



Falls City Street Improvement Plan

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Executive Summary

Currently there are a number of unpaved and substandard streets within the city limits. Not only do these streets serve as barriers to development and redevelopment opportunities, in many instances they also present safety hazards to motorists, pedestrians and bicyclists.

In 2008, the City of Falls City received a Rural Investment Fund grant to complete a street improvement plan. The purpose of the Falls City Street Improvement Plan is to inventory and identify needed street improvements and to identify potential funding mechanisms that may be used to prioritize and complete street improvement projects. The Street Improvement Plan also includes amendments to the City's Comprehensive Plan, Zoning Ordinance and Public Work Design Standards needed to implement the Plan.

MWVCOG completed a street inventory in 2009 to identify current street improvement widths, pavement conditions and right-of-way widths. The inventory shows the majority of streets in Falls City do not meet the City's current street construction standards for pavement width and surfacing requirements. Additionally, within the city limits there are a number of undeveloped street right-of-ways that serve as impediments to providing a well-connected and convenient street system. In certain instances these right-of-ways may be unnecessary or impractical to develop based upon topographic conditions. Most city streets do not have sidewalks, which serves as a barrier to providing safe pedestrian access from residential areas to schools, the downtown and local parks.

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. One funding mechanism that can be used to fund local street improvements is the formation of Local Improvement Districts (LIDs). Under a LID, a street or other transportation improvement is built and the adjacent properties that benefit from the improvement are assessed a fee to pay for the improvement. The Street Improvement Plan includes a map of ten (10) potential LIDs within the City based upon geographic areas that rely on a common set of streets for access. Non-remonstrance agreements (an agreement by a property owner to participate in future street improvement projects) may be used to help facilitate the formation and participation in LIDs in the future.

The Street Improvement Plan also includes a Future Street Network Plan to guide the overall growth and development of new streets in the future. Streets needed to serve future development will be funded primarily by new development.

While funding sources continue to be limited for city street improvements, there are a number of federal, state and local transportation funding and financing sources that may be used to complete street improvement projects. A complete list of these resources may be found in Chapter 6.

Chapter 1: Introduction

The City of Falls City currently has a number of unpaved and substandard streets within the city limits. Many streets are not of sufficient width to allow two cars to pass and present potential safety hazards to the public and future development within the city.

In 2008, the City of Falls City received a grant award from the Rural Investment Fund (RIF) to complete a street improvement master plan. The purpose of the plan is to identify and prioritize needed street improvements within the city. The main objectives of the Plan include:

- Inventory current street conditions.
- Identify needed street improvements consistent with the goals and policies found in the Transportation Element of the City's Comprehensive Plan.
- Consider potential transportation funding and financing mechanisms such as, Local Improvement Districts (LIDs) to complete needed street improvements.
- Designate future street locations and extensions of existing streets to help guide the design of future development.
- Review street design and construction standards and updated as needed.
- Develop updates to the Falls City Comprehensive Plan, Zoning and Development Ordinance and Public Works Design Standards needed to implement the Plan.

The Plan covers six (6) main topics. Chapter 2 describes the existing city street network, including an inventory of current street conditions. Chapter 3 discusses street improvement priorities and recommends the creation of potential Local Improvement Districts (LIDs) as a mechanism to fund street improvement projects throughout the city. Chapter 4 describes future street improvements needed to provide safe and convenient transportation within the city. Chapter 5 includes a review of the City's existing street design and construction standards and recommends changes to these standards. Chapter 6 describes additional funding sources available for transportation improvement projects. Chapter 7 concludes with a list of recommended actions the City should take to implement this plan.

Chapter 2: Street Inventory

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.

Appendix A includes the complete street inventory.

Existing Street System

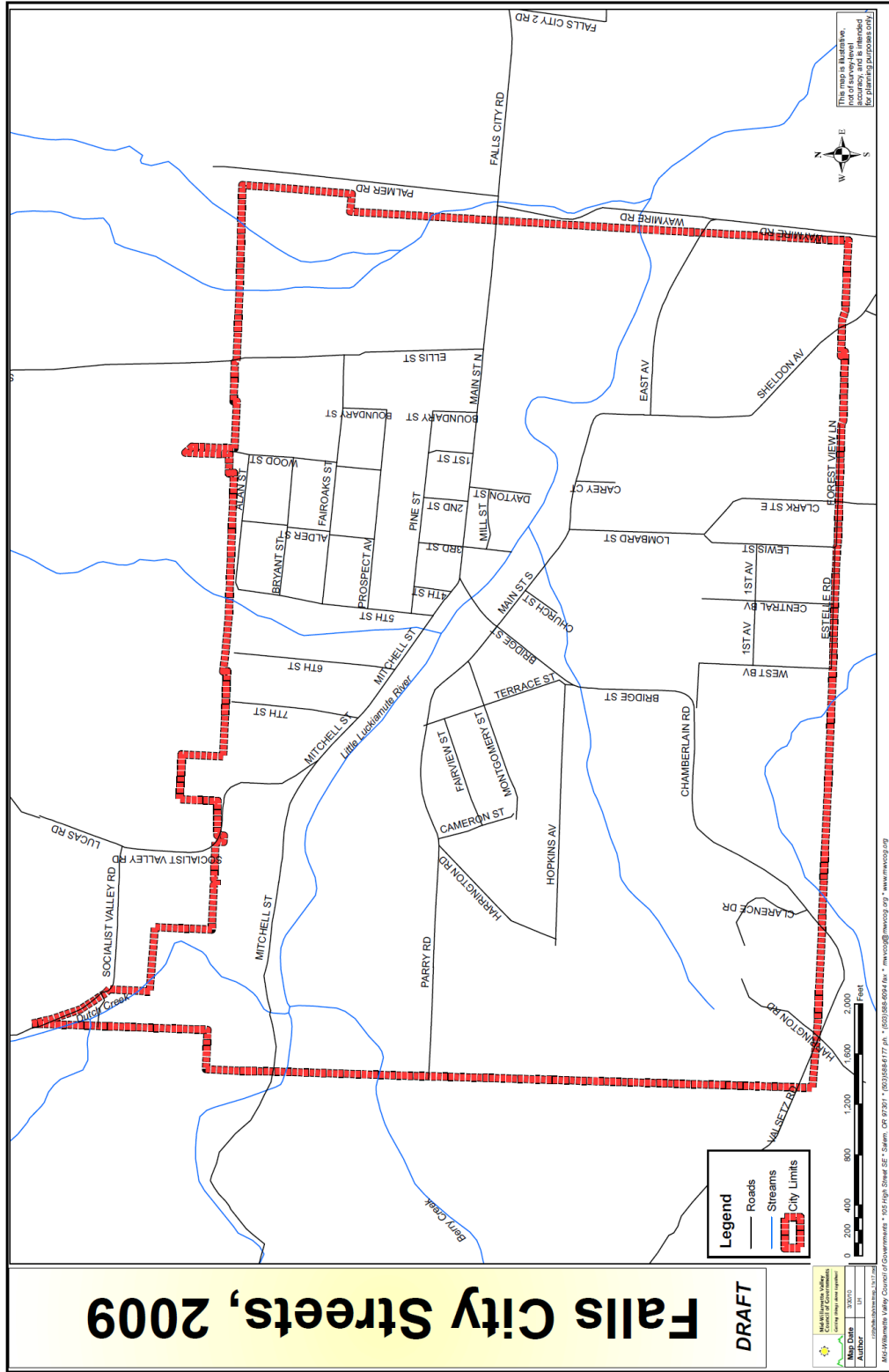
The city street network is generally divided into two main sections north and south of the Little Luckiamute River. Streets in the northern part of the city are generally laid out in a grid pattern. In the southern part of the city, streets are in a more irregular pattern. Falls City Road serves as the primary access road to the city and is under the jurisdiction of Polk County to the east city limits. Once inside the city limits, Falls City Road turns into North Main Street and is under the jurisdiction of Falls City.

