

**ORIGINAL**

# **City of Cove**

**1998  
Final  
Transportation System Plan**

Oregon Department of Transportation

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- Bill Oliver, Cove City Council
- Jim Bovard, Union City Council
- Arlie Gordon, Union Planning Commission
- Scott Hartell, Union County Associate Planner
- Hanley Jenkins II, Union County Planning Director
- Jo Baltz, North Powder City Council
- Cheryl Jarvis-Smith, ODOT Region 5

Special recognition should also be given to the Cove City Council with particular appreciation of personal efforts by Alice Alexander, City Recorder for providing information needed to complete this Plan.

The Otak, Inc. consultant team for this project consisted of Todd Chase, AICP, Project Manager, Scott Keillor, AICP, Senior Planner; and Yvonne Falconi for technical assistance. Key subconsultants included Stephanie Lawson, Pacific Rim Resources; Dara Decker, University of Oregon Resource Assistance for Rural Environments; and Paul Ryus, Kittelson & Associates, Inc.

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## Executive Summary

Cove is a small, rural city with 600 residents. The City is located in the Grande Ronde Valley, at the base of the Wallowa Mountains in Union County. Historically, Cove was an agricultural community known for its cherry orchards. The community functions as an agricultural center and bedroom community for La Grande/Island City and is also a retirement location.

The City recognizes the importance of automobile and truck access and supports the development of alternative energy efficient and economical forms of transportation for its residents. Provision of efficient local street networks and pedestrian/bicycle facilities is visualized in the future, especially in light of the potential for residents to walk or bike to local destinations like schools, churches, stores, the post office, and other destinations.

Key elements of the Cove Transportation System Plan include:

- A local street network plan to identify general preference for future road/utility extensions;
- An access management plan to protect and preserve the function, capacity, level of service, and safety of State Highway 237 through the urban area;
- Local street design guidelines;
- Identification of future street, bicycle and pedestrian connections;
- Recommended local ordinance amendments required to implement the plan; and
- A preliminary funding strategy.

The Transportation System Plan is intended to build upon locally adopted plans, policies and ordinances, including:

- Comprehensive Land Use Plan — adopted May 1983;
- Zoning Ordinance — adopted May 1983;
- City of Cove Ordinance No. 1-1990 (Partition and Subdivision Ordinance) — adopted March 1990; and
- Bicycle-Pedestrian Plan, A Comprehensive Land Use Plan Supplement — August 1995.

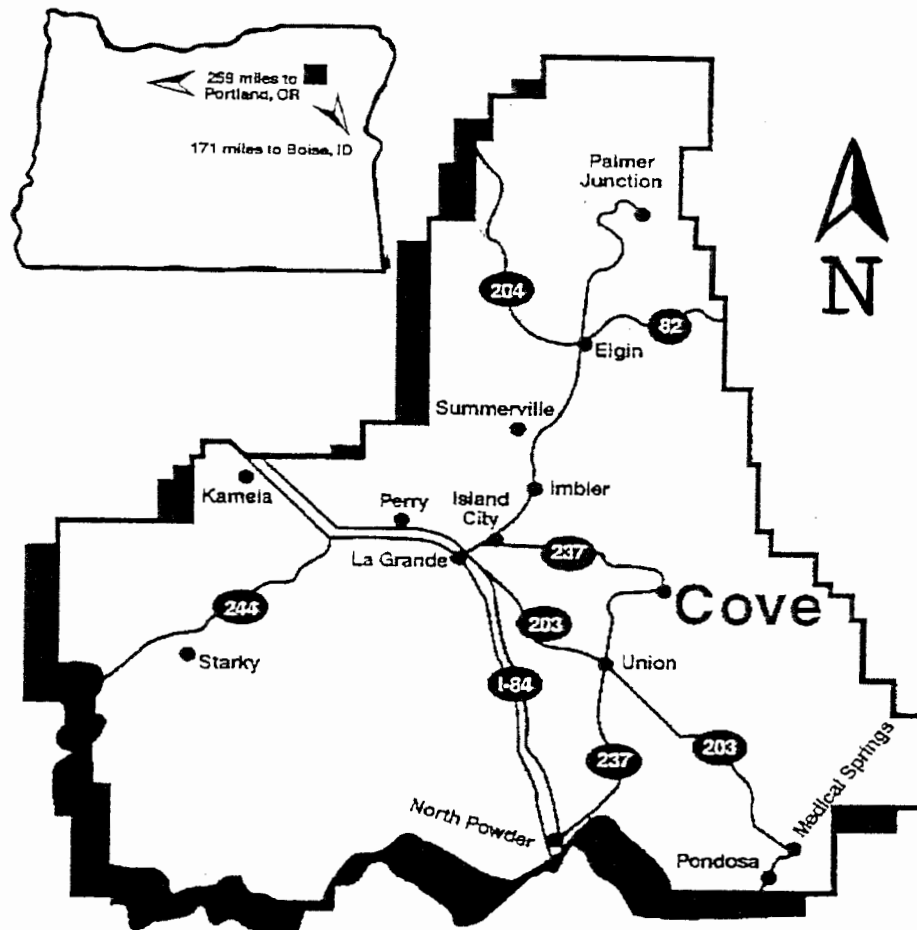
The Transportation System Plan amends and compliments the above planning documents, and includes the specific ordinance amendments (see Section 8 — Plan Implementation) required to satisfy the Oregon Transportation Planning Rule.

Cove is a small, rural city located at the base of 7,132 foot Mt. Fanny in eastern Oregon (see Figure 1). The City is located along Oregon Highway 237, east of La Grande in Union County.

**Purpose**

The City of Cove and Union County have developed this Transportation System Plan as a guide for the management, design, and construction of all transportation facilities within the Cove Urban Growth Area over the next 20 years. The City is conducting this plan to update the transportation element of their Comprehensive Plan, and to satisfy the requirements of the Oregon Transportation Planning Rule. The Transportation Planning Rule is the state law for implementing Statewide Planning Goal 12: Transportation. This rule requires local jurisdictions to coordinate land use and transportation planning and to consider all modes of travel.

Figure 1. Location Map



### **Plan Goals and Objectives**

The goal of the Cove Transportation System Plan is to address local transportation deficiencies, extend public roadways and utilities, safely enhance all forms of travel, and satisfy the requirements of the Oregon Transportation Planning Rule. Another important goal is to preserve the function, capacity, level of service, and safety on Highway 237.

Specific objectives of the Transportation System Plan include:

- Develop access management standards for Oregon Highway 237;
- Promote alternative modes of transportation, including pedestrian, bicycle, and public transportation services;
- Ensure that ODOT, in conjunction with the City of Cove and private property owners/developers, review major development proposals that abut state facilities to minimize impacts and to protect transportation facilities;
- Develop and adopt a local street network plan that is consistent with land use plans, growth trends, and existing public facilities;
- Improve emergency response roadway networks;
- Develop and identify land use code and ordinance language, street design standards, and local street network plans that address street connectivity, spacing, and access management standards to implement the Transportation System Plan;
- Identify future street classifications and routes as part of the local transportation and roadway network;
- Provide adequate sidewalks and bicycle facilities with safe street crossings along arterial and collector streets in accordance with the Cove Bicycle-Pedestrian Plan; and
- Provide opportunities for local residents, property owners, and elected officials to provide input and respond to Transportation System Plan recommendations.

### **Local Public Involvement Process**

Transportation system plans are intended to be local growth management and development planning tools that authorize future public facilities investments. In order to determine the most important local issues and transportation system planning priorities, this Transportation System Plan was developed through an open local planning process that included:

- Technical Advisory Committee meetings in December, 1996 and March, 1997;
- Public open house workshop in March, 1997;
- City Council debriefing in April 1997;
- City Council/public workshop meeting in May, 1997;
- City Council/public meeting to discuss draft Transportation System Plan in June, 1997;
- City Council/work session to further discuss the draft Transportation System Plan in July and August, 1997; and
- City Council/public hearing to adopt the final Transportation System Plan (summer, 1997).

The meeting minutes are included in Appendix A — Public Involvement Record. In addition to these meetings, two informational fact sheets were prepared; one identifying TSP goals and

objectives at the beginning of the planning process, and one summarizing draft Transportation System Plan recommendations near the end of the process.

### **Vision**

The vision for this plan is intended to reflect the local community's careful attitude towards growth and preference for its unique rural community lifestyle, and was derived from the above-mentioned public involvement process. This TSP embodies the community goals and objectives identified above.

### **Relevant Planning Documents**

As part of the work program, the project team completed a review of relevant planning documents consistent with TPR 660-12-030(1)(a) and 660-12-030(2). The following plans and studies affect local transportation and land use planning, and provide technical background for the Cove Transportation System Plan. Please refer to Section 8 — Plan Implementation for specific land use plan and ordinance changes recommended to implement the TSP.

#### ***State Policies and Plans***

- Oregon Transportation Planning Rule (OAR 660, Division 12), amended May and September 1995
- Oregon Transportation Plan, 1992
- Oregon Bicycle Plan, 1992
- Oregon Highway Plan, 1991
- Oregon Rail Passenger Policy and Plan, 1992
- Oregon Freight Plan, 1994
- Oregon Transportation Action Plan, 1995
- Oregon Highway 82 Corridor Plan, June, 1997 Draft
- Oregon Office of Economic Analysis, Long-term Population and Employment Projections, January, 1997

#### ***Local and Regional Policies and Plans***

- Union County Land Use Plan and Zoning Ordinance Maps, 1985
- Union County Bicycle-Pedestrian Plan, 1995
- Union County Airport Master Plan, 1989
- City of Cove Land Use Plan, 1984
- City of Cove Zoning Ordinance, 1984
- City of Cove Subdivision Ordinance, 1990
- City of Cove Bicycle-Pedestrian Plan, 1995
- City of Cove Capital Improvement Plan

### **Plan Organization**

This Transportation System Plan is organized into seven sections. Following this introduction, the sections are:



- III. Existing Transportation Facilities** — Includes a map and summary of the existing local roadway network, state and local streets, traffic and safety conditions, bicycle and pedestrian networks, public transportation, rail, air, and pipeline services.
- IV. Current and Projected Conditions** — Includes an overview of key demographic trends and traffic projections as well as known land use, safety, and emergency response issues that were considered in the development of transportation system improvement alternatives.
- V. Transportation Improvement Alternatives** — Identifies several potential transportation improvements that were identified during the course of the transportation planning process. Also includes results of public input from the review of preliminary transportation alternatives.
- VI. Recommendations** — Includes a specific roadway network plan and plans for bicycle, pedestrian, air, public transportation, and pipeline facilities.
- VII. Funding Plan** — Identifies project costs and priorities, describes local funding options, and recommends funding sources to pay for specific improvements.
- VIII. Plan Implementation** — Recommends specific access management guidelines, street design standards, and ordinance amendments to comply with the Oregon Transportation Planning Rule, and describes steps required to adopt and implement the Transportation System Plan.

## Existing Transportation Facilities

The Transportation System Plan builds upon the existing inventory of local streets, pedestrian and bicycle facilities, and public transportation services in Cove.

### Existing Roadway Network

Roads are an essential part of any local transportation system, particularly in rural areas. The street grid in Cove is influenced by steep slopes south of Mill Creek and extends seven to eight blocks long, and about six to seven blocks wide; as illustrated by Figure 2. City blocks are generally 400 feet by 300 feet, with a mix of rural density patterns. City streets are generally within a 60-foot right-of-way width.

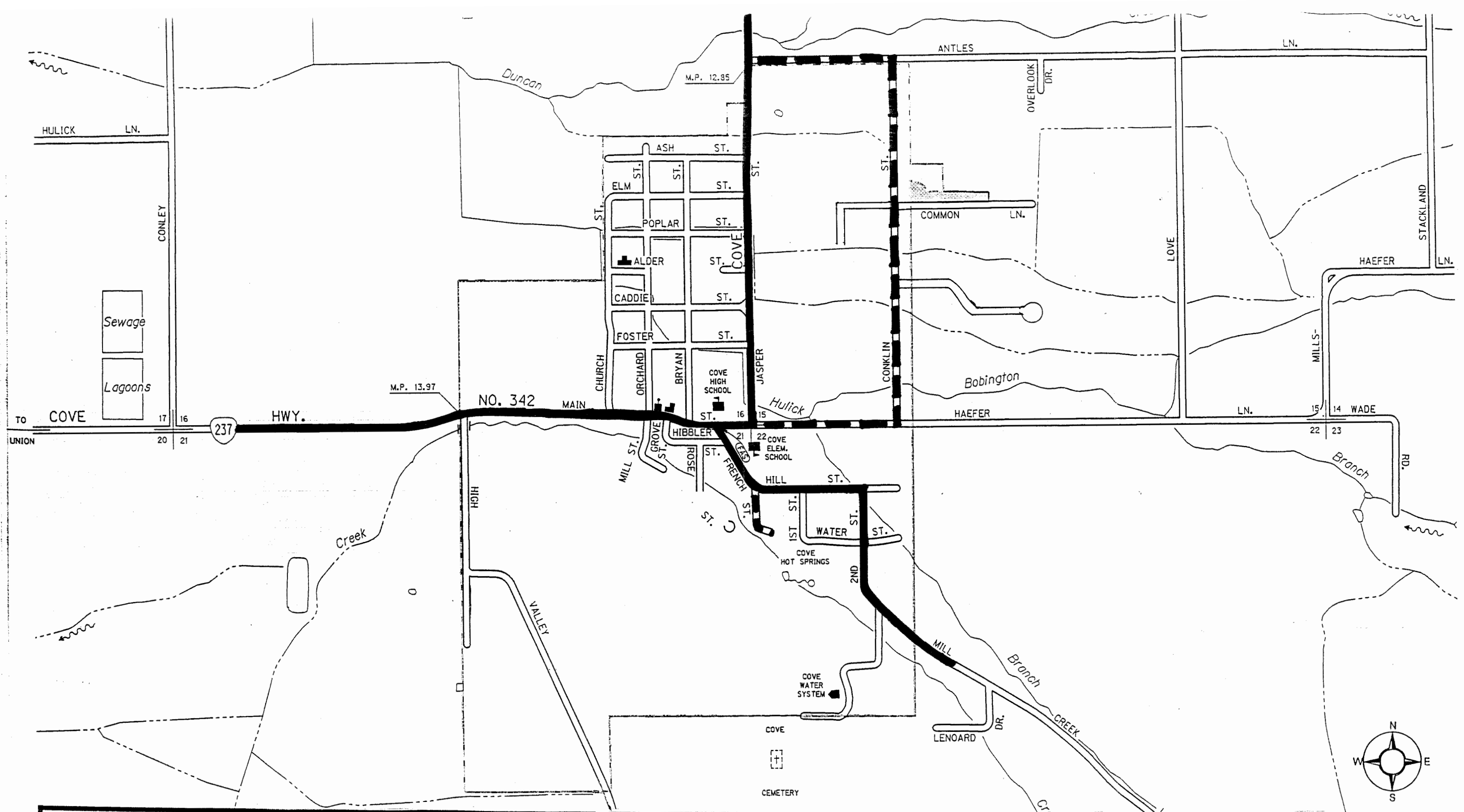
The Cove roadway network includes Oregon Highway 237 and local streets. Within the Cove urban area, roadways are classified as arterial and major collectors, minor collectors, and local streets.

*Arterial and Major Collector Streets* including Highway 237 (Main and Jasper Streets) French Street, and Hill Street primarily function to provide traffic movements between areas and across cities.





*Minor Collector Streets* collect and distribute traffic to/from arterials and major collector streets and activity centers such as the Cove Elementary School and Cove High School. Existing minor collector streets in Cove include Haefer Lane, Conklin Street, and Antles Lane.

*Minor Local Streets* provide direct access to adjacent residential and agricultural lands. They are not intended to carry through traffic. Marginal access lanes and cul-de-sacs are also included in this category.

<i>Street Classification</i>	<i>Linear Miles</i>
Arterial Streets	1.6
Collector Streets	1.12
Local Streets	3.6
<i>Total</i>	<i>6.32</i>



**LEGEND**

	ARTERIAL / MAJOR COLLECTOR		LOCAL STREET
	MINOR COLLECTOR		UGB / CITY LIMITS

CITY OF COVE  
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 COVE, OREGON 97824  
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**FIGURE 2**  
**ROADWAY NETWORK**  
 EXISTING CONDITIONS

# Existing Transportation Facilities

*Continued*

## **State Highways**

State Highway 237 (also known as Cove Highway No. 342) provides access to Cove and connects to Island City/La Grande and Union. Highway 237 is classified with a District level of importance and is locally referenced as Main Street and Jasper Street. Both streets have an arterial/major collector classification. Highway 237 is classified by ODOT as having a District level of importance and primarily serves to distribute local traffic and serves as a local arterial/main street through Cove.

