Technical Memorandum

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To:	Project Advisory Committee	DOT&PF Agreement No: 20455
From:	Darci Rudzinski, Clinton "CJ" Doxsee, & Courtney Simms, APG	
Subject:	Final TM #1: Plans, Policy, and Code Review	

Overview

This memorandum presents a review of existing plans, regulations, and policies that affect transportation planning in the City of Winston. The review explains the relationship between the documents and the current long-range planning process, identifying key issues that will factor into the Transportation System Plan (TSP) update. Of particular note are plans and policies that have been adopted or updated since the adoption of the City's 2003 TSP. This memorandum is intended to guide decisions regarding selection of preferred transportation solutions and identifies potential amendments to related plan documents and regulations, steps that will occur later in the TSP update process.

Some documents included in this review establish transportation-related standards, targets, and guidelines with which the TSP update must be coordinated and consistent with; others contain transportation improvements that will need to be factored into the future demand modeling and otherwise reflected in the draft TSP. Local policy and regulatory requirements described in this review – such as the Winston Zoning Ordinance – may be subject to recommended amendments in order to implement the recommendations of the updated TSP. This memorandum helps set the stage for those potential amendments, which will be prepared as part of project implementation (Task 7).

The following documents were reviewed:

State Plans 3
- Oregon Transportation Plan (2006) 3
- Oregon Highway Plan (1999, last amended 2018) 4
- Oregon Bicycle and Pedestrian Plan (2016) 8
- Oregon Rail Plan (2014) 9
- Oregon Freight Plan (2011) 10

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Winston Capital Improvement Plan 36

State Plans

Oregon Transportation Plan (2006)

The Oregon Transportation Plan (OTP) is the state's long-range multi-modal transportation plan that addresses the future transportation needs of the State of Oregon through the year 2030. The primary function of the OTP is to establish goals, policies, strategies, and initiatives that are translated into a series of modal plans, such as the Oregon Highway Plan and Oregon Bike and Pedestrian Plan. The OTP considers all modes of Oregon's transportation system, including Oregon's airports, bicycle and pedestrian facilities, highways and roadways, pipelines, ports and waterway facilities, public transportation, and railroads. It assesses state, regional, and local public and private transportation facilities. In addition, the OTP provides the framework for prioritizing transportation improvements based on varied future revenue conditions, but it does not identify specific projects for development.

The OTP provides broad policy guidance and sets seven overarching goals for the state.[1] Through these goals and associated policies and strategies, the OTP emphasizes:

- Maintaining and maximizing the assets in place.
- Optimizing the performance of the existing system through technology.
- Integrating transportation, land use, economic development, and the environment.
- Integrating the transportation system across jurisdictions, ownerships, and modes.
- Creating sustainable funding.
- Investing in strategic capacity enhancements.

The Implementation Framework section of the OTP describes the implementation process and how state multimodal, modal/topic plans, regional and local TSPs and master plans will further refine the OTP's broad policies and investment levels. Local TSPs can further OTP implementation by defining standards, instituting performance measures, and requiring that operational strategies be developed.

The last chapter of the OTP provides implementation and investment frameworks and key initiatives to be consulted in developing TSP projects and implementation measures.

> **Project Relevance:** The OTP's key initiatives will guide the TSP update, specifically in the areas of system management, maximizing performance

[1] The seven goals are Goal 1 – Mobility and Accessibility; Goal 2 – Management of the System; Goal 3 – Economic Vitality; Goal 4 – Sustainability; Goal 5 – Safety and Security; Goal 6 – Funding the Transportation System; and Goal 7 – Coordination, Communication, and Cooperation.

of the existing transportation system using technology and creative design solutions, pursuing sustainable funding sources, and investing strategically in capacity projects. Consistent with a central OTP policy, the TSP update will seek to maximize the performance of the existing local transportation system by the use of technology and system management before considering larger and costlier additions to the system.

Oregon Highway Plan (1999, last amended 2018)

The Oregon Highway Plan (OHP) is a modal plan of the OTP that guides planning, operations, and financing for ODOT's Highway Division. Policies in the OHP emphasize the efficient management of the highway system to increase safety and to extend highway capacity, partnerships with other agencies and local governments, and the use of new techniques to improve road safety and capacity. These policies also link land use and transportation, set standards for highway performance and access management, and emphasize the relationship between state highways and local road, bicycle, pedestrian, transit, rail, and air systems.

The following policies are relevant to the TSP update process.

Policy 1A: State Highway Classification System

The OHP classifies the state highway system into four levels of importance: Interstate, Statewide, Regional, and District. ODOT uses this classification system to guide management and investment decisions regarding state highway facilities. The system guides the development of the facility plans, as well as ODOT's review of local plan and zoning amendments, highway project selection, design and development, and facility management decisions including road approach permits.

The Coos Bay-Roseburg Highway (OR 42) is classified as a statewide highway in the state classification system. The purpose and management objectives of these highways are provided in Policy 1A, as summarized below.

- **Statewide highways** (OR 42) typically provide inter-urban and inter-regional mobility and provide connections to larger urban areas, ports, and major recreation areas that are not directly served by Interstate Highways. A secondary function is to provide connections for intra-urban and intra-regional trips. The management objective is to provide safe and efficient, high-speed, continuous-flow operation. In constrained and urban areas, interruptions to flow should be minimal.

Policy 1B: Land Use and Transportation

Policy 1B addresses the relationship between highways and development on either side of the highway. It emphasizes development patterns that maintain state highways for regional and intercity mobility and supports compact development patterns that are less dependent on state highways. As a Statewide Highway, accessibility and mobility are balanced.

OR 42 does not have Special Transportation Area, Urban Business Area or Commercial Area designation per Policy 1B. As such OR 42 is automatically classified as Non-designated Urban Highways within the City's UGB. The objective of Non-designated Urban Highways is to efficiently move through traffic while also meeting the access needs of nearby properties. Access to and from properties that abut an Urban segment must be consistent with the Access Management Rule set forth in OAR 734-051.

Policy 1C: State Highway Freight System

The primary purpose of the State Highway Freight System is to facilitate efficient and reliable interstate, intrastate, and regional truck movement through a designated freight system. This freight system made up of the Interstate Highways and select Statewide, Regional, and District Highways, includes routes that carry significant tonnage of freight by truck and serve as the primary interstate and intrastate highway freight connection to ports, intermodal terminals, and urban areas. Highways included in this designation have higher highway mobility standards than other statewide highways. OR 42 is designated as a Freight Route.

Policy 1F: Highway Mobility Standards Access Management Policy

Policy 1F sets mobility standards for ensuring a reliable and acceptable level of mobility on the state highway system. The standards are used to assess system needs as part of long-range, comprehensive planning for transportation projects, during development review, and to demonstrate compliance with the Transportation Planning Rule.

Significant amendments to Policy 1F were adopted at the end of 2011. The 2011 revisions were made to address concerns that state transportation policy and requirements have led to unintended consequences and inhibited economic development. Policy 1F now provides a clearer policy framework for considering measures other than v/c ratios for evaluating mobility performance.

Table 1 presents mobility targets for the state facilities in the TSP study area. OR 42 is classified as a Statewide Highway and a Freight Route. Within the City's urban growth boundary (UGB), the eastern portion of OR 42 is classified as an Expressway. The highway is not located in an MPO or have an STA designation. As such, the target of 0.85 or 0.8 applies to OR 42, depending on posted speed limits.

Table 1: V/C Ratio Targets Outside the Portland Metropolitan Region

VOLUME TO CAPACITY RATIO TARGETS OUTSIDE METRO[17A, B, C, D]							
Highway Category	**Inside Urban Growth Boundary**					**Outside Urban Growth Boundary**	
	STA[E]	**MPO**	**Non-MPO Outside of STAs where non-freeway posted speed <= 35 mph, or a Designated UBA**	**Non-MPO outside of STAs where non-freeway speed > 35 mph but < 45 mph**	**Non-MPO where non-freeway speed limit >= 45 mph**	**Unincorporated Communities[F]**	**Rural Lands**
Interstate Highways	N/A	0.85	N/A	N/A	0.80	0.70	0.70
Statewide Expressways	N/A	0.85	0.85	0.80	0.80	0.70	0.70
Freight Route on a Statewide Highway	0.90	0.85	0.85	0.80	0.80	0.70	0.70
Statewide (not a Freight Route)	0.95	0.90	0.90	0.85	0.80	0.75	0.70
Freight Route on a regional or District Highway	0.95	0.90	0.90	0.85	0.85	0.75	0.70
Expressway on a Regional or District Highway	N/A	0.90	N/A	0.85	0.85	0.75	0.70
Regional Highways	1.0	0.95	0.90	0.85	0.85	0.75	0.70
District/Local Interest Roads	1.0	0.95	0.95	0.90	0.90	0.80	0.75

[A] Unless the Oregon Transportation Commission has adopted an alternative mobility target for the impacted facility, the mobility targets in Tables 6 are considered standards for purposes of determining compliance with OAR 660-012, the Transportation Planning Rule.

