



# Oregon

Theodore R. Kubongski, Governor

Department of Land Conservation and Development

635 Capitol Street, Suite 150

Salem, OR 97301-2540

(503) 373-0050

Fax (503) 378-5518

www.lcd.state.or.us



## NOTICE OF ADOPTED AMENDMENT

8/24/2009

**TO:** Subscribers to Notice of Adopted Plan  
or Land Use Regulation Amendments

**FROM:** Plan Amendment Program Specialist

**SUBJECT:** City of Island City Plan Amendment  
DLCD File Number 001-09

The Department of Land Conservation and Development (DLCD) received the attached notice of adoption. A Copy of the adopted plan amendment is available for review at the DLCD office in Salem and the local government office.

Appeal Procedures\*

**DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL:** Thursday, September 03, 2009

This amendment was submitted to DLCD for review prior to adoption. Pursuant to ORS 197.830(2)(b) only persons who participated in the local government proceedings leading to adoption of the amendment are eligible to appeal this decision to the Land Use Board of Appeals (LUBA).

If you wish to appeal, you must file a notice of intent to appeal with the Land Use Board of Appeals (LUBA) no later than 21 days from the date the decision was mailed to you by the local government. If you have questions, check with the local government to determine the appeal deadline. Copies of the notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR Chapter 661, Division 10). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

**\*NOTE:** THE APPEAL DEADLINE IS BASED UPON THE DATE THE DECISION WAS MAILED BY LOCAL GOVERNMENT. A DECISION MAY HAVE BEEN MAILED TO YOU ON A DIFFERENT DATE THAT IT WAS MAILED TO DLCD. AS A RESULT, YOUR APPEAL DEADLINE MAY BE EARLIER THAN THE ABOVE DATE SPECIFIED.

**Cc:** Judy Rygg, City of Island City  
Gloria Gardiner, DLCD Urban Planning Specialist  
Grant Young, DLCD Regional Representative  
Bill Holmstrom, DLCD Transportation Planner

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# Notice of Adoption

**THIS FORM MUST BE MAILED TO DLCD  
WITHIN 5 WORKING DAYS AFTER THE FINAL DECISION  
PER ORS 197.610, OAR CHAPTER 660 - DIVISION 18**

In person  electronic  mailed

DEPT OF

AUG 17 2009

LAND CONSERVATION  
AND DEVELOPMENT

For DLCD Use Only

Jurisdiction: **City of Island City**

Local file number: **1-2009**

Date of Adoption: **8-10-09**

Date Mailed: **8-13-09**

Was a Notice of Proposed Amendment (Form 1) mailed to DLCD? **Select one** Date: **4-10-09**

Comprehensive Plan Text Amendment

Comprehensive Plan Map Amendment

Land Use Regulation Amendment

Zoning Map Amendment

New Land Use Regulation

Other: **Transportation System Plan**

**Amendment**

Summarize the adopted amendment. Do not use technical terms. Do not write "See Attached".

Revision to TSP map for an area specific transportation network in the South Riverside Neighborhood. Proposals include a new public railroad crossing, collector street ultimately connecting 3 railroad crossings north of a Idaho Northern Pacific Railroad line.

Does the Adoption differ from proposal? Please select one

No

Plan Map Changed from: Private Crossing: local Street to: **Public crossing; collector street.**

Zone Map Changed from: **N/A** to:

Location: **South of GR River, North of Oregon Hwy. 82**

acres Involved: **50.00**

Specify Density: Previous: **2 acre minimum**

New: **urban**

Applicable statewide planning goals:

<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>10</b>	<b>11</b>	<b>12</b>	<b>13</b>	<b>14</b>	<b>15</b>	<b>16</b>	<b>17</b>	<b>18</b>	<b>19</b>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Was an Exception Adopted?  YES  NO

Did DLCD receive a Notice of Proposed Amendment...

45-days prior to first evidentiary hearing?

Yes  No

If no, do the statewide planning goals apply?

Yes  No

If no, did Emergency Circumstances require immediate adoption?

Yes  No

DLCD file No. 001-09 (17506) [15676]

Please list all affected State or Federal Agencies, Local Governments or Special Districts:

Local Contact: **Judy A. Rygg**

Phone: (541) 963-5017 Extension:

Address: **10605 Island Avenue**

Fax Number: **541-963-5017**

City: **Island City**

Zip: **97850**

E-mail Address: **judy@islandcityhall.com**

## **ADOPTION SUBMITTAL REQUIREMENTS**

This form **must be mailed** to DLCD **within 5 working days after the final decision**  
per ORS 197.610, OAR Chapter 660 - Division 18.

1. Send this Form and TWO Complete Copies (documents and maps) of the Adopted Amendment to:  

**ATTENTION: PLAN AMENDMENT SPECIALIST**  
**DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT**  
**635 CAPITOL STREET NE, SUITE 150**  
**SALEM, OREGON 97301-2540**
2. Electronic Submittals: At least **one** hard copy must be sent by mail or in person, or by emailing **[larry.french@state.or.us](mailto:larry.french@state.or.us)**.
3. Please Note: Adopted materials must be sent to DLCD not later than **FIVE (5) working days** following the date of the final decision on the amendment.
4. Submittal of this Notice of Adoption must include the text of the amendment plus adopted findings and supplementary information.
5. The deadline to appeal will not be extended if you submit this notice of adoption within five working days of the final decision. Appeals to LUBA may be filed within **twenty-one (21) days** of the date, the Notice of Adoption is sent to DLCD.
6. In addition to sending the Notice of Adoption to DLCD, you must notify persons who participated in the local hearing and requested notice of the final decision.
7. **Need More Copies?** You can now access these forms online at **<http://www.lcd.state.or.us/>**. Please print on **8-1/2x11 green paper only**. You may also call the DLCD Office at (503) 373-0050; or Fax your request to: (503) 378-5518; or Email your request to **[larry.french@state.or.us](mailto:larry.french@state.or.us)** - **Attention: Plan Amendment Specialist**.

# City of Island City

10605 Island Avenue • Island City, Oregon 97851  
Telephone: 541-963-5017 • FAX: 541-963-3482

May 28, 2009

## Staff Report

### Island City Land Use Application No. 2009-1 (Transportation System Plan Amendment)

#### Nature of the Application

The applicant, City of Island City, has submitted an application to amend the Island City Transportation System Plan. This is a proposed revision to the TSP map for an area specific transportation network in the South Riverside Neighborhood. The proposal includes a new public railroad crossing, collector street which ultimately connects three railroad crossings north of an Idaho Northern Pacific Railroad line.

#### Site Description

The site is south of the Grande Ronde River and north of Oregon Highway 82. The area includes parcels described as:

02S 38E 33	Tax Lot 5200
02S 38E 34	Tax Lot 1300
	Tax Lot 1202
	Tax Lot 1200
	Tax Lot 1203
	Tax Lot 1400
03S38E 04AA	Tax Lot 302
	Tax Lot 300
	Tax Lot 200

The site is located northwest of the current Island City city limits. The current TSP shows a conceptual local street running from the existing extension of Walton Road south to West Road; and, a conceptual collector street running from the existing extension of Walton Road north to Highway 82 (N. McAlister Road). The City of La Grande and Island City in association with DKS Associates working with the State of Oregon Transportation and Growth Management

Program have enhanced and refined the long term transportation concepts for this area. In doing so, the existing TSP has been refined and expanded to serve the entire site.

The site is relatively flat and most of the extension of Walton Road has been dedicated for public roadway.

### ***Adjacent Properties***

The northern edge of the site borders the Grande Ronde River, the northern point of the site meets Highway 82 as it crosses the Grande Ronde River, the southern edge of the site borders the Idaho Northern Railroad track and Highway 82, and the western edge of the site borders an existing residential area that is within the City of La Grande urban growth area.

This area is zoned to provide development flexibility. It includes Medium Density Residential Zone, General Commercial Zone, Business Park Zone, and Residential Environmental Zone.

### ***Review Procedure***

This is a Type III Procedure. Type III legislative decisions include changes to plan goals or policies, large-scale amendments to the plan map. Public hearings before the City Council and notice to the Department of Land Conservation and Development are required. Notice was submitted to DLCD 45 days prior (4-9-09) to the first evidentiary hearing to be held on June 8, 2009. The date of the final hearing is July 13, 2009.

In addition to the hearings required before the City Council, several public meetings and shareholder meetings were held with city officials and interested parties. These meetings were conducted by OTAK, Johnson Gardner, and DKS Associates. Records and minutes of these meetings are found in the South Riverside Neighborhood Plan document.

### **Code Compliance**

#### ***Type III Legislative Approval Criteria***

The approval criteria for Type III Legislative Applications are found in ICDC Section 3.07. A Type III decision involves the creation, implementation or amendment of the land use policy or law by code. In contrast to other procedure types, a Type III process usually applies to a relatively large geographic area including many property owners. The City shall consider Type III legislative changes at a time to be specified by the Council. The process requires one or more hearings before the City Council. DLCD must be notified in accordance with ORS 197.610. Publish in a newspaper of general circulation a summary of the notice, including the date, time and place of the hearing and a summary of the subject of the Type III process. A written staff report and recommendation shall be prepared by the Planning Official. The public hearings are held and conducted in accordance with the rules of procedure adopted by the City Council. A notice of Final Action is prepared and distributed in accordance with Section 3.07 (H) 1. and 2.

**Response:**

- 1. The proposed proposed amendment to the Transportation System Plan is a long -term transportation plan consistent with the Opportunities and Constraints assessment and with the conceptual plan alternatives outlined in the South Riverside Neighborhood Plan document. It illustrates four significant aspects of transportation over the 20-30 year time frame. There are proposed Local Streets that are essential for efficient development and to encourage walking and biking as modes of travel. The exact pattern and number of the streets will be determined by development proposals. There are also proposed east-west Collector Streets which run parallel to Island Avenue which are essential to good development within the neighborhood and to reducing local vehicle trips on Highway 82 (Island Avenue). It is important to set-up a good street framework that allow streets to function as linear open spaces connected to other open spaces. This amendment gives Island City the opportunity to orient multiple streets north to south roughly perpendicular to the river. Each street then becomes shared view corridor to the greenway and the landscape beyond as well as a potential access point for a greenway trail.**
- 2. The zoning that is currently in place should allow development flexibility which allows developers to be responsive to changing market conditions. The zoning should encourage cohesive neighborhood growth over time and set a cohesive vision for future development interests. Current Zoning should meet the needs and desires of current residents while creating new housing and open space choices for future residents.**
- 3. The long-term transportation plan anticipates the development of an east-west collector street to serve new development, as well as improve access for existing homes and businesses. The alignment begins at the proposed new railroad crossing and preserves the potential for connection to future development if County lands ever become urban growth lands over a 20-30 year planning horizon. A new collector street parallel to Island Avenue is critical to successful redevelopment.**
- 4. The proposed new public railroad crossing is very much needed.**
- 5. An assessment of the existing transportation conditions within the La Grande South Riverside Neighborhood Area Plan study area focuses on current roadway characteristics, traffic volumes, heavy vehicle data, pedestrian/bicycle activity, transit service and study intersection operations. This analysis was prepared by DKS Associates Transportation Solutions and is included in this staff report as Exhibit A.**
- 6. The City of Island City's Public Works Director has reviewed the proposed amendment and has no conditions of approval that must be met before final approval. Water and sewer services are currently available to the site. The proposed street system will be constructed to existing Island City standards unless otherwise agreed to with the City of La Grande who is a partner in this proposed development area.**

## **Findings as related to Comprehensive Plan Policies:**

### **1. The "Island City Street Plan" shall be used to guide future street construction.**

The existing street plan has a collector street running from the extension of Walton Road north to Highway 82 (N. McAlister Road) and a local street running from Walton Road south to West Road. The proposed amendment is a long-term transportation plan that is consistent with the existing conceptual plan alternatives. The amended plan offers similar connections to Highway 82 and West Road but also develops a complete and fully connected pattern of local and collector streets which encourages efficient development.

### **2. New streets will be designed and laid out to provide for flow through traffic with a minimal number of dead-end streets or cul-de-sacs.**

The proposed local street system is designed for overall connectivity of the street system both internally and to adjacent lands if the urban areas expand. There are no proposed dead-end streets or cul-de-sacs in this TSP Amendment.

### **3. New street right-of-way widths generally shall be 60 feet.**

Island City adopted Engineering Specifications which allow several options for street classifications. This allows for some flexibility in development standards. Most collector and local streets are constructed with street right-of-ways that are 60 feet. However, there are adopted local street designs which allow for a 50 foot right-of-way. The Amendment suggests that the two communities (Island City and La Grande) look at the "skinny street" concept. Island City's existing flexible street designs meet this element of the Comprehensive Plan as well as the proposed amendment. City Council would have approval over applicable street standards when development occurs.

### **4. The City will work closely with La Grande and the County to ensure that new road designs will provide desired traffic linkage.**

This amendment was jointly developed by City of Island City, City of La Grande, Union County, Oregon Department of Transportation and Department of Land Conservation and Development. It includes lands in the Urban Growth Boundaries of both cities and lands currently under Union County jurisdiction.