The primary state facility that influences land use and traffic within the Cove Urban Growth Boundary is Highway 237 (Main and Jasper Streets), which is classified as an arterial/major collector in Union County and serves as the main arterial street in Cove. It has an 80-foot right-of-way width with a 34-foot wide surface width with two 12-foot travel lanes, two six-foot paved shoulders, and five-foot bike lanes. Sidewalks along Highway 237 are separated from the paved shoulders by a narrow planting strip and are present on the west side of Jasper Street and both sides of Main Street. West of Church Street, the pavement surface area shrinks to 28 feet and bike lanes and sidewalks are discontinued.

## **County Roads**

Union County has no jurisdiction over roads within the Cove Urban Growth Area.

## **Local Streets**

Local streets form the majority of the roadway network in Cove. The local street grid consists of 400-foot by 300-foot blocks. The local street grid is considered to be an efficient and effective network for distributing local traffic to/from State Highway 237. A summary of local streets and their existing conditions with regard to number of travel lanes, parking, sidewalks, bike lanes, curbs and gutters, pavement surface and condition, street classification and length, and jurisdictional responsibility is included in Appendix B.

## **Unpaved Gravel Roads**

Only two local streets within the City of Cove are gravel streets: a segment of Alder Street between Bryan and Jasper Street; and the road to the Cove Water System off Mill Creek Lane. While there are some cost and drainage benefits to gravel streets, the City prefers local streets to be paved over time as existing streets are extended into undeveloped areas or reconstructed.

## **Pedestrian Network**

The compact size and gently sloping terrain of Cove tends to support walking and wheelchair accessibility. Pedestrian access is an important means of travel and is important to people of all ages and income levels. According to the 1990 US Census data, approximately 2.5 percent, or five people, walk to work or work at home (within a labor force of 200 people).

The recently adopted Bicycle-Pedestrian Plan for Cove provides detailed analysis and recommendations to support an adequate bicycle and pedestrian network within the City as it

## Existing Transportation Facilities

*Continued*

develops over time. The Cove Bicycle-Pedestrian Plan includes two types of pedestrian walkways that are appropriate; one for rural areas and one for urban areas. The rural area standard is appropriate for areas outside the city limits and may at times apply to low-use streets in Cove neighborhoods with low population densities. The existing pedestrian network system in Cove includes both rural and urban standards, as indicated in Figure 3.

Rural area pedestrian walkways generally include six-foot wide roadway shoulders as interim pedestrian facilities along local streets. In some instances, rural county roads or state highways with abutting residential and commercial development may need sidewalks. In most rural cases, sidewalks or streets (without curbs and gutters) with six foot wide shoulders will provide adequate pedestrian facilities and still preserve the rural residential character of the street.

In urban areas, particularly along arterials and major collector streets, sidewalks should be provided on both sides of the street when possible. A paved six-foot shoulder for shared pedestrian and bicycle use may be used as an interim pedestrian facility. However, as development proceeds, five-foot sidewalks should be provided with physical landscaped separations from vehicle traffic and designed to meet Americans with Disabilities Act design standards.

On minor collector and local streets that have very low traffic volumes and speeds, it may be appropriate for pedestrians to share the road with vehicles. When pedestrians must share the road with motor vehicles, a safer pedestrian environment can be achieved by reducing traffic speeds to 25 mph or less and/or using traffic calming techniques such as “bulb-outs” or “chokers” at intersections. Bulb-outs or chokers slow traffic through visual and physical narrowing of travel lanes.

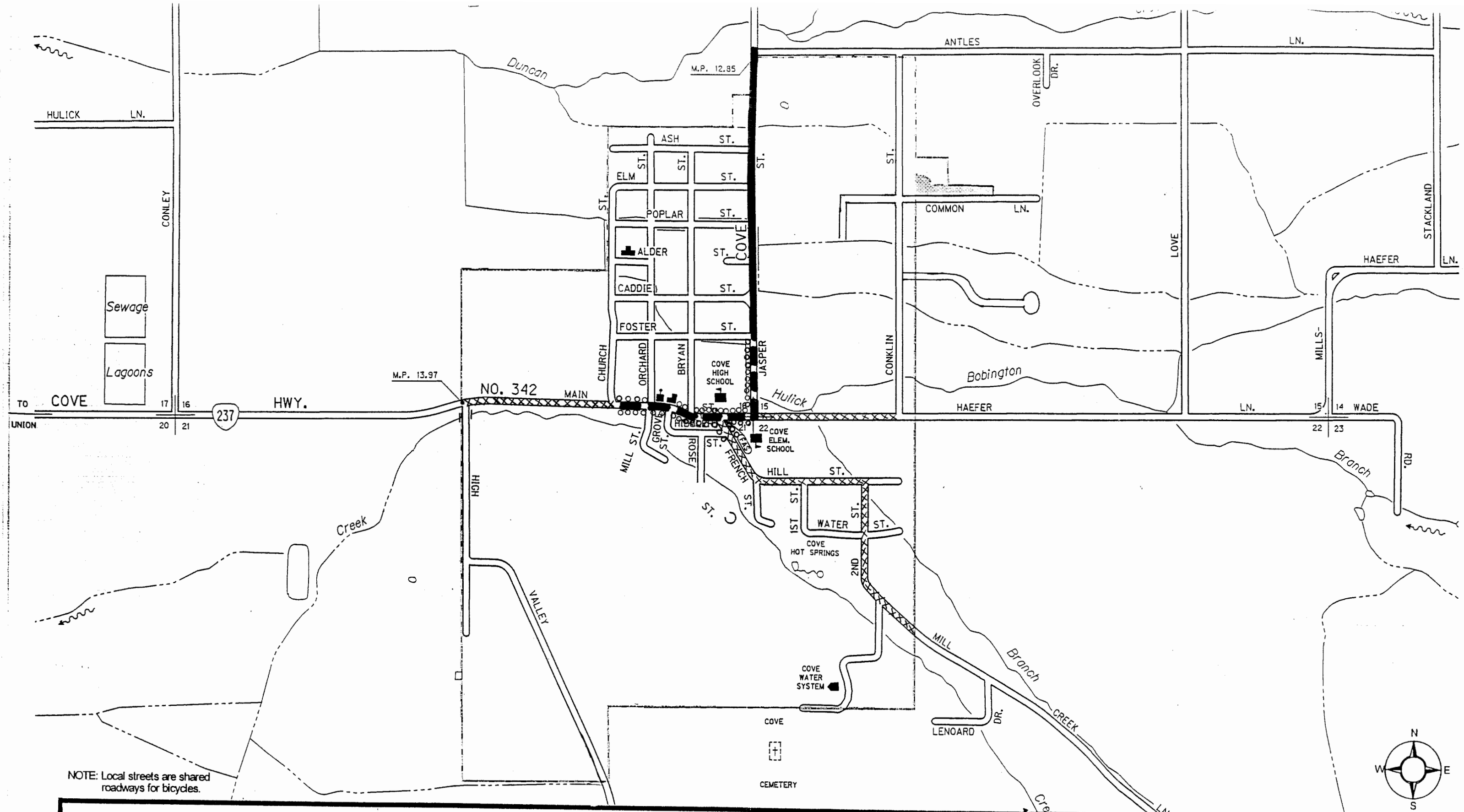
The existing sidewalk network within Cove is illustrated in Figure 3. Existing sidewalks exist along both sides of Main Street between Jasper and Church Streets, and along the west edge of Jasper Street.

### **Bicycle Facilities**

In 1995, ODOT reconstructed Highway 237 and added curbs, gutters, sidewalks, and bike lanes. Bike lanes are now present from Antles to Main Street and from Jasper to Church Street.

The Cove Bicycle-Pedestrian Plan identifies design principles for bicycle facilities in rural and urban areas. In rural areas along most state and county roads shared shoulder widths are adequate for bicycle travel. The standard shoulder widths must take into account traffic volumes, traffic speeds, and other traffic operational considerations. In urban areas, bicycle lanes or shared roadways are the primary types of bicycle facilities.

Bicycle lanes are appropriate on arterial and major collector streets, and minor collectors if traffic speed is above 25 mph or average daily traffic is over 3,000 vehicles. Bicycle lanes on minor collectors may also be appropriate to connect existing bike lanes to major destination points such as schools, parks, or multi-family housing areas.



NOTE: Local streets are shared roadways for bicycles.

LEGEND		
UGB/ CITY LIMITS	BICYCLE LANES	14' SHARED LANES FOR BICYCLES
SIDEWALKS	SHOULDER BIKEWAYS	

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**FIGURE 3**  
**BICYCLE / PEDESTRIAN**  
**NETWORK**  
 EXISTING CONDITIONS

10 otak

## Existing Transportation Facilities

*Continued*

Shared roadways or lanes are appropriate along arterial and major collector streets only when it is not possible to provide bike lanes due to physical constraints such as existing buildings or environmentally sensitive areas. In this case, a minimum 14-foot wide lane will allow both motor vehicles and bicycles to travel together. Shared roadways for bicycle facilities are also appropriate on minor collectors and local streets with relatively low average daily traffic and adequate minimum paved shoulder widths. On these facilities, a 12-foot travel lane with six-foot shoulder is adequate.

### **Public Transportation**

Public transportation in rural areas generally consists of senior citizen and handicapped transport, inter-city bus lines, and other forms of public and private transportation services or programs including park-and-rides or van pools.

There is limited existing public transportation service provided to Cove residents by Community Connections of Northeast Oregon. Community Connections of La Grande owns seven buses; one of which stops in Cove en route to La Grande each day. Buses also operate as a dial-a-ride system, with 24-hour notice requested. In spite of the preferred lead time, buses can at times respond within 10 minutes. The daily ridership from Union-to-Cove-to-La Grande is estimated at 30 percent capacity or 3 passengers per day. There are approximately four request calls per day that cannot be accommodated. In these cases, riders are scheduled for a future time period.

The Union County Transportation Coalition was formed to address transportation needs in Union County. This Coalition includes the following organizations:

- Community Connections of Northeast Oregon;
- Center for Human Development;
- New Day Enterprises; and
- Oregon Department of Transportation.

The Union County Transportation Coalition has tried in recent years to coordinate independent community-based public and private transit services to cities such as Union, Cove, and La Grande. The Union County Transportation Coalition currently provides one stop per day in Cove with service to La Grande. Average ridership is three passengers per day on this route. The total capacity of this van shuttle is 12 passengers and one wheelchair rider. Current plans by the Transportation Coalition include evaluating the potential for fixed route or dial-a-ride transit service that could help expand local transit service in the future.

In addition to the service offered by the Union County Transportation Coalition, inter-city service provided by Greyhound and Moffit Brothers is available in La Grande. Greyhound provides three daily stops in La Grande with service to communities along Interstate 84. Charter bus services provided by Moffit Brothers is available to Cove, but has never been requested in the past.

Other forms of public transportation such as park-and-ride programs, employer-based telecommuting, and flex-time programs are not currently provided to the residents of Cove.

## Existing Transportation Facilities

*Continued*

### **Passenger Rail Service**

Passenger rail service provided by Amtrak on the Pioneer Line with service between Chicago and Portland, was discontinued in May 1997. The nearest passenger rail stations were located in La Grande (14 miles west on Highway 237) and Baker City (45 miles south on Highway 237/I-84). Currently, there are no plans to resume passenger rail service by Amtrak along the Union Pacific mainline.

### **Freight Rail Service**

No direct freight rail service is provided to Cove. The closest rail freight service is available in La Grande, 14 miles west of Cove.

### **Air Service**

The closest airport to Cove is located in Union County near La Grande (14 miles west). This facility does not provide commercial air service but does provide for private aviation, fuel, service facilities, and charter flights. The Union County Airport Master Plan was last updated and adopted in 1989. Changes since that time have promoted a new effort to update the Plan (please refer to Section 6 — Recommendations for plan highlights).

The nearest commercial aviation facility is located in Pendleton, 60 miles west of Cove.

### **Public Utilities**

The City of Cove's municipal water system is equipped to supply 720,000 gallons per day with capacity to adequately serve a population of approximately 1,286 people; far exceeding anticipated growth levels. The local sewer system similarly provides under capacity. Lagoon capacity is 65,000 gallons per day while current daily usage is 15,000 gallons per day. See Appendix F for maps of local water and sanitary systems.

No major pipelines pass through Cove.

### **Existing Street and Bicycle/Pedestrian Design Standards**

Roadway classification dictates the standards to which roads and pedestrian and bicycle facilities are designed. A road classification is determined through operational characteristics such as traffic volume, operating speeds, safety, and capacity. Specific design standards are needed to maintain adequate transportation circulation in a manner that is consistent with existing community character and user expectation. Roadway, bicycle, and pedestrian design standards are also intended to be consistent with county and state policies as well as current standards in transportation design.

The City of Cove maintains jurisdiction for design, construction, and maintenance of local streets within city limits. Union County has jurisdiction for non-state facilities located outside the city limits/Urban Growth Boundary area. The Oregon Department of Transportation is responsible for



## Existing Transportation Facilities

*Continued*

design and construction of state facilities, such as Highway 237 (Main and Jasper Streets). The City of Cove and Union County currently have similar street and road design standards. Detailed roadway design standards within the City of Cove are described in the Cove Partition and Subdivision Ordinances. Design standards for bicycle and pedestrian facilities are described in the Cove Bicycle-Pedestrian Plan.

The Partition and Subdivision Ordinances require new streets and roads for public use to be dedicated without reservation or restriction other than reversionary rights upon vacation. Approval of tentative plans must clearly lay out streets, roads, and other public facilities such as water service, sewage disposal, stormwater drainage, flood control, telephone, electric, and gas utilities. The tentative plans must identify street classification and approximate centerline profiles with extensions for reasonable distance beyond the limits of the proposed partition or subdivision showing the approximate grade of streets and the nature and extent of street construction.

Street, roadway, and other utility design and improvement standards clearly describe the guidelines for conformity, dead-end streets or cul-de-sacs, frontage streets, and minor streets. The Cove Partition and Subdivision Ordinances support the arrangement of streets in new partitions and subdivisions that provide for the continuation of the existing street grid into adjoining areas. While the improvement standards for new streets support the continuation of street grid patterns, a local roadway network plan and map will help to ensure that local streets and right-of-way will be extended in accordance with ordinance improvement standards; even under piecemeal development. The advantages of a local street network plan are further described in Appendix C.

Roadway street standards are summarized in Table 2 and require a minimum 60-foot right-of-way width for arterial, collector, and local streets, and a minimum 50-foot right-of-way width for marginal access streets, roadways, or lanes. These standards may be altered as determined by the City Council due to topography, anticipated traffic volumes, soil conditions, continuation of existing street facilities, or other issues found to affect right-of-way width and utility easement requirements.

**Table 2**  
**Existing Street Design Standards**  
**City of Cove**

Street Class	ROW Width	Surface Width	Base		Leveling Course		Overlay Material	Shoulder Width	Sidewalk Location and Width	Bike Lane
			Depth	Aggregate Size	Depth	Aggregate Size				
<b>Arterial Streets</b>	60'	24	8"	1 1/2-3"	4"	3/4-1 1/2"	2" pavement	8'	5'	4-6' no/curb
<b>Collector and Minor Streets</b>	60'	24	8"	1 1/2-3"	4"	3/4-1 1/2"	2" pavement	6'	5'	shared roadway
<b>Marginal Access*</b>	30**	20	8"	1 1/2-3"	4"	3/4-1 1/2"	2" crushed gravel	6'	None	

Note:

- \*Marginal access rights-of-way shall not be less than 10% of street length, and shall be provided with utility easements on each side to provide 50' combined utility easement and right-of-way width.
- Streets or roads with anticipated commercial or industrial traffic shall have a minimum base depth of 12".
- All bridges shall have a 30-year minimum life expectancy and shall be constructed to load limit standards approved by the Council.
- The above standards may be altered if the Council determines that more (or less) extensive standards may be desirable if soil or topographical conditions, anticipated traffic counts, or continuation of existing street improvements or rights-of-way widths warrant such.

## Current and Projected Conditions

### **Average Daily Traffic**

Average daily traffic (ADT) counts along Highway 237 in the Cove area were collected from the Oregon Department of Transportation and summarized in Table 3. Traffic volumes along Highway 237 (Main and Jasper Streets) are highest north of Main Street, at 1,200 ADT. In general, traffic volumes in the City of Cove have remained steady over the past 15 years.

