



# Oregon

John A. Kitzhaber, M.D., Governor

**Department of Land Conservation and Development**

635 Capitol Street NE, Suite 150

Salem, Oregon 97301-2540

Phone: (503) 373-0050

Fax: (503) 378-5518

[www.oregon.gov/LCD](http://www.oregon.gov/LCD)



## **NOTICE OF ADOPTED CHANGE TO A COMPREHENSIVE PLAN OR LAND USE REGULATION**

Date: May 26, 2015

Jurisdiction: City of Sisters

Local file no.: CP 15-01

DLCD file no.: 003-15

The Department of Land Conservation and Development (DLCD) received the attached notice of adopted amendment to a comprehensive plan or land use regulation on 05/19/2015. A copy of the adopted amendment is available for review at the DLCD office in Salem and the local government office.

Notice of the proposed amendment was submitted to DLCD 36 days prior to the first evidentiary hearing.

### Appeal Procedures

Eligibility to appeal this amendment is governed by ORS 197.612, ORS 197.620, and ORS 197.830. Under ORS 197.830(9), a notice of intent to appeal a land use decision to LUBA must be filed no later than 21 days after the date the decision sought to be reviewed became final. If you have questions about the date the decision became final, please contact the jurisdiction that adopted the amendment.

A 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).

If the amendment is not appealed, it will be deemed acknowledged as set forth in ORS 197.625(1)(a). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

### DLCD Contact

If you have questions about this notice, please contact DLCD's Plan Amendment Specialist at 503-934-0017 or [plan.amendments@state.or.us](mailto:plan.amendments@state.or.us)



# NOTICE OF ADOPTED CHANGE TO A COMPREHENSIVE PLAN OR LAND USE REGULATION

**FOR DLCD USE**  
 File No.: 003-15 {23675}  
 Received: 5/19/2015

Local governments are required to send notice of an adopted change to a comprehensive plan or land use regulation **no more than 20 days after the adoption.** (See [OAR 660-018-0040](#)). The rules require that the notice include a completed copy of this form. **This notice form is not for submittal of a completed periodic review task or a plan amendment reviewed in the manner of periodic review.** Use [Form 4](#) for an adopted urban growth boundary including over 50 acres by a city with a population greater than 2,500 within the UGB or an urban growth boundary amendment over 100 acres adopted by a metropolitan service district. Use [Form 5](#) for an adopted urban reserve designation, or amendment to add over 50 acres, by a city with a population greater than 2,500 within the UGB. Use [Form 6](#) with submittal of an adopted periodic review task.

Jurisdiction: City of Sisters

Local file no.: **CP 15-01**

Date of adoption: 05/14/15

Date sent: 5/19/2015

Was Notice of a Proposed Change (Form 1) submitted to DLCD?

Yes: Date (use the date of last revision if a revised Form 1 was submitted): 03/25/15

No

Is the adopted change different from what was described in the Notice of Proposed Change?    Yes    No

If yes, describe how the adoption differs from the proposal:

Not different

Local contact (name and title): Patrick T. Davenport

Phone: 541-323-5219

E-mail: pdavenport@ci.sisters.or.us

Street address: PO Box 39 520 E. Cascade Ave

City: Sisters

Zip: 97759-

**PLEASE COMPLETE ALL OF THE FOLLOWING SECTIONS THAT APPLY**

**For a change to comprehensive plan text:**

Identify the sections of the plan that were added or amended and which statewide planning goals those sections implement, if any:

Eliminated policy references associated with Back In Diagonal Parking from the Comprehensive Land Use Plan and the Transportation System Plan

**For a change to a comprehensive plan map:**

Identify the former and new map designations and the area affected:

- |             |    |        |  |
|-------------|----|--------|--|
| Change from | to | acres. | A goal exception was required for this         |
| change.     |    |        |  |
| Change from | to | acres. | A goal exception was required for this         |
| change.     |    |        |  |
| Change from | to | acres. | A goal exception was required for this         |
| change.     |    |        |  |
| Change from | to | acres. | A goal exception was required for this change. |

Location of affected property (T, R, Sec., TL and address):

The subject property is entirely within an urban growth boundary

The subject property is partially within an urban growth boundary

**If the comprehensive plan map change is a UGB amendment** including less than 50 acres and/or by a city with a population less than 2,500 in the urban area, indicate the number of acres of the former rural plan designation, by type, included in the boundary.

Exclusive Farm Use – Acres:	Non-resource – Acres:
Forest – Acres:	Marginal Lands – Acres:
Rural Residential – Acres:	Natural Resource/Coastal/Open Space – Acres:
Rural Commercial or Industrial – Acres:	Other: – Acres:

**If the comprehensive plan map change is an urban reserve** amendment including less than 50 acres, or establishment or amendment of an urban reserve by a city with a population less than 2,500 in the urban area, indicate the number of acres, by plan designation, included in the boundary.

Exclusive Farm Use – Acres:	Non-resource – Acres:
Forest – Acres:	Marginal Lands – Acres:
Rural Residential – Acres:	Natural Resource/Coastal/Open Space – Acres:
Rural Commercial or Industrial – Acres:	Other: – Acres:

**For a change to the text of an ordinance or code:**

Identify the sections of the ordinance or code that were added or amended by title and number:

**For a change to a zoning map:**

Identify the former and new base zone designations and the area affected:

Change from	to	Acres:
Change from	to	Acres:
Change from	to	Acres:
Change from	to	Acres:

Identify additions to or removal from an overlay zone designation and the area affected:

Overlay zone designation:	Acres added:	Acres removed:
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Location of affected property (T, R, Sec., TL and address):

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List affected state or federal agencies, local governments and special districts: City of Sisters

Identify supplemental information that is included because it may be useful to inform DLCD or members of the public of the effect of the actual change that has been submitted with this Notice of Adopted Change, if any. If the submittal, including supplementary materials, exceeds 100 pages, include a summary of the amendment briefly describing its purpose and requirements.

**ORDINANCE NO. 459**

**AN ORDINANCE OF THE CITY OF SISTERS AMENDING THE SISTERS COMPREHENSIVE LAND USE PLAN AND TRANSPORTATION SYSTEM PLAN BY ELIMINATING POLICY REFERENCES ASSOCIATED WITH BACK IN DIAGONAL PARKING AND DECLARING AN EMERGENCY.**

**WHEREAS**, in 2010 the City of Sisters approved an Ordinance to implement back in diagonal parking with the objective of increasing traffic safety for pedestrians, bicyclists, and vehicles; and

**WHEREAS**, the City of Sisters has now determined that back in diagonal parking within the City has reduced traffic safety for pedestrians, bicyclists, and vehicles and resulted in an increase in traffic movement and parking difficulties in the City of Sisters; and,

**WHEREAS**, the City of Sisters finds that an amendment to the Comprehensive Land Use Plan and Transportation System Plan is necessary to improve public safety; and,

**WHEREAS**, the purpose of these amendments are to eliminate policy references to Back In Diagonal Parking in the Comprehensive Land Use Plan and Transportation System Plan; and,

**WHEREAS**, the Sisters Planning Commission held a public hearing on April 16, 2015 and adopted Planning Commission Resolution No. 2015-06, attached to this ordinance as Exhibit C, which finds that certain revisions, clarifications and amendments to the City of Sisters Development Code are necessary in order to provide longer approval time frames and extension durations, which in turn will facilitate orderly and beneficial development within the City of Sisters; and

**WHEREAS**, the Sisters City Council held a public hearing on December 31, 2014 on the proposed Development Code amendment and determined that the amendment meets all applicable approval criteria, including all notice requirements, and that the ordinance will benefit the City of Sisters; and,

**WHEREAS**, the City of Sisters provided notice to the Department of Land Conservation and Development; and,

**WHEREAS**, official notice of this public hearing was published in the Nugget Newspaper on April 29, 2015 in the manner prescribed within Section 4.1.700 of the Development Code.

**NOW, THEREFORE**, the City Council of the City of Sisters ordains as follows:

**SECTION 1.** The Sisters Comprehensive Land Use Plan and Transportation System Plan is amended as provided in the attached Exhibit A, which is incorporated into this Ordinance by reference.

**SECTION 2.** In support of the Comprehensive Land Use Plan and Transportation System Plan amendments, the City Council hereby adopts the findings attached hereto as Exhibits A and B to this Ordinance, which demonstrates compliance with the Sisters Development Code, the City's Comprehensive Plan, and the applicable statewide planning goals, statutes and administrative rules.

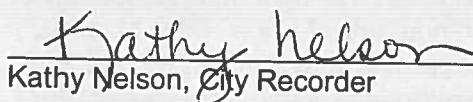
**SECTION 3.** The City Council finds that the adoption of this Ordinance is necessary for the immediate preservation of the health, welfare and public safety of the community. The City Council declares that an emergency exists and that this Ordinance becomes effective upon adoption by the City Council.

PASSED by the Common Council of the City of Sisters this 14th day of May, 2015 and APPROVED by the Mayor of the City of Sisters.



Chris Frye, Mayor

ATTEST:



Kathy Nelson, City Recorder

## ELIMINATE BACK IN DIAGONAL PARKING FROM

### COMPREHENSIVE LAND USE PLAN AND TRANSPORTATION SYSTEM PLAN

#### COMPREHENSIVE LAND USE PLAN REFERENCES:

##### 12.3.7 GOAL 12 Transportation; Findings

- ~~Existing text:~~ Convert head in diagonal parking to back in diagonal parking to increase the safety for all roadway users and to reduce bicycle pedestrian vehicle conflicts throughout the city along bikeways and elsewhere when feasible.

#### TRANSPORTATION SYSTEM PLAN REFERENCES:

##### Chapter 10. Implementation

###### Introduction

This chapter will discuss the implementation plan for this Sisters Transportation Systems Plan (TSP). It will be completed at a future time by City of Sisters staff in conjunction with the code development process.

[On \(May 14, 2015\), City Council approved revisions to this document which eliminates all policy references to back in diagonal parking.](#)

###### Introduction

**This chapter will discuss the implementation plan for this Sisters Transportation Systems Plan (TSP). It will be completed at a future time by City of Sisters staff in conjunction with the code development process.**

##### Chapter 1, Page 1-5

~~Diagonal Parking: Convert head in diagonal parking to back in diagonal parking along bikeways and elsewhere when feasible to increase the safety for all roadway users and to reduce bicycle pedestrian vehicle conflicts~~

##### Chapter 3, Page 3-13

- ~~Drivers backing out of diagonal parking spaces in the downtown core could create conflicts for cyclists.~~

## Chapter 6, Page 6-2

- Convert head in diagonal parking to back in diagonal parking to increase the safety for all roadway users and to reduce bicycle-pedestrian-vehicle conflicts throughout the city along bikeways and elsewhere when feasible.

## Chapter 6, Page 6-4

### *Addressing Diagonal Head-In Parking*

Sisters utilizes diagonal head-in parking as a design standard on many streets in the downtown area (e.g., Hood Avenue and Main Avenue). This practice has several advantages over traditional parallel parking, including:

- More parking spaces per block
  - Room for the creation of curb extensions on many corners
- Traffic calming due to reduced travel lane width and slower average motor vehicle speeds

Despite these benefits, head-in diagonal parking can create safety and comfort issues for all roadway users, including cyclists, thereby decreasing cyclists' willingness to travel on streets with this type of parking facility. Both AASHTO's Guide for the Development of Bicycle Facilities and the Oregon Bicycle and Pedestrian Plan recommend against this practice, citing reduced sight distance for drivers of backing motor vehicles and reduced chance that cyclists will see vehicles performing a backing maneuver. Additionally, the Oregon Bicycle and Pedestrian Plan states that, "these factors require cyclists to ride close to the center of a travel lane, which is intimidating to inexperienced riders."

The Oregon Bicycle and Pedestrian Plan suggests back-in diagonal parking in place of head-in parking. Additional support comes from, "Back-In/Head-Out Parking Angle Parking" (2005), a report by Nelson\Nygaard Consulting Associates, which cites benefits of back-in diagonal parking for all roadway users over parallel or head-in parking including:

- Decreased incidence of parking-related crashes
  - Increased visibility for motorists, especially when entering into traffic
  - Increased quantity of spaces over parallel parking
  - Automatic curbing of motor vehicle wheels
- Improved access to curb ramps and loading/unloading out of the path of oncoming traffic

Many cities currently utilize back-in angled parking, including Seattle, WA; Olympia, WA; Vancouver, WA; Portland, OR; Tucson, AZ; Austin, TX; Salt Lake City, UT; Indianapolis, IN; and Wilmington DE.

Several cities have studied back-in angled parking and found significant benefits. Pottstown, PA, for example, found a 25% reduction in the number of crashes as a result of back-in angled parking and a 43% reduction in crashes resulting in injury.

This TSP recommends that head-in diagonal parking throughout Sisters be replaced with back-in angled parking or parallel parking along bikeways (streets with bike lanes or designated shared streets) and as feasible along other streets. This TSP particularly calls out the need to eliminate head-in angle parking in the downtown area on collector streets. Wheel stops or a landscaped median should be installed in conjunction with back-in angled parking to prevent vehicles from overhanging onto the sidewalk.

## Chapter 6, Page 6-5

This TSP recommends conversion of head-in diagonal parking to back-in diagonal parking for cyclist safety in conjunction with bike lane striping. This choice may require trade-offs in terms of parking, bicycle facility type, and sidewalk width.

## Chapter 6, Page 6-5

Future expansion of the multi-modal transportation network in Sisters may help address and mitigate these future conflicts, such as. Additional needs include comprehensive bicycle design standards, elimination of head-in diagonal parking facilities, and expansion of the shared-use path network.

## Chapter 6, Page 6-6

Though bike lanes are recommended on several streets with head-in diagonal parking, striping should not occur without changing existing parking to back-in diagonal or parallel parking.

## Chapter 6, Page 6-8

Traffic calming, on street parking and other treatments along the corridor reduce vehicle speeds so that motorists and bicyclists generally travel at the same speed, creating a safer and more comfortable environment for all users. On street parking does help slow traffic but should be parallel or back-in diagonal to minimize motor vehicle/bicycle conflicts.

## TSP APPENDIX

### Design and Guideline Standards

Pg. 8 BICYCLE LANES If parking is permitted on a street, bicycle lanes should be placed between the parking lane and the travel lane, and vehicle parking should be parallel parking or diagonal ~~back-in~~ parking.

### ~~Diagonal Head-in Parking Causes Cyclist Conflicts~~

In the downtown area, diagonal parking along Hood Street, Main Street, Cedar Street, Larch Street, Spruce Street, Elm Street, Ash Street, Oak Street and Adams Street creates conflict of a driver seeing an oncoming cyclist. These conditions the lane to avoid potential collisions, which may discomfort inexperienced riders.



## **ADDRESSING DIAGONAL HEAD-IN PARKING**

Sisters utilizes diagonal head-in parking as a design standard on many streets in the downtown area (e.g., Hood Avenue and Main Avenue). This practice has several advantages over traditional parallel parking, including:

- More parking spaces per block
- Creation of curb extensions on many corners
- Natural traffic calming due to reduced travel lane width and slower average motor vehicle speeds

**Figure 7** Example grate configurations for use with bike facilities

8 Despite these benefits, head-in diagonal parking is dangerous for roadway users, including cyclists and can increase the discomfort and willingness of cyclists to travel on streets with this type of parking facility. Both AASHTO's *Guide for the Development of Bicycle Facilities* and the *Oregon Bicycle and*

*Pedestrian Plan* recommend against this practice, citing reduced sight distance for drivers of backing motor vehicles and a reduced ability of cyclists to see cars in motion because of already parked cars.

Additionally, the *Oregon Bicycle and Pedestrian Plan* states that, "these factors require cyclists to ride close to the center of a travel lane, which is intimidating to inexperienced riders."

"Back-in/Head-Out Parking Angle Parking" (2005), a report by Nelson\Nygaard Consulting

Associates, cited benefits of back-in diagonal parking over parallel or head-in parking including:

- Decreased incidence of parking-related crashes
- Increased visibility for motor vehicle drivers
- Increased quantity of spaces over parallel parking
- Automatic curbing of motor vehicle wheels
- Improved access to curb ramps and loading/unloading out of the path of oncoming traffic

Many cities currently utilize back-in angled parking, including Seattle, WA; Olympia, WA;

Vancouver, WA; Portland, OR; Tucson, AZ; Austin, TX; Salt Lake City, UT; Indianapolis, IN; and

Wilmington DE. Several cities have documented benefits of diagonal back-in parking; Pottstown, PA, for example, found a 25% reduction in the number of accidents as a result of back-in angled parking, and a 43% reduction in accidents resulting in injury.

This Plan recommends that head-in diagonal parking throughout Sisters be replaced with back-in angled parking or parallel parking.

• Table 1 Recommended Bicycle and Pedestrian Facility Design Standards<sup>1</sup>

Bicycle and Pedestrian Facility Type	Used with Roadway Functional Class	Sidewalk	Swale, Planting or Street Furnishing Zone	On-Street Parking	Bike Lane	Shared-use pathway
Shared-use path/cycle track <sup>2</sup>	Highway, Arterial, Collector, Local or Neighborhood Route	6' standard, 5' constrained (one side only)	6' standard, 5' constrained	Parallel, if present on highway. Otherwise parallel or <del>back-in</del> diagonal (one side only)	Bikes accommodated on shoulder or shared-use pathway	10' minimum
Wide sidewalks and bike lanes <sup>3</sup>	Highway, Arterial, Collector	10' +	6' standard, 0' constrained	Parallel, if present on highway. Otherwise parallel or <del>back-in</del> diagonal	6' standard, 5' constrained	N/A
Standard sidewalks and bike lanes <sup>4</sup>	Highway, Arterial, Collector	6' – 8' standard, 5' constrained	6' standard, 4' constrained <sup>5</sup>	Parallel, if present on highway. Otherwise parallel or <del>back-in</del> diagonal	6' standard, 5' constrained	N/A
Sidewalks and shared street (Bicycle Boulevard) <sup>6</sup>	Local or Neighborhood Route	6' – 8' standard, 5' constrained	4' - 14'	Parallel or <del>back-in</del> diagonal	N/A	N/A
Woonerf	Local or Neighborhood Route	N/A	N/A	N/A	N/A	N/A

## **12.3 FINDINGS**

1. The City of Sisters TSP is an element of the City of Sisters Comprehensive Plan and is incorporated herein by reference. As such, it identifies the general location of transportation improvements and allows the following actions without land use review:
  - a. Changes in the specific alignment of proposed public road and highway projects are permitted without plan amendment if the new alignment falls within a transportation corridor identified in the TSP.
  - b. Operation, maintenance, repair, and preservation of existing transportation facilities without land use review, except where specifically regulated.
  - c. Dedication of right-of-way, authorization of construction and the construction of facilities and improvements, for improvements designated in the TSP, the classification of the roadway and approved road standards.

2. The City has developed and adopted a Transportation System Plan (TSP) in January 2010, in conformance with the Oregon Transportation Planning Rule.

This Sisters Transportation System Plan (TSP) identifies specific transportation projects and programs needed to support the City's goals and policies and to serve planned growth through the TSP horizon year (2030). This TSP builds on the previous plan that was developed for the City in 2001 and addresses changes in local and regional growth patterns and new transportation planning policies adopted by the state. In addition, it provides refined analysis used to determine a preferred alternative that addresses congestion on Highway 20 through the downtown commercial district. This plan update is aimed at fulfilling Transportation Planning Rule (TPR) requirements for comprehensive transportation planning in the cities of Oregon, and presents the investments and priorities for the pedestrian, bicycle, and motor vehicle systems along with new transportation programs to correct existing shortfalls and enhance critical services.

3. Highway 20 facilities provide inadequate mobility during peak travel days. Heavy congestion on this primary route through Sisters impacts local circulation and access for all travel modes in the downtown area. Recurring congestion and vehicle queues adversely impact local circulation at major cross streets including Locust Avenue, Elm Street, Pine Street and Barclay Drive. As volumes grow from regional and local development, the frequency and severity of these heavy congestion events on Highway 20 will increase.
4. The community desires wider sidewalks throughout downtown along with enhanced pedestrian crossings to provide a safe, convenient, and desirable walking environment. Limited right-of-way of 60-feet, established before 1915, coupled with compact zero lot line development along Highway 20 in downtown Sisters, restricts certain ODOT improvements including required sidewalk and shoulder widths. Exceptions to these ODOT standards will need to be approved by ODOT.

5. An STA designation for Highway 20 (Cascade Avenue) through downtown Sisters would facilitate a shift in mobility focus of the corridor from auto to pedestrian, bicycle, and local activities. This would be accomplished by the proposed narrowing of the existing curb to curb width of Highway 20 to allow for construction of wider sidewalks. Where turn lanes are needed, on-street parking would be removed. One way in which this designation shifts emphasis to other modes is by allowing increased traffic congestion before roadway widening mitigations are required. Another way is by allowing the roadways to have reduced cross-sections. To achieve the desired Highway 20-Cascade Avenue cross-section, City staff has coordinated with ODOT Region 4 and District staff on a design exception for narrow sidewalk widths and narrower shoulder widths to achieve some of the desired components of an STA designation. Therefore, a STA designation is not required to implement the proposed cross sections for Cascade Avenue, but may still be a desired designation for the City to manage future congestion and focus on local multi-modal activity.
6. The TSP identifies the following strategies for the City's pedestrian system:
  - Develop a Sidewalk Infill Program.
  - Continue to support policies that promote walking. Specific recommendations include:
    - Update and clarify pedestrian facility construction standards and incorporate them into the City's Public Works Standards and Development Code.
    - Retrofit existing pedestrian facilities to current standards to promote safety, connectivity, and consistency, as adjacent development occurs, as funds become available, or as roads are replaced or reconstructed.
    - Require that all walkways be constructed in a manner that addresses environmental conditions, such as natural, cultural, and historical features.
    - Require pedestrian connections within and between adjacent developments to provide convenience and safety for pedestrians.
  - Develop and fund a Spot Improvement Program to respond quickly to location-specific pedestrian infrastructure improvement needs.
  - Develop an Americans with Disabilities Act (ADA) Transition Plan to identify strategies and priorities for upgrading the City's current transportation infrastructure to accommodate persons with disabilities.
  - Establish a routine maintenance schedule for pedestrian facilities (e.g., repairing damaged sidewalks).
  - Pursue Special Transportation Area (STA) designation for Highway 20 from Pine Street to Locust Street.
  - Implement recommendations made by the Safe Routes to School Plan. Coordinate with the Sisters School District to establish and strengthen Safe Routes to School (SR2S) Programs at the Elementary School, Middle School, and High School and ensure long-term, successful programs at each school. Prioritize facility improvements throughout the city on SR2S travel corridors.
  - Develop education programs to increase the awareness of pedestrian needs and rights.
  - Develop encouragement programs to promote walking as a convenient, healthy, safe, and viable transportation mode.
  - Develop enforcement programs to ensure that pedestrians, bicyclists, and motorists obey traffic laws.

- Identify and apply for available state and federal grant funding for system improvements identified in this Pedestrian Master Plan.
- Continue to seek funding for Washington Avenue multi-modal corridor improvements through grants or other funding mechanisms.
- Provide safe, comfortable, and convenient alternatives to Highway 20 for bicyclists and pedestrians of all ages and abilities by emphasizing alternate parallel facilities.

7. The TSP identifies the following strategies for the City's bicycle system:

- Continue to support policies that promote bicycling. Specific suggestions include:
  - Establish bicycle facility construction standards and incorporate them into the City's Public Works Standards and Development Code
  - Retrofit existing bicycle facilities to current standards to promote safety, connectivity, and consistency, as adjacent development occurs, as funds become available, or as roads are replaced or reconstructed.
  - Require that all bikeways be constructed in a manner that addresses environmental conditions, such as natural, cultural, and historical features
  - Require continuous bicycle connections and corridors within and between developments to provide convenience and safety for bicyclists.
- Develop and fund a Spot Improvement Program to respond quickly to location-specific bicycle infrastructure improvement needs.
- Establish a bicycle network signing program to determine sign placement locations and sign content (e.g., locations, distance, and travel time). The City should consider using custom signage to complement Sisters' Western-themed downtown and existing street signs.
- Establish a routine maintenance schedule for bicycle facilities (e.g., repairing/restriping damaged bike lanes).
- Implement recommendations made by the Safe Routes to School Plan. Coordinate with the Sisters School District to establish and strengthen Safe Routes to School (SR2S) Programs at the Elementary School, Middle School, and High School and to ensure long term, successful programs at each school. Prioritize facility improvements throughout the city on SR2S travel corridors. Develop education programs to increase the awareness of bicyclist needs and rights.
- Pursue Special Transportation Area (STA) designation for Highway 20 (Cascade Avenue).
- Develop encouragement programs to promote bicycling as a convenient, healthy, safe, and viable transportation mode.
- Develop enforcement programs to ensure that pedestrians, bicyclists, and motorists obey traffic laws.
- Identify and apply for state and federal grant funding opportunities to fund the system improvements identified in the Bicycle Master Plan.
- Continue to seek funding for Washington Avenue multi modal corridor improvements through grants or other funding mechanisms.
- Create safe, comfortable, and convenient facilities parallel to Highway 20 for pedestrians and bicyclists of all ages and abilities.

8. The transportation improvements will be more sustainable and the associated financial investments will yield greater returns by following a variety of management and capital improvement strategies identified in the TSP, including:
  - Obtain design exceptions from ODOT for HYW 20 in the downtown core.
  - Acquire a Special Transportation Area (STA) designation for Highway 20 in the downtown core.
  - Perform Transportation System Management (TSM) – Improve management of the existing transportation system through one or more measures, including:
    - Neighborhood Traffic Management
    - Functional Classification
    - Cross-section standards
    - Access Management
    - Local Street Connectivity
  - Perform Transportation Demand Management (TDM) – Encourage other transportation modes during the peak travel demand period besides single occupant vehicles.
  - Develop a Motor Vehicle Improvement Plan that provides the necessary capacity and circulation improvements.
  - Designate Truck Routes through Sisters.
9. Without capacity or circulation improvements, traffic operations in 2030 would fail throughout the year and excessive queuing and delay would become common along Highway 20. One of the key focuses of the motor vehicle improvement plan for this TSP update was the development of a preferred Highway 20 alternative to meet the long-term transportation needs of Highway 20 through the year 2030. The Transportation System Plan Project Advisory Committee (PAC) unanimously selected the Barclay-Locust Alternate Route as the locally preferred alternative. This selection was made for four main reasons:
  - Cascade Avenue would continue to operate as the principal roadway during the majority of the year, and the Alternate Route would act as a relief valve during peak congestion periods.
  - The Barclay-Locust Alternate Route alternative would have better flexibility in construction phasing and staging than the Hood-Main Couplet.
  - The Hood-Main Couplet would have greater circulation impacts, especially in the vicinity of the elementary school.
  - The Hood-Main Couplet would increase the number of roadways acting as barriers from one to two.
10. Section 660-12-045 (1) of the Transportation Planning Rule (TPR) requires that cities and counties amend their land use regulations to conform with the jurisdiction's adopted TSP. This section of the TPR is indented to clarify the approval process for transportation-related projects. The approval process for different types of projects should be clear.
11. Section 660-12-045 (2) (d) of the TPR requires that jurisdictions develop a process for the coordinated review of land use decisions affecting transportation facilities.

12. Section 660-12-045(2) of the TPR requires that jurisdictions protect future operation of transportation corridors. In addition, the proposed function of a future roadway and other transportation facilities such as airports must be protected from incompatible land uses.
13. Highways, roads, streets in Sisters can have negative impacts on water quality by increasing both the quantity and velocity of runoff, and by collecting oil and other pollutants that are flushed into Whychus Creek when it rains.
14. Narrower local streets, standards that limit the amount of parking, and pervious paving surfaces (where practical) can reduce the amount of impervious surfaces in the City.
15. As part of the 2011 City of Sisters Parks Master Plan planning process, the community identified support for additional trails and pathways throughout the planning area. The community growth trends, recreation analysis, stakeholder interviews and community workshops contributed to identifying a need for improved connectivity. The 2011 City of Sisters Parks Master Plan relies upon and supports the trails, bike paths, and pathways identified in previous planning efforts, including the 2011 Sisters Trails Plan and the 2010 Sisters TSP. No additional trail or path projects are proposed by the 2011 City of Sisters Parks Master Plan outside of those identified in the open space or park development projects.

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## **Chapter 1. Executive Summary**

### **Introduction**

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This chapter is an executive summary of the Sisters Transportation System Plan (TSP) update that was prepared in 2008. It provides a brief overview of the purpose of the plan and process used to develop it. It also outlines the different chapters, summarizes the key findings by transportation mode, and reviews recommended funding sources to implement the transportation action plans.

### **Plan Purpose**

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This Sisters Transportation System Plan (TSP) identifies specific transportation projects and programs needed to support the City's goals and policies and to serve planned growth through the TSP horizon year (2030). This TSP builds on the previous plan that was developed for the City in 2003 and addresses changes in local and regional growth patterns and new transportation planning policies adopted by the state. In addition, it provides refined analysis used to determine a preferred alternative that addresses congestion on Highway 20 through the downtown commercial district.

This plan update is aimed at fulfilling Transportation Planning Rule (TPR) requirements for comprehensive transportation planning in the cities of Oregon, and presents the investments and priorities for the pedestrian, bicycle, and motor vehicle systems along with new transportation programs to correct existing shortfalls and enhance critical services. For each travel mode, a master plan project map and list are identified to support the City's transportation goals and policies. Projects that are reasonably expected to be funded over the next 20 years are identified and are referred to as action plans. This TSP also estimates transportation costs and revenues through the 2030 horizon year and recommends new funding sources to support the implantation of the pedestrian, bicycle, and motor vehicle action plans.

### **Plan Process and Committees**

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The plan was developed in close coordination with City of Sisters staff and a formal Project Advisory Committee (PAC) comprised of agency staff and citizen representatives. The agencies included the Oregon Department of Transportation (ODOT), Deschutes County, and the City of Sisters. Citizens on the committee were city council and planning commission members, local business owners, and other volunteers. The committee participated in reviewing the technical methods and findings of the study, providing input and feedback throughout the alternatives

selection process, and reaching consensus on new recommendations. Additionally, public open houses were held to allow citizens to comment on the plan, make suggestions, voice concerns, and provide feedback. In overview, the Sisters TSP process included the following steps:

- Update City of Sisters Transportation Goals and Policies
- Evaluate 2008 Existing Transportation Conditions
- Develop a Travel Demand Modeling Tool for the City of Sisters Transportation Network
- Estimate Future Travel Needs
- Determine a Preferred Transportation Alternative to Address Highway 20 Congestion
- Update Transportation Needs by Mode and Prioritize Improvement Projects
- Determine Planning Level Cost Estimates of Improvements
- Identify Financing Sources
- Draft TSP

## Document Outline

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This document is divided into seven chapters and a separate technical appendix. The title and focus of each chapter are listed below:

- **Chapter 1. Executive Summary:** Summarizes the purpose of and process followed to develop this TSP, the content of this document, the key findings for each transportation mode, and the funding needed to implement the transportation modes' action plans.
- **Chapter 2. Goals and Policies:** Presents transportation goals and policies for the City.
- **Chapter 3. Existing Conditions:** Documents the current transportation system including the existing facilities, how well the facilities perform and comply with current policies, and where outstanding deficiencies exist.
- **Chapter 4. Future Conditions and Needs:** Discusses estimated transportation needs through the 2030 forecast year (assuming projected traffic growth and no additional transportation improvements).
- **Chapter 5. Pedestrian Plans:** Presents proposed pedestrian master and action plans.
- **Chapter 6. Bicycle Plans:** Presents proposed bicycle master and action plans.
- **Chapter 7. Motor Vehicle Plans and Standards:** Presents proposed motor vehicle master and action plans, along with other transportation standards (including street cross sections, access spacing standards, and functional class designations).
- **Chapter 8. Financing and Implementation:** Identifies estimated revenues and costs for the transportation projects and programs developed in this TSP update and presents new funding sources that can be used to bridge the expected revenue shortfall.
- **Technical Appendix:** Contains detailed information and technical documentation, such as existing transportation inventories, forecasting data and analysis, design standards, the recommended safe routes to school (SR2S) plan, and other background materials.



## Key Findings

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The key findings of the TSP are summarized below for each transportation mode.