### **5. The City will support programs to improve conditions for the transportation disadvantaged.**

New development under this amendment will be required to provide "pedestrian amenities" such as sidewalks, dining areas or benches, awnings, lighting, and public art. The connected street system would aid in development that provides walkability and disperse traffic. The street system provides access to the Grande Ronde River Greenway which will provide trails for hiking and biking activities. Bicycle lanes are also required by

Island City Engineering Standards for street development. Island City will encourage Community Connections to add this area to its Shuttle bus service that already stops at Wal-Mart several times a day. The bus service is available to the public including seniors and disabled persons. All sidewalk systems within the amendment area will be handicapped accessible.

**6. The Capital Improvement Program will set priorities and guide transportation improvements and developments.**

The Island City City Council will review and amend or approve any proposal for development of this area. If a phased development is necessary, the Council will set priorities for transportation improvements to ensure adequacy of street improvements and pedestrian amenities to meet the needs of each phase of development. Council will also determine that the future street connectivity will be provided for in the plan.

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

City of Island City has worked with Union County, City of La Grande, Oregon Department of Transportation, Oregon Department of Land Conservation and Development, local stakeholders, and the consultant team throughout this process. The proposed amendment to the TSP is a direct result of this co-operative effort.

**8. The City is committed to reducing traffic speed and enhancing pedestrian amenities in the Island City Town Center area. Island City will coordinate with ODOT towards this end.**

ODOT was a partner in the transportation element of this plan. It was determined that traffic generated by development of this area may generate a need for a turn lane at the Walton Road/Island Avenue intersection, as well railroad crossing upgrades. The proposed collector street parallel to Island Avenue is critical. It will aid in traffic circulation and street frontage for development, access to a third railroad crossing and help mitigate the increase of local trips on Island Avenue.

**9. Comprehensive Plan amendments shall be consistent with the goals and policies of the Island City Comprehensive Plan (including relevant portions of the Transportation System Plan) and the Statewide Planning Goals (including applicable administrative rules).**

This amendment is consistent with the goals and policies of the Island City Comprehensive Plan and TSP as well as with Statewide Planning Goal 12. These documents will be used to guide the creation of access corridors in the development of the area.

**10. Amendments to the TSP, the Island City Comprehensive Plan, and the Island City**



**Development Code that significantly affect a transportation facility shall assure that allowed land uses are consistent with the identified function, capacity, and level of service of the facility, as required by the Transportation Planning Rule.**

This plan amendment ensures that all land uses are consistent with the identified function, capacity and level of service of the facility. This is outlined in the Transportation Study included with the Staff Report as Exhibit A.

**Staff Recommendation**

Staff (City Planning Official and Public Works Director) recommends approval of the Transportation System Plan Amendment.

Judy A. Rygg  
City Recorder/Planning Official

The City Council finds that the requested amendment (known as the "Island City Street Plan") to the City of Island City Transportation System Plan ("TSP") is consistent with all of the applicable Statewide Planning Goals, as addressed below.

#### Goal 1 Citizen Involvement

*To develop a citizen involvement program to ensure the opportunity for citizens to be involved in all phases of the planning process.*

This amendment was jointly developed by the City of Island City, City of La Grande, Union County, Oregon Department of Transportation, and the Department of Land Conservation and Development. In accordance with this goal, the public involvement program involved several public meetings, open access to planners at City Hall and other governmental agency staff, and timely and accurate information provided to individuals, groups, and the community. Further, the City Council held a public hearing where public testimony was considered. At all times after the release of the draft plan amendment for public review by City staff, the draft plan amendment was available at City offices, and other government agency offices for review by the public.

The City Council finds this Goal is satisfied.

#### Goal 2 Land Use Planning

*To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.*

This amendment includes identification of the new street layout for the transportation element of the Comprehensive Plan as it is defined in the TSP. The amendment proposes a new framework for the "Island City Street Plan" area, which augments the transportation element of the Comprehensive Plan.

The City Council finds this Goal is satisfied.

#### Goal 3 Agricultural Land and Goal 4 Forest Lands

Goal 3 relates to the preservation of agricultural lands. Goal 4 relates to the preservation of forestlands. The TSP Amendment does not affect agricultural or forest uses within the city limits or UGB, and therefore, these Goals are not applicable.

The City Council finds these Goals are not applicable.

#### Goal 5 Open Spaces, Scenic and Historic Areas, and Natural Resources

*To protect natural resources and conserve scenic and historic areas and open spaces.*

No Goal 5 natural resources (wetlands, riparian areas, wildlife habitat, etc.) are present on the subject plan area.

The City Council finds this Goal is not applicable.

#### Goal 6 Air, Water and Land Resources

*To maintain and improve the quality of the air, water and land resources of the state.*

The existing Comprehensive Plan policies that apply to the “Island City Street Plan” area require development practices to comply with regional, state, and federal standards for air and water quality, to protect water quality from erosion and sediment, to minimize the effects of noise, and to protect mineral resources.

These goals and policies are implemented through the City’s, water quality resource protection regulations, development standards, and nuisance laws. DEQ regulates air quality and Island City’s TSP recognizes the link between air quality and transportation (through vehicle emissions) and works to reduce impacts from single-occupancy vehicles. The Capital Improvements Fund will be updated to reflect transportation improvements recommended in this TSP amendment.

The City Council finds this Goal is satisfied.

#### Goal 7 Areas Subject to Natural Disasters

*To protect life and property from natural disasters and hazards.*

No such areas have been identified on the plan area; therefore, Goal 7 is not applicable.

The City Council finds this Goal is not applicable.

#### Goal 8 Recreational Needs

*To satisfy the recreational needs of the citizens of the state and visitors, and where, appropriate, to provide for the siting of necessary recreational facilities including destination resorts.*

The street system planned in this amendment provides access to the Grande Ronde River Greenway which will be a gateway to trails for hiking and biking activities. In addition, bicycle lanes are required by Island City Engineering Standards for street development. Further, new development under this amendment will be required to provide “pedestrian amenities” such as sidewalks, dining areas or benches, awnings, lighting, and public art.

The City Council finds this Goal is satisfied.

#### Goal 9 Economic Development

*To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.*

The new amendment will encourage economic development in Island City by aiding traffic circulation and providing street frontage for development. In addition, it will add bus service and bicycle transit options to improve access to existing businesses.

The City Council finds this Goal is satisfied.

#### Goal 10 Housing

*To provide for the housing needs of the citizens of the state.*

Housing needs are not affected by this amendment; therefore, Goal 10 is not applicable.

The City Council finds this Goal is not applicable.

#### Goal 11 Public Facilities and Services

*To plan and develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.*

Public facilities and services are not affected by this amendment; therefore, Goal 11 is not applicable.

The City Council finds this Goal is not applicable.

#### Goal 12 Transportation

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

The amendment to the TSP forecasts future travel and provides a horizon year study of 2026. The amendment to the TSP is a long-term transportation plan consistent with the Opportunities and Constraints assessment and with the conceptual plan alternatives outlined in the South Riverside Neighborhood Plan document. It illustrates significant aspects of transportation planning over the 20-30 year time frame. The amendment includes proposed Local Streets that are essential for efficient development and to encourage alternative modes of transportation including, walking and biking. The exact pattern and number of streets will be determined by development proposals. Also, the amendment proposes east-west Collector Streets that run parallel to Island Avenue that are essential to development within the neighborhood and to reducing local vehicle trips on Highway 82 (Island Avenue). This street framework allows streets to function as linear open spaces connected to other open spaces. The amendment gives Island City the opportunity to orient multiple streets north to south roughly perpendicular to the river.

Each street then becomes shared view corridors to the greenway and the landscape beyond as well as a potential access point for a greenway trail.

Adoption of the amendment is subject to Oregon's Transportation Planning Rule (OAR 660-012-0060). In order to meet the requirements of this regulation, this amendment addresses needed improvements and funding mechanisms which have been identified for the "Island City Street Plan" area that will mitigate impacts in a manner that avoids degradation to the performance to the transportation facilities. The transportation infrastructure improvements, financing, and funding estimates identified in the amendment further establish the City's compliance with the Transportation Planning Rule by establishing the improvement and funding levels needed to prevent degradation of transportation facilities.

Implementation strategies and financing tools for the needed transportation improvements have been identified at a preliminary level and will be further defined as part of the Capital Improvement Plan update.

The City Council finds this Goal is satisfied.

#### Goal 13 Energy Conservation

*To conserve energy.*

Energy conservation options are not available for this amendment; therefore Goal 13 does not apply.

The City Council finds this Goal is not applicable.

#### Goal 14 Urbanization

*To provide for an orderly and efficient transition from rural to urban land use.*

This goal defines the purpose of this amendment. The City of Island City worked with other adjoining and affected jurisdictions to create a TSP amendment that addresses community-wide needs crossing the Urban Growth Boundaries of the City of Island City, City of La Grande, and land within Union County. Establishing two access points to the South Riverside Neighborhood will provide improved access for both residents and emergency vehicles. In addition, traffic calming recommendations, including roundabouts, help control urbanization impacts. This amendment in particular addresses orderly extension of transportation systems to accommodate growth.

The City Council finds this Goal is satisfied.

Goal 15 Willamette River Greenway; Goal 16 Estuarine Resources; Goal 17 Coastal Shorelands; Goal 18 Beaches and Dunes; and Goal 19 Ocean Resources

**These Statewide Planning Goals are not applicable to the City of Island City.**

**The City Council finds these Goals are not applicable.**

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06/18/09

## Existing Transportation Conditions

The following section provides an assessment of the existing transportation conditions within the La Grande South Riverside Neighborhood Area Plan study area. The analysis focuses on current roadway characteristics, traffic volumes, heavy vehicle data, pedestrian/bicycle activity, transit service and study intersection operations.

### STUDY AREA DESCRIPTION

The South Riverside neighborhood occupies approximately 400 acres regulated by three jurisdictions; Union County, the City of Island City and the City of La Grande. The study area for this plan includes approximately 144 acres of land recently added to the urban growth boundary within Island City and La Grande. The study area has been defined as a triangle formed by Interstate 84, the Grande Ronde River and Highway 82. These constraints limit the transportation system within the South Riverside neighborhood.

The transportation analysis will focus on the study area intersections listed below. These locations were selected based on input from local jurisdiction staff to evaluate conditions both within the study area and potential connections to the adjacent roadway network. The study intersections are shown in Figure 1.

- Riddle Road/Island Avenue
- Walton Road/Island Avenue
- Riddle Road/May Street
- 26<sup>th</sup> Street/Island Avenue
- South E Street/Island Avenue
- North E Street/Island Avenue
- McAlister Road/Railroad Avenue

### TRANSPORTATION FACILITIES

It is important to understand the transportation facilities both within the study area and the surrounding roadway network. The characteristics of the significant roadway facilities serving the South Riverside neighborhood area are summarized in Table 1. The functional classifications are based on the Oregon Highway Plan<sup>1</sup> and the La Grande/Island City Transportation System Plan<sup>2</sup>. Roadways within the study area that are not identified in Table 1 are assumed to be designated as local streets.

Interstate 84 serves as a regional facility with connections to the interstate system. Island Avenue (Highway 82) is designated a Statewide Highway which provides connections to regions within the state and between small urbanized areas and larger population centers. Island Avenue

<sup>1</sup> Oregon Highway Plan, Oregon Department of Transportation, 1999.

<sup>2</sup> La Grande/Island City Transportation System Plan, McKeever/Morris, Inc. and David Evans and Associates, Inc., adopted September 1999, Figure 7-1.

serves as the primary east-west roadway in the study area connecting La Grande and Island City. McAlister Road serves as the major north-south roadway in Island City. The remaining study area roadways provide local connections to the South Riverside Neighborhood area.