### **Accident Levels**

An analysis was conducted of vehicular accidents over the 1993 to 1995 time period from information compiled by the Oregon Department of Transportation. As indicated in Table 3, no accidents along the highway facilities were identified within the Urban Growth Area.

Although vehicle accident levels are not currently a concern, it should be noted that the existing roadway network offers the local fire district limited southbound access for fire, police and emergency vehicles operating within the local fire district. Only one southbound street connection via French Street and Hill Street to Mill Creek Lane exists and is subject to delays caused by inclement weather and on-street parking.

### **Existing Level of Service**

For communities with populations below 2,500 it is not necessary to perform detailed level of service, highway congestion, and intersection capacity analyses. Hence, traffic counts provided by the Oregon Department of Transportation were supplemented with peak period counts conducted for this plan at selected locations within the City of Cove. These counts record the number of vehicles and direction of travel for key intersections during AM or PM peak periods while people are driving to work or school. Peak period traffic turning movements were collected for the following intersections:

- Highway 237 at Main Street and Jasper Street
- Mill/Orchard/Main Street
- Bryan/Caddie Street

The methodology used to evaluate existing traffic service levels and future projected service levels is included in Appendix D. The traffic conditions analysis concluded that no existing service or capacity deficiencies exist within the Cove urban area.

Table 3  
City of Cove  
Highway Traffic Counts and Accident Data

Highway and Milepost	Traffic Counts				
	1980	1990	1993	1994	1995
<i>US 237 (342)</i>					
MP 12.91 (North city limits of Cove)	1,000	950	1,000	1,000	1,200
MP 13.16 (0.01 mile South of Poplar St.)	1,100	820	930	950	1,000
MP 13.46 (0.03 mile north of Main St.)	980	830	1,300	1,300	1,200
MP 13.64 (0.1 mile east of Orchard St.)	730	1,100	990	1,000	1,100
MP 13.96 (0.01 mile east of High Valley Rd.)	540	540	550	570	720

**Accident Data Highway 237 MP 12.91 - 13.96**

Mile Post	Average Daily Traffic	Total Accidents	Injuries			Fatal Injury	96 SPIS Value
			A	B	C		
TOTAL	720	0	0	0	0	0.00	

Accident Figures based upon 1993, 1994, and 1995 Data  
Source: Oregon Department of Transportation

## Current and Projected Conditions

*Continued*

### Demographic Characteristics

The number of residents in the City of Cove and Union County have remained relatively stable over the past two decades. The current estimated population is 600 year-round residents in the City of Cove, which is up from 430 residents in 1980. As indicated in Table 4, population is projected to increase by 1.0 percent annually in both the City and County over the 20-year planning horizon. Growth within Cove is expected to result in 732 new residents and 300 to 350 new dwelling units (households) by the year 2017.

The Cove School District is the primary employer and traffic generator in the City. As a result, the majority of the City's 200-person labor force travel outside the community for employment in La Grande or elsewhere. Cove workers' commuting patterns are shown below:

	Cove Mode Split	Statewide Mode Split
Drive Alone	71%	73%
Carpool	12%	13%
Walk, Bike, or Work at Home	17%	11%
Public Transit	0%	3%
<b>Total</b>	<b>100%</b>	<b>100%</b>
Mean Travel Time to Work (minutes)	21.8	19.6

These data indicate that Cove residents already have a relatively large share of non-auto (walk, bike, or work at home) commuters in comparison to the State of Oregon.

Population age is an important factor in determining special transportation service requirements. In Cove, there are approximately 77 people over age 65 (12.8%). This is a larger share of the population base than the state (13.8%) has, and is likely to increase in the near-term as the "baby boom" generation (people born between 1950 and 1964) ages. An aging population will place a greater need for health care, nursing care, and special transportation services over the next 20 years.

Leading employment factors in Union County include services, trade, and manufacturing. Slight expansion is expected in these sectors over the next 20 years as the region diversifies its timber-oriented industrial base. Within the City of Cove, the labor force is expected to expand by about 20 new workers by 2017, with a projected growth rate slightly greater than Union County (12 percent employment growth over the 1995-2020 time period). It is expected that one-quarter of the new labor force will work within the Cove UGB (five workers) compared to 16 percent working locally today.

Table 4  
 Population Trends and Projections  
 Union County  
 1980 - 2017

	1980	1990	1996	1980-95 Growth Rate	Projected 1995-2017* Growth Rate	Projected 2017 Population
Union County	23,921	23,667	24,400	0.14%	0.44%	25,677
City of North Powder	451	507	555	1.54%	1.00%	677
City of Union	2,062	1,847	1,955	-0.37%	0.44%	2,134
City of Cove	430	448	600	2.64%	1.00%	732
City of La Grande	11,354	11,766	12,415	0.62%	0.50%	13,717

\*Based upon projected population growth in Union County between 1995 and 2020.

Union County projected growth by Oregon Office of Economic Analysis long-term Population and Employment forecasts for Oregon; Jan. 97.

Sources: US Census Bureau; Eastern Oregon State College, Regional Service Institute; and Oregon Office of Economic Analysis.

## Current and Projected Conditions

*Continued*

### **Land Use**

As part of the planning process, existing and potential land use and development plans are reviewed. Cove's existing land use pattern generally includes single family residential with a fairly compact commercial core area centered on the intersection of Main Street and Jasper Street (Highway 237). A church camp occupies the majority of undeveloped land inside the UGB in the northwest quadrant. Expected future land use changes include continuation of residential development in the northeast and southwest quadrants of the UGB. Please refer to the land use maps in Appendix F. The potential additional traffic generated by future residential development, and minimum commercial and industrial development is expected to be accommodated through extension of the local street grid with minimum impact on the state highway system.

### ***Level 1 Traffic Forecast***

In accordance with Oregon Department of Transportation's transportation system planning guidelines for communities under 2,500 residents, a Level 1 traffic forecast methodology was applied which takes into account long-term trends and population projections. This analysis is also summarized in Appendix D. A summary of population trends and projections for Cove is provided in Table 4.

The Level 1 traffic forecast is based on one percent per year traffic growth over the 20-year projection period. This rate of growth is consistent with recent Oregon Bureau of Economic Analysis long-term population forecasts for Union County and results in no anticipated service or capacity deficiencies within the existing roadway network.

# Transportation Improvement Alternatives

The transportation system alternatives analysis includes an evaluation of a “no build” scenario, identification of transportation demand management measures such as public transit service, and a list of potential transportation improvements. The transportation alternatives were formulated with the help of the Transportation Advisory Committee, the City Council, and the public at large. The improvements included in the transportation alternatives analysis are intended to address specific goals and objectives identified in the Introduction. Many of the alternatives were refined and incorporated into the final Transportation System Plan.

## **No Build Scenario**

The “no build” or “do nothing” scenario forms the basis for comparison with other transportation alternatives included in this analysis. The no build scenario assumes no major changes to the existing transportation system over the next 20 years. Traffic volumes are projected to increase by about 20 percent by year 2017 as population and employment rise. Future problems that would likely occur from increased traffic volumes include:

- If residential development occurs around the perimeter of the existing local street grid in the absence of a local street network plan then it could result in inefficient or missing local street connections (see Appendix C). Under-served, low-density land use within the urban area leads to costly public facility extensions to serve the future annexations required to meet and serve anticipated levels of development.
- Emergency vehicle response from the local Fire District Headquarters in Cove remains impaired by limited street connections south to 2nd Street.

Under the no build scenario, local mobility would be constrained by poor local street connections and public facilities investments may be required to accommodate land use development over the 20-year planning period.

## **Public Transportation**

A number of senior citizens and transportation-disadvantaged individuals rely on public transportation as their sole source of transportation. The present pool of transit patrons in Cove is estimated at less than five percent of the population (33 individuals) and is projected to increase as the baby boom generation (those born between 1948 and 1964) ages. The Transportation System Plan supports expanded public transportation to serve the transportation-disadvantaged with reliable and frequent connections to destinations in the region (i.e., La Grande).

The Union County Transportation Coalition has established several future transit service objectives, including:

- Service extension from an 8-hour day to a 12- to 16-hour day;
- Increased use of May Lane as an alternative to Island Avenue; traveling through Cove and Union to North Powder via Highway 237; and
- Collaboration with large employers to establish a park-and-ride system with contract commitments for service.

# Transportation Improvement Alternatives

*Continued*

## **Transportation Demand Management**

The potential for transportation demand management programs such as park-and-ride facilities, employer based carpools/vanpools, and flexible shift schedules were considered as part of the transportation system plan process. With only an estimated 200 working residents living in Cove, and no major employers with more than 50 workers, the benefits of transportation demand management strategies are minimal.

## **Transportation Improvement Alternatives**

Several potential improvements were identified to enhance the operation, accessibility, and safety for Cove's local roadway network. The transportation alternatives are intended to address existing and future deficiencies, preserve state highway facilities, and enhance local community character. A map of these improvement alternatives is illustrated in Figure 4.

***Local Street Network Plan and Design Standards*** — The community requested that the future conditions map be built upon Cove's existing street grid by extending it into the northeast quadrant and by completing identified local street connections including:

- Miscellaneous local street extensions in northeast quadrant;
- Extending 2nd Street to Haefer Lane;
- Connecting Alder Street between Orchard Street and Jasper Street.

A local street plan should be adopted as part of the Transportation System Plan to guide and organize future development, and ensure that an adequate local street network is provided as parcels develop over time.

The City's Subdivision Ordinance currently provides for marginal access streets, local streets, collectors, and arterial streets. Cove was originally platted with 60-foot standard right-of-way widths for north-south streets and 40-foot right-of-way widths on east-west streets. Current design standards for local streets require a 60-foot minimum right-of-way width. A local street plan that considers 40- or 50-foot right-of-way widths for marginal access streets should only be considered for access to a limited number of parcels and given specific limiting conditions, such as no on-street parking, maximum build-out allowed, and no opportunity for further street expansion.

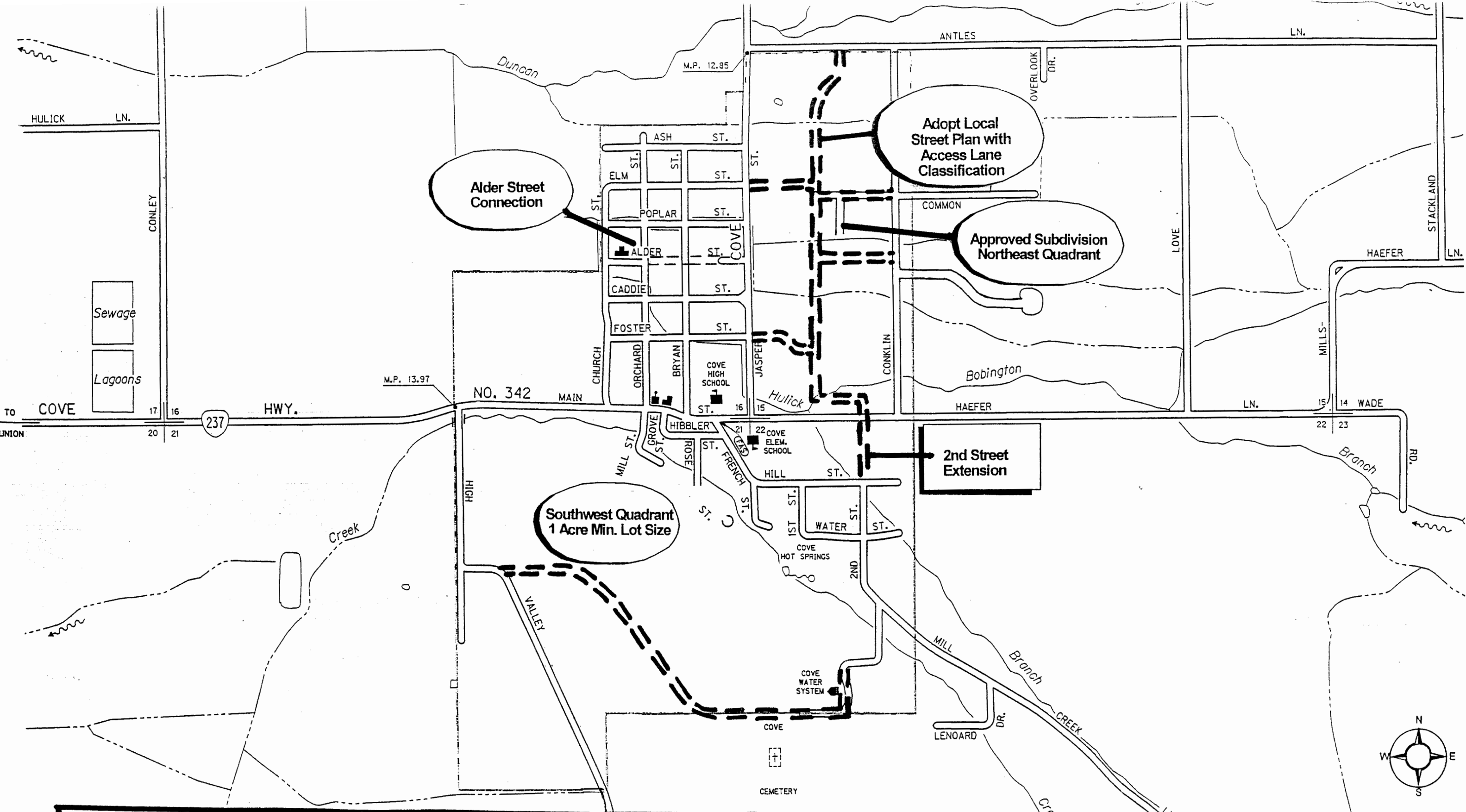
The community felt that the local street plan is of great benefit. It was determined that access lanes providing 24-foot wide surfaces with no on-street parking in a 50-foot right-of-way should only be used to access several dwellings where opportunity for local street expansion is shown not to exist.

Local street plans should be designed to include twelve foot travel lanes, eight-foot parking lanes, a drainage landscape strip, and adequate width for utilities within a 50- to 60-foot right-of-way. It was determined that local streets should be fully improved at the time of development.

## **Specific Bicycle-Pedestrian Facilities**

Bicycle-pedestrian facility improvements are described in Cove's Bicycle-Pedestrian Plan and





LEGEND	
	ARTERIAL / MAJOR COLLECTOR
	MINOR COLLECTOR
	LOCAL STREET
	FUTURE STREET*
	UGB / CITY LIMITS

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**FIGURE 4**  
**LOCAL STREET PLAN**  
**AND**  
**FUTURE CONDITIONS**

21  
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\* FUTURE STREET LOCATIONS ARE APPROXIMATE AND SUBJECT TO REFINEMENT

# Transportation Improvement Alternatives

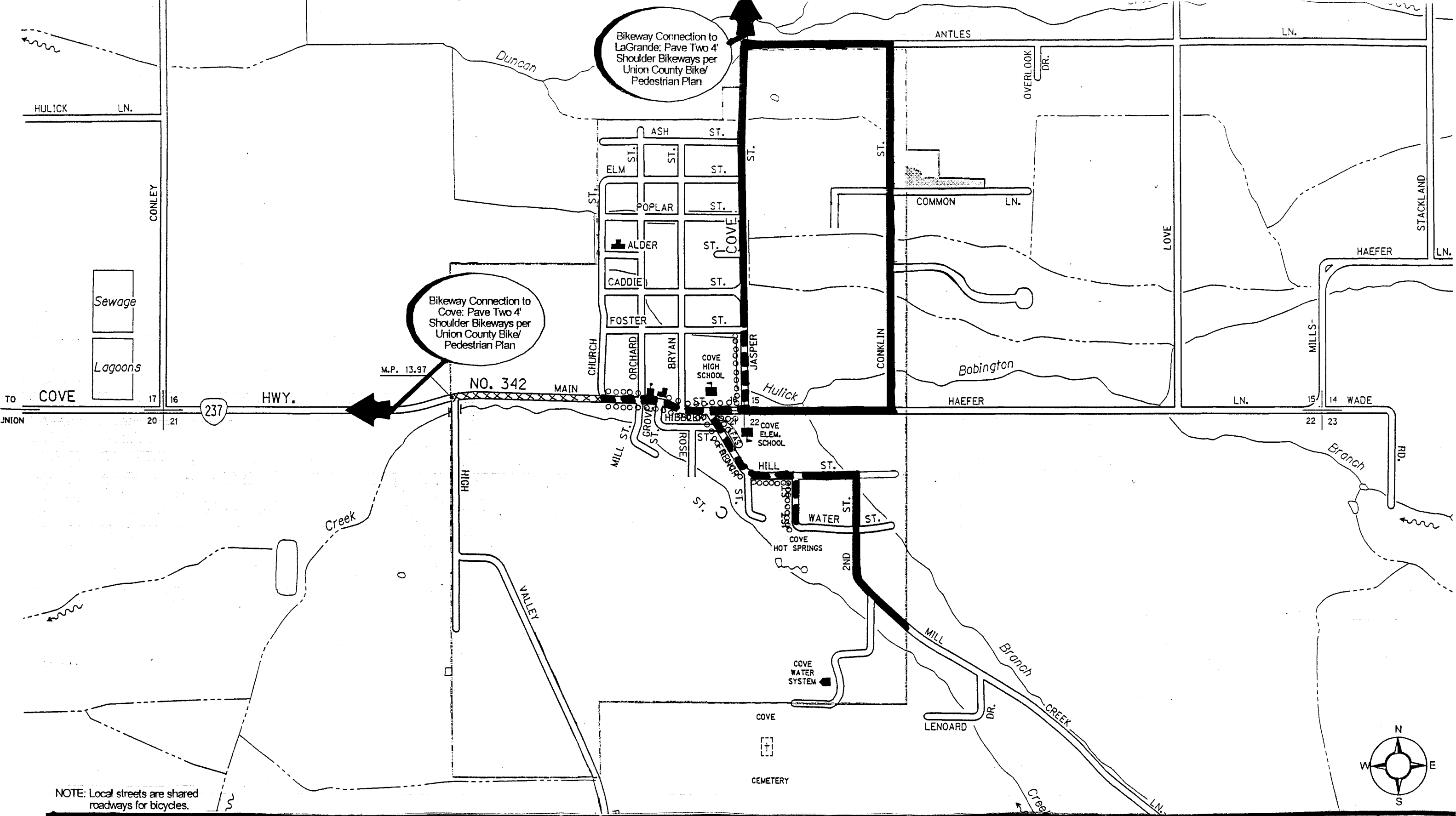
*Continued*

include sidewalk and shared roadway improvements along French Street, Hill Street, Antles Lane, Conklin Lane, Haefer Lane, and 1st Street. The future bicycle/pedestrian network is illustrated in Figure 5.