The remaining public roads within the city limits are maintained and under the jurisdiction of Falls City with the exception of Black Rock Road, which is located at the west end of Mitchell Street. Black Road is classified as a resource road in the Polk County Transportation System Plan (TSP). According to the Polk County TSP, resource roads provide a connection between resource areas, and principal and minor arterials. These roadways are generally rural and provide access to agricultural and timber roadways, to facilitate movement of goods and services. Resource collectors provide an important and needed function in serving areas that contribute to the economic base of the community even though they may have low volumes of traffic.

Figure 1 includes a map of the existing city street network.

Figure 1

Falls City Streets, 2009



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 of roadway functional classifications are 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.

The Transportation Element of the Falls City Comprehensive Plan does not currently designate any streets in the city as arterials. Falls City Road, the main access to the City, has been designated as a major collector by Polk County.

N. Main Street is currently the only city street designated as a collector street. N. 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 is comprised of local streets that provide direct access to the adjoining land uses.

City staff recommends upgrading the following streets to collector and arterial street status:

Arterial Streets:

- N. Main Street
- Mitchell Street
- Bridge Street

Collector Streets:

- S. Main Street
- Ellis Street
- Lombard Street

- Clark Street
- Parry Street
- Chamberlain Street
- Sheldon Avenue.

Existing Street System Deficiencies

Traffic circulation is impeded in the City, not by high traffic volumes, but because of **limited development** of platted streets. Many streets only have a paved or graveled area wide enough to accommodate one car at a time. In many cases, street right-of-ways have not been developed for the full length of the street, leading to streets that dead-end or exist only on paper.

Another issue that impacts traffic circulation is the lack of vehicle bridges over the Little Luckiamute River. There is only **one (1) bridge** that allows automobiles to travel over the river – Bridge Street. If the Bridge Street Bridge were damaged or destroyed, residents and visitors of Falls City would have to venture several miles outside of the city to travel between the north and south portions of the City. All emergency response vehicles must also take Bridge Street. Two pedestrian-only bridges are at the south terminus of Third Street and Dayton Street. The Dayton Street Bridge was once used for vehicles. In the 2003 update to the Transportation Element of the Comprehensive Plan, the city identified the need for a secondary vehicle access across the Little Luckiamute River within the city limits.

In addition, most city streets do not contain any sidewalks to facilitate safe and convenient **pedestrian access** to and from residential developments, downtown, parks, schools and churches. The few city streets that contain sidewalks only contain limited segments and sidewalks on one side of the street. Sidewalks are also missing along streets that provide access to local schools. Currently there are no bike lanes located within the city limits.

The existing city street network also lacks adequate **storm drainage** facilities.

An additional deficiency identified in the 1998 Falls City Strategic Plan is the need to improve **street signage** in the City. Street signs do not mark many of the streets in town. In many cases the signs are broken, faded or simply missing, making it impossible for emergency responders and out-of-town visitors to find their way around. The strategic plan recommended replacing signs in the downtown core area and constructing directional signage to Falls City Parks.

An issue related to street signage is the process of assigning **street addresses** to new development. Several properties within the City have addresses that do not follow the standard street addressing grid pattern. Improper street addressing makes it difficult to find locations within the city, and can present a safety hazard in the event of an emergency.

Chapter 3: Street Improvement Priorities

One of the major street system deficiencies identified in the previous section is that many streets only have a paved or gravel area wide enough to accommodate one (1) vehicle at a time. As indicated by the street inventory found in Appendix A, many of the streets located within the city limits are not paved and in substandard condition. The lack of adequately paved and widened streets within the city serves as an impediment to providing safe and efficient traffic circulation within the city. This section reviews the City's existing goals and policies for improving the local street system and recommends Local Improvement Districts (LIDs) as a potential mechanism to fund street improvements within the city. Additional funding sources for street improvements are described in Chapter 6 - *Transportation Funding Sources*.

Falls City Transportation Goals and Policies

The 2003 update to the Transportation Element of the Falls City Comprehensive Plan included a number of goals and policies related to providing a safe, convenient and efficient transportation system, consistent with Statewide Planning Goal 12 – Transportation. The City's transportation goals and policies recognize the importance of providing a balanced, multi-modal transportation system that provides safe and efficient circulation for vehicles, pedestrians and bicyclists. The policies also provide city staff and decision-makers guidance on how to prioritize future street improvements. Several of the goals and policies relevant to prioritizing future street improvements are listed below.

GOAL: 1) Provide a circulation system which is safe and efficient for vehicle users, pedestrians and bicyclists.