**Table 1: Study Area Roadway Characteristics**

Roadway	ODOT Classification	La Grande Classification	Cross-section	On-Street Parking	Sidewalks	Bike Lanes
Interstate 84	Interstate Hwy	Arterial	4 Lanes	No	No	No
Island Ave (Hwy 82)	Statewide Hwy	Arterial	2 Lanes	No	Both Sides	Yes
May Street	None	Minor Collector	2 Lanes	No	No	No
26 <sup>th</sup> Street	None	Minor Collector	2 Lanes	No	No	Yes
Walton Road	None	Major Collector	2 Lanes	No	No	No
McAlister Road	None	Major Collector	2 Lanes	No	Partial	Yes
Riddle Road	None	Local	2 Lanes	No	Partial	Partial
South E Street	None	Local	2 Lanes	Yes	No	No
North E Street	None	Local	2 Lanes	Yes	No	No
Railroad Avenue	None	Local	2 Lanes	No	No	No

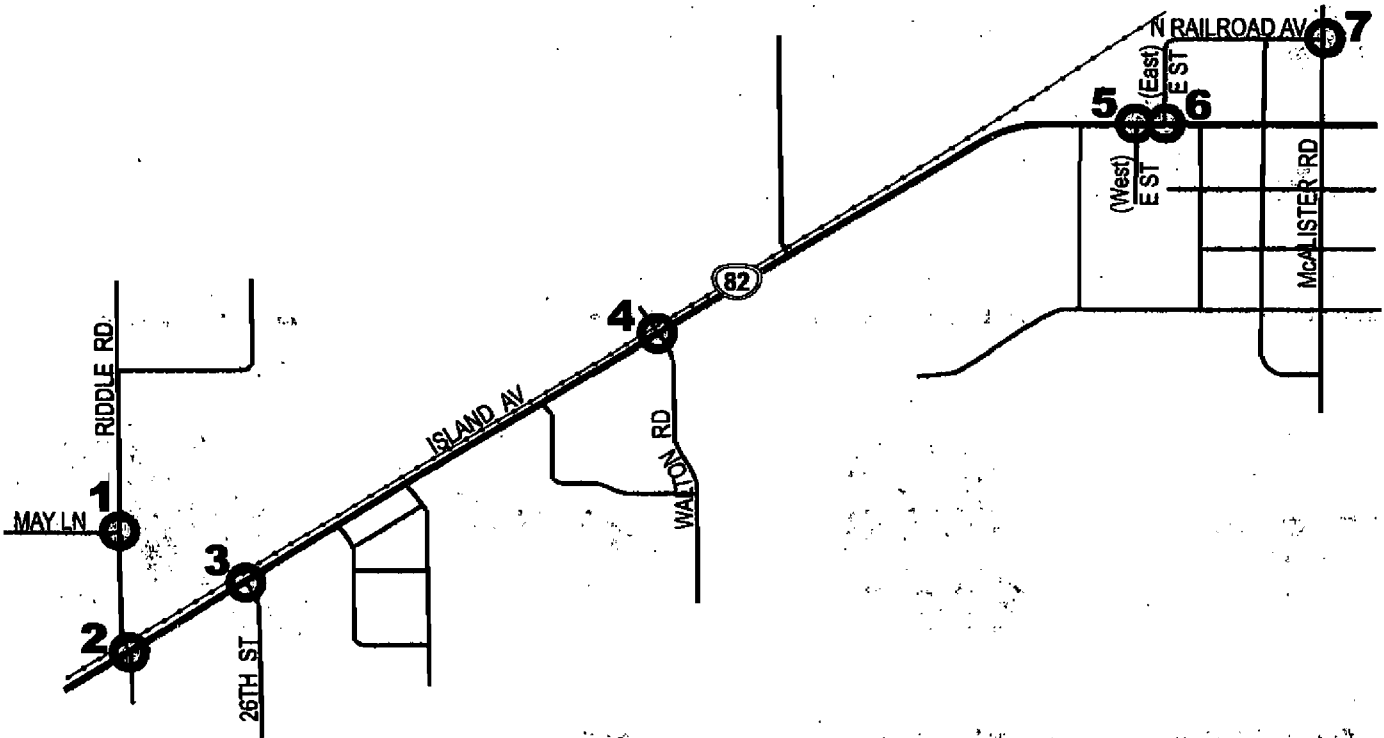
Study intersection data was collected through field observations and coordination with local agencies. This data included an inventory of lane geometry at intersections (number of turning lanes) and traffic control (signal, stop sign) which play a role in the traffic operations analysis. The current study intersection lane geometry and traffic control are shown in Figure 2.

The field visit inventory also collected data for pedestrian facilities, bicycle facilities and transit service. As shown in Table 1, pedestrian and bicycle facilities within the study area are limited. In general, sidewalks are provided on both sides on Island Avenue from downtown La Grande to McAlister Street. There is a significant sidewalk gap on the north side of Island Avenue from Walton Road to just west of F Street. Continuous sidewalks are provided on the west side of McAlister Road from Island Avenue to the Grande Ronde River bridge. Sidewalks are provided on both sides of Riddle Road between Island Avenue and May Lane. The remaining study area roadways do not have sidewalks.

Bike lanes are provided in both directions on Island Avenue from Monroe Avenue to McAlister Road. Bike lanes are provided in the northbound direction only on McAlister Road from Buchanan Lane to the Wallowa Lake Highway just north of Island City. Bike lanes are provided in both directions on Riddle Road between Island Avenue and May Lane. Bike lanes are provided in both directions on 26<sup>th</sup> Avenue south of Island Avenue. The remaining study area roadways do not have bike lanes.

No fixed route public transportation system exists within the study area. Dial-a-ride service provides demand responsive transit service within the La Grande/Island City urban area for the general public including seniors and those with disabilities through the Union County Transportation Coalition.

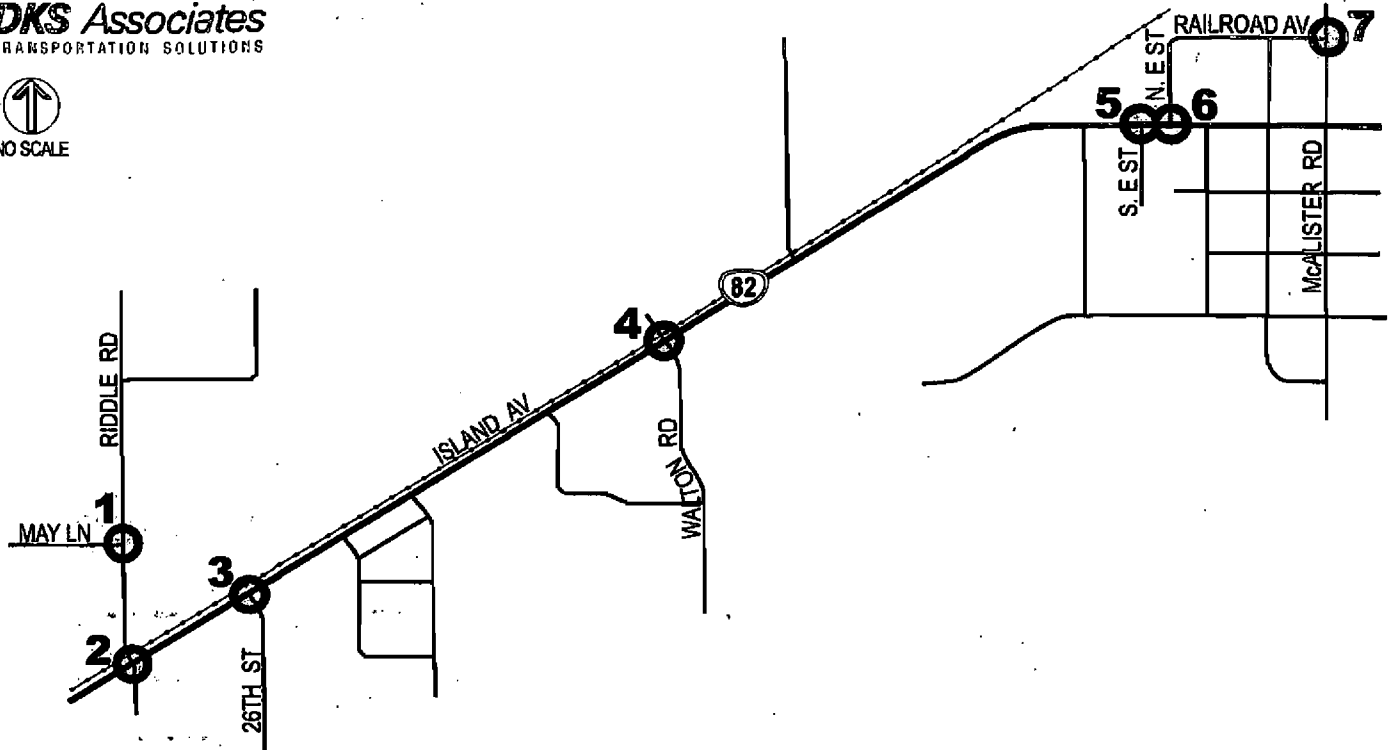




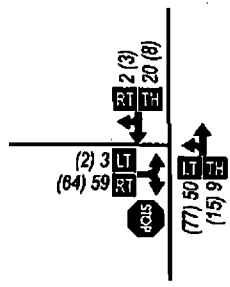
**LEGEND**

**10** - Study Intersection & Number

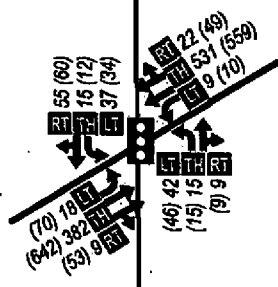
**Figure 1**  
**STUDY AREA**



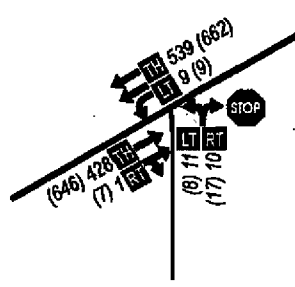
**1** RIDDLE RD @ MAY LN



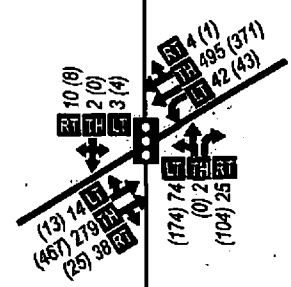
**2** ISLAND AV @ RIDDLE RD



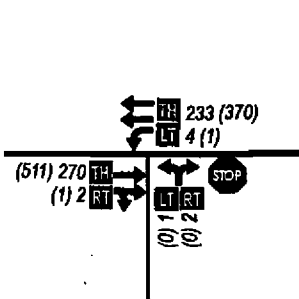
**3** ISLAND AV @ 26TH ST



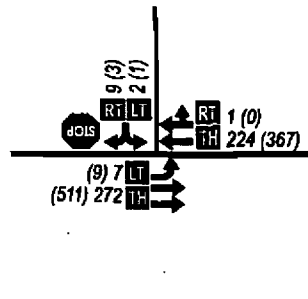
**4** ISLAND AV @ WALTON RD



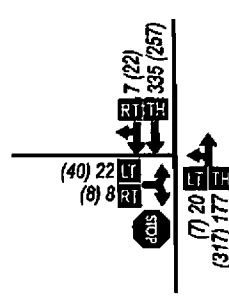
**5** ISLAND AV @ SOUTH E ST



**6** ISLAND AV @ NORTH E ST



**7** McALISTER RD @ RAILROAD AV



**LEGEND**

- 10** - Study Intersection & Number
- AM (PM) - Peak Hour Traffic Volumes
- Volume Turn Movement
- Lane Configuration
- Stop Sign
- Traffic Signal

**Figure 2**

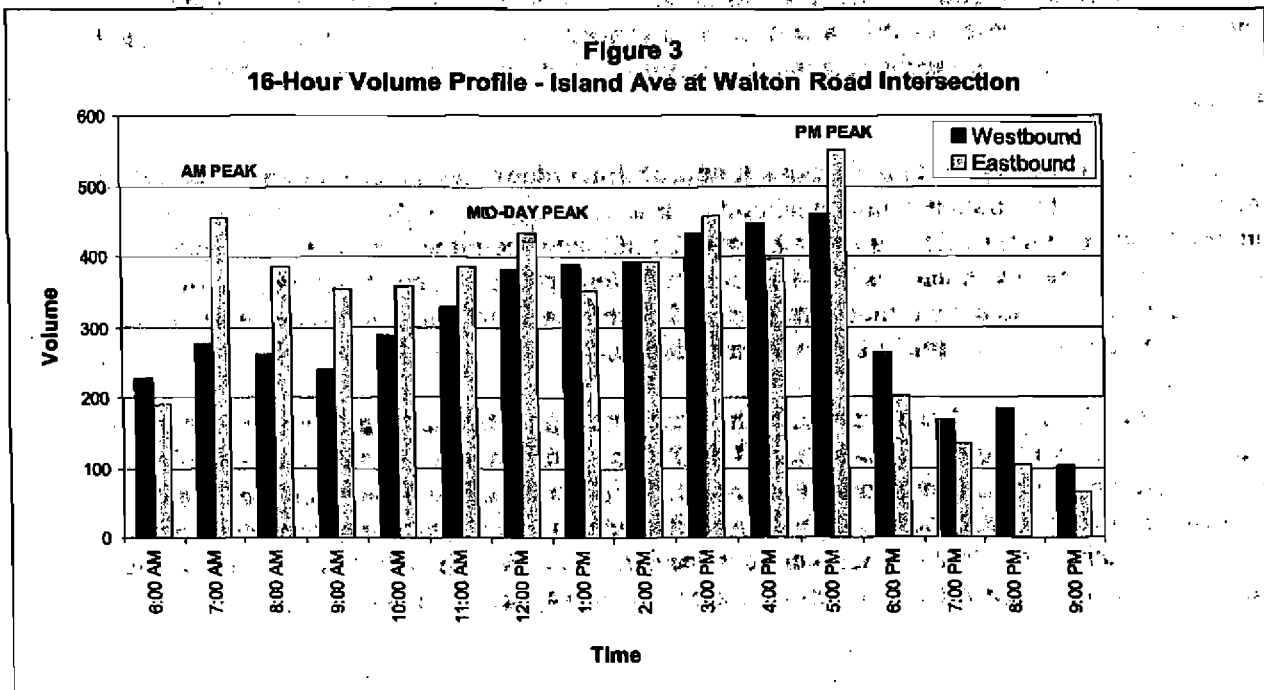
**EXISTING CONDITIONS**

A Union Pacific rail line is located approximately 25 feet north of Island Avenue from Monroe Avenue to Island City. This line serves as a branch line operated by Idaho Northern Pacific Railroad providing access to Enterprise and Joseph. There are several at-grade railroad crossings on this rail line within the study area. The Riddle Road and Walton Road crossings are controlled by a gated rail signal.