### Pedestrian

This TSP proposes multiple strategies to help Sisters become a truly walkable community. Some of the key strategies include the following:

#### *Develop Pedestrian Programs*

- **Sidewalk Infill Program:** to promote connectivity
- **Spot Improvement Program:** to respond quickly to location-specific pedestrian infrastructure improvement needs
- **Education programs:** to increase the awareness of pedestrian needs and rights
- **Encouragement programs:** to promote walking as a convenient, healthy, safe, and viable transportation mode
- **Enforcement programs:** to ensure that pedestrians, bicyclists, and motorists obey traffic laws
- **Routine maintenance schedule:** to address on-going facility upkeep and repair needs

#### *Prepare Pedestrian Plans*

- **Safe Routes to School Plan:** to establish and strengthen Safe Routes to School (SR2S) Programs at the Elementary School, Middle School, and High School; to prioritize facility improvements throughout the city on SR2S travel corridors; and to ensure long-term, successful programs at each school
- **Americans with Disabilities Act (ADA) Transition Plan:** to identify strategies and priorities for upgrading the City's current transportation infrastructure to accommodate persons with disabilities

#### *Address Specific Concerns*

- **Highway 20 Design:** Pursue an STA designation and complete design standards to implement the design exception obtained for Highway 20 in order to narrow highway crossings; widen sidewalks; provide increased access to community activities, businesses, and residences; and better accommodate pedestrian, bicycle, and transit movement along and across the highway
- **Design Standards:** Update and clarify pedestrian facility construction standards and incorporate them into the City's Public Works Standards and Development Code
- **Existing Facilities:** Retrofit existing pedestrian facilities to current standards to promote safety, connectivity, and consistency

This TSP also includes recommendations and resources that can be used to pursue these strategies. One key resource is a list of prioritized pedestrian network improvements. This list is provided in Chapter 5 and includes various projects that fill pedestrian facility gaps, upgrade intersections for safer pedestrian crossings, expand the shared-use path network, and implement

other infrastructure projects to encourage walking. Suggested improvements include low-cost measures yielding immediate results, such as signing and filling small sidewalk gaps in the existing system. Other suggested improvements, such as expanding the local trail system and improving pedestrian crossings, represent longer-term strategies for transforming Sisters into a truly pedestrian-friendly community. Each improvement project is categorized as either high, medium, or low priority. Only the high priority projects are included in the pedestrian action plan, which has identified funding sources.

A Safe Routes to School Plan is also provided in this TSP. It is included as Appendix J. Recommended design standards for pedestrian facilities are provided in Appendix K. In addition, various suggestions for pedestrian programs are included in Appendix L.

## Bicycle

This TSP proposes multiple strategies to help Sisters become a truly bikeable community. Some of the key strategies include the following:

### *Develop Bicycle Programs*

- **Sidewalk Infill Program:** to promote connectivity
- **Spot Improvement Program:** to respond quickly to location-specific bicycle infrastructure improvement needs
- **Bicycle Network Signing Program:** to determine sign placement locations and sign content (e.g., locations, distance, and travel time)
- **Education programs:** to increase the awareness of bicyclist needs and rights
- **Encouragement programs:** to promote bicycling as a convenient, healthy, safe, and viable transportation mode
- **Enforcement programs:** to ensure that pedestrians, bicyclists, and motorists obey traffic laws
- **Routine maintenance schedule:** to address on-going facility upkeep and repair needs

### *Prepare Bicycle Plans*

- **Safe Routes to School Plan:** to establish and strengthen Safe Routes to School (SR2S) Programs at the Elementary School, Middle School, and High School; to prioritize facility improvements throughout the city on SR2S travel corridors; and to ensure long-term, successful programs at each school

### *Address Specific Concerns*

- **Highway 20 Corridor:** Create safe, comfortable, and convenient facilities parallel to Highway 20 for pedestrians and bicyclists of all ages and abilities
- **Design Standards:** Update and clarify bicycle facility construction standards and incorporate them into the City's Public Works Standards and Development Code
- **Existing Facilities:** Retrofit existing bicycle facilities to current standards to promote safety, connectivity, and consistency

This TSP also includes recommendations and resources that can be used to pursue these strategies. One key resource is a list of prioritized bicycle network improvements. This list is provided in Chapter 6 and includes various projects that fill on-street bikeway gaps, upgrade intersections for safer bicycle crossings, expand the shared-use path network, and construct other infrastructure projects to encourage and facilitate bicycling. Suggested improvements include low-cost measures yielding immediate results, such as striping bicycle lanes where sufficient street width already exists. Other suggested improvements, such as expanding the local trail system, represent longer-term strategies for transforming Sisters into a truly bicycle-friendly community. Each improvement project is categorized as either high, medium, or low priority. Only the high priority projects are included in the bicycle action plan and have identified funding sources.

In conjunction with the pedestrian plans and programs, a Safe Routes to School Plan is provided in this TSP and also addresses bicycle routes. It is included as Appendix J. In addition, recommended design standards for bicycle facilities are provided in Appendix K, and various suggestions for bicycle programs are included in Appendix L.

## **Motor Vehicle**

This TSP proposes multiple strategies to help Sisters meet its motor vehicle needs through the year 2030. Some of the key strategies include the following:

- Develop a Motor Vehicle Improvement Plan that provide the necessary capacity and circulation improvements.
- Pursue a Special Transportation Area (STA) designation and complete design standards to implement the design exception obtained for Highway 20 in the downtown core.
- Acquire right of way from developers to meet cross-section needs
- Perform Transportation System Management (TSM) – Improve management of the existing transportation system through one or more measures, including:
  - Neighborhood Traffic Management
  - Functional Classification
  - Cross-section standards
  - Access Management
  - Local Street Connectivity
- Perform Transportation Demand Management (TDM) – Encourage other transportation modes during the peak travel demand period besides single occupant vehicles.
- Designate Truck Routes through Sisters.

This TSP also includes recommendations and resources that can be used to pursue these strategies. One key resource is a list of motor vehicle intersection and roadway improvements that will allow the roadway network to support projected growth in Sisters through the year 2030. This list is provided in Chapter 7 and is based on the implementation of an alternate route

that circumvents downtown Sisters during peak periods of congestion. This alternate route provides relief to Highway 20 and consists of 3-lane arterial streets on Barclay Drive and Locust Street, multi-lane roundabouts or traffic signals at either end of the route, a roundabout at the Barclay Drive/Locust Street intersection, and intelligent transportation system (ITS) technology that detects congestion on the highway and directs traffic onto the alternate route.

## **Other Modes**

Other transportation modes include transit, rail, and air. Regarding transit, due to the small size of the Sisters area, increased transit service around the city is not considered essential. However, transit connections to neighboring cities and other locations of interest may be desirable. Public opinion should be sought on the issue and used for guidance in developing a future transit plan if needed to meet livability goals as growth continues. For rail, no facilities are planned in or near the City of Sisters. For air, no additional facilities are considered necessary within the City of Sisters.

## **Funding Needs**

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The City of Sisters must incorporate new funding sources in order to construct all of the transportation improvement projects listed in the Motor Vehicle, Pedestrian, and Bicycle Action Plans and to provide transportation maintenance and operations services. Based on current funding sources and the total costs of maintenance, transportation programs, and infrastructure improvements (including the pedestrian, bicycle, and motor vehicle action plans), the City of Sisters expects to experience a funding shortfall of approximately \$37.1 million dollars through the year 2030. Recommended funding sources to cover the expected shortfall include increased transportation systems development charges (SDCs), Oregon Department of Transportation (ODOT) STIP, a higher street utility fee than what is currently being considered, and fronting development exactions.

The total estimated transportation costs through the year 2030 are listed in Table 1-1. The current and recommended new funding sources through the year 2030 are listed in Table 1-2. As shown, the new funding sources would allow the City to meet its expected costs through the year 2030. The result is that the City would be expected to generate sufficient resources to fully fund the capital improvement projects listed in the Motor Vehicle, Pedestrian, and Bicycle Action Plans as well as ongoing maintenance and operations of City facilities.

**Table 1-1: Estimated Transportation Costs through 2030 (2008 Dollars)**

<b>Transportation Element (by Project Type)</b>	<b>Estimated Cost (in \$1,000's)</b>
<b>Action Plan Projects</b>	
Motor Vehicle	\$ 24,410
Pedestrian	\$ 1,932
Bicycle	\$ 105
<b>Total Capital Projects</b>	<b>\$ 26,447</b>
<b>Planning, Operations, and Maintenance Programs and Services</b>	
Roadway Maintenance (\$100,000 per year)	\$ 2,200
Materials and Services	\$ 1,697
Personal Services	\$ 6,160
<b>Total Planning, Operations, and Maintenance Programs</b>	<b>\$ 10,057</b>
<b>Total Costs through 2030 (2008 Dollars)</b>	<b>\$ 36,504</b>

**Table 1-2: Current and Recommended New Funding Sources through 2030 (2008 Dollars)**

<b>Transportation Funding Source</b>	<b>Estimated Revenue (in \$1,000's)</b>
<b>Current Funding Source</b>	
Street Fund	\$ 10,508
Urban Renewal District	\$ 1,270
System Development Charges	\$ 5,650
<b>Total Current Revenue through 2030</b>	<b>\$ 17,428</b>
<b>Recommended New Funding Source</b>	
Local Tax	\$ 2,930
Increased SDC	\$ 15,831
Exactions	\$ 315 <sup>a</sup>
<b>Total New Revenue through 2030 (2008 Dollars)</b>	<b>\$ 19,076</b>
<b>Total Revenue through 2030 (2008 Dollars)</b>	<b>\$ 36,504</b>

<sup>a</sup> Developer exactions will be considered for pedestrian/bicycle improvements for required frontage improvements.

## Chapter 2. Goals and Policies

### Introduction

---

This chapter presents transportation-related goals and policies for the City of Sisters. These goals and policies were used to guide development of the City of Sisters Transportation System Plan (TSP) Update and can be incorporated into appropriate sections of the City's code. These goals and policies were reviewed by the public at the open house held on December 5, 2007. The comments received at the open house are incorporated, and the goals are listed in the surveyed order of importance. These goals support the City's Vision Statement adopted by the City Council on February 22, 2007.

#### *Sisters Community Vision Statement*

*We have a modern western community that honors and preserves its history. Sisters is a safe community with an authentic village atmosphere and a variety of public gathering places that invites walking and cycling. We especially support our youth and elders and provide services for all. We have a belief in all aspects of education and the presence of community institutions that foster individual and community growth. We create our future through a strong planning process that protects the town character, encourages environmental sustainability, and defines future development including housing options for all citizens.*

*The surrounding natural environment provides a spectacular setting for the community, and there are strong connections to it for personal, social, and economic purposes. We have a strong tourism economy because of this beauty. But we are also a diversified entrepreneurial economy that includes arts and culture, light industry, natural resource-based businesses and small retail. This economy especially supports locally conceived and owned businesses that provide a wide variety of year-round family wage jobs.*

*Highly developed local leadership and an active and informed citizenry make Sisters a fine example of community self-sufficiency and grassroots democracy.*

Furthermore, during the city visioning process, action teams formed around certain aspects of the city vision statement and created goals for the community. Many of these goals are consistent with the goals established for the TSP process. The following three particular goals relate to transportation issues in the City of Sisters:

- Goal 1: There is a reduction in through traffic in downtown Sisters and adequate parking for visitors.
- Goal 2: Sisters has a public transportation system and a pedestrian and bicycle-friendly city core that minimizes motor vehicle use.
- Goal 3: The community focuses on the preservation of spaces that help preserve the historic community character.

## Goals and Policies

---

The goals established for this TSP updated are listed below along with general descriptions and a number of associated policies designed to assist the City to accomplish the goals.

### Goal 1: Livability

Design and construct transportation facilities in a manner that enhances the livability of the Sisters neighborhoods and business community.

- Policy a. Provide convenient walking and bicycling facilities to promote the health and physical well being of citizens.
- Policy b. Protect residential neighborhoods from excessive through traffic and travel speeds while providing reasonable access to and from residential areas.
- Policy c. Protect residential neighborhoods from excessive noise and pollutants associated with higher functional class streets and industrial uses.
- Policy d. Minimize the “barrier” effect that wide and/or high-volume transportation facilities have on non-motorized modes of travel.
- Policy e. Construct a transportation system that is accessible to all members of the community.
- Policy f. Provide a seamless and coordinated transportation system that is barrier-free, provides affordable and equitable access to travel choices, and serves the needs of all people and businesses, including people with low income, people with disabilities, children, and seniors.

### Goal 2: Safety

Develop and maintain a safe and secure transportation system.

- Policy a. Design and maintain safe and secure pedestrian and bicycle ways between parks, schools, and other activity centers.
- Policy b. Design and construct transportation-related improvements to meet applicable City and Americans with Disabilities Act (ADA) standards.

- Policy c. Adopt and implement access control and spacing standards for all streets under the City’s jurisdiction to improve safety and promote efficient through-street movement. Access control measures should be generally consistent with County and ODOT access guidelines to ensure consistency on City, County, and State roadways.

### **Goal 3: Economic Vitality**

Promote the development of the City, Region, and State economies through the efficient movement of people, goods, and services and through the distribution of information.

- Policy a. Ensure a safe and efficient freight system that facilitates the movement of goods to, from, and through the City, Region, and State while minimizing conflicts with other travel modes.
- Policy b. Provide transportation facilities that support land uses that are consistent with the City’s Comprehensive Plan.
- Policy c. Evaluate land development projects to determine possible adverse traffic impacts.
- Policy d. Ensure that all new development contributes a fair share toward on-site and off-site transportation system improvements.

### **Goal 4: Sustainability**

Provide a sustainable transportation system that meets the needs of present and future generations.

- Policy a. Encourage an energy efficient transportation system.
- Policy b. Increase the use of walking and bicycling for all travel purposes.
- Policy c. Decrease reliance on the automobile and increase the use of other modes to minimize transportation system impacts on the environment.
- Policy d. Practice stewardship of air, water, land, wildlife, and botanical resources. Take into account the natural environments in the planning, design, construction and maintenance of the transportation system.

### **Goal 5: Travel Choices**

Plan, develop, and maintain a transportation system that provides travel choices and allows people to reduce the number of trips made by single-occupant vehicles.

- Policy a. Provide a citywide network of convenient walkways and bikeways that are integrated with other transportation modes and regional destinations.
- Policy b. Support travel options that allow individuals to reduce single-occupant vehicle trips.



- Policy c. Encourage local employment and commercial opportunities to target local employees and retail customers.

## **Goal 6: Quality Design**

Establish and maintain a set of transportation design and development regulations that are sensitive to local conditions.

- Policy a. Design streets to support their intended users.
- Policy b. Integrate bicycle and pedestrian facilities into all street planning, design, construction, and maintenance activities.
- Policy c. Require developers to include pedestrian, bicycle, and transit-supportive improvements within proposed developments and to adjacent rights-of way in accordance with adopted policies and standards.
- Policy d. Promote context-sensitive transportation facility design, which fits the physical context, responds to environmental resources, and maintains safety and mobility.
- Policy e. Minimize private property impacts.
- Policy f. Minimize construction impacts.

## **Goal 7: Reliability and Mobility**

Develop and maintain a well-connected transportation system that reduces travel distance, improves reliability, and manages congestion.

- Policy a. Enhance street system connectivity wherever practical and feasible.
- Policy b. Maintain traffic flow and mobility on arterial and collector roadways.
- Policy c. Facilitate truck movements by providing adequate turn lane storage and turning radii at intersections and accesses used by trucks.
- Policy d. Adopt City mobility standards to evaluate the impacts of growth on City facilities. The standard for signalized, all way stop, or roundabout intersections should be level of service D and a volume to capacity ratio equal to or less than 0.85. The standard for unsignalized two way stop control intersections should be a volume to capacity ratio equal to or less than 0.90. Mobility should be evaluated by methods approved by the City Engineering or Public Works Department (e.g. Highway Capacity Manual or aaSidra for roundabouts).

## **Goal 8: Efficient and Innovative Funding**

Efficiently allocate available funding for recommended transportation improvements and pursue additional transportation funding that includes innovative funding methods and sources.

- Policy a. Plan for an economically viable and cost-effective transportation system.
- Policy b. Identify and develop diverse and stable funding sources to implement recommended projects in a timely fashion.
- Policy c. Make maintenance of the transportation system a priority.
- Policy d. Identify local street improvement projects that can be funded by the State of Oregon to improve the state highway system.
- Policy e. Provide funding for local match share of jointly funded capital projects with other public partners.
- Policy f. Prioritize funding of projects that are most effective at meeting the goals and policies of the Transportation System Plan.

## **Goal 9: Compatibility**

Develop a transportation system that is consistent with the City's Comprehensive Plan and that coordinates with County, State, and Regional plans.

- Policy a. Coordinate and cooperate with adjacent jurisdictions and other transportation agencies to develop transportation projects that benefit the City, Region, and State as a whole.
- Policy b. Work collaboratively with other jurisdictions and agencies so the transportation system can function as one system.
- Policy c. Coordinate with other jurisdictions and community organizations to develop and distribute transportation-related information.
- Policy d. Review City transportation standards periodically to ensure consistency with Regional, State, and Federal standards.
- Policy e. Coordinate with the County and State agencies to ensure that improvements to County and State highways within the City benefit all modes of transportation.

## Chapter 3. Existing Conditions

### Introduction

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This chapter documents the existing conditions of the transportation system in the City of Sisters for all travel modes, including pedestrians, bicycles, transit, motor vehicles, rail, and air. The existing transportation needs for each mode are also specified.

### Study Area

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The study area is shown in Figure 3-1 and includes the transportation system network within the Sisters Urban Growth Boundary (UGB). To understand existing travel patterns and conditions, an inventory of the existing transportation infrastructure was conducted in the winter of 2007-2008 to establish base year conditions. In addition to the citywide inventories of study area roadways, focused operational analysis was performed for 15 specific study intersections:

- McKenzie Highway (OR 242)/West McKinney Butte Road
- McKenzie Highway (OR 242)/South Hood Street (OR 242)–West Hood Avenue
- Santiam Highway (US 20/OR 126)/Rail Way
- Santiam Highway (US 20/OR 126)/West Barclay Drive–West McKinney Butte Road
- Santiam Highway (US 20/OR 126)/South Hood Street (OR 242)
- West Cascade Avenue (US 20/OR 126)/Pine Street
- Cascade Avenue (US 20/OR 126)/Elm Street
- McKenzie Highway (US 20/OR 126)/Locust Street
- McKenzie Highway (US 20/OR 126)/Buckaroo Trail
- McKenzie Highway (OR 126)/East Creekside Court
- West Barclay Drive/North Pine Street
- East Barclay Drive/North Locust Street (Camp Polk Road)
- Main Avenue/North Elm Street
- Hood Avenue/South Elm Street
- East Cascade Avenue/North Locust Street (Camp Polk Road)

**Figure 3-1: Study Area**

## **Pedestrians**

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Pedestrians play a key role in the community identity of Sisters, and a great deal of emphasis is put on their ability to safely and efficiently traverse town and access the schools, parks, businesses, and other attractions and venues in throughout Sisters. This section reviews the various pedestrian facilities in the City of Sisters, summarizes pedestrian volume data, identifies major pedestrian destinations (with particular emphasis on the walking environment near the schools in Sisters), and discusses other critical pedestrian elements such as transit connections. It also summarizes existing and anticipated system deficiencies of the pedestrian network. This assessment served as a basis for identifying site-specific and system-wide pedestrian improvements in the City of Sisters.

### **Facilities**

Pedestrian travel is accommodated and enhanced by sidewalks, shared use paths, crosswalks, curb ramps and other infrastructure. Figure 3-2 depicts the current pedestrian network in the City of Sisters. The inventory and assessment largely focused on the arterial and collector street system, as citywide transportation system plans focusing on system framework typically do not address site-specific conditions on local streets; however, general observations on local streets were performed to gain an understanding of potential pedestrian issues on these corridors.

### **Sidewalks**

The presence and condition of sidewalks in Sisters varies by location. Where they exist, sidewalk conditions are generally adequate, but show cracking in some places. Sidewalk widths throughout the city measure four to six feet, and planter strips separate sidewalks from traffic in some areas, with widths ranging between 4-feet and 16-feet, except in some blocks downtown, as noted below.

A fairly complete sidewalk system (with sidewalks on both sides of streets) exists in the downtown core (i.e. the area bounded by Hood Avenue, Main Avenue, Larch Street and Pine Street). The downtown core's sidewalk environment includes a variety of complementary pedestrian facilities at various locations, including ADA-compliant curb ramps, curb-extensions, pedestrian-scale lighting, and amenities such as benches and trash receptacles. In addition, diagonal parking creates a spatial buffer between pedestrians and motorists along Hood and Main Avenues.

One existing concern regarding downtown sidewalks is that many of the sidewalks along Cascade Avenue are extremely narrow or interrupted by obstructions. The commercial zoning designation along Cascade Avenue requires construction of buildings directly on the property line nearest the street, constraining opportunities for sidewalk widening.

**Figure 3-2: Existing Pedestrian Facilities**

## ***Pedestrian Paths***

In some residential areas and along collectors outside the downtown area, narrow asphalt paths (less than 4 feet) take the place of sidewalks. These paths exist along portions of Barclay Drive and within residential areas such as The Village and Sisters City Park. Although intended specifically for pedestrians, bicyclists and other non-motorized transportation users also take advantage of these facilities.

## ***Shared Use Paths***

Construction and development of the shared use path system within the city limits is directed by the 2001 Transportation System Plan. The Sisters Community Trails Plan (2003) directs trail development outside the city limits and emphasizes connections with facilities recommended by the 2001 TSP. The Tollgate High School Trail (located near the high school) was the first bicycle/pedestrian project completed from this plan and accommodates two-way traffic on a ten foot wide compact-gravel surface.

## ***Roadway Shoulders***

Roadway shoulders are utilized for two-way pedestrian travel in Sisters where sidewalks do not exist. Some major streets where shoulders are the only pedestrian facilities include the following:

- Portions of Highway 242 – primary access routes to the Sisters middle and high schools (except as constructed on the north side)
- Portions of Highway 20 (though not on Cascade Avenue) within the city limits
- Highway 126
- Portions of Barclay Drive
- Locust Street from Highway 20 to City Limits

Although roadway shoulders may appropriately accommodate pedestrians in rural areas, the gradual outward expansion of Sisters urban development has resulted in higher traffic volumes on these roads, necessitating the provision of additional pedestrian facilities to separate pedestrians and motorists.

## ***Street Crossings***

The majority of pedestrian street crossings occur at intersections, and the quality of these crossings varies by location. Marked crosswalks and curb ramps exist at many intersections within downtown Sisters and in areas outside the downtown that were built or rebuilt after 1999. These crosswalks vary in design and are primarily located at intersections near the schools and other pedestrian trip generators. Marking of intersections along lower-order streets varies by location, and outside of downtown Sisters, most intersections either lack curb ramps, have existing ramps that are in poor condition or may lack curbs and sidewalks all together.

A pedestrian mid-block crossing with curb-extensions exists in the center of downtown Sisters on Cascade Avenue (US 20/OR 126) between Oak Street and Elm Street. This crossing abuts an open plaza and pedestrian corridor, and is one of the central points of the Sisters downtown area.

## **Pedestrian Destinations**

Major pedestrian destinations typically include schools, employment areas, shopping areas, neighborhood commercial areas, and parks. Within Sisters, popular pedestrian destinations include:

- Downtown Sisters retail and commercial businesses
- Sisters Elementary School
- Sisters Middle and High Schools
- Recreational trails including Peterson Ridge, Deschutes National Forest trails, and Sisters community trails
- Community facilities (e.g. post office)
- Parks and recreation areas (e.g. The Village Green, Triangle Park and Sisters City Park)

## **Connections to Schools**

Schools are important pedestrian destinations that should receive particular consideration due to the high levels of youth, child, and family pedestrian activity they typically generate. The following sections describe pedestrian access for the City of Sisters public schools, which include elementary, middle, and high schools; the middle and high schools are analyzed together due to their proximity.

### ***Sisters Elementary School***

Sisters Elementary School is located at the corner of Locust Street and Cascade Avenue on the east side of town. The McKenzie Highway (US 20/OR 126) runs along the southwest edge of the property and is a significant barrier for pedestrian access.

Pedestrian facilities vary in the vicinity. As shown in Figure 3-2, sidewalks exist on both sides of Cascade Avenue east of the school and along Locust Street near the public library, but on some nearby streets (e.g., Locust Lane, Maple Street and Cascade Avenue across from the school) , sidewalks are lacking and students have created demand paths through front yards and have been observed walking in the roadway, on roadway shoulders, or in adjacent ditches. In addition, several marked crosswalks and accompanying warning signs exist in the vicinity of the school, primarily at intersections. One existing crossing location that is a safety concern for pedestrians is at the intersection of the McKenzie Highway (US 20/OR 126) and Locust Street; this location has high traffic volumes and speeds.

### ***Sisters Middle and High Schools***

Sisters Middle and High Schools are located in adjoining facilities on the west side of town near the intersection of the McKenzie Highway (OR 242) and McKinney Butte Road. Several pedestrian paths, including one on McKinney Butte Road, serve the schools. A ten-foot wide shared use path connects the Tollgate Housing development to the school. One marked crosswalk exists on McKinley Butte Road in front of the high school, but there are no facilities on the McKenzie Highway (OR 242) near the middle school entrance. A winter site visit revealed travel paths worn into icy and snowy road shoulders.



## **Pedestrian Volumes**

Pedestrian volumes were not counted separately, but data were available in conjunction with motor vehicle traffic counts collected at TSP study intersections between the years 2005 and 2007. The counts were performed between April and October during peak motor vehicle traffic conditions (i.e., 4:00 p.m. to 6:00 p.m.).

Most intersections experienced ten or fewer pedestrian crossing movements per hour, though intersections on Cascade Avenue served higher volumes. The highest count occurred at Cascade Avenue (US 20/OR 126) and Pine Street and consisted of 108 pedestrians. Another intersection of interest is the McKenzie Highway (US 20/OR 126) and Locust Street intersection, located near Sisters Elementary School. It is anticipated that much higher pedestrian volumes occur here during the AM and PM school peak hours, and public concern has been expressed due to high traffic volumes and speeds.

These counts capture a brief snapshot of pedestrian activity, but may not accurately capture the entire picture. While the 4:00 p.m. to 6:00 p.m. timeframe during the weekday captures peak vehicle volumes, these hours don't always correspond to peak pedestrian volumes. Weekend and/or midday or evening pedestrian activity may be significantly greater. In the future, a better picture of existing pedestrian activity levels may be obtained by counting pedestrians at key locations during periods known for having high activity.

## **Pedestrian Collision History**

The Oregon Department of Transportation provided collision data for 2004 through 2006. Within this time period, there were five collisions that reported the involvement of a pedestrian. In one of these collisions, a pedestrian was hit and injured; this occurred at the intersection of Cascade Avenue (US 20/OR 126) and Pine Street.<sup>1</sup> The other four collisions were rear-ending of vehicles but cited the involvement of pedestrians; based on the crash type and locations (i.e. at various intersections along Cascade Avenue), it is likely that the front vehicles had slowed down to allow pedestrians to cross the road, and the motorists following from behind were following too closely or were inattentive.

## **Existing Issues**

Based on the existing pedestrian facilities inventory, the following issues were identified (a more detailed explanation of existing pedestrian issues faced by the City of Sisters can be found in the attached document):

### *Highway 20 (US 20/OR 126) Concerns*

- High traffic volumes along Cascade Avenue (US 20/OR 126) create challenging pedestrian crossing conditions and, in effect, form a barrier dividing the city. This is especially true during summer months and during events such as the Quilt Show.

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<sup>1</sup> The location of this vehicle-pedestrian collision is shown in Figure 3-10 along with the motor vehicle collisions.

- Awkward intersection geometry in places along Cascade Avenue (US 20/OR 126) creates challenging pedestrian crossing conditions. Locations of specific concern include the intersection of McKenzie Highway (US 20/OR 126) and Locust Street due to its proximity to the elementary school.
- Narrow sidewalks exist along Cascade Avenue (US 20/OR 126) and at some locations have additional obstacles, such as newspaper racks, store signs, and signposts.

### *Other Concerns*

- Discontinuous streets (as well as circuitous streets such as those in northern and western Sisters) impede direct travel between pedestrian destinations.
- Shared use path network is not sufficiently comprehensive or connected.
- Sidewalk networks are fragmented along Main Avenue and near public schools.
- Facilities are lacking in key locations where there is demand, as indicated by informal paths created by pedestrians along Cascade Avenue near Sisters Elementary School and along Highway 242 near Sisters Middle and High Schools.
- A key street crossing of McKinney Butte Rd, connecting Sisters Middle School (SMS) and the Sister High School (SHS) parking lots, does not exist but is needed; this crossing would also connect trails on the SMS grounds to SHS.
- Ditches on roadway shoulders force pedestrians to walk on road.
- Street lighting is poor in some places.
- Inadequate curb ramps make travel difficult for disabled persons.
- Auto bumper intrusion decreases sidewalk width available for pedestrian usage.
- High vehicle speeds create pedestrian safety and comfort issues on Locust Street near Sisters Elementary School and on Highways 20, 126, and 242 as motorists approach the downtown core.

## **Bicycles**

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Currently, little has been done to accommodate bicyclists in the City of Sisters, especially in the downtown commercial area; however, newer developments are providing better bicycle facilities. This section reviews the various bicycle facilities in the city, summarizes bicycle volume data at study intersections, identifies major bicycle destinations (with particular emphasis on facilities near Sisters' schools), and discusses other critical bicycle elements. It also summarizes the existing and anticipated deficiencies of the bicycle network. This assessment served as a basis for identifying site-specific and system-wide bicycle improvements in Sisters.

### **Facilities**

Several types of bicycle facilities exist in Sisters, including shared roadways, shoulder bikeways, bike lanes, and shared-use paths (also known as trails or multi-use paths). Figure 3-3 depicts the current bike network. The inventory and assessment largely focused on the arterial and collector street system, as citywide transportation system plans typically do not address site-specific conditions on local streets; general observations on local streets were recorded to gain an understanding of current conditions and potential issues on these corridors.

#### ***Shared Roadways***

Most local streets in Sisters are low speed/low volume roadways that could be classified as shared roadways. These streets can accommodate bicyclists of all ages and currently have little need for dedicated bicycle facilities (e.g., bicycle lanes). They generally have low vehicle volumes (3,000 ADT or less) and low posted speeds (25 MPH or less). On some streets, however, motorists have been observed exceeding posted speeds (e.g., Barclay Drive). Curb-to-curb (or edge of pavement where curbs are absent) widths range between 25 and 40 feet with typical street cross-sections including two vehicle travel lanes (with or without striping) and on-street parking.

#### ***Shoulder Bikeways***

Shoulder bikeways accommodate bicyclists on rural roadways connecting Sisters with outlying communities. Sisters has shoulder bikeways on Highway 126 and Highway 20 east of Locust Street. Although shoulder bikeways are appropriate in rural areas, Sisters is gradually expanding its urban area, resulting in higher traffic volumes on outlying roads; therefore, there is a need to provide additional designated facilities for cyclists.

#### ***Bike Lanes***

State highways and arterial streets comprise the majority of the bike lane network in Sisters. The bike lanes are generally 5 feet wide and are scattered throughout Sisters. Bike lanes are striped on many roadways on the edges of town and heading into downtown but are noticeably absent in the downtown core.

**Figure 3-3: Existing Bicycle Facilities**

## ***Shared Use Paths***

Construction and development of the shared use path system is directed by the Sisters Community Trails Plan (2003). The Tollgate High School Trail (located near the high school) was the first bicycle/pedestrian project completed from this plan and accommodates two-way traffic on a ten foot wide compact-gravel path. This project is the only completed shared-use path in Sisters.

## ***Bicycle Parking***

Bicycle parking is an essential component of a community's bikeway network, and can significantly influence whether a person decides to complete a trip via bicycle. The City of Sisters Comprehensive Plan notes that new developments are required to have bike parking, as described in Chapter 4 of the City of Sisters Development Code.

In Sisters, the quantity of bike parking facilities varies by location. Bike racks exist at several commercial locations, schools and government buildings in the downtown core. Most parking facilities consist of a bicycle rack located in a parking lot or near a building entrance. Some key bicycle parking locations include City Hall, Chamber of Commerce, Public Library, Sisters Market, and Sisters Elementary, Middle and High Schools. Some bicycle trip generators, including the post office, have no bicycle parking.

The quality of existing bicycle parking varies by location, primarily due to the style, upkeep and/or placement of the rack. Racks situated immediately adjacent to walls or shrubbery have reduced capacity by limiting user access to one side of the rack. Some existing racks are considered substandard because they do not allow a bicycle frame and at least one wheel to be locked to the rack without the use of a long cable or unless the bicycle hangs over the rack. The shortage of quality bicycle racks in high-demand locations typically generates informal bicycle parking activities with cyclists securing their bikes to hand rails, poles and other objects.

## **Bicyclist Destinations**

Major bicyclist destinations typically include schools, employment areas, shopping areas, neighborhood commercial areas, and parks. Within Sisters, popular bicycle destinations include the following locations:

- Downtown Sisters retail and commercial businesses
- Sisters Elementary School
- Sisters Middle and High Schools
- Recreational trails including Buckrun, Three Creeks, Sisters community trails and others
- Community facilities (e.g. post office)
- Parks and recreation areas (e.g. The Village Green, Triangle Park and Sisters City Park)

## **Connections to Schools**

Schools are important bicycle destinations that should receive particular consideration due to the moderate levels of youth and child bike activity they typically generate. The following sections describe bicycle access for Sisters' public schools, which include elementary, middle, and high schools.

### *Sisters Elementary School*

Sisters Elementary School is located at the corner of Locust Street and Cascade Avenue on the east side of town. Few bike facilities exist to service bicyclists traveling to and from the school. In order to access the school, bicyclists must share roadways with motorists. Some students were also observed riding on sidewalks and other facilities intended for pedestrians. The main exception is the use of the bike lane along North Locust Street (Camp Polk Road).