POLICIES: 3) New construction shall provide bicycle and pedestrian facilities that provide safe and convenient access within, to, and from new land divisions, planned developments, shopping and industrial areas to nearby residential areas, and neighborhood activity centers, such as schools, parks and shopping.

10) Give priority to street improvements that are necessary to achieve safety, lower maintenance costs and increase efficiency.

13) Whenever possible, existing streets shall be extended to serve urban and urbanizable areas.

Street Improvement Priorities

In the past decade, the only regular external funding source for streets has been the ODOT-administered, Special City Allotment (SCA), which typically has amounted to \$25,000 per biennium. SCA funds paid for a 5-inch asphalt overlay of an area that is 250-feet by 22-feet. It is expected that the next decade of SCA funds will be used to continue overlaying Bridge Street. Other one-time funding opportunities have been employed for projects like the N. Main Street upgrade, but those sources are not predictable.

Considering the amount of external funds available for street improvements and the City's transportation goals, it is presumed that another source of funding or financing will be needed to improve city streets. One method of financing that can be used to fund local street improvements is the formation of Local Improvement Districts (LIDs). A description of how LIDs can be used to improve city streets is provided as follows.

Local Improvement Districts (LID)

Under a local improvement district (LID), a street or other transportation improvement is built and the adjacent properties that benefit are assessed a fee to pay for the improvement. LID programs have wide application for funding new or reconstructed streets, sidewalks, water/sewer or other public works projects. The LID method is used primarily for local or collector roads, though arterials have been built using LID funds in certain jurisdictions.

A description of how to establish a LID, including the legal requirements, procedures, and funding considerations related to forming a LID, is provided at the end of this chapter.

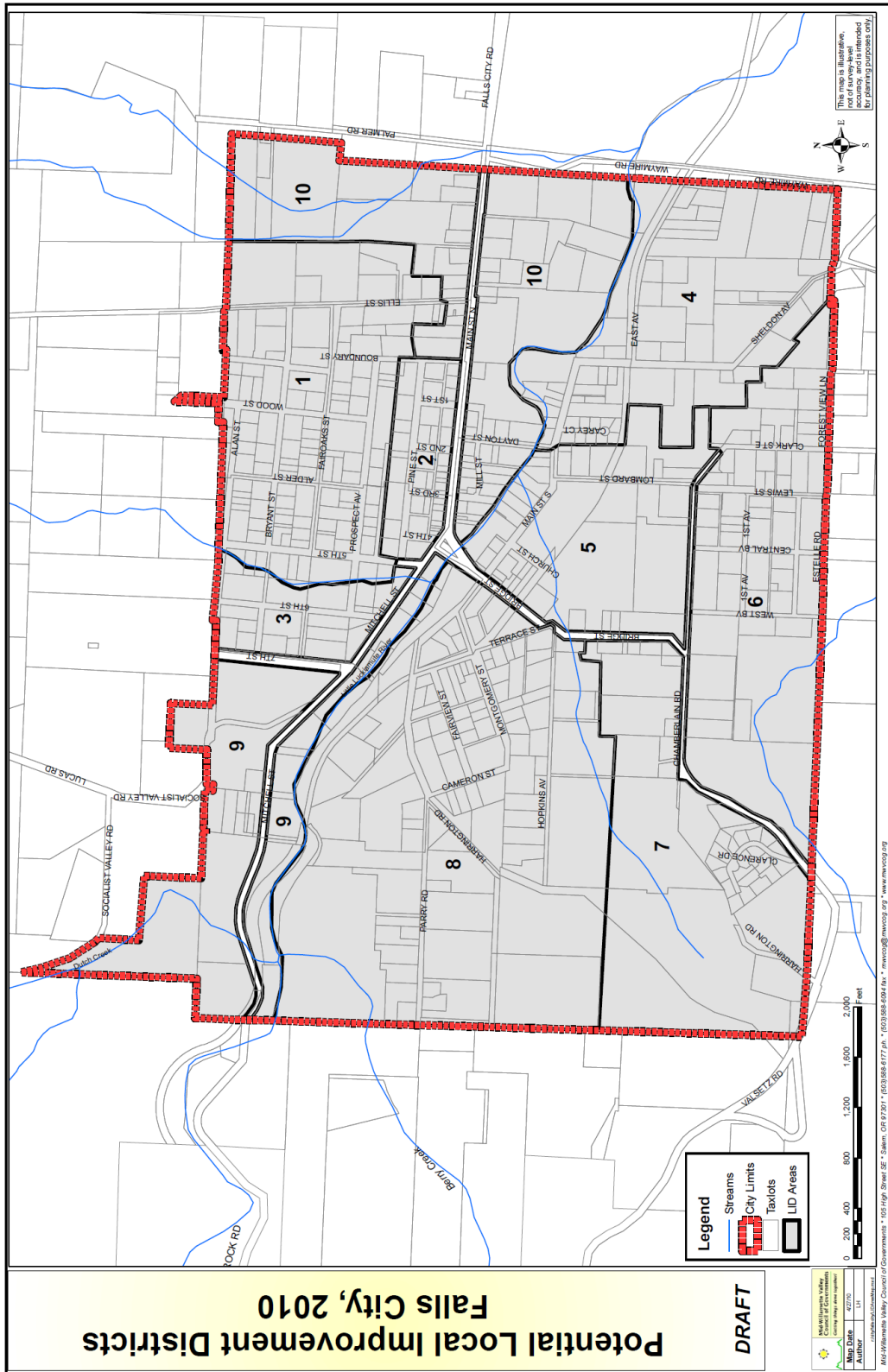
What is a Local Improvement District?

A Local Improvement District is a special public improvement area created under State of Oregon statutes. These statutes allow for public financing of public improvement projects that benefit private property. The eligible category of public improvements is quite broad and includes most major types of construction. Typical use of an LID is to install sanitary sewers, storm drainage, water lines, streets and sidewalks.

Recommended Local Improvement Districts

Based on the presumption that LIDs will be needed to fund future street improvements, ten (10) LID areas were identified (see **Figure 2**, Local Improvement Districts Map). The LID areas were identified based upon geographic location and areas that use and rely upon a common street network system. Planning level street construction costs may be found in Appendix B.