## COUNT DATA

Traffic counts were conducted at the study intersections in early December 2006 to establish a baseline for current operating conditions. The study intersection turn movement counts were conducted during the week from 6 AM to 9 PM in 15-minute time intervals. Study intersection performance focused on the morning peak period (7 AM to 9 AM) and the evening peak period (4 PM to 6 PM). The peak hour within these time periods was used for the study intersection operational analysis.

From the available turn movement count data, a 16-hour volume profile of Island Avenue (Highway 82) was established (Figure 3) to assess daily traffic patterns within the study area. The volume profile indicates there is a distinct peak volume in the morning and evening. The PM peak hour is when the highest traffic volumes of the day occur. Traffic volumes are higher in the eastbound direction than the westbound direction during most of the day, including the AM and PM peak hours.



## **FREIGHT MOVEMENT**

The study intersection turn movement counts included a vehicle classification breakdown to assess freight movements within the study area. A review of the vehicle classification data found the majority of freight traffic within the study area travels along Island Avenue. Island Avenue consists of approximately 93 percent passenger cars/buses and 7 percent heavy vehicles. All roadways in the study area showed higher percentage of heavy vehicles in the AM peak period compared to the PM peak. This is typical freight activity with the majority of trips conducted between early morning and mid-afternoon. Island Avenue (Highway 82) is not designated as a state freight route in the Oregon Highway Plan.

## **TRAFFIC OPERATIONS**

To determine the current performance at study intersections, an operational analysis was conducted based on the weekday AM and PM peak hour traffic volumes, lane configurations and traffic controls shown in Figure 2. The capacity analysis was based on methodology from the *2000 Highway Capacity Manual*<sup>3</sup> to produce levels of service, average vehicle delays, and volume to capacity ratios for assessing any existing operational deficiencies.

Level of Service (LOS), delay, and volume to capacity (v/c) ratios are typically used as measures of effectiveness to evaluate intersection operations. LOS is similar to a "report card" rating based upon average vehicle delay. Level of Service A, B, and C indicate conditions where traffic moves about without significant delays during periods of peak hour travel demand. Level of Service D and E are progressively worse peak hour operating conditions, with Level of Service F representing long delays and vehicle queues and is commonly considered to be a "failing" condition.

A volume to capacity (v/c) ratio is the peak hour traffic volume at an intersection divided by the maximum volume that intersection can handle. For example, a v/c ratio equivalent to 0.80 indicates that peak hour traffic is using 80 percent of the intersection's capacity. If traffic volumes exceed capacity, queues will form and will lengthen until demand subsides below the available capacity. As the v/c ratio approaches 1.0, intersection operation becomes unstable and small disruptions can cause traffic flow to break down.

Island Avenue (Highway 82) is a state facility, for which mobility standards have been adopted as part of the *1999 Oregon Highway Plan*.<sup>4</sup> ODOT's preferred performance standard for Island Avenue (Highway 82) is a maximum volume-to-capacity ratio of 0.80 based on the Statewide Highway Non-Freight Route designation located inside an urban growth boundary and outside a Metropolitan Planning Organization where the speed limit is less than 45 miles per hour. This operational standard applies to all intersections on Island Avenue (Highway 82).

<sup>3</sup> *2000 Highway Capacity Manual*, Transportation Research Board, 2000.

<sup>4</sup> *1999 Oregon Highway Plan*, Oregon Department of Transportation, 1999.

The La Grande/Island City TSP<sup>5</sup> sets forth intersection operational standards based on the type of intersection control. LOS D is generally considered to represent the minimum acceptable design standard for a signalized intersection. For unsignalized intersections, LOS D is generally considered to represent the minimum acceptable design standard. This standard applies to the overall performance at an all-way stop controlled intersection and the minor street approach of a two-way stop controlled intersection.

The existing study intersection operating conditions are summarized in Table 4. Currently, all study intersections meet performance standards during the AM and PM peak hour. The signalized intersections on Island Avenue operate at approximately 30 to 40 percent of the available capacity during the peak hours. None of the unsignalized study intersections experience significant delays on the minor street approaches during either peak hour.

**Table 3: Existing Study Area Intersection Operations**

Intersection	AM Peak			PM Peak		
	Delay	LOS	V/C	Delay	LOS	V/C
<i>Signalized</i>						
Riddle Road/Island Avenue	8.8	A	0.30	9.4	A	0.36
Walton Road/Island Avenue	10.8	B	0.32	14.0	B	0.40
<i>Unsignalized</i>						
May Street/Riddle Road	8.8	A/A	-	8.6	A/A	-
26 <sup>th</sup> Street/Island Avenue	14.5	A/B	-	15.0	A/C	-
North E Street/Island Avenue	12.5	A/B	-	10.8	A/B	-
South E Street/Island Avenue	10.1	A/B	-	8.6	A/A	-
McAlister Road/Railroad Avenue	9.6	A/A	-	16.3	A/C	-

LOS = Level of Service

A/A = major street LOS/minor street LOS

Signalized delay = Average intersection delay in seconds

Unsignalized delay = Highest minor street approach delay

V/C = Volume-to-capacity ratio

**ACCESS MANAGEMENT**

Access management is the control or limiting of vehicular access on arterial and collector facilities to maintain the capacity of the facilities and preserve their functional integrity. Access management strives to strike a balance between maintaining the integrity of the facility and providing access to adjacent parcels. Numerous driveways can erode the capacity of arterial and collector roadways by increasing the number of conflicts and potential for collisions and decreasing mobility and traffic flow.

<sup>5</sup> La Grande/Island City Transportation System Plan, McKeever/Morris, Inc. and David Evans and Associates, Inc., adopted September 1999.

Access management strategies have been applied along Island Avenue (Highway 82). The Starbucks driveway on Island Avenue just east of Riddle Road (Mulholland Drive) is restricted to right turns only for exiting vehicles. This is an example of limiting vehicle turn movements where driveways are located too close to intersections. To alleviate the impacts of access management strategies, U-turns are allowed for passenger vehicles (restricted for trucks) on Island Avenue (Highway 82) at the Riddle Road and Walton Road traffic signals.

The Oregon Highway Plan sets access spacing standards for state facilities based on the posted speed limit. The access management standards for Island Avenue (Highway 82) are based on the Statewide Highway designation located in an urban area and summarized in the Table 4. As shown, the minimum spacing standard between accesses increases with an increase in the posted speed limit. The majority of Island Avenue (Highway 82) within the study has a posted speed limit of 40 miles per hour. The access spacing standard for this portion of Island Avenue would be a minimum of 990 feet between intersections and driveways. The posted speed limit on Island Avenue (Highway 82) lowers to 30 miles per hour within Island City. The access spacing standard for this portion of Island Avenue would be a minimum of 770 feet between intersections and driveways. Currently there are numerous driveways on Island Avenue that do not meet these access spacing standards.

**Table 4: ODOT Access Management Standards**

Facility	Posted Speed (MPH)				
	>55	50	40/45	30/35	<20
Statewide Highway (feet)	1,320	1,100	990	770	550

## Development Transportation Analysis and Projections Report

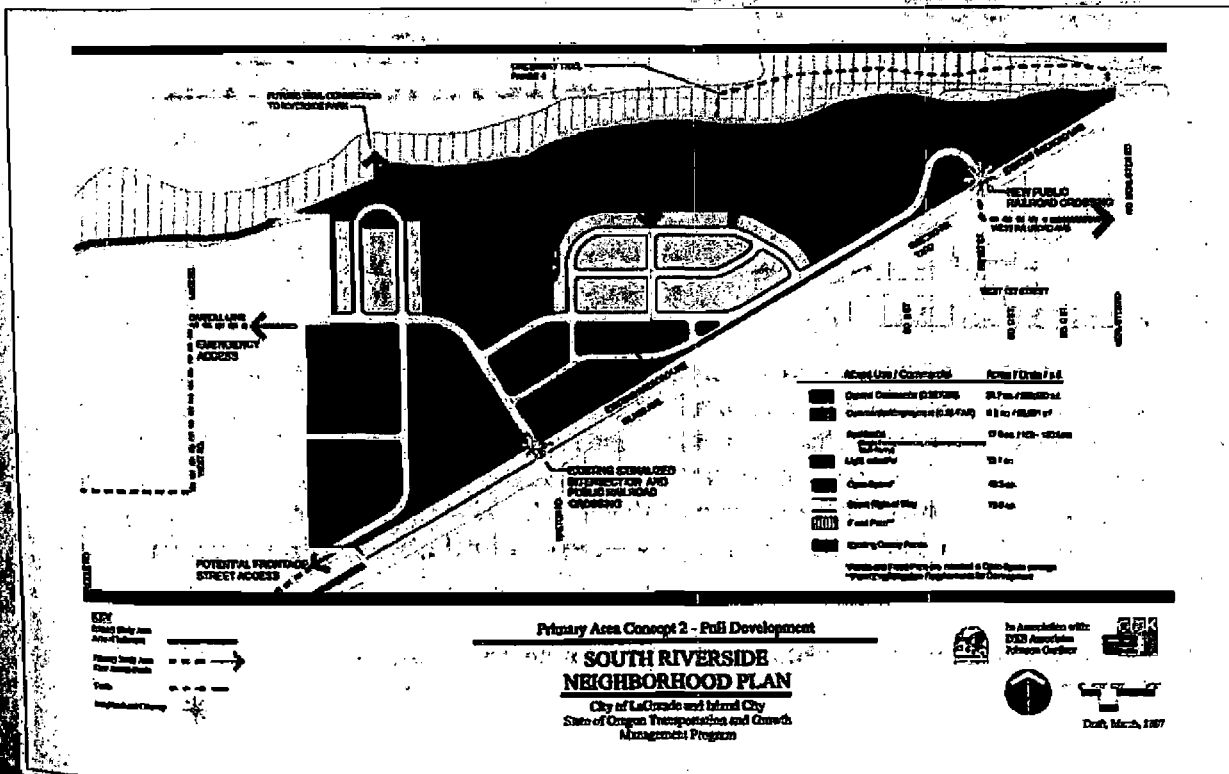
The following section provides an assessment of the future transportation conditions within the La Grande South Riverside Neighborhood Area Plan study area. The analysis focuses on the potential transportation system needs based on proposed development scenarios within the study area.

### DEVELOPMENT SCENARIOS

The urban growth boundary was recently expanded to include the South Riverside Neighborhood. Conceptual plans were drawn up for the area to help guide future development and identify transportation system needs. The transportation analysis focused on two conceptual plans, each with different land use and roadway network assumptions. The conceptual plans that were evaluated are described below.

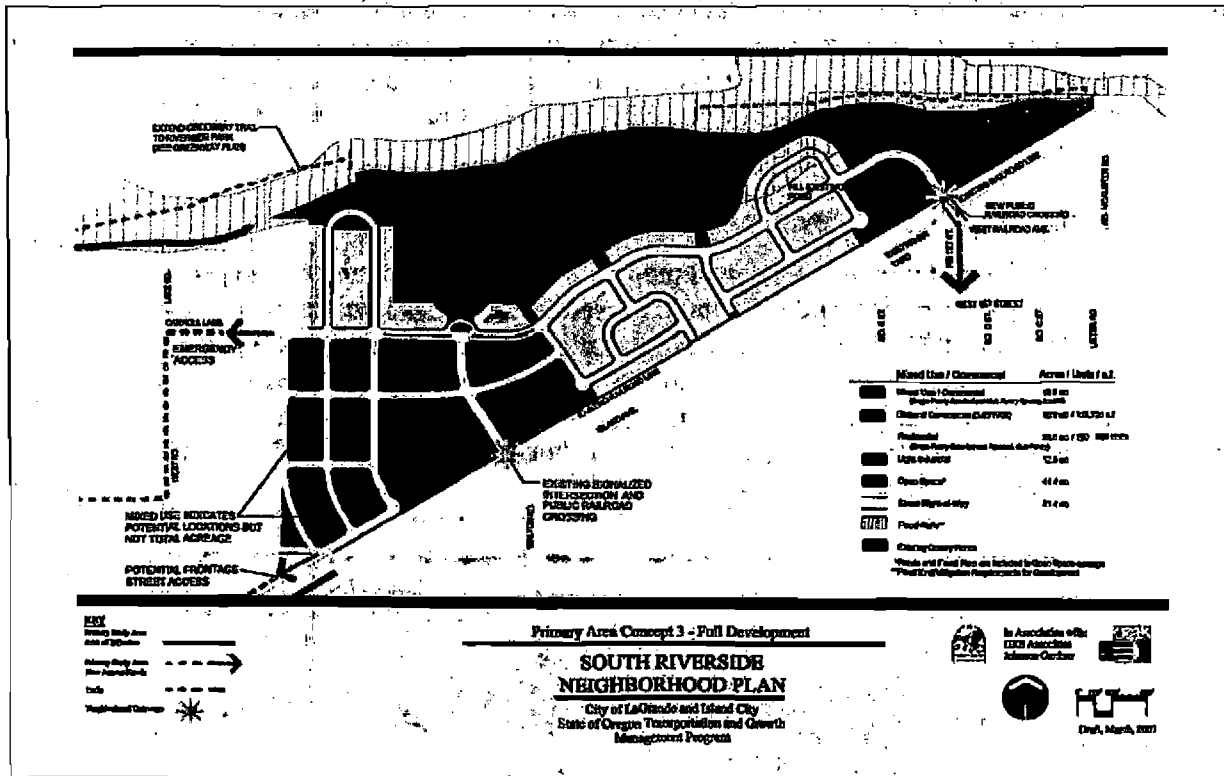
#### Primary Area Concept 2 – Full Development

Concept 2 was comprised of a mix of land uses including general commercial, employment (business park and light industrial) and residential (several densities). The roadway network included full access to Island Avenue at Walton Road and 1<sup>st</sup> Street. Carroll Lane and West Road would be used as an alternative roadway connection to the west. The internal roadway network provides a collector frontage roadway located north of Island Avenue and the existing railroad alignment which connected to an extension of Walton Road in the center of the area. This concept retains the existing quarry ponds.