### *Sisters Middle and High Schools*

Sisters Middle and High Schools are located in adjoining facilities on the west side of town near the intersection of the McKenzie Highway (OR 242) and McKinney Butte Road. Bicyclists are accommodated by a shared use path that connects the Tollgate Housing development to the school with a 10 foot wide compact-gravel path. In addition, the McKenzie Highway (OR 242) has marked bike lanes but no sidewalks.

## **BICYCLE VOLUMES**

Bicycle volumes were not counted separately, but data were available in conjunction with motor vehicle traffic counts collected at TSP study intersections between the years 2005 and 2007. The counts were performed between April and October during peak motor vehicle traffic conditions (i.e., 4:00 p.m. to 6:00 p.m.).

Most intersections experienced two or fewer bicyclist crossing movements per hour. Some intersections, including several along existing bicyclist facilities and one near Sisters Elementary School, served higher volumes. These intersections include Cascade Avenue at Locust Street, Pine Street at Cascade Avenue, Highway 20 at Cascade Avenue and Hood Street at Highway 242. The intersection of Locust Street and Camp Polk Road served the highest number of cyclists of all count intersections.

These counts capture a brief snapshot of bicycling activity, but may not accurately capture the entire picture. The 4:00 p.m. to 6:00 p.m. timeframe during the weekday captures peak vehicle volumes, but these hours don't always correspond to peak bicycle volumes. For example, these counts may not include seasonal cyclists passing through town on a tour or children traveling to school for recreation on neighborhood streets. Weekend and/or midday or evening bicycle activity may be significantly greater due to the higher numbers of recreational bicycling trips. In the future, a better picture of existing bicycling activity levels may be obtained by counting cyclists at key locations during periods known for having high activity.

## Existing Issues

Based on the existing bicycle facilities inventory, the following issues were identified (a more detailed explanation of existing bicycle issues faced by the City of Sisters can be found in the attached document):

### *Highway 20 (US 20/OR 126) Concerns*

- High traffic volumes along Cascade Avenue (US 20/OR 126) create challenging bicyclist crossing conditions and, in effect, form a barrier dividing the city.
- Minimal bicycle crossing treatments exist along Cascade Avenue (US 20/OR 126), with particular concern at the intersection of McKenzie Highway (US 20/OR 126) and Locust Street due to its proximity to the elementary school.

### *Other Concerns*

- Discontinuous streets (as well as circuitous streets such as those in northern and western Sisters) impede direct travel between bicyclist destinations.
- Shared use path network is not sufficiently comprehensive or connected.
- Long distances between bike lane pavement markings in some places (e.g. Locust Street) create a feeling of facility discontinuity.
- Lack of shoulders in some locations forces cyclists to share travel lanes with motorists on some higher volume roads.
- Street lighting is poor in some places.
- High vehicle speeds create bicyclist safety and comfort issues on Locust Street near Sisters Elementary School and on Highways 20, 126, and 242 as motorists approach the downtown core.
- Bicycles are prohibited on Dial-A-Ride transit service provided by Cascades East Transit.
- Significant gaps exist in the bicycle network, especially along Locust, Jefferson and Pine Streets, which are locations where improvements were suggested in the 2001 Transportation System Plan<sup>2</sup>.
- Inadequate bike parking exists (e.g. lack of spaces and use of ‘wheel-bender’ racks), especially near Sisters Elementary School.
- Downtown Sisters lacks dedicated bicycle facilities and designated bicycle routes.

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<sup>2</sup> *City of Sisters Transportation System Plan (TSP)*, David Evans and Associates, June 2001.

## **Transit**

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Transit systems provide vehicular service to passengers so that they do not have to travel in their own vehicles. Existing transit facilities and issues in the City of Sisters are described in this section.

### **Facilities**

The City of Sisters currently does not have fixed mass transit routes; however, the Cascades East Transit provides dial-a-ride service to all residents of the Sisters area on a demand-responsive basis. Residents must schedule a ride 24 hours in advance but can ride anywhere in the service area, which extends five-miles from the City center. The cost is \$1.25 per trip (\$1.00 per trip for residents over sixty years old). In addition, local service is offered every Tuesday, from 9:00am to 3:30pm, and a ‘community connector shuttle’ is offered to Bend (with transfers to LaPine, Redmond, Prineville, and Madras/Metolius/Culver) twice a day during the work week (i.e., Monday through Friday).

### **Existing Issues**

Based on the existing transit facilities inventory, the following issues were identified:

- Transit connections to neighboring cities and other locations of interest are infrequent or nonexistent.



## Motor Vehicles

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The use of personal motor vehicles is the predominant method of transportation to, from, and within the City of Sisters. Existing motor vehicle facilities, volumes, intersection operations, safety, and issues within the City of Sisters are described in this section.

### Motor Vehicle Facilities

The motor vehicle system within the City of Sisters includes city streets and state highways. The existing jurisdiction, classifications, standards, and physical conditions of these facilities are documented.

#### *Roadway Jurisdiction*

Roadway ownership and maintenance responsibilities of the various roads in the Sisters UGB depend on the roadway's jurisdiction. The State highways are under the jurisdiction of the Oregon Department of Transportation (ODOT), and the City of Sisters is responsible for the remainder of the roads within the city limits. The exceptions are designated private roadways, where maintenance and improvements are the responsibility of the owner.

#### *Functional Classification*

Functional classification is the designation of a roadway by the level of access or mobility it is intended to provide. The three principal classification designations are local (more access but less mobility), collector (transition between access and mobility), and arterial (less access but more mobility). The existing functional classifications from the 2001 Sisters TSP are shown in Figure 3-4. Three categories were identified including: arterial, collector, and local streets.

For State highways in the Sisters UGB, ODOT classifications and designations exist and are also shown in Figure 3-4. The Oregon Highway Plan identifies the Santiam Highway (US 20), the McKenzie-Bend Highway (US 20), and the segments of the McKenzie Highway passing through Sisters (US 20/OR 126) and heading east towards Redmond (OR 126) as Statewide Highways. The segment of the McKenzie Highway west of Sisters (OR 242) is a District Highway and a non-freight route.<sup>3</sup> In addition, the Santiam (US 20), McKenzie-Bend (US 20), and McKenzie (US 20/OR 126) Highways are designated as freight routes along their entire length through Sisters, and the portions of these highways outside of downtown Sisters are designated as expressways. These designations generally correspond to more stringent mobility standards.

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<sup>3</sup> 1999 Oregon Highway Plan (OHP).

**Figure 3-4: Existing Roadway Functional Classification**

## Access Management Standards

Access management standards exist for both City and State roadways and call for minimum distances between access points on the same side of the street. The City of Sisters access management standards are found in the 2001 Sisters TSP<sup>4</sup> and are provided in Table 3-1. These standards are generally consistent with current transportation guidelines and practices. The access management standards adopted by ODOT are defined in OAR 734-051 and vary depending on posted speed on the roadway. The standards applicable to roadways within the Sisters UGB are summarized in Table 3-2. Based on these standards, there are a significant number of nonconforming access locations in downtown Sisters.

**Table 3-1: City of Sisters Access Management Standards**

Facility	Spacing Between Intersections of Public Streets <sup>a</sup>	Spacing Between Private Driveways and Alleys <sup>a</sup>
Collector	300 ft	100 ft
Local	300 ft	Access to each lot

<sup>a</sup> Spacing distance is measured from center to center on the same side of roadway.

Source: Table 7-1, City of Sisters TSP, 2001.

**Table 3-2: ODOT Access Management Standards**

Facility	Spacing Standard <sup>a</sup> per Posted Speed		
	45 mph	35 mph	≤25 mph
Statewide Highway <sup>b</sup>	990 ft	720 ft	520 ft
District Highway <sup>c</sup>	500 ft	350 ft	350 ft

<sup>a</sup> Measurement of the approach road spacing is from center to center on the same side of the roadway.

<sup>b</sup> The Santiam and McKenzie-Bend Highways are Statewide Highways, as is the segment of the McKenzie Highway east of Sisters.

<sup>c</sup> The segment of the McKenzie Highway west of Sisters is a District Highway.

Source: 1999 Oregon Highway Plan.

## Roadway Cross-Sections

The cross-sections of key roadways are shown in Table 3-3. Almost all roadways in the Sisters UGB are two-lane facilities. The exceptions are segments of the Santiam Highway (US 20) and the McKenzie Highway (US 20/OR 126) near the edges of town. Along portions of the Santiam Highway (US 20) on the west side of town, there is a third lane that functions as a left turn lane in some locations and as a two-way left-turn lane at others. Along a section of the McKenzie Highway (US 20/OR 126) on the east side of town, there is a second westbound lane that starts at the junction of the McKenzie-Bend (US 20) and the McKenzie (OR 126) Highways and extends approximately 1,000 feet before merging with the other westbound lane; this merge occurs just east of Locust Street.

<sup>4</sup> City of Sisters Transportation System Plan, David Evans and Associates, June 2001.

**Table 3-3: 2008 Existing Typical Roadway Cross-Sections**

Street	Total ROW	Cross-Section for Half of Street (Same on Both Sides)				
		Sidewalk	Swale	Parking	Bike Lane	Vehicle Lane
Barclay Dr	60 ft	-	12 – 16 ft	-	-	14 – 18 ft
Cascade Ave (US 20/OR 126)	60 ft	6 ft	-	10 ft	-	14 ft
Elm St	80 ft	6 ft	-	18 ft	-	16 ft
Hood Ave	80 ft	6 ft	-	18 ft	-	16 ft
Jefferson Ave	60 ft	-	19 ft	-	-	11 ft
Locust St	60 ft	0 – 6 ft	0 – 12 ft	-	4 – 6 ft	12 – 16 ft
Larch St	80 ft	6 ft	-	18 ft	-	16 ft
Pine St	60 ft	0 – 6 ft	0 – 16 ft	0 – 10 ft	-	14 ft

Source: City of Sisters, February 2008

### *Pavement Conditions*

The general pavement conditions of the roadways within the Sisters UGB are depicted in Figure 3-5. Pavement conditions were classified into the following four categories: good, fair, poor, and gravel. The poor segments were identified as streets in need of pavement improvements and include the following arterial and collector streets:

- Cascade Avenue (US 20/OR 126) – Pine Street to Larch Street
- McKenzie Highway (US 20/OR 126) – Larch Street to Locust Street
- South Elm Street – West Black Crater Avenue to Washington Avenue

### *Posted Speeds*

An inventory of the posted speeds in the Sisters UGB is shown in Figure 3-6. The majority of streets within the UGB have posted speed limits of 25 miles per hour (mph). Arterial roadways outside of the downtown area have higher speeds, ranging from 35 mph to 45 mph, and the main downtown streets (Main, Cascade, and Hood Avenues) have a lower speed of 20 mph.

### *On-Street Parking*

Existing striped on-street parking is shown in Figure 3-7 and is concentrated in downtown Sisters. All the on-street parking on Cascade Avenue (US 20/OR 126) is parallel parking, consistent with ODOT standards. Most of the other streets in the downtown network have parking on both sides of the street, with the majority being diagonal parking. Outside of downtown, there is limited striped on-street parking along arterials and collectors, generally on one side of the street. The majority of local streets allow on-street parking, but no striping exists to designate stall locations.

**Figure 3-5: Existing Pavement Conditions**

**Figure 3-6: Existing Speeds**

**Figure 3-7: Existing On-Street Parking Facilities**

## *Intersection Control*

There are no traffic signals or roundabouts located within the Sisters UGB. The placement of the unsignalized intersection controls (i.e. stop and yield signs) for the TSP study intersections are shown in Figure 3-8.

## **Motor Vehicle Volumes**

Existing motor vehicle volumes were estimated for key roadways and intersections using historical count data. Two commonly utilized motor vehicle volume measures include average daily traffic (ADT) volumes along roadways and peak hour turn movement volumes at intersections. The ADT volumes (from historical data) were used to estimate growth trends, and adjustments were made to intersection turn movement counts (TMCs) to determine model volumes for use in intersection operations analysis.

## *Average Daily Traffic (ADT) Volumes*

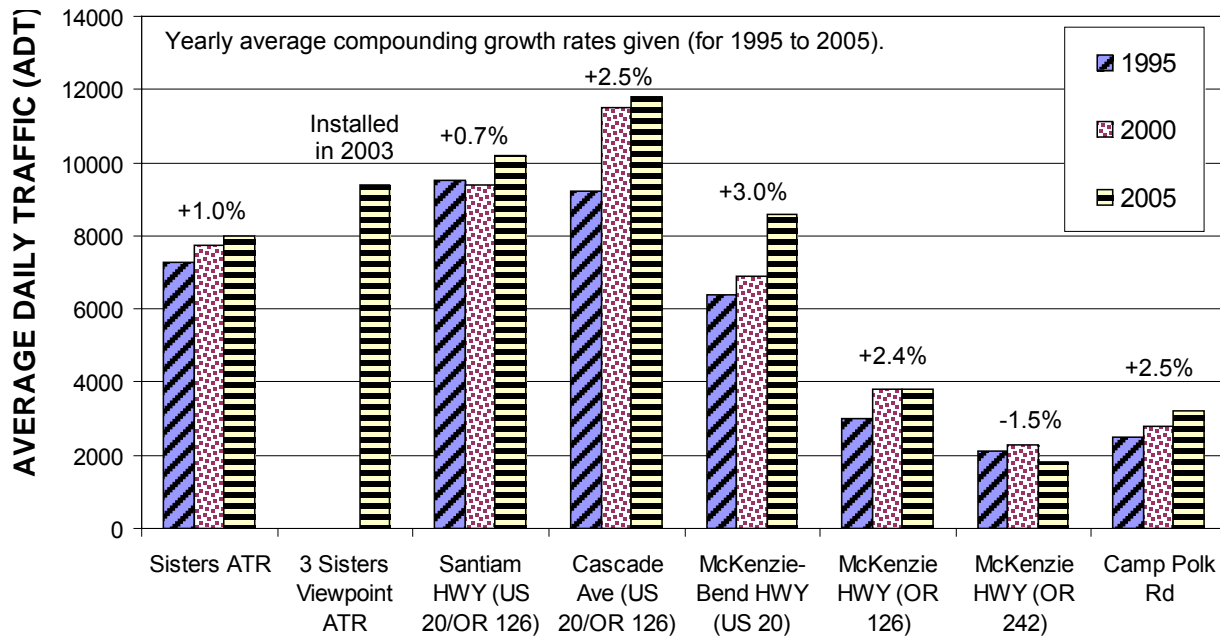
Historic average daily traffic (ADT) volumes along various roadways were obtained from ODOT and Deschutes County. Average daily traffic (ADT) volumes are typically collected during a 24-hour period during the peak month (e.g., July or August) of the year and provide a general comparison of traffic growth from year to year. In Figure 3-8, 2006 average daily traffic (ADT) volumes at key locations in and near the City of Sisters are shown. The count locations were primarily on the edges of the City of Sisters or at ODOT Automatic Traffic Recorder (ATR) stations and included the following:

- Sisters Automatic Traffic Recorder (ATR) – on US 20, 7 miles west of City limits
- Three Sisters Viewpoint ATR – on US 20, 8.5 miles southeast of City limits
- Santiam Highway (US 20/OR 126) – west City limits
- Cascade Avenue (US 20/OR 126) – east of Locust St
- McKenzie-Bend Highway (US 20) – southeast of McKenzie Highway (OR 126)
- McKenzie Highway (OR 126) – 4 miles east of City limits
- McKenzie Highway (OR 242) – west City limits
- Camp Polk Road – south of Barclay Drive

The historical ADT counts were analyzed from 1995-2005, and the percentage of growth over the ten year time period ranged from 0.7% to 3.5% per year, with the exception of the McKenzie Highway (OR 242) on the western edge of Sisters where ADT volumes decreased in 2001 and then began to gradually increase (although they have not yet reached pre-2001 levels). The highest percentage of growth occurred along the McKenzie-Bend Highway (US 20) near the eastern City limits. Average daily traffic (ADT) growth trends are shown in Figure 3-9 with average yearly growth percentages (from 1995 to 2005) indicated.



**Figure 3-8: 2006 Traffic Volumes**



**Figure 3-9: Average Daily Traffic (ADT) Growth Trends in and near Sisters**

### 30<sup>th</sup> Highest Hourly Volumes (30<sup>th</sup> HV)

The Oregon Department of Transportation (ODOT) has specified that 30<sup>th</sup> Highest Hourly Volumes (30<sup>th</sup> HV), as measured from yearly count data, should be used for design and analysis purposes due to the fact that they have been shown to represent the typical peak hour during the peak month of the year.<sup>5</sup> The 30<sup>th</sup> HV conditions are also important to analyze in the City of Sisters because seasonal variation in Highway 20 traffic volumes is a key focus of this TSP update. One method for obtaining yearly count data is from an ODOT automatic traffic recorder (ATR).

The Sisters ATR (#09-014) is the closest recorder and is located on N Santiam Highway (US 20) approximately seven miles west of City limits. This location is a good representation of study area traffic volume fluctuations since it is on the main highway of interest and no other cities or highway junctions are located between it and Sisters. The 3 Sisters Viewpoint ATR (#09-015) is another nearby ODOT recorder and is located southeast of Sisters, between Sisters and Bend. Based on data collected in 2006 at these two recorders, the 30<sup>th</sup> HV occurs from 4:00 p.m. to 5:00 p.m. (PM peak hour) on a typical Friday in the summer (i.e. on a non-holiday weekend).

Because current counts corresponding to the 30<sup>th</sup> HV were not available, weekday PM peak hour traffic turn movement counts were compiled from past data for the majority of the study intersections. To estimate 30<sup>th</sup> HV conditions, counts were adjusted with factors determined by comparing intersection volumes with the nearby 30<sup>th</sup> HV ATR volumes and by balancing

<sup>5</sup> *Developing Design Hour Volumes*, ODOT Analysis Procedure Manual, Chapter 4, September 2006.

between intersections. The 30<sup>th</sup> highest hour traffic volumes (i.e., the design volumes) for the study intersections are provided previously in Figure 3-8.

## Heavy Vehicles

Heavy vehicles play an important role in the economical movement of raw materials and finished products. Providing efficient heavy vehicle movement significantly benefits businesses and consumers and should be a goal of a city's transportation network; however, it is important that other goals, including neighborhood livability, public safety, and minimized roadway maintenance costs, not be overlooked when considering the accommodation of trucks.

The designation of freight routes encourages efficient movement while also directing truck traffic away from neighborhoods and other locations of concern. As noted previously while discussing functional classification (and shown in Figure 3-4), the Santiam (US 20/OR 126), McKenzie (US 20/OR 126), and McKenzie-Bend (US 20) Highways are designated as freight routes along their entire length through Sisters. Trucks traveling through town use these routes.

Heavy vehicle volumes and percentages along the freight routes were collected at study intersections as part of the turn movement counts. Table 3-4 lists the approximate percentage of trucks traveling along the key corridors (i.e. the arterials) in Sisters during the PM peak hour. The portion of US 20/OR 126 in Sisters has a significant level of heavy vehicle traffic. Given the narrow cross-section (2 lanes) and absence of turn lanes on Cascade Avenue, it is likely that this high level of truck traffic significantly affects highway performance and livability in the downtown core.

**Table 3-4: Heavy Vehicle Activity in the City of Sisters**

Location	Approximate 2006 30 <sup>th</sup> HV Truck Values	
	Truck Percentage	Number of Trucks
McKenzie HWY (OR 242)	3%	10
Santiam HWY (US 20/OR 126)	3%	40
Cascade Ave (US 20/OR 126)	10%	170
McKenzie-Bend HWY (US 20)	5%	50
McKenzie HWY (OR 126)	5%	35

## Traffic Operations

Existing traffic operations were analyzed at the 15 study intersections based on the 2000 *Highway Capacity Manual* methodology<sup>6</sup> for unsignalized intersections. Focus is on

<sup>6</sup> 2000 *Highway Capacity Manual*, Transportation Research Board, Washington DC, 2000.

intersections because they are the controlling bottlenecks of traffic flow and the ability of a roadway system to carry traffic efficiently is nearly always diminished in their vicinity. Prior to presenting the analysis results, commonly used intersection operation performance measures are explained, and the applicable thresholds that have been incorporated into agency mobility standards are given.

### *Intersection Performance Measures*

The level of service (LOS) is a performance measure that is similar to a “report card” rating and is based on average vehicle delay. Level of service A, B, and C indicate conditions where traffic moves without significant delays over periods of peak hour travel demand. Level of service D and E are progressively worse operating conditions. Level of service F represents conditions where average vehicle delay has become excessive and demand is near capacity; this condition is typically evident in long queues and delays, with delays often being difficult to measure because congestion may extend into and be affected by adjacent intersections. The average delay value (in seconds) corresponding to each level of service designation, along with additional level of service descriptions, are provided in Appendix D.

The unsignalized intersection level of service calculation evaluates each movement separately to identify problems (typically left turns from side streets). The calculation is based on the average total delay per vehicle for stop-controlled movements (typically on the minor side street or left turn movements). Level of service (LOS) F indicates that there are insufficient gaps of suitable size to allow minor street traffic to safely enter or cross the major street. This is generally evident by long delays and queuing on the minor street. Level of service F may also result in more aggressive driving, with side street vehicles accepting shorter gaps. It should be noted that the major street traffic moves without delay and the LOS F is for side-street or left turns, which may be only a small percentage of the total intersection volume. It is for these reasons that level of service results must be interpreted differently for signalized and unsignalized locations. A summary of the descriptions for level of service is provided in Appendix D.

The volume-to-capacity (V/C) ratio is another performance measure and represents the level of saturation (i.e. what proportion of capacity is being used). It is given as a decimal (typically between 0.00 and 1.00) and is determined by dividing the peak hour traffic volume by the hourly capacity of a given intersection or movement. A lower ratio indicates smooth operations and minimal delays. As the ratio approaches 1.00, congestion increases and performance is reduced. If the ratio is greater than 1.00, the intersection, lane, or movement is oversaturated and usually results in excessive queues and long delays.

### *Mobility Standards*

Mobility standards are agency specific and apply to intersections under the agency’s jurisdiction. Within the City of Sisters, ODOT standards apply to intersections along state highways and City standards apply to the remaining intersections. ODOT operating standards are given as V/C

ratios and are based on roadway classification, designations, and posted speed limits.<sup>7</sup> As described previously in the functional classification section of this memorandum, there are both Statewide and District Highways in the City of Sisters. There are also expressway and freight designations, and speed limits vary between 20 mph and 45 mph.

Because no City of Sisters standards for traffic operations are included in the 2001 City of Sisters TSP or Comprehensive Plan, the generally accepted level of service D standard will be applied as the performance threshold for the remaining intersections. The mobility standard of each Sisters TSP study intersection is given in Table 3-5 along with operating analysis results.

### *Existing Operating Conditions*

Existing traffic operations were analyzed at the 15 study intersections based on the *2000 Highway Capacity Manual* methodology<sup>8</sup> for unsignalized intersections. The 30<sup>th</sup> Highest Hourly Volumes (30<sup>th</sup> HV) were used to determine the level of service for the major and minor streets as well as the delay and V/C ratio for the critical movement at each intersection. Table 3-5 summarizes the existing 30<sup>th</sup> HV operating conditions at the Sisters TSP study intersections.

Under existing 30<sup>th</sup> HV operating conditions, four study intersections do not meet jurisdictional operating standards. All of these intersections are located on the Highway US 20/OR 126 and three of them are in the downtown core. The four study intersections are as follows:

- Santiam Highway (US 20/OR 126) and Barclay Drive–McKinney Butte Road
- Cascade Avenue (US 20/OR 126) and Pine Street
- Cascade Avenue (US 20/OR 126) and Elm Street
- McKenzie Highway (US 20/OR 126) and Locust Street

Based on the analysis, intersection failure occurs due to high delays experienced by minor street traffic. The delays are caused by high through traffic volumes and the resulting lack of available gaps for minor street traffic to enter or cross the major street traffic stream.

The analysis also estimates that three of the intersections have V/C ratios above 1.0. In reality, observed traffic volumes cannot exceed intersection capacity; however, when counts are factored to estimate 30<sup>th</sup> HV conditions, a conservative analysis can result in calculated V/C ratios above 1.0. Such results may indicate that demand is in excess of capacity at these movements, and if users do not adjust their routing decisions, then there will be the formation of excessive queues.

In addition, even though analysis was not performed, it is expected that the remaining intersections on Highway US 20/OR 126 in the downtown core (i.e., the Cascade Avenue intersections with Oak Street, Elm Street, Spruce Street, Larch Street, and Cedar Street) are also failing for similar reasons.

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<sup>7</sup> 1999 Oregon Highway Plan - Amendment, The Oregon Department of Transportation, July 2005.

<sup>8</sup> 2000 Highway Capacity Manual, Transportation Research Board, Washington DC, 2000.

**Table 3-5: Study Intersection 30<sup>th</sup> HV Operating Conditions**

Intersection	Jurisdiction	Mobility Standard	Intersection Performance		
			Delay	LOS	V/C
McKenzie HWY (OR 242)/ McKinney Butte Rd	ODOT	≤ 0.80	9.6	A/A	0.05
McKenzie HWY (OR 242)/Hood St (OR 242)	ODOT	≤ 0.85	8.6	A <sup>a</sup>	0.23
Santiam HWY (US 20/OR 126)/Rail Wy	ODOT	≤ 0.70	29.3	A/D	0.40
Santiam HWY (US 20/OR 126)/ Barclay Dr (McKinney Butte Rd)	ODOT	≤ 0.70	> 50.0	A/F	<b>≥ 1.00<sup>b</sup></b>
Santiam HWY (US 20/OR 126)/ Hood St (OR 242)	ODOT	≤ 0.80	40.4	B/E	0.42
Cascade Ave (US 20/OR 126)/ Pine St	ODOT	≤ 0.80	> 50.0	A/F	<b>≥ 1.00<sup>b</sup></b>
Cascade Ave (US 20)/Elm St	ODOT	≤ 0.80	> 50.0	B/F	<b>0.90</b>
McKenzie HWY (US 20/OR 126)/ Locust St	ODOT	≤ 0.80	> 50.0	B/F	<b>≥ 1.00<sup>b</sup></b>
McKenzie HWY (US 20/OR 126)/ Buckaroo Trail	ODOT	≤ 0.70	25.0	A/C	0.19
McKenzie HWY (OR 126)/ Creekside Ct	ODOT	≤ 0.70	11.1	A/B	0.01
Barclay Dr/Pine St	City of Sisters	D <sup>c</sup>	10.5	A/B	0.12
Barclay Dr/Locust St	City of Sisters	D <sup>c</sup>	12.2	A/B	0.20
Main Ave/Elm St	City of Sisters	D <sup>c</sup>	12.4	A/B	0.12
Hood Ave/Elm St	City of Sisters	D <sup>c</sup>	13.8	A/B	0.39
E Cascade Ave/Locust St	City of Sisters	D <sup>c</sup>	14.5	A/B	0.30

Delay = Average Stopped Delay per Vehicle (seconds) for worst approach  
LOS = Level of Service (Major Street/Minor Street)

V/C = Volume/Capacity Ratio (of worst movement)  
**Bold Underlined** values exceed standards (failing movement specified)

<sup>a</sup> LOS for all-way stop intersection reported for entire intersection

<sup>b</sup> When V/C ratios are greater than 1.0, demand exceeds capacity and causes the formation of excessive queues that spread delay into other hours of the day.

<sup>o</sup> Typical LOS D standard used, though none specified in Sisters TSP or Comprehensive Plan

## **Corridor Performance**

The performance of Highway 20 (US 20/OR 126) as a corridor is one of the most significant transportation issues being faced by the City of Sisters. The previous intersection analysis indicates that nearly all intersections along Highway 20 exceed mobility standards. In addition, the segment of highway in downtown Sisters experiences significant pedestrian crossing activity, which contributes to a decrease in the highway's vehicle flow capacity through town. In addition, the reduced speeds (20 mph speed limit) and on-street parking also contribute to a lower capacity, and it was mentioned in the 2001 Sisters TSP that highway capacity in downtown Sisters drops from the typical highway capacity of 1,800 vphpl (vehicles per hour per lane) to a much lower 850 vphpl.<sup>9</sup> This estimated capacity level is supported by observations, which indicate that significant queuing occurs during 30<sup>th</sup> HV conditions (which have an estimated vehicle flow demand of approximately 900 vphpl).

## **Traffic Safety**

Collision data for the City of Sisters was obtained from the Oregon Department of Transportation (ODOT) and includes all collision records found in the State archives from January 1<sup>st</sup>, 2004 to December 31<sup>st</sup>, 2006. Figure 3-10 shows locations where injury collisions were reported. In addition, Table 3-6 summarizes the collision data for the eight highest total crash intersections in the City of Sisters, where at least three crashes were reported during these three years. The collisions are broken down by severity, and a calculated collision rate is given for intersections where traffic counts were available. Overall, the study intersections had relatively low collision rates, and none exceeded the 1.0 threshold rate that is typically used to indicate which intersections have crash rates above average conditions.

The intersection with the highest number of collisions was the McKenzie Highway (US 20/OR 126) and Locust Street intersection, which is located on the eastern edge of the downtown core. This intersection is of particular concern due to its proximity to the elementary school. It is anticipated that one reason for the safety issues is that vehicles are traveling at higher speeds as they transition between typical rural highway travel and urban downtown conditions.

Also of note, the intersection of Cascade Avenue (US 20/OR 126) and Pine Street had a collision involving a pedestrian who was injured. The reported cause of the collision was that the driver was inattentive and did not yield. It was also reported that it was a snowy day, the road was wet, and it was dark. This intersection is located on western edge of town and also is in a transition zone between typical rural highway travel and urban downtown conditions.

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<sup>9</sup> *City of Sisters Transportation System Plan (TSP)*, David Evans and Associates, June 2001.

**Figure 3-10: Injury Collision Locations**



**Table 3-6: Study Intersection Collision Summary (2004-2006)**

Study Intersection	Collision Severity			Total	Collision Rate <sup>b</sup>
	Fatal	Injury	PDO <sup>a</sup>		
McKenzie HWY (US 20/OR 126) / Locust St	0	2	3	5	0.23
Hood Ave / Fir St	0	0	4	4	-
McKenzie-Bend HWY (US 20) / McKenzie HWY (OR 126)	0	2	1	3	0.17
Santiam HWY (US 20) / W Cascade Ave	0	1	2	3	0.18
Cascade Ave (US 20/OR 126) / Pine St	0	1 <sup>c</sup>	2	3	0.16
Santiam HWY (US 20) / Barclay Dr-McKinney Butte Rd	0	1	2	3	0.05
Cascade Ave (US 20/OR 126) / Spruce St	0	0	3	3	-
Cascade Ave (US 20/OR 126) / Larch St	0	0	3	3	-

<sup>a</sup> PDO = Property damage only.

<sup>b</sup> Average annual crashes per million entering vehicles (MEV); MEV estimates based on 30<sup>th</sup> HV.

<sup>c</sup> This collision involved a pedestrian who was injured.

Source: ODOT Collision Data for 2004, 2005, and 2006.

## Existing Issues

Based on the existing motor vehicle facilities inventory and operational analysis, the following issues were identified:

### Highway 20 (US 20/OR 126) Concerns

- Four intersections (i.e. Barclay Drive, Pine Street, Elm Street, and Locust Street) fail to meet jurisdictional operation standards.
- Minor street traffic experiences high delays while waiting to enter or cross highway.
- Queues form in downtown Sisters and extend beyond the edges of town.
- High level of truck traffic likely affects highway performance.

### Other Concerns

- A significant number of access driveways in downtown Sisters do not conform to ODOT access management standards.
- Various arterial and collector streets are in need of pavement improvements.

## Rail Facilities

There are no rail facilities in or near the City of Sisters.

## Air Facilities

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The Sisters Eagle Air Airport is a privately owned airport located adjacent to the northeastern edge of the Sisters UGB. It is classified as a category 4 airport in the Oregon Aviation Plan<sup>10</sup>, is open to the public, and has a landing fee. In addition, the runway is in good condition.<sup>11</sup> On average, the airport operates twenty-seven times a week with a majority of use coming from general aviation.

Other passenger and freight air transportation is available in Redmond at the Roberts Field Airport and in Bend at the Bend Municipal Airport. Both airports are approximately 25 miles away.

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<sup>10</sup> *Oregon Aviation Plan*, Oregon Department of Transportation Aeronautics Division, February 2000.

<sup>11</sup> Information obtained from <http://www.airnav.com/airport/6K5> on February 25, 2008.

## Chapter 4. Future Conditions and Needs

### Introduction

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This chapter summarizes the projected future transportation needs of the City of Sisters through the year 2030. The needs are based on a future conditions analysis that assumes the addition of a few roadway links in areas currently experiencing growth but does not assume any significant system improvements; the purpose of this analysis is to provide the basis for developing future transportation projects within the City of Sisters. These future needs are given for each of the three principal modes: pedestrians, bicycles, and motor vehicles.

### Future Pedestrian Needs

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Planned pedestrian facilities, projected pedestrian growth, and future pedestrian issues are presented in this section.

#### Planned Pedestrian Facilities

Pedestrian facilities are planned as sidewalks or curb-extensions along roadways and as separate shared-use paths within the City of Sisters.