## **Evaluation Criteria**

Evaluation of potential transportation improvements was based primarily on the feedback from local community residents, City Council members, and the Transportation Advisory Committee. Feedback took into account qualitative safety, environmental, socio-economic, and land use impacts, as well as local cost requirements.

A detailed cost estimate was not required at this level of analysis because identified transportation improvements did not include capital-intensive projects. Instead, analysis focused on projects that would be funded privately or through state funding programs as private development and state highway construction occurs. The evaluation of the transportation improvements not only resulted in specific improvements to be incorporated into the recommendations section, but also included improvement priorities that are discussed in the funding plan section.



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**FIGURE 5**  
**BICYCLE / PEDESTRIAN**  
**NETWORK**  
 FUTURE CONDITIONS

23  
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## Recommendations

This section provides a detailed list of transportation plan improvements that are intended to meet this plan's goals and objectives. The plan includes enhancements for all modes of transportation including the roadway network, bicycle and pedestrian facilities, freight, and public transportation. The plan is illustrated in Figures 4 and 5. Project descriptions and planning-level capital costs are provided in Table 5.

### **Efficient Land Use Planning**

Efficient land use planning projects include planned development within the northeast quadrant; a local street plan for the northeast quadrant; and planned low density development in the southwest quadrant. The local street plan is a critical component of the Transportation System Plan for preserving the functions and level of service of Main Street and Jasper Street (Highway 237).

### **Local Street Network**

The purpose of the local street plan (Improvement 1) in the northeast quadrant is to provide a general guide for extending local streets and public facilities (sewer, water, telephone, and electric) into undeveloped areas of the City over time. A local street plan ensures that an adequate local street network will be provided as large parcels subdivide and develop. Local street plans optimize efficient land use development and retain community character during growth. The local street plan is also cost-effective to the local jurisdiction because right-of-way and utility improvements are provided or paid for by the property owner/developer; therefore, the need for annexations, urban growth boundary expansions, and public facility extensions are minimized. Examples of local street plan benefits and phasing strategies are presented in Appendix C.

### ***Connectivity Improvements***

Connectivity improvements improve pedestrian and bicycle facility connections and help enhance emergency vehicle access. Specific connectivity improvements described in the prior transportation system alternatives analysis are also part of the preferred Transportation System Plan and include:

- 2nd Street extension between Haefler Lane and Hill Street;
- Alder Street connection between Jasper Street and Orchard Street.

### **Bicycle and Pedestrian System Plan**

The detailed bicycle and pedestrian system plan is summarized in the Cove Bicycle-Pedestrian Plan, adopted in March, 1996. The plan includes specific recommendations for enhancing pedestrian and bicycle facilities along French Street, Hill Street, 1st Street, 2nd Street, Antles Lane, Conklin Lane, and Haefler Lane. A summary of these recommendations is illustrated in Figure 5 and listed in Table 5.

### **Public Transportation Plan**

Existing public transportation service is not available within Cove. However, future plans to augment Union County Transportation Coalition public transit service are now being considered.

Table 5  
City of Cove  
Transportation System Plan  
List of Proposed Roadway, Bicycle, and Pedestrian Projects

Location	Project Description	Length (mi)	Priority	Cost (\$)	Funding Allocation		
					Local Private	Local Public	State
<b>Roadway Improvements</b>							
Local Street Plan	Northeast Quadrant street plan with access lane classification (gravel surface)	2.22	HIGH	\$702,000	100%	-	-
Alder Street Connection	Minor local street in 60-foot ROW	0.11	LOW	\$35,000	100%	-	-
2nd St. Extension	Minor local street in 60-foot ROW	0.076	MEDIUM	\$26,000	100%	-	-

<b>Bicycle and Pedestrian Improvements</b>							
French St., Hill St., and 2nd St.							
Main St. to 1st St.	Widen paved area for shared bikeway and sidewalk (west side)	0.2	HIGH	\$42,000	-	50%	50%
1st St. to East City Limits	Widen pavement for 4 foot shoulder bikeways.	0.41	HIGH	\$14,000	-	50%	50%
Antles Lane							
Hwy. 237/Jasper to Conklin Lane	Widen pavement, provide 4-foot paved shoulder bikeways.	0.41	HIGH	\$14,000	-	50%	50%
Conklin Lane							
Antles Lane to Haefer Lane	Widen pavement, provide 4-foot paved shoulder bikeways.	0.62	HIGH	\$78,000	-	50%	50%
Haefer Lane							
Hwy. 237/Jasper to Conklin Lane	Widen pavement, provide 4-foot paved shoulder bikeways.	0.27	LOW	\$9,000	-	50%	50%
1st Street							
Hill to Water Street	Widen paved area for shared bikeway, provide new sidewalk (west side)	0.076	HIGH	\$25,000	-	50%	50%
<b>Total for HIGH Priority Projects</b>				<b>\$3,396,000</b>	<b>\$2,766,000</b>	<b>\$86,500</b>	<b>\$86,500</b>
<b>Total for MEDIUM Priority Projects</b>				<b>\$26,000</b>	<b>\$26,000</b>	<b>N/A</b>	<b>N/A</b>
<b>Total for LOW Priority Projects</b>				<b>\$44,000</b>	<b>\$35,000</b>	<b>\$4,500</b>	<b>\$4,500</b>

Note:

1/ costs are in 1997 dollar amounts

2/ ODOT funding is suggested, not committed.

## Recommendations

*Continued*

The Union County Transportation Coalition has established several future transit service objectives, including:

- Service extension from an 8-hour day to a 12- to 16-hour day;
- Increased use of May Lane as an alternative to Island Avenue, which is presently the primary route to Cove and, connecting to Union and North Powder via Highway 237; and
- Collaboration with large employers to establish a park-and-ride system with contract commitments for County-wide service.

### **Transportation Demand Management Plan**

Telecommuting and flexible work schedules, when used in conjunction with employer-based programs, can provide employees the capability to perform their work at home instead of traveling to a distant work place. Telecommuting is expected to increase throughout Oregon within the next 20 years. Technology and communication improvements will likely support continued growth and development in rural communities such as Cove. Transportation demand management techniques such as park-and-ride programs, and employer based vanpools or carpool programs were not identified as workable local transportation alternatives by Cove residents at this time. However, a future County-wide park-and-ride system is to be established in collaboration with large employers and the Union County Transportation Coalition.

### **Air Service Plan**

The nearest aviation facilities are located within Union County near La Grande. The airport does not provide commercial air service but charter flights are available. The airport also provides life flight, fueling, and private landing strips. The nearest commercial airport is located in Pendleton. Any recommendations to these commercial and municipal airport facilities are not within the scope of the Transportation System Plan.

The Airport Master Plan was last updated and adopted in 1989. A master plan update has been initiated to recognize several significant changes which have occurred since 1989, including:

- A 1995 runway extension to meet FHWA standards.
- A 1995/96 zone change to light industrial use for a portion of airport land owned by the County.
- Future runway extension(s).

The revised Airport Master Plan will support the pursuit of a commercial air carrier.

### **Public Facility Extension Plans for Sewer, Water, Electric, and Pipelines**

The local street plan identified on the Transportation System Plan map provides an approximate location for the extension of local roads and other public facilities such as sewer, telephone, water, and electric utilities. Existing and planned sewer and water main lines were considered in the extension of the local street plan. However, precise locations for streets and other public facilities are subject to refinement as described in the Implementation Chapter. The recommended street standards include adequate right-of-way width for provision of public utilities. Because Cove's

## Recommendations

*Continued*

average rainfall is only 10 inches per year, storm drainage, street curbs, gutters, and basins are not major issues.

No major pipelines pass through the Cove urban area.

# Funding Plan

## **Cove Funding Plan**

To meet the requirements of the Transportation Planning Rule, the Cove Transportation System Plan (TSP) must have a transportation financing program that includes the following:

- A list of planned transportation facilities and major improvements
- A general estimate of the priority or timing of planned facilities and improvements
- Determination of rough conceptual capital cost estimates
- A discussion of existing and potential financing sources

The preliminary capital cost estimates identified in this section are for planning level analysis only. The costs were derived assuming unit price factors for each improvement. All costs exclude land acquisition or special environmental impact mitigation requirements and are stated in 1997 dollars.

## **Planned Facilities and Improvements**

Previous analysis of existing transportation conditions, land use/development projections, and future transportation/traffic conditions were used to identify specific roadway, intersection, and pedestrian/bikeway projects that would address congestion and safety issues within the Urban Growth Boundary.

Project priorities have been identified in two categories. "High Priority" projects include the highest priority improvements and are assumed to occur within the next 10 years. This includes projects that occur in conjunction with private development projects. "Low Priority" includes projects to be constructed between years 10-20 of plan implementation.

Table 5 summarizes the roadway, bicycle, and pedestrian capital improvements identified in the TSP. The list includes project priorities, capital cost estimates, and potential funding sources, such as state, city, or private funding responsibilities. For the purpose of this funding plan, state funding sources include capital improvement program funds, annual grant funding programs (e.g., bicycle-pedestrian program) and Immediate Opportunity Funds. Local private funding and public funding sources are discussed below.

While all of the roadway improvements on major collector and arterial streets would be designed to accommodate pedestrians and bicycles, detailed plans for pedestrian and bikeway facilities are incorporated into the Cove Bicycle-Pedestrian Plan. The ability to fund local pedestrian and bicycle projects will depend greatly on the City's ability to obtain special state grants and local property owner's support for improvements through funding contributions (i.e., local improvement districts) or special voter approved levies.

The state is expected to play a modest role in funding local improvements listed in Table 5. The state's involvement in funding will be dependent upon available special City allotment grants and bicycle-pedestrian grant programs.



## **Transportation Financing and Funding Overview**

Funding describes methods that generate revenue for transportation projects. Financing refers to how projects are paid for over time. Transportation projects are often paid for using a combination of funding and financing.

Funding for transportation improvement projects is typically derived from three sources: federal, state, and local governments. A description of the funding sources from each of these three categories follows. In some cases, funds may come from one level of government (such as ODOT or the Oregon Economic Development Department) to be spent by another level of government (i.e., City of Cove, or Union County).

For each of the funding alternatives listed below, there is a brief description, a listing of the existing application (i.e., who is presently using this method) and a short discussion of the potential for implementing the alternative. No effort has been made to screen alternatives according to their political or legal feasibility. The intent is to provide an overview of a number of alternative revenue sources. The decision on how the funds are spent is ultimately a policy issue to be decided by the City Council and/or local constituency.

## **Federal Funding Options**

### ***Intermodal Surface Transportation Efficiency Act (ISTEA)***

*Description:* 1991, Congress passed, and the President signed, the Intermodal Surface Transportation Efficiency Act (ISTEA). The act, which is now being redrafted by Congress, emphasizes flexibility in funding transportation solutions and establishes a series of funding categories for implementation. Funding through ISTEA is targeted at improvement to all modes of transportation that demonstrate benefits which enhance the multi-modal nature of the transportation system and meet local land use, economic, and environmental goals.

*Existing Application:* Transportation improvement projects within Cove are potentially eligible for funding through a number of categories under ISTEA. These categories include:

- **Surface Transportation Program (STP):** Funding through this category may be used on roads that are not functionally classified as local or rural minor collectors. These roads are now collectively referred to as federal-aid routes. Highway 237 is eligible for STP funding.
- **Special Enhancement Program:** Funding through this category may be used for providing pedestrian, bicycle and transit facilities, and improvements or programs that enhance scenic or historic resources. Local jurisdictions need to coordinate with ODOT Region 5 to receive ISTEA funding.

### ***Community Development Block Grants (CDBG)***

The Federal Department of Housing and Urban Development offers a Community Development Block Grant Program (CDBG). To receive CDBG funds, cities must compete for grants based upon a formula that includes their size and other factors such as rural/urban status, demographics, local funding match, and potential benefits to low- to-moderate income residents, including new job

## Funding Plan

*Continued*

creation. CDBG funds can also be used for emerging public works needs. Public works projects may be needed to mitigate a health risk (i.e., replace failed septic systems with a public sewer) or to accommodate certain economic development (i.e., a V.A. home).

*Potential:* In small rural communities this program has limited application but may be a source of street funds for roads serving new developments supporting job creation or multi-family housing. CDBG funding requests should be coordinated through Union County.

### ***Federal Economic Development Administration (EDA)***

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

*Potential:* EDA funds are difficult to obtain, but could be considered for targeted improvements for mill site redevelopment or local industry expansion. Funding requests for EDA grants should be coordinated with Union County and the OEDD Region 13 office in La Grande.

### **State Funding Options**

#### ***State Motor Vehicle Fund***

*Description:* The State of Oregon currently collects the following fuel and vehicle fees for the State Motor Vehicle Fund:

- State Gas Tax \$0.24 per gallon
- Vehicle Registration Fee \$15.00 per year

In addition, a weight-mile tax is assessed on freight carriers to reflect their use of state highways. The revenue from the fund is used by ODOT and distributed to cities and counties throughout the state with each city's distribution based on a city's share of statewide population, while the county distribution is based on a county's share of statewide vehicle registration.

*Existing Application:* ODOT Region 5, Union County, and the City of Cove receive funds from the State Motor Vehicle Fund. ODOT uses their allocation from the State Motor Vehicle Fund for maintenance and capital improvement purposes. The State Transportation Improvement Program (STIP) describes the capital projects to be funded by ODOT. Union County and the City of Cove typically use their funding allocation for street maintenance, snow removal, and related maintenance areas, such as pothole repair.

The state distributes 15.57 percent of the State Motor Vehicle Fund to cities and 24.38 percent to counties based on a per capita rate (cities) and shares vehicle registration (counties). The remaining amount in the State Motor Vehicle Fund is used to maintain and enhance the state highway system. The State of Oregon operates a grant program available to cities for bicycle-related transportation system improvements and one percent of the fuel tax returned to cities and counties is designated for on system bike paths and lanes.

*Potential:* In fiscal year 1996/97 Cove received \$26,000 from this funding source. As population increases and the number of registered vehicles and fuel sales increase, the total revenue from the State Motor Vehicle Fund will rise. However, if the fees (tax per gallon) stay at current levels, then there will be a reduction in buying power due to inflation. Passage of an increased transportation funding package would result in increases in both the state gas tax, vehicle registration fees, and ultimately, local revenues.

***Special Public Works Funds (SPWF) and Immediate Opportunity Funds (IOF) — Lottery Program***

*Description:* The State of Oregon, through the Economic Development Department, provides grants and loans to local governments to construct, improve, and repair public infrastructure in order to support local economic development and create new jobs.

*Existing Application:* SPWF and IOF funds have been used in a number of cities for the construction of water, sewer, and limited street improvements.