**Primary Area Concept 3 – Full Development**

Concept 3 was comprised of a mix of land uses including general commercial, mixed use commercial (retail and housing), employment (light industrial) and residential (several densities). The roadway network included full access to Island Avenue at Walton Road and 1<sup>st</sup> Street. Carroll Lane and West Road would be used as an alternative roadway connection to the west. The internal roadway network provides a continuous collector roadway through the center of the area parallel to Island Avenue which connected to an extension of Walton Road in the center of the roadway. This concept would fill in the existing north quarry pond to accommodate the proposed roadway network.



**TRIP GENERATION ESTIMATE**

The proposed development plans for concept 2 and concept 3 were evaluated to determine the trip generation potential during the PM peak hour. Each concept plan included a summary of the land use designations and coverage area along with the development potential (building square footage or number of dwelling units). This development potential was utilized for estimating the trip generation based on available data provided by ITE<sup>1</sup>. The ITE trip rates reflect both the type of land use and size of land use in estimating the number of vehicle trips for future land use development.

No trip generation reductions were taken for alternative mode trips (transit, bicycle, walking). Although these types of trips would likely occur, the expected amount would be minimal.

<sup>1</sup> Institute of Transportation Engineers, Trip Generation Manual, 7th Edition, 2003.



Without these reductions, the transportation analysis findings are conservative. No trip reductions were taken for internal trips between the land uses within the concept plans. However, the trip distribution for each concept plan (described in the next section) assumed 10% of the trips generated would be contained within the concept plan area or the adjacent neighborhood and would not travel through any study intersections.

Passby trip reductions were applied to the general commercial land uses in each concept plan. Due to the preliminary nature of the concept plans, the general commercial land use does not have specific retail uses defined, therefore a shopping center use was assumed, which includes various retail uses. Based on a review of available ITE data for the shopping center (ITE Code 820) land use, it was determined a 34% passby trip reduction was appropriate. The passby trips would occur at the Island Avenue/Walton Road intersection which is located near the commercial development in each concept plan.

The trip generation estimates for Concept 2 are summarized in Table 1. The trip generation estimates for Concept 3 are summarized in Table 2. Concept 2 is expected to generate approximately 40% more trips than Concept 3 during the weekday PM peak hour. These additional trips generated by Concept 2 are primarily a result of the larger general commercial land use and business park land use. The light industrial and residential land uses in each concept plan are relatively comparable, except for the additional apartments proposed in Concept 3.

**Table 1: Concept 2 Trip Generation Estimate – Weekday PM Peak Hour**

Land Use	Size (acres)	Zoning	Buildout		Total Trips	Trips In	Trips Out
			KSF	Dwellings			
General Commercial	24.7	General Commercial	268.5	-	886	443	443
Commercial/Employment	8.80	Business Park	95.95	-	125	27	98
		Apartments (R-30)	-	30	19	12	7
		Single-Family	-	75	75	47	28
Residential	17.90	Townhomes (R-22)	-	75	39	26	13
		Light Industrial	12.1	Light Industrial	52.5	-	51
<b>TOTAL</b>					<b>1,195</b>	<b>562</b>	<b>633</b>

**Table 2: Concept 3 Trip Generation Estimate – Weekday PM Peak Hour**

Land Use	Size (acres)	Zoning	Buildout		Total Trips	Trips In	Trips Out
			KSF	Dwellings			
General Commercial	10.9	General Commercial	118.7	-	392	196	196
Commercial/Mixed Use	4.80	General Commercial	52.32	-	173	87	86
		Apartments (R-30)	-	120	74	48	26
		Apartments (R-30)	-	50	31	20	11
Residential	28.00	Single-Family	-	87	87	55	32
		Townhomes (R-22)	-	87	45	30	15
Light Industrial	12.5	Light Industrial	54.3	-	53	7	46
<b>TOTAL</b>					<b>756</b>	<b>443</b>	<b>413</b>

## TRIP DISTRIBUTION

The estimated weekday PM peak hour vehicle trips generated by the concept plans were assigned to the surrounding roadway network based on the proposed future transportation network, travel patterns determined from the 2006 traffic count data and an evaluation of likely trip origins and destinations within the La Grande/Island City area. The trip distribution assumed for the concept plans are shown in Figure 1.

The specific routes taken by the new trips on the roadway network were based on the proposed land uses and development locations for each concept plan. Development within concept 2 is focused around the Walton Road/Island Avenue intersection. Therefore, the majority of trips entering and exiting the plan area utilize the Walton Road access. Concept 3 includes more development on the east side of the plan area. This results in a better dispersion of trips between the Walton Road and NE 1<sup>st</sup> Street accesses.

## FUTURE 2026 TRAFFIC VOLUMES

Future traffic volumes were developed for the study intersections based on published historical traffic count data<sup>2</sup> for Island Avenue (OR 82 – Wallowa Lake Highway) within the study area. The average daily traffic volumes (both directions) for the roadway from the year 2000 to 2006 were evaluated. Overall, the traffic volume growth on Island Avenue has remained relatively stable. Island Avenue has experience an average growth of approximately 2% per year over the last six years. However, when the annual growth rates are compared year to year, the calculated growth rates range from +15% to -8%.

Although a review of recent count data showed an approximate 2% per year growth rate on Island Avenue, this level of background traffic growth would be unlikely to occur continuously over the next 20 years. Between today and 2026, it is reasonable to assume that background traffic volumes will grow at a more achievable rate of 1% per year. Therefore, a 1% per year growth rate was applied to the 2006 intersection count data to represent 2026 background traffic volumes. The trips generated by each concept plan were added to the 2026 background volumes to forecast the 2026 total traffic volumes. The 2026 total traffic volumes during the PM peak hour are shown in Figure 2 and Figure 3.

## TRAFFIC OPERATIONS

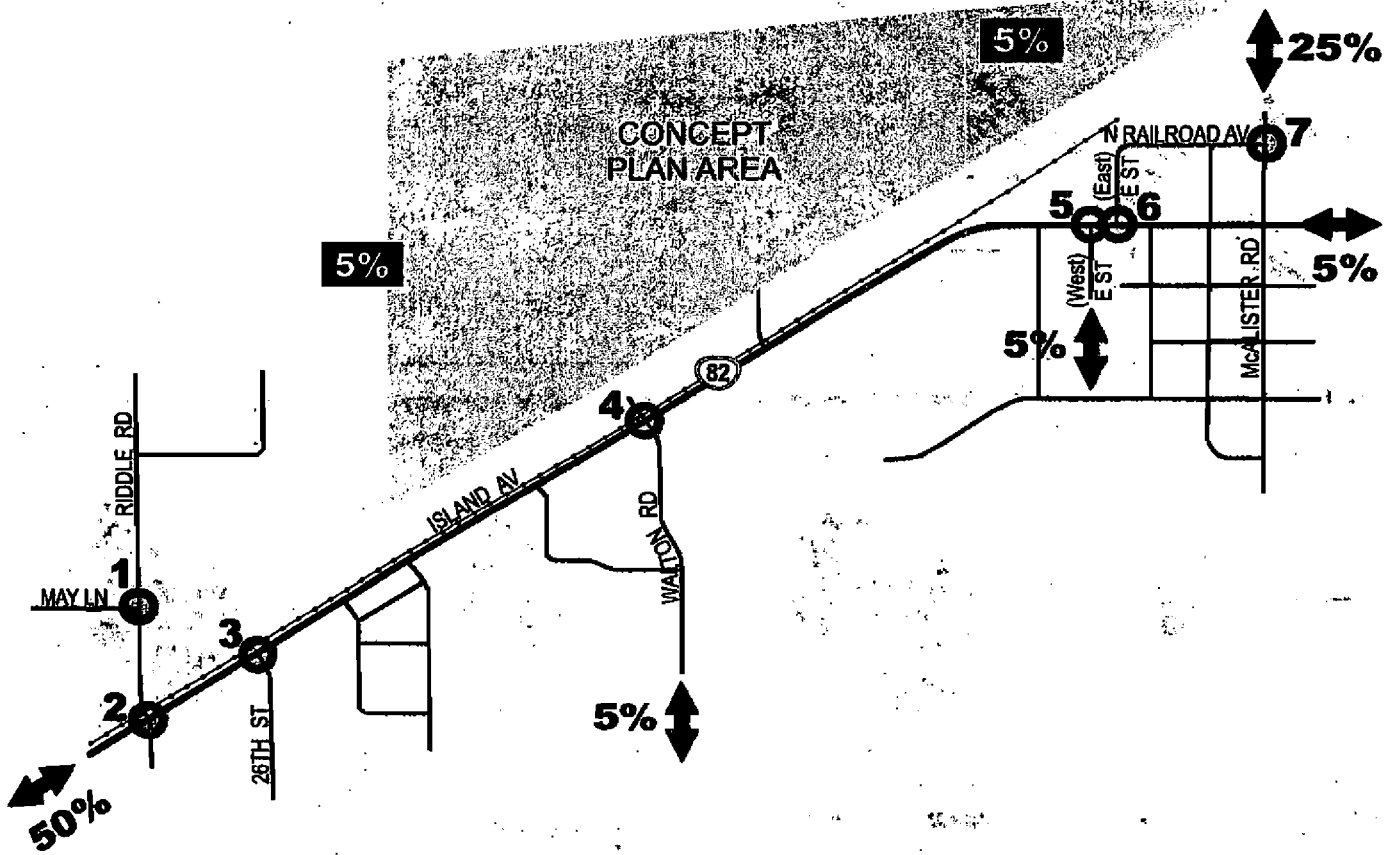
To evaluate the future study intersection performance under each concept scenario, an operational analysis was conducted based on the forecasted year 2026 PM peak hour traffic volumes. The analysis assumed the existing study intersection lane configurations and traffic controls. The capacity analysis was based on methodology from the *2000 Highway Capacity Manual*<sup>3</sup> to produce levels of service, average vehicle delays, and volume to capacity ratios for assessing any existing operational deficiencies.

Island Avenue (Highway 82) is a state facility, for which mobility standards have been adopted as part of the *1999 Oregon Highway Plan*.<sup>4</sup> ODOT's preferred performance standard for Island

<sup>2</sup> Oregon State Highway Transportation Volume Tables, 2000-2004.

<sup>3</sup> *2000 Highway Capacity Manual*, Transportation Research Board, 2000.

<sup>4</sup> *1999 Oregon Highway Plan*, Oregon Department of Transportation, 1999.



