TECHNICAL MEMORANDUM #10

Amendments and Implementation Measures
Winston Transportation System Plan Update

DATE	March 21, 2023
TO	Thomas McIntosh, Winston Community Development Department
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CC	Matt Kittelson, KAI

OVERVIEW

This memorandum outlines an approach for amending the City of Winston's regulations to incorporate the goals, objectives, and improvements identified in the Winston Transportation System Plan (TSP) update. Recommended modifications identified in this memorandum include changes to the Winston Comprehensive Plan and Title XV – Land Usage Ordinance. The proposed amendments are also intended to be consistent with the Oregon Transportation Planning Rule (OAR 660, Division 12, or "TPR").

The TSP update will comprehensively update the City's current TSP, adopted in 2003. The updated TSP establishes the City's goals and objectives for developing and improving the transportation system through the year 2045. The updated TSP will addresses transportation-related infrastructure within City limits.

POLICY AND CODE AMENDMENT SUMMARY

The City of Winston will need to amend its land use regulations to implement updated transportation standards and to achieve the TSP's goals and objectives. These goals and objectives are achieved through a variety of measures, including street classifications, with corresponding design standards and access control measures; pedestrian and bicycle circulation design and connectivity provisions; and regulation and procedures for protecting the function and capacity of roadways.

The project team evaluated the City's Comprehensive Plan and Title XV to ensure that policies and standards reflect TSP recommendations and are consistent with statewide requirements in the TPR.

The following elements are recommended to be amended:

- **Comprehensive Plan (Transportation):** update policies in the Transportation section of Comprehensive Plan to be consistent with and implement the updated TSP.
- **Transportation System Plan:** Adopt the 2023 Transportation System Plan by reference as the transportation element of the adopted Comprehensive Plan, replacing the 2003 TSP.
- **Title XV – Land Usage:** Update Title XV to be consistent with and implement the direction provided in the Comprehensive Plan and TSP.

Comprehensive Plan

In order to ensure policy consistency, cities must adopt a TSP as part of their comprehensive plans. This requires a comprehensive plan amendment as part of TSP adoption – either by replacing the transportation element of the Comprehensive Plan, adding references to the updated TSP, or a combination of both.

Attachment A proposes new and revised goals and policies for the Comprehensive Plan. The recommended changes to the Comprehensive Plan focus on updated policy statements which are intended to assist TSP implementation by guiding future actions, including land use decisions. The proposed changes are informed by the goals and objectives developed as part of the Community Transportation Framework (Technical Memorandum #2).

Transportation System Plan

The Winston TSP establishes the City's goals and objectives for developing and improving the transportation system. It includes transportation infrastructure planning for areas within the City. The TSP is an adopted element of the Comprehensive Plan.

It is recommended that the City adopt the updated TSP as a replacement to the TSP that was adopted in 2003. By legislatively adopting the "plan" elements of the TSP, the City will have a policy framework on which to base compliance-related development requirements and to seek public financing for recommended improvements. The TSP will be adopted by reference as the transportation element of the Comprehensive Plan.

Subdivision and Zoning Code Standards

The City of Winston regulates development within city limits and implements aspects of the Winston TSP through Title XV – Land Usage ordinance. Title XV contains several requirements that address the relationship between land use and development and transportation system improvements. Land use development-related transportation requirements implement the goals and objectives of the TSP. This memorandum recommends the City adopt targeted modifications to Title XV to ensure consistency with and to implement the updated TSP.

Table 1 provides a summary of recommended code amendments that can be considered as part of TSP adoption. Additional detailed information is found in Attachment B: Title XV – Land Usage Recommendations which provides recommended changes using adoption-ready formatting.

Table 1: Municipal Code Recommendations Summary

#	Topic	Recommendations	Code Section	Compliance
1	Cul-de-sacs	Revise cul-de-sac standards to limit their use to only sites where topographical constraints preclude full block connections.	153.11	-0045(3)(b)
2	Block Size Requirements	Revise block size requirements in Section 153.12 to limit the size of new block formations.	153.12	-0045(2)(a)
3	Access Management Standards	Revise Section 154.055, as needed, to be consistent with the revised access management standards	154.055	-0045(2)(a)
4	Allow transportation improvements	Add a new section that authorizes specific transportation uses in all zones (recommended). Alternatively, the City could include language in individual zones that authorize the specific transportation uses instead.	154.92 [New]	-0045(1)(a)
5	Transportation Impact Study	Add requirements for transportation impact studies (TIS). The section should include thresholds for requiring a TIS and include standards for study requirements, approval standards, and a process to allow the City to require mitigation of identified transportation impacts as a condition of approval.	154.93 [New]	-0045(2)(b)
6	On-site Circulation	Add provisions for on-site bicycle and pedestrian circulation applicable to subdivisions, multi-family developments, planned developments, and commercial developments.	154.94 [New]	-0045(3)(b) -0045(3)(e) & -0045(6)
7	TPR Consistency	Add language to Section 154.143 to ensure land use map and zoning ordinance amendments are consistent with the planned transportation system	154.143	-0045(2)(g)

#	Topic	Recommendations	Code Section	Compliance
8	Conditions of Approval	Include transportation-related improvements as a potential condition of approval – including specifically improvements that facilitate pedestrian and bicycle travel.	154.148	-0045(2)(e) & -0045(3)(c)

ADOPTION SUPPORT

Department of Land Conservation and Development Post-Acknowledgement Plan Amendment Notice

State law requires local governments to notify the Department of Land Conservation and Development (DLCD) when a comprehensive plan change is proposed or adopted (OAR 660-018). These are known as post-acknowledgement plan amendments, or "PAPAs." DLCD will provide public notice of all proposals and adoptions after a city or county submits a PAPA notice. PAPA notices can be submitted to DLCD via email, standard mail delivery, or through PAPA online.[1] PAPA online is the most common method of delivery information to DLCD.

The City of Winston must submit a PAPA notice at least 35 days prior to the first scheduled evidentiary hearing before the Planning Commission. The City will need to submit a second notice after adoption to inform DLCD that the proposed amendments have been adopted.

The following statement summarizes the proposed action and can be included with the PAPA notice.

> *The City of Winston is proposing to adopt a new Transportation System Plan as an addendum to the City's Comprehensive Plan. Upon adoption, the proposed Transportation System Plan will replace the previous Transportation System Plan developed in 2003.*

In addition, City staff will also need to submit supporting documents for review. Typically, this includes the following items for adoption of a TSP:

- Draft TSP document;
- Text of related amendments (e.g., plan or code text changes);
- Staff report on the proposed change (if available); and

[1] https://db.lcd.state.or.us/PAPA_Online

- Any other information necessary to advise DLCD of the effect of the proposal.

Staff Report Elements

Below is suggested language to include with the adoption ordinance and/or the accompanying staff report. Language is provided for the following elements:

- Enacting Ordinance
- Project Background
- Process
- Adoption Actions

Enacting Ordinance

Whereas the City of Winston has been engaged in a lengthy and involved process with the public and worked with a consultant in reviewing and updating the City's Transportation System Plan (TSP); and

Whereas, on [date], the Winston Planning Commission conducted a properly noticed public hearing concerning land use regulations and determined that an updated TSP with amendments to the Winston Comprehensive Plan and the Winston Title XV – Land Usage ordinance are necessary not only for compliance with the State or Oregon Transportation Planning Rule (TPR), but also reflect changing conditions in the City of Winston; and

Whereas, on [date], the Winston Planning Commission held a duly noticed public hearing on the legislative amendment during which time an opportunity was provided for interested parties to testify regarding the proposed TSP update; and

Whereas, following the public hearing, the Planning Commission deliberated and voted to recommend that the City Council approve the legislative amendment adopting the 2023 Winston TSP, amend Title XV – Land Usage, adopt the findings included in the staff report, and direct staff to prepare an enacting ordinance; and

Whereas, on [date] the Winston City Council conducted a properly noticed hearing giving the general public an additional opportunity to be heard, and reviewed the record and the recommendations of the Planning Commission and staff; NOW THEREFORE,

The City of Winston Does Ordain As Follows:

- Section 1. Findings. The City Council of the City of Winston does hereby adopt findings in support of amendments to the Winston Comprehensive Plan, as contained in the Staff Report, attached hereto as Exhibit "A," and by this reference incorporated herein.
- Section 2. The 2003 Winston Transportation System Plan is hereby repealed and replaced with the 2023 Winston Transportation System Plan attached and incorporated herein as Exhibit "B."

- Section 3. The following provisions of Title XV – Land Usage and any ordinances adopting or amending such provisions, are hereby amended as described below and as set forth in Exhibit "C," attached hereto and incorporated by this reference:
    - Appendix A through F
    - §153.11 Streets and Sidewalks
    - §153.12 Blocks
    - §153.055 Access
    - §154.092 Transportation Improvements and Uses Permitted (new)
    - §154.93 Traffic Impact Study (new)
    - §154.94 On-site Circulation (new)
    - §154.143 Application Form, Content, Amendments Standards
    - §154.148 Conditions of Approval
- Section 4. All unamended provisions not listed above within the Comprehensive Plan and Title XV – Land Usage shall continue in full force and effect.
- Section 5. Effective Date. The Ordinance shall become effective [30] days after the passage by the Council and signature of the Mayor.

Project Background

The 2023 Winston Transportation System Plan (TSP) serves as a blueprint and vision for the transportation system development in Winston for the next 20 years. The 2023 TSP Goals are:

- Goal 1, Accessibility & Connectivity
- Goal 2, Community & Economic Vitality
- Goal 3, Equity
- Goal 4, Health, Safety, & Security
- Goal 5, Land Use & Transportation
- Goal 6, Mobility

At the City Council meeting on [date], the Council will discuss the revised TSP, as well as potential code and Comprehensive Plan changes to implement the TSP.

The existing TSP was adopted in 2003. The City has grown since that time. Regional increases in traffic have added congestion in the downtown and along the primary routes through the community. Further, investments in transportation have not kept pace with growth.

The proposed TSP was crafted in recognition of the changing conditions, with the intent to identity transportation solutions that are financially feasible and supports the quality of life in Winston.

Process

The City has formulated the projects and policies over the past year and has engaged a variety of people throughout the process. In development of the plan, City staff and the consultant team have:

- Held three community open houses to allow individuals the opportunity to share their perspectives about existing transportation needs and potential solutions.
- Held four project advisory committee (PAC) meetings to review draft memoranda and reports and provide comments and direction to guide the project.
- Developed ten technical memoranda that collectively addressed all necessary elements to update the Transportation System Plan.
- Provided a project website that included information on all project documents, information on community open houses, and opportunities for people to subscribe to updates and/or share feedback on the project.

Adoption Actions

The Planning Commission may take one of the following actions:

A. Motion to recommend the City Council approve the legislative amendment, [file number], to adopt the 2023 Winston Transportation System Plan, amend the Winston Comprehensive Plan and the [code name], adopt the findings included in the staff report dated [date], and direct staff to prepare an enacting ordinance.
B. Motion to recommend the City Council approve the legislative amendment, [file number], to adopt the 2023 Winston Transportation System Plan, amend the Winston Comprehensive Plan and the [code name], adopt the findings included in the staff report dated [date], AS AMENDED BY THE PLANNING COMMISSION, and direct staff to prepare an enacting ordinance.
C. Motion to continue the public hearing to a date and time certain and indicate the additional information needed to allow for a future decision; or
D. Motion to deny the legislative amendments as presented, stating the reason for denial.

Recommended Motion:

The Planning Commission recommends the City Council approve legislative amendment, [file number], adopting the 2023 Transportation System Plan, amend the Winston Comprehensive Plan and the [code name], adopt the findings included in the staff report dated [date], and direct staff to prepare an enacting ordinance.

Adoption Findings

[Adoption findings are provided in Attachment C.]

ATTACHMENT A: COMPREHENSIVE PLAN RECOMMENDATIONS

The following modification are recommended for the Winston Comprehensive Plan; these changes will assist the City with implementing the updated TSP. Recommended changes are in an adoption-ready format; text that is recommended to be added is shown with underlined formatting and text recommended to be removed is shown with ~~strikeout~~ formatting.

TRANSPORTATION SYSTEM

INTRODUCTION

The City's connection with the timber industry has been evident from its earliest beginnings. The downsizing of the timber industry has drastically impacted Winston and has required that its economy become more diversified. ~~While the community is changing and has changed significantly over the last 20 years, the transportation system in the City has stayed virtually the same.~~ Historically the City of Winston's transportation system has developed around ~~Highway~~ OR 42 and Main Street, the South Umpqua River, and the surrounding topography. While it is these roads and the communities' connection with I-5 that have helped shape the City, it is these same roads that have divided the community and ~~acts~~ acted as a barrier between neighborhoods. To keep pace with the growing demands on the City's transportation system, Winston must face the challenge of unifying a local transportation system that has been divided by the very roads that helped shape the City. Improving connectivity and circulation within the community will give people options for local travel away from ~~Highway 42~~OR 42 and Main Street, preserving the essential capacity, de-emphasizing the division these roads create, and enhancing livability in the area.

Our planning efforts must involve more than just streets and travel modes. We know that land use and transportation patterns are inextricably linked, and that future transportation ~~issues~~ nneds cannot be ~~resolved~~ met without taking this into careful consideration. Winston's land use planning efforts must automatically include recognition of the transportation impacts associated with development, and must consider all options as we continue to grow as a community.

~~Furthermore, in 1995 the Transportation Planning Rule was passed through Oregon Legislature with significant changes that impact local communities and how they plan for transportation services. The Transportation Planning Rule requires that cities practice multi-modal transportation planning and, through ordinance and policy changes, reduce principle reliance on the automobile. Some additional requirements for local planning consideration are: a public transportation element, bicycle and pedestrian plans, a road plan for a network of arterial and collector streets, and air, rail, water, and pipeline plans.~~

Overview of Winston's Physical and Transportation Setting

The City of Winston's transportation system has developed around ~~Highway 42~~OR 42 and Main Street. The South Umpqua River is the major topographical feature within the community that has influenced growth to some extent. It is these roads and the community's connection with I-5 that have

helped shape the City as we know it today. While this arterial network has connected Winston with the region, it has also divided the community and ~~acts~~ acted as a barrier between neighborhoods.