Figure 2 Local Improvement Districts Map



HOW TO ESTABLISH A LOCAL IMPROVEMENT DISTRICT (LID):

The following section outlines the procedural requirements needed to establish a local improvement district (LID). Note: The City's legal counsel should be consulted to review applicable state and local LID procedures prior to establishing an LID.

- **Legal Requirements** - The Oregon Constitution gives cities the power to assume authority under home rule charters to finance local improvements by special assessment. The Legislature has provided cities with a procedure for special assessment financing (ORS 223.387-399), which applies when city charter or ordinance provisions do not specify otherwise.

The Falls City Charter (Sections 50 – 68) includes local provisions applicable to the execution of street improvements and assessments.

- **Initiation** – Under the Falls City Charter, street improvement assessments may be initiated by the City Council. Some jurisdictions allow LIDs to be initiated by written petition from property owners when a minimum of 50 percent of the property owners fronting on, or benefiting from, the proposed improvement to petition the city to construct the project.

For a property to be included in the LID, it must receive some benefit from the project. For example, the benefits of a street improvement project generally accrue to just those properties abutting the street, while the benefits of a sanitary sewer trunk line will accrue to the entire area that it serves, not just to abutting properties.

- **Procedures** – For a Council-initiated LID, the Council directs preparation of an initial engineer's report and financial investigation. The Engineer's Report describes the project and provides a description of the benefit to the city, the area served, details of the project, a cost estimate, a recommended method of assessment, the estimated cost allocation to the benefited property owners, and a map of the LID. The report is then presented to the City Council with a Resolution of Intent to Create the LID. The Council may accept, modify, or reject the Engineer's Report. A neighborhood meeting is usually held to share the information with property owners prior to submitting the engineer's report to the Council.

If the report is accepted, a public hearing is set to consider any objections to the project. Notice of the public hearing is published in accordance with city charter requirements, and objections are heard and considered. After the public hearing, the Council shall determine by resolution whether the proposed improvement shall be made or not.

If the Council resolves to make the street improvements, within six (6) months, the Council may commence to make the proposed improvements upon completion of the following:

- 1- The Council shall declare by ordinance, the streets and parts of streets to be improved, the manner in which the improvements shall be made, and the time for completion thereof.
 - 2- The Council shall ascertain and determine as nearly as possible the cost of the proposed improvements, and notice shall be given to all of the affected property owners.
 - 3- The Council shall hold a public hearing for the purpose of apportioning the cost of such improvement and assessing on each lot its proportionate share of the total cost.
 - 4- Upon hearing any objections and remonstrances, the Council may assess by resolution each lot or parcel's proportionate share of the improvement costs and direct the recorder to enter a statement of such assessment in the docket of city liens.
 - 5- The Council shall advertise for bids for the completion of the street improvements and award the work to the lowest bidder.
- **Funding** - The LID is a method of providing public financing for the construction of public works improvement projects that benefit private properties. The property owners within the LID benefit area are responsible for repaying the costs of the project. If the project benefits the general public, in addition to private property within the LID, the City can assist with those costs.

The City finances the project with the sale of bonds. These bonds are redeemed with the project assessment proceeds.

At the conclusion of the construction, the City accepts the project and the final project costs are tabulated. These costs include such items as the construction payments, engineering and construction management costs, and bond issuance costs. When the total costs are tabulated, they are divided by the basis of the assessments, generally by either a front footage, or land area method, to arrive at a unit cost. The unit cost is then multiplied by the number of units associated with each property to determine each property's share of the total costs. Thus each property's cost is equitable to the benefit it receives.

If the initial costs are insufficient to pay the cost of the improvements, the Council must ascertain the deficit and after due notice to affected property owners, assess such deficit against each lot or parcel in the same manner as the original assessment.

- **Payment** - Upon completing the improvements, notice is given to affected property owners regarding collection of the assessment. If the assessment is not

paid within the specified time period, the Council shall by resolution declare the property delinquent and may order a warrant for the collection of the amount to be issued by the person authorized to collect delinquent taxes due to the city.

All moneys assessed for the improvement of a street, including a deficit, from the time of being entered in the docket of city liens, shall bear interest at the legal rate until paid or collected.

Additional Policy Considerations

To facilitate future LID formation, many cities require property owners to sign and record a non-remonstrance agreement to participate in future public improvement projects. A non-remonstrance agreement is an agreement between the City and a property owner in which the property owner agrees to be included in a future LID should the City Council determine it necessary. It is recorded on the title for the affected lot by the original property owner and runs with the title such that subsequent owners are also obligated to the formation of the LID should Council so direct. It allows the original landowner to delay the associated improvement from the time of development to a future date. The obligation is generally documented in the title report associated with each lot.

A sample non-remonstrance agreement may be found in Appendix C. Amendments to the Falls City Zoning and Development Ordinance are recommended to authorize the use of non-remonstrance agreements in certain instances in the future (Appendix D).

Chapter 4: Future Street Network Plan

The previous chapter identified local improvement districts as a way to fund improvements to existing city streets. In addition to improvements needed to the existing city street network, there will be a need to expand the city street system to serve future development in areas that are currently vacant or underutilized. New streets and street improvements needed to serve future development will be funded primarily by developer dedications and improvements as required through the development process. Many jurisdictions also use systems development charges (SDCs) to pay for growth-related transportation needs (see Chapter 6 – *Transportation Funding Sources*).

The following chapter includes a review of existing policies and requirements intended to guide the overall growth and development of streets within the city. This chapter also identifies the location of future city streets in order to provide more specific guidance to ensure the city has a well-connected street network.

Future Street Requirements

Currently, the City does not have a future street plan to guide the overall growth and development of streets within the city in the future. The Transportation Element of the Falls City Comprehensive Plan provides the following policy guidance regarding the development of the city street network:

Transportation Policies:

13) Whenever possible, existing streets shall be extended to serve urban and urbanizable areas.

14) The City will require, when technically feasible, that streets within a proposed development connect to existing streets at more than one point.

15) The City shall designate future street locations and extensions of existing streets on the Comprehensive Plan Map and shall use this Map to help guide the design of future development.