**LEGEND**

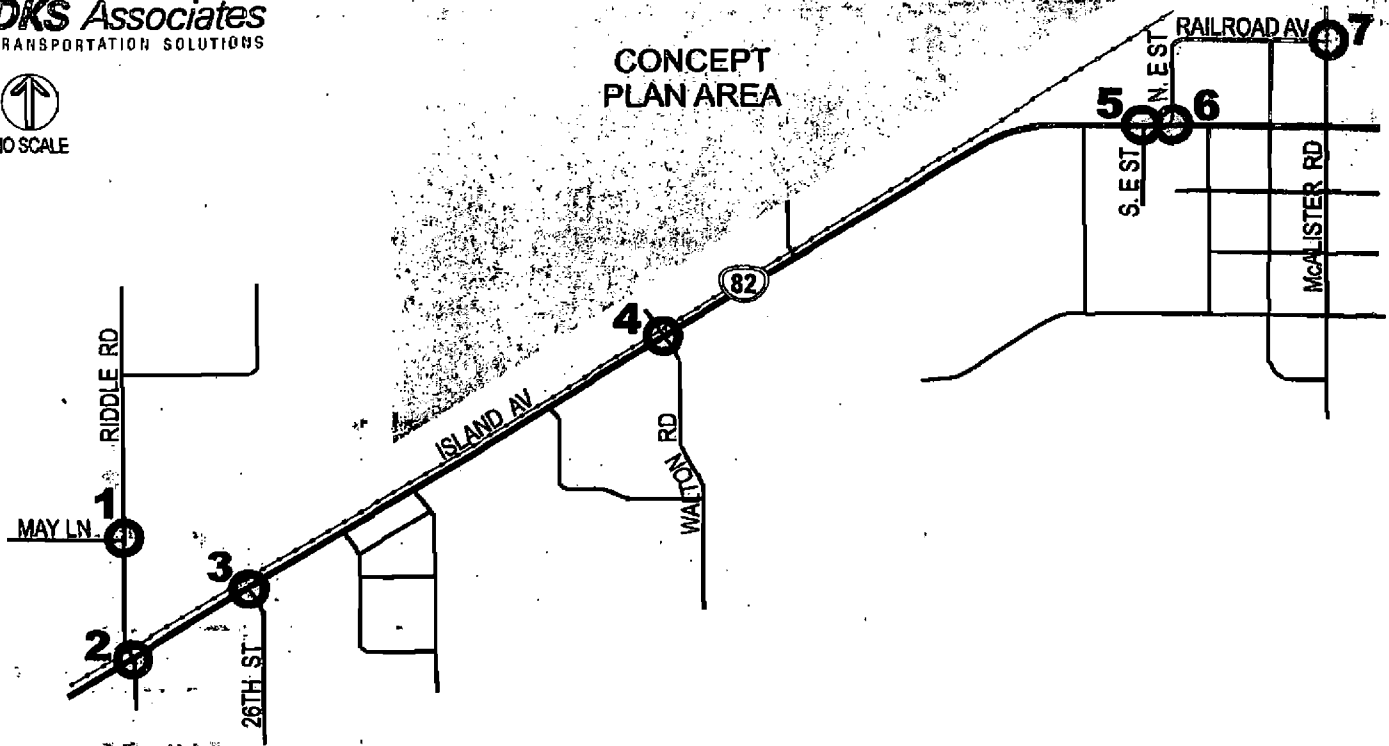
**10** - Study Intersection & Number

**Figure 1**

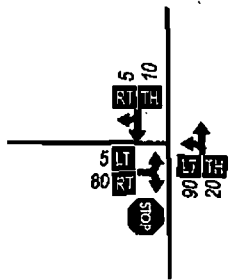
**CONCEPT PLAN  
TRIP DISTRIBUTION**



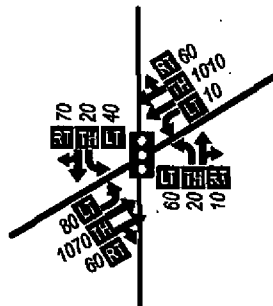
**CONCEPT  
PLAN AREA**



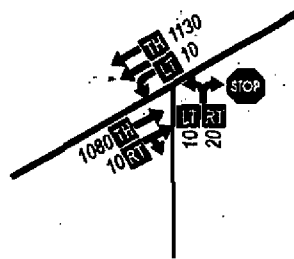
**1 RIDDLE RD @ MAY LN**



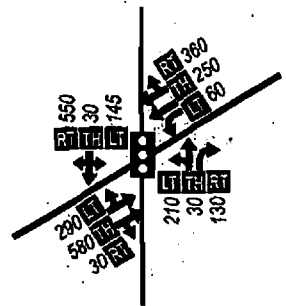
**2 ISLAND AV @ RIDDLE RD**



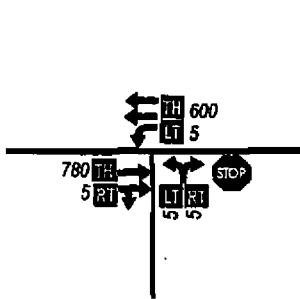
**3 ISLAND AV @ 26TH ST**



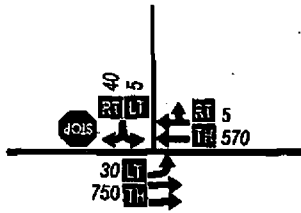
**4 ISLAND AV @ WALTON RD**



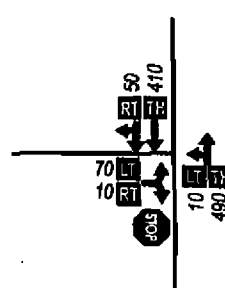
**5 ISLAND AV @ SOUTH E ST**



**6 ISLAND AV @ NORTH E ST**



**7 McALISTER RD @  
RAILROAD AV**



**LEGEND**

- 10** - Study Intersection & Number
- XX - PM Peak Hour Traffic Volumes
- LT, TH, RT - Volume Turn Movement

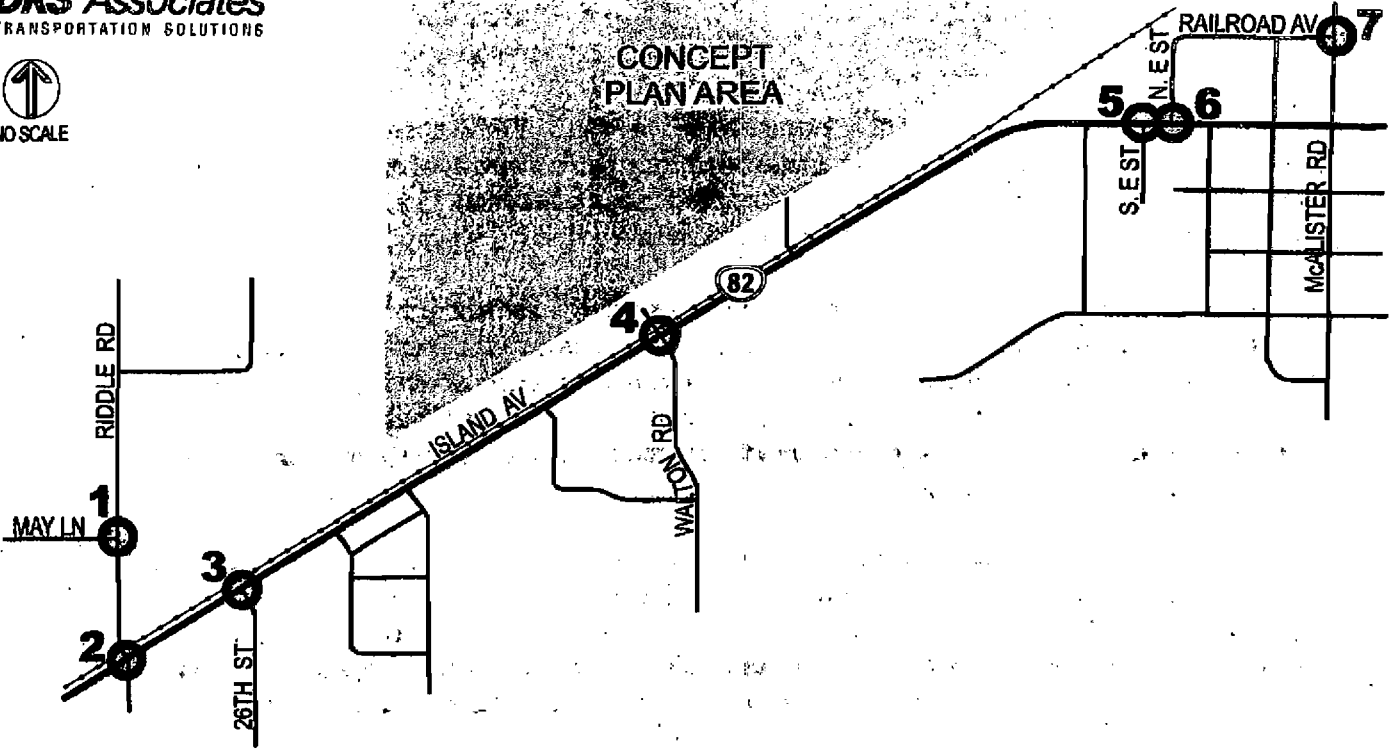
- ← - Lane Configuration
- STOP - Stop Sign
- ⬆️ - Traffic Signal

**Figure 2**

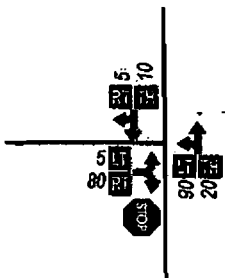
**CONCEPT 2  
2026 FUTURE TRAFFIC VOLUMES  
PM PEAK HOUR**



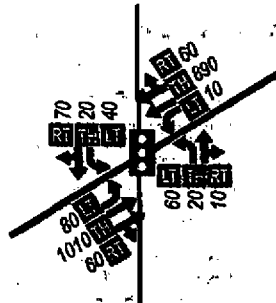
**CONCEPT PLAN AREA**



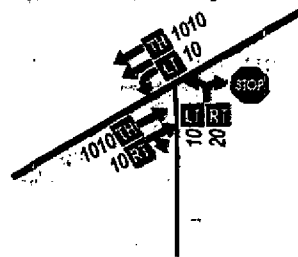
**1 RIDDLE RD @ MAY LN**



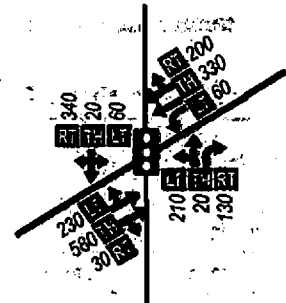
**2 ISLAND AV @ RIDDLE RD**



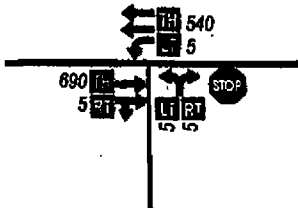
**3 ISLAND AV @ 26TH ST**



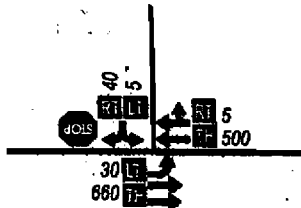
**4 ISLAND AV @ WALTON RD**



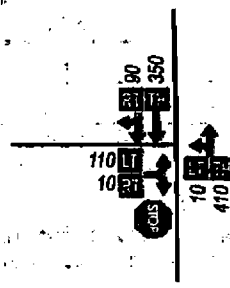
**5 ISLAND AV @ SOUTH E ST**



**6 ISLAND AV @ NORTH E ST**



**7 McALISTER RD @ RAILROAD AV**



**LEGEND**

- 10** - Study Intersection & Number
- XX - PM Peak Hour Traffic Volumes
- Volume Turn Movement
- Lane Configuration
- Stop Sign
- Traffic Signal

**Figure 3**

**CONCEPT 3  
2026 FUTURE TRAFFIC VOLUMES  
PM PEAK HOUR**

Avenue (Highway 82) is a maximum volume-to-capacity ratio of 0.80 based on the Statewide Highway Non-Freight Route designation located inside an urban growth boundary and outside a Metropolitan Planning Organization where the speed limit is less than 45 miles per hour. This operational standard applies to all intersections on Island Avenue (Highway 82).

The La Grande/Island City TSP<sup>5</sup> sets forth intersection operational standards based on the type of intersection control. LOS D is generally considered to represent the minimum acceptable design standard for a signalized intersection. For unsignalized intersections, LOS D is generally considered to represent the minimum acceptable design standard. This standard applies to the overall performance at an all-way stop controlled intersection and the minor street approach of a two-way stop controlled intersection.

The future operating conditions at the study intersection under each concept scenario are summarized in Table 3. With the addition of traffic generated by concept 2, the Walton Road/Island Avenue intersection would operate at LOSE and a volume to capacity ratio greater than 1.0 which does not meet ODOT or La Grande/Island City performance standards. Under concept 2, the remaining study intersections meet performance standards during the PM peak hour.

With the addition of traffic generated by concept 3, all of the study intersections meet both ODOT and La Grande/Island City performance standards. The Walton Road/Island Avenue intersection would operate at LOS C with a volume to capacity ratio of 0.78.

**Table 3: Future 2026 Study Area Intersection Operations – PM Peak Hour**

Intersection	Concept 2			Concept 3		
	Delay	LOS	V/C	Delay	LOS	V/C
<i>Signalized</i>						
Riddle Road/Island Avenue	8.9	A	0.55	9.1	A	0.50
Walton Road/Island Avenue	74.8	E	>1.0	23.0	C	0.78
<i>Unsignalized</i>						
May Street/Riddle Road	8.7	A	-	8.7	A	-
26 <sup>th</sup> Street/Island Avenue	33.0	D	-	27.6	D	-
North E Street/Island Avenue	12.4	B	-	11.2	B	-
South E Street/Island Avenue	11.3	B	-	10.8	B	-
McAlister Road/Railroad Avenue	24.6	C	-	23.8	C	-

LOS = Level of Service  
A/A = major street LOS/minor street LOS  
Signalized delay = Average intersection delay in seconds  
Unsignalized delay = Highest minor street approach delay  
V/C = Volume-to-capacity ratio

<sup>5</sup> La Grande/Island City Transportation System Plan, McKeever/Morris, Inc. and David Evans and Associates, Inc., adopted September 1999.

## **RECOMMENDED TRANSPORTATION IMPROVEMENTS**

The future transportation system needs for each concept plan were determined based on the traffic operations analysis and an evaluation of the proposed plans. Concept 2 is expected to generate approximately 40% more vehicle trips than Concept 3 during the weekday PM peak hour. These additional trips result in substandard operational performance at the Walton Road/Island Avenue intersection under the 2026 study scenario. A separate southbound right turn lane on Walton Road would be required at Island Avenue to meet performance standards. The southbound right turn lane would require approximately 200 feet of storage based on vehicle queue estimates. Walton Road and the existing railroad crossing north of Island Avenue may require widening (approximately 12 feet) to accommodate an additional southbound lane.

Both concept plans would require a new roadway network within the plan area to support the proposed development. At a minimum, a new collector roadway would be needed to connect the two access points, Walton Road at Island Avenue and N 1<sup>st</sup> Street at Railroad Avenue. Several minor collector roadway projects within the study area are identified in the La Grande/Island City TSP<sup>6</sup>. The remaining roadways within the plan could function properly as local streets.