Transportation Element Findings

The Winston Transportation System Plan, adopted in 2023 by reference, describes the City's existing and forecasted transportation system needs and outlines projects, programs, and policies to meet transportation needs now and in the future. The Transportation System Plan serves as the transportation component of the Comprehensive Plan and is the basis of findings for the City's compliance with Statewide Planning Goal 12.

General Transportation ~~Problems~~ Needs

~~Winston's primary transportation problems revolve around connectivity and circulation within the City. The Local Street Network Plan determined that additional contiguous east/west connections were needed to link the various parts of the City, and lessen dependence on the State Highway for local trips. The study identified multiple neighborhood areas that had to use the arterial road system to circulate through the community.~~

~~New north/south connections to the southwest and northwest neighborhood areas across Highway 42 would allow better local connectivity. In addition, establishing this new connection would improve circulation in the vicinity of the Jorgen Street neighborhood and the neighborhood areas around Brosi Orchard Road.~~

~~Connectivity is also the greatest problem for the bicycle and pedestrian system within the City of Winston. Neither system fully connects schools, parks and commercial areas within the community. Currently, Winston lacks any form of bicycle, pedestrian, or multiuse paths that would circulate alternative forms of transportation around town.~~

~~Another problem faced by both bicyclist and pedestrians is that some streets have very long blocks with no direct bicycle or pedestrian connections. Some of the deficiencies can be corrected through the development of roadway connections; however, several arterial and collector streets within Winston will need to be retrofitted with these improvements to fully correct deficiencies.~~

~~Public transportation is steadily improving in Winston.~~

STREET CLASSIFICATIONS

Winston streets must be convenient, comfortable, and safe for people driving, riding bikes, walking, and taking transit. ~~provide convenient transportation facilities and a comfortable, safe atmosphere. Consideration of all travel modes requires more than simply providing various physical travel areas. Streets should facilitate pedestrian, transit and bicycle traffic.~~ Facilities that provide physical space for people of all ages, abilities, and modes of travel to use must be provided.

This section of the Transportation Element defines five major street types in Winston: arterial, major collector, residential collector, residential street, and a local access way.

Arterial - The system of streets and highways under the arterial system should serve the major centers of activity within the City, the highest traffic volume corridors, and should carry a high proportion of the total urban area travel on a minimum of mileage. This system should carry the major amount of traffic entering and leaving the urban area, as well as the majority of traffic desiring to move through the City without stopping. ~~On an average day 8,000 to 30,000 motor vehicle trips are made on a typical arterial road.~~

Major Collector - The collector street system provides both land access service and traffic circulation between residential neighborhoods, commercial areas, and industrial areas. ~~On an average day 3,000 to 10,000 motor vehicle trips are made on a typical major collector road.~~

Residential Collector - As the City of Winston has developed, certain streets have been developed as residential streets in an area large enough to generate and carry a large enough volume of traffic to be considered collectors. In these areas, the City recognizes the dual function of the facility and balancing that must take place to maintain a livable street, while allowing higher levels of traffic. ~~The average traffic volume of a residential collector is 1,500 to 5,000 motor vehicles per day.~~

Residential Street - The local street system comprises all facilities not on one of the higher system or local access ways. It serves primarily to provide direct access to abutting land and access to the City's collector and arterial street systems. ~~Motor vehicle traffic should be relatively low at 1,000 or less motor vehicles per day.~~

Local Access Way - This street classification is intended to recognize the lowest order of roads in the Winston urban area. These roads only serve private ~~residences, and~~ residences and are typically either narrower than that required by City residential street standards, serve flag lots, or some combination of all these factors. These streets are considered to be in a transitional state.

Multi-use Path - Multi-use paths are off-street facilities used primarily for walking and bicycling. These paths can be relatively short connections between neighborhoods (neighborhood connectors), or longer paths adjacent to rivers, creeks, railroad tracks, and open space. Frequented by both pedestrians and bicyclist, multi-use paths provide shortcuts through neighborhoods and to other destinations.

EXISTING STREET NETWORK

The major thoroughfare in Winston, ~~Highway 42~~OR 42, extends the length of the City in an east-west direction. ~~Two~~ One arterial road~~s~~ branches off ~~Highway 42~~OR 42 in Winston; ~~Lookingglass Road intersects Highway 42at the northern end of town in a westerly direction, while~~ OR 99 (Main Street) intersects ~~Highway 42~~OR 42 at ~~the only stop light in town in~~ a southerly direction. Numerous collector and residential streets connect City neighborhoods to the main arterials in Winston.

County Roads that are within the UGB ~~are~~ include OR 99 (Main Street) ~~(Old Highway 99)~~, Lookingglass Road, Brockway Road, ~~and~~ portions of Winston Section Road, Pepsi Road, and a portion of Brosi Orchard Road. These County Roads provide for moving traffic through the Urban Area connecting with the State highway~~s~~. The City of Winston coordinates management of these

facilities according to the Urban Growth Management Agreement (UGMA) between the City and the County.

ROADWAY NEEDS

~~Connectivity- The Local Street Network Plan determined that additional contiguous east/west connections were needed to link the various neighborhoods of the City, and to lessen dependence on the State Highway for local trips. This again has been substantiated in the new TSP and through the public input and analysis of roadway needs. The City of Winston is fairly well developed in areas where new streets would need to be placed. The construction of these new streets could have serious impacts on local residential and business areas, making the cost of these improvements extremely expensive.~~

~~The TSP finds that establishing local network connections would take traffic off State Highway 42 and Main Street. This benefits the community and State by preserving the capacity of the arterial network and minimizing the need for costly upgrades.~~

~~The three areas identified for connection are the area to the east of Highway 42 as it enters the north side of Winston on Main Street; the area northwest of Highway 42; and the area south of Highway 42 and west of Main Street. Currently, it is difficult to travel between these neighborhoods within Winston without using both Highway 42 and Highway 99.~~

~~Connectivity is the greatest problem for the bicycle and pedestrian system within the City of Winston. Many of the pedestrian and bicycle facilities within the City of Winston are discontinuous and do not fully connect residential areas with schools, Riverbend Park, the library, the community center, and retail opportunities. Some of the existing deficiencies can be mitigated by the development of new north- south and east-west collector facilities that will include amenities for pedestrians and cyclist; however, several of the arterial and collector facilities within the City need to be retrofitted to include pedestrian and bicycle amenities and/or separated bicycle and pedestrian paths need to be constructed to provide better connection between neighborhoods, schools and commercial activities.~~

~~Street Layout and Design-Street network patterns and the physical design of the right-of-way are intrinsically linked to travel patterns and neighborhood characters. Successful, multi-modal streets in traditional neighborhoods resemble inviting public spaces and function in an interconnected network. Street layout and design should support the traditional neighborhood.~~

~~Street design should promote safety and livability. It should permit comfortable and safe pedestrian and bicycle travel as well as motorized vehicular operation. Vulnerable users such as children, the disabled and the elderly, should be protected. The street should be a multipurpose, public space that enhances the neighborhoods overall aesthetics. Deliveries, emergency access and where densities allow, bus or public transit service must be accommodated.~~

~~Winston's street layout and design needs to be better matched to adjacent uses, the physical features of the land, location in the neighborhood ·and position in the community. A grid or modified grid~~

~~network pattern should be used to provide connectivity. Winston's street design standards should strive to incorporate traditional neighborhood street elements.~~

There is a growing need in Winston to:

- Serve the increase in commuter traffic between Winston and Roseburg;
- Safely facilitate freight movement supporting economic activity in the region;
- Improve multimodal safety and connections among Winston's community destinations;
- Improve transportation services for disadvantaged populations; and
- Reduce greenhouse gas emissions and improve resiliency in the City's transportation system.

Winston is also home to Wildlife Safari, a major attraction that draws tourism north of the downtown core.

Further, ~~Highway 42~~OR 42 and ~~Highway~~ OR 99 (Main Street) are ~~state highways~~ arterials passing through Winston that provide important local, regional, and intrastate connections, especially to the Pacific Coast and along Interstate 5 (I-5). Within Winston, ~~Highway 42~~OR 42's shared alignment with ~~Highway~~ OR 99 is classified as a Statewide Highway in the Oregon Highway Plan (OHP). This OHP classification continues west along ~~Highway~~ OR 42 after the two highways part at Main Street. ~~Highway~~ OR 42 is also designated as an OHP freight route, serving as an important multimodal freight corridor between Southern Oregon, the Pacific Coast, and I-5.

FUTURE TRAVEL CONDITIONS

~~During the development of the Local Street Network Plan, there was an extensive analysis conducted on the traffic operations within the City. It has been determined, through comparison of counts taken on the Highway 42 in 1994, 1996 and 2000, that there has been little change (less than 5%) in traffic volumes since the publication of the LSNP. Thus, the conclusions reached in that analysis are still valid. Traffic volumes are an excellent indicators for changes in circulation patterns and levels of service on the road network.~~

The Winston Transportation System Plan established that all of the intersections within in the Winston study area ~~are currently operating~~ will continue to operate at acceptable levels of operation for their traffic volumes to capacity ratios in 2045 except ~~The only intersection that is expected to exceed the acceptable level by year 2022 is the Lookingglass Road/Highway 42 intersection.~~ the Lookingglass Road/OR 42 intersection, which is forecast to exceed the established performance threshold for the side-street volume-to-capacity ratio.

~~There are four specific locations where capacity issues may be anticipated. Three of these four locations of concern are intersections of collector streets with Highway 42, Main Street and Lookingglass Road.~~

- ~~" Highway 42 I Pepsi Road~~
- ~~" Highway 42 / Lookingglass Road~~
- ~~" Highway 42 I Main Street~~
- ~~" Highway 42 / Brockway Road~~

~~To deal with future transportation demand, the City of Winston Transportation Plan recommends that a number of street connectivity projects be taken on, Several of these projects along with others, have been prioritized for inclusion in the plan and, ultimately, construction. Connectivity projects that are included in the plan are:~~

~~Extend Ronald Avenue to Darlene Street/Brosi Orchard Road, and extend Darlene Street to Highway 42/Lookingglass Road~~

- ~~" Extend Tokay Street to Winston Section Road~~
- ~~" Extend Jorgen Street from Ronald Avenue to Winston Section Road~~
- ~~" Extend Thiele Street to Ford Street~~
- ~~" Extend Johnson Road to Tokay~~
- ~~" Extend Edwards Street to Grape Street~~
- ~~" Connect Abraham Avenue to Brockway Road~~

Future safety and multimodal needs are expected to increase over time with increasing traffic volumes if no changes are made to the transportation system. The Brockway Road/OR 42 and Lookingglass Road/OR 42 intersections have been identified among the top-priority safety locations.

ACCESS MANAGEMENT

Access management helps to reduce the number of driveways provided along a street and includes changes to the street design to ~~reduces maneuvers in the travel corridor through roadway design techniques that~~ maintain or increase street capacity and reduce the number of interactions between people driving and those walking or riding bikes. ~~Access management is used on Winston's main arterial road running through the City (Highway 42) to create a safe roadway environment that allows pedestrian, bicycle and motor vehicle traffic to flow smoothly. Among tools used in access management are proper spacing of traffic signals, provision of turn lanes, use of medians and planned driveway spacing and design.~~

Access management is a useful transportation management tool for the existing street network as well as for future streets. It can be used as an alternative to constructing additional motor vehicle travel lanes on existing streets.

All streets functionally classified by the Oregon Department of Transportation (ODOT) ~~State Division of Highways~~ as rural collectors and minor arterials that connect Winston with other municipalities are under administrative control of either the County or the State. Access management on these routes is handled by permit. Within the City limits, roadways under State administrative control are coordinated by the State. Access management on streets under jurisdictional control of the City is its responsibility. The City will work with ODOT and the County to achieve the objectives of the access management plan and policies. ~~In the interest of minimizing street construction and widening, the City of Winston should continue to develop its access management plan for the arterial street network in cooperation with the County and State.~~

SAFETY

Providing safe streets for people of all ages, abilities, and modes of travel is a foundation of the Winston TSP. The recommended changes to the transportation system have been identified to address documented safety needs as well as providing safe streets for all people in the future. The City of Winston prioritized transportation improvements that protect the existing transportation network and improve the efficiency and safety of existing facilities. ~~Safety is important in existing street network function as well as in the successful design of future streets. Areas prone to traffic accidents must be identified and systematically addressed.~~

~~The number and types of conflicts between street users depends on the facility's physical design and on the users' behavior. In order to identify goals for street design, it is important to identify all users' needs, consider what conflicts they might have and what safety needs might result. Safety for all users should be a guiding factor in street planning and design in Winston.~~

TRANSPORTATION Goals, Objectives and Policies

~~General Transportation Goal: The overall goal of the Winston Transportation System Plan is to provide a sale and efficient transportation system for moving people and goods within/through the urban area.~~

~~I. GENERAL TRANSPORTATION OBJECTIVES~~

~~A. The City will implement its transportation goals through this Transportation System Plan (TSP) and will review and update the TSP during periodic review, or more frequently ifnecessary.~~

~~B. The rapid and safe movement of fire, medical and police vehicles shall be an integral part of the design and operation of the transportation system.~~

~~C. The City will coordinate transportation planning and construction efforts with Douglas County and ODOT.~~

~~D. The implementation of transportation system and demand management measures. enhanced transit service, and the provision for bicycle and pedestrian facilities shall be pursued as a first choice for accommodating travel demand and relieving congestion in a travel corridor, before street widening projects are considered.~~

~~E. The construction of transportation facilities will be timed to coincide with community needs, and will be implemented in a way that minimizes impacts on existing development. Where possible, the timing of facility maintenance will be coordinated with other capital improvements to minimize cost and avoid extraordinary maintenance on a facility scheduled for reconstruction or replacement.~~

F. Transportation facilities should be designed and constructed to minimize noise, energy consumption, neighborhood disruption, economic losses to the private or public economy and social, environmental and institutional disruptions, and to encourage the use of public transit, bike and pedestrian facilities.

G. Aesthetics and landscaping will be considered in the design of the transportation system. Within the physical and financial constraints of the project, landscaping, and where appropriate, public art, shall be included in the design of the transportation facilities. Various landscaping designs, suitable plants and materials shall be used by the City, private entities or individuals to enhance the livability of the area.