These policies are implemented by the Falls City Zoning and Development Ordinance, which provides the following standards related to the need and location of future streets:

2.207.01.A. General Design Requirements: The location, width and grade of streets shall be considered in their relation to existing and planned streets, to topographical conditions, to public convenience and safety, and to the proposed use of the land to be served by the

streets. The arrangement of streets in a subdivision or major partition shall either:

- 1. Provide for the continuation or appropriate projection of existing principal streets in surrounding areas; or*
- 2. Conform to a plan for the neighborhood approved or adopted by the Planning Commission to meet a particular situation where topographical or other conditions make continuance or conformance to existing streets impractical or undesirable.*

2.207.01.E. Future Extension of Streets: Where necessary to give access to, or permit a satisfactory future subdivision of adjoining land, streets shall be extended to the boundary of the subdivision; and the resulting dead-end streets may be approved without a permanent turn-around. Reserve strips and street plugs may be required to preserve the objectives of future street extensions.

2.207.01.F. Intersection Angles: Streets shall be laid out to intersect at angles as near to right angles as practical. Where topography requires, a lesser angle may be approved but in no case shall the acute angle be less than 60 degrees unless there is a special intersection design. The intersection of an arterial or collector street with another street shall have at least 100 feet of tangent adjacent to the intersection unless topography requires a lesser distance. Other streets, except alleys, shall have at least 50 feet of tangent adjacent to the intersection unless topography requires a lesser distance. Intersections, which include an arterial street, shall have a minimum corner radius sufficient to allow for a roadway radius of 20 feet and maintain a uniform width between the roadway and the right-of-way line.

2.207.02.B. Block Size: No block shall be more than 1,000 feet in length between corner lot lines unless it is adjacent to an arterial street, or unless the topography or the adjoining streets justifies an exception. The recommended minimum length of blocks along an arterial street is 1,800 feet.

Proposed Future Street Plan

While these policies and standards can serve as tools to help guide future street improvements, a future street network plan, can provide more specific guidance to ensure the city has a well-connected street network. The purpose of a Future Street Plan is to identify future right-of-way that the city may need in order to have and maintain, as much as possible, a balanced street network in accordance with the Oregon Transportation Planning Rule (TPR). The plan designates:

1. where existing collector/arterials could be extended or new ones could be added;
2. where new local access streets could be located to provide better connection between existing streets (grid infill); and
3. where new local access streets could be located to provide adequate connection to significant local destinations for both automobiles and pedestrians.

Figure 3 provides a map of the recommended Future Street Plan. Locations for the right-of-way and improvements were identified based on review of the existing street grid, existing parcel boundary locations, and physical constraints (such as steep slopes and floodways that might preclude economical road construction).

Needed rights-of-way for the City are generally placed along current parcel boundaries to facilitate dedication as development occurs. Existing parcels have been traversed (where necessary) in a configuration that should be conducive to future development. Layout of additional local roads should remain flexible and be performed by local developers to suit market and site constraints. However, suitable pedestrian access ways to all sides of the street network are required to the maximum extent possible.

The future street plan will continue to be refined, as development occurs, and the site constraints and opportunities of each property are addressed. The plan is intended to provide some flexibility in alignments and primarily serve to define the desired level of connectivity in each area. The City's maximum block length standard of 1,000 feet helps provide a consistent tool to evaluate modifications to the future street plan as development occurs.

Future Bypass

The plan also considers the potential development of a truck by-pass to route truck traffic out of the downtown, off Chamberlain Road and Mitchell Streets, along the northern and southern periphery of the city limits. Local access to these roads would be severely limited to protect the through movement of these streets. This future roadway would also provide a secondary bridge access in the vicinity of Waymire Road to aid emergency response efforts.

Prior to designating a truck by-pass, the City will need to consider potential impacts to the commercial viability of the downtown associated with creating a bypass. While the creation of a truck by-pass would help slow the deterioration of Main Street and create a more pedestrian-friendly downtown, it can also divert other vehicle traffic, thereby reducing the visibility and commercial viability of the downtown. Further transportation analysis is also needed to determine the optimum alignment of the bypass. Additionally, the designation of a new truck by-pass would need to be coordinated with Polk County.

Due to the economic, financial and political implications associated with creating a by-pass, further transportation analysis is recommended prior to requiring any right-of-way dedications and street improvements for the possible future truck routes shown on the Future Street Network Plan.

Street Vacations

Within the City of Falls City there are a number of platted right-of-ways for future streets that have not been developed. Many times these right-of-ways are not needed for access or to provide public or private utilities. Oregon Revised Statutes (ORS) Chapter 271 provides a process for vacating unused right-of-way. The criteria for whether or not to approve street vacations are based upon:

- *whether the consent of the owners of the requisite area has been obtained,*
- *whether notice has been duly given and*
- *whether the public interest will be prejudiced by the vacation of such plat or street or parts thereof. [ORS 271.120]*

To further guide decisions on whether or not the City should vacate unused right-of-way, the City may adopt the following proposed Comprehensive Plan Transportation Policy on street vacations:

The City will consider vacating unused right-of-way based upon the following factors:

- 1- *The street vacation is consistent with the City's transportation goals and policies.*
- 2- *The right-of-way is not identified as a planned future street on the City's Future Street Plan.*
- 3- *The right-of-way is not needed for existing or future private or public utilities, which cannot be reasonably accommodated through the creation of utility easements.*
- 4- *The proposed vacation would not be detrimental to the public health, safety and welfare.*

Examples of undeveloped right-of-ways that appear consistent with this policy at this time include:

- K Street,
- Bryant Street between 5th and 7th Street, and
- Prospect Street between 5th and 6th streets.

Chapter 5: Street Design and Construction Standards

Oregon Administrative Rules (OAR), Chapter 660, Division 12, Section -045, Paragraph (3)(b)(D) require local governments to establish their own standards or criteria for providing streets, while Paragraph (7) states that local governments shall establish standards for local streets and accessways that minimize pavement widths and total right-of-way consistent with the operational needs of the facility.

Subsection 2.207.01(B) of the Falls City Zoning and Development Ordinance (FCZDO) contains the following street standards described in **Table 1** below. The street right-of-way and pavement width standards identified in **Table 1** below are for streets that are under the jurisdiction of the City of Falls City.