#### *Sidewalks and Curb-Extensions*

Recommend future pedestrian facilities along roadways, as listed in the 2001 TSP, include:

- Completion of infill sidewalk projects on Hood and Main Avenues
- Curb extensions on Cascade Avenue (US 20/OR 126)

In addition, a 1999 City ordinance requires adequate pedestrian provisions along all newly built and reconstructed roadways. This ordinance also requires sidewalk facilities within areas zoned as High or Standard Density Residential and General Commercial.

#### *Shared-use paths*

The Sisters Community Trails Plan (2003) specifies that shared-use paths are planned to connect the Crossroads subdivision with the high school and the Five Pines Fitness Center to the Deschutes National Forest. The Trails Plan also identifies paths and trails intended to serve a single mode only. These paths will primarily serve to increase connectivity throughout Sisters and improve connections to the surrounding Deschutes County Trail System. In cases where infrastructure does not exist to serve other non-motorized travel in the corridor, these pedestrian paths may also serve as defacto bicycle facilities.

## Projected Pedestrian Volume Growth

Population growth estimates indicate a probable doubling of the population living within the Sisters UGB by 2030. If walking trips retain their current mode share, then they will also double. Should Sisters be effective in creating a more pedestrian friendly atmosphere throughout the City, they may see pedestrian volumes more than double. Safe Routes to School programs scheduled for implementation in the coming years will also likely contribute to increasing numbers of pedestrians.

## Future Pedestrian Issues

Based on the projected future pedestrian conditions, the following issues were identified and are in addition to the existing pedestrian issues discussed in Chapter 3:

- Increased crossing challenges at Highway 20 (US 20/OR 126) due to greater traffic volumes and fewer gaps in traffic long enough to facilitate safe pedestrian crossing.
- Overflow motor vehicle traffic onto Hood and Main may decrease the quality of the pedestrian experience through increasing noise and pollution associated with greater motor vehicle traffic.
- Fewer gaps in traffic may lead to increased instances of aggressive crossing behavior as pedestrians begin to utilize gaps in traffic that are too short to facilitate normal crossing. This will likely have the greatest impact on children, the elderly and disabled pedestrians that require more time to cross or have challenges judging adequate crossing conditions.
- Potentially longer pedestrian delay at intersection crossings may degrade the quality of the pedestrian experience.
- Increased bicycle and pedestrian volumes will lead to more conflicts between users on shared facilities and sidewalks. Though riding is currently prohibited on sidewalks in Sisters, this type of behavior is especially common among children. Sidewalk riding will probably continue to occur despite education and policing targeted at discouraging this behavior.
- Increased traffic volumes will increase the number of turning movement conflicts. The challenges presented by turning conflicts can occur when pedestrians cross either the major street (halting motor vehicle traffic and decreasing the opportunities of motorists to make unprotected left turns, resulting in increased congestion and reduced motor vehicle capacity) or the minor street (inhibiting the ability of vehicles to turn left or right off the major streets, resulting in increasing congestion and reducing motor vehicle capacity). In addition, increased vehicle volumes may result in vehicles taking advantage of smaller gaps in traffic and speeding through turning movements without checking to see if minor streets are clear of pedestrians.

These issues are mainly associated with unsignalized intersections having increased motor vehicle volumes. While these issues may occur anywhere throughout the City, the greatest number of instances will most likely occur in downtown Sisters along Cascade, Hood and Main Avenues at intersections where operational standards are not met.

## Future Bicycle Needs

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Planned bicycle facilities, projected bicyclist growth, and future bicycle issues are presented in this section.

### Planned Bicycle Facilities

All planned road projects classified as arterials or collectors should include striped bike lanes. In addition, as mentioned in the planned pedestrian facilities section, there are multiple shared-use paths that are planned for the City of Sisters, including trails connecting the Crossroads subdivision with the high school and the Five Pines Fitness Center to the Deschutes National Forest. The Sisters Trail Plan also recommends various shoulder bikeways, which will primarily serve cyclists and include the following:

- **Camp Polk Loop to Redmond Highway:** Shoulder bikeway connecting Sisters to Panoramic View Estates
- **Indian Ford Road:** Shoulder bikeway accessing the Indian Ford subdivision and forming a loop route with Highway 20 and Camp Polk Road
- **Three Creek Road:** Shoulder bikeway providing access to the National Forest
- **Highway 20, Sisters to Indian Ford Road:** Current 4-foot shoulder bikeway targeted for improvements due to high traffic volumes
- Highway 20, Sisters to Jordan Road: Paved shoulder bikeway
- **McKenzie Highway 242:** Shoulder bikeway connecting Sisters to the National Forest

### Projected Bicyclist Volume Growth

Population growth estimates indicate a probable doubling of the population living within the Sisters UGB by 2030. Assuming cycling trips retain the current mode share, cycling trips will also double. Sisters may see an increase greater than a doubling due to their efforts to create a bicycle friendly atmosphere throughout the City. Safe Routes to School programs implemented in the coming years will also likely contribute to increasing numbers of cycling trips.

### Future Bicycling Issues

Bicycles and pedestrians share many of the same issues associated with increased motor vehicle volumes. In addition to the issues mentioned previously in the future pedestrian issues section of this chapter and the existing bicycle issues in Chapter 3, cyclists face the following unique challenges:

- Increasing traffic volumes along all streets will decrease the comfort of the cycling experience. A general rule of thumb suggests that facilities remain designated as shared when motorist volumes remain below 3,000 vehicles per day. As volumes increase, bicycle facilities may require delineation, which will impact lane width and motor vehicle capacity. Some roadways expected to exceed the 3,000 vehicles per day threshold include the highways (i.e. US 20, OR 126, and OR 242), Hood Avenue, Barclay Drive, and Locust Street (Camp Polk Road).

- Discontinuous paved facilities (network gaps) can unexpectedly force cyclists back into the path of motor vehicle traffic, which increases the number of bicycle/motor vehicle conflicts and potential for collisions. This may happen currently, but the frequency would increase due to the greater volumes of bicycles and motor vehicles.

## Future Motor Vehicle Needs

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Future motor vehicle needs estimated through the year 2030 are presented in this section. These needs assume the construction of currently planned roadway improvements and are based on land use and population growth projections. The growth assumptions were translated into PM peak hour trips and routed through the City of Sisters transportation network using a travel demand analysis tool that was developed in conjunction with this TSP. Details relating to the forecasting methodology and development of the travel demand analysis tool are included in Appendices I and J.

The following sections summarize the planned roadway improvements, existing and forecasted land uses, projected 2030 traffic volumes, and estimated future traffic operating conditions.

### Planned Roadway Improvements

Several roadways in the study area would be required to support access and circulation for developing lands. These roadways are assumed to be built for the baseline future scenario, and include the following:

- New mixed-use developments near Sun Ranch Business Park at north edge of City
- New bridge connecting Creekside Court to Cascade Avenue at eastern edge of City
- New connection between Rail Way and Trinity Way in western portion of City

### Existing and Forecasted Land Uses

Land use is a key factor affecting demands placed on a City's transportation system. The location, density, type, and mixture of land uses have a direct impact on traffic levels and patterns. Existing land uses within the City of Sisters were obtained from tax assessors data, census data, and zoning data and compared with existing aerial photography. In addition, land use inventories were compared and controlled to the data published by the City's Comprehensive Plan<sup>12</sup>. The land uses were grouped into four main categories: households, retail employment, service employment, and other employment.

Projected land uses within the Sisters Urban Growth Boundary (UGB) were estimated for the future 2030 horizon year by extrapolating growth trends identified in the City's Comprehensive Plan. The land use growth was allocated to vacant lands in the City's urban and urban reserve

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<sup>12</sup> *Sisters Urban Area Comprehensive Plan*; Sisters, Oregon; Deschutes County; July, 2005.

areas.<sup>13</sup> Table 4-1 summarizes the existing and future land use within the Sisters UGB. The existing land use corresponds to a population of approximately 1,800 residents, and the future land use corresponds to a year 2030 population projection of approximately 4,700 residents.

**Table 4-1: Land Use Projection within Sisters Urban Growth Boundary**

Land Use	Existing 2007 Land Use	Projected Growth from 2007 to 2030	Projected 2030 Land Use
<b>Households</b>			
<b>Total Households</b>	<b>920</b>	<b>1,215 (+132%)</b>	<b>2,135</b>
<b>Employees</b>			
Retail Employees	695	550 (+79%)	1,244
Service Employees	375	230 (+61%)	605
Other Employees	755	530 (+70%)	1,285
<b>Total Employees</b>	<b>1,824</b>	<b>1,310 (+72%)</b>	<b>3,134</b>

## Projected 2030 Traffic Volumes

Traffic volumes for the year 2030 were estimated for the Sisters transportation network using the travel demand analysis tool developed in conjunction with this TSP. The volumes include the 30<sup>th</sup> Highest Hourly Volumes (30<sup>th</sup> HV) by turn movement at the TSP study intersections and average daily traffic (ADT) volumes at various locations within the City of Sisters.

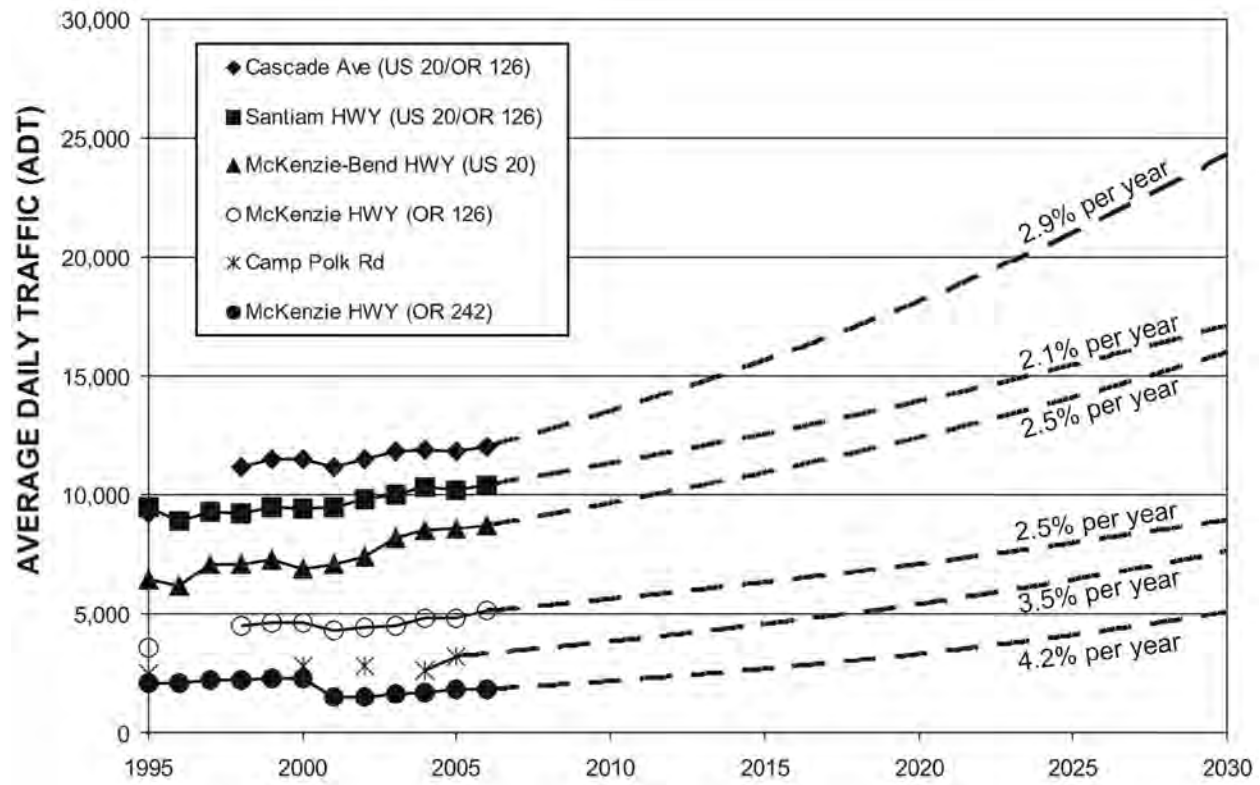
The projected 30<sup>th</sup> HV for the year 2030 are shown in Figure 4-1. These volumes were used to estimate future intersection operating conditions.

The projected 2030 ADT volumes estimated using the analysis tool are shown graphically in Figure 4-2 along with yearly ADT counts for all available years between 1995 and 2006. Road closures during both the summer and winter impact the year-to-year traffic volumes for the Highway 242 corridor but are not considered to affect trends. The future compounding growth rates were calculated between 2005 and 2030 and range between 2.1% and 4.2%; these rates are also shown in Figure 4-2. Because each growth rate is multiplied by a different volume, the slopes shown cannot be used for comparison of growth rates; instead, the slopes indicate yearly growth volumes.

<sup>13</sup> Because vacant lands exist mostly on the northern and western edges of the Sisters UGB, the majority of growth is estimated to occur in the corresponding TAZs (i.e. TAZs 12 and 16).

**Figure 4-1: 2030 Projected 30<sup>th</sup> HV Traffic Volumes**





**Figure 4-2: Average Daily Traffic (ADT) Growth Trends In and Near Sisters**  
*(Compounding yearly growth rates used to estimate future volumes)*

## Traffic Operating Conditions

Traffic operations were analyzed for 30<sup>th</sup> Highest Hourly Volume (30<sup>th</sup> HV) conditions for the future 2030 horizon year. The analysis includes intersection performance of Sisters TSP study intersections and corridor performance of Highway 20 (US 20/OR 126). In addition, intersection operations were analyzed for the 2030 weekday PM peak hour conditions in order to estimate daily performance levels throughout the City and determine which intersections should be fixed first (since they have operational issues year round rather than just during peak days).

### 30<sup>th</sup> HV Intersection Operating Conditions

Projected 2030 traffic operations were analyzed at the fourteen study intersections based on the 2000 Highway Capacity Manual methodology<sup>14</sup> for unsignalized intersections. Table 4-2 summarizes the future 2030 30<sup>th</sup> HV operating conditions at the fourteen Sisters TSP study intersections.

<sup>14</sup> 2000 Highway Capacity Manual, Transportation Research Board, Washington DC, 2000

**Table 4-2: 2030 Projected Study Intersection 30<sup>th</sup> HV Operating Conditions**

Intersection	Jurisdiction	Mobility Standard	Intersection Performance		
			Delay	LOS	V/C
McKenzie HWY (OR 242)/ McKinney Butte Rd	ODOT	≤ 0.80	10.9	A/B	0.10
McKenzie HWY (OR 242)/Hood St (OR 242)	ODOT	≤ 0.85	13.4	B <sup>a</sup>	0.56
Santiam HWY (US 20/OR 126)/Rail Wy	ODOT	≤ 0.70	> 50.0	C/F	<b>&gt; 2.00<sup>b</sup></b>
Santiam HWY (US 20/OR 126)/ Barclay Dr (McKinney Butte Rd)	ODOT	≤ 0.70	> 50.0	B/F	<b>&gt; 2.00<sup>b</sup></b>
Santiam HWY (US 20/OR 126)/ Hood St (OR 242)	ODOT	≤ 0.80	> 50.0	C/F	<b>1.43<sup>b</sup></b>
Cascade Ave (US 20/OR 126)/ Pine St	ODOT	≤ 0.80	> 50.0	B/F	<b>&gt; 2.00<sup>b</sup></b>
Cascade Ave (US 20)/Elm St	ODOT	≤ 0.80	> 50.0	B/F	<b>1.65<sup>b</sup></b>
McKenzie HWY (US 20/OR 126)/ Locust St	ODOT	≤ 0.80	> 50.0	C/F	<b>&gt; 2.00<sup>b</sup></b>
McKenzie HWY (US 20/OR 126)/ Buckaroo Trail	ODOT	≤ 0.70	> 50.0	B/F	<b>1.04<sup>b</sup></b>
McKenzie HWY (OR 126)/ Creekside Ct	ODOT	≤ 0.70	16.0	A/C	0.16
Barclay Dr/Pine St	City of Sisters	D <sup>b</sup>	19.8	A/C	0.48
Barclay Dr/Locust St	City of Sisters	D <sup>b</sup>	36.6	<b>A/E</b>	0.70
Main Ave/Elm St	City of Sisters	D <sup>b</sup>	12.8	A/B	0.17
Hood Ave/Elm St	City of Sisters	D <sup>b</sup>	20.8	A/C	0.65
E Cascade Ave/Locust St	City of Sisters	D <sup>b</sup>	> 50.0	<b>A/F</b>	1.03

Delay = Average Stopped Delay per Vehicle (seconds) for worst approach

LOS = Level of Service (Major Street/Minor Street)

V/C = Volume/Capacity Ratio (of worst movement)

**Bold Underlined** values exceed standards (failing movement specified)

<sup>a</sup> LOS for all-way stop intersection reported for entire intersection

<sup>b</sup> When V/C ratios are greater than 1.0, demand exceeds capacity and causes the formation of excessive queues that spread delay into other hours of the day.

<sup>c</sup> Typical LOS D standard used, though none specified in Sisters TSP or Comprehensive Plan

Under 2030 projected future 30<sup>th</sup> HV operating conditions, eight study intersections do not meet jurisdictional operation standards, including all six study intersections located on Highway 20 (US 20/OR 126). The eight intersections are as follows:

- Santiam Highway (US 20/OR 126) and Rail Way
- Santiam Highway (US 20/OR 126) and Barclay Drive–McKinney Butte Road
- Santiam Highway (US 20/OR 126) and Hood Street (OR 242)
- Cascade Avenue (US 20/OR 126) and Pine Street
- Cascade Avenue (US 20/OR 126) and Elm Street
- McKenzie Highway (US 20/OR 126) and Locust Street
- Barclay Drive and Locust Street (Camp Polk Road)
- East Cascade Avenue and Locust Street

Based on the analysis, intersection failure occurs due to high delays experienced by minor street traffic. The delays are caused by the lack of available gaps for minor street traffic to enter or cross the major street traffic stream.

### ***30<sup>th</sup> HV Corridor Performance***

The performance of Highway 20 (US 20/OR 126) as a corridor is another significant issue being faced by the City of Sisters. Based on the 2001 Sisters TSP, highway capacity in downtown Sisters drops from 1,800 vphpl (vehicles per hour per lane) to 850 vphpl due to reduced speeds (20 mph speed limit), on-street parking, and frequent pedestrian crossings.<sup>15</sup> Because existing 30<sup>th</sup> HV traffic demand (approximately 700 to 850 vphpl) is nearly equal to the 850 vphpl capacity level and projected demand is estimated to increase (to approximately 1100 to 1440 vphpl), queuing is expected to worsen.

To exacerbate the problem, the intersection analysis performed previously indicates that minor street approach traffic at all six study intersections located on Highway 20 (US 20/OR 126) is expected to experience high levels of delay even without considering the additional negative effect of queuing spillbacks from adjacent intersections.

The model also projects that some through traffic will divert from Cascade Avenue to the parallel route of Hood Avenue.

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<sup>15</sup> *City of Sisters Transportation System Plan (TSP)*, David Evans and Associates, June 2001.

## *Typical Weekday PM Peak Hour Intersection Operating Conditions*

Projected 2030 PM peak hour intersection operating conditions for a typical weekday were analyzed at the study intersections in order to estimate daily performance levels. The results are provided in Table 4-3. The analysis indicates that three intersections are expected to have operational issues year-round rather than just during peak summer days and therefore should be improved first. The three intersections include the following:

- Santiam Highway (US 20/OR 126) and Barclay Drive–McKinney Butte Road
- Cascade Avenue (US 20/OR 126) and Pine Street
- McKenzie Highway (US 20/OR 126) and Locust Street

The analysis also indicates that the projected weekday PM peak hour intersection operations are similar to the 30<sup>th</sup> HV conditions that exist today. This means that in the year 2030, traffic conditions during a typical peak hour on any given weekday of the year (e.g. a Wednesday afternoon in March) can be expected to approximate current summer weekend conditions; therefore, without capacity or circulation improvements, traffic operations in 2030 would fail throughout the year and excessive queuing and delay would become common.

## **Future Motor Vehicle Issues**

Based on future traffic volume projections, the following future issues arise and are in addition to the existing motor vehicle issues discussed in Chapter 3:

- 30<sup>th</sup> HV operational issues (i.e. queuing and delay) would increase significantly along state Highway 20 (US 20/OR 126).
- Weekday PM peak hour operating conditions along state Highway 20 (US 20/OR 126) would approach highway through-put thresholds, and traffic along the highway would experience queuing and delay levels similar to existing 30<sup>th</sup> HV conditions.

**Table 4-3: 2030 Projected Weekday PM Peak Hour Operating Conditions**

Intersection	Jurisdiction	Mobility Standard	Intersection Performance		
			Delay	LOS	V/C
McKenzie HWY (OR 242)/ McKinney Butte Rd	ODOT	≤ 0.80	9.7	A/A	0.05
McKenzie HWY (OR 242)/Hood St (OR 242)	ODOT	≤ 0.85	9.6	A <sup>a</sup>	0.31
Santiam HWY (US 20/OR 126)/Rail Wy	ODOT	≤ 0.70	26.7	B/D	0.43
Santiam HWY (US 20/OR 126)/ Barclay Dr (McKinney Butte Rd)	ODOT	≤ 0.70	> 50.0	A/F	<b>≥ 2.00<sup>b</sup></b>
Santiam HWY (US 20/OR 126)/ Hood St (OR 242)	ODOT	≤ 0.80	21.5	B/C	0.26
Cascade Ave (US 20/OR 126)/ Pine St	ODOT	≤ 0.80	> 50.0	A/F	<b>≥ 2.00<sup>b</sup></b>
Cascade Ave (US 20)/Elm St	ODOT	≤ 0.80	28.1	A/D	0.23
McKenzie HWY (US 20/OR 126)/ Locust St	ODOT	≤ 0.80	> 50.0	B/F	<b>≥ 2.00<sup>b</sup></b>
McKenzie HWY (US 20/OR 126)/ Buckaroo Trail	ODOT	≤ 0.70	23.3	A/C	0.22
McKenzie HWY (OR 126)/ Creekside Ct	ODOT	≤ 0.70	11.5	A/B	0.07
Barclay Dr/Pine St	City of Sisters	D <sup>b</sup>	12.0	A/B	0.22
Barclay Dr/Locust St	City of Sisters	D <sup>b</sup>	13.9	A/B	0.09
Main Ave/Elm St	City of Sisters	D <sup>b</sup>	10.9	A/B	0.08
Hood Ave/Elm St	City of Sisters	D <sup>b</sup>	12.5	A/B	0.34
E Cascade Ave/Locust St	City of Sisters	D <sup>b</sup>	18.7	A/C	0.28

Delay = Average Stopped Delay per Vehicle (seconds) for worst approach

LOS = Level of Service (Major Street/Minor Street)

V/C = Volume/Capacity Ratio (of worst movement)

**Bold Underlined** values exceed standards (failing movement specified)

<sup>a</sup> LOS for all-way stop intersection reported for entire intersection

<sup>b</sup> When V/C ratios are greater than 1.0, demand exceeds capacity and causes the formation of excessive queues that spread delay into other hours of the day.

<sup>c</sup> Typical LOS D standard used, though none specified in Sisters TSP or Comprehensive Plan

## Chapter 5. Pedestrian Plan

### Introduction

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The recommended pedestrian network includes a diverse set of walking facilities connecting key destinations throughout Sisters. System improvements include filling pedestrian facility gaps, upgrading intersections for safer pedestrian crossings, expanding the shared-use path network, and other infrastructure projects to encourage walking. Suggested improvements include low-cost measures yielding immediate results, such as signing and filling small sidewalk gaps in the existing system. Other suggested improvements, such as expanding the local trail system and improving pedestrian crossings, represent longer-term strategies for transforming Sisters into a truly pedestrian-friendly community.

### Facilities

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Sisters currently benefits from a relatively complete network of sidewalks and pedestrian pathways in the downtown core and throughout several neighborhoods. Sisters has several existing paths, and there are plans to build additional facilities as well as enhance existing connections. Many intersections have curb extensions that improve visibility, reduce vehicular speeds and reduce the intersection crossing distance for pedestrians. For a comprehensive discussion, see the Existing Conditions Report for Bicycles and Pedestrians contained in Appendix H.

### Strategies

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This TSP proposes the following strategies to help Sisters become a truly walkable community. Strategies requiring additional explanation are addressed after this list. Several strategies include both bicycle and pedestrian elements. In each case where this occurs, the pedestrian-related elements of the project will be discussed here and bicycle-related elements will be discussed in the Bicycle Plan Chapter (Chapter 6). Cost estimates for integrated programs are found in the project tables (Table 6-2 and Table 6-3) at the end of the Bicycle Plan Chapter (Chapter 6).

#### Walkable Community Strategies for Sisters

- Develop a Sidewalk Infill Program.
- Continue to support policies that promote walking. Specific recommendations include:
  - Update and clarify pedestrian facility construction standards and incorporate them into the City's Public Works Standards and Development Code.

- Retrofit existing pedestrian facilities to current standards to promote safety, connectivity, and consistency, as adjacent development occurs, as funds become available, or as roads are replaced or reconstructed.
- Require that all walkways be constructed in a manner that addresses environmental conditions, such as natural, cultural, and historical features.
- Require pedestrian connections within and between adjacent developments to provide convenience and safety for pedestrians.
- Develop and fund a Spot Improvement Program to respond quickly to location-specific pedestrian infrastructure improvement needs. This program integrates with spot improvement programs for bicycle infrastructure needs (discussed in Chapter 6).
- Develop an Americans with Disabilities Act (ADA) Transition Plan to identify strategies and priorities for upgrading the City's current transportation infrastructure to accommodate persons with disabilities.
- Establish a routine maintenance schedule for pedestrian facilities (e.g., repairing damaged sidewalks). This program integrates with suggested routine maintenance for bicycle facilities, discussed in Chapter 6.
- Pursue Special Transportation Area (STA) designation for Highway 20 from Pine Street to Locust Street. This suggestion is discussed briefly in this chapter, in the recommendations for Highway 20 (Cascade Avenue), and in greater detail in the Motor Vehicle Chapter.
- Implement recommendations made by the Safe Routes to School Plan included with this TSP as Appendix J. Coordinate with the Sisters School District to establish and strengthen Safe Routes to School (SR2S) Programs at the Elementary School, Middle School, and High School and ensure long-term, successful programs at each school. Prioritize facility improvements throughout the city on SR2S travel corridors.
- Develop education programs to increase the awareness of pedestrian needs and rights. See Appendix L for specific program recommendations.
- Develop encouragement programs to promote walking as a convenient, healthy, safe, and viable transportation mode. See Appendix L for specific program recommendations.
- Develop enforcement programs to ensure that pedestrians, bicyclists, and motorists obey traffic laws. See Appendix L for specific program recommendations.
- Identify and apply for available state and federal grant funding for system improvements identified in this Pedestrian Master Plan. Specific funding opportunities are discussed in the chapter on finance.
- Continue to seek funding for Washington Avenue multi-modal corridor improvements through grants or other funding mechanisms.
- Create safe, comfortable, and convenient facilities parallel to Highway 20 for pedestrians and bicyclists of all ages and abilities.

## **Policies to Promote Walking**

Those strategies listed above that require additional explanation are addressed in the following sections.

## *Pedestrian Design Standards*

Sisters currently has guidance for pedestrian facility design standards in Title 12 of the Municipal Code, Chapter 300 of the Development Code, and the Public Works Design Standards. A 1999 city ordinance requires provision of adequate pedestrian facilities along all newly built and reconstructed roadways. Further, this ordinance specifies that sidewalks are required within areas zoned as High or Standard Density Residential and General Commercial. The commercial zoning designation along Cascade Avenue requires construction of buildings directly on the property line nearest the street, constraining opportunities for sidewalk widening.

This TSP recommends that the City adopt a standard minimum of 6-foot wide pedestrian facilities in Commercial and Residential Zones and that this standard is referenced in the Municipal Code, the Development Code and the Public Works Design Standards. The pedestrian facility type should be determined based on curb type, zoning, street designation, and available right-of-way. This 6-foot minimum width is consistent with standards recommended by the *Oregon Bicycle and Pedestrian Plan*. Wider facilities should be encouraged by the code in areas with higher pedestrian traffic.

## *Sidewalk Infill Program*

It is a major objective of this TSP to increase the number and quality of sidewalks to increase walking for transportation and recreation and to overcome system gaps in the sidewalk network that inhibit walking. The very qualities that make Sisters unique and livable are directly linked to its pedestrian-friendliness. The City also recognizes the health, safety, economic, and environmental benefits of improving pedestrian facilities and increasing the level of walking.

Sisters should develop a Sidewalk Infill Program that periodically inventories the street/walkway network to identify sidewalk gaps and obstructions. In addition, the City should further develop strategies, project prioritization criteria, and funding mechanisms for completing these gaps. Potential project prioritization criteria include:

- Filling gaps and removing obstructions along key pedestrian routes identified in this TSP
- Focusing on areas near major pedestrian trip generators like schools, downtown, parks, and civic facilities
- Meeting pedestrian needs along streets with high vehicle volumes or speeds

## *Spot Improvement Program*

A Spot Improvement Program provides a set amount of money each year to implement low-cost, one-time fixes to the pedestrian system. Having the ability to respond quickly to the requests of pedestrians will enhance Sisters' standing as a pedestrian-friendly community. A Spot Improvement Program should be funded by grants and general funds, with all funds dedicated to smaller spot improvements identified by City staff and residents. Improvements might include:

- Striping and signing of a particular path to increase safety and path user compliance
- Sidewalk infill to connect essential pedestrian routes, especially in school areas
- Adding appropriate directional and informational signing along paths and sidewalks



- Re-striping of crosswalks where the striping has worn away
- Re-striping of on-road pedestrian facilities (roadway shoulders)
- ADA improvements in parks

### *Accommodating People with Disabilities*

With the advent of the Americans with Disabilities Act in 1990, the nation recognized the need to provide equal access to all residents. Since its inception, ADA has significantly changed design requirements for the construction of public space. Much of the pedestrian environment built prior to the ADA's inception does not adequately accommodate people with disabilities. The City of Sisters' approach is to gradually improve facilities through land development project requirements, capital street improvement projects, and capital projects that specifically retrofit outdated public pedestrian facilities.

It is important to note that a pedestrian environment strategically built to be accessible for people with disabilities is also more accessible for all. Curb ramps, for instance, can accommodate strollers, shopping carts, and delivery handcars. Accessible intersection crossings can increase safety for people regardless of ability. In recognition of this, the City's philosophical approach is to create pedestrian environments that are attractive, functional, and accessible to all people.

### *Developing an ADA Transition Plan*

As a part of ADA implementation, the Justice Department requires that all municipal jurisdictions have an ADA Transition Plan, intended to spell out the City's intention to retrofit the built environment to an accessible state. While the TSP's Pedestrian Element is purposely written to accommodate people with disabilities, a separate document with greater specificity is required. The ADA Transition Plan should use all relevant strategies of the TSP as well as other current practices that have merit.

To adequately plan the pedestrian environment for people with disabilities, the ADA Transition Plan must take into account each of the disabilities and the limitations they present. It is also important to be aware of how planning for people with one disability affects people with another disability. For example, gradual ramps and smooth transitions to the street help people in wheelchairs, but present challenges for the visually-impaired if they cannot easily identify the end of the sidewalk and beginning of the street. The Plan should also consider the needs of children and older adults.

### *Walkway Maintenance*

Maintaining pedestrian facilities is just as important as building the system. The City should periodically inventory the existing walkway network to identify needed improvements (e.g., cracked or heaving pavement, intersections lacking curb ramps, etc.) and dedicate resources on an ongoing basis to address these problem areas or notify the responsible party about necessary maintenance. The design guidelines contained in Appendix K provide a suggested list of maintenance activities and their frequency. A discussion of shared-use path maintenance can be found in the 'Bikeway Maintenance' section of Chapter 6.

## Needs

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As summarized in the Bicycle and Pedestrian Future Needs memo in Appendix H, future growth in Sisters may lead to increasing conflicts between motor vehicles, cyclists, and pedestrians. These conflicts include turning movements, crossing difficulties due to a reduced number of traffic gaps, and competition for space within the right of way. Future expansion of the multi-modal transportation network in Sisters may address and mitigate these future conflicts. Additional needs include updated pedestrian design standards, retrofitting of existing facilities to meet ADA requirements, and expansion of the shared-use path network.

## Pedestrian Master Plan and Action Plan

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In order to become a place where ‘people can get by without their car,’ the City is developing a plan to make Sisters a place where walking is a safe, attractive, and viable form of transportation that works seamlessly with other travel modes. The proposed infrastructure improvements and supporting programs will help Sisters reach its goal of safe and effective multi-modal transportation.

### Recommended Pedestrian Improvements

The recommended pedestrian network builds upon Sisters’ existing system of sidewalks, shared-use paths, and other pedestrian infrastructure. Depicted on the Proposed Pedestrian System Map shown in Figure 5-1, the recommended projects are intended to enhance pedestrian safety and convenience while making walking an attractive and viable travel mode. Recommendations include filling gaps in the sidewalk system, developing an interconnected shared-use path network, and targeting specific intersections for pedestrian crossing enhancements.