*Potential:* These funds are limited to situations where it can be documented how a project will contribute to economic development and family-wage job creation.

***Special City Allotment***

*Description:* SCA funding is available to incorporated cities with a population of less than 5,000 people. This funding comes from state gas tax funds and provides grants to selected cities up to \$25,000. Cities are annually asked by ODOT to submit local street system projects. Cities can apply only if previous SCA Grants are complete and paid for. ODOT regions evaluate project proposals from each city and rank each proposal.

*Application:* Region 5 is usually allocated eight grants per year for small cities.

***State Bicycle-Pedestrian Grants***

*Description:* Cities and counties can apply annually for bicycle facility or sidewalk grants for projects they have selected. Grants for projects on local street systems have a match of 20 percent while projects next to state highways have no match. Each bicycle-pedestrian grant cannot exceed \$100,000 in state bike funds. Project evaluation and selection is made annually by the Statewide Bicycle/Pedestrian Committee.

*Application:* Communities throughout Union County have successfully received these grants for bicycle and sidewalk improvements.

***Oregon Infrastructure Bank***

*Description:* In 1996, Oregon became part of a 10-state national pilot program intended to provide innovative funding for a variety of highway and transit capital projects. The OIB helps fund needed infrastructure by making revolving loans to communities throughout Oregon. The

important advantages of this source include providing low tax- exempt interest rate loans, quick processing of loan applications, and administrative simplicity.

*Application:* The first round of loans from the OIB totaled \$5.8 million including funding from state highway money and federal matching funds. Representative projects include transit facilities in Hood River, Marion County, and Washington County; planning for the Newberg-Dundee Bypass and the Tualatin-Sherwood Highway; and a statewide rideshare vanpool program. Momentum appears to be building in support of this program as the U.S. Congress considers authorizing state infrastructure banks to use federal funds for other modes.

*Potential:* This may become a viable alternative to local bond levies, especially for innovative or multi-modal projects.

### **Local Funding Options**

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

#### ***General Obligation Bonds (G.O. Bonds)***

*Description:* Bonds are often sold by a municipal government to fund transportation (or other types) of improvements and are repaid with property tax revenue generated by that local government. Under Measure 50, voters must approve G.O. Bond sales with at least a 50 percent voter turnout.

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

*Potential:* Not expected to be a necessary funding source, unless the City desires to pool together several projects into one G.O. Bond issue.

#### ***Serial Levy/Property Taxes within the Limits of Ballot Measure 50***

*Description:* Local property tax revenue (City or County) could be used to fund transportation improvements through a serial bond levy.

*Existing Application:* Revenue from property taxes are deposited in a local government general fund where it is spent on a variety of uses. Transportation capital improvements are frequently funded by property tax revenue. However, with Measure 50 limitations, use of property taxes for transportation capital improvement projects will continue to compete with other general government services. Limitations are set at the 3 percent assessed value increase allowed by Measure 50, and the local tax limits of \$15 per \$1,000 of assessed value established under

Measure 5. Under Measure 50, however, there is no limit on assessed value generated by new construction.

*Potential:* Because the potential for increased funding from property tax revenue is limited by Ballot Measures 5 and 50 and by competition from other general fund services, it is only a practical source for financing major local street improvements where long term contributions can accumulate.

### ***Revenue Bonds***

*Description:* Revenue Bonds are those bonds sold by a city and repaid from an enterprise fund with a steady revenue stream such as a water or sewer fund. The bonds are typically sold to fund improvements on the system producing the revenue.

*Existing Application:* Revenue bonds are a common means to fund large, high-cost capital improvements that have a long, useful life. A water or sewage treatment plant is a good example where the high construction cost over a short period makes it difficult to pay for construction from operating funds, yet a long-term revenue stream from sewer revenues makes the sale of bonds a viable alternative; spreading the cost of the facility improvement over a long period of time. Innovative applications include the City of Independence, where local fuel tax revenue was pledged to finance revenue bonds to fund street improvements.

*Potential:* Revenue bonds are not a likely local funding source for roads or other transportation in small jurisdictions.

### ***Transportation System Development Charges (SDC)***

*Description:* A transportation system development charge (SDC) or traffic impact fee is a fee charged to new development to pay for infrastructure improvements needed as a result of development.

*Existing Application:* Cities now use transportation SDCs (or traffic impact fees) to assist in funding traffic improvements attributed to new development (e.g., Harris-Pine Mill site redevelopment in Pendleton).

*Potential:* This is not expected to be a major source of local funding but could be part of a larger funding package.

### ***Local Vehicle Fuel Tax***

*Description:* Local jurisdictions can implement a local gas tax that would be in addition to the state gas tax it currently receives.

*Existing Application:* Five jurisdictions in Oregon have a local gas tax — the City of Woodburn (\$0.01/gallon), Washington Co. (\$0.01/gallon), Tillamook (\$0.015/gallon), The Dalles (\$0.01/gallon), and Multnomah Co. (\$0.03/gallon). The local gas taxes have raised the following amounts:

## Funding Plan

*Continued*

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

*Potential:* Although there is some potential, if considered County-wide rather than by small cities, this tax is unlikely to be seriously considered if a statewide transportation funding package is approved.

### ***Local Vehicle Registration Fee***

*Description:* Like a local fuel tax, local jurisdictions can implement a local vehicle registration fee. This would operate similarly to the existing statewide vehicle registration fee.

*Existing Application:* Presently, no cities or counties in Oregon charge a local registration fee.

*Potential:* Same as local fuel tax.

### ***Local Street Utility/User Fee***

*Description:* This fee is based on the fact that streets are utilities used by citizens and businesses just like a public water or sewer system. Fees are typically assessed by usage (e.g., average number of vehicle trips per development type).

*Existing Application:* This fee is now being used in La Grande, where it is raising approximately \$70,000 dollars a year through a \$4.00 monthly fee charged on residential water meter bills. The revenue generated by this fee is used for operations and maintenance of the street system.

*Potential:* This funding source has little potential for capital projects but could be considered to supplement local road maintenance funds.

### ***Local Improvement District (LID)***

*Description:* Through a local improvement district (LID), a street or other transportation improvement is built, and the adjacent properties that benefit are assessed a fee to pay for the improvement.

*Existing Application:* LID programs have wide application for funding new or reconstructed streets, sidewalks, water/sewer, or other public works projects. The LID method is used primarily for local or collector roads, though arterials have been built using LID funds in certain jurisdictions. In Pendleton, LIDs have leveraged up to \$200,000 in annual sidewalk improvements by using \$25,000 set aside for use as a financial incentive to encourage property owners to construct/replace sidewalks adjacent to their property.

## Funding Plan

*Continued*

*Potential:* LIDs continue to offer a good mechanism for funding projects such as new sidewalks and street surface upgrades.

### ***Developer Dedications of Right-of-Way and Local Street Improvements***

*Description:* New local streets required to serve new development areas are provided at the developer's expense in accordance with the tentative and final plan approvals granted by the City Council.

*Existing Application:* Current City ordinances require local streets and utilities to be provided in accordance with the adopted Land Use Plan, Zoning Ordinance, and Subdivision Ordinance. This includes dedication of street/utility rights-of-way; and street, pedestrian/bicycle facility, and utility construction to City design standards.

*Potential:* Private developer street dedications are an excellent means of funding new local street/utility extensions and are most effective if guided by a local roadway network plan. This funding mechanism can apply to all new local street extensions in Cove within the 20-year planning period.

### **Funding Plan**

Any attempt to fund local improvements with federal or state funding sources requires coordination with Union County and state agencies. This transportation plan assumes any maintenance and preservation along Highway 237 (Main and Jasper Streets) will be funded by ODOT. Other important ODOT funding sources include pedestrian and bicycle facilities funded with local matches and other annual grant programs.

ODOT's current funding position defines the context in which the bulk of federal and state funding would apply to local projects. Barring dramatic changes in the price of fuel, significant changes in transportation policy are not expected. Findings include:

- As federal funding for new transportation construction declines and motor vehicle fuel tax receipts are eroded by inflation, ODOT anticipates its role will shift away from project construction to preservation and maintenance of the state and federal highway system.
- ODOT estimates that only one large construction project (greater than \$5 million) and five small (\$1 million or less) projects will occur in ODOT Region 5 every five years.
- No major reconstruction activities along Highway 237 (Main and Jasper Streets) are planned by ODOT, as improvements were completed several years ago.

Future funding sources within the City include the existing revenue sources indicated in the annual budget. During fiscal 1996-1997, Cove allocated approximately \$80,000 to its Street Fund for payroll/labor, street maintenance, and materials/supplies. Revenue for this fund is currently derived from County highway tax (state fuel tax) transfers, available cash on hand, and available state grants. No new construction activities are currently earmarked within the local street fund.

Potential new funding resources such as street utility fees, local improvement districts, and others

## Funding Plan

*Continued*

have surfaced as possible means to generate revenue over and above traditional funding sources, or pay-as-you-go general fund appropriations. The local application of these, and other funding options, are preliminarily evaluated above and have been discussed with the Transportation System Plan Technical Advisory Committee and City Council.

To implement this transportation plan, the local funding options needed most likely include:

- County/State Highway fuel tax transfer payments;
- Private developer street dedications;
- General Fund cash carryover to street and/or pedestrian facility capital account;
- The funding plan assumes a mix of local public/private funds are made available to match state grants for specific bicycle-pedestrian improvements;
- Other local funding options such as local bond levies or general fund set-asides to match state funding sources may also be considered.

It is recommended that the Transportation System Plan capital improvement program be coordinated with each update of the Cove Capital Improvement Plan, and the Statewide Transportation Improvement Program. A preliminary list of potential local and state funding responsibilities for implementation of this transportation plan is provided in Table 5.



## Plan Implementation

TSP implementation involves adoption of three key elements: (1) updated local street standards; (2) new access management guidelines; and (3) new plan and ordinance amendments.

Adopting these elements will ensure TSP implementation through coordination and development review proceedings and will enable Cove to address existing and emerging transportation and economic development issues in an efficient and cost-effective manner.

### **Recommended Street Standards**

Recommended street design standards are shown in Table 6. The recommended standards are intended to utilize similar design requirements for base depth and materials, leveling, gradient, and overlay materials described in the existing roadway standards. Recommended standards also assume that curbs and gutters will be provided on state highways but are not required on City streets.

As shown in the typical cross-section (Figure 6), the recommended street standards are intended to accommodate bicycle and pedestrian travel on dedicated walkways; sidewalks along arterial and collector streets; bike lanes along arterials; or shared roadways for bicycles along collector and local streets. Sidewalks are not required on local streets or marginal access streets unless called for in the Transportation System Plan.

The recommended street standards are consistent with emergency vehicle access requirements for a minimum 20-foot unobstructed right-of-way in the event of emergencies. As such, a distinction has been made between the travel surface width and the parking strip width for a roadway. The additional width required for bicycle and sidewalk facilities and shoulder drainage utilities and landscaping is also described in the recommended street standards.

The total right-of-way width standard or minimum for marginal access lanes is recommended at 40 to 50 feet, which is lower than the current minimum right-of-way width for marginal access roads and lanes. This minimum width would only be appropriate if no on-street parking is allowed and only in cases with very limited traffic volumes and direct driveway access of no more than three to five dwelling units at build-out.

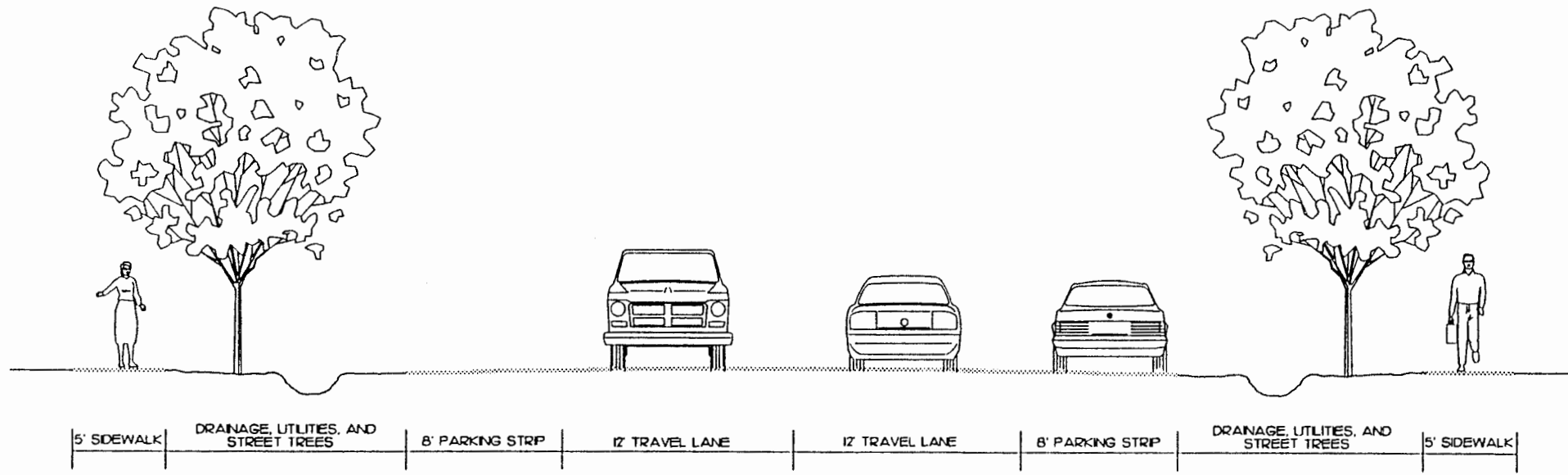
### **Upgrade Local Gravel Streets**

The City of Cove has only two unpaved gravel streets within the City's Urban Growth Boundary. Please see Appendix B for an existing conditions inventory of pavement status. The City does not foresee upgrading these gravel streets to a chipseal pavement surface status over the next 20 years. However, prioritization for upgrading gravel streets will depend on other transportation alternatives implemented over time, and local funding resources.

The priority given to the upgrade of existing local streets will be based on street classification, with minor collectors given higher priority than local streets and access lanes. New local streets extended into undeveloped portions of the urban area may be initially constructed with a gravel surface as project development occurs.