2. LAND USE OBJECTIVES

A. The City will consider changes to the Winston Zoning Ordinance that will more effectively implement Comprehensive Plan goals that encourage mixed-use and high density development near the City center to reduce private vehicle trips by increasing access to transportation alternatives.

B. The City should implement plans for the downtown ·area and the area designated for future downtown development that include mixed-use, high-density (where appropriate), transit oriented and pedestrian-friendly design standards.

C. To reinforce the implementation of the City of Winston Transportation System Plan in land use decision making, corridors for future auto, bicycle and pedestrian facilities have been adopted into this plan.

D. The City will adopt a new Subdivision and Land Partition Ordinance that includes simplified Planned Unit Development requirements, and that includes design standards and review criteria for adequate transportation facilities. Such provisions shall include, but are not limited to, connections between neighborhoods for vehicles, bicycles and pedestrians, access management standards, and street width and parking requirements.

E. The City should revise the Winston Zoning Ordinance wherever appropriate, especially the articles regarding Off-Street Parking, Site Development Plan review and Conditional Use Permit review, to add or improve transportation-related design standards and review criteria. Such revisions shall include. but are not limited to, connections between neighborhoods for vehicles, bicycles and pedestrians. access management standards, and street width and parking requirements.

F. The City will coordinate land use planning with transportation planning by notifying the City Administrator, Traffic Safety Committee, Public Works Director, City Engineer, Fire Department and Police Department of all planning proposals that include transportation components. All departments will be invited to make suggestions for design improvement and conditions of approval, and to participate in pre-application conferences whenever practical.

G. The City will coordinate land use planning for properties with access onto State and County maintained roads, and other projects large enough to impact traffic counts on those roads, with the Oregon Department of Transportation and Douglas County. To this end, the City will provide notice of pending decisions and invite ODOT and/or Douglas County to make suggestions for design improvement and conditions of approval, and to participate in pre-application conferences whenever practical.

3. STREET GOAL, OBJECTIVES & POLICIES

GOAL: PROVIDE A COMPREHENSIVE SYSTEM OF STREETS AND HIGHWAYS THAT SERVES THE MOBILITY AND MULTI-MODAL TRAVEL NEEDS OF THE WINSTON URBAN AREA.

OBJECTIVE I: DEVELOP A COMPREHENSIVE, HIERARCHICAL SYSTEM OF STREETS AND HIGHWAYS THAT PROVIDES FOR OPTIMAL MOBILITY FOR ALL TRAVEL MODES THROUGHOUT THE WINSTON URBAN AREA.

POLICIES:

A. The City will fulfill its system wide travel capacity needs through the use of multiple travel modes within the public right-of-way

B. The City's street system will contain a network of collector streets that connect local traffic to the arterial street system.

C. The City shall classify streets and highways within the Winston Urban Area based on how they will function within the overall system.

D. The City will periodically review and revise street design standards. The City shall consider incorporating traditional neighborhood design elements into their Public Facilities Standards, including, but not limited to, planting strips, minimum necessary curb radius, alleys and "appropriately" sized streets based upon the anticipated needs of the area.

E. To facilitate pedestrian crossing, discourage through traffic, and reduce speeds, local streets should not be excessive in width. However, streets must have sufficient width to provide emergency access.

F. The City will integrate traffic calming techniques into City street design standards to reduce automobile speeds within new and existing neighborhoods.

G. The City should maintain street surfaces to achieve maximum pavement life so that road conditions are good and pavement maintenance cost are minimized.

H. The City will prohibit the development of new unpaved roads.

I. The City should discourage new development on unpaved roads.

J. The City should discourage cul-de-sac or dead-end street design whenever an interconnection alternative exists. Development of a modified grid street pattern will be encouraged for connecting new and existing neighborhoods during subdivision. partitions, and through the use of the Public Facilities Plan.

K. The City will require street dedication as a condition of land development.

L. Improvements to streets in addition to those in or abutting a development may be required as a condition of approval of subdivisions, land partitions, comprehensive plan changes and re-zoning request.

OBJECTIVE 2: DESIGN CITY STREETS IN A MANNER THAT: MAXIMIZES THE UTILITY OF PUBLIC RIGHT-OF-WAY, IS APPROPRIATE TO THEIR FUNCTIONAL ROLE, AND PROVIDES FOR MULTIPLE TRAVEL MODES, WHILE MINIMIZING THEIR IMPACT ON THE CHARACTER AND LIVABILITY OF SURROUNDING NEIGHBORHOODS AND BUSINESS DISTRICTS.

POLICIES:

A. The City of Winston will design its streets to safely accommodate pedestrian, bicycle and motor vehicle travel.

B. Arterial and collector street intersections will be designed to promote safe and accessible crossings for pedestrians and bicyclist.

C. Left-tum pockets should be incorporated into the design and intersections of arterial streets with other arterial and collector streets, as well as collector streets with arterial and other collectors.

D. The City of Winston will develop "Standard Details" for design of all streets within the Winston Urban Area, in cooperation with Douglas County and ODOT.

E. The City of Winston should apply the street design standards that most safely and efficiently provides motor vehicle capacity appropriate for the functional classification of the street.

F. Wherever possible the City of Winston should incorporate safely designed, aesthetic features into the street scape of its public right-of-way.

G. When existing streets are widened or reconstructed they should be designed to the adopted street design standards for the appropriate street classification. Adjustments to the design standards may be necessary to avoid existing topographical constraints, historic properties, schools, cemeteries, existing on-street parking and significant cultural features. The design of the street should be sensitive to the livability of the surrounding neighborhood.

H. Impacted neighborhoods should be invited to review proposed designs before construction begins.

I. To maintain the utility of the public right-of-way for the mobility of all users, access location and spacing to arterial and collector streets will be controlled.

OBJECTIVE 3: THE CITY WILL CONTINUE TO PROMOTE TRAFFIC SAFETY BY ENFORCING CLEAR VISION AREA REGULATIONS APPLICABLE TO PUBLIC AND PRIVATE PROPERTY LOCATED AT INTERSECTIONS. THE EXISTING CLEAR VISION AREA ORDINANCE SHALL BE REVIEWED AND REVISED AS NEEDED TO ENSURE THAT FENCES, HEDGES, FOLIAGE AND OTHER LANDSCAPING FEATURES DO NOT OBSTRUCT THE LINE OF SIGHT OF DRJVERS AND CYCLIST ENTERJNG INTERSECTIONS.

A. The City will work with federal, state and other local government agencies to promote traffic safety education and awareness, emphasizing the responsibilities and courtesies required by drivers and cyclist.

B. Through its Jaw enforcement resources, the City \\till continue to work to increase traffic safety by actively enforcing the City and State motor vehicle codes.

C. The City should place a higher priority on funding and constructing street projects that address identified vehicular, bicycle, and pedestrian safety problems than those projects that solely respond to automotive capacity deficiencies in the street system. Exceptions are those capacity improvements that are designed to also resolve identified safety problems.

D. The City will work to increase traffic safety by requiring private property owners to maintain clear vision areas adjacent to intersections and driveways clear of fences, landscaping, and foliage that obstruct the necessary views of motorist, bicyclist, and pedestrians.

E. The City should develop a process for identifying and addressing areas prone to traffic accidents.

OBJECTIVE 4: EFF!CIENTL Y PLAN, DESIGN, AND CONSTRUCT CITY-FUNDED STREET IMPROVEMENT PROJECTS TO MEET THE SAFETY AND TRAVEL DEMANDS OF THE COMMUNITY

POLICIES:

A. The City will select street improvement projects from those listed in the Winston Transportation System Plan when making significant increases in system capacity or bringing arterial or collector streets up to urban standards. The selection of improvement projects should be prioritized based on consideration of improvements to safety, relief of existing congestion, response to near-term growth. system-wide benefits, geographic equity, and availability of funding.

B. To maximize the longevity of its capital investments, the City should design street improvement projects to meet existing travel demand and, whenever possible to accommodate anticipated travel demand for the next 20 years of that facility.

C. Proposed new arterial and collector street alignments will be surveyed and delineated after their adoption in the Winston Transportation System Plan. The determination of alignments will allow for the preservation of land for public right-of-way and give advance notice to property owners and citizens where future expansions of the street system will occur.

D. The City should involve representatives of affected neighborhoods and citizens in an advisory role in the design of street improvement projects.

OBJECTIVES: A STREET SYSTEM THAT IS IMPROVED TO ACCOMMODATE TRAVEL DEMAND CREATED BY GROWTH AND DEVELOPMENT IN THE COMMUNITY.

POLICES:

A. The City will require Traffic Impact Analysis as part of land use development proposals to assess the impact that a development will have on the existing and planned transportation system. Thresholds for having to fulfill this requirement and specific analysis criteria shall be established in the Winston Public Facilities Plan.

B. The City should require new development to make reasonable site-related improvements to connecting streets where capacity is inadequate to serve the development.

C. The City may require new development to pay charges towards the mitigation of system-wide transportation impacts created by new growth in the community through established Street System Development Charges (SDCs) and any other street fees that are established by the City. These funds can be used towards improvements to the street system. Projects funded through these charges are growth-related and should be selected from the approved list and prioritized based upon the established criteria.

4. PUBLIC TRANSIT GOALS. OBJECTIVES & POLICIES

GOAL: A TRANSIT SYSTEM THAT PROVIDES CONVENIENT AND ACCESSIBLE TRANSIT SERVICES TO THE CITIZENS OF THE WINSTON URBAN AREA.

OBJECTIVE I: ENSURE THAT TRANSIT SERVICES BE ACCESSIBLE TO WINSTON URBAN AREA RESIDENCES AND BUSINESSES.

POLICIES:

A. The City of Winston will continue to support and maintain the Winston Dial-a-Ride Bus Program

8. The City will work with the local transit provider to encourage transit services to be routed in a manner that, where practical, service coverage is provided within a ¼ mile walking distance of Winston Urban Area residences and businesses.

C. To encourage accessibility and increased rider ship, the City should continue to encourage future transit-supportive land uses, such as mixed uses, multiple-family, and employment centers to be located on or near transit corridors.

D. Through its zoning and development regulations, the City will continue to facilitate accessibility to transit services through transit-supportive street scape, subdivision. and site design requirements that promote pedestrian connectivity, convenience and safety.

E. The City should include the consideration of transit operation in the design and operation of street infrastructure wherever it is appropriate.

F. The City will support the continued development and implementation of accessible fixed-route and appropriate complementary "Dial-a-Ride" services.

G. The City of Winston will encourage connectivity between different travel modes. The Winston public transit facilities should be accessible by pedestrian, bicycle, bus and automobile travel modes.

H. The City should cooperate with the local transit provider to identify and include features beneficial to transit riders and transit district operations when developing plans for roadway projects.

I. The City should support the local transit providers' efforts to provide pleasant, clean. safe, comfortable shelters along transit lines, at or near transit stops.

J. The City should install bike racks or lockers at transit stops when adequate financial resources are available.

K. The City should identify park and ride, bike and ride, and walk and ride lots in Winston to support ride sharing.

OBJECTIVE 2: INCREASE OVERALL DAILY TRANSIT RJDER SHIP IN THE WINSTON URBAN AREA, TO MITIGATE A PORTION OF THE TRAFFIC PRESSURES EXPECTED BY REGIONAL GROWTH.

POLICIES:

A. Through reducer programs and other Transportation Demand Movement (TDM) efforts, the City should work with Winston employers and government agencies to encourage commuter transit rider ship through voluntary, employer-based incentives such as subsidized transit passes and guaranteed ride home programs.

B. The City will work through the local public transit provider reducer programs and other Transportation Demand Movement (TDM) efforts to assist in the effective marketing of the local transit provider services to Winston Urban Area residents and businesses.

C. The City will encourage promotional and educational activities that encourage school children and other people to use public transit.

5. TRANSPORTATION SYSTEM MANAGEMENT GOAL, OBJECTIVES & POLICIES

~~GOAL: TO MAXIMIZE THE EFFICIENCY OF THE EXISTING SURFACE TRANSPORTATION SYSTEM THROUGH MANAGEMENT TECHNIQUES AND FACILITY IMPROVEMENTS.~~

~~OBJECTIVE I: A SYSTEM OF TRAFFIC CONTROL DEVICES MAINTAINED AND OPERATED AT AN OPTIMAL VOLUME/CAPACITY RATIO THAT IS CONSISTENT WITH EXISTING Funding LEVELS.~~

~~POLICIES:~~

~~A. The City will regularly maintain all of the traffic control devices (signs and markings) within its inventory to minimize congestion and driver delay due to confusion. While priority shall always be given to regulatory and warning signs, informational (street name and directional) signs shall also be given proper maintenance.~~

~~B. The City will encourage Douglas County and ODOT to regularly maintain all of the traffic control devices on County and State maintained roads within the City of Winston and its Urban Growth Area.~~

~~OBJECTIVE 2: TO MAXIMIZE THE EFFECTIVE CAPACITY OF THE STREET SYSTEM THROUGH IMPROVEMENTS IN PHYSICAL DESIGN AND MANAGEMENT OF ON-STREET PARKING.~~

~~POLICIES:~~

~~A. The City should give the physical improvement of intersections a higher priority in the design process than general street corridor widening, when seeking ways to increase capacity and relieve congestion on a street.~~

~~B. The City should facilitate implementation of bus bays by the local public transit provider on congested City collector and arterial streets as a means of facilitating traffic flow during peak travel periods. The feasibility, location and design of bus bays for City Streets shall be developed in consultation between the City and the local public transit provider.~~

~~C. The City should facilitate implementation of bus bays by the local public transit provider on congested collector and arterial roads maintained by Douglas County and ODOT. The feasibility, location and design of bus bays for County and State maintained roads shall be developed in consultation between the City, County, ODOT and the local public transit provider.~~

~~6. ACCESS MANAGEMENT GOAL, OBJECTIVE & POLICIES~~

~~GOAL: TO INCREASE STREET SYSTEM SAFETY AND CAPACITY THROUGH THE ADOPTION AND IMPLEMENTATION OF ACCESS MANAGEMENT STANDARDS.~~

~~OBJECTIVE I: THE CITY WILL DEVELOP AND ADOPT SPECIFIC ACCESS MANAGEMENT STANDARDS TO BE CONTAINED IN THE DEPARTMENT OF PUBLIC WORKS STANDARD DETAILS, BASED ON THE FOLLOWING POLICIES:~~

