

SETTLEMENT AGREEMENT  
Yachats County Road 804 Mediation

PARTIES

1. **PAIGs.** 1000 Friends of Oregon, an Oregon nonprofit Corporation, Oregon Shores Conservation Coalition, an Oregon nonprofit Corporation, and The Friends of the Historic 804 County Road and Hiking Trail, Inc., an Oregon nonprofit Corporation, all of their subsidiaries, and all direct or remote predecessor or successor entities of any of the foregoing will be collectively referred to as "Public Access Interest Groups" or "PAIGs."

2. **State.** The State of Oregon is acting exclusively by and through i) the Department of Parks and Recreation and ii) the Oregon Economic and Community Development Department. If a specific term or obligation applies to only one or the other of these Departments, such Department shall be separately referenced. If a specific term or obligation applies to both Departments, the word "State" shall be used.

3. **County.** Lincoln County, Oregon, will be referred to as "the County."

4. **City.** The City of Yachats, in Lincoln County, Oregon, will be referred to as "the City."

5. **Title Companies.** Chicago Title Insurance Company of Oregon is an Oregon Corporation. Security Union Title Insurance Company is a California Corporation. Ticor Title Insurance Company is a California Corporation. Stewart Title Insurance Guaranty Company is a Texas Corporation. First American Title Insurance Company of Oregon is an Oregon Corporation. TransNation Title Insurance Company is an Arizona Corporation. Each such company, any subsidiary or affiliated entity of any such company, and all direct or remote predecessor or successor entity of any of the foregoing will be collectively referred to as "Title Companies."

6. **Reference.** Each of the PAIGs, the State, the County, the City and each of the Title Companies will, collectively, be referred to as "the Parties."

PROPERTY

7. **Lot 1.** Lot 1, Block 4, of Ocean Crest Subdivision, Lincoln County, Oregon is presently owned by the City of Yachats, a municipal Corporation, and will be referred to as "Lot 1."

8. **Lot 26.** Lot 26, Block 4, of Ocean Crest Subdivision, Lincoln County, Oregon, is presently owned by the owners of the platted building lots

within the subdivision of Ocean Crest, their heirs and assigns, and will be referred to as "Lot 26."

9. *Lot 13.* Lot 13, Block 4, Ocean Crest, Lincoln County, Oregon, is presently owned by Jerry W. Daniels and Terri Lee Daniels, as tenants by the entirety, and will be referred to as "Lot 13."

10. *South Road 804.* Portions of County South Road 804 in Lincoln County, Oregon, extend or purportedly extend over or along certain real property situated within subdivisions known as Ocean Crest, 1<sup>st</sup> Addition to the City of Yachats, and the 3<sup>rd</sup> Addition to the City of Yachats. In this Agreement, any reference to "South Road 804" refers only to that portion of the actual or alleged road which is described in Exhibit A. No references to South Road 804 are intended to imply or admit that South Road 804 was or was not ever legally established, has or has not been properly vacated, does or does not exist and does or does not provide any rights of access, enjoyment, recreation, use or otherwise to any members of the public other than those individuals who own, as of the date of this Agreement, the parcels of property over which the Road is allegedly situated or whose property it allegedly touches (collectively, "Affected Property Owners"). The parcels of property that South Road 804 actually or allegedly touches or crosses will be referred to as "the Affected Properties."

11. *Waldport-Starr Creek Road 804.* This term refers to the road or alleged road traversing approximately nine miles along or near the Pacific Ocean, between Starr Creek and Waldport, Oregon, as described in Exhibit B. No references to that Road are intended to imply or admit that that Road was or was not ever legally established, has or has not been properly vacated, does or does not exist and does or does not provide any rights of access, enjoyment, use, recreation, or otherwise to any members of the public.

12. *Adobe.* A retail establishment known as "the Adobe," the real property on which it sits, and two adjoining lots to the north will be referred to as "the Adobe Property." This property is also referred to as tax lots 100, 200, and 300 of Map 14-12-22-DD.

#### LITIGATION AND DISPUTES

13. *Vacation Proceedings.* In 1997, the County commenced certain administrative proceedings (In the Matter of Vacation of a portion of Waldport-Yachats County South Road 804 (South), V-109) designed to vacate South Road 804 and vest any and all rights in and to the property traversed by South Road 804 in the Affected Property Owners. Thereafter, the County formally purported to vacate South Road 804 under Order 9-98-309. An appeal was taken from that decision to the Oregon Land Use Board of Appeals (36 Or. LUBA 288), and an appeal to the Oregon Court of Appeals (164 Or. App. 426) followed. Thereafter,

there were further proceedings in the Land Use Board of Appeals (38 Or. LUBA 699), culminating in a remand, to the County. All such Vacation proceedings, whether at or before the County, the City, any administrative agency, tribunal or panel (including the Land Use Board of Appeals), or any court, including the Oregon State Court of Appeals, whether concluded, pending or threatened, shall be referred to as the "Vacation Proceedings."

14. *Quiet Title Action.* In 2000, certain Affected Property Owners commenced an action in the Circuit Court for Lincoln County, Oregon, under Cause No. 001438, to, among other things, obtain a decree quieting their respective titles in and to the property on which South Road 804 allegedly traverses or touches and for any claims relating to South Road 804. The defendants include the City and the County. Intervenor include Oregon Shores Conservation and Coalition and the Friends of the Historic 804 County Road and Hiking Trail, Inc.

15. *Yachats Exception.* The Yachats City Council adopted an Exception to Statewide Planning Goal 17 and an amendment of the Yachats Comprehensive Plan and Development Code on December 27, 2000, by Yachats Ordinance No. 218, concerning portions of South Road 804. That action, referred to as the "Yachats Exception" was appealed to LUBA by the PAIGs on January 25, 2001. The appeal is pending.

16. *Controversies and Questions.* There is a present controversy between and among the PAIGs, the Affected Property Owners, the City, and the County, as to: (a) whether South Road 804 exists and (b) whether any members of the public, other than the Affected Property Owners, have rights to utilize South Road 804 and/or Affected Properties for walking, access to or along the beaches or the ocean, recreation, or any other ingress, egress, use or enjoyment of any type or nature; (c) whether there is a public interest in access over the use of South Road 804 and adjoining land, and (d) whether the Affected Property Owners have exclusive enjoyment of the Affected Properties ("the Controversy"). The Controversy forms the core of the matters at issue in the Vacation Proceedings, the Exception, and the Quiet Title Action. Additionally, there is a question about the exact location of County Road 804 between Waldport and Starr Creek, its relation to roads now in use by motorized vehicles, and its relation to the public beach.

17. *Title Companies' Role.* Some of the Affected Property Owners have title insurance, which allegedly obligates the Title Companies to defend and/or indemnify their insureds in connection with all or some of the Controversy. The Title Companies join with the other Parties to this Agreement in seeking to resolve the Controversy and, to that end, are prepared to provide part of the consideration necessary to such resolution.

18. *State's Role.* The State is not a party to the Quiet Title Action or the Vacation Proceedings, but has an interest in (i) obtaining guaranteed public rights of access along portions of South Road 804 and (ii) the continued economic development of the tourist industry in the area.

19. *Purpose.* To resolve doubtful and disputed claims, and without any admission of liability, rights, or wrongdoing by any Party, but solely for purposes of finally resolving the Controversy and other issues, and to avoid the risk, uncertainty and expense of litigation, the Parties agree as follows:

#### AGREEMENT

##### Money

20. *Proceeds.* "Settlement Proceeds" shall consist of the sum total of, and no more than, the following contributions plus all interest earned in the Settlement Proceeds escrow account described in paragraph 21: (a) the State by and through the Parks and Recreation Department will contribute \$25,000; (b) the State by and through the Oregon Economic and Community Development Department will contribute \$25,000 from the Strategic Reserve Fund; (c) the County and City will contribute a total of \$50,000, to be apportioned among them pursuant to terms of a side agreement between them; and (d) the Title Companies will contribute \$190,000, which will be apportioned among them pursuant to terms of a side agreement between them. Collectively, the State, the County, the City, and the Title Companies may be referred to as the 'Payors.'

21. *Escrow.* The County shall open an interest bearing, insured escrow account with a national bank in the State of Oregon, and the County shall select the bank ("Escrow"). All Settlement Proceeds shall be deposited into Escrow by the County, to whom all Settlement Proceeds shall be paid for the sole purpose of complying with this Settlement Agreement. The Settlement Proceeds shall not be deemed property of the County for any purpose. All Settlement Proceeds shall be paid by check payable to "Lincoln County—South Road 804 Settlement Account." Lincoln County shall open the Escrow as trustee of the escrowed funds. From that time until the period ending eighteen (18) months after the County becomes eligible to disburse funds under paragraph 23, (i) Lincoln County shall be the sole signatory on the Escrow; but (ii) it may not direct disbursement on funds from that account, or draw checks on that account, except in full compliance with the express terms and conditions as set forth in paragraphs 50-56. After 18 months, the fund shall be managed as described in paragraph 57. All Parties (other than the County) who contribute Proceeds to the settlement of this matter and/or the Escrow pursuant to this Agreement are fully and forever released and relieved of any liability, present or future, known

or unknown, in connection with any error or defalcation in the disbursement, expenditure or direction of any of the Settlement Proceeds paid into the Escrow.

22. *Tender.* All Settlement Proceeds shall be tendered to the County in accordance with the above instructions within 30 days after the Agreement is fully executed.

23. *Disbursement.* Disbursement of funds from Escrow shall not occur until and unless the following conditions are fully and timely fulfilled:

(a) There shall be a "Final Vacation Order," which shall consist of County issuance of an order vacating South Road 804 pursuant to paragraphs 25-26 hereof, County transmittal of notice of that order to all persons or entities entitled by law to such notice, and either: (i) the passage of 60 days from completion of such notice with no service or filing of any appeal from or collateral attack on the order; or (ii) in the event of such an appeal or attack, a final and unconditional dismissal of same (or full affirmance of the Vacation Order with no further possibility of appeal), all to be fully completed within two years of County issuance of the Vacation Order;

(b) All conditions and requirements imposed on the PAIGs by paragraph 35 (Intervention), 45 (Assurances) and 46 (Covenant: Yachats) have been fully satisfied; and

(c) No PAIG is in material breach of this Agreement.

If each of the foregoing conditions is fully and timely fulfilled, the funds in Escrow shall be distributed in accordance with paragraphs 50-57, and thereafter shall not be returned to Payors.

24. *Return of Funds.* Funds shall be returned, if necessary, as described in paragraphs 28 (Termination for Failure to Defeat Attack or Appeal) and 42 (Termination).

#### The Vacation of South Road 804

25. *Vacating South Road 804.* The County shall act to reopen and/or continue with the Vacation Proceedings in respect to South Road 804 as soon as practicable upon full execution of this Agreement, and shall take all steps required by law and/or this Agreement, including publishing and mailing notice and making all appropriate findings, to fully and finally vacate South Road 804.

26. *County Deadline.* The County shall approve and issue an order vacating South Road 804 ("the Vacation Order") no later than 150 days from full execution of this agreement. The Vacation shall include, but is not limited to, findings attached as Exhibit C, provided, however, that any such

additional findings make no representations of the facts or circumstances of the case beyond those contained in this Agreement.

27. *Best Efforts.* If there is an appeal of or collateral attack on the Vacation Order from any source within 60 days of its becoming a "final decision" (i.e., once the County has transmitted notice of that Order to all persons or entities entitled by law to such notice) the Parties, except as provided in paragraph 62 (limiting State's obligations), will make best efforts to defeat it. As used in this paragraph, "best efforts" include (but are not necessarily limited to) defending the decision on appeal as a respondent or an intervenor on the side of the respondent(s) and actively participating in or contributing to appropriate pleadings, briefs and arguments to defend the decision subject to approval by the principal authors of the pleading, brief, or argument in question.

28. *Termination for Failure to Defeat Attack or Appeal.* This agreement shall be terminated (with the consequences specified in paragraph 42) unless the appeal and/or collateral attack, if any, is fully, finally, and unconditionally resolved (i.e., the Vacation Order is affirmed and there is no further possibility of appeal) within two years of County issuance of the Vacation Order.

29. *Notices from County.* No later than 4:30 p.m. one business day after the date it issues the Vacation Order, the County shall deliver written notice of such action and a copy of the Order to counsel for the Parties to this Agreement and counsel for plaintiffs in the Quiet Title Action. If any appeal from or collateral attack on the Vacation Order is ever served, filed or threatened in writing, the County shall immediately provide written notice thereof, with copies of all related documents, to all such counsel.

30. *No Opposition.* No Party shall directly or indirectly oppose or delay the Vacation of South Road 804 or Waldport-Starr Creek Road, pursuant to this agreement, or directly or indirectly support or encourage any individual or entity seeking to delay, block or frustrate any such vacation. Each Party, except as provided by paragraph 62, shall make its best efforts to further the Vacation Order applicable to South 804, and to defend against any efforts by any individual or entity to delay, block, frustrate, appeal or attack any such order, as required by paragraph 27.

31. *Yachats Exception.* If and when the South Road 804 Vacation decision is final and the appeal period has expired without appeal (or the decision has been affirmed on appeal and not further appealed), the City shall withdraw and rescind the Yachats Exception decision (Ordinance No. 218), such process being initiated at the first possible meeting of the City Council subsequent to the finalization (as discussed above) of the Vacation decision.

### *Waldport-Starr Creek Road 804*

32. *Vacation.* Within 60 days of the Vacation Order pursuant to paragraphs 24-26 hereof becoming a final decision, the County shall initiate vacation and/or legalization proceedings with respect to the Waldport-Starr Creek portion of County Road 804, as described in Exhibit, B). Provided, however, that if, on the 60th day following the date the Vacation Order becomes a final decision, an appeal or collateral attack on that order is pending, the County's responsibilities under this paragraph are postponed until such appeal or collateral attack is fully, finally, and unconditionally resolved. The County shall diligently prosecute those proceedings to achieve the goal of vacating/legalizing (as the terms legalize or legalization are used in ORS 368.201-221) all portions of said Waldport-Starr Creek portion of County Road 804 that allegedly or actually touch, cross or affect any privately-owned parcels of property. Provided, however, that (a) such Road shall continue to exist on the public beach and (b) such Road shall continue to exist over those portions of such Road that, at the date of this Agreement, are actually utilized by the public for motor vehicles and utilities.

33. *Relation to other aspects of Agreement.* The County's obligation under paragraph 32 shall survive the full execution, closing and performance of and under this Agreement. Each of the signatories to this Agreement shall have the right to demand performance by the County under paragraph 32. However, failure of the County to honor its obligations under this paragraph, or non-vacation/legalization of any portion of the Waldport-Starr Creek Road 804 despite the County's diligent efforts to obtain that result, shall not affect the enforceability or validity of this Agreement or the rights and obligations it creates, shall not be a condition to performance under any other provision of this Agreement, and shall not be a basis for termination of this Agreement, notwithstanding any other provisions to the contrary.

34. *Consideration.* Nothing in this paragraph or in this Agreement is intended to be, or shall constitute, a waiver or relinquishment by the Title Companies or their insureds (past, present or future) of the right to contest the actual, alleged or proposed existence or location of the Waldport-Starr Creek portion of County Road 804 insofar as it allegedly or actually touches, crosses, or is situated on any portion of any property owned or allegedly owned by any such insured. The consideration paid by the Title Companies for the promises and undertakings contained in this paragraph is the bargained-for additional amount that the Title Companies will pay, which is part of the overall settlement amount set forth in paragraph 20 hereof; an amount that would have been lower but for the promises and undertakings contained in this paragraph.

### The Quiet Title Action

**35. PAIGs' Intervention.** As a condition precedent to this Agreement, the PAIGs must obtain, within 60 days of full execution of this Agreement an order unconditionally permitting their intervention in the Quiet Title Action, as real parties in interest. All parties to the Quiet Title Action shall cooperate in obtaining that order.

**36. Joinder of Affected Property Owners.** Within ten days of full execution of this Agreement, the plaintiffs shall begin and continue in the exercise of their best efforts to persuade Affected Property Owners who are not plaintiffs in the Quiet Title Action to join in that Action as plaintiffs. The failure of any such Affected Property owner to agree to become a plaintiff shall not affect the validity or enforceability of this Agreement.

**37. Decree.** After this Agreement is fully executed, the intervention order required in paragraph 35 has been obtained, and 60 days have passed from issuance of the Vacation Order, the Plaintiffs in the Quiet Title Action shall present a Decree quieting title in the Affected Property Owners to the Circuit Court of Lincoln County and shall obtain a hearing date for ruling on the proposed Decree. The Decree shall be identical in form and substance to Exhibit D. Provided, however, that the Quiet Title Decree shall not be presented for entry (or shall be withdrawn, if already presented) if, on the 60th day from issuance of the Vacation Order, an appeal or collateral attack on that order is pending. However, if there is a Final Vacation Order within two years of county issuance of a Vacation Order pursuant to paragraphs 25-26, the Plaintiffs shall promptly present, for entry, a Decree in form and substance identical to Exhibit D, and the provisions of paragraph 38 and 39 shall fully apply.

**38. Condition for Setting Aside.** If an appeal or collateral attack on the Vacation Order is pending two years after the date of its issuance, and this Agreement Terminates as a result, any Quiet Title Decree previously entered will be set aside, as further provided in Exhibit D, and the parties to the Quiet Title Action will promptly cooperate to obtain that result.

**39. No Opposition.** Provided the Quiet Title proceeding is concluded after the final land use decision in the vacation proceeding and is based on the order of vacation, none of the Parties, except as provided in paragraph 62, shall directly or indirectly encourage, support or take action to oppose or delay the entry of the Quiet Title Decree pursuant to this Agreement. Once that Decree is entered in substantially unmodified form, no Party shall appeal or directly or collaterally attack the Decree, or directly or indirectly encourage or support delay of, appeal from or direct or collateral attack on the Decree or its entry pursuant to this Agreement.



40. *Appeal or Collateral Attack.* If there is an appeal of or collateral attack on the Quiet Title Decree as specified in paragraph 37, from any source at any time, the PAIGs shall promptly and unequivocally file with the court a statement that they support the enforcement and validity of the Quiet Title Decree previously entered, provided the Quiet Title proceeding is concluded after the final land use decision in the vacation proceeding and is based on the order of vacation. The PAIGs need not articulate any particular legal theory in support of that joinder other than the validity of the underlying Agreement and Quiet Title Decree. The PAIGs shall take no steps or positions that undermine the enforcement and validity of the Quiet Title Decree previously entered.

#### Remedies and Termination

41. *Conditions to Finalized Agreement.* The Agreement, and all obligations under it, are conditioned on timely and strict compliance with the provisions and conditions in paragraphs 23 and 25-28, 35 and 45-46 and failure of such compliance will cause Termination of the Agreement, with the consequences set forth in paragraph 42.

42. *Termination.* Upon failure of any condition or material breach of any provision in this Agreement, except those in paragraphs 32-34 (the Waldport-Starr Creek provisions), or failure to tender Settlement Proceeds in the time and manner specified in paragraph 22, (i) all Settlement Proceeds, including accrued interest, shall be returned to the Payors in proportion to their payments; and (ii) all other rights or obligations under this Agreement shall immediately terminate without further action or agreement ("Termination" or "is Terminated"). Provided, however, that once disbursement occurs pursuant to paragraph 23, funds may not be returned, as stated in that paragraph. Upon Termination, all other legal and/or governmental action initiated in furtherance of this Agreement (i.e., the Vacation and Decree contemplated by this Agreement) that are in process or would otherwise commence shall cease pursuant to this agreement and if previously finalized, shall be nullified, if possible. Upon Termination, each party to the Vacation Proceeding and each party to the Quiet Title Action shall return to the status quo ante (immediately preceding full execution of this Agreement) as far as possible, with all rights that they possessed immediately before full execution of this Agreement, and may proceed as if this Agreement had never been made.

43. *Mediation.* The Parties shall participate in mediation if this agreement is Terminated. In such case, the Title Companies jointly, and the PAIGs jointly, shall each appoint one representative to choose a mediator, and

the City and the County shall each appoint one representative to choose the mediator. The costs of the mediator shall be shared equally among those four groups. Any Party may terminate the mediation process after sixty days for any or no reason. If any individual or entity not party to this agreement challenges or appeals the County Road Vacation Order for South Road 804 on the grounds that the findings are insufficient to support the County's decision, then the Parties shall participate in mediation.

#### Further Assurances, and Implementation

44. *Notice.* The Title Companies shall, within ten (10) business days after full execution of this Agreement, and again approximately 45 days thereafter, cause to be published, in the newspaper with the largest daily or weekly circulation in Lincoln County, and if different, the newspaper with the largest daily or weekly circulation in Yachats, as well as in the Portland Oregonian and the general circulation newspapers in Salem and Eugene, a notice of the Quiet Title Action and Vacation Proceeding. The notice shall occupy no less than one-sixteenth (1/16<sup>th</sup>) of a newspaper page. The Title Companies may waive this provision, or reduce the scope of notice, in their sole discretion.

45. *Assurances.* All Parties shall take all steps necessary or reasonable to effectuate the intent and terms of this Agreement. No Party shall take any steps to directly or indirectly obstruct, delay, or make more difficult full implementation of and compliance with this Agreement or any its terms.

46. *Covenant: Yachats.* The PAIGs represent, covenant and agree, now and forever, that they will neither directly nor indirectly undertake, support, or encourage any claims or attempts to claim rights of access, ingress or egress, use, ownership, or any right, title or interest, or use rights of any type (including, without limitation, rights of access, rights of recreational use, rights of enjoyment, or otherwise) in or to any of the Affected Properties, insofar as any such claims or assertions touch on, stem from, or bear in any way on the existence or alleged existence of South Road 804 or rights or interests relating thereto. Without limiting the generality of the foregoing, the PAIGs represent and agree that they will never assert any prescriptive rights or rights under the public trust or any doctrine related to (a) South Road 804; or (b) any of the Affected Properties. However, nothing in the foregoing prohibits consensual efforts to purchase any interest in the referenced properties. Neither the City nor the County will ever take any action to privatize or diminish the public access to and along the shore and open space that will be acquired pursuant to this Agreement. These agreements, covenants and representations are necessary and critical inducements to the decision by all other Parties to enter into this

Agreement, and shall forever survive full execution, closing and performance of and under this Agreement.

**47. Covenant: Waldport-Starr Creek.** The PAIGs represent, covenant and agree, now and forever, that they will neither directly nor indirectly undertake, support, or encourage any claims or attempts to claim rights of access, ingress or egress, use, ownership, or any right, title or interest, or use rights of any type (including, without limitation, rights of access, rights of recreational use, rights of enjoyment, or otherwise) in or to those portions of Waldport-Starr Creek Road 804 which are to be vacated or from which a legalized portion of the Road has been moved. Without limiting the generality of the foregoing, the PAIGs represent and agree that they will never assert any prescriptive rights or rights under the public trust or any doctrine related to any parcels or land touched or allegedly touched by those portions of Waldport-Starr Creek Road 804 which are to be vacated, or from which a legalized portion of the Road has been moved. However, nothing in the foregoing prohibits consensual efforts to purchase any interest in the referenced properties. These agreements, covenants and representations are necessary and critical inducements to the decision by all other Parties to enter into this Agreement, and shall forever survive full execution, closing and performance of and under this Agreement.

#### **Stay of Yachats Exception Decision Appeal (LUBA No. 2001-026)**

**48. Stay.** The City and the PAIGs, which are parties to LUBA Appeal No. 2001-026, will not oppose an indefinite stay or extension of time to file the record in the LUBA proceedings in that case. The extension granted by LUBA shall remain in effect until either the City withdraws and rescinds the Yachats Exception Decision (Ordinance No. 218) or the PAIGS, petitioners in the LUBA appeal, give written notice to the parties to the appeal that they desire to proceed with the appeal, whichever comes first. Upon receipt of the written notice, City shall have ten (10) days within which to transmit the record of the City's proceeding to LUBA.

#### **Use of Funds**

**49. Use and Disbursement of Funds.** The County shall distribute no Proceeds or other funds from Escrow except as permitted under paragraph 23.

**50. Initial Permitted Expenditures.** The Settlement Proceeds shall be used, subject to the conditions and terms of this Agreement, to

(a) to acquire Lot 13, if and only if the then-owner(s) of any such lot, fully agree to the fact, consideration for, and terms of any such proposed acquisition, or

(b) to acquire any other ocean front lot or lots in the Ocean Crest subdivision, but if and only if the then-owner(s) of any such lot, fully agree to the fact, consideration for, and terms of any such proposed acquisition.

Negotiations for the possible acquisition of Lot 13 shall be undertaken by a neutral third party, who shall be Carie Fox unless otherwise agreed by the County, City and the PAIGs.

*51. Second Tier Class of Permitted Expenditures.* The Settlement Proceeds shall be used, after six weeks from the date settlement proceeds first become available, subject to the conditions and terms of this Agreement, to :

(a) acquire Lot 26;

(b) acquire any other ocean front lot or lots in the Aqua Vista or Ocean Crest subdivisions, including Lot 13 if possible and if not completed above, but if and only if the then-owner(s) of any such lot, fully agree to the fact, consideration for, and terms of any such proposed acquisition and terms of any such acquisition and acquisition of lots other than 13 is unanimously agreed to by the County, the City and the PAIGs.

(c) acquire a public access easement over the Adobe Property, at the actual and necessary cost of (1) relocating the sewer and water lines, subject to approval by appropriate regulatory agencies including the Oregon Department of Environmental Quality and the Oregon Health Division of the Department of Human Services, or (2) \$50,000, whichever is less. "Actual and necessary cost" should be determined by multiple competitive bids or proposals, and should not exceed the amount of the lowest responsive and responsible bid or proposal. This easement shall be granted to the State of Oregon Parks and Recreation Department. The easement would be at least 8 feet wide and within 20' from the westward side of the Adobe Motel, or at the sewer line if that is preferable to the Grantor, the PAIGs, the County, and the City. None of the landowner's rights to apply for rip-rap protection shall be affected by this agreement;

(d) acquire and improve a pedestrian connection of no more than eight (8) feet in width between Marine Drive and Aqua Vista Drive within 250' of the intersection of Ocean View Drive and Marine Drive, as envisioned in the Yachats Circulation Plan;

(e) construct improvements on the easements or lots purchased pursuant to paragraphs 50 and 51 to develop access, buffer/screen adjoining properties, and protect vegetation, as well as to place signage on any lot acquired pursuant to this agreement, which would give notice that the lots are

public and that they provide shoreline access. All signage erected within the Ocean Crest Subdivision shall be approved by the City.

**52. Final Permitted Expenditures.** After either completion of paragraph 51 (a)-(e), or after twelve months and upon unanimous agreement of the City, the County, and the PAIGs, Settlement Funds may be expended on the following projects:

(a) acquire and improve a pedestrian connection of no more than eight (8) feet in width between the Adobe Property and Aqua Vista Drive, but only if the fact, consideration for, and terms of any such acquisition and improvements are unanimously agreed to by the County, the City and the PAIGs;

(b) construct a stairway access to the beach within and on property acquired pursuant to paragraphs 50(a) or (b) or 51 or on Lot 1.

(c) acquire up to two unpaved parking spaces on Lot 1, Lot 26, or other lot acquired pursuant to the terms of this paragraph (parking spaces are optional).

(d) construct improvements on the easements or lots purchased to develop access, buffer/screen adjoining properties, protect vegetation and place signage on any lot acquired pursuant to this agreement, which would give notice that the lots are public and that they provide shoreline access.

**53. Prohibition.** No Settlement Proceeds may be used for condemnation or other involuntary transfers, except to acquire Lot 26.

**54. Covenant of Good Faith.** No Party shall directly or indirectly oppose or delay the acquisitions referenced above, nor otherwise, or directly or indirectly support or encourage any individual or entity seeking to delay, block or frustrate the acquisitions. The City, the County, and the PAIGs represent that they shall make their best efforts to further the acquisitions.

**55. County Ownership.** All of the real property interests to be acquired with Settlement Proceeds shall be owned by and title shall be vested in the County, except for the Adobe easement, which shall be granted directly to the State of Oregon Parks and Recreation Department, and except as required by paragraph 63. However, the County shall, as soon as practicable after acquisition of title by deed, dedicate the property thus acquired to the public by execution of a Conservation Easement, pursuant to Oregon Revised Statute 271.715 et seq., solely as open space and to provide public access to the shore. Language shall reflect that this is a permanent easement made pursuant to this negotiated settlement. The County shall then transfer its remaining right, title and interest in and to the property, subject to the Conservation Easement, to the City.

**56. Management.** The order in which the funds are spent and the projects (selected from those listed in paragraphs 50 through 52) on which the Settlement Proceeds are spent, shall, subject to the conditions and terms in this

Agreement, be determined by the County during the eighteen (18) months it is manager, and thereafter, by the manager appointed in accordance with paragraph 57. Failure of the relevant manager to make a decision(s) respecting use of the Settlement Proceeds shall not affect the binding nature of this Agreement or deprive any Party contributing Settlement Proceeds of all rights and benefits under this Agreement.

**57. New Manager.** If any Settlement Proceeds are not expended eighteen (18) months after the County is eligible to disburse funds, the County shall relinquish control of the Escrow and all Proceeds remaining in it to a New Manager to be appointed by unanimous agreement of the PAIGs, City and County, who shall have the obligation to diligently pursue acquisitions in paragraphs 50-52 until all funds are expended. If these parties are not able to reach unanimous agreement within thirty (30) days after the eighteen (18) months have run, the City and County shall jointly appoint one representative to choose a manager, and the PAIGs shall jointly appoint one representative to choose a manager. If either the City and County or the PAIGs have not appointed their representative within sixty (60) days after eighteen (18) months, the other representative shall choose the fund manager. If the two representative cannot agree on a fund manager within thirty (30) days, the manager shall be chosen by majority decision of the two representatives and Carle Fox. The new manager may spend any residual funds to purchase additional trail easements/property along the existing County Road 804 (north or south) Trail/Ocean View Drive Trail from Starr Creek on the north, south to US Highway 101.

#### Other City Obligations

**58. Adobe.** The City, to the full extent permitted by law, shall make its best efforts to assure that the water and sewer lines presently serving the Adobe Property are relocated in accordance with law as needed to allow for conveyance of the Adobe Property easement. Without limiting the generality of the foregoing, the City shall not delay or obstruct such movement, and shall issue all permits, orders, or instruments necessary or reasonable to facilitate such movement.