The recommended network was developed based on extensive input from previous planning efforts, as well as input from the Project Advisory Committee (PAC), city leaders, and Sisters residents. The sections below discuss specific pedestrian facilities in greater detail, while Table 5-1 and Table 5-2 at the end of this section present the project list. Though this TSP recommends construction of pedestrian facilities on all streets within Sisters, only projects along Collectors, Arterials, and the proposed multi modal transportation corridors are called out as individual projects in this document.

### *Sidewalks*

Sisters benefits from a relatively complete sidewalk system in several areas, including the downtown core, immediate surrounding neighborhoods, and on recently-constructed and reconstructed streets such as portions of Cascade Avenue east of Sisters Elementary School.

Sisters uses several types of sidewalks, including a curbed version in the downtown area, a rolled curb version with a meandering concrete, paver, or asphalt path in newer residential areas, and uncurbed asphalt pedestrian paths found throughout the city. The meandering sidewalk/pathway

style allows flexibility to maneuver around significant natural features (e.g., Ponderosa Forest), and helps to create a less-urban feel while maintaining a smooth, paved travel surface.

A major challenge in Sisters is filling sidewalk gaps in areas where facilities are fragmented or lacking altogether, and in areas where significant redevelopment is not expected to occur in the foreseeable future. Completing some sidewalk links can be challenging, especially in older residential areas where private property development has encroached into the public right-of-way. In addition, some residents may not want any paved facilities that change the rural character of their neighborhoods, or facilities that may impact mature landscaping encroachments and trees. Regardless, the public right-of way that is generally located on either side of the paved driving and parking area is intended for walking, whether or not a sidewalk currently exists.

The City is taking an active role in completing sidewalk infill projects, as demonstrated by recent sidewalk improvements in the downtown core and surrounding areas. This TSP strongly recommends that the City continue its efforts to expand the sidewalk system through new street construction and reconstruction and independent sidewalk infill projects.

## **Intersection Improvements**

Pedestrian crossings at intersections were identified as a major challenge in Sisters' existing walking environment. This TSP proposes an overall strategy to improve intersections and other pedestrian crossings citywide through a variety of treatments. Most intersections that could benefit from improvements are located along:

- Highly-traveled pedestrian corridors
- Streets with wide cross-sections (e.g., with wide travel lanes)
- Streets with higher vehicle speeds and volumes
- Streets with other conditions complicating pedestrian crossing movements

Examples include intersections along Highway 20 at Barclay Drive, Highway 20 at Locust Street, Pine Street at Cascade Avenue, along Highway 20 on the west side of town, and Barclay Drive at Pine Street. This TSP also recommends intersection improvements as part of several proposed shared-use corridors to facilitate easy and safe pedestrian crossings where paths cross major streets. Additional guidance is provided in the design guidelines in Appendix K.

## **Shared-Use Paths**

Shared-use paths within Sisters accommodate users of all types, ages, and ability levels. These paths form an important part of both the bicycle and pedestrian network and will connect to existing and proposed trails outside the city. See the Bicycle Chapter (Chapter 6) for a discussion of these facilities.

**Figure 5-1: Pedestrian System Improvements**

## Project Prioritization and Action Plan

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Several evaluation criteria were developed to identify and prioritize projects for improving Sisters' walking environment. Specifically, the criteria were applied in two ways:

- To lay out the best possible future pedestrian network by identifying the features of a network most important to Sisters residents. Criteria identified by the PAC include:
  - Safe crossings
  - Improving connectivity between destinations
  - Filling system gaps
- To rank projects against each other as an indication of their relative importance.

Using the above criteria, the consultant team first ranked each project based on information obtained from site visits, field work, and input from City officials and the public. Then the consultant team grouped the projects into high, medium, and low priorities. The high, medium, and low priorities may change according to available funds, changing priorities, new roadway projects, new development and redevelopment opportunities, or other factors. It should be noted that the purpose of this exercise is to understand the relative priority of the projects so that the City may apportion available funding to the highest-priority projects. Medium and low priority projects are also important and may be implemented at any point as part of a development or public works project. The ranked list should be considered a "living document" and should be frequently reviewed to ensure it reflects current Sisters priorities.

The list of proposed pedestrian projects (and their relative priority) is located at the end of this chapter (see Table 5-1 and Table 5-2). The Action Plan refers to the list of financially constrained projects; however, until implementation measures are taken (such as an update to the City's Capital Improvement Plan and implementation of necessary funding mechanisms), the Action Plan projects are not considered "reasonably likely to be funded" for Transportation Planning Rule (TPR) OAR 060 purposes. The Master Plan includes all projects (including the Action Plan) that the City would like to construct if there were no financial constraints. Therefore, projects on the Master Plan but not on the Action Plan (i.e., Table 5-2) are the desired projects that do not currently have an identified funding source.

### Selected Sisters Pedestrian Projects

This TSP is intended to examine transportation conditions and facilities throughout the Sisters and recommend general improvements. However, the following section discusses several projects in greater detail due to high priority, special design treatments, or project complexity.

#### *Cascade Avenue*

The selection of Barclay/Locust as an alternative highway route affords the City of Sisters an excellent opportunity to enhance the Cascade Avenue streetscape and improve bicycle (and pedestrian) crossing conditions. The recommend improvements for Cascade Avenue include: sidewalk widening (from five feet to eight feet), narrowing of parking lanes (from ten feet to eight feet), and adding extended curb extensions (removing one on-street parking space each) at

intersections without left turn pockets (or at desired mid-block locations) to further reduce the pedestrian/bicycle crossing distance. The proposed improvements would narrow the curb-to-curb width from 50 feet to 44 feet, and 32 feet at curb extensions.<sup>16</sup>

The City has obtained a design exception for Highway 20 to implement the proposed cross section. In addition, the City is pursuing a Special Transportation Area (STA) designation for Highway 20 (Cascade Avenue), in part to provide additional support for bicycle/pedestrian improvements. An STA is a designation that may be applied to a segment of state highway that bisects a planned or existing downtown area in the State of Oregon. The objective of an STA is to provide access to community activities, businesses, and residents and to accommodate safe bicycle, pedestrian, and transit along and across the highway. The STA designation is described in greater detail in the Motor Vehicle Chapter (Chapter 7) and in the next section of this chapter.

### *Addressing bicycle and pedestrian needs through STA Designation*

An STA designation will help balance the needs of all transportation users within the Highway 20 corridor. The Oregon Highway Plan (1999) recognizes the importance of balancing the needs of all users. Specific guidance is provided through STA design characteristics including:

- Ample sidewalk width along the highway
- Streets designed for easy pedestrian crossing
- Well developed bicycle and pedestrian facilities and networks including street designs that support these modes
- ADA compliance

Cascade Avenue (Highway 20), Sisters' Main Avenue, has obtained a design exception to adequately address the needs of all user groups. The design exception addresses the following:

- Limited right-of-way, freight, and capacity issues
- The need to retain on-street parking, as required by ODOT
- And trade-offs between bike lanes and wider sidewalks

Though bicycle and pedestrian facilities are recognized by the Oregon Highway Plan (1999) as important design treatments for STAs, it is not possible to accommodate all uses within the existing corridor while meeting freight and mobility needs.

Travel lane narrowing, curb extension installation, and sidewalk widening will improve the pedestrian realm and crossing conditions. Bicyclists on Cascade Avenue will be accommodated through shared lane markings and signing. Though these improvements favor pedestrians on Cascade Avenue, cyclists are accommodated one block to the north and south on Hood Avenue and Main Avenue. Additionally, they can use lower traffic shared streets (Adams Street or Washington Avenue) running parallel to Cascade Avenue two blocks to the north or south. Alternative travel corridors are especially important as they provide choices for bicycles

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<sup>16</sup> These represent minimum sidewalk widths for the proposed cross section. Sisters may choose to seek ODOT approval to further decrease these widths. For more information, see the Motor Vehicle chapter.

and pedestrians of all ages and abilities to travel in conditions that feel safer and comfortable. This TSP recommends that a discussion of bicycle and pedestrian travel along routes running parallel to Highway 20 be added to the STA Management Plan<sup>17</sup>.

### *Crossing Improvements at East Locust Street and Cascade Avenue*

The crossing of Locust Street at Cascade Avenue is a busy pedestrian intersection, especially at the beginning and end of the school day. Existing plans call for the removal of this barrier in conjunction with the future installation of a traffic signal at this intersection. Plans also call for the addition of a left turn pocket on Locust Street to facilitate left turning motor vehicles onto Cascade Avenue. This has the potential to increase motor vehicle-pedestrian conflicts and is especially noteworthy because of its location on a key pedestrian route from the elementary school to the library and city hall. Children in a hurry to reach the library cross this intersection with little regard for on-coming traffic. This TSP proposes a pedestrian refuge island in-lieu of a left turn lane on Locust Street. This modification would have little effect on motor vehicle access to the library and city hall while achieving a significant increase in pedestrian safety. This design could be used at other intersections where a refuge island would enhance pedestrian safety (e.g., Cascade Avenue and Larch Street).

### *Multi-Modal Transportation Corridors*

The Proposed Pedestrian System Map depicts several high priority multi-modal corridors in Sisters. These corridors (two running east-west and two running north-south) form the base of the proposed non-motorized transportation system in Sisters. Each corridor contains recommended projects of varying facility types designed to address identified needs, community desires, and available right-of-way. These corridors will emphasize pedestrian and bicycle travel while accommodating all modes of transportation. The design guidelines in Appendix K contain a description of facility types and treatments. These corridors include:

- Pine Street from Lundgren Mill Drive to Sisters View Road: Improvements include sidewalk infill, shared-use path segments, and intersection improvements.
- Larch Street from St. Helens Avenue to Lundgren Mill Drive: Improvements include sidewalk infill, shared-use path segments, and intersection improvements.
- Northern cross-town connector. This route utilizes several streets including Highway 20, a shared-use path running between Highway 20 and Adams Street, and Adams Street itself to form a west/east running multi-modal transportation corridor on the north side of Cascade Avenue. Improvements include shared street treatments, shared use path treatments, intersection improvements, and sidewalk infill. The City should consider using the cross section proposed for Washington Avenue along Adams Street.
- Southern cross-town connector. This route utilizes several streets including Highway 242, Hood Avenue, Washington Avenue, Cedar Street, and Highway 20 to form a west/east running multi-modal transportation corridor on the south side of Cascade Avenue.

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<sup>17</sup> An STA Management Plan is required when an STA is designated along a freight route. For a more detailed discussion, see the Motor Vehicle chapter and the Oregon *Highway Design Manual*.

Improvements include crossing treatments, sidewalk infill, shared street treatments, and wide sidewalks.

In June 2008, the City applied for a grant from the ODOT Pedestrian-Bicycle Improvement Grant Program for several improvements including sidewalks, bike lane striping, streetscape infrastructure, shared street treatments, and crossing improvements for several of the streets comprising the Southern cross-town connector. Improvements are proposed for:

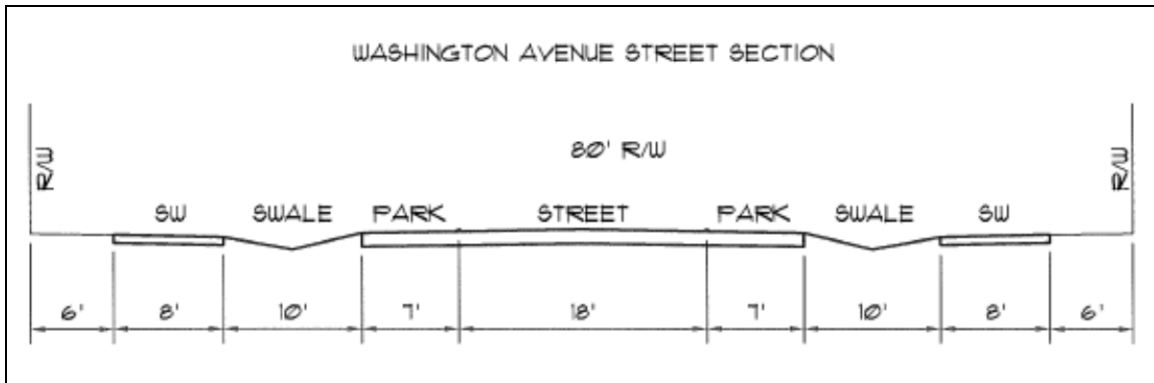
- Pine Street between Washington Avenue and Highway 20
- Cedar Street between Washington Avenue and Highway 20
- Locust Street between Washington Avenue and Highway 20
- Washington Avenue between Pine Street and Locust Street

The proposed improvements included wide sidewalks and a 'woonerf'-style shared space cross section. Figure 5-2 shows the project extent of proposed improvements to be funded by the grant, and Figure 5-3 illustrates the proposed cross section for Washington Street. It should be noted that the proposed cross section for Washington Street does not meet the standard for the proposed neighborhood route cross section in Figure 7-4 due to an effort to balance project costs with existing corridor conditions (e.g., paved width), which will require a design exception from the City Engineer. Though these improvements are not located on the Highway, they do provide options for cyclists and pedestrians of all ages and abilities to travel in safety and comfort along parallel routes.



Figure 5-2: Proposed Pedestrian-Bicycle Improvement Grant Project Extent





**Figure 5-3: Proposed Washington Avenue Cross Section**

## Project Costs

This section summarizes planning-level cost estimates associated with the recommended pedestrian improvement projects. The estimates were based on similar Pedestrian Improvement Plans as well as experience in other communities.

Unit cost estimates for individual pedestrian treatments (e.g., sidewalk cost per linear foot) are summarized in Appendix P, while Table 5-1 and Table 5-2 summarize the overall cost for each project. Table 5-1 is the Pedestrian Action Plan and Table 5-2 provides a list of the remaining Pedestrian Master Plan Projects that currently do not have projected funding. The cost estimates for all projects include contingency and construction management costs. A breakdown of the unit cost estimate assumptions used for the projects is given in Appendix M.

**Table 5-1: Pedestrian Action Plan Projects**

Location	Description	Priority	Cost (\$1,000's)
<b>High Priority Capital Improvements</b>			
Hwy 20 from Pine St to Locust St	<p>Widen sidewalks and narrow vehicle travel lanes along length of corridor. At intersections, install high visibility crosswalks, pedestrian warning signs, and curb extensions<sup>a</sup>. Install all but the curb extensions at Pine St (due to left-turn lanes). Improvements at Pine Street should focus on east/west crossing enhancements.</p> <p>This project and associated bicycle improvements correlate with the Cascade Ave Streetscape Improvements from the Downtown Sisters Urban Renewal Plan. All costs are accounted for in this pedestrian plan.</p> <p>Construct off-street parking facilities to mitigate removal of on-street parking.</p>	High	\$ 1,625
Main Ave from Pine St to Locust St	<p>Widen sidewalks and narrow vehicle travel lanes along length of corridor. In addition, install high visibility crosswalks and pedestrian warning signs at Pine St and Elm St.</p> <p>This project and associated bicycle improvements correlate with the Main Ave Streetscape Improvements from the Downtown Sisters Urban Renewal Plan. All costs are accounted for in this pedestrian plan.</p>	High	\$ 195
Mid-block crossing of Locust St between E. Cascade Ave and Hwy 20	Install high visibility crosswalk and school crosswalk signs. This crossing should be closed after improvements occur at the E. Cascade Ave/Locust St intersection.	High	\$ 28
Intersection of Hwy 20 and Locust St <sup>b</sup>	Install high visibility crosswalks, pedestrian warning signs, and signalized crossing. Integrate with traffic signal or roundabout, if present.	High	\$ 28
South leg of Locust St/E. Cascade Ave Intersection	Install a high visibility crosswalk and pedestrian warning signs. Also, install a pedestrian refuge island in conjunction with the installation of a southbound left-turn lane. This crossing will take the place of the mid-block crossing to the south.	High	\$ 28
Intersection of Hood Ave and Hwy 20	Install high visibility crosswalk and school crosswalk signs. The city should move the designated school crossing to the intersection of Locust St and Hwy 20 upon installation of a traffic signal or roundabout.	High	\$ 28
<b>Total Pedestrian Action Plan Cost</b>			<b>\$ 1,932</b>

<sup>a</sup> Curb extension design should consider mountable curb areas to facilitate large vehicle turning movements from the side street.

<sup>b</sup> Traffic control cost included separately in motor vehicle plan.

**Table 5-2: Remaining Pedestrian Master Plan Projects (Those not in Action Plan)**

Project	Description	Priority	Cost (\$1,000's)
<b>High Priority Capital Improvements</b>			
Intersection improvements along Pine St at Hood Ave, Adams Ave, and Main Ave	Install high visibility crosswalks and pedestrian warning signs. Integrate with traffic signal or roundabout, if present.	High	\$ 84
Intersection improvements at McKinney Butte Rd and the Tollgate Trail	Install high visibility crosswalks, pedestrian warning signs, and overhead flashing beacon	High	\$ 28
Intersection of Barclay Dr and Hwy 20 <sup>a</sup>	Install high visibility crosswalks, pedestrian warning signs, and signalized crossing. Integrate with traffic signal, if present.	High	\$ 28
Intersection of Barclay Dr and Pine St	Install high visibility crosswalks and pedestrian warning signs. Should occur in conjunction with alternate route development.	High	\$ 28
Intersection of Hwy 20 and Hwy 126	Install high visibility crosswalks and pedestrian warning signs. Integrate with traffic signal when constructed.	High	\$ 28
Intersection Improvements at Hwy 242 intersections with McKinney Butte Rd and Hood St	Install high visibility crosswalks and pedestrian warning signs. Should occur in conjunction with construction of shared use trail.	High	\$ 56
Intersection of Elm St and Hood Ave	Install high visibility crosswalks and pedestrian warning signs	High	\$ 28
Intersection of Larch St and Hood Ave	Install high visibility crosswalks and pedestrian warning signs	High	\$ 28
Washington Ave from Cottonwood St to Locust St	Construct new sidewalks and/or fill in existing sidewalk gaps	High	\$ 236 <sup>b</sup>
Hood Ave from Hwy 20 to Cedar St	Construct new sidewalks and/or fill in existing sidewalk gaps	High	\$ 187 <sup>b</sup>
Pine St from Barclay Dr to Sisters View Ave	Construct new sidewalks and/or fill in existing sidewalk gaps. Perform in conjunction with motor vehicle projects and fronting land development. Crossing improvements should focus on east/west movements.	High	\$ 374 <sup>b</sup>
McKinney Butte Rd from Sisters Middle School to Hwy 20	Construct new sidewalks and/or fill in existing sidewalk gaps. Perform in conjunction with fronting development.	High	\$ 197 <sup>a</sup>
E. Cascade Ave from Locust St to eastern city limits	Construct new sidewalks and/or fill in existing sidewalk gaps	High	\$ 204
Ash St from Jefferson Ave to Adams Ave	Construct new sidewalks and/or fill in existing sidewalk gaps	High	\$ 75 <sup>b</sup>
Fir St from Jefferson Ave to Adams Ave	Construct new sidewalks and/or fill in existing sidewalk gaps	High	\$ 71 <sup>b</sup>
Larch St from St. Helens Ave to Barclay Dr	Construct new sidewalks and/or fill in existing sidewalk gaps	High	\$ 233 <sup>b</sup>
<b>Total High Priority Capital Improvement Cost (Not Including Action Plan)</b>			<b>\$ 1,885</b>

Table 5-2 continued on next page.

**(Continued) Table 5-2: Remaining Pedestrian Master Plan Projects (Those not in Action Plan)**

Project	Description	Priority	Cost (\$1,000's)
<b>High Priority Programs</b>			
Citywide Spot Improvement Program	Fund an annual Spot Improvement Program to address ongoing pedestrian system needs	High	\$ 220 <sup>c</sup>
<b>Total High Priority Program Cost (Not Including Action Plan)</b>			<b>\$ 220</b>
<b>Medium Priority Capital Improvements</b>			
Intersection of Locust St and Barclay Dr	Install high visibility crosswalks and pedestrian warning signs. Integrate with traffic signal if constructed. Should occur in conjunction with alternate route development.	Medium	\$ 28
Oak St from Jefferson Ave to Adams Ave	Construct new sidewalks and/or fill in existing sidewalk gaps	Medium	\$ 71
Spruce St from Jefferson Ave to Adams Ave	Construct new sidewalks and/or fill in existing sidewalk gaps	Medium	\$ 96 <sup>a</sup>
Locust St from Cascade Ave to Barclay Dr	Construct new sidewalks and/or fill in existing sidewalk gaps. Perform in conjunction with alternate route.	Medium	\$ N/A <sup>b</sup>
Jefferson Ave from Pine Meadow St to Hwy 20	Construct new sidewalks and/or fill in existing sidewalk gaps	Medium	\$ 403 <sup>a</sup>
Adams Ave from Pine St to Cedar St	Construct new sidewalks and/or fill in existing sidewalk gaps	Medium	\$ 216 <sup>a</sup>
Barclay Dr from Hwy 20 to Camp Polk Rd	Construct new sidewalks and/or fill in existing sidewalk gaps. Perform in conjunction with alternate route.	Medium	\$ N/A <sup>b</sup>
Elm St from Main Ave to southern city limits	Construct new sidewalks and/or fill in existing sidewalk gaps	Medium	\$ 349 <sup>a</sup>
Citywide ADA Transition Plan	Develop an ADA Transition Plan identifying specific projects and strategies for bringing existing sidewalks and other pedestrian facilities into compliance with ADA standards	Medium	\$ 50 <sup>c</sup>
<b>Total Medium Priority Capital Improvement Cost (Not Including Action Plan)</b>			<b>\$ 1,212</b>

Table 5-2 continued on next page.

**(Continued) Table 5-2: Remaining Pedestrian Master Plan Projects (Those not in Action Plan)**

Project	Description	Priority	Cost (\$1,000's)
<b>Low Priority Capital Improvements</b>			
Mid-block crossing of Hwy at Buckaroo Trail	Install high visibility crosswalks and pedestrian warning signs. Should be constructed in conjunction with shared use paths. May require additional feasibility study based on current traffic levels.	Low	\$ 28
Intersection improvements at Hwy 20 and Jefferson Ave	Install high visibility crosswalks and pedestrian warning signs. Should be constructed in conjunction with shared use paths. May require additional feasibility study based on current traffic levels.	Low	\$ 28
Intersection improvements at Camp Polk Rd and Sun Ranch Dr	Install high visibility crosswalks and pedestrian warning signs	Low	\$ 28
Trinity Way from Hwy 242 to McKinney Butte Rd	Construct new sidewalks and/or fill in existing sidewalk gaps in conjunction with street widening	Low	\$ 225 <sup>a</sup>
Rail Way from McKinney Butte Rd to Hwy 20	Construct new sidewalks and/or fill in existing sidewalk gaps	Low	\$ 137 <sup>a</sup>
Sun Ranch Dr from Barclay Dr to Camp Polk Rd	Construct new sidewalks and/or fill in existing sidewalk gaps	Low	\$ 278 <sup>a</sup>
Sisters View Dr from Pine St to Barclay Dr	Construct new sidewalks and/or fill in existing sidewalk gaps	Low	\$ 145 <sup>a</sup>
Rope St from Cascade Ave to Timber Pine Dr	Construct new sidewalks and/or fill in existing sidewalk gaps in conjunction with fronting development	Low	\$ 41
Camp Polk Rd from Barclay Dr to northern city limits	Construct new sidewalks and/or fill in existing sidewalk gaps in conjunction with roadway construction	Low	\$ 419 <sup>a</sup>
Timber Pine Dr from Rope St to eastern terminus (Creekside Ct)	Construct new sidewalks and/or fill in existing sidewalk gaps	Low	\$ 49 <sup>a</sup>
Creekside Ct from Timber Pine Dr to Hwy 126	Construct new sidewalks and/or fill in existing sidewalk gaps	Low	\$ 157 <sup>a</sup>
Brooks Camp Rd from Hwy 242 to Trinity Way	Construct new sidewalks and/or fill in existing sidewalk gaps	Low	\$ 166 <sup>a</sup>
Black Butte Ave from Tamarack St to Larch St	Construct new sidewalks and/or fill in existing sidewalk gaps on south side of street only	Low	\$ 166 <sup>a</sup>
Locust St from Southern city limits to Hwy 20	Construct new sidewalks and/or fill in existing sidewalk gaps	Low	\$ 241 <sup>a</sup>
<b>Total Low Priority Capital Improvement Cost (Not Including Action Plan)</b>			<b>\$ 2,942</b>

Table 5-2 continued on next page.

**(Continued) Table 5-2: Remaining Pedestrian Master Plan Projects (Those not in Action Plan)**

Project	Description	Priority	Cost (\$1,000's)
<b>Low Priority Programs</b>			
Citywide Sidewalk Infill Program	Fund an annual Sidewalk Infill Program to complete sidewalk gaps on existing streets, Overall estimate (includes projects not specifically mentioned in this list)	Low	\$ 1,100 <sup>c</sup>
<b>Total Low Priority Program Cost (Not Including Action Plan)</b>			<b>\$ 1,100</b>
<b>Total Pedestrian Master Plan Cost (Not Including Action Plan)</b>			<b>\$ 7,359</b>

<sup>a</sup> Portions of these projects could potentially be funded and/or constructed by fronting development equating to their proportional share.

<sup>b</sup> Costs are included in the Motor Vehicle Plan.

<sup>c</sup> While the total cost through 2030 is presented in this table, this project will have annual costs. These costs per year can be determined by dividing by 22 year

## Chapter 6. Bicycle Plan

### Introduction

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The recommended bicycle network includes a diverse set of bicycling facilities connecting key destinations throughout Sisters. System improvements include filling on-street bikeway gaps, upgrading intersections for safer bicycle crossings, expanding the shared-use path network, and other infrastructure projects to encourage and facilitate bicycling. Suggested improvements include low-cost measures yielding immediate results, such as striping bicycle lanes where sufficient street width already exists. Other suggested improvements, such as expanding the local trail system, represent longer-term strategies for transforming Sisters into a truly bicycle-friendly community.

### Facilities

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Sisters benefits from a relatively well-connected street grid, which can serve as the basis for creating a community-wide bicycle system. Some bicycle facilities already exist, including striped lanes on Camp Polk Road, Lundgren Mill Drive, Highway 242, portions of Barclay Drive and a shared-use path near Sisters Middle School. Sisters has also made some provisions for end-of-trip facilities, including standards for both long- and short-term bicycle parking at new developments. For a comprehensive discussion, see the Existing Conditions Report for Bicycles and Pedestrians contained in Appendix H.

### Strategies

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This TSP proposes the following strategies to help Sisters become a truly bikeable community. Strategies requiring additional explanation are addressed after this list. Several strategies include both bicycle and pedestrian elements. In each case where this occurs, the bicycle-related elements of the project will be discussed here, and pedestrian-related elements will be discussed in the Pedestrian Chapter (Chapter 5). Cost estimates for integrated programs are found in the project table at the end of this chapter.

#### **Bikeable Community Strategies for Sisters**

- Continue to support policies that promote bicycling. Specific suggestions include:
  - Establish bicycle facility construction standards and incorporate them into the City's Public Works Standards and Development Code

- Retrofit existing bicycle facilities to current standards to promote safety, connectivity, and consistency, as adjacent development occurs, as funds become available, or as roads are replaced or reconstructed
- Require that all bikeways be constructed in a manner that addresses environmental conditions, such as natural, cultural, and historical features
- Require continuous bicycle connections and corridors within and between developments to provide convenience and safety for bicyclists.
- Develop and fund a Spot Improvement Program to respond quickly to location-specific bicycle infrastructure improvement needs. This program integrates with spot improvement programs for pedestrian infrastructure needs, discussed in Chapter 5.
- Establish a bicycle network signing program to determine sign placement locations and sign content (e.g., locations, distance, and travel time). The City should consider using custom signage to complement Sisters' Western-themed downtown and existing street signs. See the design guidelines contained in Appendix K for proposed designs for Sisters' bikeway signs.
- Establish a routine maintenance schedule for bicycle facilities (e.g., repairing/restriping damaged bike lanes). This program integrates with suggested routine maintenance for pedestrian facilities, discussed in Chapter 5.
- Implement recommendations made by the Safe Routes to School Plan included with this TSP as Appendix J. Coordinate with the Sisters School District to establish and strengthen Safe Routes to School (SR2S) Programs at the Elementary School, Middle School, and High School and to ensure long term, successful programs at each school. Prioritize facility improvements throughout the city on SR2S travel corridors. Develop education programs to increase the awareness of bicyclist needs and rights. See Appendix L for specific program recommendations.
- Pursue Special Transportation Area (STA) designation for Highway 20 (Cascade Avenue). This suggestion is discussed briefly in this chapter, in the recommendations for Highway 20 (Cascade Avenue), and in greater detail in the Motor Vehicle chapter.
- Develop encouragement programs to promote bicycling as a convenient, healthy, safe, and viable transportation mode. See Appendix L for specific program recommendations.
- Develop enforcement programs to ensure that pedestrians, bicyclists, and motorists obey traffic laws. See Appendix L for specific program recommendations.
- Identify and apply for state and federal grant funding opportunities to fund the system improvements identified in the Bicycle Master Plan. Specific funding opportunities are discussed later in the chapter on finance.
- Continue to seek funding for Washington Avenue multi modal corridor improvements through grants or other funding mechanisms.
- Create safe, comfortable, and convenient facilities parallel to Highway 20 for pedestrians and bicyclists of all ages and abilities.

## **Policies to Promote Bicycling**

Those strategies listed above that require additional explanation are addressed below.



## ***Bicycle Facility Construction Standards***

Bicycle parking facility standards can be found in Title 12 of the Development Code and the Public Works Design Standards. The Development Code discusses bicycle parking requirements for new development; this TSP proposes additional design guidance for bicycle parking. While the Public Works Design Standards mention that streets built along designated bikeways require additional pavement width, they do not explicitly require signing of a bicycle facility or require striping of a bike lane. This TSP proposes adopting a standard bike lane width of 6 feet to reflect ODOT guidelines, clarifying existing guidance for bikeways in City design guidelines. This TSP also proposes bike lanes on all new arterial and collector streets as well as retrofitting bike lanes with major roadway reconstruction on existing arterial and collector streets. New standards identified in this TSP should be codified in the appropriate Development, Municipal Code, and Public Works Design Standards.

## ***Spot Improvement Program***

A Spot Improvement Program provides a set amount of money each year to implement low-cost, one-time fixes to the bicycle system. Having the ability to respond quickly to the requests of bicyclists will enhance Sisters' standing as a bicycle-friendly community. A Spot Improvement Program could be funded with grants or general funds dedicated to smaller spot improvements identified by City staff and residents. Such improvements might include:

- Striping and signing of a particular route to increase safety and path user compliance along a heavily-used path
- Adding bicycle parking to locations that currently lack appropriate parking, such as areas along Cascade Avenue at the library and schools
- Adding appropriate directional and informational signage along paths and bicycle routes
- Re-striping of bicycle lanes where the striping has worn away

## ***Bikeway Maintenance***

Maintaining and improving bicycle facilities is as important as building the system. The City should regularly inventory the existing bikeway network to identify needed maintenance and dedicate resources on an ongoing basis to address these problem areas.

On- and off-street bikeways require regular maintenance and repair. On-street bikeways are typically maintained as part of normal roadway maintenance programs, with particular emphasis on keeping bike lanes and roadway shoulders clear of debris and keeping vegetation overgrowth from blocking visibility or encroaching into the roadway. Shared-use path maintenance activities typically include trash removal, trimming of trees and limbs extending into the pathway, and addressing pavement deterioration. Sisters should regularly evaluate its bicycle facilities and promptly address maintenance needs. The design guidelines contained in Appendix K provide recommendations for maintenance activities and their frequency.

## *Head-in Parking and Bicycle Facility Choice*

This TSP proposes bike lanes as the preferred bicycle facilities on Hood Avenue and Main Avenue. Bike lanes in this location provide several benefits over shared streets including:

- Showing a commitment to cycling as an important mode of travel by creating dedicated bicycle facilities to replace those absent from Highway 20
- Creating a bicycle system hierarchy centered in the downtown grid

This TSP recommends conversion of head-in diagonal parking to back-in diagonal parking for cyclist safety in conjunction with bike lane striping. This choice may require trade offs in terms of parking, bicycle facility type, and sidewalk width.

Placing wheel stops in parking spaces will prevent vehicles from overhanging into the sidewalk. Alternately, a 3-foot swale plus curb or planted median plus curb would serve the same purpose, though modifications to the existing curb may be costly. The 3-foot swale would be counted as part of the 18-foot diagonal parking and is consistent with the existing cross section.

## **Needs**

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As summarized in the future needs memo in Appendix H, future growth in Sisters may lead to increasing conflicts between motor vehicles, cyclists, and pedestrians. These conflicts include turning movements, crossing difficulties due to a decreasing number of traffic gaps, and competition for space within the right-of-way. Future expansion of the multi-modal transportation network in Sisters may help address and mitigate these future conflicts such as comprehensive bicycle design standards, and expansion of the shared-use path network.