~~POLICIES:~~

~~A. Properties with frontage along two streets shall take primary access from the street with the lower classification~~

~~B. Any one development along the arterial street system will be considered in its entirety, regardless of the number of individual parcels it contains. Individual driveways will not be considered for each parcel.~~

~~C. Shared, mutual access easements should be designed and provided along arterial street frontage for both existing and future development.~~

~~D. The spacing of access points will be determined based on street classification. Generally, access spacing includes accesses along the same side of the street or on the opposite side of the street. Access points should be located directly across from existing or future access points, provided adequate spacing results.~~

~~E. All access to the public right-of-way will be located, designed, and constructed to the approval of the Public Works Superintendent or his designee. Likewise, variances to access management standards should be granted at the discretion of the Public Works Superintendent, or his designees.~~

~~F. The City will incorporate access management standards into all of its arterial street design projects. Access management measures may include, but are not limited to, construction of raised medians, driveway consolidation, driveway relocation, and closure of local street access to the arterial.~~

~~G. Consistent with the City's goal of improving mobility, the City should consider developing access management projects for any congested arterial to help improve safety and traffic flow. Access management projects may include, but are not limited to, construction of raised medians, driveway consolidation, driveway relocation, and closure of local street access to the arterial.~~

~~H. The City should maintain carrying capacity and safety of pedestrian, bicycle, public transit and motor vehicle movement on arterial and collector streets through driveway and curb cut consolidation or reduction.~~

~~I. The City will discourage direct access onto streets designated as collector and arterial whenever an economically feasible alternative exist or can be made available.~~

~~J. The City should require design that combines multiple driveway accesses to a single point in a residential and commercial development along collector and arterial streets.~~

~~7. TRANSPORTATION DEMAND MANAGEMENT GOAL, OBJECTIVES & POLICIES~~

~~GOAL: TO REDUCE THE DEMANDS PLACED ON THE CURRENT AND FUTURE TRANSPORTATION SYSTEM BY THE SINGLE-OCCUPANT AUTOMOBILE.~~

~~OBJECTIVE I: THE CITY OF WINSTON WILL ENCOURAGE THE USE OF ALTERNATIVE TRAVEL MODES BY SERVING AS AN INSTITUTIONAL MODEL FOR OTHER AGENCIES AND BUSINESSES IN THE COMMUNITY.~~

~~POLICIES:~~

~~A. The City should serve as a leading example for other businesses and agencies by maximizing the use of alternative transportation modes among City employees through incentive programs. The City should provide information on alternative transportation modes and provide incentives for employees who use alternatives to the single-occupant automobile.~~

~~B. The City should offer flexible schedules and compressed work-week options whenever feasible, as a way of reducing travel demand. The City should allow employees to telecommute, whenever feasible.~~

~~OBJECTIVE 2: THE CITY WILL WORK TOWARDS REDUCING THE VEHICLE MILES TRAVELED (VMT) IN THE WINSTON URBAN AREA BY ASSISTING INDNIDUALS IN CHOOSING ALTERNATIVE TRAVEL MODES.~~

~~POLICIES:~~

~~A. The City will encourage major employers to allow work arrangements providing an alternative to the 8-to-5 work schedule. These arrangements shall include, but are not limited to, employee flex-time programs, staggered work hours, and compressed work week.~~

~~B. The City will encourage major employers to allow telecommuting when feasible.~~

~~C. The City and major employers should encourage ride sharing by making ride sharing more convenient.~~

~~D. The City should encourage major employers to work with the local public transit provider to adopt trip reduction goals designed to reduce site vehicular trip generation.~~

~~PEDESTRIAN AND BICYCLE TRANSPORTATION~~

~~INTRODUCTION~~

~~Habit, as established by our nationwide dependence on the automobile since the end of World War II, accounts for most of the situations in which citizens elect the automobile as a standard travel mode. Less apparent reasons for these choices are the perception of a greater distance than actually exist and the presence of unsafe, unaesthetic or intimidating barriers to travel that discourage people from walking or cycling.~~

~~Bicycling and walking are now recognized as an important element of a multimodal transportation system. It provides a viable transportation option for people who cannot or choose not to use private automobiles. Bicycling helps to reduce traffic congestion and air pollution, helps to conserve energy resources, and is an increasingly popular form of recreation and exercise.~~

~~Like other cities, Winston should reduce auto dependence in the face of compromised air quality, traffic congestion, and large subsidies for our road systems. The community must avoid further increases in automobile traffic by expanding the number of short trips made on foot or by bicycle.~~

~~WALKWAY AND BIKEWAY DESIGN~~

~~Two factors are critical in walkway and bikeway design. Pedestrian and bicycle facilities must be routinely considered as part of the total design on all transportation projects. Furthermore, individual walkways and bikeways must be designed to be safe, convenient, attractive and easy to use.~~

~~Pedestrian~~

~~Sidewalks provide separation from traffic and other obstructions such as signpost, utility and signal poles, mailboxes, parking meters, fire hydrants, tress and ether street furniture. Obstructions should be placed between the sidewalk and roadway to create a "buffer" for increased pedestrian comforts. Planted strips between the sidewalk and roadway create an attractive environment by buffering pedestrians from traffic and increasing their comfort and safety by making streets more inviting. The extra separation from motor vehicle traffic decreases road noise, prevents water in puddles from splashing onto sidewalk users and generally increases a walker's sense of security. Ideally, sidewalks should be provided on both sides of streets.~~

~~Accessible sidewalks must be available to people with disabilities unless topography makes construction unfeasible. Special attention must be given to curb ramps and vertical clearance. Accessible walkways must be conveniently tied into adjacent development walkways.~~

~~Bicycle~~

~~The type of bikeway provided on a street should be based on the motor vehicle traffic volumes and speeds that share the roadway. Shared roadways are common on neighborhood streets and on rural roads and highways. Generally, shared roadways are suitable in areas with speeds of 25 mph or less, or low traffic volumes of 3,000 ADT or less (depending on speed and land use).~~

~~On existing roadways where bike lanes are not possible due to constraints such as buildings or environmentally sensitive areas, the Oregon Bicycle and Pedestrian Plan recommends a wide outside lane and reduced travel speeds of 25 mph, or less. This option, however, is recommended only after alternatives, such as narrowing or removing travel or parking lanes are examined.~~

~~Bike lanes are the appropriate facility for bicyclist on arterial roads. Bike lanes help define the road space, provide bicyclist with obstruction-free paths, decrease bicyclists stress in traffic and remind motorist of cyclist right to the road. Bike lanes are one-way facilities that carry traffic in the same~~

~~direction as adjacent motor vehicle traffic; bike lanes should always be provided on both sides of a two-way street.~~

~~Effective Walkways and Bikeways~~

~~A street network should serve the transportation needs of everyone in the community. Well-worn dirt paths where sidewalks would usually be, as well as bicyclist riding on sidewalks, demonstrate that pedestrians and bicyclist use streets even if no facilities exist.~~

~~In Winston, the street network is the primary transportation infrastructure with most destinations oriented to the street. With the most direct and convenient travel routes, this network should contain pedestrian and bicycle travel corridors where walkers and cyclist will be more visible than they are on separate pathways. Incorporating these corridors into the street network is economical and efficient and reduces the need for additional easements or maintenance.~~

~~Existing Walkways and Bikeways~~

~~All of the arterial streets (Highway 42/Douglas Boulevard, Highway 42/Main Street, Old Highway 99/Main Street, and Lookingglass Road) are equipped with sidewalks. Residential collectors, residential streets and local access ways, however, lack continuous sidewalks in many places. Sidewalks are provided most consistently in the downtown area and sporadically in different areas of the City. Current development codes require sidewalks to be installed with all new subdivisions. Arterial streets such as Highway 42/Douglas Boulevard, Highway 42/Main Street, and Old Highway 99/Main Street have bike lanes on both sides. Other residential streets accommodated with bike lanes are: Thompson Avenue, Gregory Drive, Darrell Avenue, Grape Avenue, Edwards Avenue and NW Glenhart Avenue.~~

~~A bikeway system map identifying existing bicycle facilities and a map identifying future proposed bicycle and pedestrian projects was adopted as part of the Winston Transportation System Plan by City Council in June 2003.~~

~~Pedestrian and Bicycle Needs~~

~~Connectivity is the greatest problem for the pedestrian and bicycle system within the City of Winston. Neither system fully connects schools, parks and commercial areas within the community. Another problem is that some streets have very long blocks with no direct _bicycle or pedestrian connections. Some of the deficiencies can be corrected through the development of a number of roadway connections; however, several arterial streets within Winston still need to be retrofitted with bicycle and pedestrian based improvements to fully correct deficiencies.~~

~~Sidewalks should be provided on both sides of all future arterial, collector, and local streets within the City of Winston. Winston is a very pedestrian oriented community with very few sidewalks and pedestrian facilities. Landscaping and other treatments need to be installed that create a more inviting environment for pedestrians.~~

~~Striped on-street bicycle lanes should be provided on all arterial and collector streets. Bicycles lanes should also be provided anywhere that it may be necessary to ensure safe bicycle travel. In some instances, the provision of separately striped bicycle lanes on arterial and collector streets may require street widening and perhaps the acquisition of additional right-of-way.~~

~~Both Gregory Drive and Darrel Avenue are very long blocks that discourage residents from walking to destinations within the City. Pedestrians avoid walking because they must travel so fur out of direction to get to the downtown area, the library, city hall, and other locations. Providing a mid-block pedestrian path would make the Winston town center more accessible to pedestrians and bicyclist on the east side of the City.~~

~~An off-street bicycle path should be provided between Cary Street and Civil Bend Avenue in the Vicinity of Tumlin Avenue. This would allow bicyclist to access the elementary school from neighborhoods on the west side of Highway 42 without having to access Highway 42 or Lookingglass Road. Currently, there are no pedestrian/bike connections between Carry Street and Civil Bend Avenue. Children walking between McGovern Elementary School and their homes must walk on either Highway 42 or Lookingglass Road.~~

~~The bicycle and pedestrian path connecting the City with Douglas High School is a valuable beginning for an area-wide network of paths. An area-wide network of paths should continue to be established following the proposed Riverbend Bicycle/Pedestrian Pathway Network, which is shown on the Bicycle and Pedestrian Facilities Map. This network of paths should follow facility design standards listed in the Oregon Bicycle and Pedestrian Plan. When feasible this path should be removed from the roadways and located along a river or a greenbelt such as a rail-trail-conversion. To establish a good comprehensive area-wide network of pedestrian/bicycle pathways, the following improvements should be included in the construction of the pathway network, which is also shown on the Bicycle and Pedestrian Facilities Map.~~

- ~~"Add bicycle Janes along Thompson Avenue from Old Highway 99/Main Street east to the area of the regional sewer line, then northward on Winston Section Road, then westward on Pepsi Road to Highway 42 north of town.~~
- ~~"Add an off-street pedestrian/bicycle path from Thompson Avenue south directly to the South Umpqua River {path starting on Riverbend Park property), then east along the rivers edge to Parkinson Road, then east to Winston Section Road.~~
- ~~"Add bicycle lanes from Highway 42 west along Lookingglass Road to Brockway Road, then south to Highway 42, then east on Highway 42 to the High School.~~
- ~~"Add pedestrian facilities from the High School east along Highway 42, then north on Rose Street to Jorgens Street, then east to Highway 42, then to the Lookingglass Road intersection.~~
- ~~"Add bicycle and pedestrian facilities from Suksdorf Street east to Ronald Street, then north on Ronald (street connection needed) to Brosi Orchard Road, then east to the sewer line easement.~~
- ~~"Add an off-street pedestrian/bicycle path along a proposed collector street from Brockway Road to Highway 42 on the north side of Lookingglass Creek.~~
- ~~"Add a bicycle lane along Brockway Road from Lookingglass Road, south to the Urban Growth Boundary.~~

- "Add an off-street pedestrian/bicycle path between Cary Street and Civil Bend Avenue.
- "Improve pedestrian way on both sides of Cary Street.
- " Add an off-street pedestrian/bicycle path from Lookingglass Creek along rivers edge to the Winston-Dillard Water Treatment Facility, then to Oak Street.
- "Add a pedestrian path from Gregory to Darrell Avenue.
- "Provide pedestrian path on Sherry Street, and Rose Avenue.
- "Striped on-street bicycle lanes should be developed on all collector and arterial streets.
- "Pedestrian paths on both sides of Grape Street.
- "Improve pedestrian way on both sides of Newton Drive.
- "Improve pedestrian way along Safari Roads south.
- "Construct pedestrian path on both sides of Brosi Orchard Road.

The Pedestrian and Bicyclist Environment

The pedestrian and bicyclist environment consist of the pathway and the area around and above it. Walkers and bicyclist moving at a slower pace absorb much more of the surrounding environment than motorist can. As a result, features, which typically appeal to the senses, make walking and cycling a more attractive option.

Streets are typically designed for automobiles, which isolate their drivers from the physical street environment. As a result, street design tends to neglect creation of an attractive pedestrian environment. Street design needs to create appealing pedestrian and cyclist environments in order to increase the number of these types of trips made. .

•Convenience of travel, safety from vehicles and an interesting environment must all be addressed in the physical design of the pedestrian and bicycle facilities. These needs are ensured on what can be described as transportation balanced streets. These streets have narrow driving lanes, tight curb turning radii at comers, a buffer of on-street parking, planting strips between car lanes, and sidewalks and building front doors and windows at the sidewalk and street. Traffic calming measures may be necessary on neighborhood streets, which experience high traffic flows.

The pedestrian and bicyclist environment design must account for different types of trips. People's willingness to use alternative forms of transportation depends on the situation. Studies show people will walk two or three minutes (one-eighth mile), from a parked car to the entrance of their destination. In a neighborhood, or an employment area, people will walk five minutes (one-quarter mile), from the core to the periphery. People will walk about twice as far - ten minutes (one-half mile) to get to school or work.

PEDESTRIAN GOALS. OBJECTIVES AND POLICIES

GOAL: TO PROVIDE A COMPREHENSIVE SYSTEM OF CONNECTING SIDEWALKS AND WALKWAYS THAT WILL ENCOURAGE AND INCREASE SAFE PEDESTRIAN TRAVEL.