[B] For the purposes of this policy, the peak hour shall be the 30th highest annual hour. This approximates weekday peak hour traffic in larger urban areas. Alternatives to the 30th highest annual hour may be considered and established through alternative mobility target processes.

[C] Highway design requirements are addressed in the Highway Design Manual (HDM).

[D] See Action 1F.1 for additional technical details.

[E] Interstates and Expressways shall not be identified as Special Transportation Areas.

[F] For unincorporated communities inside MPO boundaries, MPO mobility targets shall apply.

Policy 1G: Major Improvements

This policy requires maintaining performance and improving safety on the highway system by improving efficiency and management on the existing roadway network before adding capacity. The state's highest priority is to preserve the functionality of the existing highway system. Tools that could be employed to improve the function of the existing interchanges include access management, transportation demand

management, traffic operations modifications, and changes to local land use designations or development regulations.

After existing system preservation, the second priority is to make minor improvements to existing highway facilities, such as adding ramp signals, or making improvements to the local street network to minimize local trips on the state facility.

The third priority is to make major roadway improvements such as adding lanes to increase capacity on existing roadways. As part of this TSP process, ODOT will work with the City and other stakeholders to determine appropriate strategies and tools that can be implemented at the local level that are consistent with this policy.

Policy 2B: Off-System Improvements

This policy recognizes that the state may provide financial assistance to local jurisdictions to make improvements to local transportation systems if the improvements would provide a cost-effective means of improving the operations of the state highway system. As part of this TSP update process, ODOT will work with the City and project stakeholders to identify improvements to the local road system that support the planned land use designations in the study area and that will help preserve capacity and ensure the long-term efficient and effective operation of high functional class facilities.

Policy 2F: Traffic Safety

This policy emphasizes the state's efforts to improve safety of all users of the highway system. Action 2F.4 addresses the development and implementation of the Safety Management System to target resources to sites with the most significant safety issues. The TSP update process will include citywide crash analysis to identify sites with a history of fatal and serious injury crashes and identify potential countermeasures to reduce crashes.

Policy 3A: Classification and Spacing Standards

State policy seeks to manage the location, spacing, and type of road intersections on state highways in a manner that ensures the safe and efficient operation of state highways consistent with their highway classification.

Action 3A.2 calls for spacing standards to be established for state highways based on highway classification, type of area, and posted speed. Tables in OHP Appendix C present access spacing standards which consider urban and rural highway classification, traffic volumes, speed, safety, and operational needs. The access management spacing standards established in the OHP are implemented by OAR 734, Division 51, addressed later in this report. The TSP update process will include an analysis of how existing spacing on ODOT facilities compares to these standards.

Policy 4A: Efficiency of Freight Movement

Policy 4A emphasizes the need to maintain and improve the efficiency of freight movement on the state highway system. It seeks to balance the needs of long distance and through freight movements with local transportation needs on highway facilities in both urban and rural areas. OR 42 is a designated Freight Route.

Policy 4B: Alternative Passenger Modes

Policy 4B encourages the development of alternative passenger services and systems as part of broader corridor strategies. The policy promotes the development of alternative passenger transportation services located off the highway system to help preserve the performance and function of the state highway system. Umpqua Public Transportation District (UPTD)[2] provides public transportation service in Winston. Improving safety, access, and mobility for pedestrians and bicyclists and enhanced connections to transit are objectives of this update process.

Policy 4D: Transportation Demand Management

This policy supports the efficient use of the state transportation system through investment in transportation demand management (TDM) strategies. Action 4D.1 calls for reducing peak period single-occupancy vehicle travel and to move traffic demand out of the peak period to improve the flow of traffic on state highways. The TSP update process will explore TDM strategies that may be appropriate for Winston, including requirements for new development and incentives for employers that can reduce vehicle trips.

> **Project Relevance:** OHP policies provide guidance related to the accessibility, mobility, and function of state highways. The TSP planning process will consider policies in the OHP to guide proposed improvements, modifications, or policies that could affect any of the state facilities in the City. The TSP is being developed in coordination with ODOT so that projects, policies, and regulations proposed as part of the TSP will be consistent with the standards and targets established in the OHP related to safety, access, and mobility.

Oregon Bicycle and Pedestrian Plan (2016)

The intent of the Oregon Bicycle and Pedestrian Plan (OBPP) is to create a policy foundation that supports decision-making for walking and biking investments, strategies,

[2] Previously known as Utrans

and programs that help to develop an interconnected, robust, efficient, and safe transportation system. The OBPP establishes the role of walking and biking as essential modes of travel within the context of the entire transportation system and recognizes the benefit of these modes to the people and places in Oregon.

The OBPP provides direction for what needs to be achieved, including 20 policies and associated strategies designed to help develop, sustain, and improve walking and biking networks. It identifies nine goals based upon the broader goals of the OTP that reflect statewide values and desired accomplishments relating to walking and biking:

- Goal 1: Safety
- Goal 2: Accessibility and Connectivity
- Goal 3: Mobility and Efficiency
- Goal 4: Community and Economic Vitality
- Goal 5: Equity
- Goal 6: Health
- Goal 7: Sustainability
- Goal 8: Strategic Investment
- Goal 9: Coordination, Cooperation, and Collaboration

The OBPP also provides background information related to state and federal law, funding opportunities, and implementation strategies proposed by ODOT to improve bicycle and pedestrian transportation. It outlines the role that local jurisdictions play in the implementation of the Plan, including the development of local pedestrian and bicycle plans as stand-alone documents within TSPs.

The Oregon Bicycle and Pedestrian Design Guide is the technical element of the plan that guides the design and management of bicycle and pedestrian facilities on state-owned facilities. It is an appendix to the HDM and provides best practices and design guidelines for bicycle and pedestrian facilities.

> **Project Relevance:** The policies and design guidance in the OBPP apply to state highway facilities in Winston. State policy and design guidance will be considered in evaluating and planning for the TSP's local street standards and bicycle and pedestrian system elements. Through this TSP update, the City will work with regional and state agencies to help identify gaps in the regional walking and biking network and prioritize projects accordingly.

Oregon Rail Plan (2014)

The Oregon State Rail Plan is a state modal plan under the OTP that addresses long-term freight and passenger rail planning in Oregon. The plan provides a comprehensive

assessment of the state's rail planning, freight rail, and passenger rail systems. It identifies specific policies concerning rail in the state, establishes a system of integration between freight and passenger elements into the land use and transportation planning process, and calls for cooperation between state, regional, and local jurisdictions in planning for rail.

There is not currently any rail service in Winston. The Central Oregon & Pacific Railroad (CORP) provides the nearest rail service to the City. The railroad is located outside of the City's UGB to the east and south and is classified as a Type 2 freight facility and provides no passenger service.

> **Project Relevance:** The TSP will consider the needs of the freight rail system near the City UGB while developing recommended policies and projects related to improving safety and mobility.

Oregon Freight Plan (2011)

The Oregon Freight Plan (OFP) is the modal plan that guides the movement of goods and commodities on the State highway system. Its purpose statement identifies the intent to "improve freight connections to local, Native America, state, regional, national and global markets in order to increase trade-related jobs and income for workers and businesses." The objectives of the plan include prioritizing and facilitating investments in freight facilities (including rail, marine, air, and pipeline infrastructure) and adopting strategies to maintain and improve the freight transportation system.

The plan defines a statewide strategic freight network. OR 42 is designated as a strategic corridor in the OFP. The following policy and strategic direction provided in the OFP prioritizes preservation of strategic corridors as well as improvements to the supply chain achieved through coordination of freight and system management planning.

> *Strategy 1.2: Support freight access to the Strategic Freight System. This includes proactively protecting and preserving corridors designated as strategic.*
>
> > *Action 1.2.1. Preserve freight facilities included as part of the Strategic Freight System from changes that would significantly reduce the ability of these facilities to operate as efficient components of the freight system unless alternate facilities are identified or a safety-related need arises.*
>
> *Strategy 2.4: Coordinate freight improvements and system management plans on corridors comprising the Strategic Freight System with the intent to improve supply chain performance.*
>
> > **Project Relevance:** Maintaining and enhancing efficiency of the truck and rail freight system in the study area will be an objective of the

updated TSP. The project advisory committee will include members that represent freight interests.