## **Bicycle Master Plan and Action Plan**

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In order to become a place where ‘people can do without their car,’ the City is embarking on a plan to make Sisters a place where bicycling is a safe, attractive, and viable form of transportation that works seamlessly with other modes of travel. The proposed physical improvements and supporting programs will help Sisters reach its goal of safe and effective multi-modal transportation.

## **Bicycle Facilities**

Although Sisters currently lacks a connected comprehensive bikeway network, however, the City has potential to create an excellent system. The recommended bicycle network builds upon the system of bike lanes, shoulder bikeways, and shared-use paths already in place and also takes advantage of many lower-volume bicycle-friendly streets. Depicted on the Proposed Bicycle System Map in Figure 6-1, the recommended projects aim to fill system gaps and develop a more complete network appropriate for bicyclists of all ages and abilities. The proposed system includes an expanded bike lane network on streets where bicyclists would benefit from

delineated separation from motorists, while shared-use paths are recommended in wide right-of-ways along several cross-town routes. The recommended network also includes several Bicycle Boulevards or shared streets, taking advantage of Sisters' extensive network of lower-volume streets.

The recommended network was developed based on input from previous planning efforts as well as input from the Project Advisory Group (PAC), city leaders, and Sisters residents. The sections below discuss specific bicycle facilities in greater detail, while Table 6-2 and Table 6-3 at the end of this chapter present the project list.

### ***Bike Lanes***

Several major streets in Sisters lack dedicated bike lanes. Safely accommodating bicyclists on major roadways is important for several reasons. First, major streets generally offer the most direct routes between destinations while providing better connectivity compared with lower-order streets. Commuter cyclists and those traveling longer distances often gravitate to these routes. Second, the commercial character of major streets (e.g., employment, shopping, etc.) makes these corridors destinations in and of themselves.

To safely accommodate bicyclists on corridors with current or anticipated high vehicular traffic volumes, bike lanes are proposed on several major streets in Sisters. In developing the proposed bike lane network, consideration was given to several factors, including:

- Gaps in the existing bike lane system
- Previous and on-going planning efforts identifying the need for bike lanes on specific streets
- Planned street improvements that will include bike lanes as part of construction
- Whether an existing street could be retrofitted to include bike lanes
- Planned land development projects with the potential to generate bicycle travel demand on major streets

Implementation of the bike lane projects depicted on the Proposed Bicycle System Map would primarily occur through new street construction, widening of existing streets, or roadway re-striping. The following sections describe these approaches in greater detail.

**Figure 6-1: Bicycle System Improvements**

## **Bike Lanes as Part of New Street Construction**

Bike lanes should be included as part of new arterial and collector street construction. The Motor Vehicle Chapter 7 identifies several planned new major streets, including:

- Rail Way from McKinney Butte Road to Highway 20
- Lundgren Mill Drive from Sun Ranch Road to Camp Polk Road
- Barclay Drive from Pine Street to Camp Polk Road (Note: this route is planned as part of the Alternative Route for Highway 20 route)

The Motor Vehicle Chapter (Chapter 7) does not explicitly list bike lanes as part of these new street projects, however their Collector and/or Arterial status (and associated traffic volumes) indicate the need for dedicated bike lanes. This is consistent with the City's street design standards, which requires additional pavement width on roadways within designated bike corridors (but does not clarify the need for this additional pavement width). As recommended earlier in this chapter, the Development Code and Public Works Standards should clarify what this additional width is for and also require the installation of design treatments associated with the designated bikeway facility type (e.g., striping and signage for a bike lane).

## **Bike Lanes as Part of Roadway Widening Projects**

Continued residential and commercial expansion on Sisters' outskirts could alter the role of existing rural roadways. As these roadways transition to serve predominantly urban traffic, roadway widening may be necessary to address vehicle capacity and safety needs. Even without vehicle capacity expansion, roadway widening may be necessary to provide greater separation between bicyclists and increasing vehicle traffic volumes (e.g., by adding dedicated bike lanes). In Sisters, example corridors include:

- Portions of Barclay Drive
- McKinney Butte Road
- Portions of Camp Polk Road

## **Bicycle Boulevards/Shared Streets**

Several areas in Sisters benefit from a generally well-connected system of lower-volume streets that – with the addition of moderate treatments – could become good bicycling routes for riders of all ages and skills. These streets (commonly referred to as “Bicycle Boulevards”) accommodate bicyclists and motorists in the same travel lanes, usually with no bicycle lane delineation. Traffic controls along a Bicycle Boulevard assign priority to through cyclist movement while encouraging through vehicle traffic to use alternate parallel routes. Traffic calming, on street parking and other treatments along the corridor reduce vehicle speeds so that motorists and bicyclists generally travel at the same speed, creating a safer and more comfortable environment for all users. Boulevards also incorporate treatments to facilitate safe and convenient crossings where bicyclists must traverse major streets. Bicycle Boulevards work best in well-connected street grids, where riders can follow reasonably direct and logical routes with

few “twists and turns.” Boulevards also work best when higher-order parallel streets exist to serve through vehicle traffic.

Bicycle boulevards are comfortable and attractive places to cycle. There are few motor vehicles and those on the road travel at low speeds reducing pressure on cyclists to hug the edge of the roadway. Intersections are designed to reduce the need for cyclists to stop frequently and are improved to allow convenient and safe crossings of major roadways. Clearly marked routes lead cyclists to the multiple destinations they need and want to go while clearly indicating to motorists that the street is intended for bicycle travel. Due to these conditions, bicycle boulevards attract cyclists of all ages and abilities. Research indicates that there is a strong preference by cyclists for bicycle boulevards, and suggests that they may be a key tool for attracting new cyclists who are typically less comfortable riding in traffic.<sup>18</sup> In addition, these low-speed and low-volume facilities are also pleasant places for pedestrians and other non-motorized users.

Bicycle boulevards also allow creation of bikeways along corridors where other bikeway treatments may not be feasible due to right of way or funding constraints. Although the cost of construction will vary depending on the specific traffic calming and intersection treatments implemented, bicycle boulevards can be relatively inexpensive compared to other bicycle facility improvements, particularly when the design builds upon existing traffic calming features.

Bicycle boulevard treatments typically fall into one of five “application levels”. Treatments at each level provide an increase in treatment intensity. For example, level one and two treatments include relatively small-scale improvements such as pavement markings and signage while level five treatments include diversion of motor vehicle traffic. This TSP proposes level one and two treatments for all bicycle boulevard/shared street facilities, which allow the implementation of bicycle boulevards with the standard street cross sections shown in Chapter 7. Studies of specific corridors should be performed as necessary to determine the appropriate intensity of boulevard treatments. Additional treatments should be considered for future implementation along these routes as warranted by increased motor vehicle traffic, as funding allows, or greater emphasis on bicycle travel is desired. For detailed guidance on bicycle boulevards, see the design guidelines contained in Appendix K.

## Shared use Paths

Today, Sisters has the foundation of what could be a community-wide interconnected path system. Several notable paths comprise the base of the existing system, including the Tollgate Trail, internal paths within city parks, and informal trails connecting many parts of the city. Many of the trails proposed by this TSP will provide linkages to facilities existing and proposed

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<sup>18</sup> Professor Jennifer Dill of Portland State University (Oregon) led a study researching how the built environment influences cycling behavior using Geographic Positioning Systems (GPSs). The study was funded by the Robert Wood Johnson Foundation Active Living Research program and the Oregon Transportation Research and Education Consortium (OTREC). Preliminary analysis of the GPS data indicated that half of all cycling trips occurred on bicycle infrastructure (bike paths, bike lanes, bike routes, and bicycle boulevards) although bicycle infrastructure only accounts for 15% of the total roadway network available to cyclists in the Portland area. Notably, 10% of miles biked occurred on bicycle boulevards, a facility that accounts for less than 1% of the total bicycle infrastructure in the region.

in the *Sisters Community Trails Plan* and other existing and proposed trails in Deschutes County. The City is also actively pursuing path development opportunities, as shown by recent efforts to secure ‘Quick-fix’ funding for the Highway 242 path, and publication of the *Sisters Community Trails Plan*, designed to connect the city with outlying areas and the Deschutes County trail system. The City should keep this momentum going by pursuing path development opportunities.

## **Opportunities to Formalize/Enhance Existing Paths**

The City has opportunities to improve the existing shared-use path system by upgrading and repaving path segments, such as the Tollgate Trail (which currently consists of packed gravel). Today, users have created informal demand paths to access the Tollgate Trail from nearby residential neighborhoods; these could be paved. The City could also improve path/roadway crossings that currently pose difficulties for non-motorized users. Specific problem areas include intersections along McKinney Butte Road and the intersection of McKinney Butte Road and Highway 242.

## **New Path Corridors**

This TSP proposes several shared-use path corridors to help improve connectivity. These corridors are conceptual, and exact alignments should be determined after additional study. Proposed paths include a connection from Barclay Drive to Highway 20. An additional proposed connector would provide non-motorized access between Lundgren Mill Road and Larch Street (this connection is contingent on access or property ownership issues.) Another proposed path extends along the south side of Adams Avenue from Cedar Street to Pine Street. Several other path proposals are contained in the project table, located at the end of this chapter.

## **Bicycle Wayfinding Signage**

Signage for bicyclists can serve both wayfinding and safety purposes, including the following:

- Helping to familiarize users with the bikeway system
- Helping users identify the best routes to destinations
- Helping to address misperceptions about time and distance
- Helping overcome a “barrier to entry” for people who don’t bicycle much (e.g., the “interested but concerned” crowd)

Placing signs throughout the city indicating to bicyclists their direction of travel, location of destinations, and the riding time/distance to those destinations will increase users’ comfort and accessibility to the bicycle system. Wayfinding signs also visually cue motorists that they are driving along a bicycle route and should use caution. Signs are typically placed at key locations leading to and along bicycle routes, including the intersection of multiple routes. Too many road signs tend to clutter the right-of-way, and it is recommended that these signs be posted at a level most visible to bicyclists and pedestrians, rather than per vehicle signage standards.

National guidance on wayfinding signage is found in section 9B.20 of the *Manual on Uniform Traffic Control Devices* (MUTCD) and the American Association of State Highway and Transportation Officials (AASHTO) *Guide for the Development of Bicycle Facilities*. Oregon State guidelines come from the Oregon Department of Transportation. The City of Portland has developed and employed a bicycle wayfinding system for many years. Many jurisdictions have based bicycling wayfinding signage designs off the Portland’s example. Appendix K contains proposed wayfinding signage that fits well with Sisters’ existing street signs.

Determining the desirable signed destinations will help determine ideal sign placement and location. Potential destinations include the following:

- Downtown Sisters
- Other commercial centers
- Schools
- City and County parks and trails
- Connections to public transit
- Civic and community destinations (e.g., Sisters City Hall)

## Parking Requirements

Field visits and discussions with Sisters residents indicate that more bicycle parking is needed in some areas, including downtown and at the Elementary and Middle Schools. As shown in Table 6-1, section 3.3.400 of Sisters Development Code specifies minimum bicycle parking requirements for multi-family housing as well as parking lots, schools, colleges and trade schools, commercial, and multiple use buildings. Multi-family residences with three or fewer units do not have to provide bicycle parking, nor do developments with fewer than ten motor vehicle parking spaces.

**Table 6-1: Existing Bike Parking Requirements**

Land Use	Standard
Multi-Family Residence	1 per unit when the development has 4 or more dwelling units. All spaces must be sheltered.
Parking Lots	1 for every ten motor vehicle spaces
Schools	1 for every ten staff and students (elementary and middle); 1 for every 5 staff and students (high school). All spaces must be sheltered.
Colleges and Trade Schools	1 for every ten motor vehicle spaces. All spaces must be sheltered.
Commercial District	1 space per use
Multiple Uses	1 space for every ten motor vehicle spaces



Although the Development Code's requirements ensure a minimum number of bicycle parking spaces for most developments, the requirements may not fully address parking demand for some land uses. Though the standard number of one bicycle space for every 10 parking spaces provides some bicycle parking, the City should consider increasing this requirement if they wish to become a truly bicycle-friendly City. Recommended parking guidelines can be outlined in ODOT's *Model Development Code and User's Guide for Small Cities*.

Sisters would also benefit from long-term bicycle parking in the commercial district and other end-of-trip facilities. Long-term bicycle parking facilities include bicycle lockers, attended facilities, and/or other secure provisions, while other end-of-trip facilities include showers and changing areas.

Development Code enforcement holds equal importance. The City should undertake a bicycle parking analysis to determine whether all of the bicycle parking required by the Code is provided, and if so, that it is sited in locations that are convenient, visible, and free of obstacles. It should also be noted that the Code only establishes parking minimums, and new developments should be encouraged to exceed these standards. In areas of high potential demand (e.g., commercial districts) where new development or redevelopment is not expected to occur within a reasonably short time, the City should consider installing bike parking rather than waiting.

## Facility Design Requirements

The Development Code provides bicycle parking location and design guidance. The requirements include lighting, visibility and security, storage options, reserved areas, and storage. The design guidelines contained in this TSP provide additional suggestions for secure and well-designed bike parking.

## Project Prioritization and Action Plan

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Several evaluation criteria were developed to identify and prioritize projects for improving Sisters' bicycling environment. Specifically, the criteria were applied in two ways:

- To lay out the best possible future bicycling network by identifying the features of a network most important to the residents of Sisters. Identified priorities include:
  - improving connections to destinations
  - complete gaps in the bike lane system
  - signage (directional, guidance, and safety signage)
- To rank projects against each other as an indication of their relative importance

Using the above criteria, the consultant team ranked each project based on information obtained from site visits, field work, City officials, and the public. Then, the consultant team grouped the projects into high, medium, and low priorities. The high, medium, and low priorities may change according to available funds, changing priorities, new roadway projects, new development, and redevelopment opportunities, or other factors. It should be noted that the purpose of this exercise

is to understand the relative priority of the projects so that the City may apportion available funding to the highest priority projects. Medium low priority projects are also important and may be implemented at any point in time as part of a development or public works project. The ranked list should be considered a “living document” and should be frequently reviewed to ensure it reflects current Sisters priorities.

The list of proposed bicycle projects (and relative prioritization) is located at the end of this chapter (see Table 6-2 and Table 6-3). The Action Plan refers to the list of financially constrained projects; however, until implementation measures are taken (such as an update to the City’s Capital Improvement Plan and implementation of necessary funding mechanisms), the Action Plan projects are not considered “reasonably likely to be funded” for Transportation Planning Rule (TPR) OAR 060 purposes. The Master Plan includes all projects (including the Action Plan) that the City would like to construct if there were no financial constraints. Therefore, projects on the Master Plan but not on the Action Plan (i.e., Table 6-3) are the desired projects that do not currently have an identified funding source.

## **Selected Sisters Bicycle Projects**

This TSP is intended to examine transportation conditions and facilities throughout the Sisters and recommend general improvements. However, the following section discusses several projects in greater detail due to high priority, special design treatments, or project complexity.

### ***Cascade Avenue***

The selection of Barclay/Locust as an alternative highway route affords the City of Sisters an excellent opportunity to enhance the Cascade Avenue streetscape and improve bicycle (and pedestrian) crossing conditions. The recommend improvements for Cascade Avenue include: sidewalk widening (from five feet to eight feet), narrowing of parking lanes (from ten feet to eight feet), and adding extended curb extensions (removing one on-street parking space each) at intersections without left turn pockets (or at desired mid-block locations) to further reduce the pedestrian/bicycle crossing distance. The proposed improvements would narrow the curb-to-curb width from 50 feet to 44 feet, and 32 feet at curb extensions.<sup>19</sup>

The City has obtained a design exception for Highway 20 to implement the proposed cross section. In addition, the City is pursuing a Special Transportation Area (STA) designation for Highway 20 (Cascade Avenue), in part to provide additional support for bicycle/pedestrian improvements. An STA is a designation that may be applied to a segment of state highway that bisects a planned or existing downtown area in the State of Oregon. The objective of an STA is to provide access to community activities, businesses, and residents and to accommodate safe bicycle, pedestrian, and transit along and across the highway. The STA designation is described in greater detail in the Motor Vehicle Chapter (Chapter 7) and in the next section of this chapter.

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<sup>19</sup> These represent minimum sidewalk widths for the proposed cross section. Sisters may choose to seek ODOT approval to further decrease these widths. For more information, see the Motor Vehicle chapter.

This TSP recommends shared lane markings and shared roadway signs along Cascade Avenue. Cyclists wishing to use lower traffic parallel streets can utilize bike lanes on Main Avenue or Hood Avenue one block to the north or south, respectively.

### *Addressing bicycle and pedestrian needs through STA Designation*

An STA designation will help balance the needs of all transportation users within the Highway 20 corridor. The Oregon Highway Plan (1999) recognizes the importance of balancing the needs of all users. Specific guidance is provided through STA design characteristics including:

- Ample sidewalk width along the highway
- Streets designed for easy pedestrian crossing
- Well developed bicycle and pedestrian facilities and networks including street designs that support these modes
- ADA compliance

Cascade Avenue (Highway 20), Sisters' Main Avenue, has obtained a design exception to adequately address the needs of all user groups. The design exception addresses the following:

- Limited right-of-way, freight, and capacity issues
- The need to retain on-street parking, as required by ODOT
- And trade-offs between bike lanes and wider sidewalks

Though bicycle and pedestrian facilities are recognized by the *Oregon Highway Plan (1999)* as important design treatments for STAs, it is not possible to accommodate all uses within the existing corridor while meeting freight and mobility needs.

Travel lane narrowing, curb extension installation, and sidewalk widening will improve the pedestrian realm and crossing conditions. Bicyclists on Cascade Avenue will be accommodated through shared lane markings and signing. Though these improvements favor pedestrians on Cascade Avenue, cyclists are accommodated one block to the north and south on Hood Avenue and Main Avenue. Additionally, they can use lower traffic shared streets (Adams Street or Washington Avenue) running parallel to Cascade Avenue two blocks to the north or south. Alternative travel corridors are especially important as they provide choices for bicycles and pedestrians of all ages and abilities to travel in conditions that feel safer and comfortable. This TSP recommends that a discussion of bicycle and pedestrian travel along routes running parallel to Highway 20 be added to the STA Management Plan<sup>20</sup>.

### *Multi-Modal Transportation Corridors*

The Proposed Bicycle System Map depicts several high priority multi-modal corridors in Sisters. These corridors (two running east-west and two running north-south) form the base of the proposed non-motorized transportation system in Sisters. Each corridor contains recommended projects of varying facility types designed to address identified needs, community desires, and

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<sup>20</sup> An STA Management Plan is required when an STA is designated along a freight route. For a more detailed discussion, see the Motor Vehicle chapter and the *Oregon Highway Design Manual*.

available right-of-way. These corridors will emphasize pedestrian and bicycle travel while accommodating all modes of transportation. The design guidelines in Appendix K contain a description of multi-modal facility types and treatments. These corridors include:

- Pine Street from Lundgren Mill Drive to Sisters View Road: Improvements include sidewalk infill, shared-use path segments, bike lanes, and intersection improvements.
- Larch Street from St. Helens Avenue to Lundgren Mill Drive: Improvements include sidewalk infill, bike lanes, shared-use path segments, and intersection improvements.
- Northern cross-town connector. This route utilizes several streets including Highway 20, a shared-use path running between Highway 20 and Adams Street, and Adams Street itself to form a west/east running multi-modal transportation corridor on the north side of Cascade Avenue. Improvements include shared street treatments, shared use path treatments, intersection improvements, and sidewalk infill. The City should consider using the cross section proposed for Washington Avenue along Adams Street.
- Southern cross-town connector. This route utilizes several streets including Highway 242, Hood Avenue, Pine Street, Washington Avenue, Cedar Street, and Highway 20 to form a west/east running multi-modal transportation corridor on the south side of Cascade Avenue. Improvements include crossing treatments, sidewalk infill, shared street treatments, bike lanes, and wide sidewalks.

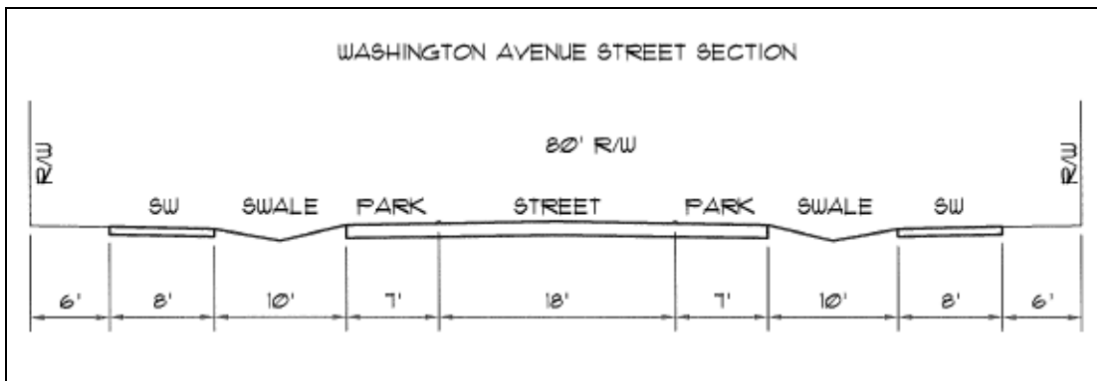
In June 2008, the City applied for a grant from the ODOT Pedestrian-Bicycle Improvement Grant Program for several improvements including sidewalks, bike lane striping, streetscape infrastructure, shared street treatments, and crossing improvements for several of the streets comprising the Southern cross-town connector. Improvements are proposed for:

- Pine Street between Washington Avenue and Highway 20
- Cedar Street between Washington Avenue and Highway 20
- Locust Street between Washington Avenue and Highway 2
- Washington Avenue between Pine Street and Locust Street

The proposed improvements included wide sidewalks and a 'woonerf'-style shared space cross section. Figure 6-2 shows the project extent of proposed improvements to be funded by the grant, and Figure 6-3 illustrates the proposed cross section for Washington Street. It should be noted that the proposed cross section for Washington Street does not meet the standard for the proposed neighborhood route cross section in Figure 7-4 due to an effort to balance project costs with existing corridor conditions (e.g., paved width), which will require a design exception from the City Engineer. The City should consider applying this cross section to other low traffic shared-streets with a wide right of way, such as Adams Street. Though these improvements are not located on the Highway, they do provide options for cyclists and pedestrians of all ages and abilities to travel in safety and comfort along parallel routes.



**Figure 6-2: Proposed Pedestrian-Bicycle Improvement Grant Project Extent**



**Figure 6-3: Proposed Washington Avenue Cross Section**

***Shared Use Pathway along the South Side of Highway 242***

The proposed bikeway system calls for the addition of a shared use pathway along the south side of Highway 242, similar to the existing pathway on the north side. This pathway would increase the future travel capacity and reduce potential conflicts between bi-directional bicycle and pedestrian traffic along this corridor. As the population of Sisters increases, it is expected that further development is likely to occur in the western and south-western portions of town. It is likely that a second shared-use facility will increase non-motorized use along this corridor and enhance user safety and comfort.

Several north/south crossings of Highway 242 would complete this project. At this time a detailed proposal for crossing locations does not exist. City staff has indicated safety concerns for crossings along this corridor due to high traffic-volume on Highway 242 (particularly between September and June when the schools are in session) and the close proximity of schools to the paths adjacent to the highway. Therefore, a safety study shall be undertaken before any design and/or construction of a pedestrian, bicycle, or multi-modal pathway is contemplated

along the south side of Highway 242. The safety study shall be reviewed and accepted by the Public Works Director and/or City Engineer at the discretion of the Public Works Director.

## Project Costs

This section summarizes planning-level cost estimates associated with the recommended pedestrian improvement projects. The estimates were based on similar Bicycle Improvement Plans as well as experience in other communities. Unit cost estimates for individual bicycle treatments (e.g., bike lane striping cost per linear foot) are found in Appendix P while Table 6-2 and Table 6-3 summarize the overall cost for each project. Table 6-2 is the Bicycle Action Plan and Table 6-3 provides a list of the remaining Bicycle Master Plan Projects that currently do not have projected funding. The cost estimates for all projects include contingency and construction management costs. A breakdown of the unit cost estimate assumptions used for the projects is given in Appendix M.

**Table 6-2: Bicycle Action Plan Projects**

Project	Description	Priority	Cost (\$1,000's)
<b>High Priority Capital Improvements</b>			
Hood Ave from Hwy 242 to Hwy 20	Stripe bike lanes	High	\$ 34
Hwy 20 from Pine St to Locust St	Develop bike boulevard. This project and associated pedestrian improvements correlate with the Cascade Ave Streetscape Improvements from the Downtown Sisters Urban Renewal Plan. Costs are accounted for in the pedestrian plan.	High	\$ N/A <sup>a</sup>
Main Ave from Pine St to Locust St	Stripe bike lanes. This project and associated pedestrian improvements correlate with the Main Ave Streetscape Improvements from the Downtown Sisters Urban Renewal Plan. Costs are accounted for in the pedestrian plan.	High	\$ N/A <sup>a</sup>
Locust St from Hwy 20 to Jefferson Ave	Stripe bike lanes	High	\$ 5
Washington Ave from Pine St to Locust St	Develop Bike Boulevard. An additional study to determine the appropriate intensity of boulevard development may be conducted.	High	\$ 46
<b>High Priority Programs</b>			
Bicycle Wayfinding Signage Plan	Develop a citywide bicycle wayfinding signage plan that identifies appropriate locations for signs, destinations to be highlighted on each sign, and approximate distance and riding time to each destination	High	\$ 20
<b>Total Bicycle Action Plan Cost</b>			<b>\$ 105</b>

<sup>a</sup> Costs are included in the Pedestrian Plan.

<sup>b</sup> While the total cost through 2030 is presented in this table, this project will have annual costs. These costs per year can be determined by dividing by 22 year.

**Table 6-3: Remaining Bicycle Master Plan Projects (Not in Action Plan)**

Project	Description	Priority	Cost (\$1,000's)
<b>High Priority Capital Improvements</b>			
Pine St from Barclay Dr to Jefferson Ave	Stripe bike lanes	High	\$ 40
E. Cascade Ave from Locust St to east city limits	Stripe bike lanes in conjunction with roadway widening and upgrade to collector cross section	High	\$ 30
Larch St from Jefferson Ave to Barclay Drive	Stripe bike lanes	High	\$ 29
Cedar St from Adams Ave to Main Ave	Develop Bike Boulevard. An additional study to determine the appropriate intensity of boulevard development may be conducted.	High	\$ 6
Main Ave from Cedar St to Locust St	Develop Bike Boulevard. An additional study to determine the appropriate intensity of boulevard development may be conducted	High	\$ 7
Whychus Creek Trail from Along Whychus Creek from Locust St to Hwy 20	Construct 8'-12' wide shared use path along Whychus Creek. Path will connect a developer provided pathway at the eastern terminus. The City is currently seeking grant funding for this project.	High	\$ 371
McKinney Butte Rd from Hwy 242 to Sisters Middle School	Construct 12' wide shared use path along the north side of McKinney Butte Road	High	\$ 380
<b>Total High Priority Capital Improvement Cost (Not Including Action Plan)</b>			<b>\$ 863</b>
<b>High Priority Programs</b>			
Zoning Ordinance update to include bicycle parking requirements	Update Zoning Ordinance to establish short-term bicycle parking requirements for individual land uses and to establish long-term parking requirements	High	\$ 10
Bikeway/Walkway Maintenance Program <sup>b</sup>	Develop and implement an annual maintenance program to providing regularly-scheduled maintenance activities for the on- and off-street bikeway and walkway system	High	\$ 440
Safe Routes to School improvements and Programmatic Funding <sup>b</sup>	Provide annual funding to provide SR2S materials including document production costs, mailings, informational updates, trainings, incentives and other related programmatic costs	High	\$ 88
Enforcement, Education, and Encouragement Programs <sup>b</sup>	Determine, develop, and implement desired programs	High	\$ 200
<b>Total High Priority Program Cost (Not Including Action Plan)</b>			<b>\$ 738</b>

Table 6-3 continued on next page.

(Continued) Table 6-3: Remaining Bicycle Master Plan Projects (Not in Action Plan)

Project	Description	Priority	Cost (\$1,000's)
<b>Medium Priority Capital Improvements</b>			
Barclay Dr from Hwy 20 to Camp Polk Rd	Construct shared use path or construct and stripe bike lanes in conjunction with alternate route	Medium	\$ N/A <sup>a</sup>
Locust St from Barclay Dr to Hwy 20	Construct shared use path or construct and stripe bike lanes in conjunction with alternate route	Medium	\$ N/A <sup>a</sup>
McKinney Butte Rd from Hwy 242 to Hwy 20	Construct and stripe bike lanes. May require pavement widening in some areas	Medium	\$ 529
Jefferson Ave from Pine Meadow St to Hwy 20	Stripe bike lanes	Medium	\$ 37
Elm St from south city limits to Hood Ave	Stripe bike lanes	Medium	\$ 19
Locust St from Hwy 126 to Jefferson Ave	Stripe bike lanes	Medium	\$ 5
Adams Ave from Pine St to Cedar St	Develop Bike Boulevard. An additional study to determine the appropriate intensity of boulevard development may be conducted	Medium	\$ 38
Pine St from Jefferson Ave to Sisters View Dr	Develop Bike Boulevard. An additional study to determine the appropriate intensity of boulevard development may be conducted	Medium	\$ 22
Hwy 20 from Larch St to Locust St	Strip bike lanes	Medium	\$ 6
Desperado Spur Trail from Intersection of Hwy 20/126 to east city limits	Construct 8'-12' wide shared use path from intersection of Hwy 20/126 to east city limits. This includes a spur towards Desperado Trail. Alignment to be determined. Construction should occur in conjunction with development	Medium	\$ 404 <sup>b</sup>
Hwy 20 from Hwy 126 to Locust St	Construct shared use path along north side of Hwy 20	Medium	\$ N/A <sup>a</sup>
Hwy 126 from Eastern city limits to Hwy 20	Construct 12' wide shared use path along north side of Hwy 126	Medium	\$ 404
Hood Ave from Hwy 20 to Hwy 242	Stripe bike lanes	Medium	\$ 34
Sisters High School Pathway from Tollgate Path to McKinney Butte Rd	Construct 8'-12' wide shared use path extension from the Tollgate Path to McKinney Butte Rd	Medium	\$ 155
<b>Total Medium Priority Capital Improvement Cost</b>			<b>\$ 1,653</b>

Table 6-3 continued on next page.



(Continued) Table 6-3: Remaining Bicycle Master Plan Projects (Not in Action Plan)

Project	Description	Priority	Cost (\$1,000's)
<b>Low Priority Capital Improvements</b>			
Tyee Dr from Three Creeks Rd to Locust St	Stripe bike lanes (currently a marked wide shoulder)	Low	\$ 20
Bike lanes from Hwy 20 to McKinney Butte Rd	Stripe bike lanes	Low	\$ 13
Trinity Way from Hwy 242 to McKinney Butte Rd	Develop Bike Boulevard. An additional study to determine the appropriate intensity of boulevard development may be conducted.	Low	\$ 24
Rope St from Cascade Ave to Timber Pine Dr	Develop Bike Boulevard. An additional study to determine the appropriate intensity of boulevard development may be conducted.	Low	\$ 5
Brooks Camp Dr from Southern terminus to future Rail Way	Develop Bike Boulevard. in conjunction with roadway construction. An additional study to determine the appropriate intensity of boulevard development may be conducted.	Low	\$ 13
Timber Pine Dr from Rope St to eastern terminus (Creekside Ct)	Develop Bike Boulevard. An additional study to determine the appropriate intensity of boulevard development may be conducted.	Low	\$ 6
Creekside Ct from Timber Pine Dr to Hwy 126	Develop Bike Boulevard. An additional study to determine the appropriate intensity of boulevard development may be conducted.	Low	\$ 18
Sun Ranch Dr from Barclay Dr to Camp Polk Rd	Develop Bike Boulevard. An additional study to determine the appropriate intensity of boulevard development may be conducted.	Low	\$ 31
Pine Meadow St from South terminus to Hood Ave	Develop Bike Boulevard. An additional study to determine the appropriate intensity of boulevard development may be conducted.	Low	\$ 38
Coyote Springs Rd from Locust St to S. Buckaroo Trail	Develop Bike Boulevard. An additional study to determine the appropriate intensity of boulevard development may be conducted.	Low	\$ 33
Locust St from Jefferson Ave to south city limits	Develop Bike Boulevard. An additional study to determine the appropriate intensity of boulevard development may be conducted.	Low	\$ 32
Hwy 242 from Hood Avenue to west city limits	Construct 8' - 12' wide shared use connector pathway on south side of roadway. Alignment to be determined. Crossing locations will be determined prior to construction through a safety study.	Low	\$ 1,663
Buckaroo Trail from Coyote Springs Rd to Hwy 20	Develop Bike Boulevard. An additional study to determine the appropriate intensity of boulevard development may be conducted.	Low	\$ 13

Table 6-3 continued on next page.