OBJECTIVE I: THE CITY OF WINSTON WILL CREATE A COMPREHENSIVE SYSTEM OF PEDESTRIAN FACILITIES.

~~POLICIES:~~

~~A. The City should establish evaluation criteria for prioritizing sidewalk projects.~~

~~B. The City will identify a systematic approach to filling gaps in the sidewalk system~~

~~C. The City should continue to inventory and map existing pedestrian facilities.~~

~~D. The City should establish a Sidewalk Construction Program to complete the pedestrian facility network.~~

~~E. Sidewalks and walkways should complement access to transit stations/stops and multi-use paths. Activity centers and business districts should focus attention on and encourage pedestrian travel within their proximity.~~

~~F. All future new street development should include sidewalks and pedestrian access construction as required by the Winston Zoning Ordinance and adopted Street Standard Details. All major road construction or renovation projects, except maintenance and pavement preservation projects, shall include sidewalks.~~

~~G. Encourage ODOT and Douglas County to have marked crosswalks at all signalized intersections. Crosswalks at controlled intersections should be provided near schools, commercial areas, and other high volume pedestrian locations on collector and arterial streets within the City and Urban Growth Area.~~

~~H. The location and design of sidewalks will comply with the requirements of the Americans with Disabilities Act.~~

~~I. The City should require pedestrian and bicycle easements to connect neighborhoods and reduce vehicle trips. The City shall modify the street vacation process so pedestrian and bicyclist through access is maintained.~~

~~J. Pedestrian walkway or access way connections should be required between adjacent developments when roadway connections cannot be provided.~~

~~OBJECTIVE 2: MIXED-USE DEVELOPMENT THAT ENCOURAGES PEDESTRIAN TRAVEL BY INCLUDING HOUSING CLOSE TO COMMERCIAL AND INSTITUTIONAL ACTIVITIES WILL BE ENCOURAGED.~~

~~POLICIES:~~

~~A. The Zoning Ordinance provisions for mixed-use development will be reviewed to consider changes that will increase opportunities and incentives for mixed-use development.~~

~~B. The City should establish standards for the maintenance and safety of pedestrian facilities. These standards shall include the removal of hazards and obstacles to pedestrian travel. as well as maintenance of benches and landscaping.~~

~~C. Zoning will be developed to allow for mixed land uses that promote pedestrian travel.~~

D. The City should encourage efforts that inform and promote the health, economic, and environmental benefits of walking for the individual and community. Walking for travel and recreation should be encouraged to achieve a healthier environment that reduces pollution and noise, and will foster a more livable community.

E. The City will encourage the development of a connecting, multi-use trail network, to be known as the Riverbend Bicycle/Pedestrian Pathway Network.

F. The City should provide sidewalks and other amenities to make pedestrian access to bus stops easier.

OBJECTIVE 3: THE CITY OF WINSTON WILL ENCOURAGE EDUCATION SERVICES AND PROMOTE SAFE PEDESTRIAN TRAVEL TO REDUCE THE NUMBER OF ACCIDENTS INVOLYING PEDESTRIANS.

POLICIES:

A. The City will encourage schools, safety organizations, and law enforcement agencies to provide information and instruction on pedestrian safety issues that focus on prevention of the most important accident problems. The program shall educate all roadway users of their privileges and responsibilities when driving, bicycling and walking.

B. The City will enforce pedestrian safety Laws and regulations to help increase safety as measured by a reduction in accidents. Attention should be focused on areas where high volumes of automobile and pedestrian travel occur. Warnings and citations given to drivers and pedestrians will serve to impress the importance of safety issues.

C. Pedestrian traffic should be separated from auto traffic on streets and in parking lots.

BICYCLE GOALS, OBJECTIVES AND POLICIES

GOAL: TO FACILITATE AND ENCOURAGE THE INCREASED USE OF BICYCLE TRANSPORTATION IN WINSTON BY ASSURING THAT CONVENIENT, ACCESSIBLE AND SAFE CYCLING FACILITIES ARE PROVIDED.

OBJECTIVE 1: THE CITY OF WINSTON WILL CREATE A COMPREHENSIVE SYSTEM OF BICYCLE FACILITIES.

POLICIES:

A. The City of Winston recognizes bicycle transportation as a necessary and viable component of the transportation system, both as an important transportation mode. and as an air quality improvement strategy.

B. The City of Winston should progressively develop a linked bicycle network to be known as the Riverbend Bicycle/Pedestrian Pathway Network. Focus shall first be on the arterial and collector street system, and concentrating on the provision of bicycle Janes, to be completed within the planning period (20 years). The bikeway network will serve bicyclists' needs for

~~travel to workplaces, the commercial district, transit stops, schools and recreational destinations.~~

~~C. The City of Winston will use all opportunities to add bike lanes in conjunction with road reconstruction and striping projects on collector and arterial streets.~~

~~D. The City of Winston should encourage ODOT and Douglas County to use all opportunities to add bike lanes in conjunction with road reconstruction and striping projects on collector and arterial streets.~~

~~E. The City of Winston will assure that the design of streets and public improvement projects facilitate bicycling by providing proper paving, lane width, traffic control, storm drainage grates, striping, signage, lighting, etc.~~

~~F. The City of Winston should assure regular maintenance of existing City bicycle facilities and encourage ODOT and Douglas County to regularly maintain State/County bicycle facilities which will include taking actions to improve crossings at creeks and major streets.~~

~~G. The City of Winston should assure the provision of bicycle racks and/or shelters at critical locations within the downtown and other locations where publicly provided bicycle parking facilities are called for.~~

~~H. The City of Winston will actively work with ODOT to improve bicycling on State Highway 42 within the City and Urban Growth Area.~~

~~I. The City of Winston will actively work with Douglas County to improve bicycling on County maintained roads within the City and Urban Growth Area.~~

~~J. The City of Winston should support the local transit provider in their efforts to facilitate bikes on buses and bicycle facilities at transit stations and stops.~~

~~K. The City will encourage bicycle recreation.~~

~~L. The City will require sidewalks and pedestrian access in all new developments.~~

~~M. The City will coordinate bicycle planning efforts within the City and Urban Growth Area with Douglas County and ODOT.~~

The overall guiding principle of the Winston Transportation System Plan is to provide and encourage a safe, convenient, and economical transportation system for people of all ages, abilities, and incomes.

GOAL 1, ACCESSIBILITY & CONNECTIVITY: DEVELOP AN INTERCONNECTED, MULTIMODAL TRANSPORTATION NETWORK THAT CONNECTS ALL MEMBERS OF THE COMMUNITY TO DESTINATIONS WITHIN AND BEYOND WINSTON.

POLICIES

1.1 The City should support improvements to existing connections and create new connections between households and schools, parks, transit stops, employers, neighborhood commercial centers, health and social services, and other essential destinations.

1.2 The City should maintain a network of arterials, collectors, and local streets that are interconnected, appropriately spaced, and reasonably direct, and where applicable, consistent with State of Oregon design and connectivity standards.

1.3 The City should maintain off-roadway walkways and bikeways that help to connect communities, provide travel options, and promote health through active living, and promote walking and biking tourism.

GOAL 2, COMMUNITY & ECONOMIC VITALITY: PROVIDE A TRANSPORTATION SYSTEM THAT SUPPORTS BUSINESSES AND ENCOURAGES ECONOMIC DEVELOPMENT IN WINSTON.

2.1 The City should support the movement of goods and delivery of services while balancing the needs of all users with a variety of travel modes and preserving livability in residential areas and established neighborhoods.

2.2 The City should prioritize street maintenance and promote necessary funding to preserve and maintain the existing transportation system in a state of good repair.

2.3 The City should support tourism by planning for multi-modal connections – including for people walking and biking – to and between recreational locations and destinations and key services within the City.

GOAL 3, EQUITY: PROVIDE AN EQUITABLE, BALANCED, AND CONNECTED MULTI-MODAL TRANSPORTATION SYSTEM

3.1 The City should provide equitable multi-modal access for underserved and vulnerable populations to schools, parks, employers, neighborhood commercial centers, health and social services, and other essential destinations.

3.2 The City should support connections for all modes that meet applicable City and American with Disabilities Act (ADA) standards.

3.3 The City should ensure ADA compliance for new and non-compliant transportation facility infrastructure.

3.4 The City should support reliable and convenient transportation system that connects people of all ages, abilities, and income levels between destinations by way of public transportation.

GOAL 4, HEALTH, SAFETY, & SECURITY: PROVIDE A TRANSPORTATION SYSTEM THAT IS SAFE AND SECURE FOR ALL MODES AND PEOPLE OF ALL ABILITIES AND ENHANCES THE HEALTH OF RESIDENTS AND USERS.

4.1 The City should support safe, convenient, and direct pedestrian and bicycle facilities and routes to promote health and the physical and social well-being of Winston residents, to reduce vehicular traffic congestion, to provide transportation and recreational alternatives, and to support multimodal access to health-supportive goods and services.

4.2 The City should address existing safety needs at locations with a history or high risk of crashes for vehicles, bicyclists, and/or pedestrians.

4.3 The City should manage access to transportation facilities consistent with their applicable classification to reduce and separate conflicts and provide reasonable access to land uses.

GOAL 5, LAND USE & TRANSPORTATION INTEGRATION: CREATE A BALANCED BUILT ENVIRONMENT WHERE DESIRED EXISTING AND PLANNED LAND USES ARE SUPPORTED BY AN EFFICIENT MULTIMODAL TRANSPORTATION SYSTEM.

5.1 The City should ensure that local land use and development requirements support future land use decisions are consistent with and implement the planned transportation system.

GOAL 6, MOBILITY: OPTIMIZE THE PERFORMANCE OF THE TRANSPORTATION SYSTEM FOR THE EFFICIENT MOVEMENT OF PEOPLE AND GOODS.

6.1 The City shall develop and maintain street functional classifications, along with operational guidance and cross-sectional and right-of-way standards, so that streets are able to serve their intended purpose.

6.2 The City should support reducing reliance on single-occupancy vehicle trips by developing and maintaining bicycle and pedestrian facilities that encourage non-vehicular travel and provide safe, convenient, and attractive passage for pedestrians and bicyclists.

6.3 The City should support reducing reliance on the state highways system for making local trips.

6.4 The City should balance local circulation and pedestrian and bicycle needs with freight mobility needs through planning and design guidance and coordination, that prioritizes efficient freight movement on identified freight routes (versus local streets).

ATTACHMENT B: TITLE XV – LAND USAGE RECOMMENDATIONS

The following Title XV – Land Usage modifications implement the recommendations in Table 1 of Technical Memorandum #10: Amendments and Implementation Measures. Recommended changes are in an adoption-ready format; text that is recommended to be added is shown with underlined formatting and text recommended to be removed is shown with ~~strikeout~~ formatting. Information shown in [brackets] is where additional information and/or input from City staff and decision-makers in order to tailor recommended code language.

1. CUL-DE-SACS

§153.11 STREET AND SIDEWALKS.

…

(K) Cul-de-sacs. ~~A cul-de-sac shall be as short as possible and shall in no event be more than 300 feet long. All cul-de-sacs shall terminate with a circular turn-around with a minimum radius of 50 feet.~~ A cul-de-sac street shall only be permitted where the City determines that environmental or topographical constraints, existing development patterns, or compliance with other applicable standards preclude a street extension. Where the City determines a cul-de-sac is allowed, all of the following standards must be met:

(1) The cul-de-sac shall not exceed a length of [300] feet, except where the City through a [Type II/III] procedure determines that topographic or other physical constraints of the site require a longer cul-de-sac. The length of the cul-de-sac shall be measured along the centerline of the roadway from the near side of the intersecting street to the farthest point of the cul-de-sac.

(2) The cul-de-sac shall terminate with a circular turnaround with a minimum radius of 50 feet.

(3) The cul-de-sac shall provide, or not preclude the opportunity to later install, a pedestrian and bicycle access way between it and adjacent developable lands.

2. BLOCK SIZE REQUIREMENTS

§153.12 BLOCKS

[…]

(B) Sizes. Blocks shall not exceed ~~1,200~~ 600 feet in length in between streets and a maximum of 1,400 foot block perimeter. ~~Except~~ Exceptions are permitted for blocks adjacent to arterial streets, located in an industrial zoned area, or unless the previous adjacent layout or topographical conditions justify a variation. The recommended minimum distance between intersections on arterial streets is 1,800 feet.

3. ACCESS MANAGEMENT STANDARDS

§ 154.055 ACCESS

Every lot or parcel shall abut a street, other than an alley, for a width of at least 25 feet, unless approved as an easement under §153.11(C).

(A) Limit access points to arterial streets from adjoining property to better define and channel traffic movement.

(B) Any development for which more than six or more off-street parking spaces are required shall be permitted only if the property fronts on, and is served primarily by, a street having a minimum paved width of 24 feet along the entire frontage of the property, and such paved street connects with a collector or arterial street, either directly or via other streets having a minimum paved width of 24 feet.

(C) Where a property fronts a street which has a minimum of 24 feet of paving but is not fully improved to city standards, the property owner shall either improve the street, or subject to the City Manager's determination, shall record an irrevocable offer to participate in the formation of a local improvement district, for the purpose of financing improvements of abutting streets to the minimum standard.

(D) Access, parking, and loading. With respect to vehicular and pedestrian ingress, egress and circulation, including walkways, interior drives, and parking and loading areas, the location and number of access points for normal and emergency uses, general interior circulation, separation of pedestrian, bicycle and vehicular traffic, and arrangement of parking, loading and service areas and driveways shall be reviewed for safety, convenience and mitigation of potential adverse impacts on neighboring properties, on the operation of public facilities, and on the traffic flows of adjacent and nearby streets.

(E) Permit Required. Vehicular access to a collector or arterial street (e.g., a new or modified driveway connection to a street or highway) requires an approach permit approved by the applicable roadway authority.

(F) Nonconforming Access Features. Legal access connection in place as of [date of adoption] that do not conform with the standards herein are considered nonconforming features and shall be brought into compliance with applicable standards under the following conditions:

1. When new access connection permits are requested;

2. Changing in use or enlargements or improvements that will increase trip generation.

(G) Access Spacing Standards. Except as provided in Section (H), the following minimum distances shall be maintained between approaches and street intersections, where distance is measured from the edge of an approach surface to the edge of the roadway at its ultimate designated width.