**59. Maintenance.** The City shall develop and maintain Lot 1 and all lots transferred to it pursuant to this Agreement for public access to and along the shore and for open space, and shall maintain existing native vegetation on such lots consistent with good conservation practices and reasonable public access (at a minimum, a safe, unimpeded trail) to and along the ocean shore. The City shall be responsible for removal of any invasive species, such as

blackberries or scotchbroom, but removal shall be by means other than herbicides.

60. *Lot 1.* Lot 1 shall be dedicated by a conservation easement pursuant to ORS 271.715, et seq. solely as open space and to provide public access to the shore. Language shall reflect that this is a permanent easement made pursuant to this negotiated settlement.

61. *New Manager.* The City shall pay one third of the cost for the New Manager under paragraph 57.

#### State of Oregon Obligations

62. *Costs and Cost Share.* The State will contribute to the Settlement Fund as described in paragraph 20 above. The State shall not be required to make any payment, nor pledge any public resources except as expressly set forth in this paragraph 62. In particular and without limitation, the State shall have no obligation to support or participate in the activities described in paragraphs 23-47.

63. *State Real Property Interest.* Upon or after the acquisition of property from the Settlement Proceeds as described in paragraphs 50-52, the State, by and through the Parks and Recreation Department, shall be granted a co-ownership interest, a public access right of way, or a conservation easement. Upon request from the County or City, the Parks and Recreation Department may waive the right to receive such real property, so long as the aggregate value of the other real property interests transferred or to be transferred to the Department equals or exceeds its contribution to the Settlement Proceeds.

#### Other County Obligations

64. *Costs.* The County shall pay, in addition to the \$50,000 County/City Settlement Proceeds it is contributing pursuant to paragraph 20 above, the actual and reasonable costs, charges and attorneys' fees for any transfer of any property, including easements, that is transferred pursuant to this Agreement, and shall pay the reasonable and necessary costs and fees of any appraiser who is retained, including in connection with an acquisition of property, including easements, contemplated hereunder.

65. *Improvements.* The County shall appropriate \$150,000 for fiscal year 2001-2002, and beyond that time period, as necessary, to improve Marine Drive and Ocean View Drive, to construct a trail or path from the intersection of Marine Drive and Ocean View Drive (or the interconnection of the Aqua Vista and Marine Drive under paragraphs 51-52, if acquired) south to Yachats State

Park, which shall be adjacent to and along the west side of the road or set off from the paved surface of the road, as rights-of-way allow, and which shall provide direct access to all lots within Ocean Crest acquired pursuant to the terms of this Agreement. The County shall notify the public through clear signage that all lots within Ocean Crest acquired pursuant to this agreement are public lots that provide shoreline access. The \$150,000 appropriated pursuant to this paragraph shall be appropriated subject to Oregon Local Budget Law, ORS Chapter 294. The County shall make its best effort to construct and provide storm water drainage facilities, from the \$150,000 to be appropriated hereunder, on and in connection with the project, to the extent practicable within the budget.

66. *City Ownership.* By separate agreement, the County shall transfer Marine Drive and Ocean View Drive, and the trail referred to in the preceding subparagraph, to the City for transportation and pedestrian usage, and to implement the Village Circulation Plan adopted by the City.

67. The County shall pay one third of the cost for the New Manager under paragraph 57.

68. The County shall pay Carle Fox for negotiating for Lot 13.

#### PAIG Obligations

69. *New Manager.* The PAIGs shall pay one third of the costs of the New Manager.

#### Further Representations

70. *Representations.* Each signatory and each Party represents and warrants that he/she/it: (a) has not assigned, hypothecated or transferred any claim, or any rights to any such claim, in whole or in part, and whether by conveyance, contract, operation of law or otherwise that has been or could be asserted in the Vacation Proceedings or the Quiet Title Action; (b) has authority to fully bind the entity, estate, individuals or community for whom that signatory purports to sign; (c) has discussed this Agreement and its implications with counsel, who has explained same; and (d) has independently investigated the claims and defenses pertinent to the Quiet Title Action and the South Road 804 Vacation Proceedings, and the merits of this Agreement, has not relied on any information provided or statements made by any other Party or its attorneys in deciding to enter into this Agreement, and that no such representations were made. These representations and warranties are unconditional, and are material and necessary inducements to all other Parties



to enter into this Agreement, and shall survive the closing and performance of this Agreement.

71. *Integration.* With the exception of the side agreement referenced in paragraph 20, this is a fully integrated Agreement. It contains the full and final expression of the Parties relative to its subject matter.

72. *Construction.* Each Party had substantial input into this Agreement, which was negotiated among the Parties. Each Party was or had the opportunity to be represented by counsel in connection with negotiating and drafting this Agreement, and no ambiguity in it shall be construed against any Party by virtue of draftsmanship. The conjunctive includes the disjunctive, and vice versa. Titles are solely for convenience and are not aids in construction.

73. *Counterparts.* This Agreement may be executed in counterparts, and by facsimile. Each counterpart, even if signed but transmitted by facsimile, shall be deemed an original.

74. *Binding.* This Agreement is binding on, and benefits, all entities, groups, organizations and governmental units (of any type) which are referred to in paragraphs 1 through 5, and each of their subsidiaries, and each direct or remote predecessor or successor of any of the foregoing.

75. *Arbitration.* An arbitrator shall be the sole determiner of whether a material breach of the Agreement has occurred and of any other dispute relating to or arising from or under this Agreement, including, without limitation, whether any condition to this Agreement has or has not been timely and fully satisfied. Any Party may request arbitration. The Title Companies, jointly; the PAIGs, jointly and the City and County shall each appoint one representative to choose an arbitrator. The prevailing party as determined by the arbitrator shall be entitled to attorneys' fees, and the losing party as determined by the arbitrator shall be responsible for the arbitrator's fees and expenses. There shall be no appeal from the arbitrator's rulings. Unless it otherwise elects to participate, the State shall not be required to participate in, nor share the costs/expenses/fees of, the above described arbitration.

76. *Effective Date.* This agreement is dated as of the date that it is signed and dated by the last party to sign and date it.

### Miscellaneous

77. *Signage.* All signage erected within the Ocean Crest Subdivision shall be approved by the City and if credited, credited to the Village Circulation Plan.

78. *Stairway.* The east-west stairway or path providing beach access on lot 13 (if acquired) shall, to the extent practicable, be located with a 20'

setback from the boundary lines of the adjacent northern and southern lots, provided however, that this provision does not limit the public's right to full use of the whole of Lot 13 for open space, recreation and public access to and along the ocean shore.

**SIGNATURES:**

1000 FRIENDS OF OREGON

DATED: 9/12/01

By

  
Robert L. Liberty

Its Executive Director

and authorized agent

**OREGON SHORES CONSERVATION COALITION**

DATED: \_\_\_\_\_ By \_\_\_\_\_

Its \_\_\_\_\_

and authorized agent

**The Friends of the Historic 804 County Road and Hiking Trail, Inc.**

DATED: \_\_\_\_\_ By \_\_\_\_\_

Its \_\_\_\_\_

and authorized agent

setback from the boundary lines of the adjacent northern and southern lots, provided however, that this provision does not limit the public's right to full use of the whole of Lot 13 for open space, recreation and public access to and along the ocean shore.

**SIGNATURES:**

**1000 FRIENDS OF OREGON**

DATED: \_\_\_\_\_ By \_\_\_\_\_

Its \_\_\_\_\_

and authorized agent

**OREGON SHORES CONSERVATION COALITION**

DATED: 10/19/01 By Caroline Bruma

Its president

and authorized agent

**The Friends of the Historic 804 County Road and Hiking Trail, Inc.**

DATED: 10/19/2001 By Janice M. Brandstrom

Its President

and authorized agent

STATE OF OREGON

BY THE DEPARTMENT OF PARKS AND RECREATION

DATED: 9/11/01 By Michael Casner  
Its Director  
and authorized agent

STATE OF OREGON

BY THE ECONOMIC AND COMMUNITY DEVELOPMENT DEPARTMENT

DATED: \_\_\_\_\_ By \_\_\_\_\_  
Its \_\_\_\_\_  
and authorized agent

LINCOLN COUNTY, OREGON

DATED: \_\_\_\_\_ By \_\_\_\_\_  
Its \_\_\_\_\_  
and authorized agent

CITY OF YACHATS

DATED: \_\_\_\_\_ By \_\_\_\_\_  
Its \_\_\_\_\_  
and authorized agent

STATE OF OREGON

BY THE DEPARTMENT OF PARKS AND RECREATION

DATED: \_\_\_\_\_ By \_\_\_\_\_

Its \_\_\_\_\_

and authorized agent

STATE OF OREGON

BY THE ECONOMIC AND COMMUNITY DEVELOPMENT DEPARTMENT

*Jim Chan*

DATED: 9/20 By \_\_\_\_\_

Its *Director*

and authorized agent

LINCOLN COUNTY, OREGON

DATED: \_\_\_\_\_ By \_\_\_\_\_

Its \_\_\_\_\_

and authorized agent

CITY OF YACHATS

DATED: \_\_\_\_\_ By \_\_\_\_\_

Its \_\_\_\_\_

and authorized agent

STATE OF OREGON

BY THE DEPARTMENT OF PARKS AND RECREATION

DATED: \_\_\_\_\_ By \_\_\_\_\_

Its \_\_\_\_\_

and authorized agent

STATE OF OREGON

BY THE ECONOMIC AND COMMUNITY DEVELOPMENT DEPARTMENT

DATED: \_\_\_\_\_ By \_\_\_\_\_

Its \_\_\_\_\_

and authorized agent

LINCOLN COUNTY, OREGON

DATED: 9.20.01 By 

Its Chair of the Lincoln County Board of Commissioners

and authorized agent

CITY OF YACHATS

DATED: \_\_\_\_\_ By \_\_\_\_\_

Its \_\_\_\_\_

and authorized agent

STATE OF OREGON

BY THE DEPARTMENT OF PARKS AND RECREATION

DATED: \_\_\_\_\_ By \_\_\_\_\_

Its \_\_\_\_\_

and authorized agent

STATE OF OREGON

BY THE ECONOMIC AND COMMUNITY DEVELOPMENT DEPARTMENT

DATED: \_\_\_\_\_ By \_\_\_\_\_

Its \_\_\_\_\_

and authorized agent

LINCOLN COUNTY, OREGON

DATED: \_\_\_\_\_ By \_\_\_\_\_

Its \_\_\_\_\_

and authorized agent

CITY OF YACHATS

DATED: 9/24/01 By *Arif Carin*

Its MAYOR

and authorized agent

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OFFICE OF  
COURT REPORTER

CHICAGO TITLE INSURANCE COMPANY OF OREGON

DATED: 10/23/01 By [Signature]

Its V-P & Senior Counsel

and authorized agent

TICOR TITLE INSURANCE COMPANY

DATED: 10/22/01 By [Signature]

Its Vice President and Senior Claims Counsel

and authorized agent

STEWART TITLE INSURANCE GUARANTY COMPANY

DATED: \_\_\_\_\_ By \_\_\_\_\_

Its \_\_\_\_\_

and authorized agent

FIRST AMERICAN TITLE INSURANCE COMPANY

DATED: \_\_\_\_\_ By \_\_\_\_\_

Its \_\_\_\_\_

and authorized agent



CHICAGO TITLE INSURANCE COMPANY OF OREGON

DATED: \_\_\_\_\_ By \_\_\_\_\_

Its \_\_\_\_\_

and authorized agent

TICOR TITLE INSURANCE COMPANY

DATED: \_\_\_\_\_ By \_\_\_\_\_

Its \_\_\_\_\_

and authorized agent

*Karen L. Storlie*  
STEWART TITLE INSURANCE GUARANTY COMPANY

DATED: 10/25/01 By Karen L. Storlie as  
Its Vice President and National Claims Counsel  
and authorized agent

FIRST AMERICAN TITLE INSURANCE COMPANY

DATED: \_\_\_\_\_ By \_\_\_\_\_

Its \_\_\_\_\_

and authorized agent

CHICAGO TITLE INSURANCE COMPANY OF OREGON

DATED: \_\_\_\_\_ By \_\_\_\_\_

Its \_\_\_\_\_

and authorized agent

TICOR TITLE INSURANCE COMPANY

DATED: \_\_\_\_\_ By \_\_\_\_\_

Its \_\_\_\_\_

and authorized agent

STEWART TITLE INSURANCE GUARANTY COMPANY

DATED: \_\_\_\_\_ By \_\_\_\_\_

Its \_\_\_\_\_

and authorized agent

FIRST AMERICAN TITLE INSURANCE COMPANY

DATED: 9/19/01 By Don McAlamy

Its Vice President

and authorized agent

TRANSNATION TITLE INSURANCE COMPANY

DATED: 10/02/01 By William H Reetz  
Its VICE PRESIDENT + CLAIM CENTER MANAGER  
SEATTLE, WA.

And authorized agent

**Exhibit A Description of Area to be Vacated 804 South:**

A portion of County Road 804 as described in Lincoln County Book of Road Plats, BOOK 1, PAGE 206, and located in Sections 26 and 27, Township 14 South, Range 12 West, Willamette Meridian, and being more particularly described as follows:

Beginning at the southerly terminus of that portion of County Road 804 vacated by Commissioners Order dated July 16, 1974, and recorded in Lincoln County Book of Deeds and Mortgages, BOOK 50, PAGE 1231, said terminus being on the subdivision boundary line between "Aqua Vista," as recorded in Lincoln County Book of Plats, BOOK 9, PAGE 21, and "Ocean Crest," as recorded in Lincoln County Book of Plats, BOOK 8, PAGE 66, thence southerly and easterly to the intersection of County Road 804 and the easternmost corner of that property described in the Warranty Deed recorded February 2, 1994, in Lincoln County Book of Deeds and Mortgages, BOOK 276, PAGE 0076, excepting the following:

(1) That portion of County Road 804 right-of-way which crosses Lot 26, Block 4, "Ocean Crest," as recorded in Lincoln County Book of Plats, BOOK 8 PAGE 66;

(2) That portion of County Road 804 right-of-way which lies northerly of the South right-of-way line of "1<sup>st</sup> Street County Road" as depicted on the "Plat of Yachats," as recorded in the Lincoln County Book of Plats, BOOK 6, PAGE 25.

**Exhibit B    Waldport-Starr Creek Portion of County Road 804**

Beginning at the head of Broadway on the south side of Alsea Bay in Section 18, Township 13 South, Range 11 West, Willamette Meridian, as described in the establishment of the Waldport and Yahutes Road in 1890.

Thence continuing in a southwesterly and southerly direction to the northerly end of the county road as shown on County Survey # 11,905 in Section 23, Township 14 South, Range 12 West, Willamette Meridian.

**Exhibit C Findings and Conclusions To Be Included In Vacation Order**

**Findings:**

Lincoln County, the City of Yachats, the State of Oregon, Friends of Historic 804 County Road and Hiking Trail, Inc. Oregon Shores Conservation Coalition, and 1000 Friends of Oregon entered into a Settlement Agreement dated \_\_\_\_\_, which by this reference is incorporated herein as if fully set forth and which is attached to this Order as Exhibit \_\_\_\_\_. The agreement contains the sole description of the unique facts and circumstances related to this vacation request and upon which this vacation is based. It also sets forth replacement access options.

**Conclusions:**

This vacation order is made based on the unique facts and circumstances particular to South Road 804, and the availability of replacement access pursuant to the Settlement Agreement. The Settlement Agreement supports the decision. This vacation is not legal or factual precedent for other decisions by Lincoln County concerning public roads or access. The vacation is not intended to imply or admit that South 804 was or was not ever legally established, has or has not been previously vacated, does or does not exist and does or does not provide any rights of access, enjoyment, use, recreation, or otherwise to any members of the public. It is intended to bring certainty and finality to the status of the Road through the affected properties.

All public rights—if any—in South Road 804 as legally described herein are fully, forever, and unconditionally vacated, including, without limitation, any and all rights based on prescription, dedication, conveyance, implication, necessity, or the “public trust” or related doctrines.

Exhibit D Quiet Title Decree

Jonathan M. Radmacher  
McEWEN, GISVOLD, RANKIN,  
CARTER & STREINZ, LLP  
1600 Standard Plaza  
1100 S.W. Sixth Avenue  
Portland, OR 97204  
(503) 226-7321  
Attorneys for Plaintiffs

IN THE CIRCUIT COURT  
FOR LINCOLN COUNTY, OREGON

\_\_\_\_\_, et al.,

Plaintiffs,

v.

LINCOLN COUNTY, et al.,

Defendants.

NO. 001438

JUDGMENT AND DECREE  
QUIETING TITLE

All Parties have agreed to the entry of the judgment set forth below. Given the unique circumstances of this case, the settlement that the Parties have reached, and the final Vacation Order that has resulted from that Settlement, defendants and intervenors have not objected to the entry of this Order. That settlement requires, among other things, that the City, County and intervenors be provided with valuable and unique access that would otherwise not be available, in order to replace and maintain public access to the coastal shoreline at Yachats. This Court has reviewed the settlement agreement, and finds it reasonable and appropriate in all respects. Therefore, and based on the foregoing, It is, hereby,

ORDERED, ADJUDGED AND DECREED, that:

1. Title is hereby fully, finally and unconditionally quieted in each plaintiff and its direct and remote successors in interest, to the entirety of that parcel of real estate which *Exhibit A* shows is owned by that plaintiff, as against each and every defendant, all affiliates or members of any defendant, and any and all direct and remote successors or assigns of any such defendant,

affiliate or member, and against all other individuals or entities, whether or not parties to this case.

2. Without limiting the generality of the foregoing, all rights or claims to Lincoln County Road 804 (South) are fully, finally and forever extinguished as to the record owners and record mortgages or trust deed beneficiaries of or to the properties described on *Exhibit A* insofar as that Road actually or purportedly touches or crosses any of those properties. The actual or putative rights and interests relating to South Road 804 that are extinguished by this judgment include, without limitation, rights of access, rights to traverse, prescriptive rights of any type or nature, and/or rights based on or relating to the "public trust" or any related doctrine.

3. This is a final judgment; there is no just reason for delay. However, pursuant to ORCP 71 B(1)(e), this final judgment will be set aside upon the motion of any party to this action if the settlement agreement pursuant to which it is entered is terminated pursuant to ¶ 42 of that Agreement.

Dated: \_\_\_\_\_, 2001.

\_\_\_\_\_  
Judge

Presented by:

MCEWEN, GISVOLD, RANKIN,  
CARTER & STREINZ, LLP

By \_\_\_\_\_  
Jonathan M. Radmacher  
Attorneys for Plaintiffs



***Waldport Transportation System Plan  
1998-1999***

**CITY OF WALDPOR  
TRANSPORTATION SYSTEM PLAN  
1998-1999**

Prepared For:

**City of Waldport**  
P.O. Box 1120  
Waldport, Oregon 97394

Prepared By:

**TriLand Design Group, Inc.**  
10260 S.W. Nimbus Avenue, M4  
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**Macdonald Environmental Planning**  
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Portland, Oregon  
*Landscape Architecture*

This project is partially funded by a grant from the **Transportation and Growth Management (TGM) Program**, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. The TGM grant is funded with federal Intermodal Surface Transportation Efficiency Act and local government funds.

The contents of this document do not necessarily reflect the views or policies of the State of Oregon.

---

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---

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## **I. INTRODUCTION**

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### **PROJECT DESCRIPTION**

The City of Waldport has received a State of Oregon grant to prepare a Transportation System Plan (TSP). The Plan will result in a plan to satisfy the community's transportation needs and desires for the 20 year planning period. For purposes of this effort, the year 2020 will be used for the 20 year planning period. The TSP will be developed for land within the Waldport Urban Growth Boundary. The plan will be in compliance with the State's Transportation Planning rule (TPR) and with other State and Federal policies and mandates.

The Transportation System Plan will address and provide recommendations for the following elements:

- Development of a multi-modal circulation system to and from schools, parks and recreational amenities, and commercial and residential uses;
- Development of a functional transportation classification system of streets, roads, highways, pedestrian and bicycle ways, and unimproved easements/rights-of-way;
- Local street connections;
- Provide transportation routes that promote safety, reduce pedestrian/bicycle - automobile conflicts, and are aesthetically pleasing;
- Improve access to recreational facilities;
- Connect recreational facilities with a pedestrian/bicycle system;
- Utilize existing unimproved easements and rights-of-way in developing the pedestrian /bicycle system;
- Improve street surfaces;
- Improve parking;
- Establish priorities;
- Identify funding strategies for different modal improvements;
- Consider positive and negative consequences of designating the downtown as a Special Transportation Area (STA) consistent with the State Highway Plan;
- Ensure public involvement throughout the planning process.

This project is partially funded by a grant from the Transportation and Growth Management (TGM) Program, a joint program of the Oregon Department of Transportation (ODOT) and the Oregon Department of Land Conservation and Development (DLCD). The TGM grant is funded with federal Intermodal Surface Transportation Efficiency Act and local government funds. The contents of this document do not necessarily reflect views or policies of the State of Oregon.

### **PROJECT OBJECTIVES**

The primary objectives of the Waldport TSP are to:

- Develop and adopt a Transportation System Plan which provides for street connectivity, bicycle and pedestrian needs, decreased dependence on the private automobile, and pleasing transportation routes which promote safety by reducing conflicts between pedestrian/bicycles and automobiles;

**Waldport Transportation System Plan  
1998-1999**

- Promote increased understanding of planning, transportation and public facility issues through a clear citizen involvement program;
- Promote increased use of recreational facilities by developing a system of pedestrian and bicycle ways that connect such facilities and encourage and support the City's Park Master Plan which anticipates the development of such facilities;
- Encourage and maintain the existing positive working relationship with ODOT regarding management of Highways 34 and 101 within the UGB;
- Develop, to the extent feasible, a system of hiker/biker paths throughout the City using existing unimproved easements and rights-of-way.

**PLANNING PROCESS**

A well-conceived plan is the result of a planning process that follows a series of sequential tasks. For the Waldport TSP the planning process consists of the following four primary tasks and objectives:

**Task A. Goal Setting and Establish Public Involvement Program**

**Objectives:**

- For primary participants to gain a thorough understanding and reach consensus on the planning process and schedule, project goals, the public involvement process, and project responsibilities. Primary participants include representatives from the City Council, Waldport Transportation Safety Commission, SR Enterprises (City's Project Manager), Lincoln County, ODOT and the TriLand Team;
- Ensure an adequate public participation process is in place that includes a broad range of constituents.

**Task B. Research and Analysis**

**Objectives:**

- To develop a thorough understanding of physical characteristics of the City/UGB and inventory of existing transportation elements;
- To become familiar with the regulatory environment which may affect future transportation planning;
- Assess existing and future traffic conditions;
- Prepare citywide/UGB base map.

**Task C. Alternative Scenarios**

**Objectives:**

- Identify, for the 20 year (2020) planning period, potential transportation improvements that will provide for connectivity; pedestrian/bicycle facilities within and connecting recreational facilities; street/highway improvements that address safety concerns; address LOS standards, right-of-way/easement improvements, and multi-modal approaches to meeting community needs;
- Educate the public about the Transportation System Plan and solicit input regarding transportation needs and desires from a broad range of public constituents.

**Task D. Transportation System Plan**

**Objectives:**

- To prepare a comprehensive transportation system plan that identifies and recommends physical improvements;
- To prepare proposed City Comprehensive Plan and Code amendment language that comply with the Oregon Transportation Planning Rule (TPR);
- To develop implementation strategies for recommended improvements.

**PUBLIC INVOLVEMENT PROCESS**

Public involvement is an important component of the planning process. It provides useful technical and community input to determine community needs and desires while establishing a program for future planning. Public involvement provides opportunities for community leaders and citizenry to become knowledgeable and involved in the future development of the city, leading to broad-based community review that aids in the acceptance of the plan in later stages of the process. Building public consensus and giving ownership of the plan to the public is critical to implementation. For the Waldport TSP, four public involvement mechanisms will be utilized:

- Workshops throughout the planning process with the primary participants (representatives from the City, City Council, Transportation Safety Committee, Lincoln County and ODOT);
- Interviews & Questionnaires with a wide cross-section of the community to review alternative transportation system diagrams and solicit input regarding transportation-related needs, desires and issues;
- Open House where the entire community is invited to review and comment on the alternative circulation system plans;
- Public Presentations & Public Hearings to the City Council and up to three other groups for review and approval of the Waldport Transportation.



## **II. RESEARCH & ANALYSIS**

The purpose for the Research & Analysis is to gain a thorough understanding of the existing transportation system in Waldport; and to identify transportation-related plans, policies and regulations that affect future transportation improvements. The Research & Analysis is divided into four sections:

- Existing Transportation System
- Existing Highway 101 and Highway 34 Conditions
- Forecast Traffic Conditions Analysis
- Existing Plans, Policies and Regulations

### **EXISTING TRANSPORTATION SYSTEM**

#### **THE PHYSICAL FRAMEWORK OF WALDPOR**

Waldport is a prime example of a community built upon a strong framework of open spaces and roadways. Waldport and the surrounding area has a wealth of natural open space amenities including the Pacific Ocean, Alsea Bay, Alsea River, Siuslaw National Forest, beaches, hillsides, sloughs and wetlands.

The physical limits of Waldport are well-defined by the Pacific Ocean and Alsea Bay to the west, Alsea Bay, Alsea River to the north, and Siuslaw National Forest to the east-southeast. Waldport has developed as a two-tier city defined by the "old" Waldport with downtown commercial and residential uses located in the lowland areas adjacent to the bay and ocean; and the newer, developing residential and industrial uses located on the upland.

Highway 101 and Highway 34 provide the primary access to Waldport. State Highway 101 provides the north-south connection and Highway 34 provides access from the east. Local collector and residential streets provide access to Highways 101 and 34. The older part of Waldport, located between Highway 34 and Alsea Bay, is a grid system of local streets. Crestline Drive, Range Drive and Cedar Street are collector streets providing connection from Highways 101 and 34 to the upland area. Other local streets provide direct connections to Highways 101 and 34.

#### **STREETS**

The street network is the most dominant component of the transportation system. The following summary of the existing street system is identified by the existing street hierarchy (principal highways, collectors and local streets) and by geographic location.

#### **Highway 101 and Highway 34**

The following table provides a summary of the existing facilities on Highways 101 and 34. This section also includes a technical memorandum prepared by Kittelson & Associates, Inc. The technical memorandum focuses on Highways 101 and 34 including existing transportation facilities, traffic counts and volumes, intersection level-of-service analysis, accident history, and access locations.

**HIGHWAY 101 AND HIGHWAY 34 EXISTING CONDITIONS**

	ROW		Pymnt	Bike Ln	Sdwk	
	Width	Lanes	Width/No	Width/No	Width/No	Notable Features/Comments
<b>Highway 101</b>						
Alsea Bridge		4	+60' AC	6' AC	5-6' AC	
Bridge - S. of Maple	80'	4-5	58 AC	Shared	+6' Conc.	Parallel parking both sides, some turn lanes
S. of Maple - S. UGB	80'	2		Shared		
<b>Highway 34</b>						
Hwy 101 - Mill	80'	3	60' AC	Shared	6' Conc.	Parallel parking both sides
Mill - Rio Vista	80' *	2		Shared		

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**Collector Streets**

Collector streets provide both access and traffic circulation within residential neighborhoods, commercial, and industrial areas; distribute trips from arterials and highways through these areas to their final destination, and conversely, collect traffic from local streets and channel it onto arterials and highways.

**Crestline Drive**

Crestline Drive is the primary collector street accessing residential, public and industrial uses on the upland area. Crestline Drive connects to Hwy. 34 and to Highway 101 south of Waldport.

**Range Drive**

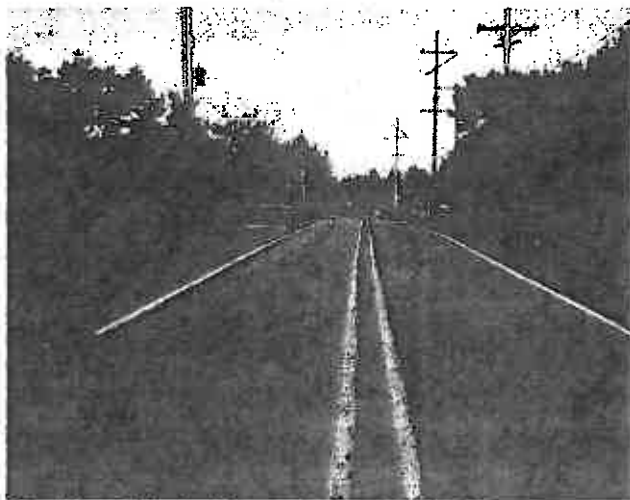
Range Drive provides a connection between Hwy. 101 and Crestline Drive.

**Cedar Street**

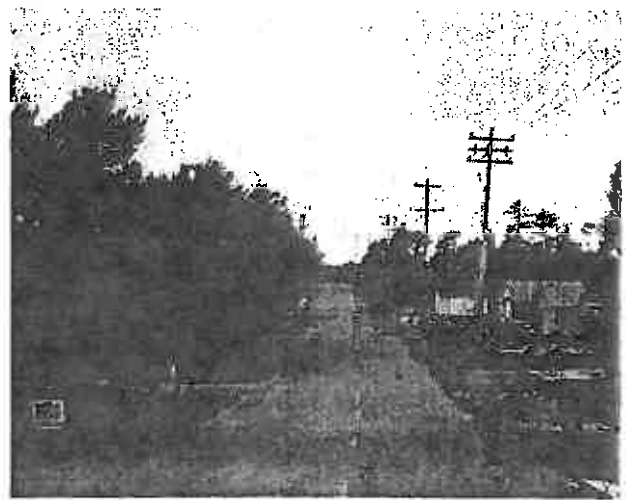
Cedar Street provides a connection between Hwy. 34 and Crestline Drive.

**COLLECTOR STREET EXISTING CONDITIONS**

Street	Right of Way	Travel Lanes	Avail. Width	Bike Ln.	Shoulder	Notable Features/Comments
<b>Crestline Drive</b>						
Hwy. 34 – Lint Slough (High School Dr.)	60'	2	24' AC	-	-	25 mph; 20 mph near schools when children present
Lint Slough – Edgecliff	60'	2	24' AC	-	-	
Edgecliff – Cedar	60'	2	24' AC	-	-	stop sign @ Cedar
Cedar – View	60'	2	24' AC	-	-	
View – Salmon	60'	2	24' AC	-	-	
Salmon – South UGB	60'	2	32' AC	5' AC	-	County maintained; 11' travel lanes
<b>Range Drive</b>						
Range (101-Ocean T.)	60'	2	20' AC	-	-	25 mph sign
Range (Ocean Ter.-Crestline)	60'	2	28' AC	-	-	25 mph sign
<b>Cedar Street</b>						
Cedar St. (n. of Starr)	60'	2	44' AC	-	Limited	5' conc. Sidewalk n. of Starr/Willow
Cedar St. (s. of Starr)	60'	2	30' AC	-	-	3' AC shoulder w. side, 1' e. side



*Crestline Drive looking north from Midge Lane*



*Range Drive looking west from Crestline Drive*

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**Local Streets**

Local streets provide access to adjacent land and access to higher classified roads; provide the lowest level of travel mobility; and typically carry less than 1,500 vehicles per day. The majority of streets in Waldport are classified as local streets. The following inventory of local streets is divided into geographical areas.

