

Section II
Appendix B
Review of Existing Plans,
Policies, Standards, and Laws
and Assessment of the
Falls City TSP 2013

REVIEW OF EXISTING PLANS, POLICIES, STANDARDS AND LAWS AND ASSESSMENT TOWARD THE 2013 FALLS CITY TSP

Note: All tables referenced in this section refer to Section II unless otherwise noted.

The 2013 Falls City Transportation System Plan (TSP) includes a review of existing transportation plans, studies, and available data produced by federal, state, and local jurisdictions in the past. This review also includes information from the 2010 Falls City Street Improvement Plan. Transportation plans and studies reviewed as part of the 2013 Falls City TSP update include the following:

- Oregon Transportation Planning Rule (TPR) (Oregon Administrative Rule; Chapter 660, Division 012);
- Oregon Bicycle and Pedestrian Plan;
- Polk County Comprehensive Plan, Transportation Element;
- Polk County Transportation System Plan (2009);
- Oregon Downtown Development Association Report (2000);
- Falls City Comprehensive Plan;
- Falls City Zoning and Development Code;
- Falls City Street Improvement Plan including Roadway Inventory (2010);
- Falls City data on recently funded transportation improvement projects
- Falls City Public Works Design Standards;
- Falls City data on building permit and employment and including forecast;
- (Falls City) Bicycle and Pedestrian Way Assessment (1997);
- Portland State University population information and including forecast; and
- Data from US Census.

To follow is a summary of the relevant transportation plans and studies listed above and a description of the key transportation issues that were addressed as part of the 2013 Falls City Transportation System Plan (TSP).

Oregon Transportation Planning Rule (1991) and as amended in 2011

As applicable to the City of Falls City, the Oregon Transportation Planning Rule (TPR) requires local jurisdictions to develop a TSP to accommodate future travel demand resulting from adopted land uses. The plan must accommodate all travel modes in use within the City, be consistent with the Oregon Transportation Plan (OTP), and coordinated with Federal, State and local agencies and various transportation providers.

The TPR requires every local Transportation System Plan (TSP) to assess existing facilities for their adequacy and deficiencies; develop and evaluate system alternatives needed to accommodate land uses in the acknowledged comprehensive plan; and adopt local land use regulations to support implementation of the recommended alternative. The City TSP must also

ensure that its functional classification system is consistent or compatible with those applying to facilities maintained by adjacent jurisdictions.

The TPR includes a requirement for local governments to adopt land use or subdivision regulations for urban areas that, "...provide for safe and convenient pedestrian, bicycle and vehicular circulation, to ensure that new development provides on-site streets and accessways that provide reasonably direct routes for pedestrian and bicycle travel in areas where pedestrian and bicycle travel is likely if connections are provided, and which avoids wherever possible levels of automobile traffic which might interfere with or discourage pedestrian or bicycle travel." Local governments are required to establish their own standards or criteria for providing streets and accessways consistent with the TPR. Examples of these measures include standards for spacing of streets or accessways and standards for excessive out-of-direction travel.

2013 Assessment: While the Falls City Zoning and Development Code includes general requirements to provide safe and convenient pedestrian, bicycle, and vehicular travel; additional measures could be developed to strengthen these standards. For example, additional standards could be provided to require pedestrian accessways at reasonable distances (e.g. every 300-600 feet) between residential developments, schools, parks, commercial areas, through parking lots, etc.). Standards could also be developed in the future to require additional pedestrian amenities (e.g. benches, plazas, lighting, etc.) and internal pedestrian circulation within commercial areas.

While the 2011 State legislative amendments address issues more likely affecting larger communities, the categories listed include the following (excerpted from a September 2011 ODOT Legislative Summary). (The City continued to monitor during the development of the TSP, needed amendments to the City's Zoning and Development ordinances.)

- Planning requirements placed on zone changes that are consistent with locally adopted comprehensive plans.
- Development of practical methods to mitigate the transportation impacts of economic development.
- Analysis required for transportation impacts for urban growth boundary changes.
- Thresholds for required analysis of transportation impacts of project proposals.
- Use of average trip generation rates.
- Analysis required for transportation impacts of comprehensive plan amendments that require improvement to avoid further degradation of transportation facility performance by the time of development.

Oregon and Bicycle and Pedestrian Program (1995)/Oregon Bicycle and Pedestrian Design Guide (2011).

The Oregon Bicycle and Pedestrian Program was adopted by the Oregon Transportation Commission in 1995. Part I of the Oregon Bicycle and Pedestrian Plan (Policy and Action Plan) remains unchanged. Part II of the Plan and its appendices were replaced in 2011 by the Oregon Bicycle and Pedestrian Design Guide (OBPDG) and is considered an element of the ODOT

Highway Design Manual (HDM). The OBPDG now guides bicycle and pedestrian travel planning and design/operation for such facilities.

The OBPDG provides seven (7) chapters that are entitled On-Road Bikeways, Restriping Roads with Bike Lanes Road Diets, Bicycle Parking, Walkways, Street Crossing, Intersections, and Shared Use Paths. According to the Design Guide, “bicycle and pedestrian facilities must be considered at the onset of transportation projects and incorporated into the design process at all stages, so potential conflicts with other modes, topography or right-of-way constraints are resolved early. Bikeways and walkways risk being under-designed if they are considered add-on features.”

The bicycle and pedestrian design document advocates that only under certain circumstances should bicyclists and pedestrians share the same space. While the Guidelines cover both, the separate modes of travel have different issues and construction features.

The American Association of State Highway and Transportation Officials (AASHTO) publishes the Guide for Development of Bicycle Facilities and the Guide for the Planning, Design, and Operation of Pedestrian Facilities. Both AASHTO “guides” are referenced in the OBPDG and may serve as additional resources when designing bicycle and pedestrian facilities. The OBPDG indicates that all ODOT walkway design standards meet or exceed the minimums set by the Americans with Disability Accessibility Guidelines (ADAAG).

2013 Assessment: The City of Falls City does not have a well-connected pedestrian system. Sidewalks are basically limited to North Main Street. As part of the TSP adoption process, the City determined a pedestrian system that will provide safe routes to school and other public facilities such as the library, City Hall, Community Center, and public parks. After locations for sidewalks were identified construction priorities were ranked and listed.

Polk County Comprehensive Plan, Transportation Element (2009)

The Comprehensive Plan for Polk County establishes the official goals and policies related to future development in the County. Review of selected goals are as indicated below with the opening goals being to:

- Provide and encourage a balanced, energy efficient transportation system giving due consideration to all modes of travel consistent with the Polk County Comprehensive Land Use Plan.
- Develop and assist in the development of a safe, convenient, and economic transportation system available to all persons.

Policies under these goals address Air Transportation, Highways, Public Transportation, and items noted in and “Other” category.

An identified Goal 2 is “to maintain an ongoing transportation planning process keyed to meet the needs of the traveling public and coordinated among the state, regional, and local jurisdictions.” Policies applicable to the City include (2.1) coordinating with cities and that the

County will support transportation planning efforts of all municipalities and (2.7) promoting and encouraging carpooling.

Goal 4 (no Goal 3 is indicated in the Plan) is “to implement a level of transportation development which positively contributes to Polk County livability.” Policy 4.5 notes that “aesthetics will be considered when new construction or reconstruction is accomplished on the road network; however, safety needs will not be compromised.”

2013 Assessment: The City of Falls City communicated with Polk County regarding the development of its TSP and the County Public Works Department Director was designated as a reviewer during Falls City TSP document preparation. The City considers in its TSP development all aspects of a multi-modal system (including the element of carpooling) and strives for transportation facilities to be safe, convenient, and economical. Development of a City TSP positively contributes to the City residents and its visitors.

Polk County Transportation System Plan (2009)

The Polk County TSP is a multimodal transportation system plan that includes automobile, bicycle, rail, transit, air, walking and transmission systems (such as pipelines). The Polk County Transportation System Plan includes a county road plan, a bicycle/pedestrian element, an air/rail/water/pipeline element, and a public transportation element. The following goals and policies found in the Polk County TSP relate to the Falls City TSP:

Goal 1: To provide and encourage a balanced, energy transportation system giving due consideration to all modes of travel consistent with Polk County Comprehensive Plan.