Table 1 Street Right-of-Way and Widths

TYPE OF STREET	MINIMUM RIGHT-OF-WAY	MINIMUM PAVEMENT
Major Arterials	60	40
Collector Streets	60	40
Minor (Local) Streets	50	32
Cul-de-Sacs (greater than 200 feet in length)	50	30
Cul-de-Sacs (less than 200 feet in length)	45	30
Radius for cul-de-sac turnaround	45	40

Source: City of Falls City Zoning & Development Ordinance (2006)

1. Right-of-way widths shown are exclusive of side slope easements, which may be required in addition for cuts or fills in steep terrain.
2. Exact width standards will be defined in improvement specifications adopted by the City.
3. The minimum roadway width may be modified by the action of the Planning Commission, taking into consideration the unique characteristics of the land, to include geography, topography, and its relation to land developments already present in the area.

Street Cross Section Standards

The 2003 Transportation Element of the Falls City Comprehensive Plan notes that when determining the minimum right-of-way and/or minimum paving widths necessary for various classifications, standard factors of 12-foot travel lanes, 14-foot center turn lanes, 5-foot bike lanes, and 5-foot sidewalks should be used. For example, a two-lane road with a center turn lane combined with sidewalks and bike paths would require a minimum 58-foot right-of-way. The Oregon Transportation Planning Rule requires bicycle lanes on all arterials and on streets carrying in excess of 3,000 vehicles per day. Installation of planter strips, utilities, or other needs would require additional width.

Table 2 below shows the City’s existing street cross section standards.

Table 2 Street Cross Section Standards

Street Classification	ROW Width (ft)	Pavement Width (ft)	Sidewalk Width (ft)	Landscape Strip (ft)	Bikeway Width (ft)	Parking
Major Arterials	60	40	5	Optional	5	None
Collector Streets	60	40	5	Optional	Not required	2 sides
Minor (Local) Streets	50	32	5	Optional	Not required	1 side
Cul-de-Sacs	45-50 ¹	40 foot radius	5	Optional	Not required	Not required

¹ Cul-de-sacs less than 200 feet in length require 45 feet of right-of-way. Cul-de-sacs over 200 feet in length require 50 feet of right-of-way.

Street Design and Construction Standards

The City adopted the Mt. Angel Public Works Design Standards in 2000. Recommended changes to the City's existing street design and construction standards may be found in Appendix E.

Chapter 6: Transportation Funding Sources

Transportation projects are often paid for using a combination of funding and financing. Funding describes methods that generate revenue for transportation projects. Financing refers to how projects are paid for over time. The City of Falls City can investigate a number of funding and financing sources to construct projects described in this *Street Improvement Plan*.

For each of the practical alternatives listed below, there is a brief description and a short discussion. No effort has been made to screen alternatives according to their political or legal feasibility. The intent of the discussion is to provide an overview of a number of alternative revenue sources.

Federal Resources

SAFETEA-LU

The current federal transportation funding bill is the Safe, Accountable, Flexible, and Efficient Transportation Equity Act: A Legacy for Users (commonly known by its acronym, SAFETEA-LU), which authorizes funding for the nation's surface transportation programs. It was signed into law in August 2005 and replaced the expired Transportation Equity Act for the 21st Century (TEA-21). The law establishes funding levels and policies for the federal government's highway, highway safety, transit, motor carrier, and some rail programs administered by the U.S. Department of Transportation (DOT). Funds to local agencies within the State of Oregon are primarily allocated by the Oregon Department of Transportation (ODOT) unless dedicated to a local agency through a specific project earmark. SAFETEA-LU expires September 30, 2009 and there is currently no federal transportation funding bill to replace it; however a new bill is currently being created.

Potential: The potential for Falls City to take advantage of the next bill will likely be through lobbying to get their projects on the next ODOT STIP and applying for funds dedicated to specific types of projects, such as pedestrian and bicycle projects or downtown revitalization, for local agencies. No specifics are available at this time to what the future bill may include or how much funding will be available for local agencies.

Community Development Block Grants (CDBG)

Some of the past grants to the City of Falls City have been CDBG Program funds, which are offered through the Federal Department of Housing and Urban Development. To receive CDBG funds, cities must compete for grants based upon a formula that includes factors such as rural/urban status, demographics, local funding match, and potential benefits to low-to-moderate income residents, including new job creation. CDBG funds can also be used for emerging public work needs.

Potential: In small rural communities this program has limited application but may be a source of street funds for roads serving new developments supporting job creation or multifamily housing. A CDBG grant was recently used to help fund street improvement to N. Main Street.

Federal Economic Development Administration (EDA)

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

Potential: EDA funds are difficult to obtain but could be considered for targeted improvements for local industry expansion. Funding requests for EDA grants should be coordinated with Polk County and the OECD.

State Funding Options

State Motor Vehicle Fund

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

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

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

Existing Application: ODOT Region 2, Polk County, and the City of Falls City each receive funds from the state Motor Vehicle Fund. ODOT uses their allocation from the State Motor Vehicle Fund for maintenance and capital purposes. Polk County and the City of Falls City typically use their funding allocation for street maintenance; however it could be used for other types of projects such as pedestrian and bicycle projects.

The state distributes approximately 16 percent of the State Motor Vehicle Fund to cities and 24 percent to counties based on a per capita rate (cities) and vehicle registration (counties). The remaining amount in the State Motor Vehicle Fund is used to maintain and enhance the state highway system. The state operates a grant program available to

cities for bicycle-related transportation system improvements and one percent of the fuel tax returned to cities and counties is designated for bike paths and lanes.

Potential: With an increase in population, number of registered vehicles, and fuel sales, the total revenue from the State Motor Vehicle Fund will rise but if the fees (tax per gallon) stay at current levels, there will be a reduction in buying power due to inflation. The gas tax will however continue to be a source of funds for the City of Falls City directly as well as through ODOT for highway and pedestrian and bicycle projects.

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

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

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

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

Special Small City Allotment (SCA)

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

Application: Region 2 is allocated several grants per year for small cities. Falls City has received several SCA Grants through ODOT in the past for pavement maintenance and sidewalk projects.

State Bicycle-Pedestrian Grants

Description: ODOT's Bicycle and Pedestrian Program administers two grant programs to assist in the development of walking and bicycling improvements: local grants and Small-Scale Urban Highway Pedestrian Improvement (SUPI) programs. For both these grants, cities that have adopted plans with identified projects will be in the best position. Cities and counties can apply for local grants for bicycle and pedestrian projects within the right-of-way of local streets. Local grants up to \$100,000 are shared 80% State and

20% local. Projects that consider the needs of children, elderly, disabled, and transit users are given special consideration.