**LOCAL STREET EXISTING CONDITIONS**

Street	ROW Width	Travel Lanes	Travel Width	Travel Type	Travel Width	Travel Type	Notable Features/Comments
<b>East Waldport</b>							
Rio Vista Dr.	50'	2	24' AC	-	-	-	w/ grass ditches, some culverts
Lucy Lane	50'	2	24' AC	-	-	-	AC to Jefferson, then gravel
Merten Dr.	50'	2	24' AC	-	-	-	
Washington St.	50'	2	24' AC	-	-	-	
Jefferson St.	50'	2	24' AC	-	-	-	
Alsea Way	80'-90'	2	24' AC	-	-	-	
Waldport Heights Dr.	60'	2	20' AC	-	-	-	Grass shoulders
High St.	60'	2	20' gravel	-	-	-	
Rebel Rd.	50'	2	16-20' AC	-	-	-	
Hillside Dr.	50'	1+	10' gravel	-	-	-	

<b>Old Town (North of Hwy. 34)</b>							
Mill St. (south of Grant)	60'	2	24' AC	-	-	-	AC and gravel shoulders
Mill St. (north of Grant)	60'	2	40' AC	-	-	w. side 6' conc.	N. of Ruble - curbs on both sides Bad shape
Broadway St.	80'	2	34' AC	5' AC	Limited	-	12' gravel parking-no curb
Broadway St. (Keady-Pine)	80'	2	18' AC	-	-	w. side 4' conc.	Head-in parking
Commercial St.	60'	2	24' AC	-	Limited	-	12' gravel parking-no curb
Bay St.	60'	2	24' AC	-	Limited	-	10' gravel shoulder both sides
Alder St.	60'	2	20' AC	-	-	-	10' gravel shoulder both sides
Cedar St.	60'	2	24' AC	-	-	-	Gravel shoulder; head-in parking @ Huckleberry (church) & w. side Spruce to Spring (old-school)
John St.	80'	2	-	-	-	-	
Spring St.	80'	2	20' AC	-	ex-school frontage	-	Gravel shoulder both sides-commercial uses. Needs parking & sidewalk
Spruce St.	60'	2	20' AC	-	-	-	10' grass shoulder
Huckleberry St.	60'	2	24' AC	-	Limited	-	4' conc. sidewalk Bay to Alder mostly gravel shoulders; church pk'g
Fayette St.	60'	2	20' AC	-	-	-	10' south side gravel/grass shoulders
Pine St.	60'	2	24' AC	-	Limited	-	Gravel shoulders; church parking
Keady St.	60'	2	16' conc.	-	Limited	-	Gravel/grass shoulders; 16' AC shoulder @ k-school frontage
Grant St.	60'	2	20' AC	-	-	-	Gravel parking both sides
Ruble St.	60'	2	20' AC	-	-	N. side 4' conc.-ag.	10' gravel parking-n. side; no sidewalk w. of Broadway
Spencer St.	60'	2	24' AC	-	-	N. side 4' conc.-ag.	12' gravel parking - both sides
Port St.	50'	1	15' AC	-	-	6' conc.	1-way east-bound; diag. parking; curbs

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Street	ROW Width	Travel Lanes	Pavement Width/Type	Bike Ln Width/Type	Sidewalk Width/Type	Notable Features/Comments
<b>(Lowland) East of Hwy. 101/South of Hwy. 34</b>						
Willow St.	60'	2	20' AC	-	-	Street disconnected @ Post Office
Alder St.	60'	2	20' AC			
John St.	60'	2	48' AC	-	5' conc.	No sidewalk 1/2 block on west side.
Verbina St.	80'	2	66' AC	-	5' conc.	Diagonal parking - both sides.
Strawberry Ln.	20'					Narrow pavement for 2-way traffic
Starr St.	100'	2	22' AC		-	gravel shoulder; ditch/canal NW side
Pacific View Dr.	40'	1	12' gravel	-	-	connects Norwood to Starr; sloped
Norwood Dr.	50'-80'	2	24' AC			
Lily Ln.	50'	2	24' AC		-	future extension to Norwood Dr.
Dolores Dr.	50'	2	32' AC		-	
Skyline Terr.	50'	2	24' AC	-		
Norwood Park Pl.	50'			-	-	

<b>West of Hwy 101</b>						
Maple St.	30'-40'	2	20' AC	-	-	
Willow	30'	1	24' AC	-	-	1-way west-bound off Hwy. 101
Hemlock St.	80'	2	58' AC	-	Partial	Head-in parking - both sides
Aziyata Ave.	50'	1-2	15' AC	-	-	Trail to beach
Adahl Ave.	50'	1-2	15' AC	-	-	
Cornona Ct.	30'	1	15' gravel	-	-	Pedestrian trail to beach
La Barre Dr.	50'	1	15' gravel	-	-	
Sherwood Terr.	50'	1	15' gravel	-	-	
Alicia Ln.	50'	1-2	15' gravel	-	-	

<b>Range Drive Area</b>						
Seabrook Ln.	60'	2	20' AC		-	Terminates @ "Public Water Supply" gate -possible extension?
Seabrook Way	40'	2	24' gravel	-	-	
Southmayd Way	40'	2	24' AC		-	
Southmayd Ln.	40'	1-2	15' gravel	-		
Tera Ln.	60'	2	15' gravel	-		
Ocean Terrace	50'	2	24' AC			
Crest Circle	50'	2	24' AC			
Kelsie Way	50'	2	28' AC			
Fairway Drive	50'	2	28' AC	-	-	
Forest Park Way	50'	2	28' AC			
Chad Dr.	50'	2	28' AC			
Double Eagle Dr.	60'	2	28' AC	-	4' conc.	
Ironwood Dr.	60'	2	28' AC	-	4' conc.	

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Street	ROW Width	Travel Lanes	Pavement Width/Type	Bike Lane Width/Type	Shoulder Width/Type	Notes/Features/Comments
<b>Off Crestline Drive</b>						
Lint Slough Rd.	60'	2	24' AC	-	-	AC pavement for 300', then gravel
Edgecliff Dr.	50'	2	24' AC	-	-	
Bay St.	60' +	2	24' AC	-	-	
View Dr.	50'	2	24' AC	-	-	
Greenwood Way	50'	2	24' AC	-	-	
Brentwood Dr.	50'	2	24' AC	-	-	
Canyon Dr.	50'	2	24' AC	-	-	
Park Dr.	50'	2	24' AC	-	-	rough trail extends W from end of park
Hill St.	30'	1	12' AC	-	-	
Ball Blvd.	50'	2	30' AC	-	4' AC	Township 13 Gated Subdivision; 4' AC sidewalks
Lundy Ln.	50'	2	30' AC	-	4' AC	Township 13 Gated Subdivision; 4' AC sidewalks
Rolph Ct.	50'	2	30' AC	-	4' AC	Township 13 Gated Subdivision; 4' AC sidewalks
Salmon St.	50'	2	37' AC	-	-	asphalt curbs
Rose St.	50'	2	37' AC	-	-	asphalt curbs
Michael St.	50'	2	37' AC	-	-	asphalt curbs
Midge Ln.	50'	2	24" gravel	-	-	
Green Dr.	60'	2	36' AC	-	-	Potential future extension to west; golf course on north side
Fairway Circle	50'	2	24' AC	-	-	
New industrial street		2	30' AC	-	-	only 1/2 block long - to be extended

<b>West of Alsea Bay</b>						
Highland Dr.	40'	2	20' AC	-	-	
Highland Circle	40'	2	20' AC	-	-	

### **PUBLIC TRANSPORTATION AND PARK-AND-RIDE FACILITIES**

A summary of existing public transportation is provided later in this section under the summary of the 1993 Lincoln County Transit Plan. Currently, there are no designated park-and-ride facilities located in Waldport.

### **EXISTING BICYCLE WAYS**

- U.S. Highway 101 is a designated bicycle route. Through downtown Waldport, U.S. Highway 101 generally consists of four travel lanes with shared bicycle lanes. South of downtown, U.S. Highway 101 is a two-lane road with shoulder bicycle lanes.
- State Highway 34 through Waldport generally consists of two travel lanes, a center turn lane, and shared bicycle lanes.
- Crestline Drive, south of Salmon Street, is a county maintained road and consists of two travel lanes and 5' shoulder bicycle lanes.
- Cedar Street, south of Starr Street has a 3' shoulder bicycle lane on the west and north side.
- Broadway Street has 5' bicycle lanes on both sides.

**EXISTING PEDESTRIAN WAYS**

- U.S. Highway 101, through downtown from the Alsea Bridge south to Maple and Starr Streets, has continuous sidewalks that vary in width from six to nine feet.
- State Highway 34 has six foot continuous sidewalks from Hwy. 101 east to Crestline and Mill Streets.
- A limited section of Cedar Street has a 5' sidewalk on the north side, south of Crestline Drive.
- Streets in the Old Town section of Waldport, north of Hwy. 34, have limited sections of sidewalk ranging from four to six feet and consisting of concrete and concrete aggregate. Sidewalks are often on one side only and do not provide a continuous pedestrian system. Some sidewalks are in poor condition.
- Hemlock Street, west of Hwy. 101 and across from Hwy. 34, has limited sections of sidewalk.
- North of Range Drive, near the east end, Double Eagle Drive and Ironwood Drive have four foot sidewalks.
- Within Township 13, a gated subdivision accessed off Crestline Drive, Ball Boulevard, Lundy Lane, and Rolph Court have four foot sidewalks.
- Undeveloped land, between the lowland (downtown) and upland area (Crestline and adjacent streets) has unimproved pathways that currently provide limited pedestrian access. Most of these unimproved trails are within utility easements and there are some topographic constraints associated with portions of the pathways.
- A pedestrian beach access is located off Wazyata Avenue.
- The beach, along the Alsea Bay, from the Alsea Bridge northeast to the Port of Alsea, provides pedestrian access.
- The beach, along the Alsea Bay, from the Alsea Bridge south, provides pedestrian access at low tide. When accessible, this portion of the beach provides pedestrian access for approximately seven miles south to Yachats.

**EXISTING AIR, FREIGHT, RAIL, WATER, PIPELINE TRANSPORTATION**

Freight services are generally limited to trucking as no air or rail facilities exist. Alsea Bay and The Port of Alsea are primarily used for commercial and recreational fishing, and not as a facility for transport of freight or destination of ocean going vessels. The marina at the Port of Alsea is used to access the Alsea River which is known for its fishing.

**ENVIRONMENTAL CONSTRAINTS - NATURAL & CULTURAL**

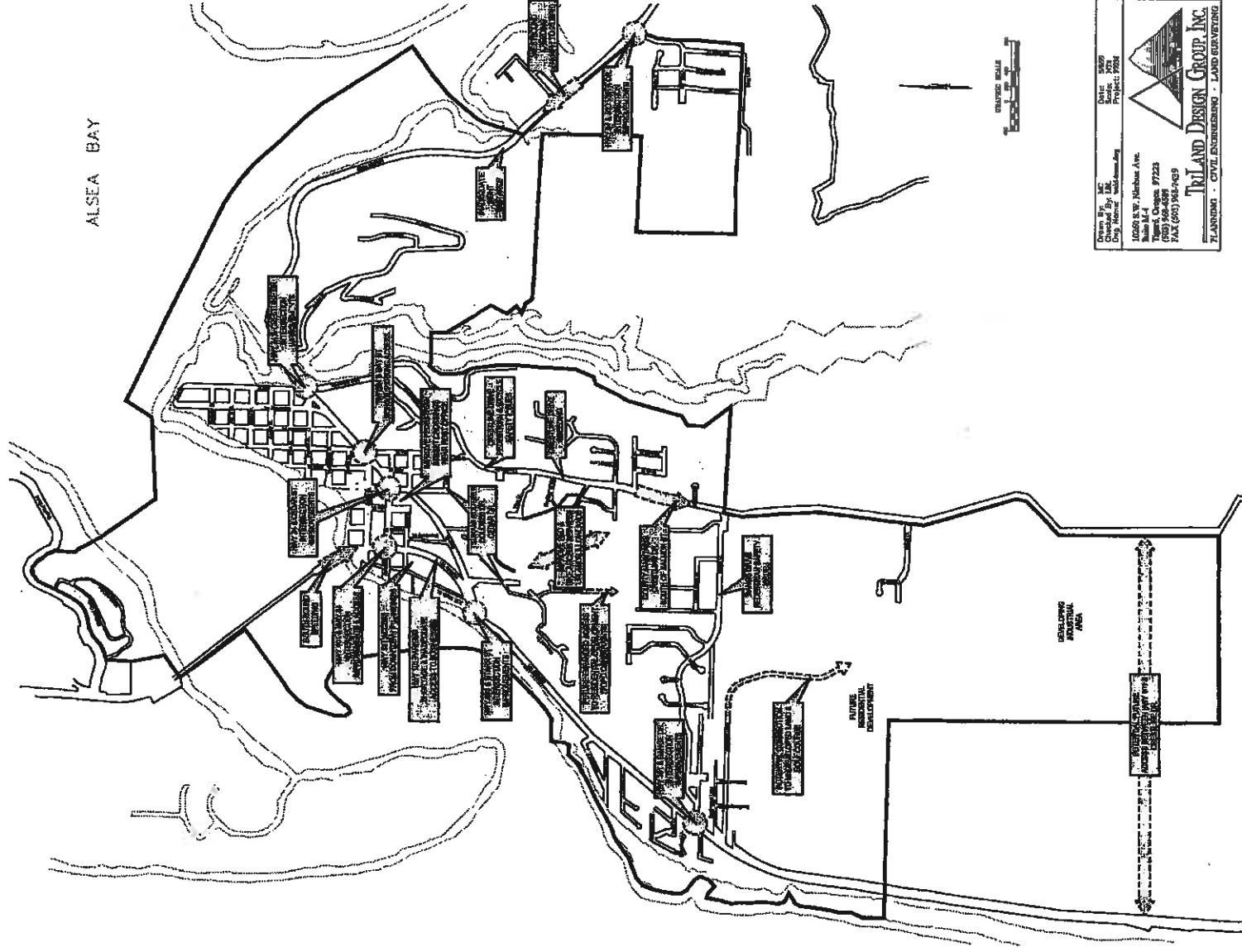
Environmental constraints play a significant role in shaping Waldport's existing and future transportation system. The City is bordered by the Pacific Ocean and Alsea Bay on the west and north sides. These natural features limit transportation to vehicular access across the Alsea Bridge and to boat traffic. The eastern limits of Waldport are primarily defined by the Lint Slough which includes significant topographical constraints and wetlands, and by the Siuslaw National Forest. Access from Waldport to the east is limited to Highway 34 which crosses Lint Slough or by boat via the Alsea River.

## Waldport Transportation System Plan




# Transportation Issues

# Waldport Transportation System Plan



Design By: MC  
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## EXISTING HIGHWAY 101 AND HIGHWAY 34 TRANSPORTATION SYSTEM

Key elements addressed in this section include:

- Existing transportation facilities, including lane configurations and traffic-control devices
- Existing traffic counts and estimated summer peak period traffic volumes
- Intersection level-of-service analysis under summer peak traffic conditions
- Review of accident history in the study area
- Review of access locations on US 101 and Oregon 34.

### EXISTING TRANSPORTATION FACILITIES

Highway 101 and Highway 34 provide access to the study area, and are operated and maintained by ODOT. Both highways are classified in the 1991 Oregon Highway Plan as highways of *Statewide* level of importance (LOI). The primary function of highways at this level is to provide connections and links to larger urban areas, ports, and major recreation areas that are not directly served by interstate highways. Statewide highways provide links and connections for intra-urban and intra-regional trips. Connections are primarily with roadways that serve areas of regional significance or scope. Additionally, Highway 34 is designated as an Access Oregon Highway (AOH). According to the Highway Plan, the objective of highways of this designation is to provide for safe and efficient high-speed continuous-flow operation in the rural areas and high-to-moderate-speed operations with limited interruptions of flow in urban and urbanizing areas.

Bayview Road, which is just north of the Alsea Bay, is maintained by Lincoln County, as is the portion of Crestline Drive south of Salmon Street. All other roadways within the study area are maintained by the City of Waldport (see Figure 1). Figure 2 shows the existing lane configurations and stop control devices at the study intersections.

### EXISTING PEAK HOUR TRAFFIC VOLUMES AND OPERATIONS

Manual traffic counts were conducted at the study intersections during weekday a.m. and p.m. peak periods in December 1998. Historic traffic volume data obtained from ODOT (Reference 1) were evaluated to determine the degree of monthly variation in traffic volume on Highways 101 and 34. The data indicate that August is the peak demand on these facilities occurs during August. Therefore, the December traffic counts were adjusted to reflect August peak volumes. Existing traffic volume estimates at Highway 101 and Highway 34 intersections are provided in the following table. Estimated weekday a.m. and p.m. traffic volume and LOS diagrams are provided at the end of this subsection.

#### ESTIMATED HIGHWAY 101 & HIGHWAY 34 TRAFFIC VOLUMES, WEEKDAY AM PEAK HOUR (SUMMER)

Intersection	Northbound			Southbound			Eastbound			Westbound		
	Strt	LT	RT	Strt	LT	RT	Strt	LT	RT	Strt	LT	RT
Hwy 34/Mill St.-Crestline	10	75	15	5	5	15	100	5	85	240	80	5
Hwy 34/Hwy 101	215	<5	115	195	175	<5	15	10	<5	5	125	155
Hwy 101/Starr St.	325	-	25	300	5	-	-	-	-	-	25	15
Hwy 101/Range Dr.	275	-	10	175	30	-	-	-	-	-	10	55

#### ESTIMATED HIGHWAY 101 & HIGHWAY 34 TRAFFIC VOLUMES, WEEKDAY PM PEAK HOUR (SUMMER)

Intersection	Northbound			Southbound			Eastbound			Westbound		
	Strt	LT	RT	Strt	LT	RT	Strt	LT	RT	Strt	LT	RT
Hwy 34/Mill St.-Crestline	<5	15	15	5	10	25	240	15	15	125	10	<5
Hwy 34/Hwy 101	195	5	130	305	230	<5	30	5	10	10	185	100
Hwy 101/Starr St.	285	-	25	475	15	-	-	-	-	-	40	20
Hwy 101/Range Dr.	280	-	10	345	45	-	-	-	-	-	5	30

Strt = Straight

LT = Left Turn

RT = Right Turn

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Level-of-service (LOS) analysis was conducted to evaluate traffic operations at the study intersections under the estimated (summer) weekday peak hour conditions. All LOS analyses described in this report were performed in accordance with the procedures described in the *Highway Capacity Manual* (HCM, Reference 2). In order to ensure that this analysis is based upon worst-case conditions, the peak 15-minute flow rates during the peak hours were used in the evaluation of all intersection levels of service.

**Level-of-Service Analysis Results**

The estimated traffic volumes for the weekday a.m. and p.m. peak hours in August are shown in Figures 4 and 5, along with a summary of the level-of-service results. The summary for the signalized intersection of Highway 101 and Highway 34 includes the intersection volume-to-capacity ratio and the average delay in seconds per vehicle. For unsignalized intersections, the critical approach is identified along with the corresponding volume-to-capacity ratio and average delay at that approach. *Level-of-service analysis worksheets are provided in the Appendix.*

The Oregon Highway Plan specifies an operating standard of LOS C for intersections on facilities of statewide LOI in urbanizing areas. The City of Waldport does not have specific LOS standards for intersection operations. Typically, local jurisdictions in Oregon consider LOS E or better to be the standard for unsignalized intersections. At signalized intersections, LOS D or better is a typical standard for acceptable operations. This standard has been applied in this analysis. As the figures show, the study intersections operate at acceptable levels of service under existing weekday peak hour traffic conditions.

The HCM level-of-service methodology was modified to analyze the intersection of Highway 101 with Norwood Drive and Starr Street due to the irregular lane configuration. Volumes from both local streets were combined to reflect a single westbound approach lane.

No capacity problems were revealed in the analysis.

**Left-Turn Lane Warrant Analysis**

The need for left-turn lanes was evaluated at the unsignalized intersections in the study area. The results are summarized in the following table.

**HIGHWAY 101 & HIGHWAY 34 LEFT-TURN LANE WARRANT ANALYSIS**

Intersection	Warrant Met?	
	Southbound	Northbound
US 101/Range Drive	Yes	N/A
US 101/Starr-Norwood	No	N/A
	Eastbound	Westbound
ORE 34/Cedar Street	No	No
ORE 34/Mill-Crestline	No	Yes
* Methodology developed by MD Harmelink (Reference 3)		

The results indicate that a left-turn lane is not warranted for either the westbound or the eastbound traffic at the Highway 34/Mill-Crestline intersection, although a left-turn lane is currently provided for westbound vehicles. Also, a southbound left-turn lane is warranted at the Highway 101/Range Drive intersection, which is currently not provided. *The left-turn warrant analysis worksheets are provided in the Appendix.*

**Traffic Signal Warrant Analysis**

Signal warrants were evaluated at all of the unsignalized intersections in the study area. The Minimum Vehicular Volumes (Warrant 1), Interruption of Continuous Traffic (Warrant 2), and the Peak Hour Volume (Warrant 11) warrants were evaluated, as described in the Manual of Uniform Traffic Control Devices (MUTCD, Reference 4).

**Waldport Transportation System Plan  
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The analysis results indicate that signals are not warranted at any of the unsignalized study intersections under current traffic conditions. *The signal warrant analysis worksheets are provided in the Appendix.*

**Existing Intersection Geometry Issues**

Although no capacity issues are apparent at the Highway 101/Starr-Norwood intersection, the unconventional lane configuration (two westbound approaches intersecting a single north-south street), the skew of the approaches, and the grade of Norwood Drive may result in safety problems, particularly as traffic volumes increase.

The off-set of the minor street approaches at the Highway 34/Mill-Crestline intersection poses potential safety problems. Eastbound left-turning traffic is not provided with a storage lane and must make the left-turn movement from the through-traffic lane, cutting through the westbound left-turn lane. However, frequently eastbound left-turning vehicles wait in the left-turn lane provided for westbound traffic, causing potential conflicts with the intended traffic as well as with drivers making the correct maneuver from the through lane.

**ACCIDENT ANALYSIS**

A review of accident data was conducted for the most recent three-year period for which data are available. ODOT provided accident data on Highways 101 (milepost 155.89 to 156.21) and 34 (milepost 0.0 to 1.62) in the study area. The following table shows a summary of the accident history.

**ACCIDENT HISTORY**

Time Period	Accident Severity			Accident Type				Total
	PDO*	Injury	Fatal	Rear-end	Turning	Pedestrian	Other	
Highway 101, MP 155.89 to MP 156.21								
1995	1	0	0	0	0	0	1	1
1996	3	1	0	2	1	0	1	4
1997	3	4	0	2	2	1	2	7
3-Year	7	5	0	4	3	1	4	12
Highway 34, MP 0.0 to 1.62								
1995	6	2	0	2	3	0	3	8
1996	1	2	0	2	1	0	0	3
1997	3	1	0	2	1	0	1	4
3-Year	10	5	0	6	5	0	4	15
*Property Damage Only								

\*Property Damage Only

Accidents have occurred with increasing frequency on Highway 101 during the three-year period reviewed. Approximately 58 percent of the accidents in the study area were caused by rear-end or turning movement collisions. There were no fatal accidents within the study area during the three-year period for which data were obtained.

The frequency of accidents on Highway 34 has decreased during the three years under review, with four accidents during 1997, down from eight accidents in 1995. Similar to Highway 101, most of the accidents involved rear-end collisions or turning movements.

The accident rates for both highways are shown in the following table, along with the statewide average for comparable facilities. Accident rates on arterials are measured in terms of accidents per million vehicle miles.

**ACCIDENT RATES IN STUDY AREA AND STATEWIDE FACILITIES**

Facility	Accident Rate
Highway 101, MP 155.89 to MP 156.21	
1995	1.07
1996	4.38
1997	6.44
Three-Year Average	3.95
Statewide Average for Urban Non-Freeways (among State Highways)	3.52
Highway 34, MP 0.00 to 1.62	
1995	2.65
1996	0.99
1997	1.33
Three-Year Average	1.66
Statewide Average for Rural Non-Freeways (among State Highways)	0.79

\*Accident rates are expressed in Accidents per Million Vehicle Miles of Travel (acc/mvm)

The 1997 accident rate on Highway 101 was 6.44 acc/mvm, compared to 1.07 acc/mvm in 1995. The three-year average accident rate on Highway 101 (3.95 acc/mvm) is slightly higher than the statewide average on similar urban facilities (3.52 acc/mvm). The accident rate on Highway 34 within the study area has consistently been higher than the statewide average for similar rural state highways.

The accident locations are shown in a diagram at the end of this section. The figure shows that the accident locations have been clustered in the high activity area near the intersection of Highway 101 and Highway 34. Out of the twelve accidents reported on Highway 101, nine occurred within 0.05 miles of the intersection with Highway 34. Two other occurred near the Highway 101 intersection with Starr Street and Norwood Drive, and the remaining accident was near the Range Drive intersection. Twelve of the 15 reported accidents (or 80%) took place along the high activity area within a half-mile of the Highway 101 intersection.

**ACCESS MANAGEMENT**

Per the 1999 Oregon Highway Plan, Access Management Spacing Standards for urban statewide highways is as follows:

**ACCESS MANAGEMENT SPACING STANDARDS FOR URBAN STATEWIDE HIGHWAYS**

Posted Speed	Spacing Standard (in feet)*
≥55	1320
50	1100
40 & 45	990
30 & 35	770
≤25	550

\* Measurement of the approach road spacing is from center to center on the same side of the roadway.

Access management on Highway 101 in its urban section within Waldport is an important element to maintaining needed arterial capacity. Accordingly, an inventory was conducted of the current access in the 2000-foot section from Spruce Street to Maple Street. The following tables show the number of observed driveways in each section, as defined by intersection public street intersections.

**HIGHWAY 101 ACCESS LOCATIONS  
2000' SECTION FROM SPRUCE TO MAPLE**

Cross Street	Number of Driveways	
	West Side	East Side
Spruce to Spring	-	0
Spring to Highway 34	3	2
Highway 34 to Willow	0	2
Willow to Starr/Norwood	6	6
Starr/Norwood to Maple	1	0

The following table summarizes the access locations on Highway 34 near the intersection with Highway 101.

**HIGHWAY 34 ACCESS LOCATIONS  
2,500' SECTION FROM HIGHWAY 101 TO MILL STREET**

Cross Street	Number of Driveways	
	North Side	South Side
US 101 to Verbena	3	10*
Verbena to John	1	2
John to Cedar	0	1
Cedar to Spring	0	0
Spring to Bay	1	1
Bay to Broadway	0	1
Broadway to Mill	0	0
Total	5	15
* This section has 10 head-in parking spaces which require backing onto Highway 34 for exit maneuvers.		

The following table shows a summary of the access data collected. As shown, there are a total of ten driveways entering onto U.S. 101 on each side, in addition to the four public streets. This amounts to an average access spacing in this 2000-foot section of 143 feet. This compares to an ODOT policy of 550 feet, as indicated in the March 18, 1999 Oregon Highway Plan (January 1999). An access management plan will be developed for this section, using ODOT policy, traffic volumes and composition, accident history, economic development, and physical characteristics to assist in its development.

**SUMMARY OF ACCESS DATA  
HIGHWAY 101 FROM SPRUCE TO MAPLE**

	West Side	East Side
Number of driveways	10	10
Number of public streets	4	4
Total accesses	14	14
Average Access Spacing (ft)	143	143
ODOT Spacing Standard (ft)*	550	550

\*According to the 1998 Draft Oregon Highway Plan, dated January 1999.

Careful comparison of the accident data and the number of driveways shown by section in the previous three tables reveals a direct correlation between driveway access and accidents. This indicates a particular need for

**Waldport Transportation System Plan  
1998-1999**

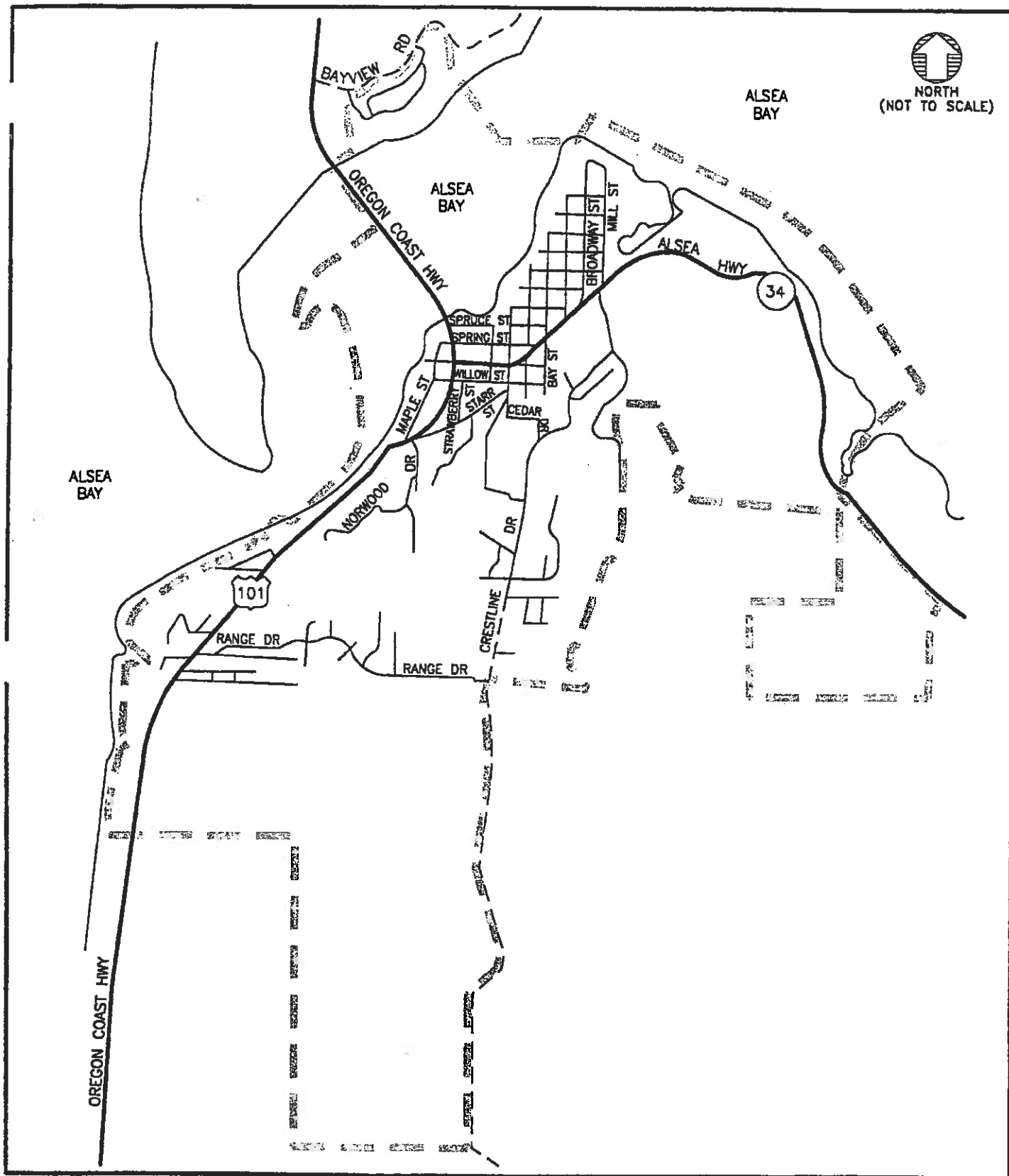
Waldport and ODOT to reduce the number of conflicting driveways within close proximity of the Highway 101/Highway 34 intersection, over time.