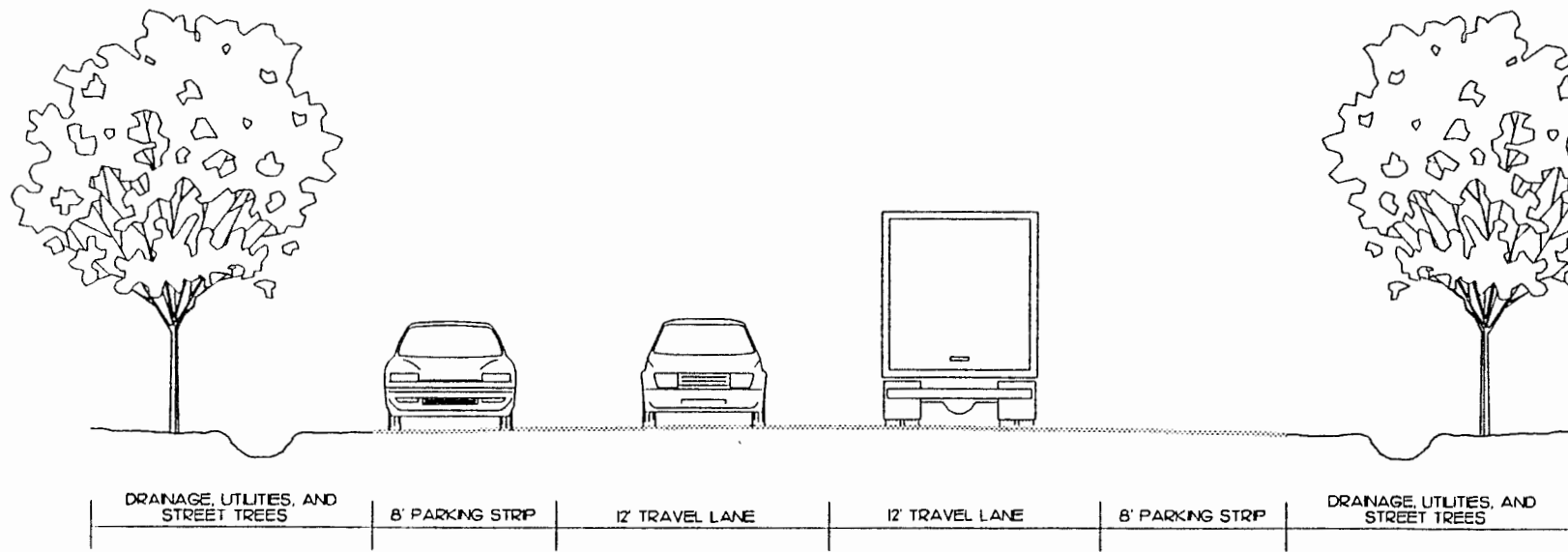
**Table 6  
Recommended Street Standards**

Street Classification	Travel Surface Width	Parking Strip Width	Bicycle Lane Width	Sidewalk Width	Shoulder Width (drainage, utilities, and street trees)	Total ROW Width	Posted Speed	Base		Leveling Course		Overlay Material
								Depth	Aggregate Size	Depth	Aggregate Size	
Arterial	24 ft.	8 ft.	4 ft. w/o curb 6 ft. w/curb	5 ft.	5-11 ft.	60-80 ft.	35-55 mph	8"	1 1/2-3"	4"	3/4-1 1/2"	2" pavement
Minor Collector	24 ft.	8 ft.	shared roadway	5 ft.*	5 ft.	60 ft.	25 mph	8"	1 1/2-3"	4"	3/4-1 1/2"	2" pavement
Local	24 ft.	8 ft.	shared roadway	(where required)	5-10 ft.	60 ft.	25 mph	8"	1 1/2-3"	4"	3/4-1 1/2"	2" pavement
Marginal Access	20-24 ft.	0-8 ft.	None	None	5 ft.	40-50 ft.	15 mph	8"	1 1/2-3"	4"	3/4-1 1/2"	2" crushed gravel
Alleys	10-12 ft.	None	None	None	3-4 ft.	16-20 ft.	5 mph	8"	1 1/2-3"	4"	3/4-1 1/2"	2" crushed gravel



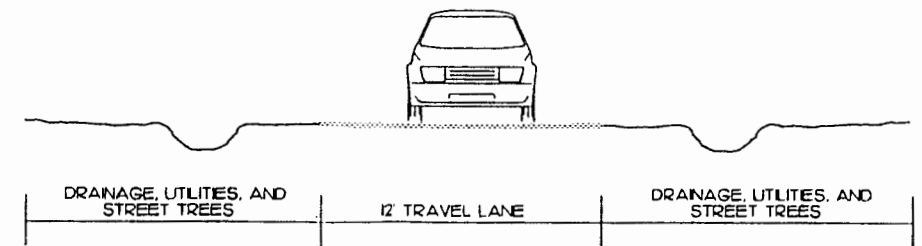
60' TOTAL ROW WIDTH

TYPICAL LOCAL STREET CROSS SECTION



40'-50' TOTAL ROW WIDTH

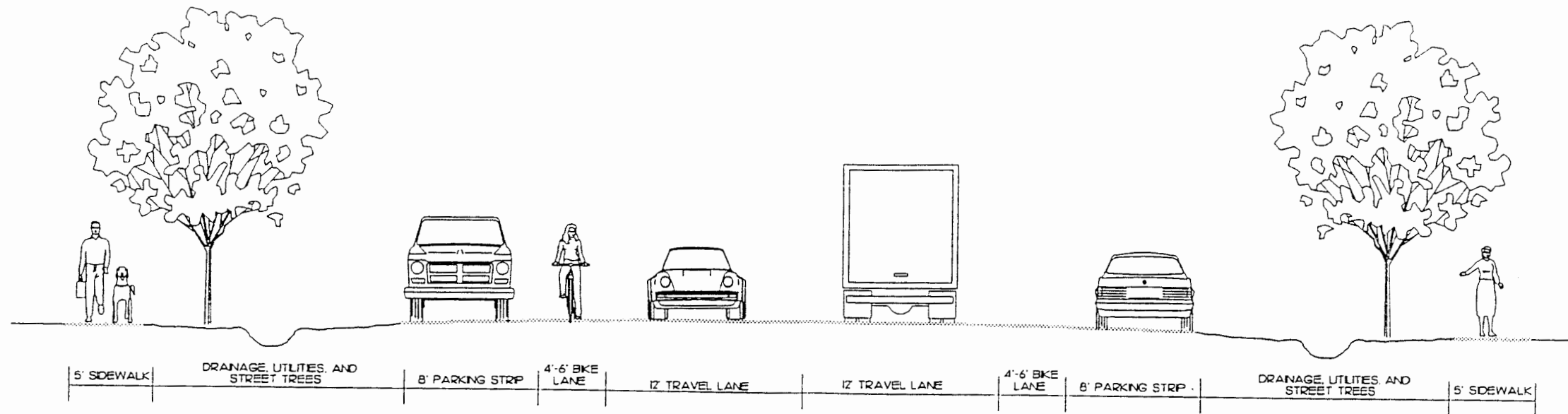
TYPICAL MARGINAL ACCESS STREET CROSS SECTION



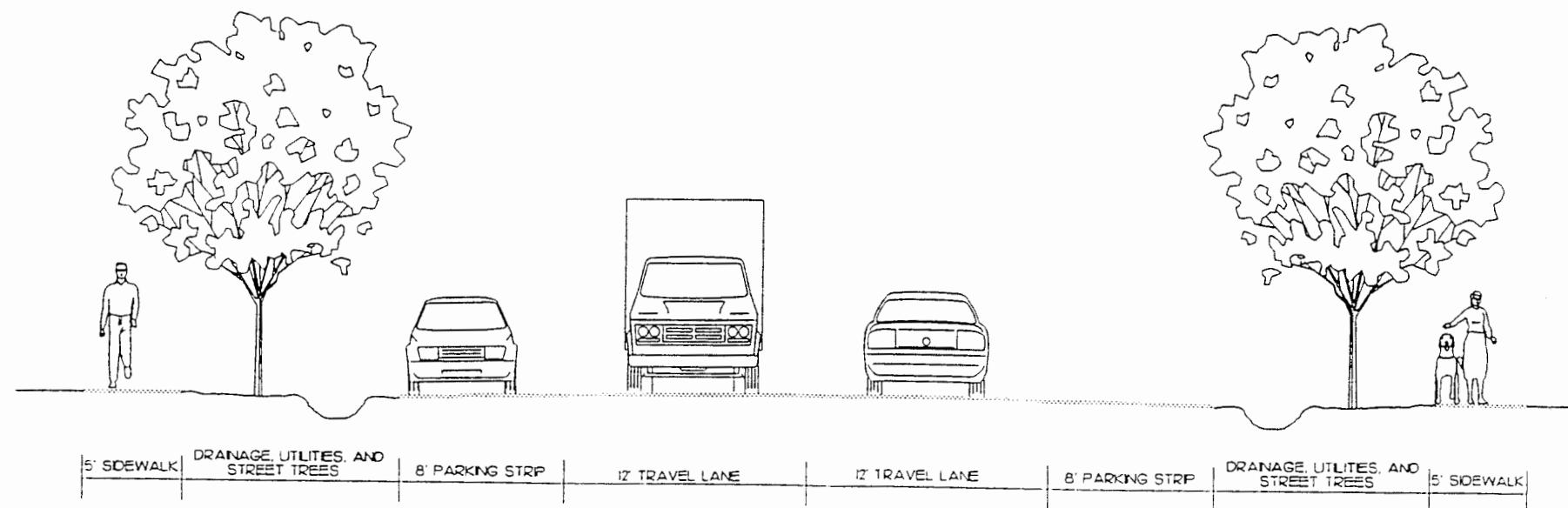
16'-20' TOTAL ROW WIDTH

TYPICAL ALLEY CROSS SECTION

Figure 6A



60'-80' TOTAL ROW WIDTH  
 TYPICAL ARTERIAL STREET CROSS SECTION



60' TOTAL ROW WIDTH  
 TYPICAL COLLECTOR STREET CROSS SECTION

Figure 6B

## **Access Management Standards**

The Transportation System Plan for Cove needs to support an access management plan for Highway 237 (Main and Jasper Streets). The purpose of the plan is to establish access management categories and a management process to ensure that the plan is administered over time. An access management plan is a very important element for maintaining and preserving the transportation system. Effective access management improves transportation system safety, maintains reasonable levels of service, and reduces the need for major future transportation improvements (i.e., road widening).

Access management directly addresses safety and helps maintain or preserve transportation efficiency and scenic resources. Within urban areas, an unlimited number of driveways and other access points along an arterial or collector street can create travel delay and safety conflicts. Vehicle turning movements create conflicts with oncoming vehicles, pedestrians and bicycles. Access management is considered a more cost-effective approach than roadway widening and can be achieved incrementally over time.

This access management plan is consistent with the following documents:

- 1991 Oregon Highway Plan, June 1991
- Oregon Transportation Plan

The Oregon Highway Plan specifies access management classification standards for all state highway facilities. The Highway Plan includes ways to determine highway system needs and establishes design parameters to build and maintain quality highways and bridges in a safe, cost-effective manner.

The Highway Plan's level of importance (LOI) policy provides a system to identify each highway's level of importance in order to allow highway improvement needs and operational objectives to be prioritized throughout the state. The Highway Plan's policy provides framework for making access decisions consistent with the function and operating levels identified in the LOI policy. This policy is to be used by the Oregon Department of Transportation (ODOT) to carry out its responsibilities for managing access on state facilities under the statutes and administrative rules. It is also to be used by ODOT to guide the design of highways and coordinate with local comprehensive planning processes.

The recommended access management standards that are listed in Table 7 were developed to assist ODOT in achieving effective access management. They are to be applied to all sections of the state highway system in accordance with the procedures outlined below.

***Staged Implementation*** — Existing local street connections to the state highway and the historical grid pattern of generally 400 linear feet between public streets will not be affected by spacing standards in the TSP. If there is a change in use, existing permitted driveway connections will be subject to review by the City of Cove, in coordination with ODOT and property owner(s), for safety and congestion issues. If, during the review of the change in use, an existing driveway is identified to degrade safety or increase congestion, then alternative access points will be identified

in accordance with TSP policies (see Table 9).

***Minimum Access Standards*** — The access management standards described in Table 7 represent minimums for each access. More stringent levels of access management may be necessary based on specific circumstances.

***Flexibility in Access Management Standards*** — Local governments, in cooperation with ODOT, will enact standards to achieve, over time, the particular function of the level of importance classification.

***New vs. Existing Access to Highway Segments*** — While the access management policy tends to focus on growth areas, it is also meant to encourage retrofitting problem areas on existing highway sections. The ability to retrofit problem areas is accomplished through cooperation among ODOT, local governments, and private property owners. All existing access points to the state highway that are not public use streets, such as driveways and curb cuts, are subject to review by the City of Cove, in coordination with ODOT and property owner(s) at the time of development or redevelopment. The Local Street Plan identifies existing driveways and curb cuts that have a high hazard risk with public streets that should be replaced at the time of redevelopment. New local street connections to the state highway within the urban area will be based on the historical grid pattern of about 400 linear feet. New collector street connections to the state highway within the urbanizable area will be based on the Local Street Plan in the TSP.

***Conditional Access Permits*** — A permit may be issued for a single connection to a property that cannot be accessed in a manner that is consistent with the spacing standards and either has no reasonable access or cannot obtain reasonable alternative access to the public road system. The permit should carry a condition that the access may be closed at such time that reasonable access becomes available to a local public street. In addition, approval of a conditional permit might require ODOT-approved turning movement design standards to ensure safety and managed access.

***Single Ownership Properties*** — Properties with single ownership fronting state highway systems may not be permitted the total number of highway connections possible based on the spacing standards. The total number of connections permitted may be the minimum necessary to provide reasonable access on the basis of operational, safety, and functional considerations for the highway.

***Safe, Efficient, and Cost Effective Design*** — The connections permitted in the access management policy shall be designed and managed in a manner that is consistent with the function and purpose of the Oregon Highway Plan policies and other policies that apply to the highway corridor.

***Below Standard Access Spacing*** — Driveway and road approach spacing less than the distances shown in Table 7 and other than those identified in the Local Street Plan will only be considered where safety and operational efficiencies can be retained or improved based on clear traffic analysis evidence. The traffic analysis must include compliance with criteria for progression

# Plan Implementation

*Continued*

speed, efficiency of signal progression, traffic volumes, and cycle length passing for the roadway classification. Such assessments must be made for long-term future performance.

## Access Management Categories

The Oregon Highway Plan identifies six highway categories that range in access treatment from full control (freeways) in Category 1 to partial control (district highways) in Category 6. Oregon Highway 237 is currently designated as a highway of District LOI.

The LOI policy is intended to generally correspond to the access management category and its corresponding standards. Access management Category 6 should be considered for the urbanizable portions of Highway 237.

**Table 7 Access Management Standards  
For Oregon Highway 237 in the Cove Urbanizable Area**

Category	Access Treatment	LOI (1)	Urban/ Rural	Intersection				Signal Spacing	Median Control
				Public Road (3)		Private Drive			
				Type (2)	Spacing	Type	Spacing		
6	Partial Control	District	U	At grade	500' or LSP	L/R Turns	150' or LSP	1/4 Mi.	None

Source: Oregon Highway Plan, 1991.

Notes:

- 1) The Level of Importance (LOI) to which the Access Category will generally correspond.
- 2) The basic intersection design options are as listed. The decision on design should be based on function of the highway, traffic engineering, cost-effectiveness, and the need to protect the highway.
- 3) LSP-Local Street Plan.

### *Access Management Category 6 (applies to Highway 237)*

This highway segment provides for efficient slower to medium speed and low to high volume traffic movements on intra-city and inter-community routes. This category is assigned only where there is little value in providing for high speed travel. Providing for reasonable and safe access to abutting property is the major purpose for this access category.

Access management category 6 can achieve the access management standards over time using the following techniques:

- Restricting spacing between driveways and roads approaching the state highway based upon roadway function, safety, and user criteria;
- Encouraging the shared use of access points between adjacent properties;
- Encouraging access to the state highway system via public local streets;
- Constructing secondary roadways according to spacing standards to separate local traffic from

## Plan Implementation

*Continued*

- through traffic;
- Providing service driveways and appropriate parking to prevent spillover of vehicles onto adjoining streets;
- Providing acceleration/deceleration lanes and right turn only lanes in compliance with ODOT design standards;
- Offsetting driveways and adequate spacing of driveways to produce “T” intersections to minimize the number of safety conflict points between traffic using the driveways and through traffic; and
- Reducing the number of access points to the highway by encouraging access enhancements and curb cuts along arterial fronting properties. Where necessary, establish objectives and strategies for reducing access points in areas with potential safety issues.

### **Access Management Plan Implementation**

Access management assignments will be consistent with the terms and standards outlined in the Oregon Highway Plan, and with the classification of the highway existing conditions and adopted Local Street Plan. Determinations will be based on projected cumulative effects of highway access considering future traffic volumes and the amounts of development authorized by the local comprehensive plan. Other factors will also be considered in ODOT’s review of road approach permits, project design, and other requests for access to/from the state highway system:

- Existing and proposed roadside development patterns;
- Regional and local transportation system plans, comprehensive plans, and special traffic refinement plans;
- The potential for increasing the use of local roads to provide property access and local circulation;
- Topography, drainage, or other land characteristics; and
- Existing access agreements between ODOT and local jurisdictions and other access operational aspects.

The Oregon Department of Transportation will follow the procedures established in the state agency coordination program for coordinating facility planning to ensure that access management categories are assigned and attained in a manner comparable with affected local comprehensive plans.

### **Ordinance Amendments**

This section outlines Transportation Planning Rule (TPR) requirements, Cove’s current code structure, and recommends local ordinance amendments to comply with the TPR.

### **Oregon Transportation Planning Rule Requirements**

The TPR requires counties and cities with populations of 25,000 or more to adopt Transportation System Plans (TSPs) with land use ordinances and facility plans to meet overall transportation needs. A comprehensive excerpt of TPR components applicable to small jurisdictions is provided in Appendix E.



## *Applicable Local Plans and Codes*

Portions of existing comprehensive plans or ordinances, or combination of plans that meet all or some of the requirements of the TPR, may be incorporated by reference into a local transportation system plan.

## *Road Network and Connectivity*

The TSP shall include a road plan for a network of arterials and collectors and standards for the layout of local streets and other important non-collector street connections. The standards for the layout of local streets shall address: extensions of existing streets; connections to existing or planned streets, including arterials and collectors; and connections to neighborhood destinations.

The TSP must also include a bicycle and pedestrian plan for a network of bicycle and pedestrian routes throughout the planning area.

## *Land Use Regulations*

The TSP must include amendments to land use regulations to implement the TPR. Exceptions to code regulated uses include:

- Minor transportation facility improvements with no significant impact on land use;
- Operation, maintenance, and repair of existing transportation facilities identified in the Transportation System Plan;
- Dedication of right-of-way authorization and the construction of facilities and improvements;
- Farm and forest uses permitted outright; and
- Changes in the frequency of transit, rail, and airport services.