There must be support for the project from local elected officials. Applications for the Local Grant program are mailed out to all Oregon jurisdictions every other year. In the SUPI process, cities and counties help ODOT identify sections of urban highways where improvements are needed. Examples of eligible projects include:

- completing short missing sections of sidewalks;
- ADA upgrades;
- crossing improvements (e.g., curb extensions, refuges, crosswalks); and,
- intersection improvements (e.g., islands and realignment).

SUPI projects are located on highways that have no modernization projects scheduled for the foreseeable future. Projects that have a local funding match are typically viewed the most favorably because this indicates strong local support. Projects on highways that cost more than \$100,000, require right-of-way, or have environmental impacts need to be submitted to ODOT for inclusion in the STIP. Cities and counties can apply annually for bike path or sidewalk grants of projects they have selected. Grants for projects on local street systems have a match of 20 percent and projects next to state highways have a lower match requirement. Bicycle-pedestrian grants are generally below \$125,000 per project. Project evaluation and selection is made annually statewide by the Statewide Bicycle/Pedestrian Committee.

Application: Communities in Polk County have successfully received these grants for bicycle and sidewalk improvements.

ODOT Enhancement Program

Description: The Transportation Enhancement program provides federal highway funds for projects that strengthen the cultural, aesthetic, or environmental value of the transportation system. The funds are available for twelve “transportation enhancement activities,” which are categorized as:

- Pedestrian and Bicycle projects;
- Historic Preservation related to surface transportation;
- Landscaping and Scenic Beautification; and
- Environmental Mitigation.

Existing Application: The Enhancement Program funds special or additional activities not normally required on a highway or transportation project. So far, Oregon has funded more than 150 projects for a total of \$63 million.

Potential: The City could seek Enhancement Program funds for bicycle and sidewalk projects including the multi-use path along the railroad right-of-way.

State Parks Funds

Description: Recreational Trails Grants are national grants administered by the Oregon Parks and Recreation Department (OPRD) for recreational trail-related projects, such as hiking, running, bicycling, off-road motorcycling and all-terrain vehicle riding.

Existing Application: OPRD gives more than \$4 million annual to Oregon communities for outdoor recreation project, and has awarded more than \$40 million in grants across the state since 1999. Grants can be awarded to non-profits, cities, counties, and state and federal agencies.

Potential: Funding is primarily intended for recreational trail projects.

Local Funding Options

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

General Obligation Bonds (G.O. Bonds)

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

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

Potential: Within the limitations outlined above, G.O. bonding can be a viable alternative for funding transportation improvements when focused on specific projects.

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

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

Existing Application: Revenue from property taxes ends up in the local government general fund where it is used for a variety of uses. Precedents for the use of property taxes as a source of funding for transportation capital improvements can be found throughout the state. However, with the limitations resulting from Measure 50, use of property taxes for transportation capital improvements will continue to compete with other general government services under the three percent assessed value increase allowed by Measure 50 and the local tax limits of \$15 per \$1,000 of assessed value established under Measure 5. Under Measure 50, however, there is no limit on assessed value generated by new construction.

Potential: Because the potential for increased funding from property tax revenue is limited by Ballot Measures 5 and 50 and by competition from other users who draw funds from the general fund, it is not a practical source for financing major local street improvements but could finance a package of minor improvement projects.

Local Street Utility/User Fee

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

Existing Application: This fee is used in many Oregon cities through a monthly fee charged to local dwelling units and businesses. The formulas range from a flat rate per dwelling unit and per business (\$10/month and \$25/month, for example) to rates calculated for each property individually based on the Institute for Transportation Engineers Trip Generation Handbook. Statewide the average revenue generated by local jurisdictions with a Street Utility Fee is approximately \$26 per year per resident (not per dwelling unit). Typically the revenue generated by these fees are used for operations and maintenance of the street system but the ability to use these fees for capital projects, including pedestrian and bicycle projects should be explored.

Potential: In Falls City, a \$10.00 monthly fee charged to the estimated 373 households would generate approximately \$45,000 per year in revenue from residential uses. As households grow, revenues would also continue to grow.

Local Improvement District (LID)

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

Existing Application: LID programs have wide application for funding new or reconstructed streets, sidewalks, water/sewer or other public works projects. The LID method is used primarily for local or collector roads, though arterials have been built using LID funds in certain jurisdictions.

Potential: LIDs continue to offer a good mechanism for funding projects such as new sidewalks and street surface upgrades. An example of a good application for an LID may be for sidewalk projects on collector streets. In the developed areas of Falls City where there are no sidewalks in front of existing developed properties, the City may be able to fund the cost of sidewalks on collector streets to provide a connected pedestrian system for current and future residents.

Urban Renewal District

Description: An Urban Renewal District is an area that is designated by a community as a “blighted area” to assist in revitalization. Funding for the revitalization is provided by urban renewal taxes, which are generated by the increase in total assessed values in the district from the time it was first established.

Existing Application: Urban Renewal Districts have been formed in over 50 cities in Oregon, generally focused on revitalizing downtowns.

Potential: Urban Renewal dollars can be used to fund infrastructure projects such as roadway, sidewalk, or transit improvements. Since funding relies on taxes from future increases in property value, the City may seek to create a District where such improvements will likely result in such an increase.

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

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

Existing Application: Current City ordinance requires local streets and utilities to be provided in accordance with the adopted Land Use Plan, and the zoning ordinance and subdivision ordinance. This includes dedication of street/utility right-of-way and construction of streets, pedestrian/bicycle facilities, and utilities to City design standards.

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

Systems Development Charges (SDCs)

Description: Another option is to exact fees from developers to pay for off-site or oversize improvements. Sometimes fee systems generate money that goes into a common fund to pay for system wide capital facilities.

Existing Application: The Falls City Charter currently prohibits the collection of SDCs. Due to the limited availability of funds to construct street improvements, and limitations on the amount of exactions the city can require through the development review process, the city may want to consider amending this charter provision in the future.