**FINDINGS**

- Traffic volumes on Highways 101 and 34 are highest during the summer months, with peak volumes typically occurring in August.
- All study intersections operate at acceptable levels of service during the weekday a.m. and p.m. peak hours under estimated peak summer volumes.
- A southbound left-turn lane is warranted at the intersection of Highway 101 and Range Drive.
- The lane configuration at the Highway 101/Starr-Norwood intersection (two westbound approaches merge at the confluence with Highway 101), as well as the high skew of the intersection and the sharp grade on Norwood Drive are a potential safety problem, particularly as traffic volumes increase.
- The off-set of the minor street approaches at the Highway 34/Mill-Crestline intersection results in potential turn-movement and storage conflicts between eastbound and westbound left-turning vehicles.
- Accidents on Highway 101 within the City of Waldport have occurred with increasing frequency in recent years. The average accident rate for the three-year period was 3.95 accidents per million vehicle miles (Acc/MVM), which is somewhat higher than the statewide average rate of 3.52 for similar facilities. Similarly, the three-year accident rate on Highway 34 within city limits is higher than the statewide average for similar facilities.
- Most of the accidents within the study area occurred in high-activity areas near the intersection of Highway 101 and Highway 34.
- Access spacing of driveways and public streets on Highway 101 are inconsistent with ODOT's access spacing standards.

**REFERENCES**

1. Oregon Department of Transportation. *1997 Traffic Volume Tables*. 1998.
2. Transportation Research Board. *Highway Capacity Manual. Special Report No. 209, Third Edition*. 1994.
3. MD Harmelink, *Volume Warrants for Left-Turn Storage at Unsignalized Grade Intersection*, Highway Research Record 211.
4. United States Department of Transportation: *Manual on Uniform Traffic Control Devices*, 1988 Edition.



# LEGEND

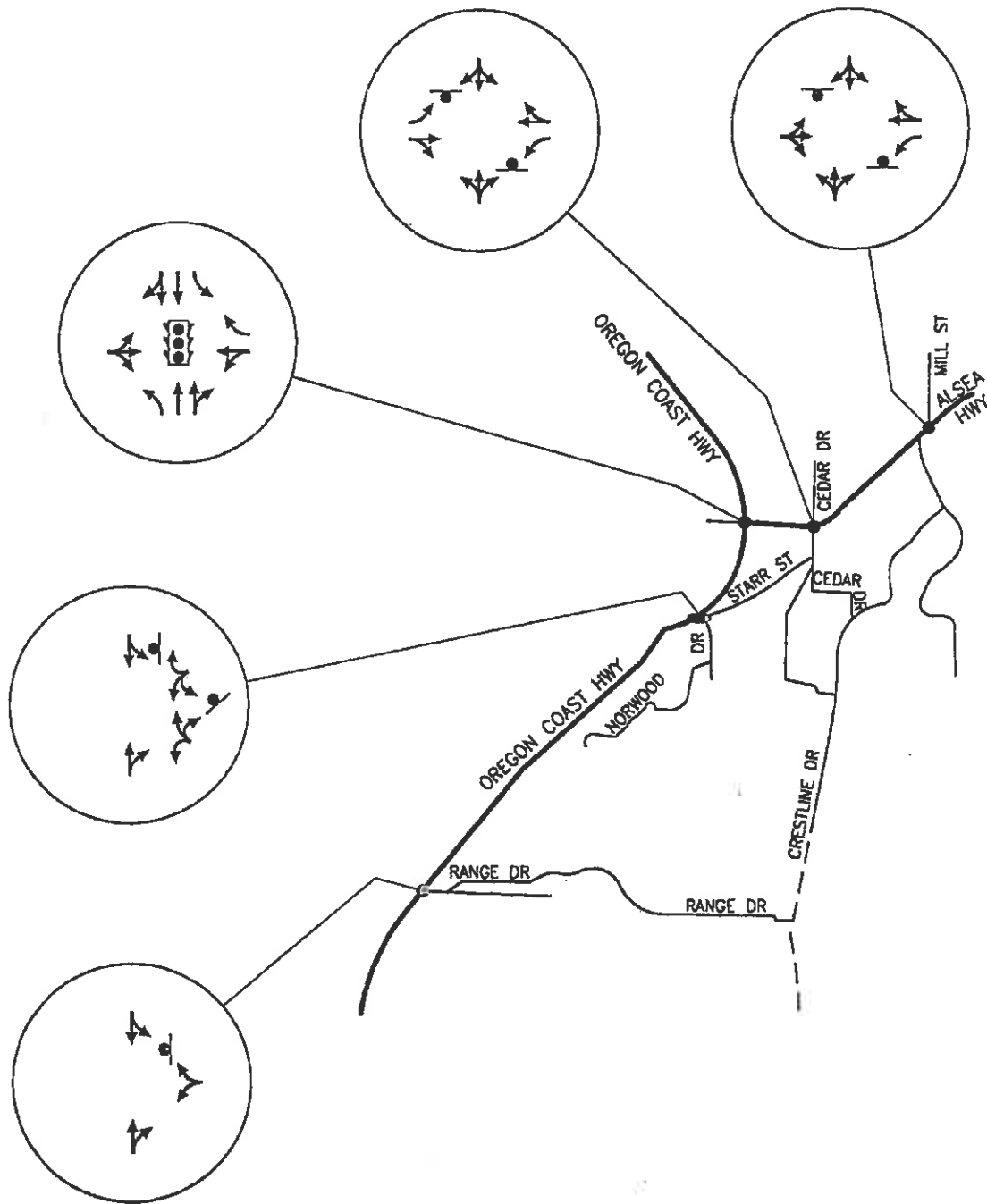
- CITY STREETS
- - - COUNTY STREETS
- == STATE HIGHWAYS
- URBAN GROWTH BOUNDARY

## STUDY AREA MAP

CITY OF WALDPOR TSP  
WALDPOR, OREGON  
MAY 1999



2890F001



**LEGEND**

-  - STOP SIGN
-  - TRAFFIC SIGNAL

**EXISTING LANE CONFIGURATIONS  
AND TRAFFIC CONTROL DEVICES**

CITY OF WALDPOR TSP  
WALDPOR, OREGON  
MAY 1999

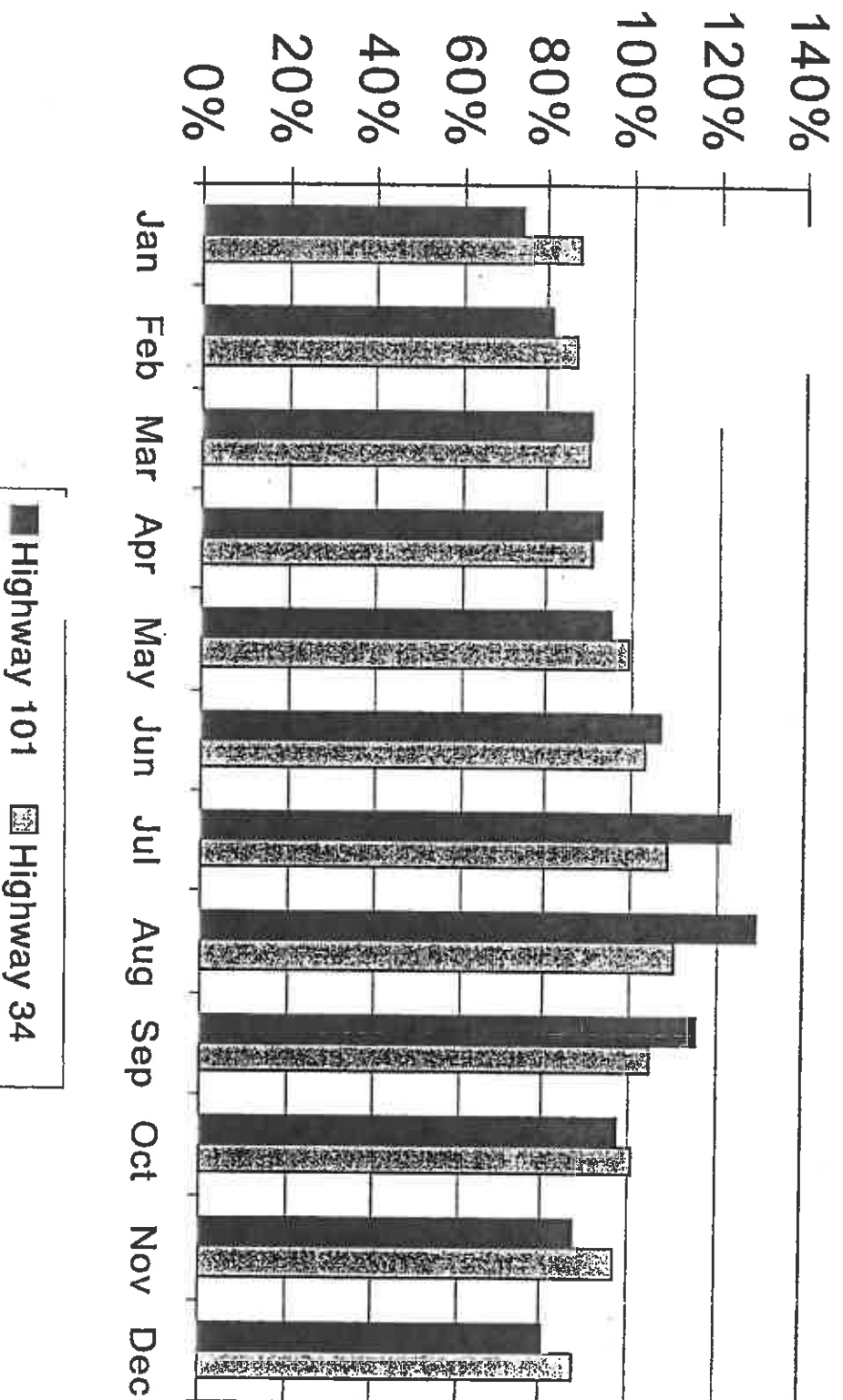


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# US 101 & ORE 34 Monthly Traffic Variation

Average Weekday Traffic as % of Annual Average Daily Traffic



■ Highway 101    ▨ Highway 34

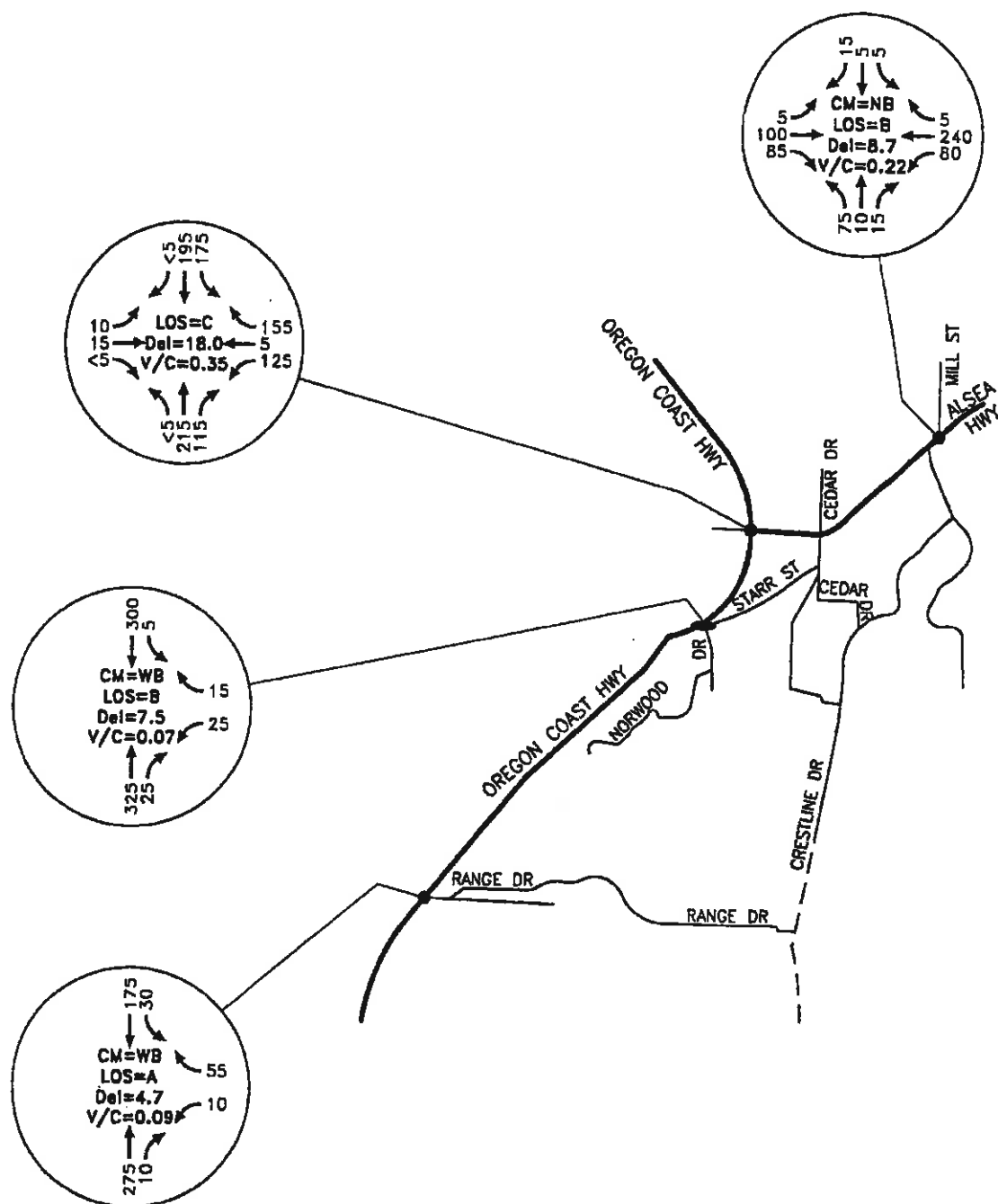
## MONTHLY TRAFFIC VARIATION

CITY OF WALDPOR TSP  
WALDPOR, OREGON

MAY 1999



PLANNING AND



#### LEGEND

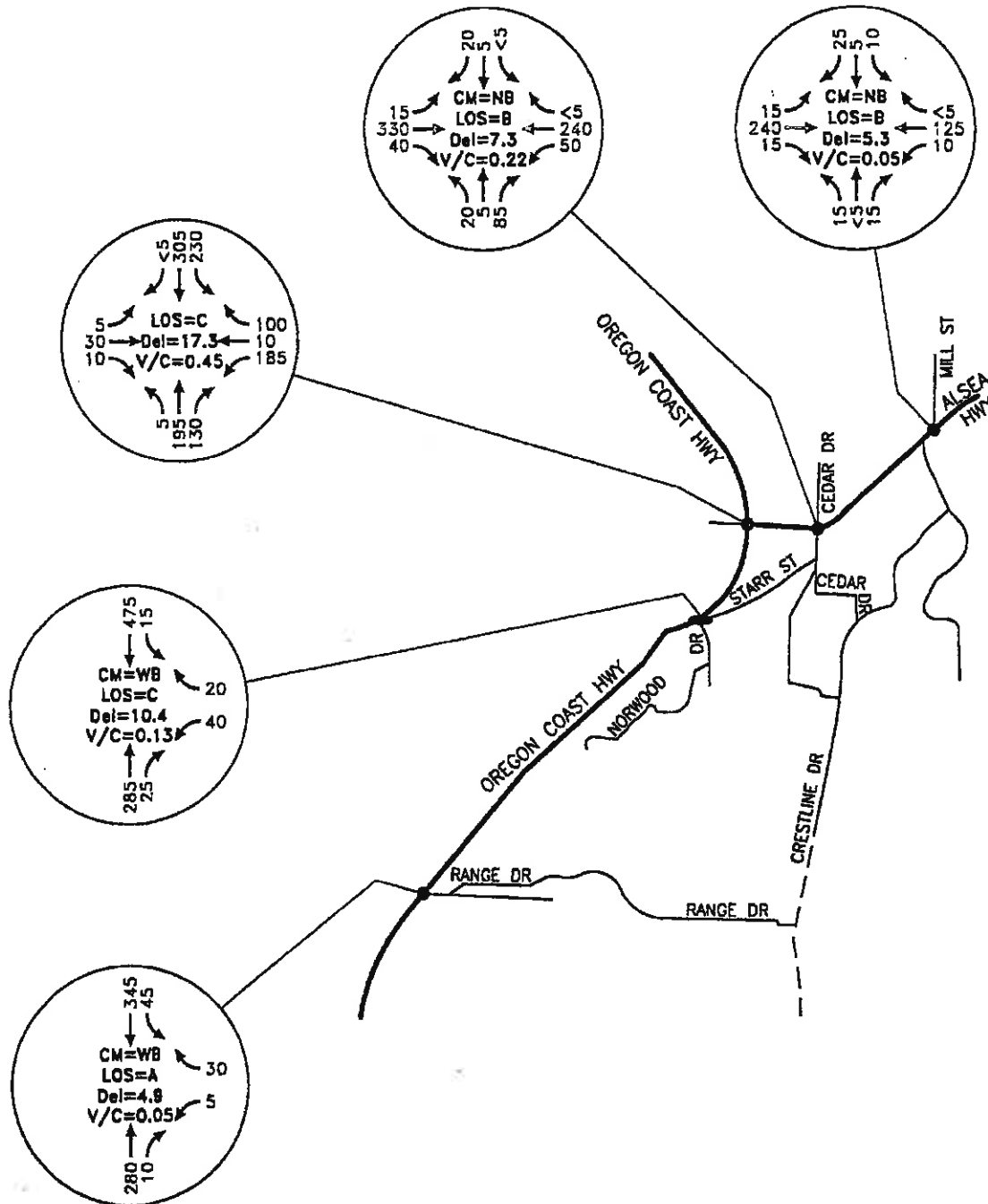
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 LOS = INTERSECTION LEVEL OF SERVICE (SIGNALIZED)/  
 CRITICAL MOVEMENT LEVEL OF SERVICE  
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 V/C = CRITICAL VOLUME-TO-CAPACITY RATIO

### ESTIMATED TRAFFIC VOLUMES & LOS RESULTS, WEEKDAY AM PEAK HOUR (SUMMER)

CITY OF WALDPOR TSP  
 WALDPOR, OREGON  
 MAY 1999



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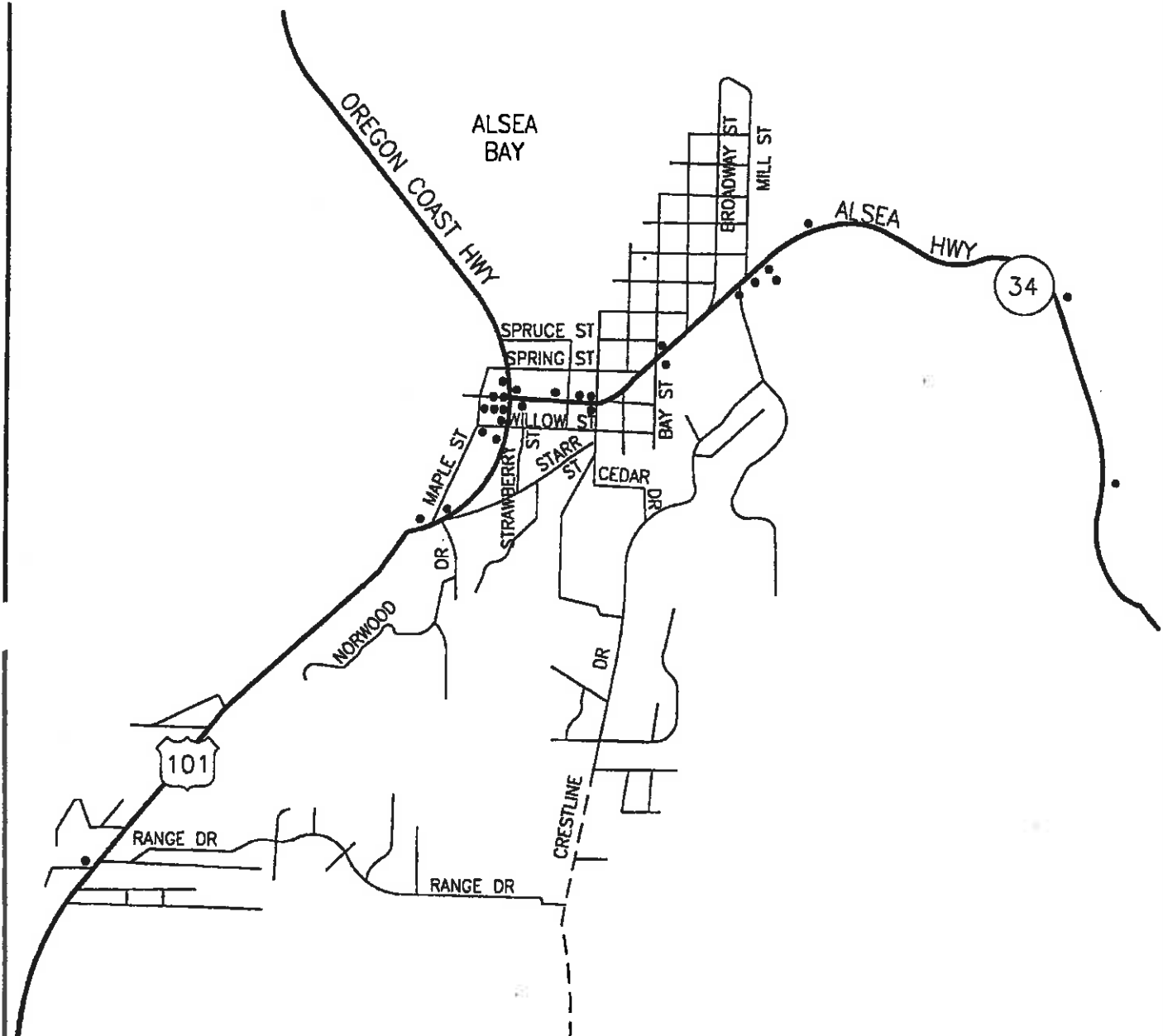
**LEGEND**  
 . = CRITICAL MOVEMENT (UNSIGNALIZED)  
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 CRITICAL MOVEMENT LEVEL OF SERVICE  
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## ESTIMATED TRAFFIC VOLUMES & LOS RESULTS, WEEKDAY PM PEAK HOUR (SUMMER)

CITY OF WALDPOR TSP  
 WALDPOR, OREGON  
 MAY 1999



2890F005



**LEGEND**

• ACCIDENT LOCATIONS

**HIGHWAY ACCIDENT LOCATIONS  
1995 THROUGH 1997**

CITY OF WALDPOR TSP  
WALDPOR, OREGON  
MAY 1999



2890F006

## **EXISTING POPULATION AND GROWTH FORECASTS**

In order to prepare a future conditions analysis, growth assumptions for the city of Waldport have been determined. This section identifies the existing Waldport population, estimates future population, and includes an estimate of the proportion of workers living in Waldport who travel out of the city to work.

The current city population is approximately 1,870 people. Future population for the year 2020 is estimated to increase 2,215 to approximately 4,085. At a residential density of 1.3 persons per household, this corresponds to 290 additional dwelling units. This estimate is based on the growth forecast for Lincoln County as provided by the Office of the State Economist.

Additional commercial and industrial development is estimated at 10 and 51 acres, respectively. Typical floor area ratios (FAR) were applied to these estimates to arrive at the following conclusions:

### **WALDPOR COMMERCIAL AND INDUSTRIAL GROWTH FORECASTS**

<b>Land Use</b>	<b>Developed Land</b>	<b>Assumed FAR</b>	<b>Total Building Area</b>
Commercial	10 acres (or 435.60 ksf)	0.20	87 ksf
Industrial	51 acres (or 2,221.56 ksf)	0.15	333 ksf

Assuming one employee per new dwelling unit ( a relatively high estimate given the average occupancy rate of 1.3), an additional 290 dwelling units would create the need for 290 new jobs. Based on data summarized in the *ITE Trip Generation* manual, the 87 ksf of new commercial space would accommodate approximately 158 employees. If the remaining 132 employees were associated with industrial uses, the corresponding area would be approximately 57 ksf, or 8.75 acres.

To summarize, calculations indicate that growth in Waldport through the year 2020 will be comprised of:

- 290 additional dwelling units
- 87 ksf commercial development
- 57 ksf industrial development

Further to the growth estimates, the number of workers living in Waldport who travel out of the city to work is estimated at approximately 50%. This is based on US Census Data indicating that the median travel time for residents in the Waldport area is 17.5 minutes. This 50% factor will be applied in the distribution of trips to and from new dwelling units and employment developments.

## **FORECAST TRAFFIC CONDITIONS ANALYSIS**

This memorandum summarizes the results of the traffic conditions analysis based on 20-year traffic forecasts in Waldport. Specifically, the following issues were addressed:

- Population and employment forecasts for the City of Waldport were developed with City staff based on growth forecasts for Lincoln County.
- Traffic growth on the Highways 101 and 34 was estimated based on historic traffic trends obtained from automatic traffic recorder data.
- A model was developed to evaluate traffic operations at key study intersections under future peak hour traffic conditions.
- System deficiencies were identified under future no-build traffic conditions.

### **Summary of Existing Conditions Analysis**

The existing traffic conditions analysis determined that the study intersections currently operate at acceptable levels of service during the weekday a.m. and p.m. peak hours. No capacity issues were identified in the existing conditions analysis. However, several other system deficiencies were identified, including irregular intersection configuration and the high frequency of access driveways. The key findings from the existing conditions analysis are as follows:

- Traffic volumes on Highways 101 and 34 are highest during the summer months, with peak volumes typically occurring in August.
- All study intersections operate at acceptable levels of service during the weekday a.m. and p.m. peak hours under estimated peak summer volumes.
- A southbound left-turn lane is warranted at the intersection of Highway 101 and Range Drive.
- The lane configuration at the Highway 101/Starr-Norwood intersection (two westbound approaches merge at the confluence with Highway 101), as well as the high skew of the intersection and the sharp grade on Norwood Drive are a potential safety problem, particularly as traffic volumes increase.
- The off-set of the minor street approaches at the Highway 34/Mill-Crestline intersection results in potential turn-movement and storage conflicts between eastbound and westbound left-turning vehicles.
- Accidents on Highway 101 within the City of Waldport have occurred with increasing frequency in recent years. The average accident rate for the three-year period was 3.95 accidents per million vehicle miles (Acc/MVM), which is somewhat higher than the statewide average rate of 3.52 for similar facilities. Similarly, the three-year accident rate on Highway 34 within city limits is higher than the statewide average for similar facilities.
- Most of the accidents within the study area occurred in high-activity areas near the intersection of Highway 101 and Highway 34.
- Access spacing of driveways and public streets on Highway 101 are inconsistent with ODOT's access spacing standards.

### **20-Year Forecast Conditions Analysis**

Traffic growth within the 20-year planning horizon was estimated based on anticipated development within the UGB evaluation, as well as traffic volume trends on the Highway 101 and Highway 34. Forecasts of future development in the study area were developed based in consultation with planning staff for the City of Waldport. The estimated future residential, industrial, and commercial developments in the study area were based on the projection of population growth in Lincoln County, as provided by the Office of the State Economist. In summary, the development was estimated to include:

- 290 residential units
- 87,000 square feet of commercial development
- 57,000 square feet of industrial development

It was estimated that approximately 50% of peak hour trips associated with the new development begin or end outside of the study area. This estimate was based on US Census data regarding travel time to work for Waldport residents. Trip generation estimates from the future developments were assigned to the transportation network based on existing traffic and development patterns, as well as future development forecasts. *See the Appendix for details of the land use and trip generation/distribution forecasts.*

Vehicles traveling through Waldport on Highway 101 or Highway 34 were estimated based on historic traffic count data from ODOT's Traffic Volumes Tables (Reference 1). Annual average daily traffic (AADT) volumes are shown in Figure 1 for the years 1978 through 1997. The traffic volume figures for Highway 101 and Highway 34 reflect average annual growth rates of 0.2% and 1.4%, respectively, or a combined growth rate of 0.7%. The 20-year forecast was developed based on average annual growth in traffic of 1% for both facilities.

Finally, hourly traffic counts were obtained from ODOT's traffic data section. These data are shown graphically in Figure 2. As Figure 2 shows, traffic volumes are highest during the period between 4 and 6 p.m. The remainder of the analysis focused on the critical p.m. peak hour.