The TPR requires adoption of land use or subdivision ordinance regulations, including:

- Access control measures for state highway facilities;
- Standards to protect the future operation of state highway facilities;
- Measures to protect public use airports;
- A process for coordinated review of land use actions with ODOT;
- A process to apply conditions to development approvals;
- Regulations to provide notice to public agencies;
- Land use applications that require public hearings;
- Subdivision and partition applications;
- Other applications that affect private access to roads; and
- Regulations ensuring that amendments to land use designations and densities are consistent with the functions, capacities, and facility levels of service identified in the TSP.

Specific ordinance regulations must require:

- Bicycle parking facilities as part of new multi-family residential development;
- On-site facilities to accommodate safe and convenient pedestrian and bicycle access from within new subdivisions, multi-family developments, planned developments, shopping centers, and commercial districts to adjacent residential areas;
- Sidewalks along arterials and collectors in urban areas, except for freeways; and
- Cul-de-sacs and other dead-end streets may be used as part of a development plan, consistent

## Plan Implementation

*Continued*

with the purposes of the TPR. This means that connectivity must be maintained, and terminated streets must be justified due to topographic or other constraints.

Local governments must establish their own standards or criteria for providing streets and accessways. Such measures may include standards for street or accessway spacing while avoiding excessive out-of-direction travel. Streets and accessways need not be required where one or more of the following conditions exist:

- Physical or topographic conditions make a street or accessway connection impracticable;
- Buildings or other existing development on adjacent lands physically preclude a connection;
- Where streets or accessways would violate provisions of leases, easements, covenants, restrictions or other agreements; or
- Where off-site road improvements are otherwise required as a condition of development approval.

Local governments must establish standards for local streets and accessways that minimize pavement width and total right-of-way. Local street standards adopted to meet this requirement need not be adopted as land use regulations.

The TPR defines safe and convenient access for bicycle and pedestrian routes; hazard-free facilities and improvements; reasonably direct routes of travel; and the TPR meets travel needs of cyclists and pedestrians considering destination and/or trip length.

The deadline for preparation of local TSPs and implementing measures was May 8, 1997. Current compliance for Cove is pending adoption of this Transportation System Plan.

### **Cove's Current Code Structure**

The City of Cove currently manages land use and transportation through four plans and ordinances, including: 1) Land Use (Comprehensive) Plan, 1984; 2) Zoning Ordinance, 1984; 3) Subdivision Ordinance, 1990; and 4) Bicycle-Pedestrian Plan, 1995.

The Bicycle-Pedestrian Plan brings the City of Cove into compliance with the TPR with respect to non-motorized connectivity and bicycle-pedestrian plan provisions. Therefore, the following ordinance recommendations include amendments to the local comprehensive plan and implementing ordinances that are not addressed by the Bicycle-Pedestrian Plan to ensure TPR compliance.

The TPR was amended in April, 1995 to require local street standards as part of the TSP. In light of this amendment and the recently adopted Cove Bicycle-Pedestrian Plan, TSP recommendations focus on development of a roadway network plan and associated local street standards.

### **Specific Ordinance Amendments**

The following tables describe specific changes to Cove's Comprehensive Plan and implementing ordinances under the following categories:

- Agency Coordination and Review (Table 8);
- Access Management (Table 9);

- Protection of Transportation Facilities (Table 10);
- Implementation (Table 11);
- Bicycles and Pedestrians (Table 12);
- Permitted and Conditional Transportation Improvements (Table 13); and
- Street Standards (Table 14).

## **Implementation Plan**

The Transportation Planning Rule (TPR) sets forth requirements to ensure that local transportation system plans are implemented at the local level. To comply with ORS 197.015 Statewide Planning Goal 12: Transportation, and OAR Chapter 660, Division 12, The Transportation Planning Rule (as amended), the following steps must be taken, as outlined in ORS 660-12-045.

### ***Step 1. Adopt Final Transportation System Plan***

Following public review and comment on the draft TSP, and with input provided by the City Council, a final TSP shall be created for subsequent adoption by the City. Implementing land use ordinances may be extracted from the final TSP and adopted at a later date during steps two and three.

*Note:* Steps 2-6 may not be required if these items are addressed within the final Transportation System Plan.

### ***Step 2. Amend City Land Use Regulations***

In general, Cove's existing land use plan, ordinances, and Bicycle-Pedestrian Plan contain TPR-supportive policies and regulations. However, some new policies and amendments are required to support transportation-efficient development. Transportation and land use efficiency should be regulated by organizing land uses and encouraging all modes of transportation. The City, in conjunction with Union County, should review and update its Comprehensive Plan and Land Use Ordinance to comply with the TPR. The following tables outline areas of TPR compliance and the adequacy of the plan and ordinances in meeting the rule.

The following tables are designed to give the City detailed direction for the required code update and should be used by staff to formulate specific land use regulation language. To ensure appropriate land use review standards, the City will need to conduct a public hearing process and customize new local regulations that work for Cove.

The TPR outlines the following possible exceptions for certain activities that will not necessarily be subject to new land use regulations:

- Operation, maintenance, and repair of existing transportation facilities identified in the Transportation System Plan;
- Dedication of right-of-way, and construction of facilities and improvements that are consistent with clear and objective dimensional standards;
- Resource Uses (i.e., forest and active farming) permitted outright under ORS 215.213(1)(m) through (p) and ORS 215.283(1)(k) through (n); and
- Changes in the frequency of transit, rail, and airport services.

## Plan Implementation

*Continued*

### *Step 3. Adopt Land Use Regulations that Protect Transportation Facilities*

- The TPR requires that land use and subdivision regulations be consistent with federal and state requirements in order to protect transportation facilities for their identified function. Potential ordinance language has been developed in this plan that address the following TPR-required regulations:
  - Access control measures;
  - Standards to protect future operation of roads, transit ways, and corridors;
  - ODOT notification and coordinated review of land uses that may impact transportation facilities;

**Table 8  
City of Cove  
TPR Code Compliance**

**Agency Coordination and Review**

<i>Transportation Planning Rule Requirements</i>	<i>Current Code Compliance Yes/No</i>	<i>Current Cove Plan/Code Provision(s)</i>	<i>Recommended Plan/Code Language</i>
<p>OAR 660-12-045(2) Adopt land use or subdivision ordinance measures, consistent with applicable federal and state requirements, to protect transportation facilities, corridors and sites for their identified functions, to include the following topics:</p> <p>660-12-045(2)(d) coordinated review of land use decisions potentially affecting transportation facilities.</p> <p>660-12-045(2)(f) regulations to provide notice to public agencies providing transportation facilities and services of land use applications that potentially affect transportation facilities.</p>	NO	<p>Goal 12 of the Land Use Plan, Recommendation 3 suggests “the city cooperate with other local, state, and federal agencies to help provide an efficient and economical transportation system.”</p> <p>The Subdivision Ordinance Section VI(3) contains a requirement that “a tentative plan and at least ten copies for distribution to other departments and agencies shall be submitted...”</p>	<p><i>Proposed new ordinance language given in [bold] text.</i></p> <p><b>Land Use Plan</b> Move Goal 12 <u>Recommendations</u> 3 to Policy 8, and amend as follows:  <b>“The City will cooperate and notify all appropriate local, state, and federal agencies and transportation interest groups when a land use application is submitted and whether application potentially impacts a transportation facility. Transportation interest groups must request notice in writing and may be subject to a fee. Notification will help to identify agency standards, and provide an efficient and economical transportation system.”</b></p> <p><b>Zoning Ordinance</b> Amend Section 12.01(3) as follows:          “A proposal to amend the Land Use Plan, Zoning Ordinance, Partition and Subdivision Ordinance or to change or adopt a new land use regulation shall be submitted to the Director of the <b>DLCD and the ODOT District Manager</b> at least 45 days before the final City Council hearing on adoption. The proposed submittal shall contain...”</p> <p><b>Subdivision Ordinance</b> Add a subsection to VI (3.) Tentative Plan as follows:          A) <b>“All plans that include road and street improvements shall provide the nature and findings regarding the desired improvement in a notice to each transportation facility provider.</b></p> <ol style="list-style-type: none"> <li>1. <b>Notice will be provided to ODOT regarding any land use action on or adjacent to a State facility</b></li> <li>2. <b>All actions potentially affecting a jurisdiction’s road/street should require notice to that jurisdiction’s public works department.</b></li> <li>3. <b>Provide notice to providers of public transit and special interest transportation groups such as railroad, bicyclists, pedestrians, and the disabled information on any roadway or other transportation project. Transportation interest groups must request notice in writing and may be subject to a fee.”</b></li> </ol>

**Table 9  
City of Cove  
TPR Code Compliance**

**Access Management**

Transportation Planning Rule Requirements	Current Code Compliance Yes/No	Current Union Plan/Code Provision(s)	Recommended Plan/Code Language
<p>OAR 660-12-045(2) Adopt land use or subdivision ordinance measures, consistent with applicable federal and state requirements, to protect transportation facilities, corridors and sites for their identified functions, to include the following topics:</p> <p>660-12-045(2)(a) access management and control</p>	<p>NO</p>	<p>Goal 12 of the Land Use Plan, Policy 4 encourages new road design to connect with existing or anticipated road systems, but does not contain policies that specify access management as a City transportation goal.</p> <p>The Zoning Ordinance does not contain language that references or ensures access management related policies.</p> <p>The Subdivision Ordinance does have policy language that serves to protect the existing transportation system and encourages connectivity and access between land uses. However, the ordinance does not specify access management standards.</p>	<p><i>Proposed new ordinance language given in [bold] text.</i></p> <p><b>Land Use Plan</b> Goal 12, Policies, Add Policy 5: 5. <b>The function of existing and planned roadways as identified in the adopted Transportation System Plan shall be protected through the application of appropriate access control measures. The function of existing or planned roadways or roadway corridors shall be protected through the application of appropriate land use regulations; for example, new development in the Urbanizable TSP Area shall conform to the Local Street Plan. The potential to establish or maintain accessways, paths, or trails shall be considered prior to the vacation of any public easement or right-of-way. Right-of-way for planned transportation facilities shall be preserved through all practical means. This will include exactions, voluntary dedication, setbacks, or other appropriate means.</b></p> <p><b>Zoning Ordinance</b> Add to Section 2.01, Definitions: <b>Urban TSP Area. The platted and developed portions within Cove’s Urban Growth Boundary where existing driveways onto the state highway system are conforming features until redevelopment, at which time the driveway will be evaluated by the City of Cove and ODOT in order to preserve safety. Urbanizable TSP Area. The sparsely developed portion of land between the Urban TSP Area and the Urban Growth Boundary where new public streets accessing the state highway system are based on the adopted Local Street Plan and new driveways accessing the state highway system are at least 150 feet apart, provided connections can be made in a safe manner.</b></p> <p>Add to Section 8.10, Provisions applicable to all zones; Access: No dwelling shall be erected on a lot which does not abut at least one public street for a minimum distance of twenty (20) feet. All new lots created through partitioning or subdivision procedures shall abut a street. <b>If any parcel of land abuts Oregon State Highway 237 then the applicant shall notify ODOT prior to submitting any land use application. The purpose for this contact is to involve ODOT at the beginning of the application process so that the property owner/developer has the benefit of ODOT comments prior to submitting a site plan, conditional use application, or tentative plat map. For proposed Urban TSP Area development or redevelopment of properties accessing a state highway, the developer/owner shall, prior to making application, notify and coordinate with the City of Cove and the ODOT District Manager to ensure safety of the access and potentially combine driveways if safety is compromised. For proposed Urbanizable TSP Area development or redevelopment of properties accessing a state highway, new public streets shall be based on the adopted Local Street Plan and new driveways shall be 150 feet apart. Land development affecting State Highway 237 will address safety, capacity, functional classification, and level of service. Access management policies for the City of Cove set forth in the Transportation System Plan will be observed.</b></p> <p><b>Subdivision Ordinance</b> Add to Section II, Purposes, “<i>In pursuit of these purposes...</i>” to read: 8. <b>Land development with access to State Highway 237 will address safety, capacity, functional classification, and level of service.</b></p> <p>Add to Section III, Definitions 31) <b>Urban TSP Area. The platted and developed portions within Cove’s Urban Growth Boundary where existing driveways onto the state highway system are conforming features until redevelopment, at which time the driveway will be evaluated by the City of Cove and ODOT in order to preserve safety.</b> 32) <b>Urbanizable TSP Area. The sparsely developed portion of land between the Urban TSP Area and the Urban Growth Boundary where new public</b></p>

streets accessing the state highway system are based on the adopted Local Street Plan and new driveways accessing the state highway system are at least 150 feet apart.

Add to Section VI, Application Procedure, (1):

1. Preliminary Review. Prior to creating any new lots or parcels the developer should obtain the checklist for partition or subdivision requirements, and discuss his intent with the Planning Administrator. It is desirable to prepare sketch maps, and assemble other information as needed to discuss the proposal.

**If any parcel of land abuts Oregon State Highway 237 then the applicant shall notify and coordinate with the City of Cove and the ODOT District Manager prior to submitting any land use application. The purpose for this contact is to involve ODOT at the beginning of the application process so that the property owner/developer has the benefit of ODOT comments prior to submitting a site plan, conditional use application, or tentative plat map.**

Add to Section VIII (7)(A): Proposed street designations, e.g., arterial, collector, etc., and approximate center line profiles with extensions for a reasonable distance beyond the limits of the proposed partition or subdivision showing the approximate grade of streets and the nature and extent of street construction. **If direct access to a state highway is proposed, access must be provided in a manner consistent with the access management provisions and the Local Street Plan in the Transportation System Plan.**

Add to Section VIII (9)(C):

4. **Each lot or parcel shall abut a public or private street for the required minimum lot or parcel frontage.**
5. **If any lot or parcel abuts a street right-of-way that does not conform to the design specifications of this Code, the owner may be required to dedicate from one-half to all of the right-of-way width necessary to meet minimum design requirements.**

Add the following subsections to Section XI:

**(S) Joint and Cross Access**

1. **Adjacent commercial or office properties classified as major traffic generators (i.e., shopping plazas, office parks), shall provide a cross access drive and pedestrian access to allow circulation between sites.**
2. **Shared parking areas shall be permitted a reduction in required parking spaces if peak demands do not occur at the same time periods.**

**(T) Access Connection and Driveway Design**

1. **Driveway width shall meet the following guidelines:**
  - a) **If the driveway is a one way in or one way out drive, then the driveway shall be a minimum width of 10 feet and shall have appropriate signage designating the driveway as a one way connection.**
  - b) **For two-way access, each lane shall have a minimum width of 10 feet and a maximum of four lanes shall be allowed. Whenever more than two lanes are proposed, a median should be considered to divide the entrance and exit lanes.**
2. **Driveway approaches must be designed and located to provide an exiting vehicle with an unobstructed view. Construction of driveways along acceleration or deceleration lanes and tapers shall be avoided due to the potential for vehicular weaving conflicts.**
3. **The length of driveways shall be designed in accordance with the anticipated storage length for entering and exiting vehicles to prevent vehicles from backing into the flow of traffic on the public street or causing unsafe conflicts with on-site circulation.**

**(U) Existing Access Features**

1. **Permitted driveway connections and curb cuts on a state highway in place as of adoption of the TSP that do not conform with the standards of the Transportation System Plan shall be designated as conforming features and will be reconsidered only if there is a change in use. At the time of redevelopment the City of Cove, in coordination with ODOT and property owner(s) will evaluate the existing access for safety. If safety is compromised by the existing driveway location or by the change in use, then priority shall be placed on providing access to property abutting a state highway from City streets, combining driveways, or providing an access point in the middle of the block.**
2. **All existing local street connections to a state highway and the historical grid pattern of generally 400 linear feet shall not be affected by the spacing standards in the Transportation System Plan.**

**(V) New Access Features**

1. **New City street connections to a state highway within the Urbanizable TSP Area of town shall be based on the existing street grid, Local Street Plan and TSP policies.**
2. **Each new Urban TSP Area driveway access to a state highway will be individually reviewed by the City of Cove with local notice provided to**