The extension of Walton Road north of Island Avenue would operate as a collector and require a 3 lane section to accommodate northbound left turns into the commercial properties. The primary east-west roadway between Walton Road and the new public railroad crossing at Railroad Avenue/1<sup>st</sup> Street would operate as a collector and would require a 2 lane section. Both collector roadways should provide bike lanes. If on-street parking is provided, the bike lanes should be 6 feet wide and the adjacent parking area should be 8 feet wide.

The development potential in each concept plan would require a minimum of two accesses to the South Riverside Neighborhood. The Walton Road/Island Avenue intersection would not provide adequate capacity to serve as the only access to the plan area. Emergency vehicle access to the plan area would be greatly improved with at least two accesses. The most likely second access would be provided by a new public railroad crossing at NE 1<sup>st</sup> Street just north of Railroad Avenue. The NE 1<sup>st</sup> Street access, located on the eastern portion of the plan area, would greatly improve both access to the plan area and internal circulation within the plan area.

Under both concept plans, the Walton Road intersection with the east-west collector has several traffic control options that would operate adequately. This intersection could operate as a three way stop, stop signs on the side street approach or as a single-lane roundabout. To reduce side street vehicle delays and introduce an interesting transportation element to the South Riverside Neighborhood, the roundabout option is recommended. The analysis showed a single-lane roundabout at this location would operate at LOS-A with 2026 traffic volumes. A single lane roundabout would be expected to provide adequate capacity at the intersection in the very long term. A minimum increase in traffic volume is expected beyond the 2026 forecast year for either concept plan.

<sup>6</sup> La Grande/Island City Transportation System Plan, McKeever/Morris, Inc. and David Evans and Associates, Inc., adopted September 1999.

The transportation system needs for each concept plan are summarized in Table 4 below.

**Table 4: Transportation System Needs**

Project	Concept 2	Concept 3
The Walton Road extension to the north of Island Avenue would operate as a collector and require a 3 lane cross-section to accommodate northbound left turns into the commercial property.	X	X
NE 1 <sup>st</sup> Street at Railroad Avenue would provide a new public railroad crossing.	X	X
The primary east-west roadway from Walton Road to Railroad Avenue/1 <sup>st</sup> Street would operate as a collector roadway and require a 2 lane cross-section.	X	X
Both collector roadways should provide bike lanes. If on-street parking is provided, bike lanes should be a minimum 6 feet wide and on-street parking area should be a minimum 8 feet wide.	X	X
The Walton Road extension intersection with the east-west collector would operate adequately with stop sign control on the minor street approach. However, a single lane roundabout should be considered to reduce minor street vehicle delays. A single lane roundabout would be expected to provide adequate capacity in the long term.	X	X
Construct a separate southbound right turn lane at Walton Road/Island Avenue. This improvement may require widening the existing roadway cross-section and railroad crossing to accommodate the additional turn lane.	X	

### IMPROVEMENT COST ESTIMATES

Planning level cost estimates for the transportation system needs were developed for each concept plan. The cost estimates were based on current unit costs for roadway construction and intersection improvements. The cost estimates are in 2007 dollars. The recommended improvements and cost estimates are summarized in Table 5.

**Table 5: Planning Level Cost Estimates**

Improvement	Concept 2	Concept 3
Construction of new collector roadways	\$4,050,000	\$3,850,000
Construction of new local roadways	\$8,750,000	\$13,000,000
Walton Road/Island Avenue improvements	\$250,000	\$0
NE 1 <sup>st</sup> Street railroad crossing	\$250,000	\$250,000
Walton Road/E-W Collector roundabout	\$200,000	\$200,000
<b>TOTAL</b>	<b>\$13,500,000</b>	<b>\$17,300,000</b>

Note: Planning level cost estimates in 2007 dollars.



## POTENTIAL FUNDING SOURCES

There are several potential funding sources for the recommended transportation improvements. These sources have been used by cities to fund transportation programs. In most cases, these funding sources, when used collectively, are sufficient to fund transportation improvements for local communities.

### Local Improvement District Assessment Revenue

The City may set up Local Improvement Districts (LIDs) to fund specific capital improvement projects within defined geographic areas, or zones of benefit. The specific projects would benefit all property owners within the LID area. LIDs impose assessments on properties within its boundaries only. LIDs may not fund ongoing maintenance costs. They require separate accounting, and the assessments collected may only be spent on capital projects within the geographic area. Citizens representing 33% of the assessment can terminate a LID and overturn the planned projects so projects and costs of a LID must meet with broad approval of those within the boundaries of the LID.

The South Riverside Neighborhood would be an appropriate candidate for an LID. For illustrative purposes, the planning level cost estimates for the collector roadways and intersection improvements (shown in Table 5) were evaluated with the trip generation estimates for each concept (shown in Tables 1 and 2) to determine the approximate LID fees that would be required to fund the identified transportation improvements. Note that the local roadways that would be required within the South Riverside Neighborhood were not included in the LID fee assessment. Each developer would be responsible for funding the local roadway system within their development.

The estimated SDC fees for each concept are listed below.

- Concept 2 is estimated to cost \$4,750,000 (not including local streets). Concept 2 is estimated to generate 1,195 PM peak hour trips. The LID fee would be approximately \$3,975 per trip.
- Concept 3 is estimated to cost \$4,300,000 (not including local streets). Concept 3 is estimated to generate 856 PM peak hour trips. The LID fee would be approximately \$5,025 per trip.

### System Development Charges

The City may set up System Development Charges (SDCs) as a funding source for all capacity projects on the transportation system. The funds collected can be used to construct or improve portions of streets with the district. The SDC fee is charged to individual developers based on the proposed land use and size. The SDC fees are determined based on each land use's potential to generate vehicle trips. SDC programs are typically applied city-wide with new development contributing to new transportation projects located throughout the city.

**Development Conditions of Approval**

Transportation system needs that are triggered by vehicle growth from new development can be placed as conditions of approval by the City. The development would be required to construct specific transportation projects before the building permits are provided by the City. The conditions of approval for transportation improvements may require new development to improve the existing roadways or construct new roadway along or within their property to the City's street standards. Conditions of approval may also be triggered when new development traffic results in substandard operating conditions at a nearby intersection. The development would be required to construction improvements which would result in operational performance that would meet the City's standards. Conditions of approval can also be based on safety needs (sight distance, access spacing, etc.) if there is an existing safety deficiency that the new development would be adding vehicle traffic through.

**Urban Renewal District**

An Urban Renewal District (URD) would be a tax-funded district within the City. The URD would be funded with the incremental increases in property taxes that result from construction of applicable improvements. This type of tax increment financing has been used in Oregon since 1960. Uses of the funding include, but are not limited to, transportation. It is tax-increment funded rather than fee funded and the URD could provide for renewal that includes, but is not limited to, transportation projects.

**Voter-Approved Local Gas Tax**

Several communities in Oregon have adopted local gas taxes by public vote. The taxes are paid to the city monthly by distributors of fuel. The process for presenting such a tax to voters will need to be consistent with Oregon State law as well as the laws of the City of La Grande and Island City. Table 5 summarizes the cities in Oregon that collect a local gas tax. The location of La Grande/Island City adjacent to I-84 provides an opportunity to collect additional transportation revenue both from local and regional travelers.

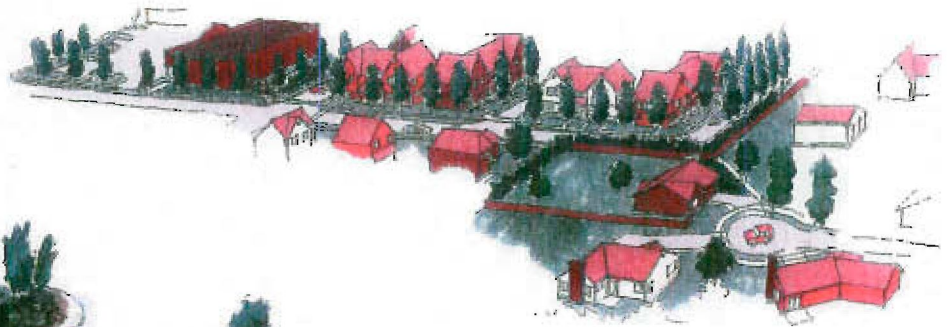
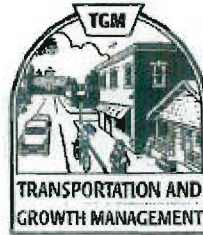
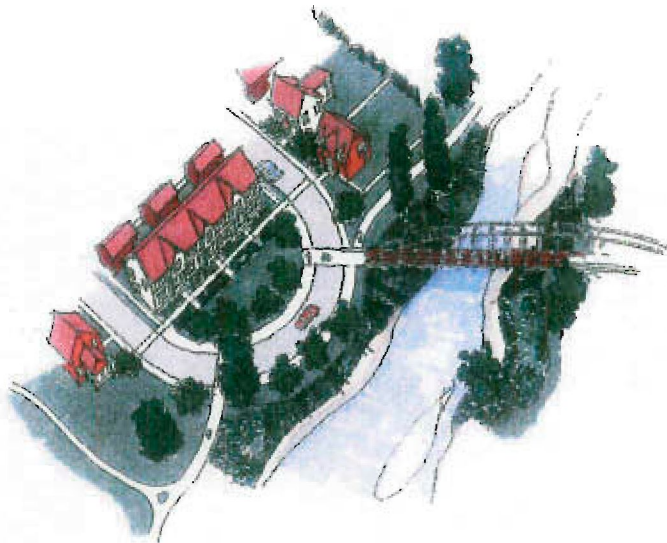
**Table 5: Local Gas Taxes in Oregon**

City	2004 Population	Vote Passage Date	Tax Rate
Cottage Grove	9,010	2003	3 cents/gallon
Dundee	2,900	2004	2 cents/gallon
Eugene	144,640	2003	3 cents/gallon
Sandy	6,360	2003	1 cent/gallon
Springfield	55,350	2003	3 cents/gallon
Stanfield	1,980	1999	1 cent/gallon
The Dalles	12,410	1986	3 cents/gallon
Tillamook	4,350	1982	1.5 cents/gallon
Woodburn	21,790	1989	1 cent/gallon

Source: League of Oregon Cities, Local Gas Tax Information, May 2005.

# South Riverside Neighborhood Plan

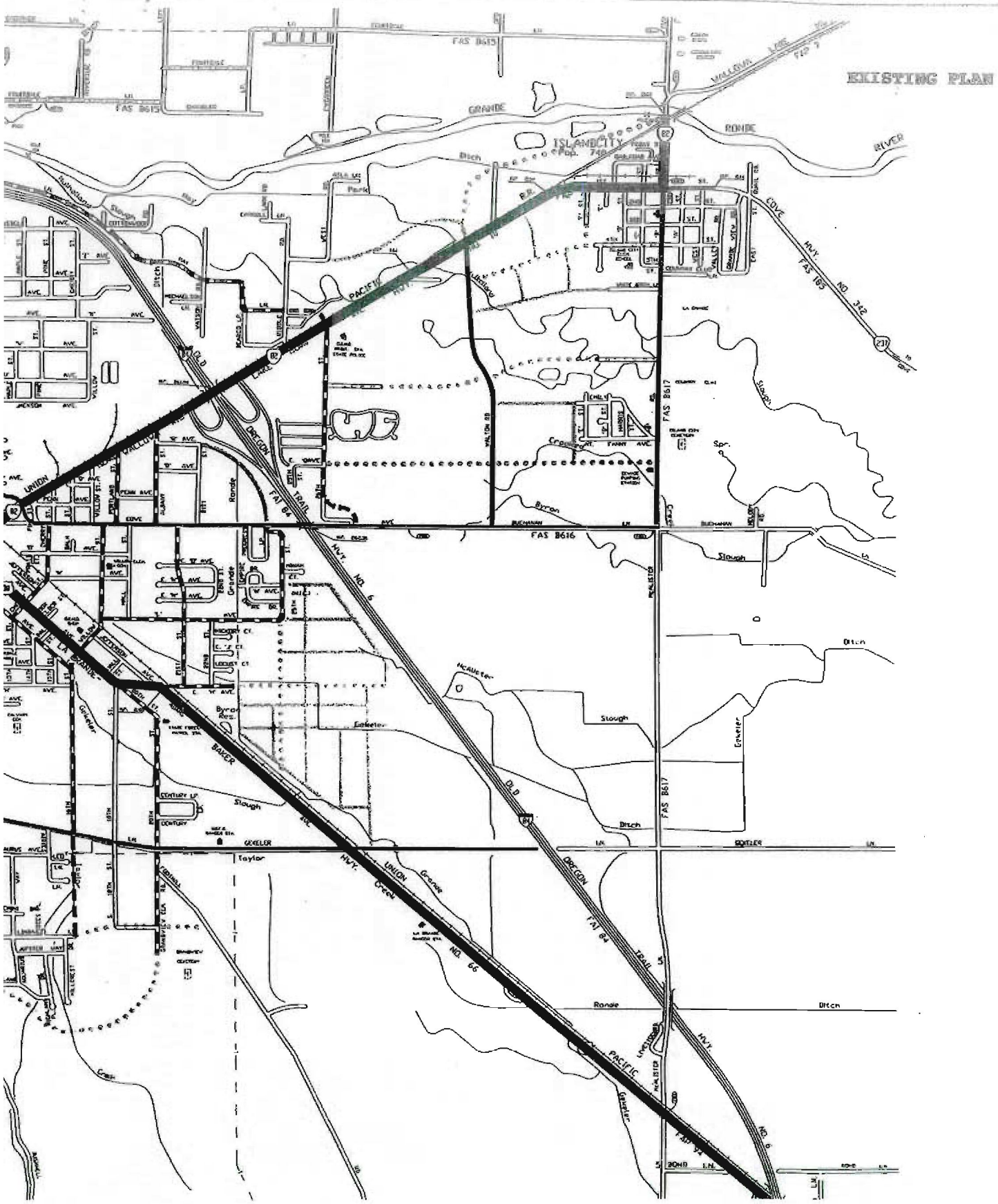
for  
City of La Grande & Island City, Oregon



