That portion of a lot extending along a street right-of-way.*

Nonconforming Access Features. *Features of the property access that existed prior to the date of ordinance adoption and do not conform with the requirements of this ordinance.*

Parcel. *A division of land comprised of one or more lots in contiguous ownership.*

Plat. *An exact and detailed map of the subdivision of land.*

Private Road. *A road under the jurisdiction of a public body that provides the principal means of access to an abutting property.*

Public Road. *A road under the jurisdiction of a public body that provides the principal means of access to an abutting property.*

Reasonable Access. *The minimum number of access connections, direct or indirect, necessary to provide safe access to and from the roadway, as consistent with the purpose and intent of this ordinance and any applicable plans and policies of the City of Condon.*

Right-of-Way. *Land reserved, used, or to be used for a highway, street, alley, walkway, drainage facility or other public purpose.*

Significant Change in Trip Generation. *A change in the use of the property, including land, structures or facilities, or an expansion of the size of the structures or facilities causing an increase in the trip generation of the property exceeding: (1) local 10 percent more trip generation (either peak or daily) and 100 vehicles per day more than the existing use for all roads under local jurisdiction; or (2) State exceeding 25 percent more trip generation (either peak or daily) and 100 vehicles per day more than the existing use for all roads under state jurisdiction.*

Stub-out (Stub-street). *A portion of a street or cross access drive used as an extension to an abutting property that may be developed in the future.*

Substantial Enlargements or Improvements. *An increase in existing square footage or increase in assessed valuation of the structure as described in Section 20(4) of this ordinance.*

The following language should be added as a new section of Chapter 7, Supplementary Zoning Regulations. It should also be referenced in Title 6, Chapter 4, the Design Standards within the Subdivision Regulations, in order to clarify and ensure that road improvements in subdivisions are subject to these access management standards.

5-7-6 ACCESS MANAGEMENT

A) General

The intent of this section is to manage access to land development to preserve the transportation system in terms of safety, capacity, and function. This ordinance shall apply to all arterials and collectors within the City of Condon and to all properties that abut these roadways. This ordinance is adopted to implement the access management policies of the City of Condon as set forth in the Transportation System Plan.

B) Corner Clearance

1. *Corner clearance for connections shall meet or exceed the minimum connection spacing requirements for that roadway.*
2. *New connections shall not be permitted within the functional area of an intersection or interchange as defined by the connection spacing standards of this ordinance, unless no other reasonable access to the property is available.*
3. *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 (i.e. right in/out, right in only, or right out only) may be required.*

C) Joint and Cross Access

1. *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.*
2. *A system of joint use driveways and cross access easements shall be established wherever feasible and shall incorporate the following:*
    a) *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.*
    b) *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;*
    c) *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;*
    d) *A unified access and circulation system plan for coordinated or shared parking areas is encouraged.*
3. *Shared parking areas shall be permitted a reduction in required parking spaces if peak demands do not occur at the same time periods.*
4. *Pursuant to this section, property owners shall:*
    a) *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;*
    b) *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;*
    c) *Record a joint maintenance agreement with the deed defining maintenance responsibilities of property owners.*
5. *The City may reduce required separation distance of access points where they prove impractical, provided all of the following requirements are met:*
    a) *Joint access driveways and cross access easements are provided in accordance with this section.*

b) The site plan incorporates a unified access and circulation system in accordance with this section.

c) 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.

6. The City may modify or waive the requirements of this section where the characteristics or layout of abutting properties would make a development of a unified or shared access and circulation system impractical.

D) Access Connection and Driveway Design

1. Driveways shall meet the following standards:

a) 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.

b) For two-way access, each lane shall have a minimum width of 10 feet and a maximum width of 12 feet.

2. 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.

3. 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 road or causing unsafe conflicts with on-site circulation.

E) Requirements for Phased Development Plans

1. In the interest of promoting unified access and circulation systems, development sites under the same ownership or consolidated for the purposes of development and comprised of more than one building site shall be reviewed as single properties in relation to the access standards of this ordinance. The number of access points permitted shall be the minimum number necessary to provide reasonable access to these properties, not the maximum available for that frontage. All necessary easements, agreements, and stipulations shall be met. This shall also apply to phased development plans. The owner and all lessees within the affected area are responsible for compliance with the requirements of this ordinance and both shall be cited for any violation.

2. All access must be internalized using the shared circulation system of the principal development or retail center. Driveways shall be designed to avoid queuing across surrounding parking and driving aisles.

F) Nonconforming Access Features

1. 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;

b) Change in use or enlargements or improvements that will increase trip generation.

G) Reverse Frontage

1. Lots that front on more than one road shall be required to locate motor vehicle accesses on the road with the lower functional classification.