Goal 2: To develop and assist in the development of a safe, convenient, and economic transportation system available to all persons.

Policy 2.3. Polk County will ensure that roads for which it has maintenance responsibility are kept in serviceable condition.

Policy 2.5. Polk County will consider the road network as an important and valuable component of the transportation system.

The Polk County 2009 Transportation Plan map (including roadway classifications) indicates Falls City Road westerly from Highway 223 (inside and outside City limits) as a major collector. Bridgeport Road from Highway 223 to its intersection with Waymire Drive (southeast of the City) is listed as minor collector.

Two other County roads listed in the plan include Black Rock Road (roadway portions located within and west of the City) and Socialist Valley Road (roadway portions located within and north of the City) that are both classified as Resource Roads for the roadways outside City limits. Polk County lists such roads as providing “connection between resource areas, and principal and minor arterials. These roads within the County are generally rural and provide access to agricultural and timber roadways, to function in serving areas that contribute to the economic

base of the community event though they may have low volumes of traffic.” The County sections of Socialist Valley Road and Black Rock Road are outside City limits, however, both connect to street sections within the City and to Mitchell Street—a City street.

Traffic volumes (for the year 2009) were presented in the County TSP for the portion of Falls City Road starting at the City’s easterly City limits and continuing to Highway 223. The roadway is listed as a “Higher Volume County Road” (classified by Polk County as a major collector). The Average Daily Trips (ADT) were presented as 2,170. Between the years of 2003 and 2007, there were 33 “crashes” on Falls City Road (all between mileposts zero (0) and 3.82).

In regards to Polk County Road and Intersection Improvement Projects over a 20-year time period (Polk County TSP Table 12, page 10-2), Black Rock Road is listed as needing a “realignment” with an estimated cost of \$3.5 million. Polk County TSP, Table 13 (Polk County Bridge Improvement Projects—page 10-3) indicates the need for a bridge replacement on Falls City Road over Fern Creek (estimated cost of \$1.3 million) and a replacement on Black Rock Road over the Lukiamute River (estimated at \$1.4 million). Page 11-2 (County TSP) notes that “the 2009 TSP does not prioritize the projects. The county prioritizes its projects on an annual basis . . . approved each year with the adoption of the county’s operating budget.”

Polk County TSP notes “Outstanding Actions, Next Steps, and Future Plan Refinements” that include an on-going need to “Coordinate with CARTS and Cherriots for transit services in Polk County” and to “Review need for . . . truck routes.”

2013 Assessment: The Falls City TSP was developed with policies to provide and encourage consideration of all modes of travel while striving to develop and assist in development of safe, convenient, and economic transportation system. Including those goals provides compatibility with the Polk County Transportation System Plan. Future street planning needs to recognize the roadway classification of the connecting roadways under the jurisdiction of Polk County to accommodate the intended levels of trips. Polk County’s ongoing effort to expand transit services for the community is considered important to the City. In the past, the City has also discussed the potential of designating a truck route with the topic needing coordination with Polk County.

Oregon Downtown Development Association (ODDA) Report (2000)

The Oregon Downtown Association (ODDA) was completed in December 2000. It was funded in part by a grant from the Community Response Fund, an in-kind grant from the Oregon Arts Commission’s Art Build Communities Program, and the City of Falls City. The plan includes recommendations for public and private spaces, suggestions for public art, and analysis of business retention and recruitments. The five-member ODDA Resource team met with City officials and staff, County staff, local merchants, property owners and interested individuals.

The Executive Summary created the following categories (summaries with added suggestions from the more detailed text).

- Strengthening the Senses of Place and Community. Create a downtown to serve as the “heart” of the community and a place to gather with a focus on North Main Street.
- Design: Public Space. Create better pedestrian and bicycle linkages throughout the community with traffic calming features and standardized sidewalk widths on North and South Main Streets.
- Design. Private Space. Capture redevelopment opportunities of downtown core with connections to the Little Lukiamute River, the falls (including a crossing footbridge) and City parks including the enhancement of public gathering spaces using the expansion of the Fire Station facility as an example. Move forward on signage (pedestrian scale) for points of interest.
- Design: Public Art. Incorporate public art into the Community and create ways to attract artists to the community.
- Design. Private Space. Work toward façade rehabilitation along Main Street and developing infill properties.
- Market Assessment and Business Mix. Expand the commercial area in multiple ways (meeting needs of residents and commuting population; expanding housing base; and creating new jobs such as small industry, cottage industry, and tourism).

2013 Assessment: Many of the topics are relevant to City developing a TSP and the development allows for the document to better plan for the location of pedestrian (sidewalks) and bicycle (paths)--either for new routes or areas where connections are needed. Planning for the downtown can be directed at creating public space, striving to make it a walkable area, and creating attractive citizen and visitor amenities. Adding a Community Center to the Fire District building created good progress toward efforts mentioned in the ODDA report. Better street signage such as using wayfinding signs supports the community by directing residents and visitors to City services, amenities, and points of interest.

More specifically in regards to the downtown, the City may consider developing specific street standards in an effort to create a more pedestrian friendly environment and can include wider sidewalks; requirements for installing amenities such as benches, hanging baskets, and event kiosks; special street lighting standards; design or building facades addressing location/design of windows and entrances; and creating downtown parking areas/lots.

City efforts should also create a focus on the tourism element noted in the ODDA plan. An example of this element is “capturing” the recreational bicyclists who access the trails to and from the Black Rock area and the “Valley of the Giants.”

Falls City Comprehensive Plan (2001, 2003, 2010)

With the exception of the Transportation Element (2010), the majority of the City’s current Comprehensive Plan was updated by the Falls City in 2001 with additional amendments to the Housing Element in 2003. (Note: There are some references in the Plan itself indicating that the document process began in the late 1970s.) Revisions were acknowledged by the Oregon Department of Land Conservation and Development. The purpose of the Plan is to provide for orderly growth and to encourage development of a community that meets the needs of its current

and future residents. The Comprehensive Plan is the City’s highest policy document and establishes the policy framework for future growth decisions.

LAND USE ELEMENT

The current land use element indicates projections for residential, commercial, and industrial lands. A land use element table also makes an assessment of the projected housing mix for the year 2020. The categories include single-family, multi-family, and manufactured home parks (although in 2013 there are only five multiple family units and no manufactured dwelling parks within the City).

HOUSING ELEMENT

The Housing Element provides housing data from the mid-1990’s with projections to year 2020. The analysis covers the categories of single-family, multi-family, manufactured dwellings, and public-assisted housings. There are five multi-family units at Lukiamute Falls Apartments and no manufactured dwelling parks within City limits. (Further information on housing is provided in the summary of building permit data later in this section of the appendix—Section II of the TSP.)

PUBLIC FACILITIES AND SERVICES ELEMENT

The City’s water, sewerage treatment, storm-water drainage, solid waste, police, fire, and school system facilities are addressed in this Plan element. Evaluation of the services is, however, based upon a 2001 assessment and included minimal updates in 2013.

In 2003, the Fire Department building was expanded to include a Community Center and is now used for many City events.

In 2012, the City began working to update its waste water master plan with a completion date estimated as the summer of 2013.

GOAL 5 (Statewide Planning Goal) RESOURCES

Based upon concerns regarding the type of regulations that might be imposed and even though goals and policies were prepared, the City chose to reconsider in the future Goal 5 resources related to wetlands and riparian areas. No riparian inventory was prepared but it was referenced as areas that “potentially include banks and adjacent areas along the waterways.” A wetland inventory was conducted and the details are available for the City’s later review. (See **Appendix B – Map 1**). The proposal in early 2000 was to provide protection of these resources under a “safe harbor” ordinance. None of the background information or text regarding riparian and wetland areas were adopted with the 2001 Comprehensive Plan amendments.