#### **Future Conditions Intersection Operations Analysis**

Level-of-service (LOS) analysis was conducted to evaluate traffic operations at the study intersections under the forecast traffic conditions for the weekday p.m. peak hour. As in the existing conditions analysis, all LOS analyses described in this report were performed in accordance with the procedures described in the *Highway Capacity Manual* (HCM, Reference 2). The 20-year Forecast Traffic Volume diagram for the weekday p.m. peak hour is shown at the end of this section, along with a summary of the level-of-service results. The summary for the signalized intersection of Highway 101 and Highway 34 includes the intersection volume-to-capacity ratio and the average delay in seconds per vehicle. For unsignalized intersections, the critical approach is identified along with the corresponding volume-to-capacity ratio and average delay at that approach.

As the diagram shows, all of the study intersections are expected to operate at acceptable levels of service under the 20-year forecast conditions. *Level-of-service analysis worksheets are provided in the Appendix.*

**20-YEAR FORECAST TRAFFIC VOLUMES, WEEKDAY PM PEAK HOUR**

Intersection	Northbound			Southbound			Eastbound			Westbound		
	Strt	LT	RT	Strt	LT	RT	Strt	LT	RT	Strt	LT	RT
Hwy 34/Mill St.-Crestline	<5	20	20	5	10	30	365	20	20	195	15	<5
Hwy 34/Cedar St.	5	25	105	5	<5	25	470	20	50	335	60	<5
Hwy 34/Hwy 101	295	5	215	405	290	<5	35	5	10	10	260	130
Hwy 101/Starr St.	460	-	35	650	20	-	-	-	-	-	50	25
Hwy 101/Range Dr.	345	-	35	420	130	-	-	-	-	-	40	155

Strt = Straight

LT = Left Turn

RT = Right Turn

#### **Left-Turn Lane Warrant Analysis**

The need for left-turn lanes was evaluated at the unsignalized intersections in the study area. The methodology developed by Harmelink (Reference 3) was used in the analysis. The results are summarized in the following table. The table shows that a southbound left-turn lane will be warranted on Highway 101 at Starr Street-Norwood Drive (in addition to the Range Drive location at which left-turn lane warrants were met under existing conditions). A westbound left-turn lane will also be warranted at the Highway 34/Cedar Street intersection. This movement is already served by the existing two-way-left-turn lane on Highway 34. *The left-turn lane warrant analysis worksheets are provided in the Appendix.*

### LEFT-TURN LANE WARRANT ANALYSIS

Intersection	Warrant Met?	
	Southbound	Northbound
US 101/Range Drive	Yes	N/A
US 101/Starr-Norwood	Yes	N/A
	Eastbound	Westbound
ORE 34/Cedar Street	No	Yes*
ORE 34/Mill-Crestline	No	No

\* A two-way-left-turn lane is provided in this section of Highway 34.

#### *Signal Warrant Analysis*

Signal warrants were evaluated at all of the unsignalized intersections in the study area. The Minimum Vehicular Volumes (Warrant 1), Interruption of Continuous Traffic (Warrant 2), and the Peak Hour Volume (Warrant 11) warrants were evaluated, as described in the Manual of Uniform Traffic Control Devices (MUTCD, Reference 3). All three of the warrants will be met at the intersection of Highway 101 and Range Drive. No other intersections warrant signalization under the forecast conditions. *The signal warrant analysis worksheets are provided in the Appendix.*

#### **Findings**

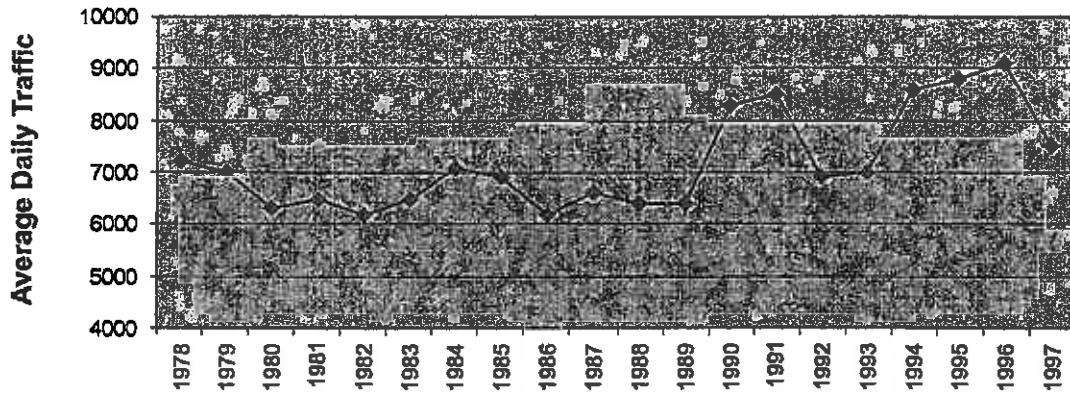
- Anticipated development in the City of Waldport during the 20-year analysis period is estimated to be approximately 190 residential units, 87,000 square feet of commercial space, and 57,000 square feet of industrial space.
- The Annual Average Daily Traffic volumes for Highway 101 and Highway 34 reflect average annual growth rates of 0.2% and 1.4%, respectively, or a combined growth rate of 0.7%. For the purposes of this study, an annual growth rate of 1.0% was assumed.
- Hourly traffic counts on Highway 101 and Highway 34 reveals that the highest traffic volumes occur during the p.m. peak period.
- Level of service analysis indicates that all study intersection will operate at acceptable levels of service during the weekday p.m. peak hour under 20-year forecast traffic conditions.
- A southbound left-turn lane will be warranted on Highway 101 at the Starr-Norwood intersection under 20-year forecast traffic volumes.
- Signal warrants will be met at the Highway 101/Range Drive intersection under 20-year forecast traffic volumes.

#### **References**

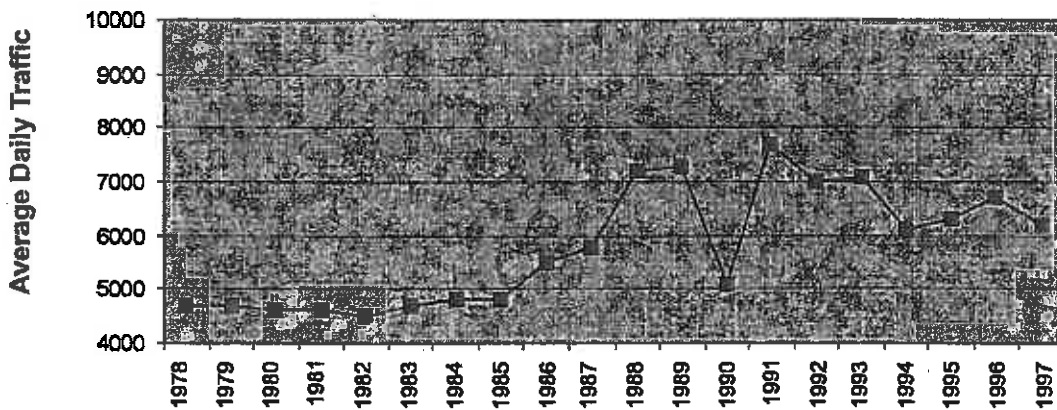
Oregon Department of Transportation. *Traffic Volume Tables*. 1978 through 1997.  
 Transportation Research Board. *Highway Capacity Manual. Special Report No. 209, Third*  
 United States Department of Transportation: *Manual on Uniform Traffic Control Devices*, 1988 Edition.



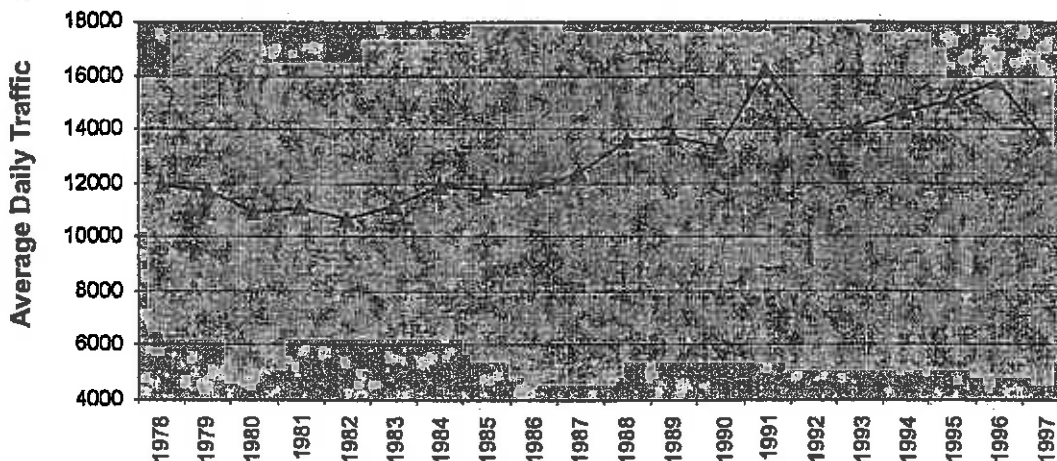
### Highway 101 Traffic Volumes



### Highway 34 Traffic Volumes



### Combined Highway Traffic Volumes

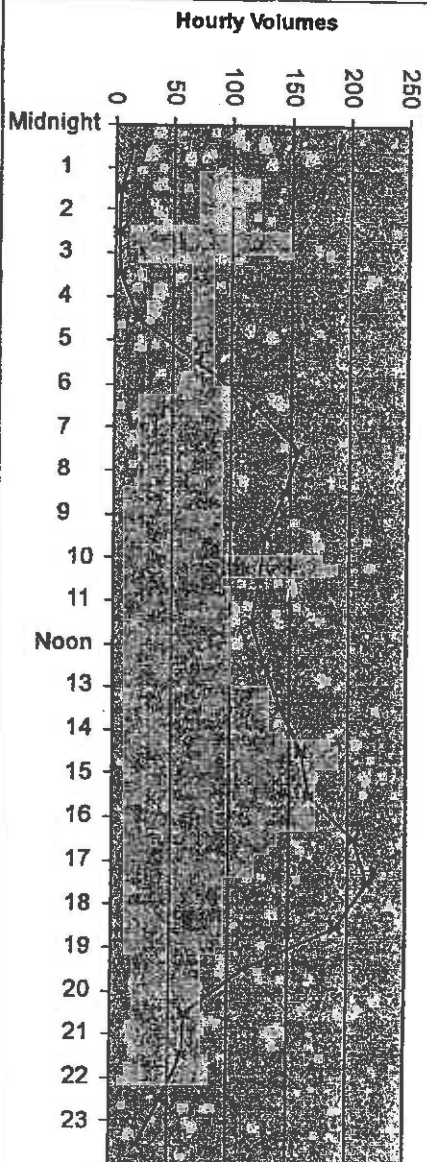


## HISTORIC HIGHWAY TRAFFIC VOLUME TRENDS

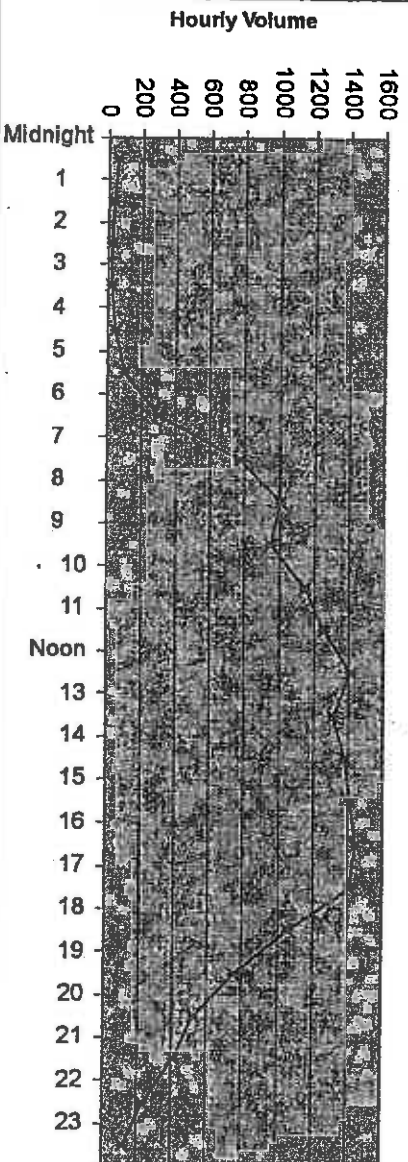
CITY OF WALDPOR TSP  
WALDPOR, OREGON  
MAY 1999



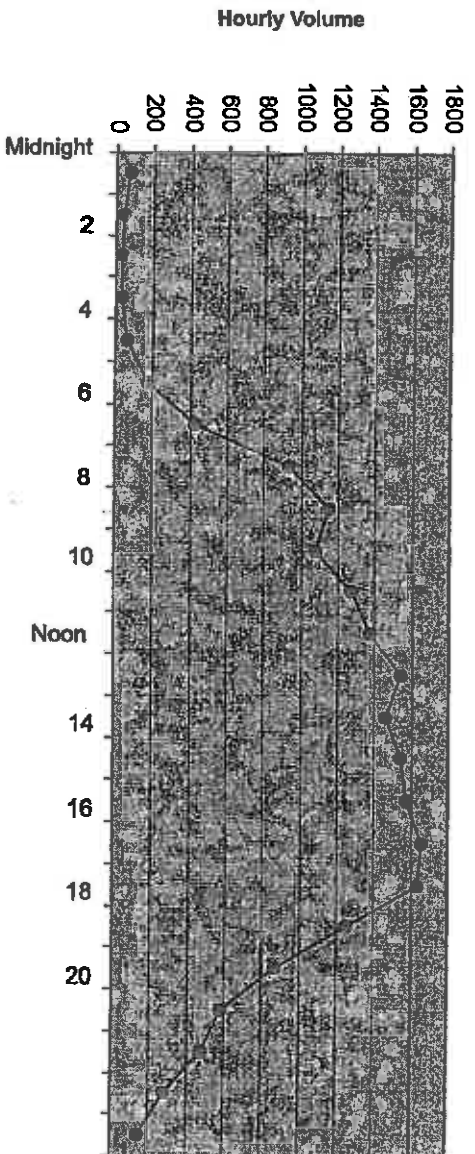
# Highway 34



# Highway 101



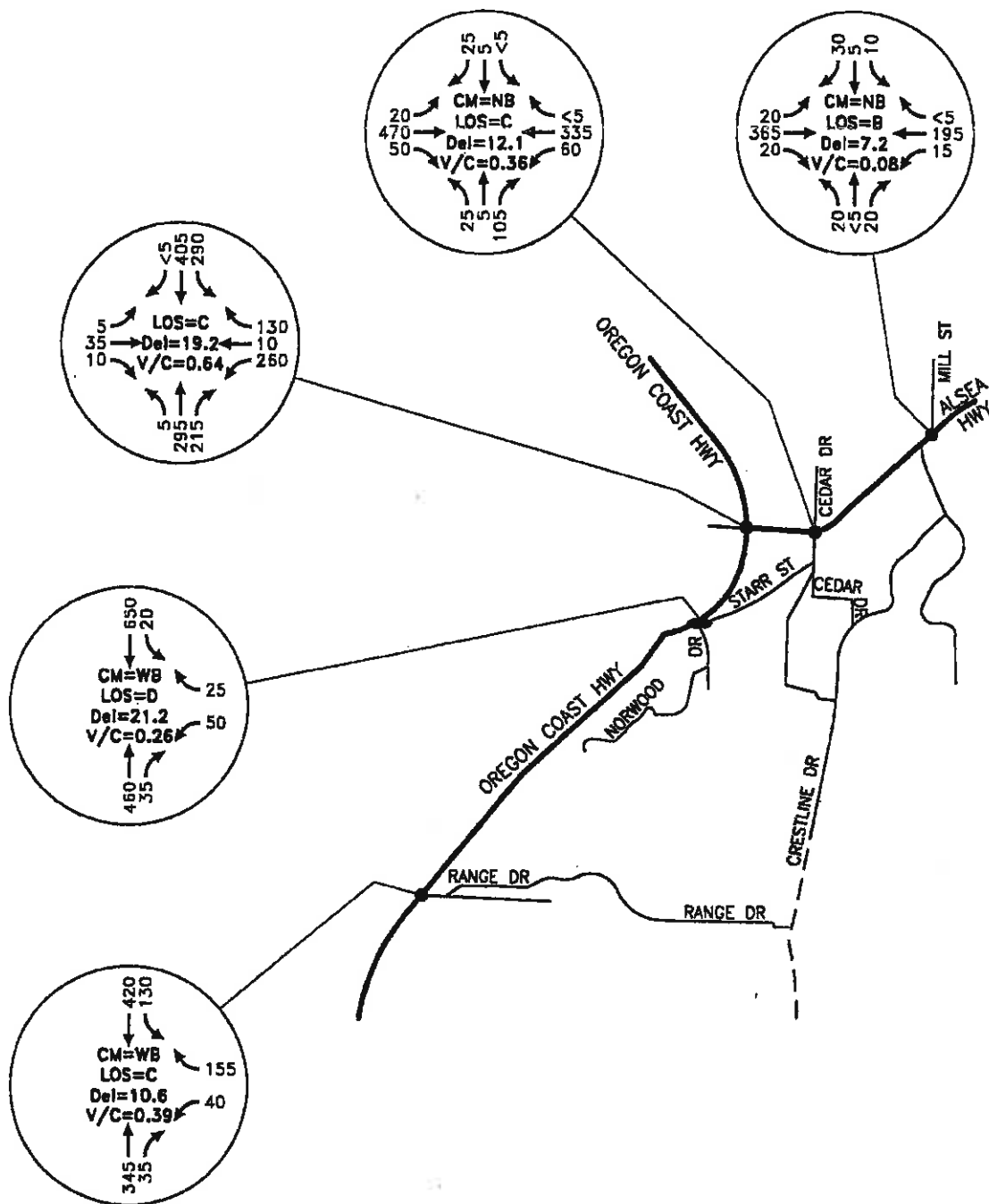
# Combined Volumes



## HOURLY TRAFFIC VOLUMES HIGHWAY 34 AND HIGHWAY 101

CITY OF WALDPOR TSP  
WALDPOR, OREGON  
MAY 1999





#### LEGEND

CM = CRITICAL MOVEMENT (UN SIGNALIZED)  
 LOS = INTERSECTION LEVEL OF SERVICE (SIGNALIZED)/  
 CRITICAL MOVEMENT LEVEL OF SERVICE  
 (UN SIGNALIZED)  
 Del = INTERSECTION AVERAGE DELAY (SIGNALIZED)/  
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 V/C = CRITICAL VOLUME-TO-CAPACITY RATIO

## 20-YEAR FORECAST TRAFFIC VOLUMES AND LEVEL-OF-SERVICE RESULTS WEEKDAY PM PEAK HOUR

CITY OF WALDPOR TSP  
 WALDPOR, OREGON  
 MAY 1999



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**EXISTING PLANS, POLICIES & STANDARDS**

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**WALDPORT COMPREHENSIVE PLAN GOALS & POLICIES**

**Goal V: ... to conserve open space**

Policy 1: Additional access to public space lands should be developed, especially to ocean beaches and the Alsea Bay, where practicable.

Policy 3: Publicly owned lands, including street rights-of-way, will be examined for their potential open space use before their disposition.

Policy 5: The City of Waldport supports the development and maintenance of the Oregon Coast Hiking Trail and the Oregon Coast Bicycle Route by the Oregon State Parks Division.

**Goal XII: ... transportation**

Policy 6e: Designation and improvement of inter- and intra-city pedestrian and bicycle routes.

**A. Goal XIII: ... energy conservation**

Policy 4: The City of Waldport shall develop a pedestrian access plan that will encourage foot traffic from the City's residential areas to commercial and recreational areas.

**WALDPORT DEVELOPMENT CODE**

**Definition 111. Road (Street):** A public or private way created to provide vehicular access to one or more lots, parcels, areas of tracts of land, excluding a private way that is created to provide access to such land in conjunction with its use for forestry, mining, or agricultural purposes.

**A) Arterial or Major Highway:**

**Section 10.080 Street Widths and Improvement Standards (page 113-114)**

**1. Street Widths:**

<u>Type of Street</u>	<u>Street Width</u>	<u>Surface Width</u>
a. Collector streets and all business streets other than arterials:	60-80'+	36-48'
b. Local streets in single family density areas:		
1) Streets which in the judgement of the City will never be more than 2400 feet in length and which will have a relatively even distribution of traffic to two or more exits:	50'	28'
2) Other such street:	60'	36'
c. Cul-de-Sacs:	50'	28'
d. Circular ends of cul-de-sacs:	90'+++	70'+++
e. Hammerheads:		++++
f. All streets not specifically provided for above:	60'	40'

- + Measured from face to face of curbs or shoulders.
  - ++ The City may require a width within the limits shown based upon adjacent physical conditions, safety of the public and the traffic needs of the community.
  - +++ Measured by diameter of circle constituting circular end.
  - ++++ Hammerheads will be of such width and length as to allow for adequate turn-a-round of all emergency vehicles as determined by the City Superintendent.
2. **Improvements:** Improvements shall have the following minimum standards unless increased at the request of the City Engineer.
- a. All streets shall be rough graded for the full width.
  - b. All streets shall have a minimum of 8" well graded quality crushed aggregate base material with a minimum width of 28'.
  - c. All streets shall have a leveling course of 1" 00 crushed rock. 2" deep-compacted.
  - d. All streets shall be paved with 4" of asphalt concrete to be applied in 2" lifts with each lift compacted to a minimum of 28" in width.
  - e. All street improvements shall be certified by an engineer licensed in the State of Oregon as meeting the required standards.
  - f. All bridges, or other drainage structures shall have a thirty year minimum life expectancy and shall be constructed to load limit and other standards as approved by the City Superintendent.
  - g. Street lighting: Adequate street lighting shall be provided and arranged in cooperation with the Central Lincoln P.U.D.
  - h. Sidewalks and service driveways shall conform to standards established under City Ordinance or any amendments or standards as established by the City Council.

## **WALDPOR PARKS AND RECREATION PRELIMINARY MASTER PLAN**

### **V. Park Development Policies**

**Policy 5.** The City of Waldport shall work with the Port of Alsea, the State of Oregon, and other federal, state, and local agencies to identify and improve access to public open space on the Alsea Bay and ocean beaches.

**Policy 10.** The City of Waldport shall review all proposed property vacations and other City-owned property for park or recreational value prior to change of use ownership.

This is an important policy in that many property vacations are associated with public right-of-way, often where a street terminates, and there is potential pedestrian access to a natural amenity, i.e. beach, bay or river. Also, street vacation requests occur where, although automobile access does not occur, there is potential for pedestrian and bicycle access which provides connectivity where it otherwise would not occur.

The Parks Development Policies identify the above state Comprehensive Plan goals, that have a bearing on park planning, as well as transportation.

The Parks Development Policies also acknowledges that a Transportation Master Plan is being underway, and that new goals and policies (from the Transportation Master Plan) may impinge on park planning and development, requiring future amendments to the Parks Plan.

## **VI. Park Development Standards and Strategies**

**Crestline Park** - A City of Waldport Strategy is to develop Crestline Park as a community park. Transportation-related development within the park should include parking, and access into the natural area by development of trails and pathways.

**Crestline Park - 15 Acre Park Connection** - Additional land requirements, identified in this section, include a parcel of land through the Cedar Heights development adequate to connect the Crestline Park parcel to the 15-acre reserve parcel. (This connection should include a pedestrian/bicycle linkage between the two parks.)

**Lint Slough** - Access for a nature trail along Lint Slough.

## **VII. Financial Strategies**

### **A. Park Development**

2. **Grants:** Elements of the park, park features, or specific programs may be eligible for grant support. For example, certain bike or pedestrian paths may be eligible for funding from the Oregon Department of Transportation (ODOT).

## **VIII. Twenty-Year Plan For Parks (Transportation-related improvements)**

1998-2003

- **15 Acre PF Parcel** - Solicit easements for connecting trails between Crestline Park and Starr Street.

By 2003

- **Crestline Park** - Parking; exercise/nature trail, with connecting trail to 15-acre PF Reserve parcel.
- **15 Acre PF Parcel** - Trail access to Crestline Park and Starr Street (pedestrian/bicycle trails for both recreation and alternate intra-city transportation route).

By 2013

- **Nature Trail, Lint Slough** - Obtain easements, explore volunteer and training possibilities, possibly in conjunction with ODFW.

By 2018

- **Nature Trail, Lint Slough** - Finish and use.

## **Appendix A: City-Owned Properties**

Crestline Drive Park

PF Property

Yaquina John Point

Waldport Heights

Keady Wayside

Forest Hills Subdivision Parkland

West end of Fayette Street

Crestline and Edgecliff

Meridian Park

Alsi Historical Museum

Veteran's Park

**Other Unused Street Easements and Right-of-Way:** The City owns a number of street rights-of-way which may be usable for walking or biking paths. These routes should be considered for such use, in coordination with the City's Transportation Plan.

## **WALDPOR T URBAN RENEWAL PLAN - UPDATE #2**

The Waldport Urban Renewal Area boundary is generally defined by Alsea Bay, Highway 34 including most tax lots adjacent and southeast of Hwy. 34, and Mill Street. This area is often referred to as "old town". The Urban Renewal Area includes a mix of uses including commercial, residential, and the recreation oriented port property. The primary objectives of the Urban Renewal Plan are to improve the function, condition and appearance of the Urban Renewal Area and to eliminate existing blight and blighting influences in order to strengthen the local economy.

### **II. Goals and Objectives of Urban Renewal Plan**

Transportation-related goals include:

- Goal 2. Provide pedestrian linkages, including sidewalks throughout the area, particularly between residence and the downtown.
- Goal 3. Provide pedestrian and street amenities throughout the Plan area.
- Goal 4. Require the installation and maintenance of adequate off-street parking.

The original Urban Renewal Plan also identified the need to develop a street tree program to enhance the physical and visual environment.

### **III. Relationship of Urban Renewal Goals and Objectives to Local Land Use Plans**

The Urban Renewal Plan promotes many local objectives of the Waldport Comprehensive Plan.

#### **C. Transportation**

The City of Waldport should work with Lincoln County and other jurisdictions, agencies, and private enterprises to improve access from Waldport to other areas and within the city by encouraging improvement and maintenance of roadways, sidewalks and pedestrian ways.

The original Urban Renewal Plan included a section "Open Space, Natural, Scenic and Historic Resources" that identified the need for additional access to public space lands should be developed, especially to ocean beaches and the Alsea Bay, where practicable; and to development of the Maple Street area along the Alsea Bay shore west of the Alsea Bay Bridge, including public access to the Bay and scenic views of the bridge and estuary.

### **IV. Why The Urban Renewal Plan is Necessary**

#### **A. Inefficient Land Use**

Among other uses and conditions identified, the lack of pedestrian walkways contribute to create blight in the "old town" area and impede development.

#### **B. Inadequate Public Infrastructure**

##### **3. Storm Drainage**

Most storm drainage improvements are constructed in conjunction with new street improvements. The City of Waldport should adopt a policy requiring that necessary storm drainage be constructed prior to or during street improvements. In order for new storm drainage improvements to be effective in controlling surface runoff, curbs and gutters should be required along with the street construction.

##### **4. Streets**

A survey of existing street conditions conducted in 1985 indicated that Waldport's local streets were in need of the most improvement.

There are currently no designated bike paths within the City's boundary, although there is considerable bicycle use of the existing road and highway shoulders.

**C. Inadequate Parking for Commercial Use**

Expansion of commercial activities in the central business area is partially dependent on provision of adequate public parking in proximity to main street businesses. Convenient parking also provides an incentive for visitors to stop and do business in Waldport.

Currently, parking for commercial uses along Highway 101 is limited for the most part to on-street parking. Parking alternatives are not visible to motorists driving through Waldport and therefore potential tourists and visitor may not stop.

**VI. Outline of Projects and Activities**

**B. Public Improvements**

(All identified public improvements have a transportation-related component, therefore, the majority of this entire subsection is repeated below.)

**1. Intent**

Public facilities and utilities may be improved or constructed within public rights-of-way, easements, or on public property. These improvements may include storm and sanitary sewer improvements, water system improvements, street improvements, street lighting and traffic signalization, landscaping, pedestrian amenities, parking facilities, and open space development.

**2. Anticipated Improvements**

Public improvements which may be installed under this Plan include, but are not limited to, the improvement of the street system, sidewalks, signage, marine recreation development, parking lot development, and boardwalk development.

f. Construction of sidewalks throughout the Urban Renewal Area.

g. Provision of off-street parking for downtown businesses and matching funds for parking in the north section of Old Town.

h. Construction of an overlay on Cedar Street from Alsea Highway to Huckleberry Street.

The original Urban Renewal Plan also identified:

- Construction of a pedestrian boardwalk from the bridge to the Port of Alsea property to provide a link from the city center to the recreation area.
- Improved signage directing traffic to the visitor center, city center and port recreation area.
- Addition of street trees along Highway 101 between it's intersection with Maple Street and Spring Street.
- Construction of a sidewalk along the east side of Broadway from the Alsea Highway to the Port's recreation area.

**C. Acquisition & Disposition of Real Property**

**1. Acquisition**

It is the intent of the Plan to acquire properties within the downtown area and easily accessible from Highway 101 to provide off-street parking for downtown merchants.

The original Urban Renewal Plan also identified the need to acquire land:

- Between downtown and the Port recreation property to provide off-street parking near the boardwalk.
- The block bounded by Highway 101, Maple Street, and Willow Street to provide off-street parking for downtown merchants.



**Waldport Transportation System Plan  
1998-1999**

**Highway 34**

- Pedestrian street crossings near sidewalks

**Intersections**

- Highway 101/Highway 34 intersection
- Highway 101/Starr Street intersection
- Highway 101/Range Drive intersection
- Highway 34/Cedar Street intersection
- Highway 34/Crestline Drive/Mill Street intersection
- Highway 34/Bay Street school parking access

**Crestline Drive**

- Pedestrian and bicycle safety issues
- Speeding
- County maintenance south of Salmon Street

**Range Drive**

- Pedestrian safety issues

**South Waldport**

- Potential new connections between Highway 101 and Crestline Drive

**East Waldport**

- Inadequate sight distance on Highway 34
- Westbound speeding traffic on Highway 34 entering Waldport
- Highway 34/Rio Vista intersection

**Old Town**

- Street terminating near the bay have not been vacated and therefore, provide potential access to the bayfront.

**Future Development/Redevelopment**

- Improvements to some existing transportation problems can only occur with redevelopment of private property, e.g. the ingress/egress on Highways 34 and 101 at the Chevron Station and adjacent business.