Potential: SDCs can only be used to address growth-related transportation needs. SDCs cannot be used to fund any existing transportation deficiencies.

Mid-Willamette Valley Regional Strategy Board's Rural Investment Fund (RIF)

Description: RIF funds are a flexible source of funding for locally determined economic and community development activities.

Existing Application: RIF funds usually require a 50 percent local match contribution and demonstrate the potential for job creation as a result of completing the project.

Potential: Use of funds ranges from engineering feasibility studies to preliminary cost estimates for infrastructure improvements to environmental assessments.

Chapter 7: Conclusion and Recommendations

The existing city street network is challenged by a number of unpaved, substandard streets that dead-end or have not been improved to provide a safe and well-connected street system. Within the city limits there are a number of platted streets that exist on paper but have never been improved. Many streets that have been improved are not of sufficient width to allow two cars to pass, thus creating a potential safety hazard to the public. The lack of a well-connected and safe street network also serves as a barrier to future development, which is dependent on the city street network to provide access to new development.

Due to the lack of street improvement funding available to local governments, Local Improvement Districts (LIDs) were identified as a possible way to fund future street improvement projects by geographic areas. Chapter 3 above includes a description of each potential LID area and provides initial planning level cost estimates for recommended street improvements in each district. This information can be used to help guide future efforts to form and implement LIDs within the city limits.

Additional potential sources to help fund street improvement projects are identified in the previous chapter - *Transportation Funding Sources*. The funding sources with the greatest potential include: local improvement districts (LIDs), user fees and system development charges (SDCs).

Additional recommendations to implement this Plan include the following:

- **LID Implementation:**
 - Require property owners requesting development approval to sign and record non-remonstrance agreements.
 - Prioritize which LID areas should be improved first.
 - Consult city legal counsel regarding applicable LID state and local requirements.
 - Conduct neighborhood meetings with properties owners within each LID area.
 - Complete Engineering Report(s) to describe each LID project and provide a description of the benefit to the city, the area served, details of the project, a cost estimate, a recommended method of assessment, the estimated cost allocation to the benefited property owners, and a map of the LID.

- **Transportation Funding and Financing Options:**
 - Explore other transportation funding and financing sources such as the creation of Transportation System Development Charges (SDCs), Urban Renewal and Local Street Utility Fees to help fund street improvements.

- **Comprehensive Plan and Zoning Ordinance Amendments:**
 - Adopt a written policy addressing the development of city streets in pre-platted areas for proposed development, and adopt amendments to implement the policy.
 - Adopt a written policy regarding the use of **non-remonstrance agreements** for future development applications.
 - Adopt a written policy regarding future **street vacations**.
 - Adopt updated street **functional classifications** for arterial and collector streets.
 - Adopt updated **street construction standards**.
 - Adopt a **Future Street Network Plan**.

- **Access Spacing Standards:**
 - Develop access control standards for arterial and collector streets within the city to assure adequate spacing and site distance between driveways and street intersections.

- **Bicycle and Pedestrian Plan:**
 - Develop a **bicycle and pedestrian plan** that inventories and identifies existing bicycle and pedestrian system deficiencies and prioritizes future improvements.
 - Develop initial engineering costs estimates to complete needed to apply for bicycle and pedestrian improvement grants.

- **Truck Bypass Feasibility Study:**
 - Complete a truck bypass transportation study to determine the feasibility and potential alignment of a future bypass truck route.

APPENDIX A: Street Inventory

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APPENDIX B: Street Improvement Costs

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Appendix C: Sample Non-Remonstrance Agreement

**AFTER RECORDING
RETURN TO:**

**UNTIL A CHANGE IS MADE
SEND ALL TAX STATEMENTS TO:**

City Recorder
City of Falls City
P.O. Box 160
Falls City, OR 97344

NO CHANGE

Original Deed **REEL** ____, **PAGE**

NON-REMONSTRANCE AGREEMENT

This Agreement made this _____ day of _____, by and between the City of Falls City, an Oregon municipal corporation, hereinafter called the City, and _____, hereinafter called the Owners of the following described real property, to wit:

See Exhibit "A"

Witnesseth:

Whereas, owners have applied to City for approval with respect to development of the subject property,

Whereas, approval has been conditioned upon Owner's execution of this Non-Remonstrance Agreement in order to insure proper and efficient urbanization in the area and extension and construction of public improvements in compliance with the comprehensive plan and other applicable development standards and criteria: now, therefore,

In consideration of approval by City of Owner's application referenced above, the undersigned owner does hereby promise and agree as follows:

1) To waive the right to remonstrate against any local improvement project benefiting the subject property respecting _____, and the undersigned hereby fully and completely waives the right to later remonstrate against such improvement projects.

2) The undersigned further promises, agrees, declares, and dedicates that the agreement set forth above and the promises contained herein do constitute a covenant and restriction henceforth running with the land described above and shall henceforth be binding upon the undersigned, his, her or their heirs, successors or assigns and directs that this agreement shall be filed for record in the deed records of the appropriate county as affecting the title to the property described above.

IN WITNESS WHEREOF, the Owner's have executed the above as of the date first above written.

Owner(s)

Mailing address of Owner(s)

STATE OF OREGON)
) SS
County of _____)

On this _____ day of _____, 20____, Personally appeared _____
_____, who being duly sworn did say that he/she is
the _____ of _____, an Oregon
corporation and that this instrument was signed and sealed on behalf of said
corporation by authority of its Board of Directors, and acknowledged this
instrument to be that Corporation's voluntary act and deed.

IN WITNESS WHEREOF, I have hereunto set my hand and official seal.

NOTARY PUBLIC FOR OREGON
My Commission Expires: _____

STATE OF OREGON)
) SS
County of _____)

THIS CERTIFIES that on the _____ day of _____ 20____,
before me, the undersigned notary personally appeared
_____, known to me to be the identical person(s)
whose name(s) is/are subscribed to the within instrument and acknowledged that
he/she/they executed the same for the purpose therein contained.

IN WITNESS WHEREOF, I have hereunto set my hand and official seal.

NOTARY PUBLIC FOR OREGON
My Commission Expires: _____

Approved:

City Administrator

Appendix D: Proposed Comprehensive Plan and Zoning Ordinance Amendments

APPENDIX E: Proposed Street Design and Construction Standards