In regards to other Goal 5 Resources, the City determined following a response from the Oregon Natural Heritage Program (ONHP) found that no rare, threatened, or endangered plant or animal species in Falls City. The State of Oregon has not identified any Scenic Rivers or waterways; wellhead protection, critical groundwater, or groundwater limited areas; recreation trails or natural areas; significant mineral or aggregate resources; or cultural areas. According to the National Park Service, there are no Federal Wild and Scenic River designated within the City.

According to the City’s Comprehensive Plan, “the City recognizes that certain significant resources located within its boundaries contribute to the unique character of the community and are irreplaceable . . . Existing City ordinance establishes an Historic Landmark Commission (*HLC*); a program for identification, evaluation, and designation of historic landmarks; public incentives for preservations of Designated Landmarks; and land use regulations regarding the alteration, moving, or demolition of Designated Landmarks and Historic Resources of Statewide significance.” Some of the activities of the HLC include development of a context statement, adoption of criteria to be used in nominating significant historic resources, preparation of a pre-inventory under a SHPO (State Historic Preservation Office) grant, and development of public incentives for historic protection. (A copy of the SHPO listing is included in **Appendix B - Table 1.**) The Commission has considered “. . . the possibility of recommending an historic corridor along the river (since many of the identified and pre-inventoried structures are on North and South Main streets), including the falls, or an historic overlay district.”

The City evaluated scenic resources in 1979 (using a system employed by the U. S. Forest Service) as part of the comprehensive planning process. “The two-acre (0.81 hectare) city park in the northwest section and the Little Lukiamute River are significant open space resources.”

AIR, WATER, AND LAND RESOURCES QUALITY

References the City’s Comprehensive Plan indicate State requirements for quality standards and requirements. The Air, Water, and Land Resources Quality section was prepared in 2001.

As noted in the Public Facilities and Services Element, the City is working on a plan to address potentially needed upgrades to the sanitary sewer system. For the water system, the State Department of Environmental Quality (DEQ) following an assessment in 2000, identified the only water quality risk for the City as those from forest activities occurring upstream from Falls City. The Oregon Practices Act regulates activities on both private and public forest lands. Natural ground water quality from a regional perspective is generally good, though some groundwater has saline or is high in iron/manganese and arsenic content (Oregon Water Resources 1992).

Currently, there are no registered hazardous waste generators in Falls City. In the 1990’s two leaking underground storage tanks were identified. However, clean-up occurred at both sites.

Brownfields are vacant or underutilized commercial or industrial property where known or perceived contamination has hindered the property’s reuse or redevelopment. In 1997, Falls City requested that the former Atlas Mill site be included in the DEQ Brownfield program. The City wished to redevelopment the vacant 2-acre site into a municipal park. After completing certain testing, DEQ found that the site would be safe for development as a park without clean-up required. Further testing and analysis is required if the City decides to use the site for a more intensive use.

AREA SUBJECT TO NATURAL DISASTERS AND HAZARDS

Seismic hazards are indicated in this section of the City’s Comprehensive Plan and references that Polk County Comprehensive Plan notes the location of a major fault approximately nine (9) miles north of Falls City that continues east and west for several miles. Also noted are other

faults near Valsetz Lake about six (6) miles from the City. According to the Polk County Plan, “there have been two minor (magnitude of 2 or below) earthquakes experienced in northwestern Polk County since 1997.”

A Federal Emergency Management Agency (FEMA) map was updated in 2006 and indicates the flood plain areas for the City. See **Appendix B – Map 2**.

Detailed information about soils in the Comprehensive Plan indicates the presence of weak foundation soils. “The shear strength and load-bearing capacity of many soils . . . have low to very low shear strength and low load-bearing capacity. Shrink-swell potential for most soils . . . are low to moderate.” Information is also provided in regards to types of landslides and notes requirements in regards to wildfires. See **Appendix B – Map 3 – Building Limitations Map**.

Also see summary regarding the Comprehensive Plan, GOAL 5 (Statewide Planning Goal) RESOURCES listed above.

TRANSPORTATION ELEMENT

As part of the development of the City’s 2010 Street Improvement Plan, the City’s Comprehensive Plan was assessed and amended to help implement the City’s Improvement Plan. The City’s existing transportation goals and policies give priority to street improvements that are necessary to achieve safety, lower maintenance costs, and increase efficiency. Constructing or installing connection of the existing streets also needs consideration when development is proposed.

Other sections of the Transportation Element include summaries of the Street Network Plan, Functional Classification of Streets, an inventory and analysis of the Street Network, Traffic Circulation, Street Signage, Street Addressing, Future Street Network Plan, Future Bypass/Truck Route, Street Standards, Bike/Pedestrian Network, Public Transportation, Financing, and a Plan evaluation.

An earlier update to the Comprehensive Plan (2003) noted the need to provide a circulation system that is safe and efficient for vehicle users, pedestrians, and bicyclists. The Plan also notes that wherever possible, streets within the urbanizing need to be extended. However, a policy was added that allows the City to review unused street rights-of-way and certain established factors for when street (right-of-way) vacation may be considered.

Also see, **Falls City 2010 Street Improvement Plan**.

2013 Assessment. According to Step 9 of the Transportation System Plan Guidelines, the City needs a street inventory that identifies certain things. The following additional elements of the City’s Transportation System Inventory were not identified in the Street Improvement Plan. The following categories need integration into the Transportation System Plan.

Air Travel. The 2009 Polk County Transportation System Plan (PC-TSP) (page 7-1) explains that “there is only one public airport in the county. It is a state-owned facility located at the north edge of the City of Independence . . . The airport has maintenance, fuel, and a manned fixed-base

operation seven days a week. It serves general aviation aircraft and has no scheduled airline operations. The airport does not have an instrument landing system, so operations are limited to visual flight rules.” There are several privately owned airports within the County. However, in order to access regular passenger services, individuals need to commute to Cities of either Eugene or Portland.

Rail Service. The closest passenger rail service is Amtrak with a station within the City of Salem. According to the County’s TSP, there are no rail lines that can serve the City as a freight service.

Water System. In conjunction with the maps being prepared for the City’s TSP, City utilities were incorporated into a GIS format based upon records readily available to City staff. The inventory was reviewed by the City Engineer for accuracy and an electronic file prepared.

Transmission Lines (Pipelines). For information about other utilities not under the City’s jurisdiction or ownership, the City relies upon the records and details available from the providers. Such utilities can include natural gas pipelines, electricity, telephone, cable television, and etc.

There are no telephone company cell towers within City limits. Private utilities authorized within the City under franchise agreements include Allied Waste, Pacific Power, Century Link and Charter Communications.

The Transportation Element only included several sentences about Public Transportation. Transportation programs to benefit the elderly, and people with disabilities, and individuals with lower incomes are limited for the residents of Falls City. As documented in the Polk County Transportation System Plan, the closest “fixed route, express, and flexible public transportation provided by the Chemeketa Area Regional Transportation System (CARTS)” is located in Monmouth and Independence. The County TSP continues, “there is no fixed route public transportation system to Falls City . . . The Cherriots Rideshare Program (formerly Salem Rideshare), operating in the Salem-Keizer area since 1975, is available to Polk County residents. The program includes carpool, vanpool, buspool matching service, a preferential parking program, and reduced parking fees for carpools.” It is financed by ODOT and the Salem-Keizer Metropolitan Planning Organization (MPO) from federal Surface Transportation Program (STP) funds.

Polk County TSP notes that in regards to paratransit, “the largest . . . provider in Polk County is the Oregon Housing and Associated Services (OHAS aka ‘Wheels’). Although there are other providers, OHAS unlike the others “is open to the general-public.”

In addition to the transportation system elements listed above and based upon items that are to be listed in a street inventory; there are no park-and-ride locations, Intelligent Transportation System facilities, public transportation services, intermodal connections or facilities, or an ODOT designated Freight Route within City limits.