Oregon Public Transportation Plan (2018)

The Oregon Public Transportation Plan (OPTP) provides guidance for ODOT and public transportation agencies regarding the development of public transportation systems. The OPTP is intended to establish a common foundation for local, regional, and state agencies by addressing the following:

- Vision and goals for public transportation
- Policy and strategy framework to inform decision making
- Possible priorities under different levels of funding for public transportation
- Opportunities and challenges in investment and implementation
- Positioning public transportation as a key part of Oregon's transportation system

The vision stated in the OPTP is:

> *In 2045, public transportation is an integral, interconnected component of Oregon's transportation system that makes Oregon's diverse cities, towns, and communities work. Because public transportation is convenient, affordable, and efficient, it helps further the state's quality of life and economic vitality and contributes to the health and safety of all residents, while reducing greenhouse gas emissions.*

The OPTP establishes and is organized into the following 10 goal areas:

1. Mobility – Public Transportation User Experience
2. Accessibility and Connectivity – Getting from Here to There
3. Community Livability and Economic Vitality
4. Equity
5. Health
6. Safety and Security
7. Environmental Sustainability
8. Land Use
9. Strategic Investment
10. Communications, Collaboration and Coordination

While the OPTP does not recommend specific projects or investments, new efforts in planning for transit came with the passage of HB 2017 (Keep Oregon Moving Act) and the establishment of a new dedicated source of funding for expanding public transportation service in Oregon.[3] The Statewide Transportation Improvement Fund

[3] https://www.oregon.gov/ODOT/Pages/HB2017.aspx

(STIF) provides the impetus for coordinating how needed infrastructure is prioritized. STIF funds are continuously appropriated to finance investments and improvements in public transportation services and may be used for public transportation purposes that support the effective planning, deployment, operation, and administration of STIF-funded public transportation programs. STIF funds may be also used as the local match for state and federal funds that also provide public transportation service.[4]

The Greyline Commuter provides public transit service in Winston. It runs from 5:45 am to 6:00 pm about five times throughout the day. The stops are at Riverbend Park, the intersection of NW Douglas Boulevard and SE Main Street, and at the corner of Del Mar Road and Carnes Road. The line provides connections between the City of Winston and Roseburg's downtown area as well as the Greyhound bus station in Roseburg.

> **Project Relevance:** The TSP will consider the needs of the transit system in Winston while developing recommended policies and projects related to improving transit service. In addition, project advisory committees include a representative of UPTD who will advise on transit needs and improvements.

Oregon Transportation Safety Action Plan (2016)

An element of the OTP, the Oregon Transportation Safety Action Plan (TSAP) provides long-term goals, policies and strategies and near-term actions to eliminate deaths and life-changing injuries. The TSAP addresses all modes on all public roads in Oregon. Over the long term, the goals of the TSAP are:

- Infrastructure – Develop and improve infrastructure to eliminate fatalities and serious injuries for users of all modes.
- Healthy, Livable Communities – Plan, design, and implement safe systems. Support enforcement and emergency medical services to improve the safety and livability of communities, including improved health outcomes.
- Technology – Plan, prepare for, and implement technologies (existing and new) that can affect transportation safety for all users.

The plan identifies actions that jurisdictions can take to increase transportation safety. They include adopting a Safe Communities Program and Safe Routes to School, which is a collaborative partnership with the National Highway Traffic Safety Administration and ODOT to promote safety. The Safe Routes to School program is a local initiative

[4] https://secure.sos.state.or.us/oard/viewSingleRule.action?ruleVrsnRsn=245662

supported by grant funding that targets safety improvements to encourage walking and biking to school.

In addition, the TSAP also identifies activities and roles for local jurisdictions that can improve safety. They include:

- Evaluate local spot-specific systemic safety needs; develop plans and programs to address needs.
- Collaborate with the state and stakeholder partners to educate the public about transportation safety-related behavioral issues.
- Integrate safety programming, planning, and policy into local planning.

2021 Oregon Transportation Safety Action Plan Update

ODOT is conducting a comprehensive update of the TSAP, with adoption anticipated in 2021. The draft plan carries forward the goals from the current adopted TSAP and expands on the current plan in a number of ways. The updated TSAP provides near-term actions for improving safety that can be used by all jurisdictions responsible for maintaining and improving transportation systems. Actions a city can undertake to accomplish the plan's goals include:

- Evaluate local spot-specific and systemic safety needs; develop plans and programs to address needs.
- Collaborate with the state, MPO, and stakeholder partners to educate the public about tribal, county and city transportation safety-related behavioral issues.
- Integrate safety programming, planning, and policy into local planning.
- Develop coalitions with enforcement and EMS providers to target and improve specific community needs.
- Use the TSAP as a resource for local goals, policies, strategies, and actions

Updated TSAP Chapter 6 addresses near-term implementation focus areas for achieving the plan's goals, policies, and strategies. Organized by "Emphasis Area," actions jurisdictions can undertake are listed below.

Speeding Actions

- Establish target speeds consistent with facility design, safety goals, context, users, and land use. Apply the Blueprint for Urban Design in urban contexts.

Intersection Actions

- Implement hot spot and systemic intersection safety improvements consistent with the updated Intersection Safety Implementation Plan

- Implement intersection design treatments to reduce conflicts between all users, increase awareness, and improve compliance.
- Implement access management on high-volume roads and/or around intersections to reduce the number and severity of crashes.
- Improve visibility of vehicles and pedestrians and bicycles along corridors and at intersections with lighting and unobstructed sightlines.

Roadway Departure

- Design and implement cost-effective hotspot and systemic roadway departure improvements addressing risk factors associated with lane departure and run-off-road crashes on state and local facilities.

Pedestrian and Bicyclist Actions

- Prioritize safety investments on identified high crash and high-risk pedestrian locations per NCHRP 20-44(13) methodology, including transit corridors, school areas, multilane roads, urban state highways, and other high-risk areas.
- Design for appropriate road capacity to reduce crosswalk length and crosswalk conflicts and utilize proven safety countermeasures such as road reconfigurations where appropriate.
- Design and construct corridors and facilities for pedestrians and bicyclists consistent with the Blueprint for Urban Design, based on land use and provide appropriate, safe pedestrian crossings along corridors to accommodate pedestrian needs.
- Prioritize multimodal safety investments in areas with a high concentration of historically-underserved communities, such as low income and BIPOC communities.

  Project Relevance: The TSAP will be used as a resource while updating the TSP, in particular when developing local goals, policies, and strategies to improve safety in Winston and prioritizing projects related to enhancing multi-modal safety. The City's planning project includes a safety goal that will inform the development of the TSP update, including the identification of transportation improvements that improve safety for all road users.

Oregon Resilience Plan (2013)

The Oregon Resilience Plan provides policy guidance and recommendations to mitigate risks, accommodate emergency response and recovery, and support the resilience of government and business before, during, and after a Cascadia

earthquake and tsunami. The plan includes an assessment of the seismic integrity of Oregon's multi-modal transportation system, including bridges and highways, rail, airports, water ports, and public transit systems.

The plan classifies highway lifeline routes as Tier 1, 2, and 3, where Tier 1 routes are those that make up the transportation backbone system, which is considered to provide the greatest benefits for short-term rescue and longer-term economic recovery, Tier 2 is a larger network that provides access to most urban areas and restores major commercial operations, and Tier 3 routes provide a more complete transportation network. Targets for recovery in all mode categories fall into three levels: minimal, operational, and functional.

OR 42 is identified as a Tier 3 Route. The resiliency target for Tier 3 routes is to have a minimum level of service restored within three to seven days, a functional level of service within one to three months, and to restore the facility to 90% capacity within three to six months.

> **Project Relevance:** The Oregon Resilience Plan provides guidance and priorities to maintain the seismic integrity of Oregon's multi-modal transportation system. For OR 42 and the local system that feeds into it, City policies and standards should consider additional guidance, concepts, and design strategies related to state resiliency targets in the event of seismic activity.

Oregon Transportation Options Plan (2015)

The Oregon Transportation Options Plan (OTOP) is a topic plan that establishes policies, strategies, and programs that promote efficient use of existing transportation system investments, thereby reducing reliance on the single-occupancy vehicle and facilitating more transportation by walking, biking, taking transit, and ridesharing.

Adoption of this plan established a statewide vision for transportation options (TO) in Oregon to provide travelers of all ages and abilities with options on how to access goods, services, and opportunities across the state. TO strategies and programs do not address capital infrastructure investments, but rather provide information and resources to allow people to bike, walk, take transit, drive, share rides, and telecommute.

> **Project Relevance:** The updated TSP will draw on program and strategy ideas in the OTOP as appropriate in order to enhance opportunities for non-motorized transportation modes and transit in Winston.

Access Management Rule (OAR 734-051) (2014)[5]

Oregon Administrative Rule (OAR) 734-051 defines the State's role in managing access to highway facilities in order to maintain functional use and safety and to preserve public investment. OHP Policy 3A and OAR 734-051 set access spacing standards for driveways and approaches to the state highway system. The most recent amendments presume that existing driveways with access to state highways have written permission from ODOT as required by ORS 734. The standards are based on state highway classification and differ depending on posted speed and average daily traffic volume.

> **Project Relevance:** Analysis for the TSP update and final project recommendations will need to reflect state requirements for state facilities; the updated TSP will comply with, or move in the direction of compliance for meeting, access management standards for state facilities. Implementation measures that will be developed for the TSP update may entail amendments to the development code to ensure local development requirements are consistent with state access management requirements as well as reflect the draft TSP recommendations related to access management.