(1) On an arterials street: 100 feet, except as required by ODOT, pursuant to OAR 734-051, for state facilities.

(2) On a collector street: 50 feet

(3) On a local street: 20 feet

(H) Access Spacing Exceptions and Adjustments. The City Manager may approve adjustments to the spacing standards of Section (G) where an existing connection to a City street does not meet the standards of the roadway authority and the proposed development moves in the direction of compliance. The City Manager through a [Type II procedure] may approve a deviation to the spacing standards on City street where it finds that mitigation measures alleviate traffic operations and safety concerns.

(I) Long-term Consolidation of Access. The number of driveway and private street intersections with public streets shall be minimized by the use of shared driveways with adjoining lots where feasible. The City shall require shared driveways as a condition of land division or site development review, as applicable, for the traffic safety and access management purposes in accordance with the following standards:

(1) Shared driveways and frontage streets may be required to consolidate access onto a collector or arterial street. When shared driveways or frontage streets are required, they shall be stubbed to adjacent developable parcels to indicate future extension. "Stub" means that a driveway or street temporarily ends at the property line but may be extended in the future as the adjacent parcel develops. "Developable" means that a parcel is either vacant or it is likely to receive additional development (i.e., due to infill or redevelopment potential).

(2) Reciprocal access easements (i.e., for the benefit of affected properties) shall be recorded for all shared driveways, including paths, at the time of final plat approval or as a condition of the site development approval.

(J) Access Consolidation Exception. Shared driveways are not required when existing development patterns or physical constraints (e.g., topography, parcel configuration, and similar conditions) prevent extending the street/driveway in the future.

(K) For property fronting OR 42, the following additional criteria applies:

(1) Access management standards for OR 42 shall be those standards required by ODOT.

(2) Where a new approach onto OR 42 requires ODOT approval, the applicant is responsible for obtaining ODOT approval. The City Manager or designee may approve a development conditionally, requiring the applicant first obtain required ODOT permit(s) before commencing development, in which case the City will work cooperatively with the applicant and ODOT to avoid unnecessary delays.

4. ALLOW TRANSPORTATION IMPROVEMENTS

§154.092 TRANSPORTATION IMPROVEMENTS AND USES PERMITTED

Except where otherwise specifically regulated by this ordinance, the following improvements are permitted outright:

(A) Normal operation, maintenance, repair, and preservation activities of existing transportation facilities.

(B) Installation of culverts, pathways, medians, fencing, guardrails, lighting, and similar types of improvements within the existing right-of-way. Fencing must meet the requirements of Section 6.010.

(C) Transportation Improvements that are consistent with projects identified and planned for in the Transportation System Plan.

(D) Landscaping as part of a transportation facility.

(E) Emergency measure necessary for the safety and protection of property.

(F) Acquisition of right-of-way for public streets, highways, and other transportation improvements designated in the Transportation System Plan.

(G) Construction of a street as part of an approved subdivision or land partition consistent with Chapter 153: Subdivision Code.

5. TRANSPORTATION IMPACT STUDY

§ 154.93 TRAFFIC IMPACT STUDY.

(A) Traffic Impact Study Thresholds. For each development proposal that exceeds any of the analysis thresholds listed below, the land use application shall include a Traffic Impact Study (TIS), based on the type and intensity of the proposed land use change or development and its estimated level of impact to the existing and future local and regional transportation systems.

A. A change in zoning or a plan amendment designation;

B. Operational or safety concerns documented in writing by a road authority;

C. An increase in site traffic volume generation by 300 Average Daily Trips (ADT) or more;

D. An increase in peak hour volume of more than 50 vehicles.

E. An increase in the use of adjacent streets by vehicles exceeding the 20,000 pound gross vehicle weights by 10 vehicles or more per day;

F. Existing or proposed approaches or access connections that do not meet minimum spacing or sight distance requirements or are located where vehicles entering or leaving the property are restricted; or

G. A TIS is required by Douglas County or ODOT.

(B) Traffic Assessment Letter. If a TIS is not required under Section A, the applicant shall submit a Transportation Assessment Letter (TAL) to the City indicating that TIS requirements do not apply to the proposed action. This letter shall present the trip generation estimates and distribution assumptions for the proposed action and verify that driveways and roadways accessing the site meet the sight distance, spacing, and roadway design standards of the agency with jurisdiction of those roadways. Other information or analysis may be required as determined by the City Manager. The TAL shall be prepared by an Oregon Registered Professional Engineer who is qualified to perform traffic engineering analysis.

The requirement for a TAL may be waived if the City Manager determines that the proposed action will not have a significant impact on existing traffic conditions.

(C) Traffic Impact Study Preparation. A Professional Engineer registered by the State of Oregon, in accordance with the requirements of the road authority, shall prepare the Traffic Impact Study.

(D) Approval Criteria.

(1) The study complies with the content requirements set forth by the City Manager and ODOT staff as appropriate;

(2) The study demonstrates that adequate transportation facilities exist to serve the proposed land use action or identifies mitigation measures that resolve identified transportation needs;

(3) For affected city facilities, the TIS demonstrates the project meets mobility and other applicable performance standards established in the adopted City Transportation System Plan have been met; and

(4) Proposed design and construction of transportation improvements are in accordance with the street design standards and the access spacing standards specified in the Transportation System Plan.

(E) Conditions of Approval.

(1) The City may deny, approve with conditions, or approve a proposal with conditions necessary to meet operational and safety standards; provide the necessary right-of-way for planned improvements; and require construction of improvements to ensure consistency with the future planned transportation system.

(2) Construction of off-site improvements, including those related to bicycle and pedestrian facilities, may be required to mitigate impacts resulting from development that relate to capacity deficiencies and public safety; and/or to upgrade or construct public facilities to City standards.

(3) Where the existing transportation system is shown to be impacted by the proposed use, improvements such as paving; curbing; installation of or contribution to traffic signals; and/or construction of sidewalks, bikeways, access ways, paths, or streets that serve the proposed use may be required.

(4) Improvements required as a condition of development approval, when not voluntarily provided by the applicant, shall be roughly proportional to the impact of the development on transportation facilities. Findings in the development approval shall indicate how the required improvements directly relate to and are roughly proportional to the impact of development.

6. ON-SITE CIRCULATION

§154.94 ON SITE CIRCULATION

For commercial, multi-family, and light industrial development, and parking areas with twenty or more off-street spaces, pedestrian access and circulation is required to provide for safe, reasonably direct, and convenient access for pedestrians.

A. A pedestrian walkway system shall extend throughout the development site and connect to any existing adjacent sidewalks, parking areas, or transit facilities, and to all future phases of the development, as applicable.

B. Walkways within developments shall provide safe, reasonably direct, and convenient connections between primary building entrances and all adjacent parking areas, recreational areas, playgrounds, and public rights-of-way conforming to the following standards:

C. The walkway is reasonably direct. A walkway is reasonably direct when it follows a route that does not deviate unnecessarily from a straight line or it does not involve a significant amount of out-of-direction travel.

D. The walkway is designed primarily for pedestrian safety and convenience, meaning it is reasonably free from hazards and provides a reasonably smooth and consistent surface and direct route of travel between destinations. The City may require landscape buffering between walkways and adjacent parking lots or driveways to mitigate safety concerns.

E. The walkway network connects to all primary building entrances and, where required, Americans with Disabilities Act (ADA) requirements.

F. Where a walkway abuts a driveway or street it shall be raised six inches and curbed along the edge of the driveway or street. Alternatively, the City may approve a walkway abutting a driveway at the same grade as the driveway if the walkway is physically separated from all vehicle-maneuvering areas. An example of such separation is a row of bollards (designed for use in parking areas) with adequate minimum spacing between them to prevent vehicles from entering the walkway.

G. Where a walkway crosses a parking area or driveway ("crosswalk"), it shall be clearly marked with contrasting paving materials (e.g., pavers, light-color concrete inlay between asphalt, or similar contrasting material). The crosswalk may be part of a speed table to improve driver-visibility of pedestrians.

H. Walkways, including access ways required for subdivisions pursuant to Chapter 153, shall be constructed of concrete, asphalt, brick or masonry pavers, or other durable surface, as approved by the City Engineer, and not less than five feet wide. Multi-use paths (i.e., designed for shared use by bicyclists and pedestrians) shall be concrete or asphalt and shall conform to the transportation standards of this code.

I. Walkway surfaces may be concrete, asphalt, brick or masonry pavers, or other City-approved durable surface meeting ADA requirements. Walkways shall be not less than four feet in width. The City may also require six foot wide, or wider, concrete sidewalks in other developments where pedestrian traffic warrants walkways wider than four feet.

J. Multi-use pathways, where approved, shall be at least 10 feet wide and constructed of asphalt or concrete.

K. Bicycle and pedestrian access and connectivity shall be provided wherever a bus/transit stop is located on or adjacent to the subject property or subdivision.

7. TPR CONSISTENCY

§ 154.143 APPLICATION FORM, CONTENT, AMENDMENT STANDARDS.

(A) The City Manager or his designee shall prescribe forms for applications for quasi-judicial plan amendments which, when completed, shall be sufficient to describe the nature and effect of the proposed amendment.

(B) The application shall address the following requirements, which shall be the standard for amendment:

(1) That the amendment complies with the Statewide Planning Goals adopted by the Land Conservation and Development Commission, pursuant to O.R.S. 197.240, or as revised pursuant to O.R.S. 197.245. If it appears that it is not possible to apply an appropriate goal to specific properties or situations, then the application shall set forth the proposed exception to such goal as provided in Statewide Planning Goal 2, Part

II. Compelling reasons and facts shall be given why an exception should be adopted, including:

(a) Why the proposed use should be provided;

(b) What alternative locations within the area could be used for the proposed use;

(c) What are the long-term environmental, economic, social and energy consequences to the locality, the region or the state from not applying the goal or permitting the proposed use; and

(d) How the proposed use will be compatible with other adjacent uses.

(2) That the amendment complies with applicable policies of the comprehensive plan.

(3) That there is a public need for a change of the kind in question.

(4) That such need will be best served by changing the plan designation of the particular piece of property in question as compared with other available property.

(5) The proposed amendment will be consistent with the Transportation System Plan (TSP) and the planned function, capacity, and performance standards of the impacted facility or facilities.

(C) Applications for quasi-judicial plan amendments may be combined with an application, on the same property, for an administrative action. If a combined application is made, the time periods in this subchapter shall apply, even if such periods conflict with time periods set forth in §§ 154.170 through 154.191.

8. CONDITIONS OF APPROVAL

§154.148 CONDITIONS OF APPROVAL.

In granting a plan amendment, the City Council or city Planning Commission may, in addition to any other requirements of this chapter, impose additional conditions which it considers necessary to protect the best interests of the surrounding area or the city as a whole. These conditions may include:

(A) Increasing the required lot size or yard dimension;

(B) Limiting the height of buildings;

(C) Controlling the location and number of vehicle access points;

(D) Increasing the street width;

(E) Increasing the number of required off-street parking spaces;

(F) Limiting the number, size, location, and lighting of signs;

(G) Requiring fencing, screening, landscaping, or other facilities to protect adjacent or nearby property;

(H) Designating sites for open space; and

(I) Transportation improvements intended to minimize impacts and protect transportation facilities. Improvements may include mitigation measure identified in a transportation impact study, pursuant to § 154.93 Traffic Impact Study.

~~(I)~~(J) Other conditions as necessary.

ATTACHMENT C: FINDINGS OF COMPLIANCE

Public hearing is scheduled in January 2023 to consider adoption of the updated Winston Transportation System Plan (TSP). The following findings demonstrate that the updated TSP is consistent with relevant state policies and planning documents. This section includes findings demonstrating that the updated TSP are in compliance with the following:

- Statewide Planning Goals
- Oregon Transportation Plan
- Oregon Highway Plan
- OAR 660 Division 12 Transportation Planning Rule (TPR)
- OAR 734 Division 51 Highway Approaches, Access Control, Spacing Standards and Medians

Statewide Planning Goals

The City is proposing to adopt an update of the 2003 Winston Transportation System Plan (TSP), thereby amending the state-acknowledged Winston Comprehensive Plan. The following findings demonstrate that the adoption of the updated TSP is consistent with relevant Statewide Land Use Planning Goals.

Goal 1: Citizen Involvement
Goal 1 requires the development of a citizen involvement program that is widespread, allows two-way communication, provides for citizen involvement through all planning phases, and is understandable, responsive, and funded.

Finding: Citizen involvement and public participation activities for the Winston TSP were addressed through the following activities and project elements:

- A TSP project website that included project updates, all technical reports, meeting summaries, and links to engagement opportunities;
- Regular Project Management Team (PMT) meetings attended by City and ODOT staff;
- Four Project Advisory Committee (PAC) meetings;
- Three public open houses;
- Agency and City Coordination meeting, Joint Planning Commission and City Council work session and adoption hearing.

The TSP update project was supported by a dedicated webpage that included project information and updates which were provided throughout the course of the project. The website served as a source of information for the general public, as it hosted all project technical reports, TSP draft goals, and meeting summaries.

The Project Advisory Committee (PAC) membership consisted of community, regional, and state representatives with local and technical expertise related to transportation and land use conditions in Winston. The PAC met four times over the course of the TSP update and committee members were responsible for reviewing and providing input on various elements of the TSP update

throughout the project. PAC input guided and informed many elements of the TSP, including updated policies, goals, and objectives.

Outreach included three Public Open Houses where community members could provide feedback on transportation needs and solutions and the draft TSP. Community members were asked to share their knowledge and concerns and comment on existing transportation conditions and future improvement projects, policies, and priorities for the transportation system.

Goal 2: Land Use Planning
This goal requires that a land use planning process and policy framework be established as a basis for all decisions and actions relating to the use of land. All local governments and state agencies involved in the land use action must coordinate with each other. City, county, state and federal agency and special districts plans and actions related to land use must be consistent with the comprehensive plans of cities and counties and regional plans adopted under Oregon Revised Statues (ORS) Chapter 268.