GOALS AND POLICIES

The Falls City Comprehensive Plan goals and policies relevant to the TSP include the following:

- Residential Land, Policy 2 (excerpted). Residential development shall be encouraged in a compact and efficient manner . . . and facilitate the provision of public facilities and services in an efficient and economic manner.
- Residential Land, Policy 4. Multifamily units should be located close to arterial or collector streets and interspersed with single-family residential when new subdivisions are developed.
- Commercial Land, Policy 3. Commercial centers should be oriented toward pedestrians, with adequate parking provided.
- Commercial Land, Policy 6. The mixing of uses in the commercial area will provide a means of access to transportation, housing and shopping to those persons who need to locate near the various facilities.
- General Goals for Public Facilities and Services. To provide for an orderly, efficient and economical system of delivery of city service and to seek and maintain cooperation and coordination of public services with other governmental agencies.
- Recreational Needs, Policy 5. To support the construction of a trailhead at Michael Harding Park or adjacent city-owned land, with eventual connection to the Coast Trail proposal presently on file with Polk County.
- Energy Conservation, Policy 1. To develop bike and pedestrian paths when feasible.

2013 Assessment: Goals and Policies were updated as the TSP was drafted and decisions were made about street networks, any special street standards, and promoting alternate modes of travel (over the single-occupancy vehicles). Comprehensive Plan goals indicate the City concerns and constraints to the development of the transportation system such as the lack of connection to the south part of the community based upon only one bridge that is constructed to cross the Lukiamute River. Other constraint elements include areas of steep slopes that are greater than 20 percent and areas with the 100-year flood plain.

Falls City Zoning and Development Ordinance (FCZDO)

As part of the development of the City's 2010 Street Improvement Plan, the City's Zoning and Development Ordinance (FCZDO) was assessed and amended to help implement the City's Improvement Plan.

The City's Street Improvement Plan in 2010 indicated the City's need to comply with OAR, Chapter 660, Division 12, Section -45, Paragraph (3)(b)(D) and the need to establish its own standards for local streets and accessways that minimize pavements widths and total right-of-way consistent with the operational needs of the facility. The FCZDO, Subsection 2.207, more specifically addresses this requirement.

The Street Improvement Plan in 2010 indicated that within the Zoning Ordinance are standards for addressing street locations to implement future street policies including design elements. An updated Street Plan is included in **Appendix B – Map 4**.

2013 Assessment: The process to adopt the Street Improvement Plan in 2010 also updated the City's Zoning Ordinance. Revisions included making changes to standards for vision clearance areas and making the requirements compatible with the PWDS, eliminating street standards specific to partitions and subdivisions, incorporating the Local Fire Official in decisions regarding the creation of easements, and establishing a separate street standards section.

The FCDZO was revised during the TSP process to update bicycle parking requirements.

Falls City 2010 Street Improvement Plan (FCSIP)

Overview. The Falls City Street Improvement Plan was adopted on July 2, 2011. Funding for the project was provided by the City of Falls and a grant from the Rural Investment Fund (granted in 2008). Sections of the document include a street inventory, street improvement policies, a plan for a future street network, street design and construction standards, transportation funding sources, and recommendations.

Street Network and Jurisdiction. The City's street network is generally divided into two main sections--north and south of the Little Luckiamute River. Streets in the northern part of the City are generally laid out in a grid pattern. In the southern part of the City, streets are in a more irregular pattern. It should be noted that the primary access road to the City—Falls City Road—is under the jurisdiction of Polk County. Upon entering City limits, the roadway is renamed North Main Street and under the City's jurisdiction. All roadways within City limits are City streets with the exception of Black Rock Road. Polk County classifies Black Rock Road as a “resource road” by Polk County. (Note: There are no transportation facilities under the jurisdiction of the Oregon Department of Transportation (ODOT) within the boundaries of Falls City.)

Deficiencies. The street inventory identified that the majority of streets in Falls City did not meet the City's current street construction standards for pavement width and surfacing requirements. For many streets the width only accommodates one vehicle passing at a time. Most City streets do not have sidewalks. Lack of sidewalks serves as a barrier to providing safe pedestrian access from residential to schools, the downtown, and local parks.

Additionally, within City limits there are a number of undeveloped street rights-of-way that serve as impediments to providing a well-connected and convenient street system. In certain instances these rights-of-way may be unnecessary or impractical to develop based upon topographic conditions.

The plan notes that limitations placed by the availability of only one bridge that crosses the Lukiamute River on Bridge Street and, therefore, creating a public safety hazard. Other missing transportation elements include lack of both a public storm water management system and adequate City-wide street signage. A parallel factor that complicates safety elements of the transportation system is the City's improper street addressing within some areas of the community.

Existing and Future Street Network. The FCSIP includes a Future Street Network Plan to guide overall growth and development of new streets in the future. Streets needed to serve future development funded primarily by new development. The Street Plan was updated as part of the TSP adoption process.

In 2009, City staff conducted an inventory of existing street conditions within Falls City. The street inventory included a summary of the following information:

- *Jurisdiction* – identifies whether or not a street is under the jurisdiction of Falls City or Polk County;
- *Classification* – identifies whether a street is classified as a local (minor), collector or arterial street;
- *Street width* – includes an estimate of the current street width;
- *Surface* – describes whether a street is currently paved or unpaved (gravel);
- *Pavement condition* – describes the current condition of paved streets (e.g. poor, fair, good and very good condition);
- *Curbs and Sidewalks* – identifies whether a street currently has curbs and sidewalk; and
- *Right of way* - includes an estimate of the current street right-of-way width.

See **Section I - Appendix A, Table 2** for the complete street inventory.

Functional Classification

The roadway functional classification system groups City streets into categories based upon the character of service they are intended to provide. Identification of the appropriate roadway functions is the basis for planning roadway improvements and establishing appropriate standards (right-of-way, roadway width, design speed).

The three (3) general types as identified in the Street Improvement Plan included functional roadway classifications described as follows:

- **Arterials** – Intra- and inter-community roadways connecting community centers with major facilities. In general, arterials serve both through traffic and local traffic. Access should be partially controlled with infrequent access to abutting properties.
- **Collectors** - Streets connecting residential neighborhoods with smaller community centers and facilities as well as access to the arterial system. Property access is generally a higher priority for collector arterials; through-traffic movements are served as a lower priority.
- **Local (Minor) Streets** - Streets within residential neighborhoods connecting housing (also can be commercial, industrial, etc.) with the arterial system. Property access is the main priority; through traffic movement is not encouraged. (Note: This level of street classification was updated during the TSP adoption process.)

The FCSIP lists N. and S. Main, Mitchell, Bridge Streets and Sheldon Avenue as arterials. Falls City Road (outside City limits), the main access to the City, is designated as a major collector by Polk County.

For collector streets, the FCSIP lists Ellis, Lombard, Clark, Parry, Terrace and Montgomery Streets and Chamberlain Road as collector streets. North Main Street provides access to local streets on the

north side of town and access to Bridge Street, the only vehicle bridge currently available to access the area of town located south of the Little Luckiamute River.

The remainder of the City's street system listed in the Street Improvement Plan classifies the remaining streets as local streets that provided direct access to the adjoining land uses.

As part of the TSP adoption process the functional classifications of the Street Improvement Plan were updated. See **Appendix B – Map 4**.

Funding. The Street Improvement Plan indicated potential funding source available to the City in 2010 and included recommendations based upon evaluation of the different options. Funding options were reviewed during the adoption process of the City's TSP and Section I, Chapter 5, includes updated materials.

A Street Inventory (2009) matrix and cost estimates for streets improvements were provided that were also updated during the TSP adoption process.

Key Transportation Issues (as identified in the Plan): Updates to the Plan adopted in 2010, indicated the need for the City to consider vacating unused rights-of-way (ROW) based upon certain factors such as being consistent with the City's transportation goals and policies, it being a ROW not identified on the "Future Street Network," the ROW not being needed for private or public utilities (that could be reasonably accommodated by an easement), and the vacation not being detrimental to public health, safety, and welfare.