**Tsunami Plan**

- Expand tsunami evacuation routes to include Dolores Drive, as well as Range Drive, Cedar Street and Crestline Drive

**SUMMARY OF MARCH 16-17, 1999 INTERVIEWS**

Interviews were held with eleven Waldport citizens and public agency employees to solicit input on transportation issues and needed improvements. Recommended transportation improvements identified by the interviewees are described below.

**Primary Recommended Transportation Improvements Identified By Four Or More Interviewees**

- Crestline Drive - Improvements are especially needed at the north end of Crestline at the hill and curves. Improvements should include widening and bicycle/pedestrian facilities. Bicycle/pedestrian facilities should be provided from Highway 34 to the elementary school. Bicycle/pedestrian facilities are preferred on both sides of Crestline Drive however one side may be adequate. Existing conditions may make it more feasible to have a pedestrian pathway or sidewalk on the east side of Crestline north of Range Drive and on the west side south of Range Drive. It may also be appropriate to incorporate the bicycle/pedestrian facility within Crestline Park located on the west side, north of Range Drive. (8 of 11 interviewees identified this need.)

**How important are these potential transportation improvements?**

Fourteen potential transportation improvements were identified. Participants were asked to circle one number with 1 = Most Important, 2 = More Important, 3 = Important, 4 = Minimally Important, 5 = Not Important. The total score and average score of each potential improvement was used to determine the following prioritized ranking.

	<u>Total Score</u>	<u>Avg. Score</u>
1. Safe pedestrian/bicycle crossings on Hwy. 101 and Hwy. 34	232	1.58
2. Safe pedestrian/bicycle facilities on Crestline Drive	272	1.85
3. Safe and connected community-wide bicycle/pedestrian system	280	1.90
4. Additional or improved public transportation (i.e. bus service)	283	1.93
5. Traffic speed enforcement	290	1.97
6. Safe pedestrian/bicycle facilities on Range Drive	296	2.01
7. Improve the Hwy. 101/Range Drive intersection	304	2.07
8. Bicycle/pedestrian connections between downtown and Crestline Drive	312	2.12
9. Improve the Hwy. 101/Starr intersection	313	2.13
10. Improve the Hwy. 34/Crestline intersection	319	2.17
11. Improve the Hwy. 34/Cedar intersection	338	2.30
12. Improve access to local businesses (parking, walking, driveways)	340	2.31
13. Additional public parking	369	2.51
14. Improve the Hwy. 101/Hwy. 34 intersection	385	2.62

**What is the single most important transportation improvement needed?**

(number of times identified in parenthesis)

1. Street maintenance (28)
2. Community-wide bicycle/pedestrian system (25)
3. Public bus/van service (24)
4. Pedestrian Crossings on Hwys. 101 and 34 (16)
5. Enforce speed limits (12)
6. Post Office access, circulation and parking improvements (8)
7. Range Drive improvements (6)
8. Additional public parking (4)

**What is the 2<sup>nd</sup> most important transportation improvement needed?**

1. Community-wide bicycle/pedestrian system (18)
- 2t. Street maintenance (15)
- 2t. Pedestrian Crossings on Hwys. 101 and 34 (15)
4. Enforce speed limits (14)
5. Public bus/van service (12)
- 6t. Range Drive improvements (6)
- 6t. Hwy. 101/Range Drive intersection improvements (6)
- 8t. Post Office access, circulation and parking improvements (5)
- 8t. Crestline Drive improvements (5)
- 10t. Additional public parking (4)
- 10t. Cedar Street improvements (4)

**What other transportation-related improvements would you like that will make Waldport a better place to live in and visit?**

1. Street maintenance (22)
2. Community-wide bicycle/pedestrian system (10)
3. Additional public parking (9)
4. Enforce speed limits (6)
5. Public bus/van service (5)
6. No transportation improvements needed (4)

### **DRAFT RECOMMENDED TRANSPORTATION IMPROVEMENTS**

The following draft recommended transportation improvements for Waldport are based on 1) review of existing and forecasted conditions, 2) input provided by the Waldport Transportation Safety Committee, 3) results of interviews with eleven Waldport citizens and public agency representatives, and 4) results of 147 questionnaires returned by Waldport citizens and surrounding residents. The draft list of recommended improvements are generally prioritized according the input received.

#### **A. Connected Community-Wide Pedestrian/Bicycle System**

Establish an interconnected pedestrian/bicycle system throughout Waldport. The system should provide connections between the lowland and upland areas, i.e. downtown and Crestline Drive; connect destinations (activity centers), i.e. downtown, residential areas, schools, parks; and provide alternative connections and "loops" for recreational bicyclists, walkers and runners.

Potential pedestrian/bicycle connections identified in the public involvement process included:

- The ball fields (Kyle Field) to Crestline Drive through existing utility easements and two public park parcels located off Crestline Drive, View Drive, Greenwood Way, Brentwood Drive and Park Drive;
- Pedestrian access between Crestline Drive and Waldport High School. There is an existing partial, unimproved pedestrian connection.
- The elementary school to Range Drive via the west side of the golf course. The specific location of this pedestrian/bicycle facility needs to consider the safety of people walking/bicycling through woods;
- A pathway along the slough;
- A pathway along the entire bay frontage (realizing that high tide may restrict access);
- Continuous pedestrian/bicycle facilities on major streets, i.e. Highway 101, Highway 34, Crestline Drive, Range Drive, Cedar Drive;
- Connections between residential developments, i.e. from Norwood Drive and Dolores Drive to Kelsie Way and Forest Parkway, along Pacific View Drive, etc.

#### **B. Street Maintenance**

Improve and maintain existing streets, i.e. potholes, paving, and striping.

#### **C. Pedestrian Crossings on Highway 101 and Highway 34**

Provide safe pedestrian crossings at intersections on Highway 101 and Highway 34. Potential crosswalk improvements could include striping and other markings making motorists aware of pedestrians, pavement color and texture improvements, signage, lighting, and curb extensions.

#### **D. Public Transportation**

Increased public transit (bus and van) service between Waldport and other cities, i.e. Newport, Lincoln City, Corvallis, Salem, and Portland.

#### **E. Speeding**

Enforce and reduce speeding at the three main entrances (gateways) into the community including:

- Southbound Highway 101 traffic coming off the bridge;
- Northbound Highway 101 traffic;
- Westbound Highway 34 traffic.

Standards methods for reducing speed include reducing maximum speed limit, enforcement signs, and pavement striping, etc. Traffic calming and reduced speeds can also occur through "gateway" improvements, i.e. landscaping, community entry/welcome signs, etc.

**F. Range Drive Improvements**

Widening, eliminating or mitigating curves and sight distance inadequacies, and providing pedestrian/bicycle facilities on both sides of the street.

**G. Additional Downtown Parking**

Provide additional parking for downtown businesses, particularly for Highway 101 businesses. This may occur through a central parking lot(s) located close to downtown businesses

**H. Crestline Drive Improvements**

Continuous pedestrian/bicycle facilities are needed between Highway 34 and the elementary school. Bicycle lanes and pedestrian pathways are preferred on both sides of the street, however, they need to at least be continuous on one side. Initially, it may be more feasible to construct a pedestrian facility (sidewalk or pathway) on the east side of Crestline Drive north of Range Drive, and on the west side south of Range Drive. However, it may be appropriate to extend the pathway along the west side, through Crestline Park, just north of Range Drive. The northern portion of Crestline Drive, where the hill and curves are located, is currently an unsafe section of road, especially for bicyclists and pedestrians..

**I. Highway 101/Range Drive Intersection Improvements**

The most important improvement at this intersection is the need for a center turn lane for southbound Highway 101 traffic.

**J. Post Office Access, Circulation, and Parking Improvements**

Improve ingress and egress to the post office including better circulation and parking.

**K. Highway 101/Starr Street/Norwood Drive Intersection Improvements**

Norwood Drive and Starr Street intersect Highway 101 in the same location and at an odd angle. Ultimate improvements would include one street intersecting Highway 101 at a ninety degree angle.

**L. Highway 34/Crestline Drive/Mill Street Intersection Improvements**

The Highway 34/Crestline Drive intersection is offset from the Highway 34/Mill Street intersection. In addition, it is currently confusing and unsafe for eastbound Highway 34 traffic to turn north on to Mill Street.

**M. Cedar Street Improvements**

Widening improvements including bicycle and pedestrian facilities to provide safer and easier access between this Crestline Drive - Highway 34 connection.

**N. Downtown Access Management and Pedestrian Circulation Improvements**

Potential improvements include consolidation of driveways and a continuous, consistent pedestrian facility (sidewalk) on both sides of Highway 101 and Highway 34.

**O. Highway 101/Highway 34 Intersection Improvements**

Improvements will primarily occur with redevelopment to ensure that better ingress and egress is provided to businesses located on or near the intersection.

**P. New East-West Road in south Waldport Connecting Highway 101 and Crestline Drive**

A new east-west road(s) connecting Highway 101 and Crestline Drive. This would serve the developing industrial area and reduce truck traffic on Range Drive. It would also serve the developing residential zoned land and the elementary school, particularly for traffic approaching this area from Highway 101, south of the City.

Potential locations include 1) from Crestline Drive west through the industrial zoned land and through land currently located outside the Urban Growth Boundary; 2) extending Seabrook Lane east and south, connecting to Crestline Drive south of the Golf Course, i.e. Green Drive.

**Q. Pavement Striping Improvements**

Crosswalk, bicycle lane, and fog line improvements to provide better demarcation and vision for motorists.

**R. Highway 34/Bay Street Intersection and Parking Access Improvements**

Eastbound Highway 34 traffic exits to the school parking lot at the location where vehicles entering Highway 34 from city hall and the school are stopped for Highway 34 traffic.

**S. Highway 34/Cedar Street Intersection Improvements**

Cedar Street is one of two existing roads connecting Highway 34 and Crestline Drive. Improvements are needed to create better traffic flow, especially for motorists on Cedar Street making a westbound turn on to Highway 34.

**T. Sight Distance on Highway 34**

Inadequate sight distance at the curve near the east edge of Waldport.

**U. Vehicular, Bicycle, and Pedestrian Improvements at the South Edge of the High School**

Better define circulation for vehicles, bicyclists and pedestrians.

**V. Additional High School Parking and Improved Bus Circulation**

Provide additional student parking and better circulation for school buses at the high school.

**W. Red Ditch Improvements**

Improvements can vary from creating a landscaped drainage way with pedestrian and bicycle path to covering Red Ditch to provide for additional parking.

**X. Additional Tsunami Routes**

Designate additional routes from the lowland areas to the upland.

**Y. (South) Highway 101 Continuous Center Turn Lane to Patterson State Park**

Long term, provide a continuous center turn lane from south of Maple Street to Patterson State Park on Highway 101.

**Z. Prohibiting Street Vacations**

Prohibit street vacations where they provide access to amenities, i.e. the bay, or provide better connectivity to adjacent land.

**AB. Highway 34/Spring Street Improvements**

Improvements to prevent southbound Highway 101 traffic from accessing eastbound Spring Street which is currently not allowed.

**AC. Circulation Connectivity with New Development**

Require new development to provide connections to adjacent streets and pedestrian/bicycle facilities.

**AD. Access Improvements with Redevelopment**

When redevelopment occurs, ensure adequate and safe access occurs, i.e. ingress and egress issues near intersections such as the service station and tire store at the Highway 101/Highway 34 intersection.

## **TRANSPORTATION SYSTEM IMPROVEMENT ALTERNATIVES**

This section addresses existing and anticipated safety and capacity issues that were identified in the two previous memoranda. Improvement alternatives were developed and a comparative evaluation of the alternatives was conducted in terms of safety and operational improvements, impacts to the surrounding area, the cost of implementation, and constructability.

### **SUMMARY OF EXISTING AND FORECAST CONDITIONS ANALYSIS**

No fundamental capacity problems were identified on the study roadways based on the analysis of the transportation system under existing and forecast peak hour traffic conditions. All study intersections are expected to continue operating at acceptable levels of service. However, specific system deficiencies were identified in the study area including:

- The need for a southbound left-turn lane at the Highway 101/Range Road intersection,
- Unconventional lane configuration, the skew of approaches, and topographic issues at the Highway 101/Starr-Norwood intersection,
- Turn-movement conflicts related to the off-set of the side streets at Highway 34/Mill-Crestline intersection, and
- High accident rates near the intersection of Highway 101 and Highway 34.

During the course of this study, circulation issues related to Strawberry Street were brought to the attention of the project team. This issue was also addressed in this memorandum.

### **FUTURE CIRCULATION**

As development occurs south of Range Road, a new east/west connection will be needed to minimize the need for out-of-direction travel between Highway 101 and the large acreage of residential and industrial land to the east. One option will be to extend the Ocean Hills Retirement Community access eastward to connect Highway 101 with Crestline Drive. Another alternative is to extend Breakers Drive to connect with Crestline Drive. This would require a roadway connection outside of the Urban Growth Boundary, which is inconsistent with the policies of the Department of Land Conservation and Development, and would require the City to apply for an exception to general policy.

## **INTERSECTION IMPROVEMENTS**

### **US 101/Range Drive**

#### ***Short Term Treatment***

The Highway 101/Range Drive intersection is shown in Figure 1. Left-turn lane and signal warrants were evaluated for this intersection under existing traffic conditions (see Technical Memorandum 1). The analysis showed that a left-turn lane in the southbound direction is warranted at this intersection. Accordingly, it is recommended that a southbound left-turn lane be installed at the Highway 101/Range Drive intersection in the immediate practical future.

Additional safety improvements would be gained by realigning the commercial access west of the highway to align with Range Drive, and providing a northbound left-turn pocket to remove turning vehicles from the path of through-traffic. A second access driveway at the northern edge of the commercial parking lot would improve internal circulation and allow southbound vehicles to access the property prior to the Range Drive intersection.

***Long Term Treatment***

A significant share of the forecast residential, commercial, and industrial development within the UGB is expected to use Range Drive for access to Highway 101. Based on this development pattern, the increased traffic volumes will result in the need for a traffic signal at this intersection. Based on traffic projections, a signal will be warranted at this location.

***Design Considerations***

- A northbound left-turn lane should be constructed to shadow the southbound left-turn lane. This would provide access to the commercial property to the west of Highway 101.
- Separate right- and left-turn lanes at the westbound approach would improve Range Drive operations and could be constructed simultaneous to the Highway 101 turn lane construction.
- Side streets intersecting Highway 101 near Range Drive may influence the design of left-turn storage and transition on the highway. A two-way-left-turn-lane may be needed for some distance from the intersection in order to maintain highway access to adjacent properties.

**US 101/Starr-Norwood**

Existing geometric issues at the Highway 101 intersection with Starr Street and Norwood Drive include the merge of the two minor streets at the intersection confluence, the skewed approach of the minor streets, and the steep grade on Norwood Drive (see diagram at the end of this subsection). Several improvement alternatives were considered to address these existing deficiencies. The improvement alternatives are shown in diagrams at the end of this subsection. The following table provides a summary of the comparative evaluation of the alternatives.

Under the 20-year forecast traffic conditions, a southbound left-turn lane will be warranted on Highway 101 at this intersection. Highway 101 widens to a four-lane facility immediately north of this intersection. As such, the existing pavement width could be used to provide a southbound left-turn lane, continuing the single northbound lane north of the Starr Street intersection before widening to two northbound lanes. This treatment is included in all of the improvement alternatives.

***Do Nothing Alternative***

Under this alternative, potential safety problems will be compounded as traffic volumes increase.

***Alternative A: Starr Street Primary***

The main objective of Alternatives A and B is to reconfigure the intersection so that only one roadway intersects with Highway 101, while providing a connection to the remaining minor street at the maximum possible distance from the highway. The topography of the Norwood Drive alignment is the most significant challenge to this objective.

As shown in the diagram, Norwood Drive could be realigned to a T-intersection with Starr Street. Starr Street would be maintained as the primary roadway since it provides a direct connection to Cedar Street and Highway 34. However, the realignment of Norwood Drive would increase the already steep grade and would require considerable grading and retaining walls to partially mitigate the slope.

***Alternative B: Norwood Drive Primary***

Starr Street could be realigned to form a T-intersection with Norwood Drive (see diagram at the end of this subsection). This alternative has the advantage of reducing the skew at the Highway 101 approach, but has the same topographic issues related to the steep slope of Norwood Drive as identified in Alternative A. Furthermore, only minimal storage would be available on Norwood Drive between Starr Street and Highway 101. Vehicles queued on Norwood Drive could block the Starr Street access, potentially resulting in vehicles spilling back onto Highway 101.

**Alternative C: Starr Street Closure**

Under this alternative, the Starr Street connection to Highway 101 would be closed, allowing only Norwood Drive traffic to access Highway 101 at this intersection. Although some out-of-direction travel would be required, alternative outlets are available for traffic on Starr Street. Sufficient pavement width should be maintained to allow a turn-around area at the closure.

**Alternative D: Starr Street-Norwood Drive Realignment**

As shown in the following diagram, Alternative D would connect Starr Street and Norwood Drive along a common alignment, and provide a single connection to Highway 101. This alternative meets the objective of limiting the intersection to a single connecting roadway while maximizing the spacing from Highway 101. Also, the new connecting roadway could be aligned perpendicular to the highway, eliminating the high skew that currently exists. Both of the newly aligned side street approaches would have STOP signs at the intersection with the new Highway 101 connecting street. This would ensure adequate clearance for traffic to exit Highway 101 without being hindered by westbound queues.

Unlike the other improvement alternatives, this alternative would require some right-of-way acquisition from the adjacent property. However, it could be implemented without directly impacting existing structures.

The following table summarizes the findings of the comparative evaluation of improvement alternatives.

**HIGHWAY 101/STARR-NORWOOD ALTERNATIVES EVALUATION**

Evaluation Factor	Do Nothing	Starr Primary	Norwood Primary	Close Starr	Realign Starr-Norwood
Operations & Safety	Poor	Fair	Fair	Good	Good
Impact to Surrounding Area	Good	Good	Good	Fair	Fair
Cost to Implement	Good	Fair	Fair	Good	Fair
Constructability	Good	Poor	Poor	Good	Fair

**Recommended Treatment**

Each of the alternatives evaluated poses challenges in terms of topography and/or impacts to surrounding land uses. However, as traffic volumes grow on all of the intersection roadways, the potential for safety problems will increase. Traffic conditions should be monitored as development occurs in the area and through traffic volumes on Highway 101 increase.

The closure of Starr Street at Highway 101 is a relatively inexpensive and low-impact improvement that could be implemented in the near-term. Although it will restrict local circulation to some extent, alternative routes are available for access from Starr Street to Highway 101 with only moderate out-of-direction travel required.

The preferred long-term solution is Alternative D because it improves the Highway intersection configuration and does not require increasing the slope on Norwood Drive. As redevelopment occurs, the City should seek opportunities to acquire the needed right-of-way in a manner that minimizes impacts to the adjacent properties.

As traffic increases, a southbound left-turn lane will be warranted at this approach. This improvement will likely be warranted in the 10 to 15 year future.

**Highway 34/Mill Street- Crestline Drive**

Operational issues related to the off-set of the minor streets at the Highway 34 intersection with Mill Street-Crestline Drive were identified in the analysis of existing conditions (Technical Memorandum 1). The following diagram shows a turn lane is provided on Highway 34 for westbound left turns but not for eastbound left turns. The asymmetry in eastbound and westbound approaches, coupled with fact that Highway 34 has a two-way-left-turn-lane west of the intersection, apparently results in the perception that eastbound left-turning vehicles have a



left-turn lane. Frequently, eastbound left-turning vehicles wait in the left-turn lane provided for westbound traffic, causing potential conflicts with the intended traffic as well as with drivers making the correct maneuver from the through lane. A left-turn lane cannot currently be provided in the eastbound direction due to the offset of the side streets at this intersection.

***Do Nothing Alternative***

The conflicting movements and potential for accidents will increase as traffic volumes grow.

***Alternative A: Realign Mill Street Directly Opposite Crestline Drive***

This alternative would improve operations significantly by realigning Mill Street to directly Crestline Drive (see diagram at the end of this subsection). However, the realignment would require acquisition and removal of the existing commercial structure in the northwest corner of the intersection. The acquisition of the hardware store on the northwest corner would be expensive and would have a significant impact on the community.

***Alternative B: Realign Crestline Drive Directly Opposite Mill Street***

Similar to Alternative A, realigning the Crestline Drive approach to directly oppose Mill Street would improve operations significantly (Alternative 5B). However, construction of the realigned Crestline Drive would require filling wetlands on the southeast corner at a very high expense, and would raise considerable environmental mitigation issues. A pump station that was recently installed in the southeast corner of the intersection would need to be relocated. Furthermore, due to the bridge located approximately 300 feet east of the intersection, the available distance for left-turn storage and transition is inadequate. Therefore, this alternative was REJECTED.

***Alternative C: Prohibit Eastbound Left Turns onto Mill Street***

Alternative C would prohibit eastbound left turns from Highway 34 onto Mill Street. This alternative serves to separate potential conflicting movements at minimal cost, with minimal diversion of traffic. The relatively low demand for this movement (approximately 15 vehicles during the peak hour) could be served by Broadway Street or other parallel streets. This alternative may include improvements on Broadway Street to provide an improved alternative route for the diverted traffic. The restriction could be implemented initially by signing and striping. In case violation of the eastbound left-turn restriction becomes a problem, the placement of physical barriers may be required. However, since such barriers would also preclude southbound left turns at the intersection, this action should only be taken for the purpose of enforcement of the eastbound left turn prohibition.

***Alternative D: Realign Both Minor Street Approaches***

Under Alternative D, both Mill Street and Crestline Drive were realigned to directly oppose each other at an approximate mid-point, thus sharing the impact to adjacent property. However, the commercial property in the northwest corner would still be impacted, and impacts to the wetlands would still require considerable cost and environmental mitigation. Furthermore, the location of the bridge east of the intersection precludes the provision of adequate storage and transition distance. Therefore, this alternative was REJECTED.

***Alternative E: Install a Roundabout***

A roundabout treatment was considered to mitigate the existing geometric issues at this intersection. Similar to Alternative D, this alternative would significantly impact adjacent properties but would distribute the impact. However, it was determined that this site does not meet ODOT's minimum site standards for a roundabout. This alternative was REJECTED.

**HIGHWAY 34/MILL-CRESTLINE ALTERNATIVES EVALUATION**

Evaluation Factor	Do Nothing	Realign Mill	Realign Crestline	Prohibit Left Turns	Realign Both Side Streets	Round-about
Operational/Safety Improvements	Poor	Good	Fair	Fair	Fair	Poor
Impact to Surrounding Area	Good	Poor	Poor	Good	Poor	Poor
Cost to Implement	Good	Poor	Poor	Good	Poor	Poor
Constructability	Good	Fair	Poor	Good	Poor	Poor

***Recommended Treatment***

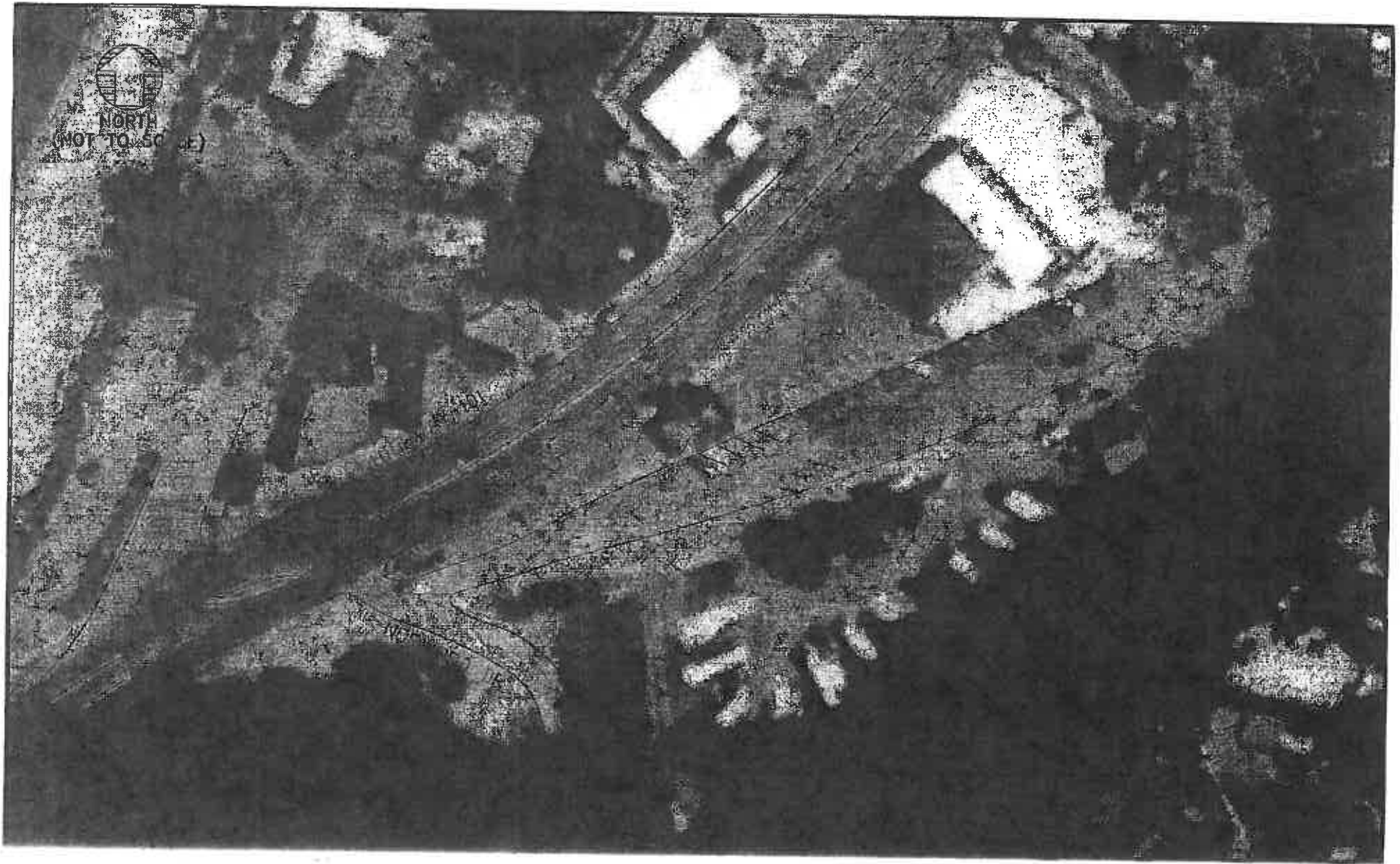
Roadway realignment alternatives at this intersection would pose significant impacts to adjacent properties and/or very high construction and wetland mitigation costs. Prohibition of eastbound left turns was determined to be the preferred solution, given the low volumes of traffic making this movement and the availability of alternative routes. This project could be implemented with relatively simple signing. In the event that significant and persistent violations occur, raised barriers could be considered.

***Strawberry Street***

During the course of this study, circulation issues related to Strawberry Street were brought to the attention of the project team. Specifically, property owners in the area were concerned about the possibility of restricting Strawberry Street to one-way travel. Also, residents perceive a potential for excess speeds along the roadway.

Although the pavement width is generally sufficient to allow two vehicles travelling in opposite directions to pass each other at slow speeds, the frequent power poles obstruct simultaneous flow of traffic in both directions. Due to the low volume of traffic on the road, and in the absence of a demonstrated safety problem, limiting Strawberry Street to one-way travel would be overly restrictive. Furthermore, such a restriction would sharply hinder circulation in the event that the Starr Street access to Highway 101 is closed (under Alternative C of the Highway 101/Starr-Norwood intersection alternatives).

No existing speeding problem has been identified. If travel speeds become excessive, a speed study could be conducted and the installation of speed bumps could be considered, along with other traffic calming measures.