Finding: Existing state, regional, and local plans, policies, standards, and laws relevant to City transportation planning were reviewed and evaluated to guide the development of the TSP (Technical Memorandum #1: Plans, Policy, and Code Review). Current land use patterns and potential impacts were also addressed through an existing and future conditions analysis (Technical Memorandum #4: Existing Transportation Conditions, Technical Memorandum #5: Future Transportation Conditions). This analysis summarized the City's current zoning and land use inventories, which were used to help evaluate the relationship between the City's land use conditions and transportation system needs. In addition, relevant land use considerations were addressed through coordination between state, regional, and local agencies participating on the PAC.

Draft TSP Goal 5 – Land Use & Transportation Integration – ensures consistency between the transportation system and land use decisions and other state, regional, and local planning rules. The objective under Goal 5 is intended to ensure that local land use review and approval result in decisions that are consistent with the City's planned transportation system.

Goal 9: Economic Development
This goal requires that local comprehensive plans and policies contribute to a stable and healthy economy in all regions of the state.

Finding: Goal 2 of the draft TSP addresses economic development. The intent of this TSP goal is to "provide a transportation system that supports businesses and encourages economic development in Winston." Goal objectives include providing a transportation system that supports the movement of goods and services, supports desired land uses and activities, and encourages tourism. In addition, Objective 6.4 under Goal 6 – Mobility – addresses prioritization of efficient freight movement on identified freight routes. OR 42 is designated by the Oregon Highway Plan (OHP) as a freight route between Southern Oregon, the Pacific Coast, and I-5.

Consistent with state requirements, the draft TSP reflects transportation needs based on the

Comprehensive Plan land uses, planning for a system that accommodates the expected growth in population and employment (Technical Memorandum #5: Future Transportation Conditions). The future street and intersection needs were identified based on forecast year 2045 traffic volumes. These volumes reflect estimates of household and job growth within the City's adopted UGB.

The draft TSP highlights the need to take measures on OR 42 / NW Lookingglass Road as it exceeds its volume-to-capacity ratio threshold under future year 2045 traffic conditions. Improvements are needed to serve the City's continued economic growth.

Goal 10: Housing

This goal requires that the City plans provide for the appropriate type, location, and phasing of public facilities and services sufficient to support housing development in areas presently developed or undergoing development or redevelopment.

Finding: The existing transportation system inventory evaluates current land uses and population and employment estimates to understand how the transportation system is being used. Analysis on community profile and existing conditions (Technical Memorandum #4: Existing Transportation Conditions) provides a fundamental basis to understand the transportation needs with respect to housing developments in the City.

Specifically, a greater need for pedestrian facilities was identified throughout the City, as many existing streets are not built to standard and either lack sidewalks and/or safe crossing options. As such, Priority Pedestrian Corridors and Crossing Locations (Technical Memorandum #7: Transportation System Improvements) identify areas that need improvements to best serve different walking trips for people of all ages and abilities. Similarly, the bicycle-oriented projects in the draft TSP focus on providing a more complete bicycle route network throughout the City, including parallel routes to OR 42 and Main Street (OR 99). These sidewalk improvement projects, bicycle improvements, and crosswalk improvements will help facilitate multimodal options and safety for many of Winston's residential areas.

Goal 11: Public Facilities and Services

Goal 11 requires cities and counties to plan and develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for urban and rural development. The goal requires that urban and rural development be "guided and supported by types and levels of urban and rural public facilities and services appropriate for, but limited to, the needs and requirements of the urban, urbanizable, and rural areas to be served."

Finding: Transportation facilities, including streets, bikeways, and sidewalks are considered primary types of public facilities that are managed by Douglas County, the City of Winston, and ODOT.

The draft TSP reflects existing and future transportation conditions and identified transportation needs for Winston's transportation system (Technical Memorandum #4: Existing Transportation Conditions, Technical Memorandum #5: Future Transportation Conditions). The proposed transportation system improvement list in the draft TSP (Technical Memorandum #7: Transportation System Improvements) includes intersection and street solutions - including those

identified under Priority Pedestrian Corridors and Crossing Locations, Bike Facilities, and Transit - to meet identified transportation needs while remaining consistent with City policy, goals, and objectives.

The draft TSP was guided by and developed to be consistent with current transportation goals and policies found in the Comprehensive Plan and other relevant regional and state goals and policies (Technical Memorandum #1: Plans, Policy, and Code Review).

Goal 12: Transportation
Goal 12 requires cities, counties, metropolitan planning organizations, and ODOT to provide and encourage a "safe, convenient and economic transportation system." This is accomplished through development of Transportation System Plans based on inventories of local, regional, and state transportation needs. Goal 12 is implemented through OAR 660, Division 12, also known as the Transportation Planning Rule ("TPR"). The TPR contains numerous requirements governing transportation planning and project development. (See the "OAR 660, Division 12" section of this document for findings of compliance with the TPR.)

Finding: The draft TSP was guided by project goals and objectives that addressed accessibility and connectivity; community and economic vitality; equity; health, safety and security; land use and transportation integration; mobility; coordination; and funding. Proposed multimodal and safety-related transportation improvements were evaluated against these objectives. The inventory and analysis of existing and future conditions identified opportunities to improve the transportation system; transportation needs were identified in the inventory, by PAC and PMT members and the public, and through capacity analysis based on projected future traffic volumes. Transportation solutions are documented in the draft TSP (Technical Memorandum #7: Transportation System Improvements) and include projects for the intersection/street, pedestrian, bicycle, and transit system elements. Evaluation criteria, relative to the TSP goals and objectives, were used to evaluate transportation system alternatives that could address identified needs.

One of the primary functions of the TPR is to promote coordination of land use and transportation planning at all levels of government. The updated TSP will be adopted as the transportation element of the City's Comprehensive Plan; TSP adoption will be accomplished through a legislative Comprehensive Plan amendment. In addition, the City is proposing to adopt land use and land division ordinance amendments to ensure consistency between adopted development requirements and the goals, objectives, and recommendations of the TSP.

Oregon Transportation Plan

The Oregon Transportation Plan (OTP) is the state's long-range, multimodal transportation plan. The OTP is the overarching policy document for a series of modal and topic plans that together form the State's transportation system plan. A local TSP must be consistent with applicable OTP goals and policies. Findings of compatibility will be part of the basis for TSP approval. The following findings demonstrate how the draft TSP complies with State transportation policy.

POLICY 1.2 – Equity, Efficiency and Travel Choices
It is the policy of the State of Oregon to promote a transportation system with multiple travel choices that are easy to use, reliable, cost-effective and accessible to all potential users, including the transportation disadvantaged.

Finding: The draft TSP is a multi-modal plan and includes many proposed improvements that enhance mobility and safety for all system users – including those that choose not to drive or that are unable to drive. Provisions for street designs can be found in Chapter 4 of the TSP. These street design standards include facilities to accommodate all users and are intended to accommodate forecasted traffic conditions.

The Pedestrian and Bicycle plan elements presents policies, programs, and projects planned to accommodate and support bicycle and pedestrian travel over the next 20 years. Plan elements were identified based on a review of the 2003 TSP elements, existing bicycle and pedestrian facilities, and input from PAC and PMT members and the public.

The Pedestrian and Bicycle plan elements identify improvements to the network of facilities that will improve safety and comfort for pedestrian and bicyclists. The TSP includes 13 projects for installing sidewalk facilities, 7 projects to enhance roadway crossings, and 2 projects to construct multi-modal paths. The TSP also includes 5 projects that will improve roadways for bicyclists through either shared roadway treatments or installation of new bike lanes.

The Transit plan element focuses on collaboration with Umpqua Public Transportation District (UPTD) to provide service enhancements, capital improvements, and policies that will support bus movement, add amenities, and possibly refine transit routes and schedules. In particular, the TSP supports recommendations to expand the Greyline route and provide vicinity bus stops, as well as to implement a mobility hub for transit providers serving the City.

POLICY 2.1 - Capacity and Operational Efficiency
It is the policy of the State of Oregon to manage the transportation system to improve its capacity and operational efficiency for the long-term benefit of people and goods movement.

POLICY 2.2 – Management of Assets
It is the policy of the State of Oregon to manage transportation assets to extend their life and reduce maintenance costs.

Finding: The type, condition, and performance of facilities that provide transportation for people, goods, and services are documented in Technical Memorandum #4: Existing Transportation Conditions. Findings in this work are based on existing conditions and identify existing needs and opportunities to improve the system based on project goals and objectives. Similarly, Technical Memorandum #5: Future Transportation Conditions, builds on existing conditions findings by anticipating future transportation system needs within the City through the year 2045.

Regulations and standards that are proposed to implement the TSP are designed to preserve and maintain the transportation network and include access management requirements, TPR

consistency, and standards to allow the City to condition approval to include transportation improvements.

In addition, the proposed regulations and standards include new transportation impact study (TIS) requirements. TIS requirements can be considered a tool that will ensure roadways continue to operate in a manner that is consistent with their identified planned function.

POLICY 3.1 – An Integrated and Efficient Freight System
It is the policy of the State of Oregon to promote an integrated, efficient and reliable freight system involving air, barges, pipelines, rail, ships and trucks to provide Oregon a competitive advantage by moving goods faster and more reliably to regional, national and international markets.

Finding: OR 42 is an OHP-designated freight route. Many of the TSP solutions and projects located on this highway facilitate freight activity and improve functional capacity of the freight corridor segments and intersections. Furthermore, the bicycle and pedestrian improvements located on the freight route will improve safety conditions for all users on these corridors. For instance, projects M1 and M2 would improve OR 42 to include new path or enhance existing paths and improve the multimodal environment while facilitating freight movement.

POLICY 4.1 - Environmentally Responsible Transportation System
It is the policy of the State of Oregon to provide a transportation system that is environmentally responsible and encourages conservation and protection of natural resources.

Finding: Improving the pedestrian and bicycle networks is generally considered to provide the greatest benefit for encouraging non-auto trips, thereby minimizing energy consumption and air quality impacts. The draft TSP includes Pedestrian and Bicycle plan elements that enhance safety and efficiency of non-motorized traveling. The Pedestrian and Bicycle plan elements identify improvements to the network of facilities that will improve safety and comfort for pedestrian and bicyclists. The TSP include 13 projects for installing sidewalk facilities, 7 projects to enhance roadway crossings, and 2 projects to construct multi-modal paths. The TSP also includes 5 projects that will improve roadways for bicyclists through either shared roadway treatments or installation of new bike lanes.

POLICY 5.1 – Safety
It is the policy of the State of Oregon to continually improve the safety and security of all modes and transportation facilities for system users including operators, passengers, pedestrians, recipients of goods and services, and property owners.

Finding: Transportation alternatives for the City were developed and evaluated to address transportation needs based on current and future forecast conditions, which included a review and analysis of the most recent available 5-year crash history (2015-2019) at the time of study both citywide and for study intersections within the City. The OR 42/Lookingglass Road intersection exceeds its critical crash rate and exhibits an excess proportion of turning movement crashes (see Technical Memorandum #4, Existing Transportation Conditions). As noted in the response to Policy 1F, the draft TSP identifies several alternatives to the OR 42/Lookingglass Road intersection that

would reduce turning movement crashes, such as installing a traffic signal or roundabout or realign Lookinglass Road with Pepsi Road consistent with the OR 42 Expressway Plan. The OR 42/Brockway Road exceeds the applicable 90th percentile crash rate. ODOT is evaluating installation of a roundabout at this intersection. This intersection change offers strong support for the TSP goals and objectives when assessed against their evaluation criteria.

POLICY 7.1 – A Coordinated Transportation System
It is the policy of the State of Oregon to work collaboratively with other jurisdictions and agencies with the objective of removing barriers so the transportation system can function as one system.

Finding: The City needs to coordinate with multiple agencies, including ODOT, Douglas County and Umpqua Public Transportation District (UPTD) to effectively plan for a multi-modal transportation system within the City. As the publicly funded grant project manager, ODOT staff have been involved in project management meetings as well as the public meetings addressed under Statewide Goal 1. Further, the development of the TSP included coordination and collaboration from these agencies primarily through participation in the four PAC meetings.

POLICY 7.3 – Public Involvement and Consultation
It is the policy of the State of Oregon to involve Oregonians to the fullest practical extent in transportation planning and implementation in order to deliver a transportation system that meets the diverse needs of the state.

Finding: The TSP process incorporated several public engagement activities that helped guide its development. Public involvement and engagement components of the TSP process included a public-facing project website, a four advisory committee meetings, three public open houses, and work sessions and planned public hearings before the Planning Commission and City Council (see response to Statewide Planning Goal 1, Citizen Involvement, for a more thorough description of the TSP public involvement process).

POLICY 7.4 - Environmental Justice
It is the policy of the State of Oregon to provide all Oregonians, regardless of race, culture or income, equal access to transportation decision-making so all Oregonians may fairly share in benefits and burdens and enjoy the same degree of protection from disproportionate adverse impacts.

Finding: The TSP process included several opportunities for public involvement and input as described in detail in TSP Chapter 1, and findings for Statewide Planning Goal 1. Information regarding the planning process was made available through the project's website. Three public open houses were conducted at major milestones during the development of the TSP.

Oregon Highway Plan

The 1999 Oregon Highway Plan (OHP) establishes policies and investment strategies for Oregon's state highway system over a 20-year period and refines the goals and policies found in the OTP. 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 Draft TSP meets the State policies as follows:

Policy 1A (Highway Classification) defines the function of state highways to serve different types of traffic that should be incorporated into and specified through IAMPs.

Finding: The state facilities within Winston provide statewide connectivity. The facilities are currently designated according to a functional classification that establishes the primary function and the associated access management requirements. Access management for State facilities is outlined in OAR 734-051, and spacing standards are dependent on several variables, including average annual daily traffic (AADT) volumes, posted speed, and functional classification.

TSP Chapter 4, Table 1 shows the proposed cross section standards by local functional classification for the City, which include right-of-way, pavement, and shoulder width. The City has five functional classifications: arterial, major collector, residential collector, residential street, and local access ways. In addition, recommended amendments to Title XV – Land Usage include revisions to incorporate the proposed functional classifications and their right-of-way width and minimum access spacing (Appendix 10: Amendments and Implementation memo).

Policy 1B (Land Use and Transportation) recognizes the need for coordination between state and local jurisdictions.