Another item presented was to pursue traffic calming techniques for neighborhood and local streets to reduce speeds and dust and to create more livable neighborhoods.

2013 Assessment: Identified key transportation issues that need to be or were addressed in the City 2013 TSP are listed in the above paragraphs.

Falls City Public Works Design Standards (PWDS)

As part of the development of the City's 2011 Street Improvement Plan, the City's Public Works Design Standards were assessed and amended to help implement the City's Improvement Plan.

2013 Assessment: The City prior to 2010, used the PWDS prepared by another jurisdiction. As part of the 2010 Street Improvement Plan the City revised the document and adopted standards applicable to installation of transportation facilities within the City of Falls City. Topics covered include plan submittal requirements; specifications for construction materials and use of alternative materials and methods; improvement levels by street classifications and including cul-de-sacs, turnarounds, and stub streets; requirements for street alignments, street grades, curbs and gutters, sidewalks, driveways/driveway approaches, intersections, and street lighting; and specifications for clear vision areas and monumentation.

Revisions in the 2013 TSP include modifications to street classifications and design standards and adding requirements for bicycle parking.

Falls City data on building permit and employment and including forecast

2013 Assessment: The City’s Comprehensive Plan indicated the number of housing construction between the years of 1995 and 2001 with a total of new units of 38 (six (6) year period of time) with the larger increases between the years of 1995 and 1997). Recent building permit (for 2002 through 2006) data was not readily assessable. Limited information was obtained from Polk County Community Development Department for the dates of April 2007 through December 31, 2011. The following information (**Appendix B - Table 2**) indicates the number of new single-family development issued during that time frame including site built single-family dwellings and manufactured homes.

**Appendix B - Table 2
Building Permits issued: 2007-2011**

YEAR units per year	Single-Family Dwellings	Manufactured Dwellings	Total # of
2007 (April - Dec	2	1	3
2008	2	2	4
2009			
2010	1		1
2011			
Total (5 year period)	5	3	8

Source: Polk County Community Development Department/MWVCOG

The number of permits issued for single-family residences totals 8 for the five (5) year period. A projection assumption could be made for two (1.6) new dwellings per year for the planning document time period. Using that estimate, the community can anticipate an additional 48 additional dwelling through the end of 2036.

Another alternative is to use the population projection for the year 2036 (1,481) and subtract the 2011 estimated population (947--certified by PSU in March of 2011) and divide the difference (534) by the average household size of 2.59 (Census data) and that calculates to 206 housing units. For a 25 year time period, the number of housing units indicates the number of dwellings per year as 8.24. See **Appendix B – Table 3**.

**Appendix B – Table 3
Average Number of Dwelling Units (DUs) per year between 2011 and 2036**

Population - 2011	Projected Population - 2036	Average Household Size	Difference in population	Estimated DUs per year to 2036
947	1,481	2.59	534	8.24

Source: US Census PSU, and MWCOG (2012)

Appendix B -Sectio 4 presents a higher estimate for the number of households. However, based upon the development restrictions because of the limitations of the City’s current sanitary sewer system, it is advisable to use the estimates presented in **Appendix B – Table 2** for planning purposes. At which time more capacity is provided for accommodating waste water, the City can re-assess it projections for dwelling units.

An assessment of commercial and industrial activities uses the land inventories of the Comprehensive Plan in comparison with the population projection (**Appendix B – Table 4**). The Comprehensive Plan indicates for the year 2020 a surplus of .21 acre for a commercial land supply and a 1.1 acres surplus for an industrial land supply.

Appendix B - Table 4
Assessment of Commercial and Industrial Land (2011 to 2036)

Population Change	Commercial Ratio	Needed Land
534	0.009	4.8 acres
Population Change	Industrial Ratio	Needed Land
534	0.04	21.36 acres

Source: Mid-Willamette Valley Council of Governments (2012)

(Falls City) Bicycle and Pedestrian Way Assessment (1997)

In 1997, the City Engineer (John D. McGee) submitted to the Mayor the results of an investigation into the “possibility of upgrading/constructing bicycle and pedestrian ways.” The Assessment summarized Federal, State, and local laws, plans, rules and standards. Although the information is dated, it continues to support the need for pedestrian and bicycle facilities within the Community. An interesting statement is that “as petroleum products increase in cost, the energy efficient forms of transportation such as bicycles and walking will become more important”—a point even more relevant in today’s economy.

In preparation of the Assessment an inventory was completed for “each of the existing walkways in Falls City . . . As part of the inventory the width and length of all segments of walkways that were visible were physically measured. The general condition was also noted.” A rating system was developed and noted on page 5 of the report. See **Section II, Appendix A, Table 1**. Pages 11 through 16 provide the details of the inventory.

The Assessment covers “Inventory Shortcomings and Possible Solutions” (Page 5). The number of miles for sidewalks is explained noting that the “focus of enhancing pedestrian ways should initially be concentrated on areas which will be likely to receive the highest volume of traffic (schools, business’, postal facilities, church, etc.).” The City Engineer determined that prioritizing those areas could be referenced as a Phase I. Phase II could then “. . . be designated as the residential areas with the greatest population distribution adjoining Phase I areas.” The document notes the need to meet requirements according to the Americans with Disability Act (ADA).

2013 Assessment: Updated laws, rules, and standards were partially addressed in the City 2010 Street Improvement Plan and further information provided as part of the TSP. However, the inventory and rating continue to be of value in assessing the City’s pedestrian and bicycle transportation needs.

To further assess the pedestrian and bicycle networks, the City and the Falls City School District could pursue a grant from the federal Safe Routes to School (SRTS) program or participate in its Outreach Program. In order to develop an understanding of the routes by which students travel to school; a team of school, City government representatives, and community members identify classroom population, conduct surveys to assess parental “attitudes” about children walking to school, survey the route areas, and provide community involvement sessions to assess the efficiencies and deficiencies establishing the plan.

Population Data

U. S. Census Bureau

**Appendix B – Table 6
American Fact Finder (AFF)
2006-2010 American Community Survey 5-Year Estimates**

Household by Type (Estimates)

Selected Social Characteristics, 2006-2010

Total Households:	381	
Family households	288	75.6%
Households with children under 18 years of age	114	29.9%
Households with one or more people 65 years or older	133	29.4%
Nonfamily households	93	

School Enrollment (Estimates)

Kindergarten	3	1.0%
Elementary (grades 1 – 8)	120	39.0%
High School	122	39.6%

Disability Status/Non-Institutionalized

No numbers provided

Employment Status (Estimates)

Population 16 years of age and over	870	
Civilian labor force	458	52.6%
Employed	412	47.4%
Unemployed	46	5.3%

Commuting to Work

Workers 16 years of age and over	402	
Drove alone	320	79.6%
Carpooled	56	13.9%
Walked	3	0.7%
Worked at home	15	2.0%

Mean travel time (minutes)	32.3	
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Occupation

Population 16 years and older	412	
Management, business, science, and arts occupations	75	18.2%
Service occupations	89	21.6%
Sales and office occupations	71	17.2%
Natural resources, construction, and maintenance occupations	101	24.5%
Production, transportation, and material moving occupations	76	18.4%

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Industry

Population 16 years and older	412	
Agriculture, forestry, fishing and hunting, and mining	19	4.6%
Construction	64	15.5%
Manufacturing	55	13.3%
Wholesale trade	0	0.0%
Retail trade	62	15.0%
Transportation and warehousing, and utilities	15	3.6%
Information	10	2.4%
Finance and insurance, and real estate and rental and leasing	16	3.9%
Professional, scientific, and management, and administrative and waste management services	23	5.6%
Educational services, and health care and social assistance	101	24.5%
Arts, entertainment, and recreation, and accommodation and food services	6	1.5%
Other serves, except public administration	10	2.4%
Public administration	31	7.5%

Percentage of Families and People Whose Income in the Past 12 Months is below poverty level