ORS 366.215 (Freight Routes – Vehicle Carrying Capacity)

This statute states that the Oregon Transportation Commission may not permanently reduce the "vehicle-carrying capacity" of an identified Freight Route (Reduction Review Route) unless safety or access considerations require the reduction, or a local government requests an exemption and the Commission determines it is in the best interest of the state and freight movement is not unreasonably impeded.

Examples of permanent structures that can result in a reduction in vehicle-carrying capacity could include, but are not limited to, bridge structures, traffic signals, signposts, stationary bollards, curbs, bulb-outs, trees, raised or depressed medians, pedestrian refuge islands, traffic separators, roundabouts, streetlights, and overhead wiring. Street markings such as bike lane striping or on street parking are not considered a reduction of vehicle-carrying capacity.

[5] Amendments to OAR 734-051 were adopted in early 2014 based on passage of Senate Bill 1024 (2010, Senate Bill 264 (2011, and Senate Bill 408 (2014). The amendments were intended to allow more consideration for economic development when developing and implementing access management rules and involved changes to how ODOT deals with approach road spacing, highway improvement requirements with development, and traffic impact analyses requirements for approach road permits.

Project Relevance: The OR 42 is listed on TransGIS as a Reduction Review Route. Planning documents that propose features that could be a reduction of vehicle-carrying capacity must be in compliance with the statute. Where necessary for safety or access considerations, the TSP may identify a need to obtain approval for proposed future actions by following the ORS 366.215 Review Process.

ODOT Highway Design Manual (2012) & Blueprint for Urban Design

The 2012 Highway Design Manual (HDM) provides ODOT with uniform standards and procedures for planning studies and project development for the state's roadways. It is intended to provide guidance for the design of new construction; major reconstruction (4R); resurfacing, restoration, and rehabilitation (3R); or resurfacing (1R) projects. It has not been updated since the release of AASHTO's current Policy on Geometric Design of Highways and Streets (2018); therefore, sound engineering judgment will continue to be a vital part in the process of applying the design criteria to individual projects. The flexibility contained in the 2012 HDM supports the use of Practical Design concepts and Context Sensitive Design practices.

Table 2 shows which design standards are applicable for certain projects based on project type, and if the project involves a state route. State and local planners also use the manual to determine design requirements as they relate to the state highways in TSPs, Corridor Plans, and Refinement Plans. Some projects under ODOT roadway jurisdiction traverse across local agency boundaries; for such facilities, local agencies may have adopted design standards and guidelines that differ from ODOT design standards. Although the appropriate ODOT design standards are to be applied on ODOT roadway jurisdiction facilities, local agency publications and design practices can also provide additional guidance, concepts, and strategies related to roadway design.

Table 2: Design Standards Selections Matrix, ODOT HDM

Project Type	**Roadway Jurisdiction**			
	State Highways		**Local Agency Roads**	
	Urban State Highways (OR 42)	Rural State Highways	Urban	Rural
Modernization/ Bridge New/Replacement	ODOT 4R/New Urban	ODOT 4R/New Rural	AASHTO	
Preservation/ Bridge Rehabilitation	ODOT 3R Urban	ODOT 3R Rural	AASHTO	ODOT 3R Rural
Preventive Maintenance	1R	1R	NA	NA
Safety- Operations- Miscellaneous/ Special Programs	ODOT Urban	ODOT Rural	AASHTO	ODOT 3R Rural

The HDM includes mobility standards related to project development and design that are applicable to all modernization projects, except for development review projects (see Table 3). The v/c ratios in the HDM are different than those shown in the Oregon Highway Plan (OHP). The v/c ratio values in the OHP are used to assist in the planning phase to identify future system deficiencies; the HDM v/c ratio values provide a mobility solution that corrects those previously identified deficiencies and provides the best investment for the State over a 20-year design life.

Table 3: 20-Year Design Mobility Standards (Volume/Capacity [V/C]) Ratio

Highway Category	**Inside Urban Growth Boundary**	
	Non-MPO outside of STAs where non-freeway speed limit <45 mph	Non-MPO where non-freeway speed limit >=45
Interstate Highways and Statewide (NHS) Expressways	0.70	0.65
Statewide (NHS) Non-Freight Routes and Regional or District Expressways	0.75	0.70
Regional Highways	0.75	0.75
District/Local Interest Roads	0.80	0.75

Blueprint for Urban Design

The Blueprint for Urban Design (BUD) is a "bridging document" that establishes revised urban design criteria to be used when designing urban projects on the state system. The document provides guidance for urban design on Oregon state highways until such time that all ODOT manuals related to urban design are updated to include the revised design criteria.

The BUD provides a set of design standards based on urban context, modal expectations, and roadway characteristics. Table 2-6 in the BUD provides general guidance on the design direction for various roadway design elements. Additional design details are included in BUD Chapter 3, based on each land use context.

> **Project Relevance:** The ODOT HDM and Blueprint for Urban Design provide design standards applicable to state roadways. Final project recommendations will need to reflect state requirements for state facilities. Standards and guidelines adopted by the City should be considered for additional guidance, concepts, and strategies for design.

ODOT Analysis Procedures (2020)

The Analysis Procedures Manual (APM) provides the current methodologies, practices, and procedures for conducting long term analysis of Oregon Department of Transportation plans and projects. The APM is generally based on methodologies found in the Highway Capacity Manual (HCM). However, there are many locations in the APM, either because of limitations in the HCM or because of ODOT policies, where the APM recommends different methodologies to address these issues. Unless otherwise specified in the APM, traffic analyses shall use the current edition of the HCM in effect at the start of the analysis.

> **Project Relevance:** The Winston TSP update will use APM methodology to forecast future transportation growth rates and analyze safety at study intersections and to assess the quality of the pedestrian network and the quality of the bicycle facility inventory (using Bicycle Level of Traffic Stress methodology).

Statewide Transportation Improvement Program (2021-2024)

The State Transportation Improvement Program (STIP) is the four-year programming and funding document for transportation projects and programs on state and regional transportation systems, including federal land and Indian reservation road systems, interstate, state, and regional highways, bridges, and public transit. It includes

improvements that have approved state and federal funding and that are expected to be undertaken during the upcoming four-year period. Prior to inclusion in the STIP, projects and programs undergo a selection process managed by ODOT Regions or ODOT central offices, a process that is held every two years in order to update the STIP.

The 2021-2024 STIP includes the following preservation projects in Winston:

- OR42/US101/OR42S curb ramps - Project number: 22143
- OR42/US101/OR42S/OR542 curb ramps - Project number: 21491
- OR42: Lookingglass Creek to I-5 (Winston) - Project number: 21677
- OR42: Lower Lookingglass Creek Bridge repair - Project number: 18586[6]

Project Relevance: The TSP update analysis will take into account projects that are programmed in the STIP. An expected outcome of this planning process is proposed recommendations to amend the STIP to include projects from the updated TSP. Projects recommended in the updated TSP may be eligible for funding through the ODOT Enhance program, which awards funding through a competitive application process.

Oregon Statewide Transportation Strategy (2013)

The Statewide Transportation Strategy (STS) is a state-level scenario planning effort that examines all aspects of the transportation system, including the movement of people and goods, and identifies a combination of strategies to reduce greenhouse gas, or GHG emissions. The STS identifies a variety of effective GHG emissions reduction strategies in transportation systems, vehicle and fuel technologies, and urban land use patterns. The STS, itself, is neither directive nor regulatory, but rather points to promising approaches for further consideration by policymakers at the national, state, regional, and local levels. The STS contains several distinct strategies, each with potential actions that would help achieve the strategy. Strategies that have a bearing on transportation planning in Winston and the objectives of this planning process include:

- Strategy 3 – Operations and Technology. Enhance fuel efficiency and system investments, and reduce emissions by fully optimizing the transportation system through operations and technology. The street network can be optimized through deployment of intelligent transportation system (ITS) technology to enhance fuel efficiency.
- Strategy 7 – Transportation Demand Management. This strategy supports and implements technologies and programs that manage demand and make it easier for people to choose transportation options.

[6] Note, Project 18586 has been completed.

- Strategy 8 – Intercity Passenger Growth Improvements. This strategy promotes investment in intercity passenger public transportation infrastructure and operations to provide more transportation options that are performance and cost competitive.
- Strategy 10 – Bicycle and Pedestrian Network Growth. This strategy encourages local trips, totaling twenty miles or less round-trip, to shift from single-occupant vehicles to bicycling, walking, or other zero emission modes.
- Strategy 13 – Compact, Mixed-Use Development. This strategy promotes compact, mixed-use development to reduce travel distances, facilitate use of zero or low energy modes and transit, and enhance transportation options.

Project Relevance: The TSP planning process will consider the strategies identified in the STS and will ultimately articulate the City of Winston's commitment to reducing GHG emissions in the development of plan recommendations.