H) Lot Width-to-Depth Ratios

1. *To provide for proper site design and prevent the creation of irregularly shaped parcels, the depth of any lot or parcel shall not exceed 3 times its width (or 4 times its width in rural areas) unless there is a topographical or environmental constraint or an existing man-made feature.*

I) *Flag Lot Standards*

1. *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.*
2. *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 road, or preserving natural or historic resources, under the following conditions:*
    a) *Flag lot driveways shall be separated by at least twice the minimum frontage requirement of that zoning district.*
    b) *The flag driveway shall have a minimum width of 10 feet and maximum width of 20 feet.*
    c) *In no instance shall flag lots constitute more than 10 percent of the total number of building sites in a recorded or unrecorded plat, or three lots or more, whichever is greater.*
    d) *The lot area occupied by the flag driveway shall not be counted as part of the required minimum lot area of that zoning district.*
    e) *No more than one flag lot shall be permitted per private right-of-way or access easement.*

J) *Connectivity*

1. *Wherever a proposed development abuts unplatted land or a future development phase of the same development, road stubs shall be provided to provide access to abutting properties or to logically extend the road system into the surrounding area. All road stubs shall be provided with a temporary turn-around unless specifically exempted by the Public Works Director, and the restoration and extension of the road shall be the responsibility of any future developer of the abutting land.*
2. *Minor collector and local residential access roads shall connect with surrounding roads 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 roads. Appropriate design and traffic control such as four-way stops and traffic calming measures are the preferred means of discouraging through traffic.*

K) *Variances to Access Management Standards*

1. *The granting of the variance shall meet the purpose and intent of these regulations and shall not be considered until every feasible option for meeting access standards is explored.*
2. *Applicants for a variance from these standards must provide proof of unique or special conditions that make strict application of the provisions impractical. Applicants shall include proof that:*
    a) *Indirect or restricted access cannot be obtained;*
    b) *No engineering or construction solutions can be applied to mitigate the condition; and*
    c) *No alternative access is available from a road with a lower functional classification than the primary roadway.*
3. *No variance shall be granted where such hardship is self-created.*

The City of Condon's Subdivision Regulations contain some provisions for access protection. Section 6-4-2, M, Marginal Access Streets, states that where a land division abuts or contains an existing or proposed arterial street, the Planning Commission may require marginal access streets, reverse frontage lots, or other treatment to protect residential properties and afford separation of through and local traffic. This chapter of the Subdivision Regulations also specifies minimum distances between and angles for intersections. The following language added to Section 6-4-2 could reinforce the existing provisions.]

O) Reverse Frontage

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 Condon 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 with the public right-of-way.

P) Shared Access

Subdivisions with frontage on the state highway system shall be designed into shared access points to and from the highway. Normally a maximum of two accesses shall be allowed regardless of the number of lots or businesses served. If access off of a secondary road is possible, then access should not be allowed onto the state highway. If access off of a secondary road becomes available, then conversion to that access is encouraged, along with closing the state highway access.

Q) Connectivity.

The road system of proposed subdivisions shall be designed to connect with existing, proposed, and planned roads outside of the subdivision.

SAFE AND CONVENIENT PEDESTRIAN AND BICYCLE CIRCULATION

Bicycling and walking are often the most appropriate modes for short trips. In small cities where the downtown area is compact, walking and bicycling can replace short auto trips, reducing the need for construction and maintenance of new roads. However, in order for walking and bicycling to be viable forms of transportation, safe and convenient bikeways and walkways must be provided; a lack of such facilities acts as a strong discouragement for these mode choices. In addition, certain development design patterns, such as orienting commercial uses to the road and placing parking behind buildings, make a commercial district more accessible to non-motorized transportation and to existing or future transit. The Transportation Planning Rule (660-12-045(3)) requires that urban areas and rural communities plan for bicycling and walking as part of the overall transportation system.

Sections 660-12-045(3)(b), (c), and (d) of the Transportation Planning Rule address facilities for safe and convenient pedestrian and bicycle circulation and access within new residential and commercial development and on public roads. The Transportation Planning Rule specifies that, at a minimum, sidewalks and bikeways be provided along arterials and collectors in urban areas. Separate bicycle and pedestrian facilities should be provided where these would safely minimize trip distances by providing a "short cut."

Recommended Ordinances for Bicycle and Pedestrian Circulation and Access

The City of Condon should enhance Title 5, Zoning Regulations by including the following recommended language, additions and recommendations.

[The following special definitions should be added to Section 5-1-1]

Accessway. *A walkway that provides pedestrian and bicycle passage either between roads or from a road to a building or other destination such as a school, park, or transit stop. Accessways*

generally include a walkway and additional land on either side of the walkway, often in the form of an easement or right-of-way, to provide clearance and separation between the walkway and adjacent uses. Accessways through parking lots are generally physically separated from adjacent vehicle parking or parallel vehicle traffic by curbs or similar devices and include landscaping, trees, and lighting. Where accessways cross driveways, they are generally raised, paved, or marked in a manner that provides convenient access for pedestrians.