All families	17.4%
Ages 18 to 64 years	21.3%
65 years and older	16.8%

Housing Occupancy

Total housing units	433	
Occupied	381	88%
Vacant	52	12%
Homeowner vacancy rate		3.4%
Rental vacancy rate		0%

Total housing units

Total housing units	433	
Built 2000 or later	31	13.4%
Built 1980 to 1999	82	18.9%
Built 1960 to 1970	68	15.7%
Built 1940 to 1959	32	7.4%
Built 1939 or earlier	193	44.6%

Housing Tenure

Owner-occupied	273	71.7%
Renter-occupied	108	28.3%

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Vehicles Available

No vehicles available	14	3.7%
1 vehicle available	104	27.3%
2 vehicles available	116	30.4%
3 or more vehicles available	147	38.6%

Value (Housing)

Owner-occupied	273	
Less than \$50,000	13	4.8%
\$50,000 to \$99,999	55	20.1%
\$100,000 to \$149,000	90	33.0%
\$150,000 to \$199,000	80	29.3%
\$200,000 or more	35	12.9%

Gross Rent

Occupied units paying rent	93	
Less than \$500	6	6.4%
\$500 to \$749	44	47.3%
\$750 to \$999	28	30.1%
More than \$1000	15	16.1%

Sex and Age

Total Population	1073	
Male	541	50.4%
Female	532	49.6%
19 years and under	221	31.0%
20 to 24 years	51	4.8%
25 to 34 years	102	9.5%
35 to 44 years	101	9.4%
45 to 54 years	186	17.3%
55 to 59 years	80	7.5%
60 to 64 years	91	8.5%
65 and older	131	11.6%

Median age 40.8 years

Race

95.6 percent of the population is white
 Hispanic or Latino and Race = 32 in number

U. S. Census Bureau

**Appendix B – Table 7
General Population and Housing Characteristics: 2010
2010 Demographic Profile**

<u>Total Population</u>	947	
Ages under 5 to 19	240	25.3%
Ages 20 to 64 years	553	58.5%
Ages 65 and older	154	16.3%
 <u>Median Age</u>	 43.5	
 <u>Race</u>		
Total Population	947	
White	867	91.6%
Black or African American	1	0.1%
American Indian/Alaska Native	22	2.3%
Asian	4	0.4%
Native Hawaiian/Other Pacific Isl.	1	0.1%
Some other race	17	1.8%
 <u>Household by Type</u>		
Total Households	366	
Family households	261	71.3%
Male householder	24	6.6%
Female householder	38	10.4%
Households with under 18 yrs	111	33.3%
Households with 65 yrs +	114	31.1%
 Average household size	 2.59	
 <u>Housing Occupancy</u>		
Total housing units	395	
Occupied	366	92.7%
Vacant	29	7.3%
 Homeowner Vacancy Rate		1.6%
Rental Vacancy Rate		2.9%
 Average household size (owner-occupied)	 2.49	
Average household size (renter-occupied)	3.03	

2013 Assessment: The information presented in **Appendix B – Tables 6 and 7** are the most readily available from the sources as indicated. (Comparison should not be made between the U. S. Census Fact Finder estimates and the U. S. Census data because they are collected and tabulated differently.)

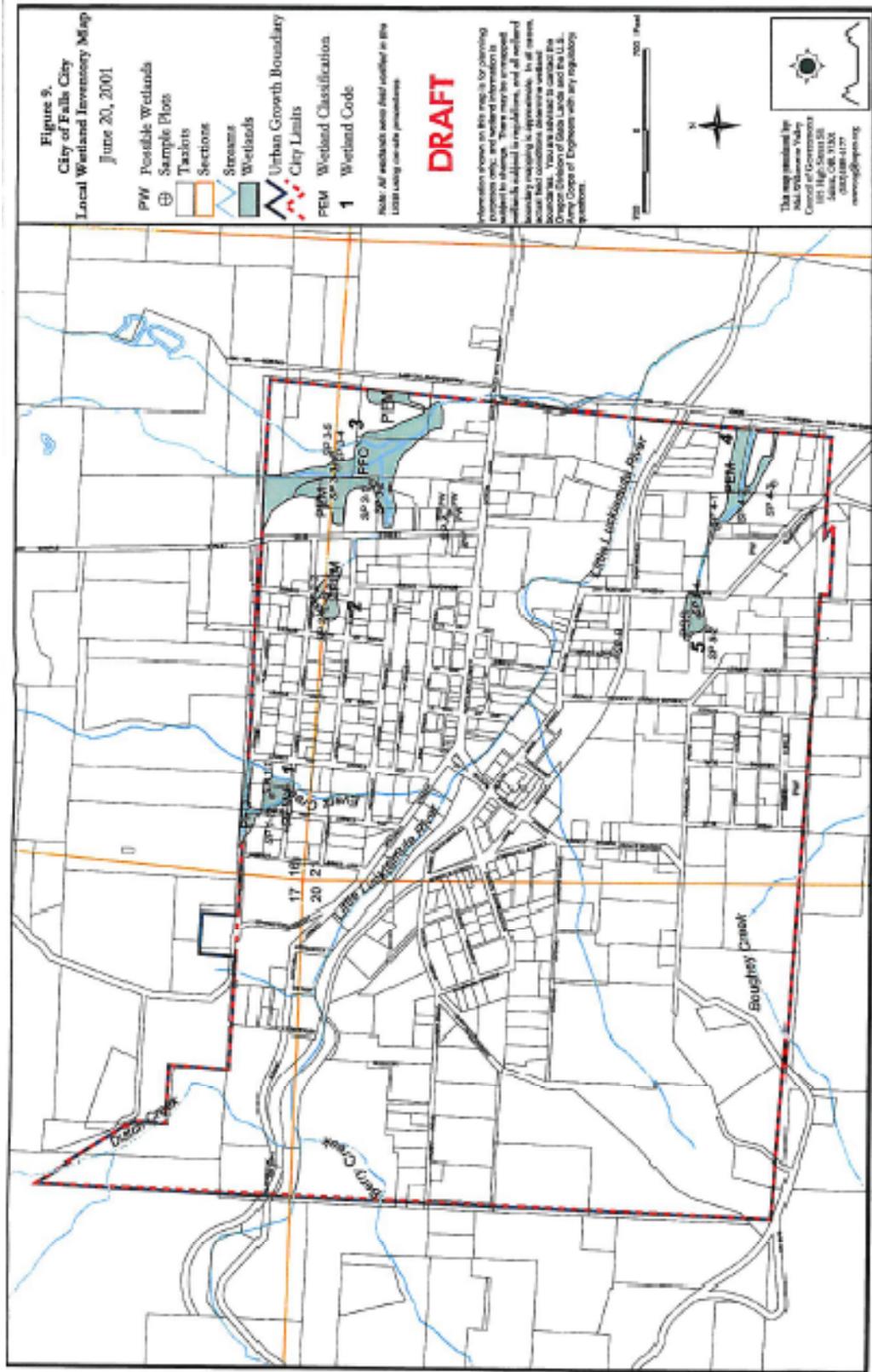
In summary of some of the presented information, the 2010 population is 947 (also certified by PSU in March 2011) with the number of housing units ranges from 395 (Census) to 433 (AFF). The City has an average of 2.59 persons per household. The estimated increase in population between the years 2011 and 2036 is 534.

Population coordination between the City and County occurred during the Polk County's update of its TSP. As presented in the County TPS and using the City's percentage of the County's population the estimated population for Falls City the year of 2036 is 1,481. (The tabulation utilized the Oregon Office of Economic/PSU Analysis prepared in 2004 with County estimates provided for the years 2035 and 2040).

Almost 80 percent of the employed individuals drive to work alone with a mean travel time of approximately 32 minutes.