Transportation Planning Rule (OAR 660-012) (Last Updated 2012)

The Transportation Planning Rule (TPR), OAR 660-012, implements Statewide Planning Goal 12 Transportation. The TPR contains numerous requirements governing transportation planning and project development, including the required elements of a TSP. In addition to guiding local plan development, the TPR requires each local government to amend its land use regulations (e.g., development code) to implement its TSP (OAR 660-012-0045). It also requires local government to adopt land use or subdivision ordinance regulations consistent with applicable federal and state requirements "to protect transportation facilities, corridors and sites for their identified functions."

Local compliance with TPR Section -0045 provisions is achieved through a variety of measures, including access control requirements, standards to protect future operations of roads, and notice and coordinated review procedures for land use applications. Local development codes should also include a process to apply conditions of approval to development proposals, and regulations ensuring that amendments to land use designations, densities, and design standards are consistent with the functions, capacities, and performance standards of facilities identified in the TSP.

The TPR does not regulate access management. ODOT adopted OAR 734-051 to address access management and it is expected that ODOT, as part of this project, will coordinate with the City in planning for access management on state roadways consistent with its Access Management Rule (OAR 734-051).

Amendments to the TPR adopted in 2012 include new language in Section -0060 that allows a local government to exempt a zone change from the "significant effect" determination if the proposed zoning is consistent with the comprehensive plan map designation and the TSP. The amendments also allow a local government to amend a functional plan, comprehensive plan, or land use regulation without applying mobility standards (volume-to-capacity or v/c, for example) if the subject area is within a designated multi-modal mixed-use area (MMA).

> **Project Relevance:** The TPR directs local TSP development and requires specific transportation elements be implemented in the local development ordinance. Local requirements such as access management, coordinated land use review procedures, and transportation facility standards and requirements – consistent with TPR Sections -0045 and -0060 – are meant to protect road operations, enhance safety, and provide for multi-modal access and mobility. Implementation measures that will be developed with the TSP update may entail proposed amendments to the City's Zoning and Subdivision ordinances to ensure consistency with TPR requirements as well as to reflect draft TSP recommendations.

Regional Plans

OR 42 Expressway Management Plan (2013)

The OR 42 Expressway Management Plan establishes mobility and access management standards based on policy in the OHP. A portion of the OR 42 Expressway designation extends into the Winston's UGB, from the intersection of OR 42 and Lookingglass Road eastward towards I-5.

Expressway improvements identified within Winston city limits include:

- Project 1: OR 42 - Lookingglass Rd to Winston Section Rd (73.88-74.35): Add two-way, buffered multi-use path on the south side of the expressway (High to Medium Priority)
- Project 2: OR 42/Winston Section Rd (74.35-74.41): Connect Winston Section Rd to path on north side with a multi-use path undercrossing (High to Medium Priority)

Local system improvements within Winston city limits include:

- Project 14: Lookingglass Rd and Pepsi Rd: Extend Lookingglass Rd eastward and Pepsi Rd westward to connect at a 4-way signalized intersection; close current connections to OR 42; and connect other access points to extensions (Low Priority)

In addition to planned improvements, the document contains an access management plan that includes access management standards, key principles, and actions. The access management spacing standard in the corridor is 2,640 feet (1/2 mile) between intersections.

> **Project Relevance:** The OR 42 Expressway Management Plan addresses improvements to OR 42 between I-5 and the Winston city limits. While it is mainly focused on the unincorporated portion of OR 42, some expressway and local system improvements are within Winston's UGB.

Douglas County Comprehensive Plan (1981, Last Updated 2017)

The Douglas County Comprehensive Plan was completed in 1981 and acknowledged by the Land Conservation and Development Commission in 1983. It has been revised many times, most recently in 2017 to amend the Park and Recreation Element to incorporate data from the 2013-2017 Statewide Outdoor Recreation Plan (SCORP). The Comprehensive Plan establishes goals and policies for areas of county-wide interest,

including preservation of agricultural land and natural and cultural resources, housing, public facilities, parks and recreation, and transportation. The Comprehensive Plan includes land use findings and policies for both rural communities in the County, as well as for the urban unincorporated areas of Dillard, Gardiner, Glide, Green, Shady, Winchester Bay, and Tri City.

The Comprehensive Plan includes information about Winston, including demographics, natural resources, and land use. While identified as a small city with one of the higher population growth rates in the County, Winston-specific information is more than 20 years old. More recent plan amendments have updated policies in the Housing Element, including a policy obligating the County to cooperate with its twelve cities to promote coordinated housing policies to ensure that the countywide housing needs of low- and moderate-income households are adequately met (2013); and updates to the Population Element, which incorporated a new 50-year coordinated population forecast (2015).

The Comprehensive Plan document includes a Transportation element, which is a part of the Douglas County TSP (reviewed below).

> **Project Relevance:** Transportation forecasting will be based on the population figures that are coordinated between Douglas County and the City. City transportation policy should be consistent with County policy, in particular in areas related to population, urbanization, land use and housing, and transportation. One of the outcomes of this TSP update will be updated City policies that support the recommendations and implementation of the updated TSP; to the extent these policies intersect with County needs and objectives, an outcome of this project may be recommended County policy amendments.

Douglas County Transportation System Plan (2004, Last Updated 2010)

The Douglas County TSP was adopted in December 2004 and was subsequently updated in 2006, 2009, and 2010 to include elements for three separate interchange area management plans (IAMPs) governing I-5 Interchanges 103, 106, and 108; Interchanges 119 and 120; and Interchange 129 respectively. The TSP is currently in the process of being updated, with adoption expected in Summer 2022.

The TSP contains a summary of Statewide Planning Goal 12 and a description of Douglas County's transportation facilities, the County roadway network plan, and the Bikeway Master Plan. It includes a description of roadway functional classifications and associated mobility standards (v/c) and provides a list of all of County roadways and

their functional classification. County transportation policy states that, for those roads located within city UGBs, the County will coordinate road classifications and construction standards with the affected cities. County transportation objectives and policies relevant to non-motorized facilities in Winston include:

> *OBJECTIVE C: To provide a system of bikeways which is coordinated with other jurisdictional bikeway plans.*
>
> *POLICIES:*
>
> *1. The County shall coordinate with other jurisdictions and agencies to ensure development of routes which are continuous across jurisdictional boundaries and which serve the needs of all Douglas County residents.*
>
> *2. The County shall coordinate the designation and improvement of bikeways within urban growth boundaries with the affected cities.*

The County TSP also describes projects on County roadways within city UGBs. For Winston, this notably includes planning for the Winston Loop, Lookingglass-Winston Route, and the Winston-Myrtle Creek Route (amended into the TSP in 1997). The TSP references the Winston UGB Expansion and Green Road Network, a multipurpose path from Winston to Green in the Green TSP.

As noted above, the Douglas County TSP is currently undergoing an update. The project will address future transportation needs in the County's unincorporated areas. Completed to date is the assessment of existing conditions; currently underway is drafting and evaluating possible transportation solutions. The County TSP update team will gather feedback on the draft solutions in the fall of 2021.

> **Project Relevance:** County transportation improvement projects and roadway standards (for County facilities within the UGB) will be reviewed and considered as part of the Winston TSP Update. Recommendations in the updated TSP will need to be consistent with the County TSP; if necessary, refinements of the County plan will be identified and discussed as part of this update process. Pursuant to the UGMA, the City and County will coordinate with one another in the development of any plans affecting the City's UGA, which is unincorporated Douglas County. County TSP and City TSP project teams will need to ensure consistency between the two updates.

Douglas County Coordinated Public Transit Human Services Transportation Plan (2013)

The Douglas County Coordinated Public Transit Human Services Transportation Plan identifies local public and private transportation providers and the human service

agencies that utilize them.[7] It serves as a planning document to support existing services and providers, and provides direction for new opportunities that may occur in the future. The plan is intended to identify the transportation needs of all Douglas County residents, including those who may have special transportation needs, such as older adults, persons with a disability, veterans, and those with low incomes.

Section 1 provides a glimpse into the history of the public transportation in Douglas County, as well as gives a brief overview of the County's demographics.

Section 2 describes the purpose and objectives of the plan and outlines the public involvement used in the plan's development.

Section 3 provides a broad inventory of the types of existing transportation resources and services.

Section 4 provides an overview of the transportation accomplishments, unmet transportation needs, and future goals.

UPTD is in the process of developing an update to the Coordinated Public Transit Human Services Transportation Plan, with adoption anticipated in 2022. There is limited information about the project currently, however, the TSP update will consider updated transit needs as new information and documents become available.

> **Project Relevance:** The Coordinated Public Transit Human Services Transportation Plan will be a reference in understanding equity and accessibility concerns in the development of the TSP. This planning process will refer to this Plan and consider those who may have special transportation needs when developing the TSP's public transportation element and evaluating transportation projects to meet existing and future needs. The planning process will also consider new or updated transit needs as new information becomes available in the 2021-2022 update to the Plan.