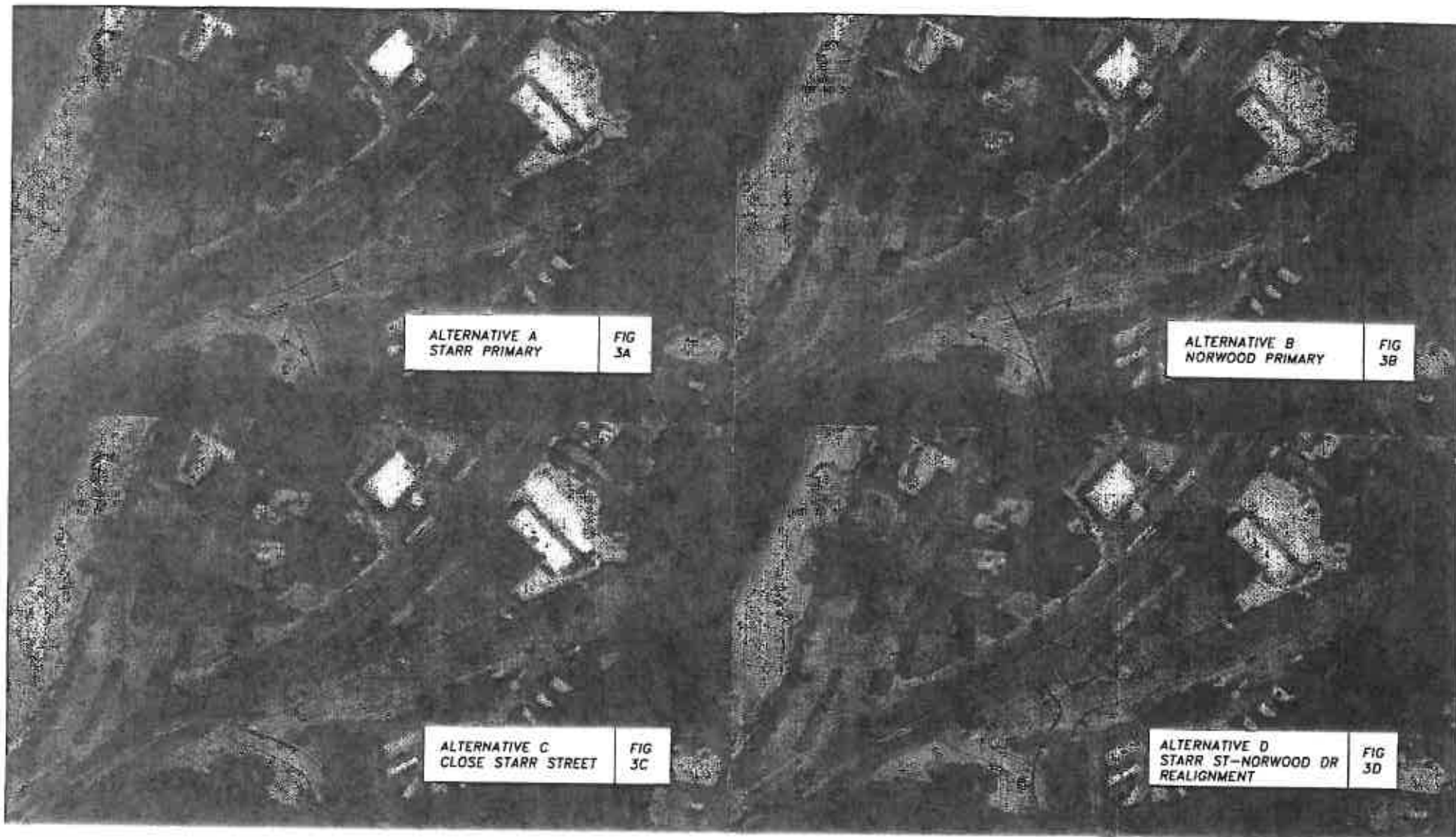


**HIGHWAY 101/STARR-NORWOOD  
EXISTING INTERSECTION CONFIGURATION**

CITY OF WALDPOR TSP  
WALDPOR, OREGON  
MAY 1999



28900002



HIGHWAY 101/STARR-NORWOOD

CITY OF WALDPOR TSP  
WALDPOR, OREGON  
MAY 1999



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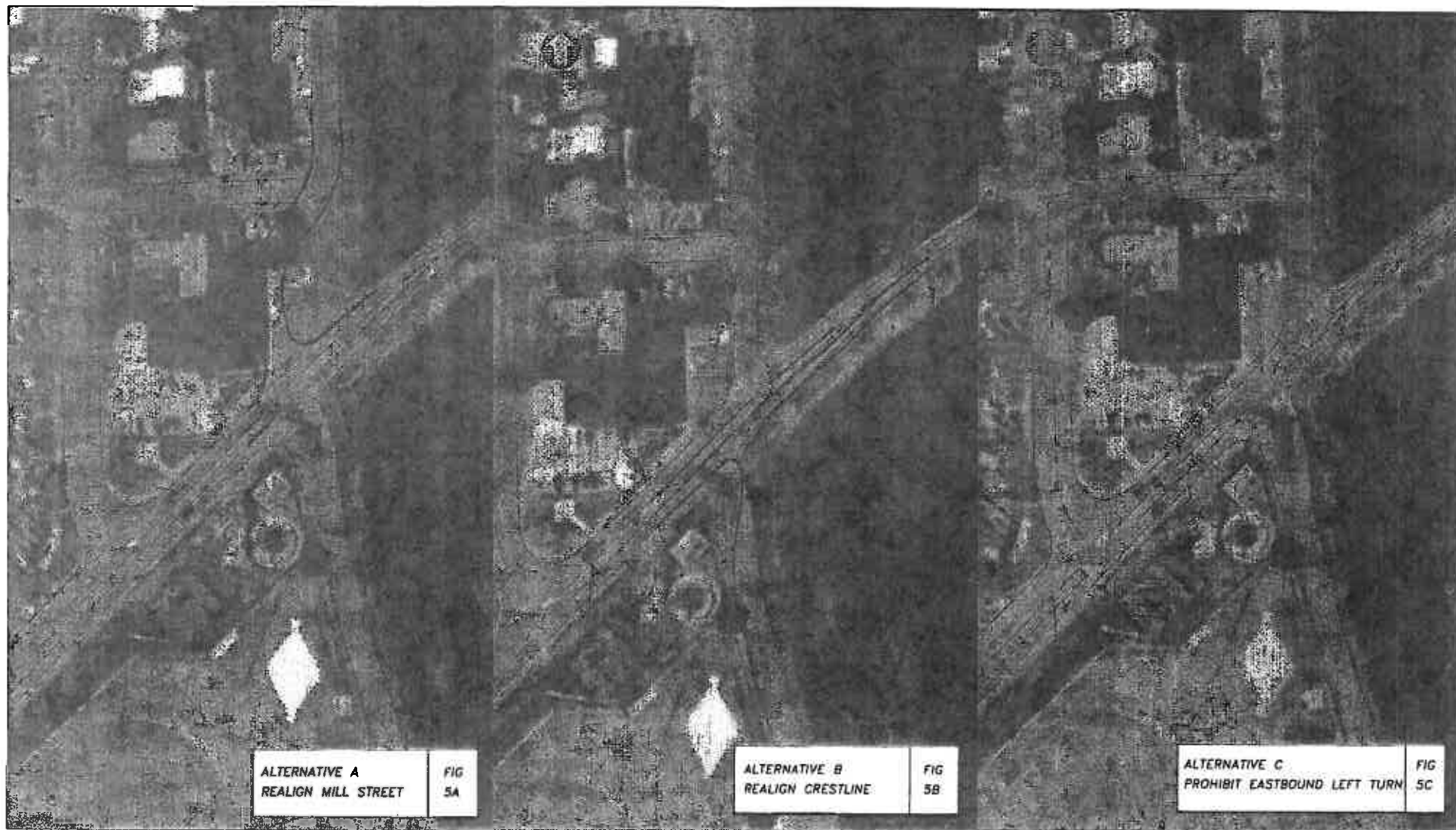
**HIGHWAY 34/CRESTLINE-MILL  
EXISTING INTERSECTION CONFIGURATION**

CITY OF WALDPOR TSP  
WALDPOR, OREGON  
MAY 1999



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# HIGHWAY 101/MILL-CRESTLINE IMPROVEMENT ALTERNATIVES

CITY OF WALDPOR TSP  
WALDPOR, OREGON  
MAY 1999



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## **EVALUATION OF WALDPOR AS A SPECIAL TRANSPORTATION DISTRICT (STA)**

The Waldport Transportation System Plan includes this evaluation to determine the appropriateness of designating Waldport's downtown area as a Special Transportation Area (STA). This section includes the definition, objective, location, traffic characteristics, and design characteristics of an STA as defined by "A Primer on Special Transportation Areas From the 1999 Oregon Highway Plan" (*identified in italics*). Each subsection is followed an evaluation of how Waldport's downtown area is in accordance with the STA characteristics.

**Definition.** *A Special Transportation Area (STA) is a highway segment designation that may be applied to a highway segment when a downtown, business district or community center straddles the state highway within an urban growth boundary or in an unincorporated community.*

Evaluation: Waldport's existing downtown straddles both Highway 101 and Highway 34 within an urban growth boundary, therefore meeting this criteria.

**Objective.** *The primary objective of an STA is to provide access to community activities, businesses and residences and to accommodate pedestrian, bicycle and transit movement along and across the highway in a downtown, business district and/or community center. The need for appropriate access outweighs the considerations of highway mobility except on designated Freight Highways where accessibility and mobility needs are balanced.*

Evaluation: Existing Waldport downtown area land uses, adjacent and near Highway 101 and Highway 34 include community activities such as the senior community center, library, post office, and city hall. Businesses are adjacent to both Highways 101 and 34 throughout the downtown, and residences are located within one block on both sides of Highways 101 and 34. The STA would help facilitate the accommodation of pedestrian, bicycle, and transit movement along and across both highways within a downtown that also functions as a business district and is clearly to central focus of the community. Neither Highway 101 or Highway 34 are designated Freight Highways in Waldport. The objective criteria appears to be satisfied in the Waldport downtown area.

### ***Location of STAs.***

1. *An STA is located in:*
  - a. *An urban growth boundary, or*
  - b. *An unincorporated community as defined by OAR 660-22.*
2. *AN STA is either:*
  - a. *An existing or planned downtown, business district or community center, or*
  - b. *A redevelopment of an area within city limits or between city limits and an UGB to eliminate an existing pattern of strip development.*
3. *The STA must straddle a state highway.*
4. *The STA cannot be located on a freeway or expressway.*
5. *An STA does not apply to an entire city or the majority of a city or to strip development areas.*

Evaluation: The Waldport downtown area:

- (1) is located in an urban growth boundary;
- (2) is an existing downtown;
- (3) straddles both Highway 101 and Highway 34;
- (4) is not located on a freeway or expressway and;
- (5) does not comprise the entire city, majority of the city, or consist of a strip development area.

Waldport's downtown area appears to satisfy the criteria for the location of an STA.

***Traffic Characteristics of an STA***

1. *A compact area with interconnected local street networks to facilitate local automobile and pedestrian circulation, except where topography severely constrains the potential for street connections;*
2. *While automobiles move through and access an STA, convenience of movement is focused on pedestrians, bicyclists and transit where available.*
3. *Traffic speeds are slow, generally 25 mph (40 kilometers) or less.*
4. *Highway mobility standards allow for more congestion than on other urban highways.*

**Evaluation:** The Waldport downtown area:

- (1) is a compact area defined by natural features including the Alsea Bay approximately one block west of Highway 101, a ridgeline with severe topographic constraints east of Highway 101 and south of Highway 101, and the urban renewal district located north of Highway 34. There is an existing interconnected local street network that facilitates local automobile and pedestrian circulation within the downtown area;
- (2) Currently, movement is primarily focused on movement of automobiles. However, there are existing sidewalks on the state highways and some local streets within the downtown area. The designation of the Waldport downtown area as an STA would help facilitate improvements that would focus on the pedestrian, bicycle, and transit movement within the downtown area;
- (3) Traffic speeds within the downtown area are generally 25 mph;
- (4) Existing conditions and standards allow for more congestion than on other urban highways by incorporating a mix of land uses, many closely spaced buildings with setbacks to the highways consisting of sidewalks, and crosswalks at key intersections.

Waldport's downtown area appears to satisfy the traffic characteristics of an STA:

***Design Characteristics of an STA.***

1. *Mixed uses;*
2. *Buildings spaced close together and located adjacent to the street with little or no setback that accommodate pedestrian and bicycle circulation;*
3. *Sidewalks with ample width which are located adjacent to the highway and the buildings;*
4. *Convenient automobile and pedestrian circulation within the center and off the state highway;*
5. *Public road connections preferred over private driveways; minimum spacing is 175 feet or mid-block, a smaller distance than other classifications;*
6. *On street parking and shared or general purpose parking lots which are located behind or to the side of buildings;*
7. *Streets designed for ease of crossing by pedestrians.*

**Evaluation:**

- (1) The Waldport downtown area includes a mix of uses including retail, office, residential, and institutional/public uses;
- (2) The majority of buildings fronting Highways 101 and 34 are close together with setbacks limited to sidewalks.
- (3) Sidewalks adjacent to Highways 101 and 34 are generally a minimum of 5-6 feet wide and located adjacent to the highway curb and buildings;
- (4) The existing downtown street system is generally a grid system of local streets that directly access Highways 101 and 34, therefore providing convenient automobile and pedestrian circulation.
- (5) Highways 101 and 34 currently have a mix of public road and private driveway connections. Typical block spacing is approximately 225 feet.
- (6) Both highways have on street parallel parking. In addition there appear to be shared or general purpose parking lots located in such places as the Visitors Information Center near the northwest corner of Highways 101 and 34; at Clark's Market on Highway 101; and at the Senior Community Center on Highway 34. In addition there is general head-in parking located on Starr Street within two blocks of the Highway 101 downtown area.



- (7) There are existing pedestrian crossings located at key intersections on Highways 101 and 34. This TSP recommends enhancements to highway pedestrian crossings including additional striping, signage, pavement texture and color, and landscaping.

The Waldport downtown area appears to satisfy the design characteristics of an STA.

### **Conclusion**

The Waldport downtown area appears to meet the criteria for STA designation including the definition, objective, location, traffic characteristics, and design characteristics. The City of Waldport and ODOT should consider joint identification of downtown Waldport as an STA and pursue development of a management plan. Throughout the TSP planning process, there was general consensus amongst the community that improved pedestrian, bicycle, and transit facilities would reduce reliance on the automobile, provide a safe environment for pedestrians and bicyclists, and provide a more pedestrian-friendly atmosphere within a compact downtown area.

#### **IV. TRANSPORTATION SYSTEM PLAN**

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The purpose of the Transportation System Plan is to guide the development of a safe, convenient and efficient transportation system that promotes economic prosperity and livability for all City residents.

As required by the Transportation Planning Rule (TPR), the City of Waldport proposes to adopt standards and policies in this Transportation System Plan (TSP) that comply with the requirements to provide a multi-modal approach to solving transportation issues. The TPR identifies the specifications required of jurisdictions based on their population. For most urban areas, the TPR requires an alternative analysis to compare various new project options versus an alternative that proposes to build only existing funded and committed projects. Many of the alternatives have goals such as an increase in mode split share and reduced vehicle miles traveled (VMT). These goals are measurable in many urban areas or areas with a Metropolitan Planning Organization (MPO), but not in small communities or rural areas. The logical alternative choices in rural areas would be to:

- Pursue an alternative that programs only the identified projects in current City capital improvement plans and gradually shifts funding from new capital projects to more preservation and maintenance. Over time, capital improvements to address traffic and safety problem areas will proceed on a prioritized basis. The long-term effect is that preservation and maintenance of the existing system becomes a higher priority than relieving congestion and solving safety issues. This is often referred to as the "no build" alternative.
- Adopt a "build" alternative, which tries to keep pace with anticipated growth by focusing funding on building capacity-enhancing and safety oriented projects, while also attempting to maintain the existing road network.
- Adopt a combination alternative, as recommended in this TSP, which includes a mixture of new projects to enhance roadway capacity, improve safety while also maximizing preservation and maintenance. The alternative also shifts emphasis to non-auto modes as much as is practical to meet the intent of the TPR.

This Plan balances the need to reduce the reliance on single occupant vehicles given the community's needs, geography and demographics, with the need to solve safety and operational problems. At the same time, the system needs a significant effort in maintenance over the next twenty years to preserve the investment already made by the community.

This Plan contains brief descriptions of required transportation facilities including listing of policies and recommended transportation projects that cover the following areas:

- Coordination and Implementation of the Transportation System Plan;
- Streets Plan Element ;
- Public Transportation Plan;
- Bicycle / Pedestrian Plan;
- Air/Rail/Water/Pipeline Plan;
- Transportation System and Demand Management Plan (TSM & TDM).
- The Plan also provides identification of potential implementation mechanisms and a spreadsheet that prioritizes projects according to high, medium, or low; identifies cost implications, and potential implementation mechanisms.

## **TRANSPORTATION POLICIES AND IMPLEMENTING STRATEGIES**

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Based on the requirements of the Transportation Planning Rule (TPR), the City of Waldport intends to have the Transportation System Plan be the beginning of an ongoing procedure to periodically analyze, prepare and plan for the transportation needs of Waldport residents and visitors. Toward this end, the following goals and policies are intended to assist in the implementation of the Waldport Transportation System Plan, and thereby meet the requirements of the TPR.

### ***Goals***

1. Achieve an efficient, safe, convenient and economically viable transportation, air, communication system. This system includes roads, rail lines, public transit, pipeline, pedestrian and bicycle facilities. The Waldport transportation system shall be designed to serve the existing and projected needs of the City. The system shall provide connections between different modes of transportation to reduce reliance on the single-occupancy vehicle.
2. Have an ongoing transportation planning process and maintain a transportation plan that meets the needs of the City and its residents. The transportation plan and facilities of Waldport shall be coordinated with the plans and facilities of Lincoln County and the State of Oregon.

### ***Policies***

1. The City of Waldport shall:
  - a. Identify local, regional and state transportation needs;
  - b. Develop a transportation plan that shall address those needs;
  - c. Review and update the plan every three to five years;
  - d. Continue to coordinate transportation planning with local, regional and state plans by reviewing any changes to regional transportation plans, the Oregon Transportation Plan, and ODOT's State Transportation Improvement Plan (STIP); and
  - e. Continue public and interagency involvement in the transportation planning process.
2. The City of Waldport shall notify ODOT concerning:
  - a. All land use proposals or actions that would create access onto a state highway or add >100 ADT to any County road intersection with a state highway;
  - b. Any proposed land use or development within 500 feet of a state highway; and
  - c. Required ODOT road approach permits.
3. The City of Waldport shall protect approved or proposed transportation project sites through:
  - a. Access control measures;
  - b. Review of future large development and transportation projects that significantly transportation affect the City transportation system; and
  - c. The imposition of conditions of approval on developments and transportation projects that have a significant effect on the City's transportation system.

4. The City of Waldport shall coordinate local plans and land use decisions with state transportation plans, including the Oregon Transportation Plan, modal plans, and corridor plans. These plans provide ODOT policies and performance standards for statewide highways within Waldport. The statewide plans also provide the framework for access management on statewide to protect the capacity and function of the highways.
5. The lead agency for transportation project review in Waldport shall be:
  - a. The City of Waldport for projects within the city limits;
  - b. The City of Waldport and Lincoln County for projects within the UGB but outside the city limits projects involving county-owned facilities; and
  - c. The State of Oregon and the City of Waldport on projects involving state-owned facilities.
6. **Transportation Projects**
  - a. The City shall have a list of transportation projects, adopted by the Waldport City Council, in accordance with the policies set forth below.
  - b. The initial Transportation Project List shall be set forth in the Transportation System Plan adopted as part of the Resource Element of the Comprehensive Plan. The City Council shall update the Transportation Project List periodically by resolution adopted by the City Council, without need of a formal amendment to the TSP.
  - c. New transportation projects shall be included on the City's Transportation Project List. A transportation project proposed for addition to the list shall be subject to an individual land use review only if applicable administrative rules or land use regulations require such review.
  - d. Transportation or development projects that require a plan text amendment or a conditional use permit may be required to fulfill conditions or implement mitigation measures before approval is granted. Mitigation and conditions may include, but are not limited to:
    - Improvement of surrounding roads;
    - Limits on level of development;
    - Revision of development placement;
    - Addition or redesign of access;
    - Addition of traffic management devices such as traffic signals, medians, turn lanes or signage; and/or
    - Improvements that reduce transportation impacts.

The City of Waldport acknowledges that land use designations have a significant impact on the overall transportation system and any alterations shall be completed with consideration to traffic impacts on the City road system.

- e. The findings of compliance with applicable statewide planning goals, acknowledged comprehensive plan policies, and land use regulations, shall be coordinated with the preparation of any Environmental Impact Statement (EIS) required for a proposed transportation facility that is identified in the Waldport Transportation System Plan.

## **STREETS PLAN ELEMENT**

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The findings in this Plan conclude that the existing street network within and connecting Waldport is adequate to serve the City needs over the next twenty years. Exceptions to this are transportation-related needs associated with new development. Given that the central and northern portions of the Waldport Urban Growth Boundary are primarily developed, new streets that will be created will be the result of new residential subdivisions and developing industrial zoned land located in the southern half of Waldport. These new roads will primarily be local streets that will be approved as part of land use development applications. The exception to this may be the recommended new collector street connection(s) between Highway 101 and Crestline Drive in the southern part of the City.

The majority of street-related projects will consist of :

- Safety-related improvements;
- Upgrades to provide multi-modal transportation facilities, and
- Maintenance and repair.

Safety, maintenance, and repair should be actively pursued to maintain the integrity of the system and not jeopardize current conditions. Pedestrian, bicycle, and transit modes of transportation typically require wider, smoother roadways. These improvements also benefit automobile and truck traffic by making the roads safer and more efficient. Providing pedestrian and bicycle facilities, as well as transit modes of transportation, within the street system promote the Oregon Transportation Plan policy of encouraging alternatives to the auto.

This Street Plan Element is divided into the following subsections:

- Functional Street Classification
- Street Design Standards
- Access Management Plan
- Truck Route Plan
- Recommended Street Projects

### **FUNCTIONAL STREET CLASSIFICATION**

Functional street classification describes how the public street system should operate. Streets are grouped by their similar characteristics in providing mobility and/or land access. Within the City, there are three general street classifications including principal arterials, minor collectors, and local streets.

#### **Principal Arterial**

The primary function of a primary arterial is to provide for trips passing through a community and connecting regional centers. Principal arterials in Waldport include:

- U.S. Highway 101 - the north-south oriented highway along the Oregon coastline
- State Highway 34 - the east-west oriented highway connects Highway 101 in Waldport and Highway 20 approximately 6 miles west of Corvallis.

#### **Minor Collectors**

Minor collector streets channel traffic from local streets to major collectors and arterial streets, and provide property access. The primary difference between minor and major collectors is that minor collectors provide property access whereas major collectors provide limited property access. Minor collectors in Waldport include:

- Crestline Drive - channels traffic to Highway 34 and to Highway 101 via Wicanda Beach Drive.
- Range Drive - channels traffic between Highway 101 and Crestline Drive.
- Cedar Street - channels traffic between Highway 34 and Crestline Drive.

Each of these collector streets provide direct access to local streets as well as to private property. Recent development abutting the collector streets, primarily off Range Drive, have limited direct access to local streets, and do not provide direct property access.

#### **Local Streets**

Local streets provide direct access to individual properties. The remaining streets in Waldport, not identified as principal arterials or collectors, are considered local streets. Local streets can be further classified as local commercial and local residential streets according to the adjacent land uses.

#### **Functional Street Classification Policy**

**Policy 1.** The City of Waldport shall periodically review functions of existing streets to ensure appropriate functional street classifications are designated for streets.

### **STREET DESIGN STANDARDS**

Street design standards are provisions for the construction of roads. Street design standards are developed for each type of functional classification, i.e. arterials, collectors, and local streets. Waldport street design standards are identified in the recommended street plan projects.

#### **Street Design Standards Policy**

**Policy 2.** Upon City adoption of the Waldport Minimum Street Design Standards, all new and reconstructed City of Waldport streets shall be built to those identified standards.

### **ACCESS MANAGEMENT PLAN**

Streets accommodate two types of traffic: local travel and through traffic. Arterial streets are intended for through movement of traffic while local streets are designed to give direct access to the abutting properties. Collector streets provide a link between the local and arterial streets, balancing accessibility and function.

Without access management, arterial streets can become overused for short distance trips and local access to property. Land use changes along arterials also contribute to increased trip generation and traffic conflicts, as businesses normally desire to locate on high traffic arterials. The lack of adequate access management and insufficient coordination of land use development, property division, and access review can contribute to the deterioration of both the arterial and collector road network. Partial access control, which is often found on major arterials and highways, is provided by limiting or prohibiting driveway access, left turn movements, and cross traffic at intersections. These limitations increase the capacity of an arterial to carry through traffic at the desired speeds without requiring the additions of more travel lanes. Coordination, planning, and proper policies can help avoid these problems and costly solutions.

An inventory of existing accesses to Highway 101 and Highway 34 was conducted and summarized in the existing conditions analysis. Accordingly, the sections of Highways 101 and 34, close to their intersection, have been identified as having particular access management issues.

#### ***Highway 101***

In the section of Highway 101 one block north and south of Highway 34 (from Spring Street to Hemlock Street), there are 5 total driveways. These driveways provide access to adjacent businesses, and based on the building locations cannot be removed without significant hardship. In recognition of this, ODOT and the City should monitor traffic operations and safety in this section. If traffic accidents in this section increase beyond an acceptable threshold based on ODOT criteria, modifications to the existing driveways (i.e. driveway closures or consolidation) should be considered. Moreover, in the event that land use actions (i.e. redevelopment) are

requested for parcels in this section, serious consideration should be given to modifying the number and locations of driveways. Particular attention should be given to accesses to the following uses:

- Chevron Station in the northeast corner of US 101/Highway 34 intersection.
- Retail uses in the southeast corner of the US 101/Highway 34 intersection.

#### **Highway 34**

In the section of Highway 34 immediately east of US 101 (between Highway 101 and Verbena Street), the number and location of driveway accesses conflicts with the efficient operation of the intersection and highways. In particular, the three driveways to the Chevron Station and the Auto Parts store on the north side could be consolidated and/or removed if these properties redevelop. Based on the existing configuration of the buildings on the site, it would be difficult to modify these driveways prior to redevelopment.

On the south side of Highway 34, parking for the adjacent furniture store is provided with ten front-in spaces directly on Highway 34. Motorists exiting these spaces must back into Highway 34, thereby creating safety and operational problems. Traffic safety should be monitored. If traffic accidents in this section increase beyond an acceptable threshold based on ODOT criteria, this direct head-in driveway access should be removed. In addition, in the event that land use actions (i.e. redevelopment) are requested for this parcel, direct head-in parking should be eliminated.

#### **Collector Streets**

Crestline Drive, Range Drive and Cedar Street are currently the only streets that connect Highway 101 and Highway 34 with Waldport's upland area. These three streets originally served as local streets for initial residential development in the upland area. The original residential upland development occurred fronting and providing direct access to Crestline Drive, Range Drive, and Cedar Street. Over time, additional upland development occurred. This resulted in additional local streets that accessed Crestline Drive, Range Drive, and Cedar Street, thereby making these three streets collector streets since they were (are) the only connections to the arterials.

The majority of future development will occur in the upland area of Waldport which will place an increased burden on the three collector streets. Therefore, it is prudent to establish an access management system for collector streets to ensure the quality and function of the collector street system is maintained.

Direct property access to collector streets should be limited to infill development in those specific areas where direct access has occurred, e.g. the west side of Crestline Drive between Range Drive and Green Drive, the east side of Crestline Drive north of Range Drive, and the eastern part of Range Drive. That is, where a single tax lot cannot be developed without direct access to a collector street, an exception can be made to allow direct collector street access. Surrounding development should access collector streets via local streets. Local streets should be spaced at no less than 300 feet on collectors.

#### **Access Management Plan Policies**

**Policy 3.** The City of Waldport shall designate access and land uses appropriate to the function of a given road.

**Policy 4.** The City of Waldport shall require new development to minimize direct access points onto arterials and collectors by encouraging the utilization of new local streets that access arterials and collectors, and by encouraging the utilization of common driveways.

## **TRUCK ROUTE PLAN**

Truck traffic is generally confined to industrial, commercial, and surface mining areas. State highways serve the majority of truck traffic and are most suitable for truck use. This is true in Waldport where Highway 101 and Highway 34 serve a majority of truck traffic.

Range Drive and Crestline Drive provide access for trucks accessing the limited commercial and industrial development in the upland area. As the industrial zoned area continues to development Range Drive and Crestline Drive will experience additional truck traffic unless a new collector road is constructed. If constructed, a new Highway 101 - Crestline Drive connection will need to provide a more convenient access to the industrial development in order to alleviate truck traffic on Range Drive and Crestline Drive. If the new collector road is constructed consideration should be given to limiting truck traffic on Range Drive and Crestline Drive since these streets primarily service residential uses. The City should monitor the need to construct a new road and limit truck traffic on Range Drive and Crestline Drive as growth and development of the industrial zoned land occurs.

### **Truck Route Plan Policies**

**Policy 5.** The City of Waldport shall designate that long-haul, through trucks, be limited to operating on arterial roads as designated in the City transportation network, except in emergency situations and when no reasonable alternative arterial road is available for access to commercial or industrial uses.

**Policy 6.** If, in the future, a new collector road is constructed in south Waldport from Highway 101 to the industrial zoned land, the City shall consider restricting truck access on Range Drive and Crestline Drive.

## **RECOMMENDED STREET PLAN PROJECTS**

### **A. Street Design Standards (High Priority)**

Street design standards are provisions for the construction of roads. Street design standards are developed for each type of functional classification, i.e. arterials, collectors, and local streets. Waldport street design standards are identified in the following table.

**MINIMUM STREET DESIGN STANDARDS**

Functional Class	Right-of-Way Width	Surface Width	Turn Lane Width	Surface Type	Base Depth	Maximum Grade	Design Speed	Minimum Tangent	Minimum Curve	Curb Type
Principal Arterial	80'	60-80'(1)	14'	(see note #1)		6%		(see note #1)		16"
Minor Collector	60'	36-48'	14"	3" AC	8"	15%		(see note #2)		16"
Local Commercial	50-60'	36-48'	--	3" AC	6"	15%		(see note #2)		12"
Local Residential	50'	24-28'	--	3" AC	6"	15%		(see note #2)		12"

- (1) Design shall be in accordance with Oregon Department of Transportation Design Standards.
- (2) Design shall be in accordance with AASHTO standards.

### **B. Street Maintenance (High Priority)**

Improve and maintain existing streets, i.e. potholes, paving, and striping. Additionally, there is a lack of street identification signs or existing street signs old, faded and difficult to read. On Highways 101 and 34 ODOT may provide street signs are improvements if requested.

### **C. Enforce and Reduce Speeding (High Priority)**

Enforce and reduce speeding at the three main entrances (gateways) into the community including:

- Southbound Highway 101 traffic coming off the bridge;



One potential improvement at this location is for the City to request ODOT to determine appropriate transition speed limits. Currently the southbound speed limit is 55 mph approaching the bridge, whereas a reduced speed of 40-45 mph may be more appropriate prior to the 25 mph speed limit. Additional signage, i.e. "speed zone ahead" may also help.

- Northbound Highway 101 traffic;
- Westbound Highway 34 traffic.

Standards methods for reducing speed include reducing maximum speed limit, enforcement signs, pavement striping, traffic speed detectors, etc. Traffic calming and reduced speeds can also occur through "gateway" improvements, i.e. landscaping, community entry/welcome signs, etc.

**D. Range Drive Improvements (High Priority)**

Widening, eliminating or mitigating curves and sight distance inadequacies, and providing pedestrian/bicycle facilities on both sides of the street.

**E. Highway 101/Range Drive Intersection (High Priority)**

The most important improvement at this intersection is the need for a center turn lane for southbound Highway 101 traffic. Additional improvements may include access improvements to the commercial establishments on the west side of Highway 101 so that access to this commercial area aligns with the realigned Range Drive.

**F. Crestline Drive Improvements (High Priority)**

Continuous pedestrian/bicycle facilities are needed between Highway 34 and the elementary school. Bicycle lanes and pedestrian pathways are preferred on both sides of the street, however, they need to at least be continuous on one side. Initially, it may be more feasible to construct a pedestrian facility (sidewalk or pathway) on the east side of Crestline Drive north of Range Drive, and on the west side south of Range Drive. However, it may be appropriate to extend the pathway along the west side, through Crestline Park, just north of Range Drive. The northern portion of Crestline Drive, where the hill and curves are located, is currently an unsafe section of road, especially for bicyclists and pedestrians.

**G. Maintain Access To Amenities And To Undeveloped Land (High Priority)**

Maintain public access to amenities and to improve connectivity. This includes prohibiting street vacations where they provide access to amenities, i.e. the bay, or provide better connectivity to adjacent land.

**H. Circulation Connectivity with New Development (High Priority)**

Require new development to provide connections to adjacent streets and pedestrian/bicycle facilities. This should occur through the land use application process and include provisions that transportation improvements be constructed concurrent with development, that right-of-way be dedicated, and that connections to adjacent properties occur to ensure future development connectivity.