		<p>ODOT. New Urbanizable TSP Area driveway connections to a state highway shall be at least 150 feet apart. The highest priority shall be placed on providing access to property abutting a state highway from City streets, combining driveways, or providing an access point in the middle of the block.</p> <p>(W) Shared Access Proposed subdivisions with frontage on a state highway system shall be designed to share access points from the highway. If access from a City street is possible, then access should not be allowed onto a state highway. If access from a City street becomes available, then conversion to that access is encouraged, along with closing the state highway access. Normally a maximum of 2 accesses shall be allowed regardless of the number of lots or businesses served.</p> <p>(X) Connectivity</p> <ol style="list-style-type: none"> <li>1. The street system of a proposed subdivision shall be designed to coordinate with existing, proposed, and planned streets outside of the subdivision as provided in this section.</li> <li>2. Wherever a proposed development abuts unplatted land or a future development phase of the same development, street stubs shall be dedicated to provide access to abutting properties or to logically extend the street system into the surrounding area. All street stubs shall be dedicated with a temporary turn-around unless specifically exempted by the City of Cove, and the restoration and extension of the street shall be the responsibility of any future developer of the abutting land.</li> <li>3. Minor collector and local residential access streets shall connect with surrounding streets to permit the convenient movement of traffic between residential neighborhoods or facilitate emergency access and evacuation. Connections shall be designed to avoid or minimize through traffic on local streets. Appropriate design and traffic control such as four-way stops and traffic calming measures are the preferred means of discouraging through traffic.”</li> </ol>
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**Table 10  
City of Cove  
TPR Code Compliance**

**Protection of Transportation Facilities**

Transportation Planning Rule Requirements	Current Code Compliance Yes/No	Current Cove Plan/Code Provision(s)	<i>Recommended Plan/Code Language</i>
<p>OAR 660-12-045(2) Adopt land use or subdivision ordinance measures, consistent with applicable federal and state requirements, to protect transportation facilities, corridors and sites for their identified functions, to include the following topics:</p> <p>660-12-045(2)(e) conditions to minimize development impacts on transportation facilities.</p> <p>660-12-045(2)(g) regulations assuring that amendments to land use designations, densities, and design standards are consistent with the TSP.</p>	NO	<p>The Land Use Plan does not contain policy or enabling language to minimize development impacts on the transportation system.</p> <p>The Zoning Ordinance does not contain language that requires an amendment to the Land Use Plan or Zoning Ordinance to be reviewed in terms of the potential for impact on the transportation system.</p> <p>The Subdivision Ordinance, Section VI contains provisions that require a land use application to be submitted for technical review, to determine compliance with existing ordinances and regulations. However, the Ordinance does not set forth specific review criteria for transportation projects.</p>	<p><i>Proposed new ordinance language given in [bold] text.</i></p> <p><b>Land Use Plan</b> Add a Goal 12, Policy 9: <b>“Land use proposals be reviewed with criteria that minimize impacts which have an adverse effect on safety or mobility on transportation facilities.”</b></p> <p><b>Zoning Ordinance</b> Add Section 12.015: <b>“All Land Use Plan amendments, Zone District changes, and development proposals shall conform with the adopted Transportation System Plan.</b></p> <p><b>Subdivision Ordinance</b> Amend Section II sub section “For pursuit of these...” factor (1) to read: <b>“Compatible land use plan and zoning provisions, and compliance with the adopted Transportation System Plan.”</b></p> <p>Add Section VI (1)(G): <b>“Consistency with the Transportation System Plan.”</b></p> <p>Add a Section VIII (7)(G): <b>“Submit a traffic impact study when the proposal affects a transportation facility; if it: 1) changes the functional classification of an existing or planned transportation facility; 2) changes standards implementing a functional classification system; 3) allows types or levels of land use that would result in levels of travel or access that are inconsistent with the functional classification of a transportation facility; or 4) would reduce the level of service of the facility below the minimum acceptable level identified in the Transportation System Plan. The scope of the required traffic study shall consider:</b></p> <p>A) <b>That the proposed use shall impose an undue burden on the public transportation system. For developments that are likely to generate more than 400 average daily motor vehicle trips (ADTs), the applicant shall provide adequate information, such as a traffic impact study or traffic counts, to demonstrate the level of impact to the surrounding street system. The developer shall be required to mitigate adverse impacts attributable to the project.</b></p> <p>B) <b>That the determination of impact or effect, and the scope of the impact study, should be coordinated with the provider of the affected transportation facility.”</b></p> <p>Amend Section VIII (9)(C)(1) to read: <b>“The streets and roads are laid out so as to conform with the standards set forth in Section XI and the Transportation System Plan.”</b></p>

**Table 11**  
**City of Cove**  
**TPR Code Compliance**  
**Implementation**

Transportation Planning Rule Requirements	Current Code Compliance Yes/No	Current Cove Plan/Code Provision(s)	Recommended Plan/Code Language	Additional Code Consideration(s)
OAR 660-12-045(1) Amend land use regulations to implement TSP	NO	The 1984 Land Use Plan recommends that a Transportation Plan and the Capital Improvement Program will coordinate and prioritize transportation improvements development, but does not contemplate implementation of the 1991 Transportation Planning Rule which requires local Transportation System Plans.	<p><i>Proposed new ordinance language given in [bold] text.</i></p> <p><b>Land Use Plan</b>  Add to Goal 12 Policies; a Policy (5) to read — <b>“Street planning decisions will be in accord with the area Land Use Plan, Zoning Maps, and the Union Transportation System Plan (TSP). The Future Roadway Network Plan within the Transportation System Plan identifies conceptual connections for future streets. Final street alignments will be refined through the development review process. The Cove Land Use Plan and Transportation System Plan have been prepared in cooperation with Union County.”</b></p> <p><b>Zoning Ordinance</b>  Section (8.00) . Add <b>Section 8.16 “Transportation Improvements”</b> to Conditions applying to all zones:</p> <ol style="list-style-type: none"> <li>1. <b>“Changes in the specific alignment of proposed public road and highway projects shall be permitted without plan amendment if the new alignment falls within a transportation corridor identified in the Transportation System Plan.</b></li> <li>2. <b>Transportation projects involving the operation, maintenance, repair, and preservation of existing facilities that are consistent with the Transportation System Plan, the classification of that roadway and approved road standards shall be allowed, except where specifically regulated (i.e., within a floodplain).</b></li> <li>3. <b>Dedication of right-of-way, authorization of construction and the construction of facilities and improvements, where the improvements are consistent with the Transportation System Plan, the classification of the roadway and approved road standards shall be allowed.</b></li> <li>4. <b>For State projects that require an Environmental Impact Study (EIS) or Environmental Assessment (EA), the draft EIS or EA shall serve as the documentation for local land use review, if local review is required.”</b></li> </ol>	Consider policy language in the Land Plan which establishes the need to see transportation system funding sources

**Table 12  
City of Cove  
TPR Code Compliance  
Bicycles And Pedestrians**

<i>Transportation Planning Rule Requirements</i>	Current Code Compliance Yes/No	Current Cove Plan/Code Provision(s)	Recommended Plan/Code Language
<p>OAR 660-12-045(3) Adopt land use or subdivision regulations for urban areas and rural communities to provide safe and convenient pedestrian and bicycle circulation and bicycle parking, and to ensure that new development provides on-site streets and accessways that provide reasonably direct routes for pedestrian and bicycle travel.</p>	<p>NO</p>	<p>The Bicycle/Pedestrian Plan provides many specific bicycle and pedestrian planning guidelines and standards that implement the TPR.</p> <p>The Land Use Plan does not contain policies or recommendations that encourage bicycle and pedestrian system retention or development.</p> <p>The Zoning Ordinance does not contain language that specifically requires new development to provide bicycle and pedestrian system improvements.</p> <p>The Subdivision Ordinance, Section XI contains suggestive language that allows the Commission to require provision of bicycle and pedestrian improvements, but no specific policy(s) or guideline(s) to direct this type of system improvement.</p>	<p><i>Proposed new ordinance language given in [bold] text.</i></p> <p><b>Land Use Plan</b> Add a Policy 10: <b>“ It is the policy of the City to develop a network of streets, accessways, and other improvements, including bikeways, sidewalks, and safe street crossings to promote safe and convenient bicycle and pedestrian circulation within the community.”</b></p> <p><b>Zoning Ordinance</b> Add a Definition to Section 2.01 to read: <b>“Traffic Circulation. A general term denoting provisions to accommodate or encourage all modes of travel and movement which include but are not limited to: motor vehicle, pedestrian, and bicycle.</b></p> <p><b>Subdivision Ordinance</b> Amend Section XI (10) to read: “Sidewalk and Bicycle Trail Improvements. Curbs and sidewalk improvements <b>will</b> be required by the Council to be provided in a design and location consistent with <b>the Transportation System Plan</b>. These improvements may be considered by the Council to meet park and recreation area requirements.</p> <p>Add a Section IX (1)(K): <b>“The location and design of all pedestrian and bicycle facilities, including access corridors.”</b></p> <p>Add a Policy to Section VIII (7)(H) to read: <b>“A plan for bicycle and pedestrian facilities and improvements within the subdivision, including accessways as necessary to provide more direct connections through the subdivision. The tentative plan shall demonstrate how the subdivision’s internal pedestrian and bikeway system provides safe and convenient connections to the surrounding transportation system.”</b></p>

**Table 13  
City of Cove  
TPR Code Compliance**

**Permitted and Conditional Transportation Improvements**

Transportation Planning Rule Requirements	Current Code Compliance Yes/No	Current Cove Plan/Code Provision(s)	Recommended Plan/Code Language
OAR 660-12-045(1)(a) Identify which transportation facilities, services, and improvements are allowed outright, conditionally permitted, and permitted through other procedures	NO	The Zoning Ordinance does not indicate what types of site/zone specific transportation improvements or standards are allowed outright, or are conditionally allowed to conform with and implement the TSP.	<p><i>Proposed new ordinance language given in [bold] text.</i></p> <p><b>Land Use Plan</b> Goal 12, Policies section: Add a policy 6: <b>“A list of allowed, conditionally allowed, and permitted transportation system improvements will be detailed in the Zoning Ordinance to implement the TSP.”</b></p> <p><b>Zoning Ordinance</b> Add a new Section (8.17): <b>8.17 Standards for Transportation Projects</b> <b>8.17.1 Uses Permitted Outright</b> A. <b>“Normal operation, maintenance, repair, and preservation activities associated with transportation facilities.</b> B. <b>Installation of culverts, pathways, fencing, guardrails, lighting, and similar types of improvements that take place within the existing right-of-way.</b> C. <b>Projects specifically identified in the Transportation System Plan as not requiring further land use regulation.</b> D. <b>Landscaping as part of a transportation facility.</b> E. <b>Emergency measures as necessary for the safety and protection of property.</b> F. <b>Acquisition of right-of-way for public roads, highways, and other transportation projects identified in the Transportation System Plan are permitted outright, except for those that are located in exclusive farm use or forest zones.”</b></p> <p><b>8.17.2 Conditional Uses Permitted</b> "A. <b>Construction, reconstruction, or widening of highways, roads, bridges, or other transportation projects that are: (1) not specifically identified in the Transportation System Plan or (2) not designed and constructed as part of a subdivision or planned development subject to site plan and/or conditional use review, shall comply with the Transportation System Plan and applicable standards, and shall address the following criteria. For State projects that require an EIS or EA, the draft EIS or EA shall be reviewed and used as the basis for findings to comply with the following criteria:</b></p> <ol style="list-style-type: none"> <li>1. <b>The project is designed to be compatible with existing land use and social patterns, including noise generation, safety, and zoning.</b></li> <li>2. <b>The project is designed to minimize avoidable environmental impacts to identified wetlands, wildlife habitat, air and water quality, and cultural resources.</b></li> <li>3. <b>The project preserves or improves the safety and function of the facility through access management, traffic calming, or other design features.</b></li> <li>4. <b>The project includes provision for bicycle and pedestrian circulation as consistent with the comprehensive plan and other requirements of this ordinance.</b></li> </ol> <p>B. <b>Construction of rest areas, weigh stations, and temporary storage and processing sites.</b> C. <b>If review under this section indicates that the use or activity is inconsistent with the Transportation System Plan, the procedure for a plan amendment, including any necessary goal exceptions, shall be undertaken prior to, or in conjunction with, the conditional permit review.”</b></p>

**Table 14  
City of Cove  
TPR Code Compliance  
Street Standards**

Transportation Planning Rule Requirements	Current Code Compliance Yes/No	Current Union Plan/Code Provision(s)	Recommended Plan/Code Language	Additional Code Consideration(s)
OAR 660-12-045(7) Establish street standards that minimize pavement width and total right-of-way.	YES	The Subdivision Ordinance and Bicycle/Pedestrian Plan contain street standards, language, and guidelines that already minimize pavement width. Overall right-of-way is not minimized.	<p><i>Proposed new ordinance language given in [bold] text.</i></p> <p><b>Land Use Plan</b> Add a Policy 11: <b>"All transportation facilities will conform with the Transportation System Plan street standards."</b></p> <p><b>Zoning Ordinance</b> Add a Policy Section 8.18 to read: Street Standards. <b>"All transportation facilities will conform with the Transportation System Plan City street standards."</b> (See Table 6)</p> <p><b>Subdivision Ordinance</b> Amend Section XI (1)(H) as follows: <b>"Incorporate Table 6, Street Standards, into the Cove Subdivision Ordinance by reference to the Transportation System Plan for dimensional street standards for arterial, collector, local and marginal access streets."</b></p> <p>Add a provision under Section XI (1)(H)(3) to read: <b>"Marginal Access streets may be permitted for 2 to 5 dwellings, only where local street connectivity is not practical due to topographic constraints or existing development patterns preclude a through route extension."</b></p>	Implement standards and language to further reduce the pavement width for local streets.

## Plan Implementation

*Continued*

A process for applying conditions to proposals in order to minimize impacts to transportation facilities; and

- Regulations to ensure that changes to codes, densities and design standards are consistent with the functions, capacities, and levels-of-service for those facilities identified within the Transportation System Plan.

### ***Step 4. Encourage Use of Alternative Modes of Transportation***

The TPR requires that new development standards be adopted to encourage bicycle and pedestrian travel. The existing Bicycle-Pedestrian Plan satisfies the requirements of the TPR for the following elements:

- Bicycle parking facilities for new multi-family residences of four or more units;
- Convenient bicycle and pedestrian access from shopping, planned developments, subdivisions, and industrial areas to adjacent neighborhoods;
- Sidewalks along arterial and collector streets, except for freeways;
- Bicycle and pedestrian programs to facilitate bicycle and pedestrian trips to meet local travel needs in developed areas; and
- Assure more direct, convenient, and safe bicycle and pedestrian access (i.e. walkways between cul-de-sacs, walkways between buildings, and direct access between adjacent uses.

### ***Step 5. Adopt Local Roadway Network Plan***

Local governments must develop their own standards for the creation of streets and accessways that are consistent with the TPR objectives. Standards may control the spacing of streets or accessways and may limit excessive out-of-direction travel. This Transportation System Plan provides recommended ordinance language that will assist the City in refining local street standards and identifying local roadway networks. Streets and accessways need not be required under one of the following conditions:

- Physical or topographic conditions make a street or accessway impracticable;
- Redevelopment to accommodate a street or accessway now or in the future is precluded by existing buildings or other development;
- Where the street or accessway would violate the provisions of an easement, lease, covenant, restriction or other agreement existing as of May 1, 1995 which would preclude the street or accessway connection; and
- Where conditions of development approval require off-site improvements, the improvements shall include facilities that accommodate pedestrian and bicycle travel.

The recommended roadway standards identify measures, such as access lane standards, that minimize street and accessway pavement widths and total rights-of-way.

### ***Step 6. Identify Local Funding Options***

The Transportation System Plan identifies local transportation facility improvements, costs, and general timing/priorities over the 20-year planning horizon. With the level of federal, state, and local funding for transportation improvements decreasing, local governments must strive to create a cost-efficient transportation system. Compliance with the TPR and implementation of the Transportation System Plan is intended to result in an affordable and efficient transportation

## Plan Implementation

*Continued*

network. The City of Cove will need to work closely with Union County to establish local revenue sources to maintain and enhance the transportation network within the urban area. This Transportation System Plan identifies potential funding options to be considered as the City and County develop and maintain the transportation network.

### ***Step 7. Monitor and Measure Transportation System Plan Implementation Effectiveness***

The City, in conjunction with Union County Planning Department, should monitor its progress in meeting TPR objectives using benchmarks that are relatively easy to measure and update. Selected benchmarks should be identified with emphasis on readily available secondary data (i.e., U.S. Census) and/or primary data (i.e., resident opinion surveys). Typical benchmarks include: modal share of commute trips by alternative modes; safety; and resident opinions regarding general livability and accessibility within the UGB.

### ***Step 8. Update the Transportation System Plan During Each Periodic Review***

Following initial compliance, the Transportation System Plan must be updated during each scheduled periodic review.