(Continued) Table 6-3: Remaining Bicycle Master Plan Projects (Not in Action Plan)

Project	Description	Priority	Cost (\$1,000's)
<b>Low Priority Capital Improvements (Continued)</b>			
Barclay Dr Connector Pathway from Larch St to Lundgren Mill Dr	Construct 8' - 12' wide shared use connector pathway. Alignment to be determined	Low	\$ 94
Pine St from Adams Ave to northern city limits	Construct 8' - 12' wide shared use path. Alignment to be determined	Low	\$ 723
Washington Dr Connector Pathway from Pine Meadow St to intersection Washington Dr and Pine St	Construct 8' - 12' wide shared use path. Alignment to be determined. Should occur in conjunction with development. Alignment to be determined.	Low	\$ 214 <sup>b</sup>
Hwy 20 from east city limits to Buckaroo Trail	Construct shared use path along south side of Hwy 20	Low	\$ N/A <sup>a</sup>
Hwy 20 from Buckaroo Trail to Locust St	Construct shared use path along south side of Hwy 20. Takes the place of sidewalks and bike lanes	Low	\$ N/A <sup>a</sup>
McKinney Butte Rd from Sisters High School to Sisters Middle School	Construct 8' - 12' wide shared use path along south side of McKinney Butte Rd	Low	\$ 166
Tyee Dr from Locust St to Whychus Creek Trail	Construct shared use pathway along north side of street	Low	\$ 258
Hwy 20 Pathway from Intersection of Hwy 20 and Barclay Dr to Intersection of Pine St and Adams Ave	Construct 8' - 12' wide shared use pathway in conjunction with new development. Alignment to be determined.	Low	\$ 391 <sup>b</sup>
Hotel Pathway from Jefferson Way to Cottonwood St	Construct 8' - 12' wide shared use pathway in conjunction with new development. Alignment to be determined.	Low	\$ 179 <sup>b</sup>
Sisters Middle School Pathway from McKinney Butte Rd to Hwy 242	Construct 8' - 12' wide shared use path running north/south through school grounds	Low	\$ 594
Shared Use Path Connector from Pine St to Hwy 20	Construct 8' - 12' wide shared use path between Adams Ave and Hwy 20/Barclay Dr. Alignment to be determined. Construction should occur in conjunction with development	Low	\$ 356
Hwy 20 from Rail Way to Pine St	Construct 8' - 12' wide shared use path along west side of Hwy 20. Takes the place of sidewalks and bike lanes	Low	\$ N/A <sup>a</sup>
<b>Total Low Priority Capital Improvement Cost</b>			<b>\$ 4,827</b>
<b>Total Bicycle Master Plan Cost (Not Including Action Plan)</b>			<b>\$ 8,081</b>

<sup>a</sup> Costs are included in the Motor Vehicle Plan.

<sup>b</sup> Portions of these projects could potentially be funded and/or constructed by fronting development.

## Chapter 7. Motor Vehicle Plan

### Introduction

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This chapter summarizes the motor vehicle system plan elements that will serve the City of Sisters. The plan elements consist of a master plan map, a list of improvement projects and programs, and related design standards that implement the transportation goals and policies established by the community. The facilities have been selected and designed to balance the traveling needs of the residents, merchants, and visitors of Sisters, while also providing services for regional auto and freight traffic.

The following sections outline the strategies used to develop the Motor Vehicle improvement plans and roadway standards. The resulting Motor Vehicle plan is consistent with other jurisdictional plans including the Deschutes County Transportation System Plan and the Oregon Department of Transportation (ODOT) Highway Plan.

### System Needs

Highway 20 facilities provide inadequate mobility during peak travel days. Heavy congestion on this primary route through Sisters impacts local circulation and access for all travel modes in the downtown area. Recurring congestion and vehicle queues adversely impact local circulation at major cross streets including Locust Avenue, Elm Street, Pine Street and Barclay Drive. As volumes grow from regional and local development, the frequency and severity of these heavy congestion events on Highway 20 will increase. Growth trends and findings about future system capacity deficiencies are outlined in the Future Needs chapter (Chapter 4). That analysis demonstrated that the short-term improvements already programmed on Highway 20 will be far below what is needed to serve growth through 2030. The impact of future traffic growth will be severe without additional investment in transportation improvements along the Highway 20 corridor.

Aside from the Highway 20 corridor, the motor vehicle system needs in Sisters are more focused on integration with other travel modes, to promote better safety and access for non-motor vehicle travel. The specific projects and plans to meet these objectives are addressed in the Pedestrian and Bicycle Plans. In addition, several strategies related to system management and design standards are identified in the following sections.

## Strategies

To meet performance standards and manage the forecasted travel demand for all modes, the transportation system within the City of Sisters needs significant multi-modal improvements. The transportation improvements will be more sustainable and the associated financial investments will yield greater returns by following a variety of management and capital improvement strategies, including:

- Pursue a Special Transportation Area (STA) designation for Highway 20 in the downtown core.
- Perform Transportation System Management (TSM) – Improve management of the existing transportation system through one or more measures, including:
  - Neighborhood Traffic Management
  - Functional Classification
  - Cross-section standards
  - Access Management
  - Local Street Connectivity
- Perform Transportation Demand Management (TDM) – Encourage other transportation modes during the peak travel demand period besides single occupant vehicles.
- Develop a Motor Vehicle Improvement Plan that provides the necessary capacity and circulation improvements.
- Designate local Truck Routes through Sisters in addition to the state highway freight route.

## Special Transportation Area (STA) Designation

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The Special Transportation Area (STA) designation can be applied to a highway segment when an existing downtown business district straddles the state highway in an urban center. For an STA to be applied on a designated freight route, it must be approved by the Oregon Transportation Commission. In order to be considered for STA designation, an area must:

- Straddle a state highway
- Not be located on a freeway or expressway
- Have slow traffic speeds, generally 25 mph or less.

Typically, STAs are located with mixed land uses and buildings spaced close together and developed with little or no setback from the highway. In addition, sidewalks are wide and are located adjacent to both the buildings and the highway. In general, public road connections are preferred to private driveway access, which would mean that businesses would combine driveways and have access onto the side streets as opposed to direct access onto the highway; however, private driveway access would be allowed where feasible access alternatives are not available.

The objective of an STA designation is to emphasize that, in addition to providing vehicular mobility, this portion of the highway should also provide access to community activities, businesses, and residences and should accommodate pedestrian, bicycle, and transit movement along and across the highway. One way in which this designation shifts emphasis to other modes is by allowing increased traffic congestion before roadway widening mitigations are required.<sup>21</sup> Another way is by allowing the roadways to have reduced cross-sections (e.g. narrower lane widths). To achieve the desired Highway 20-Cascade Avenue cross-section, City staff has coordinated with ODOT Region 4 and District staff to obtain a design exception for narrow sidewalk widths and narrower shoulder widths to achieve some of the desired components of an STA designation. Therefore, a STA designation is not required to implement the proposed cross sections for Cascade Avenue, but may still be a desired designation for the City to manage future congestion and focus on local multi-modal activity.

To obtain an STA designation for downtown Sisters, an STA Management Plan will be required as Highway 20 is a freight route. The STA Management Plan will identify long-term strategies for managing improvements, intersection spacing, and access management along the corridor.

## Transportation System Management (TSM)

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Transportation System Management (TSM) focuses on low cost strategies to enhance transportation system performance by seeking solutions that better manage facilities, maximize mobility, and treat all modes of travel as a coordinated system. Through better management and operation of transportation facilities, existing and future transportation infrastructure will have a longer design life by providing improved traffic flow, system accessibility, and safety. In the City of Sisters, there are five TSM measures that will be addressed:

- Neighborhood Traffic Management (NTM)
- Functional Classification
- Cross-section standards
- Access Management
- Local Street Connectivity

These measures are described in detail in the following sections.

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<sup>21</sup> On Oregon highway segments designated as Special Transportation Areas (STAs), Oregon Department of Transportation (ODOT) traffic congestion standards are higher (meaning more congestion is allowed): the volumes-to-capacity (V/C) mobility standard is 0.95 for STA designated facilities.

## **Neighborhood Traffic Management**

Neighborhood Traffic Management (NTM) is a term that has been used to describe traffic control devices typically used in residential neighborhoods to slow traffic or possibly reduce the volume of traffic. NTM is descriptively called traffic calming due to its ability to improve neighborhood livability. The City of Sisters currently has limited neighborhood traffic management elements, mainly the use of narrow road widths that manage vehicle speed. As traffic congestion increases in the future, protecting the livability of neighborhoods may become an increasing need that requires the ability to mitigate impact.

To address neighborhood impacts, Sisters will require that in addition to assessing impacts to the entire transportation network, traffic studies for new developments will also assess impacts to residential streets and identify mitigation for developments that are anticipated to add significant traffic volumes or increase vehicle speeds on nearby residential streets. The threshold used to determine if this additional analysis is needed is if the proposed project is expected to increase volumes on a residential street (classified as either local or neighborhood route) by more than 30 vehicles in a peak hour or 300 vehicles per day. Once the analysis is performed, thresholds used to determine if residential streets are impacted will be:

- Local residential street volumes should not increase above 1,200 average daily trips
- Local residential street speeds should not exceed 28 miles per hour (85<sup>th</sup> percentile speed)

Mitigation measures for neighborhood traffic impact must balance the need to manage vehicle speeds and volumes with the need to maintain mobility, circulation, and function for service providers (e.g. emergency response). Table 7-1 lists common NTM applications and suggests which devices may be supported by the Sisters – Camp Sherman Fire District (descriptions of common traffic calming measures can be found in Appendix O). Any NTM project should include coordination with emergency agency staff to ensure public safety is not compromised.

**Table 7-1: Allowed Traffic Calming Measures by Roadway Functional Classification**

Traffic Calming Measure	Is Measure Supported? (per Roadway Classification) <sup>a</sup>		
	Arterial	Collector	Neighborhood Route/ Local Street
Curb Extensions	Supported	Supported	
Roundabouts	Supported	Supported	
Medians and Pedestrian Islands	Supported	Supported	
Pavement Texture <sup>b</sup>	Supported	Supported	Calming measures are supported on lesser response routes that have connectivity (more than two accesses) and are accepted and field tested by the Sisters – Camp Sherman Fire District.
Speed Hump	Not Supported	Not Supported	
Raised Crosswalk	Not Supported	Not Supported	
Speed Cushion (provides emergency pass-through with no vertical deflection)	Not Supported	Not Supported	
Choker	Not Supported	Not Supported	
Traffic Circle	Not Supported	Not Supported	
Diverter (with emergency vehicle pass through)	Not Supported	Supported	
Chicanes	Not Supported	Not Supported	

<sup>a</sup> Traffic calming measures are supported with the qualification that they meet Sisters – Camp Sherman Fire District guidelines including minimum street width, emergency vehicle turning radius, and accessibility/connectivity.

<sup>b</sup> Pavement texture is not supported for crosswalks located in the Downtown District.

Neighborhood traffic management (NTM) may be considered for State facilities but it would be required to meet ODOT standards, including any ODOT approved design exceptions. For example, pavement textures, chokers, and traffic circles are generally prohibited on state highways.

## Street Functional Classification

The street functional classification map for streets in Sisters is shown in Figure 7-1. Any street not designated as an arterial, collector or neighborhood route is considered a local street. The functional classes, updated classifications, and criteria for future classification changes for Sisters roadways are explained in the following sections.

### *Arterial Streets*

Arterial streets serve to interconnect the City. These streets link major commercial, residential, industrial and institutional areas. Arterial streets are typically spaced about one mile apart to assure accessibility and reduce the incidence of traffic using collectors or local streets for through traffic in lieu of a well placed arterial street. The maximum interval for arterial spacing within the City should be 3,000 feet. Access control is the key feature of an arterial route. Arterials are typically multiple miles in length.

### *Collector Streets*

Collector streets provide both access and circulation within and between residential and commercial/industrial areas. Collectors differ from arterials in that they provide more of a citywide circulation function, do not require as extensive control of access (compared to arterials) and penetrate residential neighborhoods, distributing trips from the neighborhood and local street system. The maximum interval for collector roadways should be 1,500 feet. Collectors are typically greater than 0.5 to 1.0 miles in length.

### *Neighborhood Routes*

Neighborhood routes are usually long relative to local streets and provide connectivity to collectors or arterials. Because neighborhood routes have greater connectivity, they generally have more traffic than local streets and are used by residents in the area to get into and out of the neighborhood, but do not serve citywide/large area circulation. They are typically about a quarter to a half-mile in total length. Traffic from cul-de-sacs and other local streets may drain onto neighborhood routes to gain access to collectors or arterials. Because traffic needs are greater than a local street, certain measures should be considered to retain the neighborhood character and livability of these routes. Neighborhood traffic management measures are often appropriate (including devices such as speed humps, traffic circles and other devices). However, it should **not** be construed that neighborhood routes automatically get speed humps or any other measures. While these routes have special needs, neighborhood traffic management is only one means of retaining neighborhood character and vitality.

### *Local Streets*

Local streets have the sole function of providing immediate access to adjacent land. Service to through traffic movements on local streets is deliberately discouraged by design. All other city streets in the City of Sisters that are not designated as arterial streets, collector streets, or neighborhood routes are considered to be local streets.



**Figure 7-1: Functional Class**

## *Criteria for Changes to Functional Classification*

The criteria used to assess functional classification have two components: the extent of connectivity and the frequency of the facility type. Maps can be used to determine regional, city/district and neighborhood connections. The frequency or need for facilities of certain classifications is not routine or easy to package into a single criterion. While planning textbooks call for arterial spacing of a mile, collector spacing of a quarter to a half-mile, and neighborhood connections at an eighth to a sixteenth of a mile, this does not form the only basis for defining functional classification.

Changes in land use, environmental issues or barriers, topographic constraints, and demand for facilities can change the frequency for routes of certain functional classifications. While spacing standards can be a guide, they must consider other features and potential long term uses in the area (some areas would not experience significant changes in demand, where others will). It is acceptable for the city to re-classify street functional designations to have different naming conventions, however, the general intent and purpose of the facility, whatever the name, should be consistent with regional, state and federal guidelines.

By planning an effective functional classification of Sisters streets, the City can manage public facilities pragmatically and cost effectively. These classifications do not mean that because a route is an arterial it is large and has lots of traffic. Nor do the definitions dictate that a local street should only be small with little traffic. Identification of connectivity does not dictate land use or demand for facilities. The demand for streets is directly related to the land use. The highest level connected streets have the greatest potential for higher traffic volumes, but do not necessarily have to have high volumes as an outcome, depending upon land uses in the area. Typically, a significant reason for high traffic volumes on surface streets at any point can be related to the level of land use intensity within a mile or two. Many arterials with the highest level of connectivity have only 35 to 65 percent “through traffic”. Without the connectivity provided by arterials and collectors, the impact of traffic intruding into neighborhoods and local streets goes up substantially.

## *Functional Classification Changes in Sisters*

Updated functional classifications of City of Sisters roadways will provide a framework for improving network design, circulation, and mobility. The key changes include (1) increasing the number of arterial roadways to improve citywide circulation, (2) maintaining and updating the collector system to reflect recent and expected land use development, and (3) providing neighborhood routes that serve clear connections between neighborhoods and the collector and arterial network. The updated functional classifications for City of Sisters roadways are shown in Figure 7-1. The revised classifications include:

- Adams Avenue from Pine Street to Cedar Street is upgraded from a local street to a neighborhood route
- Barclay Drive is upgraded from a collector to an arterial

- Black Butte Avenue from Larch Street to east City limits is upgraded from a local street to a neighborhood route
- Brooks Camp Road is upgraded from a local street to a neighborhood route
- Camp Polk Road/Locust Street from Highway 20 to Barclay Drive is upgraded from a collector to an arterial
- Cedar Street from Main Avenue to Adams Avenue should be upgraded from a local street to a neighborhood route
- Cowboy Street from Black Butte Avenue to East Cascade Avenue is upgraded from a local street to a neighborhood route
- East Cascade Avenue from Cascade Avenue to Rope Street is upgraded from a local street to a collector
- Jefferson Avenue from Pine Street to west City limits is upgraded from a local street to a collector
- Larch Street from Jefferson Avenue to Barclay Drive is upgraded from a local street to a collector
- Locust Street from Jefferson Avenue to south City limits is downgraded from a collector to a neighborhood route
- Lundgren Mill is upgraded from a local street to a neighborhood route
- McKinney Butte Road is upgraded from a local street to a collector
- Pine Street from Jefferson Avenue to south City limits is upgraded from a local street to a neighborhood route
- Pine Meadow Street is upgraded from a local street to a neighborhood route
- Rail Way is upgraded from a local street to a collector
- Rope Street from East Cascade Avenue to Timber Pine Drive is upgraded from a local street to a neighborhood route
- Sisters Park Drive is upgraded from a local street to a neighborhood route
- St. Helens Avenue from Locust Street to Pine Street is upgraded from a local street to a neighborhood route
- Sun Ranch Drive is upgraded from a local street to a neighborhood route
- Timber Creek Drive is upgraded from a local street to a neighborhood route
- Timber Pine Drive from Rope Street to Highway 126 is upgraded from a local street to a neighborhood route
- Trinity Way is upgraded from a local street to a neighborhood route
- Tyee Drive from Elm Street to Locust Street is downgraded from a collector to a local street
- Washington Street from Locust Street to Pine Street is upgraded from a local street to a neighborhood route

## Cross-Section Standards

Street cross-section standards consist of minimum, maximum, and/or typical cross-sections that are required for City roadways based on their functional classification. The purposes of the cross-section standards are to ensure that the City roadways can meet the multi-modal function and demand associated with their functional classification and to provide consistency throughout the City. Because the actual design of a roadway can vary from segment to segment due to adjacent land uses and other factors (e.g., truck routes, bike routes, pedestrian corridors, etc.), flexibility has been built in to the standards; this is why ranges of required components are provided for each functional class.

Along arterial and collector corridors, additional right of way may likely be needed implement improvements to meet the standard cross section. The City should update the development code to require new development to dedicate right of way to the ultimate planned street cross section in order to avoid building impacts and right of way negotiating and purchasing at a later time.

Additional design considerations are required for state highways. These state highway design considerations are defined in the *Oregon Highway Plan (OHP)* and in the *Highway Design Manual (HDM)*. Any deviation from these standards requires approval of a design exception.

The cross-section standards are provided in Figure 7-2 for arterial streets, Figure 7-3 for collector streets, and Figure 7-4 for neighborhood routes and local streets. In order to ensure suitability for roadway improvements, final cross-section designs must be coordinated with the City of Sisters and are subject to City Staff approval; cross-sections of state highways are also subject to Oregon Department of Transportation (ODOT) approval.

**Figure 7-2: Arterial Street Cross Section**

**Figure 7-3: Collector Street Cross Section**

**Figure 7-4: Neighborhood Route/Local Street Cross Section**

## Access Management

Access Management is a broad set of techniques that balance the need to provide efficient, safe and timely travel with the ability to allow access to the individual destination. Proper implementation of access management techniques will promote reduced congestion, reduced accident rates, less need for highway widening, conservation of energy, and reduced air pollution.

Access management involves the control or limiting of access on arterial and collector facilities to maximize their capacity and preserve their functional integrity. Numerous driveways erode the capacity of arterial and collector roadways and introduce a series of conflict points that present the potential for crashes and interfere with traffic flow. Preservation of capacity is particularly important on higher volume roadways for maintaining traffic flow and mobility. Whereas local and neighborhood streets primarily function to provide direct access, collector and arterial streets serve greater traffic volume with the objective of facilitating through travel. Sisters, as with every city, needs a balance of streets that provide access with streets that serve mobility. The City of Sisters needs a balance of streets that provide access and streets that serve mobility. A balance can be achieved by implementing various access management strategies, such as those listed below:

- Work with land use development applications to consolidate driveways, provide crossover easements, and take access from lower class roads where feasible. Existing, non-conforming accesses would only be subject to review and revision upon site improvement or a land use application.
- Implement access spacing standards for new developments and construction, including the prohibition of private access onto arterial roadways and the prohibition of new single family residential access collectors unless no other access options are available. Parcels shall not be landlocked by access spacing policies.
- Establish City access spacing standards to prohibit the construction of access points within the influence area of intersections. The influence area is that area where queues of traffic commonly form on the approach to an intersection (typically within 150 feet). In a case where a project has less than 150 feet of frontage, the site would need to explore potential shared access, or if that were not practical, place driveways as far from the intersection as the frontage would allow (permitting for 5 feet from the property line). However, full access may not be permitted in these conditions (e.g. restriction to right-in/right-out access)
- Implement City access spacing standards for new construction on County facilities within the urban growth boundary
- Meet ODOT access requirements on State facilities
- Establish maximum access spacing standards to promote connectivity.
- Establish a street connectivity and block formation requirement to implement a street grid throughout Sisters. In order to promote efficient vehicular and pedestrian circulation



throughout the City, land divisions and large site developments should produce complete blocks bounded by a connecting network of public and/or private streets, in accordance with the following standards:

- **Block Length and Perimeter.** The maximum block length shall not exceed 600 feet or 1,000 feet along an arterial.
- **Street Connectivity.** Public and private streets connectivity shall conform to the functional classification map (Figure 7-1) and the local street connectivity plan (Figure 7-5)
- **Exception.** Exceptions to the above standards may be granted when blocks are divided by one or more pathway(s). Pathways shall be located to minimize out-of-direction travel by pedestrians and may be designed to accommodate bicycles.

Many cities have historically struggled with the issue of limiting residential access to collector roadways. This is due to the desire to maintain the roadway as a public place that creates a friendly pedestrian and bicycle environment, as opposed to backing properties with fences that wall-off and isolate the roadway. To address this concern and implement the recommended access restrictions, the following measures shall be required:

- Provide a local street grid with 150-foot to 250-foot spacing that allows back-to-back lots along local streets with side yards to the collector roadway while discouraging the creation of double-frontage lots. In addition, prohibit the use of fences along lot lines that front the collector roadway, or
- Require lots with frontage along the collector roadway to orient the front of the home to the collector, but provide rear-alley or driveway motor vehicle access.

New development and roadway projects involving City street facilities should meet the access spacing standards summarized in Table 7-2. In cases where physical constraints or unique site characteristics limit the ability for the access spacing standards shown in Table 7-2 to be met, the City of Sisters should retain the right to grant an access spacing variance. All requests for an access spacing variance shall be required to complete an access management plan for review and approval by the Public Works Director or City Engineer, which should include at a minimum the following items. In addition, all requests for an access spacing exception shall be required to complete an access management plan for review and approval by the Public Works Director or City Engineer, which should include at a minimum the following items:

- Review of the existing access conditions within the study area (defined the property frontage plus the distance of the minimum access spacing requirement). This should include a review of the last three years of crash data, as well as collection of traffic volume information and intersection operations analysis.
- An analysis of the study area safety and operations with the proposed access configuration, as well as with a configuration that would meet access spacing standards.
- This scenario should also include consideration of the long-term redevelopment potential of the area and discussion of how access spacing standards may be achieved.

Parcels shall not be landlocked by access spacing policies. Opportunities should be explored to provide future access through neighboring parcels and an interim access may be granted. Non-conforming access (defined per Table 7-2) should work to achieve a condition as close to standard as possible. For example, a private access may be permitted to an arterial roadway if no other option (e.g. access to a side street) exists; however, the private access would then be required to meet the minimum driveway spacing of 330 feet listed in Table 7-2.

**Table 7-2: Access Spacing Standards for City Street Facilities<sup>a</sup>**

<b>Street Facility</b>	<b>Maximum spacing<sup>b</sup> of roadways</b>	<b>Minimum spacing<sup>b</sup> of roadways</b>	<b>Minimum spacing<sup>b</sup> of roadway to driveway<sup>c</sup></b>	<b>Minimum Spacing<sup>b</sup> driveway to driveway<sup>c</sup></b>
Arterial	1,000 feet	660 feet	330 feet	330 feet or combine
Collector:	600 feet	330 feet	100 feet	100 feet or combine
Neighborhood/Local	600 feet	150 feet	50 feet	10 feet

<sup>a</sup> Exceptions may be made in the downtown commercial district, if approved by the City Engineering or Public Works Department, where alleys and historic street grids do not conform to access spacing standards.

<sup>b</sup> Measured centerline to centerline

<sup>c</sup> Private access to arterial roadways shall only be granted through a requested variance of access spacing policies (which shall include an access management plan evaluation)

In addition to implementing access spacing standards, the City of Sisters should require an access report for new access points, proposed to serve commercial and industrial developments, stating that the driveway/roadway is safe as designed and meets adequate stacking, sight distance and deceleration requirements as set by ODOT, Deschutes County and American Association of State Highway and Transportation Officials (AASHTO). Generally, the need for an access report is triggered by land use actions, design reviews, or land divisions.

Any proposed accesses to State facilities must be approved by ODOT. The 1999 Oregon Highway Plan identifies access management objectives for all classifications of roadways under State jurisdiction. Highway 20 is classified as a Statewide Highway and Highway 242 is classified as a District Highway by ODOT, which maintain a management objective that balances the needs of through traffic movement with direct property access. Based on these objectives, ODOT has established access spacing standards for all highway classifications that vary with proximity to urbanized areas and changes in posted speeds. These standards are also provided in the 1999 Oregon Highway Plan. Table 7-3 identifies the ODOT access spacing standards that are applicable within the Sisters urban growth boundary. Note that the spacing standards below are only to be applied to accesses on the same side of the highway.

**Table 7-3: ODOT Access Management Standards**

Facility	Spacing Standard <sup>a</sup> per Posted Speed		
	45 mph	35 mph	≤25 mph
Statewide Highway <sup>b</sup>	990 ft	720 ft	520 ft
District Highway <sup>c</sup>	500 ft	350 ft	350 ft

<sup>a</sup> Measurement of the approach road spacing is from center to center on the same side of the roadway.

<sup>b</sup> The Santiam and McKenzie-Bend Highways are Statewide Highways, as is the segment of the McKenzie Highway east of Sisters.

<sup>c</sup> The segment of the McKenzie Highway west of Sisters is a District Highway.

Source: 1999 Oregon Highway Plan.

### Local Street Connectivity

The Local Street Connectivity Plan specifies the general location where new local streets should be installed as the nearby area is developed. The purpose of the plan is to ensure that new developments accommodate local circulation and improve connectivity for all modes of transportation.

New developments are often developed with limited opportunities for movement into and out of the developments, with some neighborhoods funneling all pedestrian, bicycle, and vehicular traffic onto a single street. This type of street network results in out-of-direction travel and contributes to increased congestion and decreased pedestrian/bicycle accessibility. This can result in the need for investments in wider roads, traffic signals, and turn lanes that could otherwise be avoided. By providing connectivity between neighborhoods, out-of-direction travel and vehicle miles traveled (VMT) can be reduced, accessibility between various travel modes can be enhanced, and traffic levels can be balanced out between various streets. In this way, some of these local connections can help mitigate network capacity deficiencies by improving traffic circulation. Additionally, public safety response time is reduced.

In the City of Sisters, several roadway connections will be needed within developable areas to reduce out of direction travel for vehicles, pedestrians, and bicyclists. This is most important in the areas where a significant amount of new development is possible. Figure 7-5 shows the Local Street Connectivity Plan for Sisters. In most cases, the connector alignments are not specific and are aimed at reducing potential neighborhood traffic impacts by better balancing traffic flows on neighborhood routes. The arrows shown in the figures represent *potential* connections and the general direction for the placement of the connection<sup>22</sup>. In each case, the specific alignments and design should be determined as part of development review. The criteria used for providing connections are as follows:

- Pedestrian and bicycle connections should be provided every 330 feet
- Vehicle connections should be provided every 660 feet centerline to centerline

<sup>22</sup> Other local street connections may be required as the City conducts development review.

To protect existing neighborhoods from the potential traffic impacts caused by extending stub end streets, connector roadways should incorporate neighborhood traffic management into their design and construction. In addition, when a development constructs stub streets, they shall install signs indicating the potential for future connectivity to increase the awareness of residents.

In order to ensure that new developments meet the objectives of the local street plan, developments will be required to provide a proposed street map as part of the development approval process. The street map should be reviewed to ensure the development does the following:

- Provides full street connections with spacing of no more than 500 feet between connections, except where prevented by barriers
- Provides bike and pedestrian access ways with spacing of no more than 300 feet, except where prevented by barriers (bike and pedestrian access ways should be considered at the end of cul-de-sacs)
- Limits use of cul-de-sacs and other closed-end street systems to situations where barriers prevent full street connections or to locations where pedestrian/bike accesses are to be provided (approximately halfway between vehicular accesses)
- Includes no close-end street longer than 150 feet or having no more than 30 dwelling units
- Includes street cross-sections demonstrating dimensions of ROW improvements, with streets designed for posted or expected speed limits

**Figure 7-5: Local Street Connectivity Plan**

## Transportation Demand Management (TDM)

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Transportation Demand Management (TDM) is the general term used to describe any action that removes single occupant vehicle trips from the roadway network during peak travel demand periods. As growth in the Sisters area occurs, the number of vehicle trips and travel demand in the area will also increase. This growth can be best accommodated by encouraging the use of alternative mode choices for new and existing users.

When applied on a regional basis, TDM measures can be an effective tool in reducing vehicle miles traveled. Research has shown that a comprehensive set of complementary policies implemented over a large geographic area can have an effect on the number of vehicle miles traveled to/from that area.<sup>23</sup> However, the same research indicates that in order for TDM measures to be effective, they should go beyond the low-cost, uncontroversial measures commonly used such as carpooling, transportation coordinators/associations, priority parking spaces, etc.

Many of the TDM strategies are tailored towards urban applications, where there are major employment generators and transit opportunities. TDM measures for more rural communities require special development, as compared to those that are implemented in urban areas. TDM measures in rural environments should focus on increasing travel options and creating an environment that is supportive for walking and cycling. The most effective TDM measures for Sisters include elements related to carpools, improved services for alternative modes of travel, and employer incentives. However, TDM includes a wide variety of actions that are specifically tailored to the individual needs of an area. Table 7-4 provides a list of several strategies that should be applied as appropriate within the City of Sisters.

While a comprehensive TDM program may not address the transportation operational issues in Sisters during the PM peak times, new employment development with more than 50 employees should be encouraged to implement a van pool program, flexible working hours or another transportation demand management strategy to help influence regional trips. These strategies will be implemented and administered by these large employers to reach motor vehicle trip reduction targets of 5%, similar to the process defined in OAR 340-20-047.

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<sup>23</sup> *The Potential for Land Use Demand Management Policies to Reduce Automobile Trips*, ODOT, by ECO Northwest, June 1992.

**Table 7-4: Transportation Demand Management Strategies**

Strategy	Description	Potential Trip Reduction
Telecommuting	Employees perform regular work duties at home or at a work center closer to home, rather than commuting from home to work. This can be full time or on selected workdays. This can require computer equipment to be most effective.	82-91% (Full Time) 14-36% (1-2 day/wk)
Compressed Work Week	Schedule where employees work their regular scheduled number of hours in fewer days per week.	7-9% (9 day/80 hr) 16-18% (4 day/40 hr) 32-36% (3 day/36 hr)
Alternative Mode Subsidy	For employees that commute to work by modes other than driving alone, the employer provides a monetary bonus to the employee.	21-34% (full subsidy of cost, high alternative modes) 2-4% (half subsidy of cost, medium alternative modes)
Bicycle Program	Provides support services to those employees that bicycle to work. Examples include: safe/secure bicycle storage, shower facilities and subsidy of commute bicycle purchase.	0-10%
On-site Rideshare Matching for HOVs	Employees who are interested in carpooling or vanpooling provide information to a transportation coordinator regarding their work hours, availability of a vehicle and place of residence. The coordinator then matches employees who can reasonably rideshare together.	1-2%
Provide Vanpools	Employees that live near each other are organized into a vanpool for their trip to work. The employer may subsidize the cost of operation and maintaining the van.	15-25% (company provided van with fee) 30-40% (subsidized van)
Gift/Awards for Alternative Mode Use	Employees are offered the opportunity to receive a gift or an award for using modes other than driving alone.	0-3%
Walking Program	Provide support services for those who walk to work. This could include buying walking shoes or providing lockers and showers.	0-3%
Company Cars for Business Travel	Employees are allowed to use company cars for business-related travel during the day	0-1%
Guaranteed Ride Home Program	A company owned or leased vehicle is provided in the case of an emergency for employees that use alternative modes.	1-3%
Time off with Pay for Alternative Mode Use	Employees are offered time off with pay as an incentive to use alternative modes.	1-2%

Source: *Guidance for Estimating Trip Reductions from Commute Options*, Oregon Department of Environmental Quality, August 1996

## Motor Vehicle Improvement Plan

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Analysis of future conditions with the current (no-build) roadway network in place was discussed in Chapter 4. The majority of existing and future motor vehicle needs identified relate to the operation and safety of the Highway 20 corridor. Therefore, one of the key focuses of the motor vehicle improvement plan for this TSP update was the development of a preferred Highway 20 alternative. Other considerations were also accounted for in the motor vehicle improvement plan. This section describes the Highway 20 alternative analysis findings and the projects, costs, and performance of the Motor Vehicle Improvement Plan that implement the preferred alternative (i.e., the Highway 20 Alternate Route).

### Highway 20 Alternatives Analysis

Alternatives analysis was performed for Highway 20 and included detailed transportation analysis, community feedback, and Project Advisory Committee (PAC) review and decision making. The alternatives analysis process is documented in detail in Appendix N and summarized below.