In association with:  
**Johnson Gardner  
DKS Associates**

June 2007

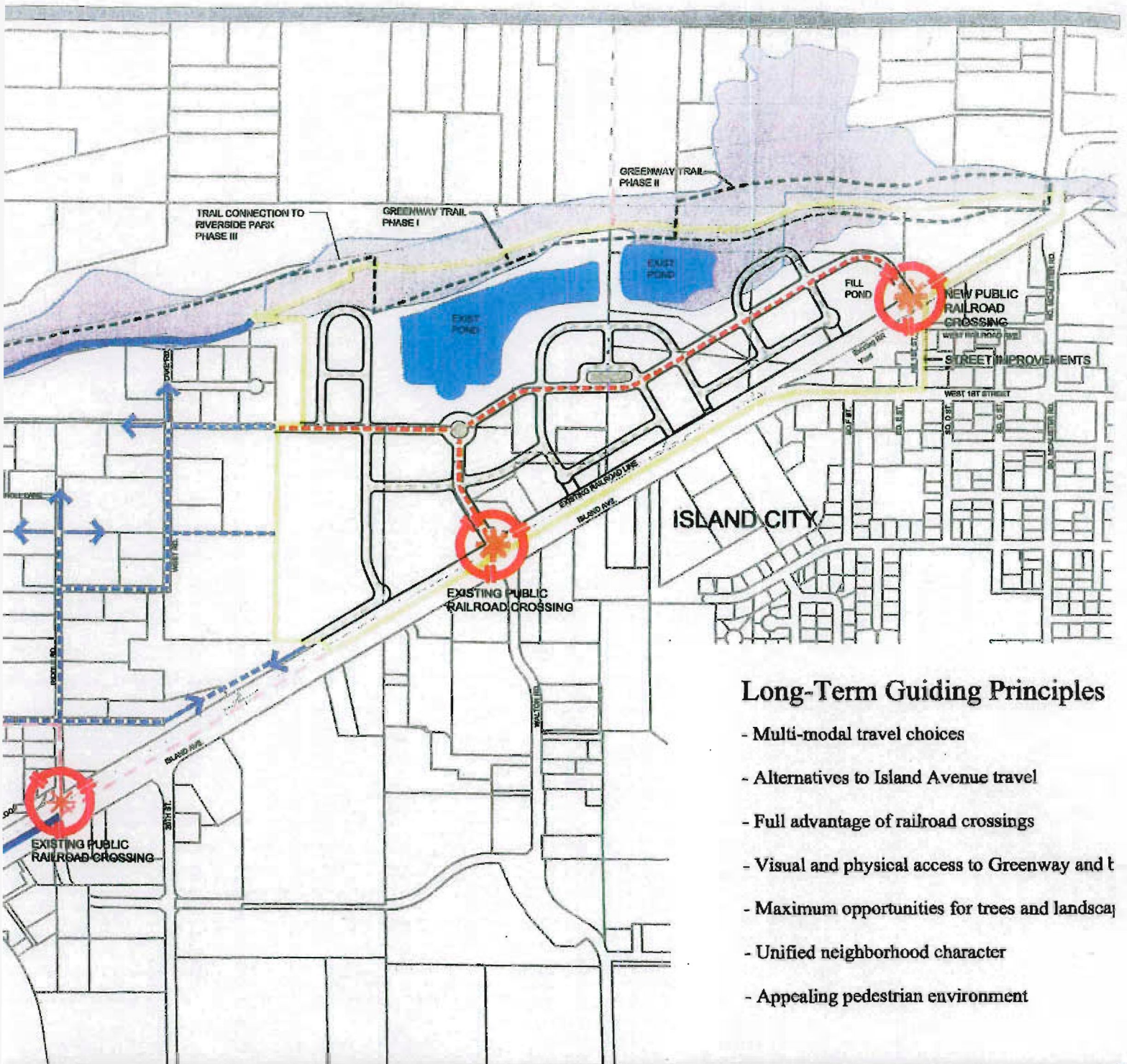




GRANDE/ISLAND CITY  
 ROADWAY CLASSIFICATION SYSTEM PLAN

ROADWAY  
 CLASSIFICATION





### Long-Term Guiding Principles

- Multi-modal travel choices
- Alternatives to Island Avenue travel
- Full advantage of railroad crossings
- Visual and physical access to Greenway and t
- Maximum opportunities for trees and landscap
- Unified neighborhood character
- Appealing pedestrian environment

Long - Term Transportation Concepts

# SOUTH RIVERSIDE NEIGHBORHOOD PLAN

City of LaGrande and Island City  
State of Oregon Transportation and Growth Management Program



In Association with:  
DKS Associates  
Johnson Gardner



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Figure

The regular meeting of the Island City City Council was held July 13, 2009 at 7:00 p.m. in the Island City City Hall..

Present were: Mayor De Long; Council Members: Beeman, Rea, Hanson, Vermillion, Hampton; Recorder Rygg, Admn. Asst. Robertson; Guests: Becker, Wolfe; Sheriff Rasmussen

Mayor De Long called the regular meeting to order. Recorder Rygg called the roll. Councilor Thomas was absent and excused.

Mayor De Long called a public hearing to order. The purpose of the hearing was to take testimony for or against the proposed Transportation System Plan. Planning Official Rygg reviewed the proposed amendment and findings included in the Staff Report. Discussion was held. Mayor De Long then called for testimony for or against the proposed TSP Amendment. No testimony was given. Mayor De Long declared the hearing closed. Mayor De Long called for action on the proposal. Hanson moved to approve the proposed amendment to the City of Island City Transportation System Plan based upon the Findings as related to the Comprehensive Plan Policies outlined in the Staff Report as numbers 1 to 10 and the findings applicable to the Statewide Planning Goals as addressed in the Staff Report for Goals 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, and 15. Vermillion seconded the motion. Hampton abstained from voting. The motion passed with 5 yes votes and 1 abstention.

Mayor De Long then welcomed the visitors present.

#### VISITORS

Sheriff Rasmussen presented the activity report for June. Officers spent 109.65 hours in Island City. They responded to a complaint about activities at a duplex on S. Valley and an arrest may be pending; to vandalism at the Fred Beeman Park and a local church; but have seen no major drug activity. Councilor Beeman reported a suspicious man sleeping in the park and walking down the street. Mayor De Long and Sheriff Rasmussen discussed an internet report that there was a serial rapist in Island City stalking women. Mayor stated that the report alleged that Island City knew of this activity and was covering up the matter. Mayor De Long contacted Sheriff Rasmussen and he stated that there was no truth to the story and that no such activity had occurred in Island City.

Brad Baird of Anderson Perry had been scheduled to attend this meeting to discuss the population projections upon which to base their work on the Water Master Plan. He discussed the matter with Recorder Rygg and she felt that Baird should use the existing population projection because it had recently been established through a countywide process and she did not feel that the Council would be willing to open that process again with the fairly recent data that we had to work with. Because of this, Baird decided that it would not be necessary to attend this meeting. He will, however, attend the August Council Meeting and have a great deal of data for the Council to review.

## RECORDER

The minutes of the previous meeting were discussed. Hanson moved to approve the minutes of the previous meeting. Beeman seconded the motion. Hampton abstained from voting because he had not attended the previous meeting. The motion passed with 5 yes votes and 1 abstention.

The financial statement and bills against the City was reviewed. Vermillion moved to approve the financial statement as presented and to pay the bills against the City. Beeman seconded the motion and it passed unanimously.

## WATER

The RTU equipment has been received from Equipment Technology. The electrical work has been completed and the City now waiting for the FCC to issue the license. However, they will not issue the license until the City purchases a current copy of the FCC regulations at a cost of \$119.00. This payment was mailed today.

Rygg reported that the City had installed fencing around Well #3 and additional fencing around Well #1 to fully secure the buildings and electrical equipment. The City is currently looking to obtain Homeland Security grant dollars to pay for this installation.

## STREET

Recorder Rygg reported that the Oregon State University Technical Assistance Opportunity was no longer available. They had already chosen their project for the year, however, Island City will be placed on a list of interested participants for next year's project.

The Council reviewed a letter received from Union County Public Works Department which outlined the estimates for the two street projects they will be helping prepare for paving. This work is covered by the stimulus grant Island City received from ODOT.

## ZONING AND PLANNING

## NEW AND UNFINISHED BUSINESS

Recorder Rygg reported on her conversation with an Oregon Trail Electric engineer regarding the letter OTECC sent asking for a contribution to defray the cost of moving a line due to the construction of a accessory use structure in the Mt. View Subdivision. OTECC completely agrees with the Island City response to the letter and asked that their letter be disregarded. City's legal counsel drafted the letter of response. OTECC does not expect Island City to administer any of the electrical safety codes. The gentleman that wrote the letter for OTECC no longer works with the company.

Recorder Rygg reviewed a proposal to establish a local answering service. If the City would like to buy in to the service it would be at a cost of \$1,000 which could be split with the Sanitation District. There would also be a three person Board which would oversee the activities of the service and an Island City representative could be on that Board. Council agreed to participate in the program with a signed agreement stating that the \$1,000 would be refunded if the service was not successful in their formation efforts.

Councilor Vermillion asked that the City look into having the mess around the two unfinished homes on Emily Drive cleaned up and the weeds cut down. Letters have been sent concerning the weeds and Rygg will check the ordinances to see how to handle the cleanup of the broken concrete sidewalk remains.

Council then reviewed two thank you notes.

With no further business to come before the Council, Mayor De Long declared the meeting adjourned.

A handwritten signature in cursive script that reads "Judy A. Rygg".

Judy A. Rygg, City Recorder



## CITY OF ISLAND CITY ORDINANCE NO. 128

An ordinance amending the La Grande / Island City Transportation System Plan, an Appendix to the Island City Comprehensive Plan, to adopt the La Grande South Riverside Neighborhood Area Plan.

**WHEREAS**, Island City adopted a Transportation System Plan ("TSP") as part of the City's Comprehensive Plan in Ordinance No. 97; and

**WHEREAS**, The Island City TSP was amended by Ordinance No. 110 regarding a project by Oregon Department of Transportation (ODOT) involving 26<sup>th</sup> Street and other associated transportation facilities; and

**WHEREAS**, Island City has prepared and included findings, attached as Appendix A to this Ordinance, that show how the proposed TSP amendment to adopt the La Grande South Riverside Neighborhood Area Plan complies with Statewide Planning Goal 12 (Transportation) and other applicable statewide planning goals, the Transportation Planning Rule (OAR 660-012), the La Grande / Island City Transportation Systems Plan, the Island City's Comprehensive Plan and other applicable provisions; and

**WHEREAS**, amendments to the TSP constitutes a Comprehensive Plan amendment, requiring notice and public hearings in compliance with Statewide Planning Goal 1, compliance with state statutes and rules relating to post-acknowledgment plan amendments, and coordination with La Grande, Union County, the Oregon Department of Land Conservation and Development, and ODOT in compliance with Statewide Planning Goal 2; and

**WHEREAS**, such notice, hearings, and coordination efforts have resulted in no local government or agency objections; and

**WHEREAS**, the proposed amendments appear to be compatible with state law and the existing comprehensive plan for Island City.

**NOW THEREFORE, THE CITY OF ISLAND CITY ORDAINS AS FOLLOWS:**

**Section 1: The City Council hereby adopts the findings in Appendix A to this Ordinance in support of TSP amendments found in Section 2 of this Ordinance.**

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**Section 2: The City Council hereby amends the Island City Transportation System Plan by adopting the La Grande Riverside Neighborhood Area Plan attached to this Ordinance as Appendix B.**

PASSED by the Council this 10<sup>th</sup> day of August, 2009. APPROVED by the Mayor this 10<sup>th</sup> day of August, 2009.

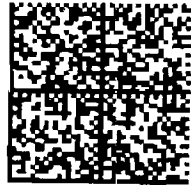
ATTEST

City Recorder


Judy A. Rygg

Mayor

Dale Dale Long



neopost 045J83062281  
**\$2.41**  
08/13/2009  
Mailed From 97850



US POSTAGE

**CITY OF ISLAND CITY**

10605 Island Avenue  
Island City, Oregon 97851

**TO:**

Attn: Plan Amendment Specialist  
Department of Land Conservation and  
Development  
635 Capitol Street N.E., Suite 150  
Salem OR 97301-2540