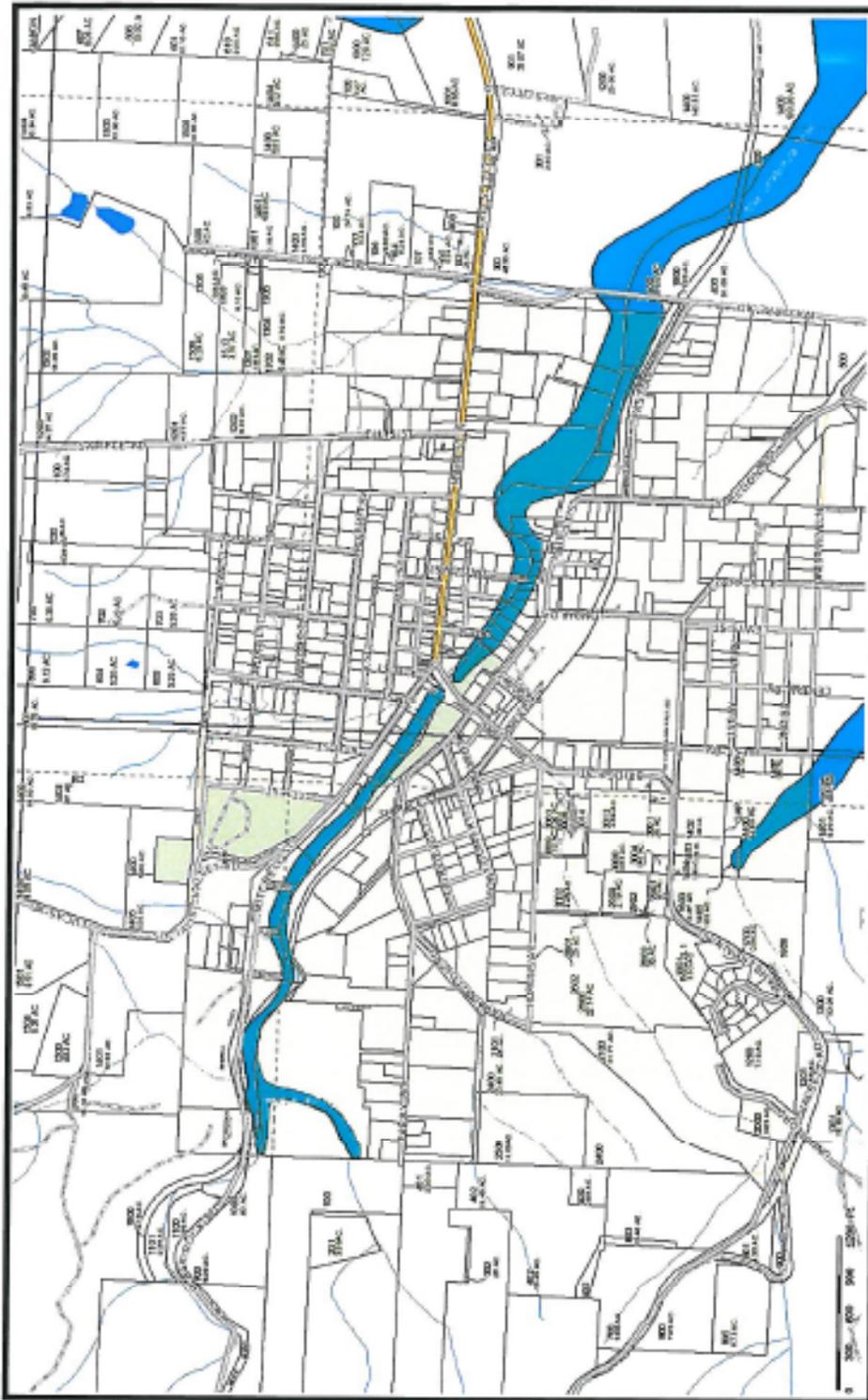
Families living below the poverty level is over 17 percent but no numbers were listed for individuals with disabilities. For the portion of population that is retirement age or older, the percentage range is between 11 and 16 percent. It is estimated that slightly more than 5 percent of the population is unemployed and almost 4 percent do not have vehicles. These groups of people may more readily need public transportation opportunities.