Eleven possible alternatives were initially identified and included highway widening, alternate routes, couplets, and bypasses. These alternatives underwent a screening process, during which it was determined that both the Hood-Main Couplet and the Barclay-Locust Alternate Route alternatives would meet the forecasted long-term transportation needs of Highway 20 through the 2030 TPS horizon year. The PAC reviewed the alternatives analysis findings and unanimously selected the Barclay-Locust Alternate Route as the locally preferred alternative. This selection was made for four main reasons:

- Cascade Avenue will continue to operate as the principal roadway during the majority of the year, and the Alternate Route would act as a flexible relief valve during peak congestion periods, which makes it a much better match with Sisters' particular highly seasonal traffic patterns than would a couplet which permanently alters all traffic to deal with temporary congestion. While Cascade would continue to operate as the principle roadway, its safety would be enhanced by the proposed street and curb improvements.
- The Barclay-Locust Alternate Route alternative will have better flexibility in construction phasing and staging than the Hood-Main Couplet.
- The Barclay/Locust Alternate Route would best respect and preserve existing local traffic patterns while reducing congestion in the downtown core and improving pedestrian safety overall (and especially near the Elementary School) than would a couplet.
- The Barclay/Locust Alternate Route would best preserve the integrity and the pedestrian-friendly quality of the City's downtown core, whereas the couplet would double the number of highway roads bisecting the downtown core and double the barriers to north-south circulation through town.

In a community open house on October 29, 2008, the PAC presented their decision to select the Barclay-Locust Alternate Route as the preferred alternative, and the majority of the attendees completing comment forms indicated that they agreed with the Project Advisory Committee's



recommendation for the Alternate Route concept. The proposed Motor Vehicle Plan is based on implementation of the Highway 20 Alternate Route as the preferred Highway 20 solution.

### **Roadway Improvement Projects**

The improvements identified to meet 2030 system demand in Sisters include a combination of projects developed through coordination with the Project Advisory Committee (PAC), ODOT, Deschutes County, public involvement, and key stakeholder interviews. These improvements incorporate the Barclay-Locust Alternate Route and are shown in Figure 7-6. Motor Vehicle Action and Master Plans were determined, and are listed in Table 7-5 and Table 7-6. The Action Plan refers to the list of financially constrained projects; however, until implementation measures are taken (such as an update to the City's Capital Improvement Plan and implementation of necessary funding mechanisms), the Action Plan projects are not considered "reasonably likely to be funded" for Transportation Planning Rule (TPR) purposes. The Master Plan includes all projects (including the Action Plan) that the City would like to construct if there were no financial constraints.

The cost estimates shown in the table were estimated by DKS Associates using standard assumptions for new facilities. Further refinements should be made of these estimates prior to capital budgeting. Inclusion of an improvement project in the TSP does not commit the City or ODOT to allow, construct or participate in funding the specific improvement. Projects on the State Highway System that are contained in the TSP are not normally considered reasonably likely to be funded projects until they are programmed into the Statewide Transportation Improvement Plan (STIP). As such, projects proposed in the TSP that are located on a State highway cannot normally be considered mitigation for future development or land use actions until they are programmed into the STIP. However, the unique solution to Highway 20 capacity needs in Sisters that utilizes an ODOT/City partnering in construction and funding significantly increases the likelihood of State funding of improvements. Therefore, this plan assumes that the Highway 20 improvements that complement the Alternate Route are reasonable for the purposes of meeting Transportation Planning Rule (TPR) requirements in the development of a TSP (see OAR 045); however, this should not be confused to mean this alternative is considered reasonably likely under OAR 060 for purposes such as rezone studies.

Unanticipated issues related to project funding, as well as the environment, land use, the economy, changes in the use of the transportation system, or other concerns may be causes for re-evaluation of alternatives discussed below and possible removal of a project from consideration for funding or construction. Highway projects that are programmed to be constructed may have to be altered or canceled at a later time to meet changing budgets or unanticipated conditions.

**Figure 7-6: Motor Vehicle Improvement Projects**

**Table 7-5: Motor Vehicle Action Plan Projects**

Project	Location	Description	Timeline	Agency	Cost (\$1,000's)
<b>Intersection</b>					
1	Hwy 20/Barclay Dr	Install multi-lane roundabout or traffic signal	2009-2013	City	\$ 1,200 <sup>a</sup>
2	Hwy 20/Locust St	Install multi-lane roundabout or traffic signal, close south leg	2009-2013	City	\$ 1,200 <sup>a</sup>
4	Hwy 20/Pine St	Install eastbound and westbound left-turn lanes, restrict northbound and southbound approaches to right turns	2009-2013	City	\$ 50
5	Hwy 20/Oak St	Install northbound and southbound right-turn lanes	2021-2030	City	\$ 20
6	Barclay Dr/Locust St	Construct single-lane roundabout with a diameter large enough for conversion to a multi-lane roundabout if needed	2009-2013	City	\$ 1,000
<b>Roadway</b>					
9	Barclay Dr from Hwy 20 to Locust St, Locust St from Barclay Dr to Hwy 20	Widen to 3 lane arterial section, smooth curvature, adjust driveways, install a landscape buffer (including street trees) on Locust to screen fronting homes	2009-2030	City	\$ 19,800
10	E. Cascade from Locust St to Rope St, Timber Creek from E. Cascade to Timber Pine, Rope St from E. Cascade to Timber Pine Dr, Timber Pine Dr from Rope S to Hwy 126	Implement traffic calming measures to manage vehicle speeds and cut-through traffic	2021-2030	City	\$ 40
<b>Study</b>					
11	Hwy 20/Barclay Dr and Hwy 20/Locust St	Roundabout feasibility study	2009-2013	City	\$ 100
<b>Total City Project Cost</b>					<b>\$ 24,410</b>
<b>Total ODOT Project Cost</b>					<b>\$ 0</b>

<sup>a</sup> Cost estimates provided for traffic signalization and turn lane improvements. The proposed Roundabout feasibility study would provide cost estimate information for a multi-lane roundabout, which could vary significantly based on shifting of the roadway and right of impacts.

**Table 7-6: Remaining Motor Vehicle Master Plan Projects (Not in Action Plan)**

Project	Location	Description	Timeline	Agency	Cost (\$1,000's)
<b>Intersection</b>					
3	Hwy 20/Hwy 126	Install traffic signal, install additional right-turn lane, adjust alignment	2014-2020	ODOT	\$ 1,500
<b>Roadway</b>					
7	Hwy 20 from Rail Wy to Pine St	Widen to 4-5 lane arterial section, install alternate route variable message sign, install left turn lanes at Pine St	2021-2030	ODOT	\$ 3,973
8	Hwy 20 from Hood Ave to Buckaroo Trail	Widen to 4-5 lane arterial section (including bridge) and install alternate route variable message sign, including improvements to address circulation at Jefferson St and Buckaroo Tr	2014-2020	ODOT	\$ 12,312
<b>Total City Project Cost</b>					<b>\$ 0</b>
<b>Total ODOT Project Cost</b>					<b>\$ 17,785</b>

***Potential Future Extension of Barclay Road east of Locust Street***

Deschutes County and ODOT are currently exploring the potential to extend Barclay Road east of Locust Street as a County roadway that may provide a new connection to Highway 126. This project, if adopted by the County, would be beneficial to the City of Sisters by reducing traffic demands on Locust Street, which would be nearing capacity in the forecasted 2030 conditions with the Alternate Route improvements. Therefore, the City should plan for and not preclude this possible County roadway project by designing and constructing the proposed roundabout at Barclay Road/Locust Street to handle additional traffic (i.e. construct the roundabout large enough to be converted to a multi-lane configuration by reducing the inner island if needed in the future).

***Future Highway 20/Jefferson Avenue Configuration***

It is likely that as congestion increases and the south leg of Locust Street is closed to implement the alternate route, drivers will divert to Jefferson Avenue and Buckaroo Trail to access the southern portion of Sisters from Highway 20. As part of the Highway 20 improvements on the east end of Sisters, it should be determined which of the following three alternatives would provide efficient circulation and meet highway mobility and safety standards. These alternatives, listed in the order of the PAC's preference, include:

- Provide a left-turn lane and full access if possible.
- Provide a left-turn lane and full access but manage left-turn demand by installing a diverter on Jefferson Avenue to prevent through traffic past Locust and also install traffic calming at the Locust Street/Washington Avenue intersection.
- Restrict Jefferson Avenue to right-in/right-out and provide improvements or impact mitigation to local streets.

## *Roundabout Feasibility Study*

The PAC did not reach a consensus regarding the use of traffic signals or roundabouts at the two ends of the Barclay-Locust Alternate Route (i.e., the Hwy 20/Barclay and Hwy 20/Locust intersections). The PAC liked characteristics of the roundabouts that were considered for the Hood-Main Couplet alternative, particularly for the traffic calming, aesthetic, and overall safety benefits. However, the construction of traffic signals at either end of the roundabout may have advantages for implementation with development exactions, reduced right of way acquisition, and integration with the ITS component of the proposed Highway 20 Alternate Route. Therefore, a roundabout feasibility study is recommended to further examine feasibility of constructing roundabouts at these constrained locations. Items that should be explored in the roundabout feasibility study include:

- Geometric options for serving truck traffic
- Opportunities for shifting the center of the intersection to minimize impacts to private property, including site access
- Integration with the ITS components of the Alternate Route (e.g., methods to promote traffic to use the alternate route compared to the ability to shift signal timing with the traffic signal option)
- Cost comparisons to the traffic signal option (both construction and operations/maintenance)
- Safety of pedestrian crossings
- Safety of bicycle movements
- Potential for motor vehicle queuing from downtown to extend into the roundabout
- Intersection capacity
- Construction phasing (including consideration of interim traffic signal transitioning to a roundabout in the future)

## **Motor Vehicle System Performance**

Based on the improvement identified for the Motor Vehicle Improvement Plan, traffic volume and operating conditions for the future year 2030 30<sup>th</sup>-highest hour were analyzed to demonstrate compliance with ODOT, County, and City mobility standards. Figure 7-7 shows the forecasted traffic volumes, and Table 7-7 lists the resulting operations performance, which assumes that traffic signals are installed at the Highway 20/Barclay Drive and Highway 20/Locust Street intersections. The operating conditions of roundabouts at these intersections should be determined in the roundabout feasibility study. As listed in Table 7-6, each study intersection would meet mobility standards with the proposed improvements.

**Figure 7-7: Motor Vehicle Improvement Plan 2030 Volumes**

**Table 7-7: Study Intersection 30<sup>th</sup> HV Operating Conditions**

Intersection	Jurisdiction	Mobility Standard	Intersection Performance		
			Delay	LOS	V/C
McKenzie HWY (OR 242)/McKinney Butte Rd	ODOT	≤ 0.80	10.9	A/B	0.11
McKenzie HWY (OR 242)/Hood St (OR 242)	ODOT	≤ 0.85	14.2	B <sup>a</sup>	0.64
Santiam HWY (US 20/OR 126)/Rail Wy	ODOT	≤ 0.70	27.9	A/D	0.69
Santiam HWY (US 20/OR 126)/Barclay Dr (McKinney Butte Rd)	ODOT	≤ 0.70	23.1	C <sup>a</sup>	0.67
Santiam HWY (US 20/OR 126)/Hood St (OR 242)	ODOT	≤ 0.80	17.1	B/F	0.52
Cascade Ave (US 20/OR 126)/Pine St	ODOT	≤ 0.80	30.0	B/D	0.67
Cascade Ave (US 20)/Elm St	ODOT	≤ 0.80	>50	A/F	0.61
McKenzie HWY (US 20/OR 126)/Locust St	ODOT	≤ 0.80	19.4	B <sup>a</sup>	0.79
McKenzie HWY (US 20/OR 126)/Buckaroo Trail	ODOT	≤ 0.70	29.7	B/D	0.36
McKenzie HWY (OR 126) Creekside Ct	ODOT	≤ 0.70	44.3	A/E	0.68
Barclay Dr/Pine St	City of Sisters	≤ 0.90	>50	A/F	0.58
Barclay Dr/Locust St	City of Sisters	D and ≤ 0.85	2.3	A	0.71
Main Ave/Elm St	City of Sisters	≤ 0.90	12.3	A/B	0.10
Hood Ave/Elm St	City of Sisters	≤ 0.90	22.3	A/C	0.56
E Cascade Ave/Locust St	City of Sisters	≤ 0.90	>50	B/F	0.61

Delay = Average Stopped Delay per Vehicle (seconds) for worst approach  
 LOS = Level of Service (Major Street/Minor Street)

V/C = Volume/Capacity Ratio (of worst movement)  
**Underlined** values exceed standards

<sup>a</sup> At all-way stop and signalized intersections, the LOS is reported for the entire intersection.

<sup>b</sup> For a two-way stop controlled intersection, the major street has the free movement and the minor street is stop controlled.

## Truck Route Designations

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Efficient truck movement through Sisters plays a vital role in maintaining and developing Central Oregon's economic base as Highway 20 is a key freight corridor for the region. Well planned truck routes can provide for the economical movement of raw materials, finished products, and services. Trucks moving from industrial areas to regional highways or traveling through Sisters are different than trucks making local deliveries. The transportation system should be planned to accommodate this goods movement need. The establishment of through truck routes provides for this efficient movement while at the same time maintaining neighborhood livability, public safety and minimizing maintenance costs of the roadway system. The proposed truck routes, with the completion of the Alternate Route, are shown in Figure 7-8.

The plan is aimed at addressing the through movement of trucks, not local deliveries. The objective of this route designation is to allow these routes to focus on design criteria that is "truck friendly", (i.e. 12 foot travel lanes, longer access spacing, 35 foot (or larger) curb returns and pavement design that accommodates a larger share of trucks). While the truck routes are designated for both Highway 20 and the Alternate Route (Locust Street and Barclay Drive), the local preference would be to require trucks to use the Alternate Route in the future to allow more design flexibility on Cascade Avenue in the planned Highway 20 STA area. The truck route designations should be explored further in the STA Management Plan that will be prepared for Highway 20 (Cascade Avenue).



**Figure 7-8: Truck Routes**

## Chapter 8. Other Modal Plans

### Introduction

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This chapter addresses transportation plans for three modes not covered in Chapters 5, 6, or 7. These three modes are transit, rail, and air.

### Transit

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Transit systems provide vehicular service to passengers who choose not to or are unable to travel in their own vehicles. The City of Sisters currently does not have fixed mass transit routes, but the Cascades East Transit does provide dial-a-ride service to all residents of the Sisters area on a demand-responsive basis.

Due to the small size of the Sisters area, increased transit service around the city is not considered essential. However, transit connections to neighboring cities and other locations of interest may be desirable. Public opinion should be sought on the issue and used for guidance in developing a future transit plan if needed to meet livability goals as growth continues. In addition, the City should continue to coordinate with Central Oregon Intergovernmental Council (COIC) to provide regional transit.

### Rail

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There are no rail facilities planned in or near the City of Sisters. Therefore, no plan is needed.

### Air

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Air facilities provide a long-distance mode for traveling to and from the City of Sisters. The closest airport is the Sisters Eagle Air Airport, which is privately owned and located adjacent to the northeastern edge of the Sisters Urban Growth Boundary (UGB). This airport is classified as a category 4 airport in the Oregon Aviation Plan<sup>24</sup>, is open to the public, and has a landing fee. On average, the airport operates twenty-seven times a week with a majority of use coming from general aviation. Other passenger and freight air transportation is available in Redmond at the Roberts Field Airport and in Bend at the Bend Municipal Airport. Both airports are approximately 25 miles away. No additional facilities are considered necessary within Sisters.

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<sup>24</sup> *Oregon Aviation Plan*, Oregon Department of Transportation Aeronautics Division, February 2000.

## Chapter 9. Financing

### Introduction

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This chapter discusses funding sources available to the City of Sisters for financing the construction and maintenance of its transportation infrastructure improvements. The costs for the elements of the transportation system plan are outlined and compared to the potential revenue sources. Options are discussed regarding how costs and revenues can be balanced.

### Current Funding Sources

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The City of Sisters currently uses various funding sources to pay for the maintenance and construction of its transportation infrastructure. These sources include the Street Fund, the Urban Renewal Fund, and transportation system development charges (SDCs).

#### Street Fund

The City of Sisters Street Fund includes state and local funding sources. The principal state source is the State Highway Trust Fund, which is made up of various taxes and fees on fuel, vehicle licenses, and permits that are collected by the State of Oregon. A portion of the fund is dispersed annually to cities and counties throughout the state based on a formula that accounts for the relative population size and number of registered vehicles. By statute, the money received from the State Highway Trust Fund must be used for road-related expenses.

The City Street Fund also includes local funding sources, which include cell tower lease payments and other fees (including utility franchise, inspection, and street permit fees). This money is principally used for maintenance and operations. The Street Fund can also receive transfers in from the City of Sisters General Fund, which receives revenue primarily from property taxes, franchises, business licenses, state shared revenues, user charges, and any other miscellaneous taxes and fees imposed by the City. At the direction of the City Council, the City allocates General Fund revenues to pay for its transportation program. General Fund resources can fund any aspect of the program, from capital improvements to operations, maintenance, and administration.

The City of Sisters currently has revenues of approximately \$170,000 per year. This includes both state and local funding sources. With the passage of the new state gas tax, the City expects to receive approximately \$20,000 more revenue in the 2010/2011 fiscal year (i.e., only partial funding the first year) and \$40,000 more revenue per year thereafter. The City also estimates that on average, it expects its revenue to increase at a rate of approximately 6 percent per year.

Furthermore, the City is also anticipating that at a minimum, it will need to transfer \$200,000 from the general fund in the 2009/2010 fiscal year and \$70,000 per year thereafter. Based on these projections, the Street Fund will have brought in approximately \$10.5 million in revenue by the year 2030, most of which will be used for ongoing program and operational costs and not for new construction. A detailed breakdown of the anticipated revenue stream for the City is provided in Appendix R.

## Urban Renewal District

An Urban Renewal District (URD) is a tax-funded district within the city. The URD is funded with the incremental increases in property taxes that result from the construction of applicable improvements, some of which may be transportation related. As desired, the funds raised by a URD can be used for, but are not limited to, transportation projects.

The City of Sisters created an URD for its downtown core in 2003. The primary purpose in creating the URD was to make Sisters' downtown area more pedestrian and bicycle friendly (goals established in the City's 2001 TSP). Four of the URD goals address the downtown transportation network:

- Strengthen downtown Sisters' role as the heart of the community
- Improve vehicular and pedestrian circulation through and within the downtown to accommodate both through traffic and downtown patrons
- Promote a mix of commercial and residential uses oriented to pedestrians
- Enhance the pedestrian environment on streets and in public parks, a town square, and other public gathering places

The plan envisioned that of the \$9.7 million authorized, approximately \$3.5 million would be spent on streetscape and parking improvements. Of this \$3.5 million, approximately \$1.27 million was estimated for the two applicable TSP action plan projects (i.e., the Cascade Avenue and Main Avenue streetscape improvements listed in the pedestrian action plan). Some of the urban renewal funds have already been used for the recent East Cascade Avenue realignment project at the intersection of East Cascade Avenue and Highway 20. This improvement has vastly improved the pedestrian environment on the east end of the downtown core and corrected the problematic five-legged intersection.

## Transportation System Development Charges

Transportation System Development Charge (SDC) fees are a funding source collected from new development. While the methodologies for determining the charge may vary, a commonly used method is to use the estimated p.m. peak hour vehicle trips generated by a proposed development. The revenue raised can be used to fund projects that increase the transportation system's capacity but not for projects that target maintenance or operations. The City of Sisters' current SDC rate is \$1,016 per p.m. peak hour trip. By comparison, the SDC rate for Redmond is \$3,164 per p.m. peak hour trip and for Bend is \$4,356 per p.m. peak hour trip.

In the 2008/2009 fiscal year, the Sisters Transportation SDC fund budget is approximately \$1.11 million. Based on an estimated growth<sup>25</sup> of 4,470 p.m. peak vehicle trip ends generated in Sisters through the year 2030, the City can expect to receive \$4.54 million in SDC revenues over the next 22 years if they maintain their current SDC rate. This is approximately \$206,000 per year. Therefore, a total of \$5.65 million would be available through 2030.

## Summary

Under the above funding programs, the City of Sisters is expected to collect approximately \$17.4 million for street construction and repair over the next 22 years (i.e., through 2030). This includes the starting SDC balance of approximately \$1,110,000. Table 9-1 lists the current transportation funding levels by source, including recent annual revenues and any unallocated balances or available funds from previous years.

**Table 9-1: Estimated Transportation Revenues through 2030 (2008 Dollars)**

Funding Source	Estimated Revenues (in \$1,000's)		
	2007 Balance	Annual Amount	22-Year Total
Street Fund	\$ 0	\$ 478	\$ 10,508
Urban Renewal District			\$ 1,270
System Development Charges <sup>a</sup>	\$ 1,110	\$ 206	\$ 5,650
<b>Total Revenues through 2030 (2008 Dollars)</b>			<b>\$ 17,428</b>

<sup>a</sup> Based on 4,470 new future peak hour trips generated within the City, for a total of 9,610 PM peak hour trips (see Appendix I).

## Transportation Costs

This section presents the costs expected to be incurred by the City of Sisters in order to fund transportation infrastructure construction and maintenance through the year 2030. The costs of the projects and programs that are on the Pedestrian Action Plan, Bicycle Action Plan, and Motor Vehicle Action Plan are included in the estimates because they have the highest short-term need for implementation and are likely to be funded. However, additional implementation actions will be required (e.g., updating the City's CIP and SDC) to allow these projects to be considered reasonably likely for the purposes of such as rezone studies that must comply with OAR 060. In addition, the costs of planning, operations, and maintenance are included in the estimates. All estimates are in 2008 dollars and are considered "planning level" versus "design level." Each cost will need further refinement as time advances and projects are pursued.

<sup>25</sup> The trip growth in Sisters was estimated based on land use forecasts for full urban growth boundary (UGB) build-out.

## **Action Plan Costs**

Motor vehicle, pedestrian, and bicycle Action Plan cost estimates are listed in Table 9-1. These costs account for the physical construction of the projects. More detailed costs (by project) are given previously by mode in Chapters 5, 6, and 7 in conjunction with Master and Action Plan listings. All estimates are based on 2008 dollars.

## **City Planning, Operations, and Maintenance Costs**

On-going planning, operation, and maintenance costs are incurred by the City of Sisters as City staff work on transportation related projects and as the associated materials and services are purchased by the City. These transportation costs play the important role of ensuring continued serviceability of the transportation system. The City divides these costs into three categories: roadway maintenance, materials and services, and personal services.

Roadway maintenance helps to provide continued roadway pavement quality, and it is estimated that approximately \$100,000 per year would allow the City to stay up-do-date on its roadway maintenance needs. Materials and services include snow removal, street cleaning, hiring of consultants, and other miscellaneous costs; these costs are estimated to total approximately \$80,000 per year. Personal services include City staff labor on transportation related projects; these costs are estimated at approximately \$160,000 per year. Overall, the City expects to incur approximately \$340,000 per year (and approximately \$7.48 million through the year 2030) to pay for transportation network planning, operations, and maintenance. These costs are shown in Table 9-2.

## **Total Transportation Costs**

Total transportation costs expected to be incurred by the City of Sisters through the year 2030 are listed in Table 9-2. The estimated \$36.5 million for both capital projects and maintenance costs exceeds the expected 22-year revenue estimate of \$17.4 million (see Table 9-1) by approximately \$19.1 million. Alternative sources to address this funding deficit for are discussed in the next section.

**Table 9-2: Estimated Transportation Costs through 2030 (2008 Dollars)**

<b>Transportation Element (by Project Type)</b>	<b>Estimated Cost (in \$1,000's)</b>
<b>Action Plan Projects</b>	
Motor Vehicle	\$ 24,410
Pedestrian	\$ 1,932
Bicycle	\$ 105
<b>Total Capital Projects</b>	<b>\$ 26,447</b>
<b>Planning, Operations, and Maintenance Programs and Services</b>	
Roadway Maintenance (\$100,000 per year)	\$ 2,200
Materials and Services	\$ 1,697
Personal Services	\$ 6,160
<b>Total Planning, Operations, and Maintenance Programs</b>	<b>\$ 10,057</b>
<b>Total Costs through 2030 (2008 Dollars)</b>	<b>\$ 36,504</b>

## **New Funding Sources**

The City of Sisters must incorporate new (or increase its existing) funding sources in order to construct all of the transportation improvement projects listed in the Motor Vehicle, Pedestrian, and Bicycle Action Plans and to provide transportation maintenance and operations services through the year 2030. It is important to develop a consensus in the community that supports needed transportation improvements. In most communities where time is taken to build a consensus regarding a transportation plan, funding sources can be developed to meet the needs of the community.

Any potential funding source is constrained based on a variety of factors, including the willingness of local leadership and the electorate to burden citizens and businesses, the availability of local funds to be dedicated or diverted to transportation issues from other competing City programs, and the availability and competitiveness of state and federal funds. Nonetheless, it is important for the City to consider all of its options and understand where its power may exist to provide and enhance funding for its Transportation programs.

This section describes several potential sources, including local taxes, fees, assessments, direct appropriations, grants, and debt financing. Many of these sources have been used in the past by other agencies in Oregon, and in most cases, these funding sources, when used collectively, are sufficient to fund transportation improvements for local communities.

## **ODOT Contribution**

Projects on the State Highway System that are contained in the TSP are not normally considered reasonably likely to be funded projects until they are programmed into the Statewide Transportation Improvement Plan (STIP). As such, projects proposed in the TSP that are located on a State highway cannot normally be considered mitigation for future development or land use actions until they are programmed into the STIP. However, the unique solution to Highway 20 capacity needs in Sisters that utilizes an ODOT/City partnering in construction and funding significantly increases the likelihood of State funding of improvements. Therefore, this plan assumes that the Highway 20 improvements that complement the Alternate Route are reasonable for the purposes of meeting Transportation Planning Rule (TPR) requirements in the development of a TSP (see OAR 045); however, this should not be confused to mean this alternative is considered reasonably likely under OAR 060 for purposes such as rezone studies. Additional implementation steps will be required by ODOT (with City coordination) to pursue adding the Alternate Route improvements to ODOT's STIP or to identify other funding sources.

## **Employment Taxes**

Employment taxes may be levied to raise additional funds. For example, in the Portland region, payroll and self employment taxes are used to generate approximately \$145 million annually. The City of Portland has chosen to earmark these funds for TriMet transit operations.

## **Local Gas Taxes**

A local gas tax is another funding option that is available. This tax need not be adopted by a public vote, but is subject to a referendum. It is a means by which the City's transportation program costs can be spread out among the most users. This is especially due to the geography and political boundaries of Sisters where so many residents live outside the city limits and given the large amount of tourist and visitor travel in and through Sisters.

## **Street Utility Fee**

Street utility fees are recurring monthly or bi-monthly charges that are paid by all residential, commercial, industrial, and institutional owners and tenants for use of the road infrastructure. The fees are typically charged proportionate with the amount of traffic generated and are billed through an existing City utility billing system (e.g. water bills). Establishing user fees to fund applicable transportation activities and/or capital construction ensures that those who create the demand for service pay for it proportionately. The street utility fee could be a backbone of the City's operations and maintenance funding approach because it can provide a stable source of dedicated revenue useable for transportation system operations and maintenance and/or capital construction. A street utility fee can be formed by Council action and does not require a public vote, but is also subject to a referendum.



## **Exactions**

Exactions are roadway and/or intersection improvements that are funded by developers as conditions of development approval. Typically, all developers are required to improve the roadways along their frontage upon site redevelopment. In addition, when a site develops or redevelops, the developer may be required to provide off-site improvements depending upon the expected level of traffic generation and the resulting impact to the transportation system.

## **Assessments**

Assessments are another source of transportation funding and include a Local Improvement District (LID) and other special assessments.

### *Local Improvement District*

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

### *Special Assessments*

A variety of special assessments are available in Oregon to defray costs of sidewalks, curbs, gutters, street lighting, parking, and central business district (CBD) or commercial zone transportation improvements. These assessments would likely fall within the Measure 50 limitations.

## **Direct Appropriations**

The City can also seek direct appropriations from the State Legislature and/or U.S. Congress for transportation capital improvements. There may be projects identified in the Plan for which the City may want to pursue these special, one-time appropriations.

## **Grants**

The City of Sisters should actively pursue state or federal grants in particular to complete pedestrian and bicycle projects that are not in the TSP's Action Plan. Grant opportunities include funding for pedestrian, bicycle, Intelligent Transportation System (ITS), and safe routes to school improvements. Appendix Q describes in detail grant opportunities that should be considered by the City to implement pedestrian and bicycle improvements. The list of these grant opportunities includes:

- Federal Funding Sources
- Highway Safety Improvement Program
- Transportation Enhancements

- Recreational Trails Program
- Safe Routes to School (SR2S)
- New Freedom Initiative
- Community Development Block Grants
- Land and Water Conservation Fund
- Transportation, Community and System Preservation Program
- State Funding Sources
- Oregon Transportation Infrastructure Bank
- Oregon Special Transportation Fund
- Oregon Bicycle and Pedestrian Program Grants
- Oregon Pedestrian Safety Mini-Grant Program
- Oregon Business Energy Tax Credits (BETC)
- American Greenways Program
- Bikes Belong Grant Program

## **Debt Financing**

While not a direct funding source, debt financing is another funding method. Through debt financing, the immediate impacts of significant capital improvement projects can be mitigated and project costs can be spread over the projects' useful lives. Though interest costs are incurred, the use of debt financing can serve not only as a practical means of funding major improvements, but is also viewed as an equitable funding source, spreading the burden of repayment over existing and future customers who will benefit from the projects. One caution in relying on debt service is that a funding source must still be identified to fulfill annual repayment obligations.

Two methods of debt financing are voter-approved general obligation bonds and revenue bonds.

### *Voter-Approved General Obligation Bonds*

Subject to voter approval, the City can issue General Obligation (GO) bonds to debt finance capital improvement projects. GO bonds are backed by the increased taxing authority of the City, and the annual principal and interest repayment is funded through a new, voter-approved assessment on property throughout the City (i.e., a property tax increase). Depending on the critical nature projects identified in the Transportation Plan and the willingness of the electorate to accept increased taxation for transportation improvements, voter-approved GO bonds may be a feasible funding option for specific projects. Proceeds may not be used for ongoing maintenance.

### *Revenue Bonds*

Revenue bonds are debt instruments secured by rate revenue. In order for the City to issue revenue bonds for transportation projects, it would need to identify a stable source of ongoing rate funding. Interest costs for revenue bonds are slightly higher than for general obligation bonds due to the perceived stability offered by the "full faith and credit" of a jurisdiction.

**Recommended New Sources**

In order to fund the transportation projects on the Motor Vehicle, Pedestrian, and Bicycle Action Plans as well as ongoing operations and maintenance—and if the City desires to achieve its financial management goals of having the Street Fund self-sustaining—new revenue sources for transportation must be found.

The City of Sisters is currently contemplated imposing a local gas tax. If the tax is enacted, the City expects to receive approximately \$126,000 per year in additional revenue increasing at a rate of 1 percent per year. If the City does not enact the tax, it expects that it will need to make up the expected \$130,000 shortfall through one or more of the following actions: increase the yearly general fund transfer, reduce or postpone maintenance, and/or implement a street utility fee.

It is also recommended that the City consider updating its transportation SDC to cover the new City funded capital projects identified in the TSP. This would help to ensure that local growth pays its fair share of new transportation facilities that are required to serve this planned development. To fully cover the Motor Vehicle Action Plan projects, the City's transportation SDC rate would need to be raised by \$3,542 per p.m. peak hour trip to a total of \$4,558 per trip. By implementing an updated transportation SDC, the City of Sisters could generate an additional \$720,000 per year, or \$15.8 million over the next 22 years. However, other options could be pursued to reduce the burden on development within the City.

In addition, the City should actively pursue grants and other special program funding in order to mitigate the costs to its citizens of transportation capital construction. Rate revenues are another option and can secure revenue bond debt if used to finance capital improvements. Developer exactions may also be considered as a funding mechanism for roadway improvements that are located along the frontage of a site where there is a potential for development or redevelopment.

The additional revenues raised from these recommended sources are shown in Table 9-3. The total revenue raised would be expected to generate sufficient resources to fully fund the capital improvement projects listed in the Motor Vehicle, Pedestrian, and Bicycle Action Plans as well ongoing maintenance and operations of City facilities.

**Table 9-3: Recommended New Transportation Funding Sources (2008 Dollars)**

<b>Transportation Funding Source</b>	<b>Estimated Revenue (in \$1,000's)</b>
Local Gas Tax	\$ 2,930
Increased SDC	\$ 15,831
Exactions	\$ 315 <sup>a</sup>
<b>Total New Revenue through 2030 (2008 Dollars)</b>	<b>\$ 19,076</b>

<sup>a</sup> Developer exactions will be considered for pedestrian/bicycle improvements for required frontage improvements.

## **Chapter 10. Implementation**

### **Introduction**

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This chapter will discuss the implementation plan for this Sisters Transportation Systems Plan (TSP). It will be completed at a future time by City of Sisters staff in conjunction with the code development process. On May 14, 2015, City Council approved revisions to this document which eliminates all policy references to back in diagonal parking.