Bicycle. *A vehicle designed to operate on the ground on wheels, propelled solely by human power, upon which any person or persons may ride, and with two tandem wheels at least 14 inches in diameter. An adult tricycle is considered a bicycle.*

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

Bikeway. *Any road, path, or way that is some manner specifically open to bicycle travel, regardless of whether such facilities are designated for the exclusive use of bicycles or are shared with other transportation modes. (These are further defined in the City of Condon Transportation System Plan).*

Pedestrian Facilities (also Walkway). *A general term denoting improvements and provisions made to accommodate or encourage walking, including sidewalks, accessways, crosswalks, ramps, paths, and trails.*

Neighborhood Activity Center. *An attractor or destination for residents of surrounding residential areas. Includes, but is not limited to existing or planned schools, parks, shopping areas, transit stops, and employment areas.*

Reasonably Direct. *A route that does not deviate unnecessarily from a straight line or a route that does not involve a significant amount of out-of-direction travel for likely users.*

Safe and Convenient. *Bicycle and pedestrian routes that are:*

- *Reasonably free from hazards, and*
- *Provide a reasonably direct route of travel between destinations, considering that the optimum travel distance is one-half mile for pedestrians and three miles for bicyclists.*

Walkway. *A hard-surfaced area intended and suitable for pedestrians, including sidewalks and the surfaced portions of accessways.*

[The City of Condon should adopt the following standards as a new section of Chapter 7, Supplementary Zoning Regulations. The standards should be referenced in the Subdivision Regulations.]

5-7-7 PEDESTRIAN AND BICYCLE ACCESS AND FACILITIES

A) The purposes of this section are to provide for safe and convenient pedestrian, bicycle and vehicular circulation consistent with access management standards and the function of affected streets, to ensure that new development provides on-site streets and accessways that provide reasonably direct routes for pedestrian and bicycle travel in areas where pedestrian and bicycle travel is likely if connections are provided, and which avoids wherever possible levels of automobile traffic which might interfere with or discourage pedestrian or bicycle travel.

B) On-site facilities shall be provided which accommodate safe and convenient pedestrian and bicycle access from within new subdivisions, multi-family developments, planned developments, shopping centers, and commercial districts to adjacent residential areas and transit stops, and to neighborhood activity centers within one-half mile of the development.

1. Pedestrian Access and Circulation

a) Single family residential developments shall generally include streets and accessways.

b) Sidewalks shall be required along arterials, collectors, and most local streets in urban areas, except that sidewalks are not required along controlled access roadways, such as freeways.

c) Pedestrian circulation through parking lots should generally be provided in the form of accessways.

d) Internal pedestrian circulation shall be provided in new commercial, office, and multi-family residential developments through the clustering of buildings, construction of hard surface walkways, landscaping, accessways, or similar techniques.

2. Bicycle Parking.

a) The development shall include the number and type of bicycle parking facilities required in Section____. The location and design of bicycle parking facilities shall be indicated on the site plan.

3. Commercial Development Standards.

a) New commercial buildings, particularly retail shopping and offices, shall be oriented to the road, near or at the setback line. A main entrance shall be oriented to the road. For lots with more than two front yards, the building(s) shall be oriented to the two busiest roads.

b) Off-road motor vehicle parking for new commercial developments shall be located at the side or behind the building(s).

4. All site plans (industrial and commercial) shall clearly show how the site's internal pedestrian and bicycle facilities connect with external existing or planned facilities or systems.

[The City should add the following provision to Title 6, Chapter 2, which specifies the information required for a tentative subdivision plat.]

Z) The location and design of all proposed pedestrian and bicycle facilities, including accessways.

[The following language should be added to the standards for cul-de-sacs in Chapter 4 ("Design Standards") of the Subdivision Regulations.]

(I) Cul-De-Sac: *[existing language]*
Cul-de-sacs or permanent dead-end roads may be used as part of a development plan. However, through roads are encouraged except where topographical, environmental, or existing adjacent land use constraints make connecting roads infeasible.

[In order to strengthen the requirements for pedestrian and bicycle accessways, the following language should replace Section 6-4-3 (C)(3).]

3. Where cul-de-sacs are planned, accessways shall be provided connecting the ends of cul-de-sacs to each other, to other roads, or to neighborhood activity centers.

a) Accessways for pedestrians and bicyclists shall be 10 feet wide and located within a 20-foot-wide right-of-way or easement. If the roads within the subdivision are lighted, the accessways shall also be lighted. Stairs or switchback paths may be used where grades are steep.

b) Accessways for pedestrians and bicyclists shall be provided at mid-block where the block is longer than 600 feet.

c) The Hearings Body or Planning Director may determine, based upon evidence in the record, that an accessway is impracticable. Such evidence may include but is not limited to:

1) Physical or topographic conditions make an accessway connection impractical. Such conditions include but are not limited to extremely steep slopes, wetlands, or other bodies of water where a connection cannot reasonably be provided.

2) Buildings or other existing development on adjacent lands physically preclude a connection now or in the future, considering potential for redevelopment.

3) Where accessways would violate provisions of leases, easements, covenants, restrictions, or other agreements existing as of May 1, 1995 that preclude a required accessway connection.

The Transportation Planning Rule states that local governments shall adopt land use or subdivision regulations for urban areas and rural communities to require bicycle parking facilities as part of new, multi-family residential developments of four units or more, new retail, office, and institutional developments, and all transit transfer stations and park and ride lots (660-12-045, (3), (a)). In addition to the above provisions, the City of Condon should adopt requirements for bicycle parking, which could be incorporated into Chapter 7, Supplementary Zoning Regulations, and would specify the required number of spaces for each type of land use.