**I. Access Improvements With Redevelopment (High Priority)**

When redevelopment occurs, ensure adequate and safe access occurs, i.e. ingress and egress issues near intersections such as the service station and auto store at the Highway 101/Highway 34 intersection.

**J. Ensure Transportation Facilities and Services Accommodate Special Needs (High Priority)**

Ensure transportation facilities are in accordance with Americans with Disability Act standards wherever possible, and that public transportation services accommodate special needs, i.e. disabled and elderly.

**K. New East-West Road in South Waldport Connecting Hwy. 101 and Crestline Drive (Medium Priority)**

A new east-west road(s) connecting Highway 101 and Crestline Drive. This would serve the developing industrial area and reduce truck traffic on Range Drive and Crestline Drive. It would also serve the developing residential zoned land and the elementary school, particularly for traffic approaching this area from Highway 101, south of the City. Potential locations include:

- West from Crestline Drive through the industrial zoned land and through land currently located outside the Urban Growth Boundary. This would necessitate an exception to the statewide goal of prohibiting development of new roads outside urban growth boundaries;

- Extend Seabrook Lane east and south, connecting to Crestline Drive south of the Golf Course, i.e. Green Dr.

**L. Highway 101/Starr Street/Norwood Drive Intersection (Medium Priority)**

Starr Street and Norwood Drive intersect Highway 101 in the same location and at an odd angle. Ultimate improvements would include one street intersecting Highway 101 at a ninety degree angle.

**M. Highway 34/Crestline Drive/Mill Street Intersection (Medium Priority)**

The Highway 34/Crestline Drive intersection is offset from the Highway 34/Mill Street intersection. In addition, it is currently confusing and unsafe for eastbound Highway 34 traffic to turn north on to Mill Street. The recommended alternative is to reroute northbound turning traffic from Highway 34 to Broadway Street and prohibit the northbound turn on Mill Street from eastbound Highway 34. If high school redevelopment/improvements occur, consider realigning Crestline Drive to align with Broadway Street.

**N. Highway 34/Bay Street Intersection Improvements (Medium Priority)**

Eastbound Highway 34 traffic exits to the school parking lot at the location where vehicles entering Highway 34 from city hall and the school are stopped for Highway 34 traffic.

**O. Highway 101/Highway 34 Intersection Improvements (Low Priority)**

Improvements will primarily occur with redevelopment to ensure that better ingress and egress is provided to businesses located on or near the intersection. However, improved (safer) pedestrian crossing improvements could occur sooner.

**P. Pavement Striping Improvements (Low Priority)**

Crosswalk, bicycle lane, and fog line improvements to provide better demarcation and vision for motorists.

**Q. Improve the Inadequate Sight Distance at the Curve in East Waldport (Low Priority)**

Inadequate sight distance at the curve near the east edge of Waldport (east of slough bridge, near the RV Park).

**R. Red Ditch Improvements (Low Priority)**

Conduct a study to determine appropriate improvements, i.e. that vary from creating a landscaped drainageway with pedestrian and bicycle path to covering Red Ditch to provide for additional parking.

**S. (South) Highway 101 Continuous Center Turn Lane to Beachside State Park (Low Priority)**

Long term, provide a continuous center turn lane between the seawall and Beachside State Park on Highway 101.

**T. Highway 101/Spring Street Turning Movement Improvements (Low Priority)**

Improvements to prevent southbound Highway 101 traffic from accessing eastbound Spring Street which is currently prohibited but physically possible.

**U. Additional Downtown Parking (Low Priority)**

Provide additional parking for downtown businesses, particularly for Highway 101 businesses. This may occur through a central parking lot(s) located close to downtown businesses. Potential sites, near Hwy. 101, were identified in the planning process. However, a decision was made not to specifically identify (in the TSP) privately-owned parcels that may be utilized for future downtown parking. This decision was made in order to be sensitive to the needs of existing property owners, and to help ensure that land asking prices are not escalated due to a perception that the City is interested in acquiring specific parcels. The City should pursue acquisition of parcels near Highway 101 for additional public parking in the future.

**V. Downtown Access Management and Pedestrian Circulation Improvements (Low Priority)**

Potential improvements include consolidation of driveways and a continuous, consistent pedestrian facility (sidewalk) on both sides of Highway 101 and Highway 34.

**W. Improve Auto, Bus, Bicycle, and Pedestrian Improvements at Waldport High School (Low Priority)**

Better define circulation for automobile, bus, bicycle, and pedestrian circulation and provide additional parking.

## **PUBLIC TRANSPORTATION ELEMENT**

The need for public transportation in Waldport is an intercity system that provides services to Newport, Lincoln City, and the Willamette Valley. Currently, there is a bus/van weekday service that provides two a.m. and two p.m. trips to Newport and Lincoln City. Although this existing service appears adequate to accommodate existing weekday demand, there is a perception that many Waldport citizens are not aware of the existing service. In addition, there appears to be a need for weekend, early morning, and evening public transportation services.

Public transportation services need to accommodate the elderly and transit disadvantaged.

### **Public Transportation Policies**

**Policy 7.** The City of Waldport shall work with ODOT, Lincoln County, the cities of Newport and Lincoln City, and transit service providers to study public transit needs and possibilities.

**Policy 8.** The City of Waldport shall work with special service providers, ODOT, Lincoln County, and the cities of Newport and Lincoln City to secure additional funding and promote transit services that may be underutilized.

**Policy 9.** The City of Waldport shall identify and monitor transportation needs of the elderly and disadvantaged, and attempt to fulfill those needs.

## **PUBLIC TRANSPORTATION PROJECTS**

### **X. Increase Public Transportation Service (High Priority)**

Increase public transit (bus and van) service between Waldport and other cities, i.e. Newport, Lincoln City, Corvallis, Salem, and Portland. Improved public transit service and increased ridership can occur through alternative mechanisms:

- Increasing public awareness of the existing service that currently runs four times a day during the week;
- Increasing public transportation trips to include weekend, early morning, and evening services;
- Physical public transportation-related improvements within Waldport, i.e. ensuring an adequate number and easily identifiable drop-off/pick-up locations; and attractive bus/van shelters with routing and scheduling information.

## **PEDESTRIAN AND BIKEWAY SYSTEM ELEMENT**

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There are two types of pedestrian/bicycle facilities - those associated with the street system and off-street multi-modal pathways. Pedestrian/bicycle facilities associated with the street system are preferred because of funding, maintenance, and safety issues. However, in Waldport it is appropriate to create a pedestrian/bikeway system that incorporates both on-street and off-street facilities. The need for off-street multi-modal pathways is due to the need to provide connections between the upland and lowland areas of the City, the topographic constraints of connecting the upland and lowland areas, and the opportunities for multi-modal pathways through existing utility easements and parkland.

The planned interconnected pedestrian/bicycle system throughout Waldport will provide connections between the lowland and upland areas; connect destinations (activity centers); and provide connections and "loops" for recreational bicyclists, walkers and runners.

### *On-Street Pedestrian/Bicycle Facilities*

Based on need and street characteristics, all streets open for public use should be considered for the potential to improve bicycling and walking. Facilities should safely accommodate the majority of users. Streets designed to accommodate cyclists with moderate skills will meet the needs of most riders with special consideration given to close proximity to school areas where facilities designed specifically for children should be provided. Streets designed to accommodate young, elderly, and disabled pedestrians serve all users well.

Pedestrian/bicycle facilities are considered in the development of street design standards according to functional classifications. The following pedestrian/bicycle facilities are appropriate on the street system in Waldport.

#### *Bicycle Lanes and Sidewalks*

Principal arterial design standards through an urban area include the provision for designated bicycle lanes with a minimum 6-foot width, and 6-foot wide sidewalks. This is appropriate on Highway 101 and Highway 34.

#### *Shoulder Bikeways*

Collector streets (Crestline Drive, Range Drive, and Cedar Street) typically would have shoulder bikeways. Shoulder bikeways are paved shoulders that are adjacent but typically differentiated from the travel lane by a stripe. Paved shoulders are typically 4-6 feet wide according to average daily vehicle traffic (ADT). A four foot paved shoulder is appropriate on streets with an ADT of 400 or less. Shoulder bikeways can also serve pedestrians.

In Waldport, shoulder bikeways are recommended for Crestline Drive and Range Drive. In addition, separate pedestrian facilities (sidewalks or pathways) are recommended on or adjacent to these two street rights-of-way. Bicycle and pedestrian facilities are not recommended on (upper) Cedar Street due to topographic constraints and opportunities for multi-modal pathways in close proximity to Cedar Street. In addition to the collector streets, Broadway Street, located in the "old town" section of Waldport has 5-foot shoulder bikeways.

#### *Shared Roadways*

Shared roadways are appropriate on local streets that do not experience high traffic volumes, i.e. less than 250 ADT. Shared roadways are simply the streets pavement width as constructed and provide for shared motor vehicle, bicycle, and pedestrian usage. Local residential streets in Waldport have shared facilities, although many local residential streets have also have sidewalks. Sidewalks are appropriate on local commercial streets in Waldport.

***Off-Street Multi-Modal Pathways***

Off-street pathways can be paved or unpaved. If unpaved, the surface material should be packed hard enough to be usable by wheelchairs and bicycles. Recycled pavement grindings provide a suitable material and they are usually inexpensive and easy to grade.

Though originally conceived to provide a facility for bicyclists separated from motor-vehicle traffic, paths often see greater use by pedestrians, joggers, and skaters, and sometimes equestrians. The planning and design of multi-use paths must therefore take into account the various skills, experience and characteristics of these different users. Additionally, a primary consideration to designing and constructing the multi-modal pathways in Waldport will be the topography and trying to maintain grades that pedestrians, cyclists, and disabled people can use.

Well-planned and designed multi-use paths can provide good pedestrian and bicycle mobility. They can have their own alignment along drainageways and greenways, and may be components of a community trail system.

Paths can serve both commuter and recreational pedestrians and cyclists. Many inexperienced cyclists fear motor vehicle traffic and will not ride on streets until they gain experience and confidence. A separated path provides a learning ground for potential bicycle commuters and can attract experienced cyclists who prefer an aesthetic ride. Key components to successful paths include:

- Connection to land uses, such as downtown and commercial areas, schools, parks, and other community destinations;
- Well-designed street crossings, with measures such as bike and pedestrian activated signals, median refuges, and warning signs for both motor vehicles and path users;
- Shorter trip lengths than the road network, with connections between dead-end streets or cul-de-sacs; or as short-cuts through open spaces;
- Visibility: proximity to housing and businesses increases safety. Despite fears of some property owners, paths have not attracted crime into adjacent neighborhoods;
- Good design, by providing adequate width and sight distance, and avoiding problems such as poor drainage, blind corners, and steep slopes; and
- Proper maintenance, with regular sweeping and repairs. The separation from motor vehicle traffic can reduce some maintenance requirements, such as sweeping the debris that accumulates on roads.
- Continuous separation from traffic, by locating paths along a river or a greenbelt with few street or driveway crossings;
- Scenic qualities, offering an aesthetic experience that attracts cyclists and pedestrians;

The topographical change between Waldport's lowland and upland creates a challenge in providing a safe, well-connected pedestrian/bikeway system. Limited street connections between the lowland and upland provide limited pedestrian/bikeway opportunities. The steepness of these collector roads also creates challenging ped/bike sections. Because of these limitations it is appropriate to consider off-street multi-modal pathways that will assist in providing a connected pedestrian/bikeway system.

Much of the land between the lowland and upland is steep, heavily wooded, and therefore will remain as open space. The City visualizes this undevelopable area as an open space amenity that becomes part of the parks and open space system. The park lands, combined with existing utility easements, provide opportunities to link the lowland and upland areas with pedestrian/bicycle facilities. In addition, most of the streets that terminate near the park land and utility easements have unimproved trail connections. This includes View Drive, Greenwood Way, Brentwood Drive, and Park Drive. This connection is the shortest and most direct route between the lowland and upland areas.

There are additional opportunities to provide a connected pedestrian/bicycle system through off-street pathways. These opportunities are identified and described below as transportation projects.

**Pedestrian and Bicycle Transportation Policy**

**Policy 10.** Establish an interconnected pedestrian/bicycle system throughout Waldport. The system should provide connections between the lowland and upland areas; connect destinations (activity centers); and provide connections and "loops" for recreational bicyclists, walkers, runners, skaters, and equestrian needs.

**PEDESTRIAN AND BICYCLE TRANSPORTATION PROJECTS**

**Y. Pedestrian Crossings On Highway 101 and Highway 34 (High Priority)**

Provide safe pedestrian crossings at intersections on Highway 101 and Highway 34. Potential crosswalk improvements could include striping and other markings making motorists aware of pedestrians, pavement color and texture improvements, signage, lighting, and curb extensions. Pedestrian crossings on Highway 101 and Highway 34 are recommended at the following locations:

- Highway 101/Highway 34
- Highway 101/Willow Street
- Highway 101 near the Bakery and Flounders
- Highway 101 near the Texaco Station
- Highway 34/Verbena Street
- Highway 34/John Street
- Highway 34/Cedar Street
- Highway 34/Commercial Street
- Highway 34/Crestline Drive

**Z. Arterial and Collector Street Bicycle/Pedestrian Facilities (High Priority)**

Provide continuous pedestrian/bicycle facilities on major streets, i.e. Highway 101, Highway 34, Crestline Drive, Range Drive, and (lower) Cedar Drive.

**AA. Connected Community-wide Pedestrian/Bicycle System**

**AA1. Crestline Drive – Ball Fields Connection (High Priority)**

Crestline Drive to the ball fields (Kyle Field) through existing utility easements and two public park parcels located off Crestline Drive, View Drive, Greenwood Way, Brentwood Drive and Park Drive.

**AA2. Elementary School – Range Drive Connection (High Priority)**

The elementary school to Range Drive via the west side of the golf course. The specific location of this pedestrian/bicycle facility needs to consider the safety of people walking/bicycling through woods.

**AA3. Crestline Drive – Waldport High School Connection (Medium Priority)**

Pedestrian access between Crestline Drive and Waldport High School. There is an existing partial, unimproved pedestrian connection. This connection would likely require right-of-way acquisition or an easement through private property. Due to topographic constraints, this connection would likely be pedestrian-only.

**AA4. Norwood Drive – Range Drive Connections (Medium Priority)**

Connections between residential developments, i.e. from Norwood Drive and Dolores Drive to Kelsie Way and Forest Parkway, along Pacific View Drive, etc. These ped/bike connections would typically occur through the land use application process where the City will require connections concurrent with land development.

**AA5. Kelsie Way – Highway 101 Connection (Low Priority)**

An east-west oriented pathway connection. There is an existing unimproved pathway along this route.

**AA6. Slough Loop (Low Priority)**

An east Waldport loop including a pathway along the slough.

**AA7. Bay Path (Low Priority)**

A pathway along the entire bay frontage (realizing that high tide may restrict access).

## **AIR, RAIL, WATER, AND PIPELINE SYSTEM ELEMENT**

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Air and rail transportation planning is not applicable in Waldport.

Water-borne transportation planning is applicable to the Alsea River and Bay, and the Pacific Ocean. The Port of Alsea provides a major facility for boaters, and will continue to be the primary facility for water transportation. Alsea Bay and the Port of Alsea are primarily used for commercial and recreational fishing, and not as a facility for transport of freight or destination of ocean going vessels.

Pipelines currently carry power transmission lines, cable television, telephone, natural gas, water and sewage. The City encourages the continued use of pipelines to carry goods across City boundaries and for distribution within the City.

## **TRANSPORTATION SYSTEM AND DEMAND MANAGEMENT ELEMENT**

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### **TRANSPORTATION SYSTEM MANAGEMENT**

Transportation System Management (TSM) improvements focus on optimizing the carrying capacity of streets by alleviating congestion and reducing accidents. Examples of TSM strategies include:

- Minimizing the number of access points
- Channelization of turning movements
- Creation of continuous turning and merging lanes
- Raised medians
- Signalization

An important aspect of TSM is that public agencies work closely with affected businesses to fully evaluate impacts from changes to access. In addition, TSM must account equally for the needs of all modes of travel, particularly that bike, pedestrian, and transit movements and safety are not compromised in exchange for improving roadway capacity.

Several TSM strategies are incorporated in this Plan and identified in the Transportation Projects. Examples include access management, intersection improvements, and turn lane improvements.

### **TRANSPORTATION DEMAND MANAGEMENT**

Unlike TSM strategies, which focus on physical changes, Transportation Demand Management (TDM) measures target driver behavior, mode choice and employers to lower the traffic demands on the roads, especially during the peak travel times of the day. Examples of TDM strategies include:

- Alternative or flexible work schedules
- Ridesharing/carpooling
- Transit use
- Bicycling/walking
- Parking management
- Working at home/telecommuting (teleworking)

Transportation Demand Management (TDM) measures identify opportunities to reduce the impact of trips generated by various land uses, particularly during peak travel hours. TDM techniques typically seek to reduce reliance on single-occupancy vehicle trips and promote the use of alternative travel modes by persons accessing a

given area or facility. The Oregon Transportation Planning Rule encourages the evaluation of TDM measures as part of the TSP development process.

TDM strategies often focus on major employers or other sources of traffic that can be influenced through measures such as scheduling changes, or alternative transit opportunities such as carpools and buses. Oftentimes, financial disincentives are included in programs to generate revenue that can be used to support other elements of an overall TDM program. The success of fee parking and other commonly used disincentives is dependent on the environment in which a given employer is located.

Given the small population of Waldport, the TDM measures available to the city are limited in scope as compared to larger metropolitan areas. Typical TDM measures such as fee parking are not practical in a community where employee-paid parking does not exist. Although no major employers are located within the city, residents can still be encouraged to carpool when appropriate. Provision of sidewalks and bicycle lanes will at least provide the community's residents with viable alternative travel modes for some local travel. Development patterns that encourage non-auto-oriented travel should be promoted.

#### **TDM and TSM Policies**

- Policy 12.** The City of Waldport shall adopt land use regulations to limit the location and number of driveways and access points on all collector and arterial roads.
- Policy 13.** The City of Waldport shall ensure that land use actions support the access management policies of the Oregon Department of Transportation (ODOT) along state highways.
- Policy 14.** The City of Waldport shall promote safety and encourage adequate traffic flow along arterials by forwarding speed limit recommendations to the State Speed Control Board.



## **RECOMMENDED WALDPOR DEVELOPMENT CODE REVISIONS**

Several policies and recommendations previously identified in this section should be implemented and regulated through the Waldport Development Code. A list of these recommended improvements is provided below:

### **ACCESS MANAGEMENT PLAN POLICY**

Require new development to minimize direct access points onto arterials and collectors by encouraging the utilization of new local streets that access arterials and collectors, and by encouraging the utilization of common driveways.

### **STREET PLAN PROVISIONS**

#### **Street Design Standards (High Priority)**

Street design standards are provisions for the construction of roads. Street design standards are developed for each type of functional classification, i.e. arterials, collectors, and local streets. Waldport street design standards are identified in the following table.

**MINIMUM STREET DESIGN STANDARDS**

Functional Class	Right-of-Way Width	Surface Width	Turn Lane Width	Surface Type	Base Depth	Maximum Grade	Design Speed	Minimum Tangent	Minimum Curve	Curb Type
Principal Arterial	80'	60-80'(1)	14'	(see note #1)		6%	(see note #1)			16"
Minor Collector	60'	36-48'	14"	3" AC	8"	15%	(see note #2)			16"
Local Commercial	50-60'	36-48'	--	3" AC	6"	15%	(see note #2)			12"
Local Residential	50'	24-28'	--	3" AC	6"	15%	(see note #2)			12"

- (1) Design shall be in accordance with Oregon Department of Transportation Design Standards.  
(2) Design shall be in accordance with AASHTO standards.

#### **Maintain Access To Amenities And To Undeveloped Land (High Priority)**

Require development/redevelopment to maintain public access to amenities and to improve connectivity. This includes prohibiting street vacations where they provide access to amenities, i.e. the bay, or provide better connectivity to adjacent land.

#### **Circulation Connectivity with New Development (High Priority)**

Require development/redevelopment to provide connections to adjacent streets and pedestrian/bicycle facilities. This should occur through the land use application process and include provisions that transportation improvements be constructed concurrent with development, that right-of-way be dedicated, and that connections to adjacent properties occur to ensure future development connectivity.

#### **Access Improvements With Redevelopment (High Priority)**

When redevelopment occurs, ensure adequate and safe access occurs, i.e. ingress and egress issues near intersections such as the service station and auto store at the Highway 101/Highway 34 intersection.

#### **Ensure Transportation Facilities and Services Accommodate Special Needs (High Priority)**

Ensure transportation facilities are in accordance with Americans with Disability Act standards wherever possible, and that public transportation services accommodate special needs, i.e. disabled and elderly.

## **RECOMMENDED PEDESTRIAN AND BICYCLE PROVISIONS**

### **Arterial and Collector Street Bicycle/Pedestrian Facilities (High Priority)**

Provide continuous pedestrian/bicycle facilities on major streets, i.e. Highway 101, Highway 34, Crestline Drive, Range Drive, and (lower) Cedar Drive.

### **Norwood Drive – Range Drive Connections (Medium Priority)**

Provide pedestrian/bicycle connections between residential developments, i.e. from Norwood Drive and Dolores Drive to Kelsie Way and Forest Parkway, along Pacific View Drive, etc. These pedestrian/bicycle connections should occur through the land use application process where the City will require connections concurrent with land development.

## **TRANSPORTATION SYSTEM MANAGEMENT (TSM) AND TRANSPORTATION DEMAND MANAGEMENT (TDM)**

Adopt land use regulations to limit the location and number of driveways and access points on all collector and arterial roads.

Ensure that land use actions support the access management policies of the Oregon Department of Transportation (ODOT) along state highways.

## **POTENTIAL IMPLEMENTATION MECHANISMS**

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There are several potential mechanisms available for implementing transportation improvements in Waldport. This section identifies the potential mechanisms according to the following categories:

- Revenue Resources
- Grants and Loans
- ODOT Funding Sources
- Volunteer Labor and Material Donation

### **REVENUE RESOURCES**

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

#### **Property Taxes**

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

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

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

Measure 47, an initiative petition, was passed by Oregon voters in November 1996. It is a constitutional amendment that reduces and limits property taxes and limits local revenues and replacement fees. The measure limits 1997-98 property taxes to the lesser of the 1995-96 tax minus 10 percent, or the 1994-95 tax. It limits future annual property tax increases to three percent, with exceptions. Local governments' lost revenue may be replaced only with state income tax, unless voters approve replacement fees or charges. Tax levy approvals in certain elections require 50 percent voter participation.

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

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

Measure 50 adds another layer of restrictions to those which govern the adoption of tax bases and levies outside the tax base, as well as Measure 5's tax rate limits for schools and non-schools and tax rate exceptions for voter approved debt. Each new levy and the imposition of a property tax must be tested against a longer series of criteria before the collectible tax amount on a parcel of property can be determined.

#### **System Development Charges**

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

Local governments have the legal authority to charge property owners and/or developers fees for improving the local public works infrastructure based on projected demand resulting from their development. The charges are most often targeted towards improving community water, sewer, or transportation systems. Cities and counties must have specific infrastructure plans in place that comply with state guidelines in order to collect SDCs.

Typically, the fee is collected when new building permits are issued. Transportation SDCs are based on trip generation of the proposed development. Residential calculations would be based on the assumption that a typical household will generate a given number of vehicle trips per day.

Nonresidential use calculations are based on employee ratios for the type of business or industrial uses. The SDC revenues would help fund the construction of transportation facilities necessitated by new development. A key legislative requirement for charging SDCs is the link between the need for the improvements and the developments being charged.

#### **State Highway Fund**

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

#### **Local Gas Taxes**

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

### **Vehicle Registration Fees**

The Oregon Vehicle Registration Fee is allocated to state, counties and cities for road funding. Oregon counties are granted authority to impose a vehicle registration fee covering the entire county. The Oregon Revised Statutes would allow Lincoln County to impose a biannual registration fee for all passenger cars licensed within the County. Although both counties and special districts have this legal authority, vehicle registration fees have not been imposed by local jurisdictions. A disincentive to employing such a fee may be the cost of collection and administration. In order for a local vehicle registration fee program to be viable in Lincoln County, all incorporated cities and the county would need to formulate an agreement which would detail how the fees would be spent on future street construction and maintenance.

### **Local Improvement Districts**

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

## **GRANTS AND LOANS**

There are a variety of grant and loan programs available, most with specific requirements relating to economic development or specific transportation issues, rather than for the general construction of new streets. Many programs require a match from the local jurisdiction as a condition of approval. Because grant and loan programs are subject to change as well as statewide competition, they should not be considered a secure long-term funding source for Waldport. Most of the programs available for transportation projects are funded and administered through ODOT and/or the Oregon Economic Development Department (OEDD).

### **Bike-Pedestrian Grants**

By law (ORS 366.514), all road street or highway construction or reconstruction projects must include facilities for pedestrians and bicyclists, with some exceptions. ODOT's Bike and Pedestrian Program administers two programs to assist in the development of walking and bicycling improvements: local grants, and Small-Scale Urban Projects. Cities and counties with projects on local streets are eligible for local grant funds. An 80 percent state/20 percent local match ratio is required. Eligible projects include curb extensions, pedestrian crossings and intersection improvements, shoulder widening and restriping for bike lanes. Projects on urban state highways with little or no right-of-way taking and few environmental impacts are eligible for Small-Scale Urban Project Funds. Both programs are limited to projects costing up to \$100,000. Projects that cost more than \$100,000 require right-of-way acquisition or have environmental impacts should be submitted to ODOT for inclusion in the STIP.

### **Enhancement Program**

This federally funded program earmarks \$8 million annually for projects in Oregon. Projects must demonstrate a link to the intermodal transportation system, compatibility with approved plans, and local financial support. A 10.27 percent local match is required for eligibility. Each proposed project is evaluated against all other proposed projects in the region. Within the five Oregon regions, the funds are distributed on a formula based on population, vehicle miles traveled, number of vehicles registered and other transportation-related criteria. The initial solicitation for applications was mailed to cities and counties the last week of October 1998. Local

jurisdictions had until January 1999 to complete and file their applications for funding available during the 2000-2003 fiscal years, which begin October 1999.

#### **Highway Bridge Rehabilitation or Replacement Program**

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

#### **Transportation Safety Grant Program**

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

#### **Special Transportation Fund**

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

#### **Special Small City Allotment Program**

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

#### **Immediate Opportunity Grant Program**

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

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

The maximum amount of any grant under the program is \$500,000. Local governments which have received grants under the program include: Washington County, Multnomah County, Douglas County, the City of Hermiston, Port of St. Helens, and the City of Newport.

### **Oregon Special Public Works Fund**

The Special Public Works Fund (SPWF) program was created by the 1995 State Legislature as one of several programs for the distribution of funds from the Oregon Lottery to economic development projects in communities throughout the state. The program provides grant and loan assistance to eligible municipalities primarily for the construction of public infrastructure which support commercial and industrial development that result in permanent job creation or job retention. To be awarded funds, each infrastructure project must support businesses wishing to locate, expand, or remain in Oregon. SPWF awards can be used for improvement, expansion, and new construction of public sewage treatment plants, water supply works, public roads, and transportation facilities.

While SPWF program assistance is provided in the form of both loans and grants, the program emphasizes loans in order to assure that funds will return to the state over time for reinvestment in local economic development infrastructure projects. Jurisdictions that have received SPWF funding for projects that include some type of transportation-related improvement include the cities of Baker City, Bend, Cornelius, Forest Grove, Madras, Portland, Redmond, Reedsport, Toledo, Wilsonville, Woodburn, and Douglas County.

### **Oregon Transportation Infrastructure Bank**

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

### **ODOT FUNDING OPTIONS**

The State of Oregon provides funding for all highway related transportation projects through the Statewide Transportation Improvement Program (STIP) administered by the Oregon Department of Transportation. The STIP outlines the schedule for ODOT projects throughout the State. The STIP, which identifies projects for a three-year funding cycle, is updated on an annual basis. Starting with the 1998 budget year, ODOT will then identify projects for a four-year funding cycle. In developing this funding program, ODOT must verify that the identified projects comply with the Oregon Transportation Plan (OTP), ODOT Modal Plans, Corridor Plans, local comprehensive plans, and TEA-21 planning requirements. The STIP must fulfill federal planning requirements for staged, multi-year, statewide, intermodal program of transportation projects. Specific transportation projects are prioritized based on federal planning requirements and the different State plans. ODOT consults with local jurisdictions before highway related projects are added to the STIP.

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

ODOT also has the option of making some small highway improvements as part of their ongoing highway maintenance program. Types of road construction projects that can be included within the ODOT maintenance programs are intersection realignments, additional turn lanes, and striping for bike lanes. Maintenance related construction projects are usually done by ODOT field crews using state equipment. The maintenance crews do not have the staff or specialized road equipment needed for large construction projects.

An ODOT funding technique that may have future application to Waldport's TSP is the use of state and federal transportation dollars for off-system improvements. ODOT has the authority and ability to fund transportation projects that are located outside the boundaries of the highway corridors. It is expected that this funding

technique will be used to finance local system improvements that reduce traffic on state highways or reduce the number of access points for future development along state highways.

### **Financing Tools**

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

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

### **General Obligation Bonds**

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

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

### **Limited Tax Bonds**

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

### **Bancroft Bonds**

Under Oregon Statute, municipalities are allowed to issue Bancroft bonds which pledge the city's full faith and credit to assessment bonds. As a result, the bonds become general obligations of the city but are paid with assessments. Historically, these bonds provided a city with the ability to pledge its full faith and credit in order to obtain a lower borrowing cost without requiring voter approval. However, since Bancroft bonds are not voter approved, taxes levied to pay debt service on them are subject to the limitations of Ballot Measures 5, 47, and 50. As a result, since 1991, Bancroft bonds have not been used by municipalities who were required to compress their tax rates.



## **VOLUNTEER LABOR AND MATERIAL DONATION**

Volunteer labor and material donation is a potential mechanism for implementing transportation related improvements. This type of implementation mechanism typically should not be viewed as an ongoing long-term solution for making improvements. However, Waldport may have an opportunity to capitalize upon a local resource that could provide volunteer labor. The Mt. Angel Jobs Corps is located just south of the Waldport city limits. One activity that the job corps participates in is community service projects for local jurisdictions. The city should investigate potential opportunities to utilize services provided by the job corps for transportation related improvements.