Appendix B – Map 1 – Local Wetland Inventory Map



Falls City Flood Plain Map

Appendix B – Map 2

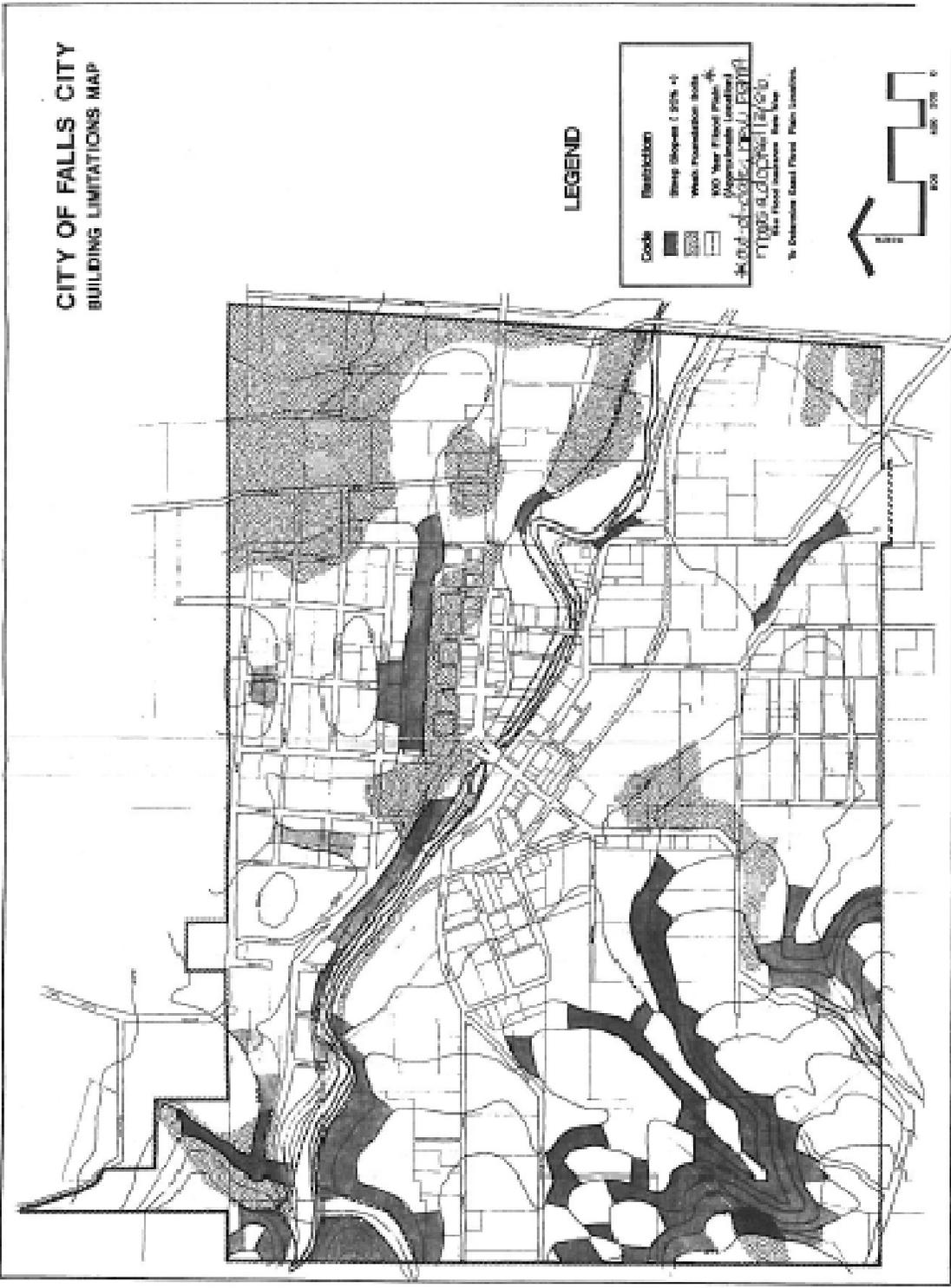


Polk County Web Maps v. 2.0

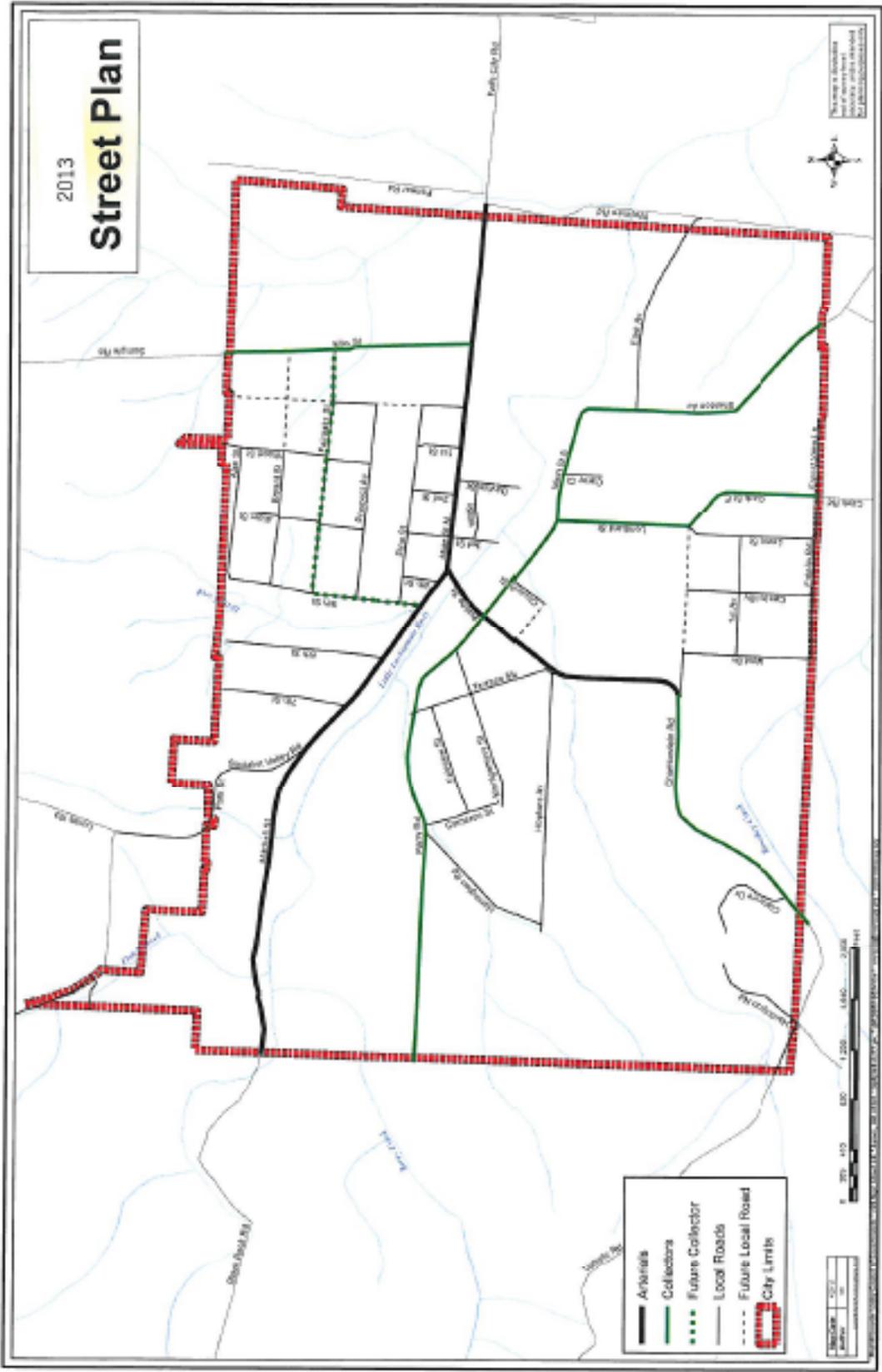
Disclaimer: This map was produced using Polk County GIS data. The GIS data is maintained by the County to support its governmental activities. This map should not be used for survey or engineering purposes. The County is not responsible for map errors, omissions, misuse or misinterpretation.

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APPENDIX B - MAP 3



APPENDIX B – Map 4



Falls City Transportation System Plan

Appendix B - Table 5 - 1997 Bicycle and Pedestrian Way Assessment

Adapted from: Bicycle and Pedestrian Way Assessment - City of Falls City, Oregon (*9/19/97)

Prepared by: John McGhee

(*comments on latter improvements inserted)

The inventory of existing walkways was a matter of locating, measuring and noting the condition in place. Since a number of varying conditions were encountered, the following code system was developed.

G = Good: Walkway passable for all users.

B = Broken: Typically fractured and uneven surface, which would probably be difficult for disabled person to negotiate.

C = Cracked: Surface cracks often with vegetation protruding.

U = Uneven surface: Surface irregularities which could make negotiation difficult for the disabled.

H = Heaved: heaved surface indicates that a portion of the walkway has encountered a force which has resulted in adjacent walkway sections not be coplanar. An example is a section of walkway where tree roots have lifted one section to an expansion joint, leaving two to three inch lip in the direction of travel.

In addition to these designations, unique conditions were noted by area. Unless otherwise noted, walkway material is Portland Cement Concrete (PCC).

General location of existing walkways: Falls City has relatively few existing walkways. Fortunately, most area in areas where pedestrian traffic is likely to occur (i.e. schools, shopping areas and Post Office. The location of sidewalks is listed in terms of street name, as well as, facility vicinity.

STREETS (with numbered streets first and others in alphabetical order)

Third (3rd) Street (adjoining North Main Street)

Third Street perpendicularly intersects with North Main Street. On the North Side of North Main Street, Third has walkways on both the East and West side. Each are 100 feet long. The East side walk is six (6) feet wide of cracked asphalt concrete. The West side walk is four (4) feet wide of cracked PCC. Along Third on the South side of North Main, there is 45 feet of PCC 4 feet in width.

Bridge Street (connects North Main Street to the South side of Falls City)

The bridge on Bridge Street is 166 feet long. Both side have a walkway 3.5 feet in width. Neither end of either side has an access ramp. Both ends have significant abrupt ledges. The minimum ledge is three (3) inches high.

Lombard Street (Residential collector)

Mid-way down the East side of Lombard Street, there is a section of PCC which 235 feet long and five (5) feet wide. It is in good condition and does not connect to another walkway at either end.

Mitchell Street (adjoining North Main at Bridge Street)

On the north side of Mitchell Street there is approximately 75 feet of an eight (8) wide PCC walkway extending from Fourth (4th) Street to North Main Street. The end which intersects with Fourth (4th) Street has no ramp or curb cut. There is a relatively large accumulation of debris deposited at the end which would create a significant challenge for some users. The entire length of the walkway is cracked and broken.

North Main Street (businesses and high school)

Note: In 2006, the City completed street and sidewalk improvements from Ellis Street to Bridge Street on both the north and south sides of the streets that substantially alters the 1997 Bicycle and Pedestrian Way Assessment. An updated 2012 Street Inventory provides the status of the sidewalk facilities.

Parry Street (adjacent Post Office)

The walkway on Parry Street is four (4) feet wide, is on the South side and runs generally east and west. The East end is near the intersection of Bridge and Parry Streets. The East end terminates abruptly with no access ramp near Bridge Street. There is a section 40 feet in length that transitions to a parking lot driveway curb cut 64 feet in width, then a section 66 feet in length followed by another driveway cut 54 feet wide, and then a section 30 feet long. Both driveways have side slopes that appear to exceed the ADA 2 percent maximum.

Prospect Street (Falls City Grade School)

On the south side of Prospect Street there is approximately 270 feet of a PCC walkway. All but the western end terminates at grade on a gravel street shoulder. There is a striped crosswalk across the street near the main entrance to the school. No curb-cut or ramp exists at the crosswalk. The crosswalk terminates at the graveled shoulder on the north side of the street. The east end of the walkway terminates with a non-standard ramp. The ramp does not comply with the ADA standards. In particular, the side slope exceeds the 2 percent maximum.