Douglas County Land Use and Development Ordinance and Zoning Map (adopted 1980, last amended in 2016)

The County's LUDO regulates development within unincorporated Douglas County and helps implement the long-range land use vision embodied in the Comprehensive Plan and TSP. The LUDO contains several sets of requirements that address the relationship

[7] A locally developed, coordinated, and approved public transit human services transportation plan is a requirement for federal funding eligibility. See https://www.transit.dot.gov/funding/grants/coordinated-public-transit-human-services-transportation-plans.

between land use and transportation system development. Those requirements are summarized below and address access, transportation improvements, clear vision areas, traffic impact analysis, parking, and street design standards.

Chapter 4, Land Divisions, clarifies that street right-of-way widths must conform to the widths and standards designated in the Douglas County Comprehensive Plan (Section 4.100.6). Block standards are also included in this Chapter, with block length maximums set at 800 feet between street lines and urban subdivisions block lengths evaluated on a case-by-case basis (Section 4.100.11).

The design standards in Section 4.410 include requirements for minimum right-of-way, and improvement requirements. Provisions are generally organized by urban/rural categories and further defined by street classification.

Article 35 Supplementary Provisions includes access management standards in Section 3.35.050. Development that generates more than 300 trips per day must comply with specific access and spacing standards, specific to the classification of the roadway where a new access is proposed. Access standards range from 330 on an Urban Minor Collector to 1,320 feet on a Rural Arterial. Subsection 3.35.050(7) requires an approach permit for development with access directly on to a County maintained road. Subsection 3.35.050(6) clarifies that the County may require a Traffic Impact Study (TIS) prior to authorization an alternative standard.

The County does not apply zoning within the City's UGB.

> **Project Relevance:** Existing roads under Douglas County's jurisdiction and within the City's UGB are subject to the County's development standard according to the Urban Growth Management Agreement, described below.

Umpqua Public Transportation District Transit Plan (2019)

The Public Transportation Improvement Plan guides the Umpqua Public Transportation District (UPTD) to administer the STIF planning process and distribute STIF funds for the County. This plan identifies both short-term and long-term transit projects for the 2019-2021 biennium, and guides roll-out of possible future transit services and programs.

The plan places special emphasis on the transportation and transit needs of low-income communities in Douglas County in setting priorities and identifying needs. The plan provides a summary of proposed funding levels for one-time and ongoing investments in the County's transit services.

Within Winston, Public Transportation Services include: UPTD (Fixed Route Service), and Douglas Rides (Dial A Ride). The Winston Greyline is part of the Douglas County Transit

District (see service overview under the Oregon Public Transportation Plan review in this memorandum).

> **Project Relevance:** The TSP update will consider and incorporate the transit service and future needs within Winston, consistent with the Public Transportation Improvement Plan. When available, the TSP update project will coordinate with UPTD's upcoming Transportation Master Plan process, which will provide greater depth of analysis for the City's transit needs and proposed projects and programs.

City/County Urban Growth Management Agreement

The Urban Growth Management Agreement (UGMA) between the City of Winston and Douglas County establishes coordination procedures and land use authority within the Urban Growth Area (UGA), land currently outside of city limits, but within the UGB and expected to be urbanized. The UGMA allows the City to implement ordinances and codes within the UGA, and that the County will reference the City Comprehensive Plan as it applies to the UGA.

The UGMA establishes standards for urban growth boundary streets and requires all new streets within the UGB that are associated with new planned unit development land divisions to be constructed to City standards. It also requires that the City and County maintain coordinated urban street construction standards that apply to all development within the UGB. Existing streets within the UGA will be maintained by the County until they are annexed into the City.

> **Project Relevance:** The County will need to receive notification of any City Comprehensive Plan or ordinance amendments affecting the UGA. The UGMA also identifies standards for the construction of new streets and the maintenance of existing streets within the UGA. County representatives will be invited to participate on the TSP update advisory committee and notification regarding the adoption of an updated Winston TSP will comply with the notification requirements of the UGMA.

Local Plans

Winston Comprehensive Plan (adopted 2003, last amended in 2007)

The Winston Comprehensive Plan is a long-range guide for planning within the Winston UGB and is consistent with the Statewide Planning Goals, including Goal 12 Transportation. The Comprehensive Plan identifies the City's roadway needs, future travel conditions, street connectivity projects, access management, and transportation-related safety issues.

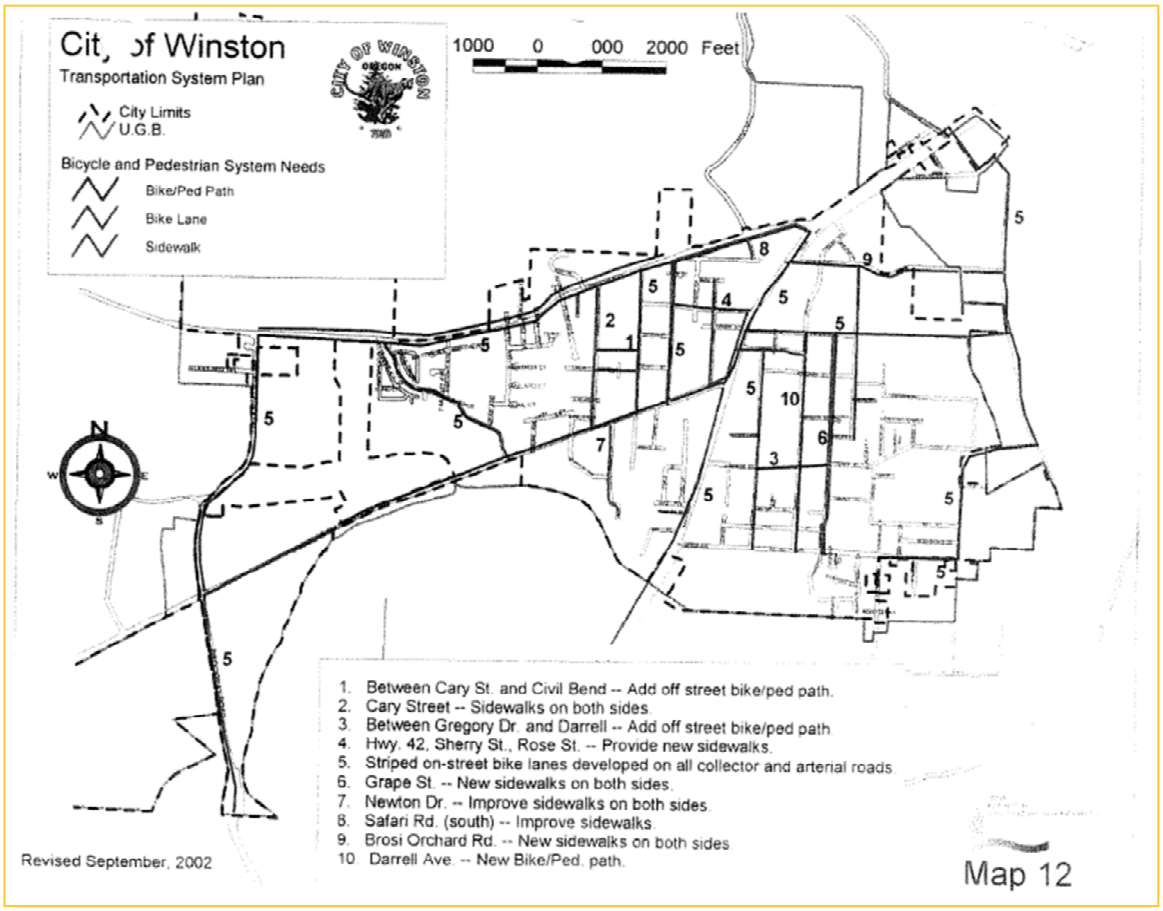
Public Facilities goals in the adopted Comprehensive Plan include improvements to the street system to smooth traffic flow and the desire to increase safety and promote energy conservation by encouraging alternative forms of transportation. Specific policies that may affect the TSP update include improving access to the area east of Highway 42, limiting access on arterial streets, and development standards for properties with streets that have a minimum paved width of 24 feet. Other transportation policies include establishing a bike route through the center of the City and encouraging sidewalks along arterials and collectors.

The Transportation Element of the plan contains the bulk of the City's transportation policies. Policies are organized under goals, which include General Transportation Objectives, Land Use Objectives, Streets, Public Transit, Transportation System Management, Access Management, and Transportation Demand Management. Specific policies identified in the Transportation Element that may affect this planning process include designing arterials and collectors to include safe crossings for pedestrians and bicycles, the development of "Standard Details" for all streets in the Urban Area,[8] identifying areas prone to accidents, and encouraging transit services within ¼ mile of the Winston Urban Area.

A separate section of the Comprehensive Plan addresses Pedestrian and Bicycle Transportation. This section addresses walkway and bikeway design, as well as specific improvement projects, as identified in Figure 1. Pedestrian Goals include developing a comprehensive system of sidewalks, encourage pedestrian travel within mixed-use developments, and encouraging education services to promote safe pedestrian travel. The City's Bicycle Goal is encouraging increased bicycle usage by ensuing there are convenient, accessible, and safe facilities.

[8] The City includes one standard drawing providing details for a standard road section: RD 222-W Standard Road Section

Figure 1 TSP Map (2005)



Project Relevance: The TSP update process will evaluate existing transportation goals, objectives, and policies as to whether they are still applicable and accurately reflect existing and future community needs. In addition to updated goals and policies, implementation of the TSP may prompt other policy-level changes in areas related to transportation, including providing public facilities, economic development, and land use.

Winston Transportation System Plan (2003)

The Winston TSP guides the development and management of transportation facilities in the City, reflecting community goals and objectives and providing consistency with state, regional, and local plans. The current plan was adopted in 2003 and is approaching the end of its 20-year planning horizon. The 2003 TSP includes a transportation system inventory, identifying street conditions, functional classifications, and modal facilities. The TSP addresses safety issues and concerns, previous planning efforts, existing and projected traffic, and future transportation needs.

Goals and policies are listed in Section 6 of the TSP. The goals and policies include general transportation objectives, land use goals related to transportation, and specific goals around a comprehensive street system, public transit, pedestrian facilities, and bicycle facilities, which are replicated in the Comprehensive Plan. The TSP also includes objectives for aviation and rail. In addition to modal goals and system goals, there are goals related to transportation system management, access management, transportation demand management, which are also replicated in the Comprehensive Plan. The TSP include goals for parking and finance that are not found in the Comprehensive Plan.

Planned improvements are shown in Section 7, Table 7 and Table 8. Some projects are part of County or State roadway systems. City projects cannot be considered for future land use actions until they are programmed in the City Public Facilities Plan/Annual Capital Improvement Budget. Of the 12 street improvement projects, three address improvements to OR 42. Other projects were focused on the eastern side of the City limits (see TSP Map 13). Bike and pedestrian improvements are focused mostly in the downtown area of the City (see TSP Map 14).

> **Project Relevance:** The TSP update process will consider the goals, objectives, policies, standards, and recommended projects from the 2003 TSP to determine what needs to be retained and carried forward or changed for inclusion in the updated TSP. This planning process will update recommended transportation improvement projects for all modes, based on existing and projected needs. Updated data, stakeholder and community involvement, and evaluation criteria will be used in making these recommendations.

Winston Subdivision Ordinance (2012)

The City's Subdivision Ordinance implements the long-range land use vision embodied in the Winston Comprehensive Plan as it pertains to new subdivisions and partitions, including street and lot creations.

Transportation System Standards

Section 11 of the Subdivision Ordinance addresses the creation of streets, sidewalks, and ways for new subdivisions and partitions. Subsection 11.D includes street design standards in a table and cross section illustrations. Street design standards and cross-section illustrations are organized by street classification, including Arterials, Major Collectors, Residential Collectors, Residential, and Local Access Way. All roadways include sidewalks but only arterial and collector roadways include bike lanes. Section 11 also includes provisions regulating future street extensions, half-street improvements, cul-de-sacs, grades/curves, and curb/gutter/sidewalk requirements.

BLOCK STANDARDS

Section 12 of the Subdivision Ordinance addresses the Block standards, including the length, width, and shape of blocks in subdivisions and partitions. Block lengths are limited to 1,200 feet in length unless existing conditions or topography justify a different length. Intersection spacing on arterial streets is 1,800 feet.

ACCESS MANAGEMENT

Section 23 addresses access management for new subdivision or partitions. It requires written approval from ODOT or the Douglas County Public Works Department for access to roads under their respective jurisdiction. The regulations also allow the City to require improvements and street dedications as applicable.

> **Project Relevance:** Amendments to the Winston Subdivision Ordinance will be considered as part of implementation of the updated TSP. Proposed amendments will address consistency with the TPR and will implement recommendations in the updated TSP. Consistency will need to be ensured between requirements Subdivision Ordinance and updated TSP.

Winston Zoning Ordinance (2016)

Like the Subdivision Ordinance, the City of Winston Zoning Ordinance implements the long-range land use vision embodied in the Winston Comprehensive Plan. It regulates uses within the City and establishes standards for development. Key existing development standards are summarized below.

Zoning Ordinance Article 5 contains Supplemental Provisions for development and uses, including requirements related to transportation, such as access, parking, site development, and procedures.

PEDESTRIAN AND BICYCLE ACCESS AND CIRCULATION

Pedestrian and bicycle access and circulation are implemented in Section 5.010, which notes that ingress, egress, and circulation will be reviewed for safety, convenience, and mitigation of adverse impacts on neighboring properties as part of a development application review. No specific standards related to pedestrian access and circulation are listed. Bikeway design for subdivisions, planned developments, multifamily developments, and large commercial developments are specified in Section 5.040.9.b.

ACCESS MANAGEMENT AND CONNECTIVITY

Driveway location as related to intersections and adjacent properties is regulated in Section 5.044 and 5.010. Access spacing standards are established as part of the Subdivision Ordinance requirements and reviewed in the previous section.

VEHICLE AND BICYCLE PARKING

Off-street parking standards in Section 5.040 include provisions for shared parking and bicycle parking. Requirements specify the number of parking spaces required as well as basic design elements of bicycle parking. Provisions related to loading and drive-up facilities are addressed in Section 5.041. Driveway and parking lot design standards are in Sections 5.042 through 5.049.

CLEAR VISION AREAS

Clear vision area standards for residential and all other zones are addressed in Section 5.030.

TRAFFIC IMPACT ANALYSES AND PERFORMANCE STANDARDS APPLICATION REVIEW AND COORDINATION

Pre-application conferences are required for development applications; however, which land use procedures or application types require a pre-application is not specified (Section 11.060). Existing pre-application provisions do not require agency participation other than the City Planning Director and/or designee. However, application and hearing notice requirements for quasi-judicial procedures specifies that potentially affected agencies (e.g., transportation agencies such as ODOT, Douglas County, or UPTD) are notified (Section 11.080).

> **Project Relevance:** Amendments to the Winston Zoning Ordinance will be considered as part of the implementation phase of the TSP update project. Proposed amendments will address consistency with the TPR and will implement recommendations in the updated TSP. Consistency will need to be ensured between requirements Zoning Ordinance and updated TSP.

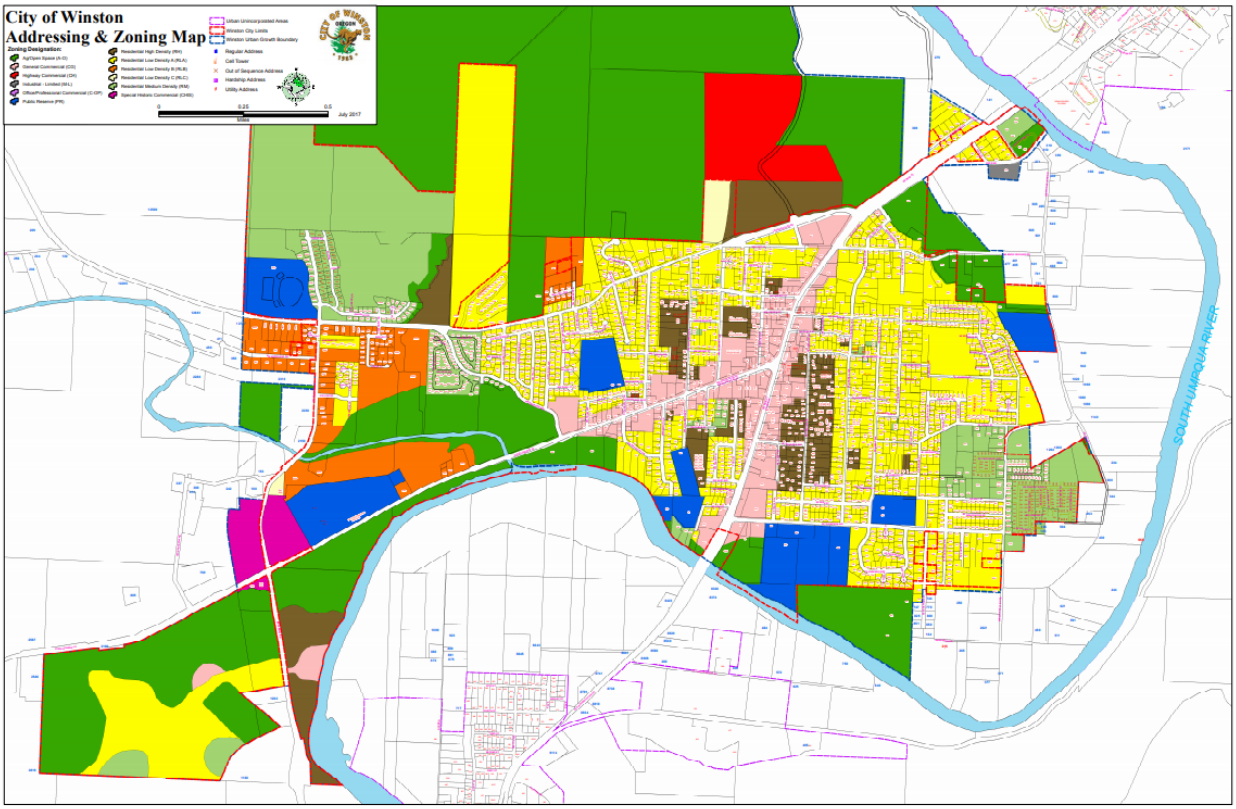
Winston Zoning Map

The following zoning districts govern land use and development requirements in the City, as shown on the Winston Zoning Map (Figure 2) and established in Winston Zoning Ordinance, Article 4:

- Residential – Residential High Density (RH), Low Density A (RLA), Low Density B (RLB), Low Density C (RLC), and Medium Density Residential (RM)
- Commercial – General Commercial (CG), Highway Commercial (CH), Office/Professional Commercial (C-OP), and Specific Historical Commercial (CHIS)
- Industrial – Industrial-Limited (M-L)
- Public/Semi-Public-- Public Reserve (PR)

- Agriculture- Ag/Open Space (A-O)

Figure 2 City of Winston Zoning Map



The Zoning Map shows the following concentrations of zoning:

- CG zoning along OR 42 and Main Street;
- CH zoning in north of OR 42;
- RH and RLA around the CG corridors;
- RM around the east and northwest edges of town;
- A-O along the northern and southwestern borders; and
- C-OP land northwest of the intersection of Brockway Rd and OR 42.

The rest of the City is predominantly zoned low-density residential, with areas of public/semi-public zoning where public facilities, including schools, are located.

> **Project Relevance:** Future conditions analysis performed for the TSP update process will be based on transportation demand projected for planned land uses within the UGB. Transportation improvements developed during the TSP update process will be designed to address needs identified in existing and future conditions reporting.

Winston Urban Renewal Plan (2006)

The Winston Urban Renewal Plan assists in meeting the City's economic development objectives through rehabilitation of older and historic structures, redevelopment of key sites, improving transportation and utility facilities in the renewal area, assisting with the construction of needed public facilities, and creating public amenities. Plan provisions apply within the boundaries of the Urban Renewal Area (URA), which is mainly around S Main Street and along OR 42.

The Winston Urban Renewal Plan consists of activities and actions that are intended to address the causes of blight and deterioration within the URA. Project activities are intended to implement the vision and guiding principles in Section 400 of the Plan. Project activities to treat blighting conditions and to implement community and Comprehensive Plan goals include:

- Providing improvements to curb, sidewalk, and streets
- Providing infrastructure upgrades to service new development
- Providing incentives to new public and private building investments
- Providing incentives for the repair and rehabilitation of deficient structures
- Contributing to funding new parks and public buildings

The Urban Renewal Plan allows the Renewal Agency to participate in funding sidewalk and roadway improvements within the URA to encourage development in the area, including design, redesign, construction, resurfacing, repair, and acquisition of right-of way for curbs, streets, and sidewalks when consistent with the adopted TSP. Street, curb, and sidewalk improvements may include:

- Build new street from Ford Street to Tower Street
- Build new street from Ford to Hwy 42
- Upgrade Glenhart from Lookinglass Rd to Highway 42
- Rebuild Suksdorf Street from Gregory Street to Ronald Street with sidewalks
- Purchase right of way From Main Street at the Intersection of Hwy 99/42 to Suksdorf Street

Streetscape and neighborhood beautification projects in the URA include:

- Improve Rose, Glenhart, Civil Bend, Cary, Snow, Brantley, Newton & Tower Streets within 100 ft sidewalk back from intersection of Hwy 42 and Main St., lighting, and landscaping projects
- Old Town street lights along Highway 42 and Main Street
- Lighting the pedestrian ways with under ground lighting

Pedestrian, Bicycle, and Transit and Parking Improvements may include:

- Develop of a bike/pedestrian path along the river from Brockway Road Bridge at the Lookingglass Creek to River Bend Park
- Research bike trail continuance from River Bend Park to the South Umpqua River, Highway 35 EB (Winston) at Highway 99S

Public Safety Improvements recommended in the Plan include:

- Add Traffic Signal at Abraham Street
- Add Traffic Signal at Glenhart Street
- Fire detection, suppression, and monitoring system improvements
- Add OPTICOMS at signalized intersections for emergency vehicle safety

Project Relevance: The TSP update will address consistency with the Urban Renewal Plan and will include recommended projects for the URA in the updated TSP's list of projects. Funding options for transportation projects in the URA will reflect the Urban Renewal Plan financing methods.

Winston Capital Improvement Plan

Capital Improvement Plans (CIPs) program the funding and construction of significant capital projects, typically for a five-year period. The City relies on both the current budget and the adopted TSP for its transportation-related CIP. The transportation CIP in the City's 2021-2023 budget is shown in Table 4.

The CIP shows an adopted 2021 General Fund of $2,554,606, and a total of $1,223,647 for the 2021 Street and Drainage fund. The Transfers total, including Bike Path Reserve, Street Improvement Reserve, and Street SDC Reserve, is $27,000.

Table 4: Transportation CIP in City of Winston 2021-2023 Budget

				02	Materials & Services					
3,717.08	5,502.88	5,300	0	0110	Supplies	0.00	15,425	15,425	15,425	0
0.00	0.00	3,500	0	0115	Software	0.00	3,500	3,500	3,500	0
2,886.71	3,650.94	10,200	0	0130	Equipment Maintenance	0.00	10,900	10,900	10,900	0
6,294.79	6,649.30	8,100	0	0140	Equipment Operations	0.00	8,300	8,300	8,300	0
2,088.79	3,160.65	3,300	0	0160	Phone	0.00	3,300	3,300	3,300	0
40.30	27.00	3,000	0	0170	Training & Conferences	0.00	3,000	3,000	3,000	0
1,143.90	1,728.09	1,500	0	0180	Material & Services NOC	0.00	1,500	1,500	1,500	0
1,418.08	2,662.61	5,600	0	0190	Building Maintenance	0.00	5,900	5,900	5,900	0
1,938.74	1,516.72	4,400	0	0200	Shop Utilities	0.00	4,500	4,500	4,500	0
1,409.52	180.00	7,200	0	0238	Drainage Maintenance	0.00	8,500	8,500	8,500	0
22,670.03	12,411.52	38,000	0	0240	Street Maintenance	0.00	39,500	39,500	39,500	0
2,800.00	3,500.00	3,900	0	0300	Audit	0.00	4,100	4,100	4,100	0
6,229.67	5,931.11	8,100	0	0350	Insurance	0.00	9,100	9,100	9,100	0
177.50	177.50	250	0	0390	Dues & Subscriptions	0.00	250	250	250	0
52,729.08	51,435.16	57,000	0	0430	Street Lights	0.00	57,000	57,000	57,000	0
14,013.74	9,555.99	16,200	0	0480	Professional Services	0.00	16,200	16,200	16,200	0
119,557.93	**108,089.47**	**175,550**	**0**		**Materials & Services Totals:**	**0.00**	**190,975**	**190,975**	**190,975**	**0**
				03	Capital Outlay					
0.00	0.00	0	0	1010	Right of Way Acquisition	0.00	0	0	0	0
8,025.85	9,940.16	31,590	0	1020	New Equipment	0.00	333,800	15,750	15,750	0
4,989.00	15,512.42	324,748	0	1030	Street & Drainage Improvement	0.00	325,000	275,662	275,662	0
211,207.68	0.00	206,313	0	1031	Grant Projects	0.00	0	0	0	0
62,780.39	119,447.47	54,000	0	1072	Public Works Shop	0.00	45,000	20,000	20,000	0
0.00	0.00	74,256	0	1080	Bicycle Paths	0.00	75,000	75,000	75,000	0
287,002.92	**144,900.05**	**690,907**	**0**		**Capital Outlay Totals:**	**0.00**	**778,800**	**386,412**	**386,412**	**0**
				05	Transfers					
0.00	0.00	0	0	2020	Bike Path Reserve	0.00	0	0	0	0
0.00	0.00	0	0	2050	Street Improvement Reserve	0.00	0	0	0	0
1,846.81	1,392.51	2,000	0	2055	Trsf General Fund Storm Franch	0.00	2,000	2,000	2,000	0
33,292.00	17,938.00	25,000	0	2060	Street SDC Reserve	0.00	25,000	25,000	25,000	0
35,138.81	**19,330.51**	**27,000**	**0**		**Transfers Totals:**	**0.00**	**27,000**	**27,000**	**27,000**	**0**

Project Relevance: The capital improvement projects that have a committed funding source will be included in the future baseline transportation conditions for the updated TSP. The updated TSP will include capital improvement projects as part of the future conditions analysis and in the development of proposed improvements.