Finding: The TSP "Land Use and Transportation Integration" goal addresses the need for transportation system planning to be effectively coordinated with land uses. See responses to OTP Policy 7.1 and Statewide Planning Goals 1 and 2 for more details on coordination between the City's transportation system and land use.

Technical Memorandum #4, Existing Transportation Conditions reviews the City's demographics, land uses, and development patterns. These inventories helped inform policy, identify needs, and develop projects for the TSP.

Policy 1C (State Highway Freight System) states the need to balance the movement of goods and services with other uses.

Finding: OR 42 is an OHP-designated freight route. As mentioned in the finding to OTP Policy 3.1, many of the TSP solutions and projects located on this highway facilitate freight activity and improve functional capacity of the freight corridor segments and intersections. Furthermore, the bicycle and pedestrian improvements located on the freight route will improve safety conditions for all users on these corridors. For instance, projects M1 and M2 would improve OR 42 to include new path or enhance existing paths and improve the multimodal environment while facilitating freight movement.

Policy 1F (Highway Mobility Standards) sets mobility standards for ensuring a reliable and

acceptable level of mobility on the highway system by identifying necessary improvements that would allow an intersection to function in a manner consistent with OHP mobility standards.

Finding: The TSP analyzed traffic operations at key study intersections and roadway segments to determine existing condition and forecasted travel demand. The analyses for study intersections located on OR 42 were compared to ODOT performance standards to identify needs for improvements (see Technical Memorandum #3: Analysis Methodology Memorandum, Technical Memorandum #4: Existing Transportation Condition, and Technical Memorandum #5: Future Transportation Conditions).

The OR 42/Lookingglass Road intersection is forecast to be under capacity but exceed the ODOT mobility target. The TSP proposes further evaluation of the intersection based on applicable ODOT procedures. Modifications proposed for consideration would need to consider recommendations from the OR 42 Expressway Plan.

Policy 1G (Major Improvements) requires maintaining performance and improving safety by improving efficiency and management before adding capacity. ODOT works with regional and local governments to address highway performance and safety.

Finding: See response to Policy 1F above related to the OR 42/Lookingglass Road intersection.

Policy 2B (Off-System Improvements) helps local jurisdictions adopt land use and access management policies.

Finding: The TSP recognizes the importance of collaborating with ODOT to encourage access point consolidation along OR 42 as redevelopment occurs in order to move closer to meeting OHP spacing standards. The TSP policy language includes coordination and access management language to support this objective.

Policy 2F (Traffic Safety) improves the safety of the highway system.

Finding: The TSP update planning process included a review and analysis of the most recent available 5-year crash history (2015-2019) at the time of study both citywide and at the study intersections as well as the performance and safety risk of multimodal facilities along arterial and collector streets.

The OR 42/Lookingglass Road intersection exceeds its critical crash rate and exhibits an excess proportion of turning movement crashes (see Technical Memorandum #4,: Existing Transportation Conditions). As noted in the response to Policy 1F, the TSP identifies a need to further evaluate the intersection, consistent with the OR 42 Expressway Plan, to identify possible improvements to the OR 42/Lookingglass Road intersection that would reduce turning movement crashes. The OR 42/Brockway Road exceeds the applicable 90th percentile crash rate. ODOT is evaluating installation of a roundabout at this intersection. This intersection change offers strong support for the TSP goals and objectives when assessed against their evaluation criteria.

Policy 3A (Classification and Spacing Standards) sets access spacing standards for driveways and

approaches to the state highway system.

Policy 3D (Deviations) establishes general policies and procedures for deviations from adopted access management standards and policies.

Finding: The TSP identifies new access spacing standards applicable to streets under the City's jurisdiction. Land development ordinances would implement the access spacing standards in the City's development code. The TSP recognizes the importance of collaborating with ODOT to encourage access point consolidation along OR 42 as redevelopment occurs in order to move close to meeting OHP spacing standards. The TSP includes policy language for coordination and access management to achieve this objective.

Policy 4A (Efficiency of Freight Movement) It is the policy of the State of Oregon to maintain and improve the efficiency of freight movement on the state highway system and access to intermodal connections. The State shall seek to balance the needs of long distance and through freight movements with local transportation needs on highway facilities in both urban areas and rural communities.

Finding: As mentioned in responses to OHP Policy 1C and OTP Policy 3.1, many of the TSP solutions and projects located on OR 42 will facilitate freight movement and improve the functional capacity of the highway by helping to minimize bicycle/pedestrian conflict with freight activity on this corridor.

Policy 4B (Alternative Passenger Modes) It is the policy of the State of Oregon to advance and support alternative passenger transportation systems where travel demand, land use, and other factors indicate the potential for successful and effective development of alternative passenger modes.

Finding: The TSP includes Pedestrian and Bicycle plan elements that identifies projects to enhance the City's network of facilities for pedestrian and bicyclists.

OAR 660 Division 12 Transportation Planning Rule (TPR)

The purpose of the Transportation Planning Rule (TPR) is "to implement Statewide Planning Goal 12 (Transportation) and promote the development of safe, convenient and economic transportation systems that are designed to reduce reliance on the automobile so that the air pollution, traffic and other livability problems faced by urban areas in other parts of the country might be avoided." A major purpose of the TPR is to promote more careful coordination of land use and transportation planning, to ensure that planned land uses are supported by and consistent with planned transportation facilities and improvements.

The TPR contain requirements for preparing and implementing a transportation system plan. The results of an audit that identified consistency issues between local development requirements and state transportation requirements are shown in Table C-1. The second column in this table

documents where existing local requirements are either consistent with the TPR or where proposed amendments are necessary.

Table C-1:

Requirement	Development Code References and Recommendations
OAR 660-012-0045 – Implementation of the Transportation System Plan	
(1) Each local government shall amend its land use regulations to implement the TSP.	
(a) The following transportation facilities, services and improvements need not be subject to land use regulations except as necessary to implement the TSP and, under ordinary circumstances do not have a significant impact on land use: *(A) Operation, maintenance, and repair of existing transportation facilities identified in the TSP, such as road, bicycle, pedestrian, port, airport and rail facilities, and major regional pipelines and terminals;* *(B) Dedication of right-of-way, authorization of construction and the construction of facilities and improvements, where the improvements are consistent with clear and objective dimensional standards;* *(C) Uses permitted outright under ORS 215.213(1)(m) through (p) and 215.283(1)(k) through (n), consistent with the provisions of 660-012-0065; and* *(D) Changes in the frequency of transit, rail and airport services.* *(b) To the extent, if any, that a transportation facility, service, or improvement concerns the application of a comprehensive plan provision or land use regulation, it may be allowed without further land use review if it is permitted outright or if it is subject to standards that do not require interpretation or the*	The purpose of this provision is to allow for certain transportation uses, such as operation, maintenance, and repair of transportation facilities identified in the TSP, without being subject to land use regulations. Currently, transportation uses are not included in the list of permitted uses in the zone chapters, nor is there a general provision indicating that transportation uses consistent with the adopted TSP do not require a separate land use review. **This TPR provision is not met.** **Recommendation**: The City should amend the code to allow transportation improvements in all zones, provided that the proposed improvements implement the TSP and/or can be shown to be consistent with adopted policy. Alternatively, the City could include specific language as a stand-alone code section in lieu of amending individual zone chapters.

Requirement	Development Code References and Recommendations
exercise of factual, policy or legal judgment.	
(c) In the event that a transportation facility, service or improvement is determined to have a significant impact on land use or requires interpretation or the exercise of factual, policy or legal judgment, the local government shall provide a review and approval process that is consistent with 660-012-0050. To facilitate implementation of the TSP, each local government shall amend regulations to provide for consolidated review of land use decisions required to permit a transportation project.	This TPR Section references project development and implementation - how a transportation facility or improvement authorized in a TSP is designed and constructed (660-012-0050). Project development may or may not require land use decision-making. The TPR directs that during project development, projects authorized in an acknowledged TSP will not be subject to further justification with regard to their need, mode, function, or general location. To this end, the TPR calls for consolidated review of land use decisions and proper noticing requirements for affected transportation facilities and service providers. §154.180 (A) includes ODOT in the list of organizations to provide notice to. **This TPR provision is met.**
(2) Local governments shall 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. Such regulations shall include:	
(a) Access control measures, for example, driveway and public road spacing, median control and signal spacing standards, which are consistent with the functional classification of roads and consistent with limiting development on rural lands to rural uses and densities;	Subdivision Code §153.11 - Streets and Sidewalks addresses the following access control measures for subdivisions: • §153.11 (B) has requirements for when streets may be created; • §153.11 (D) references minimum ROW and roadway width requirements in the TSP; • §153.11 (F) details street alignment requirements; • §153.11 (K) details standards for cul-de-sacs; • §153.11 (N) states when alleys shall be provided. Zoning Code §154.055 details the following access standards: • §154.055 (B) details parking access requirements;

Requirement	Development Code References and Recommendations
	• §154.055 (C) details street paving; • §154.055 (D) details access, parking, and loading. **Recommendation:** The TSP update process will assess the adequacy of existing standards to meet current and future needs and may result in new or updated roadway and access management standards. Section 154.055 should be updated to reflect these changes. Section 153.11 should be expanded to include blocks requirements, signal spaces, etc.
(b) Standards to protect the future operations of roads, transitways and major transit corridors	The TSP update will evaluate the adequacy of current roadway standards and the planned transit system to provide for the City's future needs. A traffic impact study or analysis requirement is an effective tool to ensure that decision-makers are provided with adequate information by which to determine the impacts of a land use decision on the transportation system. The Development Code has no provisions currently requiring a traffic impact analysis or study. **Recommendation:** As part of TSP implementation, revise the Development Code language to include thresholds for requiring a transportation impact analysis. The TSP update process will explore appropriate thresholds for requiring the analysis and submittal requirements that the City may want to formalize, either through ordinance language or written procedures.
(c) Measures to protect public use airports by controlling land uses within airport noise corridors and imaginary surfaces, and by limiting physical hazards to air navigation;	There is not an airport located within City of Winston jurisdictional boundaries. **This TPR provision is not applicable.**
(d) A process for coordinated review of future land use decisions affecting transportation facilities, corridors or sites;	See response to -0045(1)(c).
(e) A process to apply conditions to development proposals in order to	The Conditional Use permit process notwithstanding, the Development Code does not have provisions that

Requirement	Development Code References and Recommendations
minimize impacts and protect transportation facilities, corridors or sites;	expressly allow the City to condition development approval. For transportation improvements, this allowance is often found in the transportation impact analysis or similar transportation analysis requirements. **Recommendation:** Amend the Development Code to include traffic impact analysis requirements that articulate the City's ability to condition approval, where a development proposal's expected impacts will necessitate transportation improvements.
(f) Regulations to provide notice to public agencies providing transportation facilities and services, MPOs, and ODOT of: *(A) Land use applications that require public hearings;* *(B) Subdivision and partition applications;* *(C) Other applications which affect private access to roads; and* *(D) Other applications within airport noise corridor and imaginary surfaces which affect airport operations.*	§154.180 (A) includes ODOT in the list of organizations to provide notice to. **This TPR provision is met.**
(g) Regulations assuring amendments to land use designations, densities, and design standards are consistent with the functions, capacities and performance standards of facilities identified in the TSP.	Section 154.141-143 of the Zoning Code addresses rezoning, map, and text amendments. There is no indication in code language that approval criteria for proposed amendments include consistency with the functions, capacities, and performance standards of transportation facilities, as planned for in the adopted TSP. **Recommendation**: Add language in Section 154.143 of the Zoning Code that ensures land use map and ordinance amendments are consistent with the planned transportation system. See recommendation for TPR Section -0060.
(3) Local governments shall adopt land use or subdivision regulations for urban areas and rural communities as set forth below.	

Requirement	Development Code References and Recommendations
(a) Bicycle parking facilities as part of new multi-family residential developments of four units or more, new retail, office and institutional developments, and all transit transfer stations and park-and-ride lots.	§154.059.I.1 includes bicycle parking standards. **This TPR provision is met.**
(b) On-site facilities shall be provided which accommodate safe and convenient pedestrian and bicycle access from within new subdivisions, multi-family developments, planned developments, shopping centers, and commercial districts to adjacent residential areas and transit stops, and to neighborhood activity centers within one-half mile of the development. Single-family residential developments shall generally include streets and accessways. Pedestrian circulation through parking lots should generally be provided in the form of accessways. *(A) "Neighborhood activity centers" includes, but is not limited to, existing or planned schools, parks, shopping areas, transit stops or employment centers;* *(B) Bikeways shall be required along arterials and major collectors. sidewalks shall be required along arterials, collectors and most local streets in urban areas except that sidewalks are not required along controlled access roadways, such as freeways;* *(C) Cul-de-sacs and other dead-end streets may be used as part of a development plan, consistent with the purposes set forth in this section;* *(D) Local governments shall establish their own standards or criteria for providing*	**On-site circulation and connections:** Currently, City subdivision and zoning standards do not include on site pedestrian or bicycle circulation standards. **Parking Lots**: Section 154.063 includes design standards for parking areas but does not specifically address how it contributes to this provision. **Bikeways and sidewalks**: The street design standards for all local streets includes sidewalks; for collectors and business streets it also includes bike lane in the shoulder. Since these are standard street sections, bikeway and sidewalk inclusion is implied. **Cul-de-sacs:** Section 153.11.K has a length limitation (300 feet) but does not limit the use of cul-de-sacs to constrained conditions. There is a requirement to provide public access ways “when necessary for public convivence and safety” and these must connect to cul-de-sacs. **Street and accessway layout**: The only street connectivity and block formation provision is the maximum block length provision of 1,200 feet in length that applies only to subdivisions. **Recommendations:** Clarify the applicability of connectivity and circulation standards, ensuring they apply to all subdivisions, multifamily developments, planned developments, shopping centers, and commercial centers with Neighborhood Activity Centers in the area. Consider limiting cul-de-sacs to only constrained sites.

Requirement	Development Code References and Recommendations
streets and accessways consistent with the purposes of this section. Such measures may include but are not limited to: standards for spacing of streets or accessways; and standards for excessive out-of-direction travel; *(E) Streets and accessways need not be required where one or more of the following conditions exist:* *(i) Physical or topographic conditions make a street or accessway connection impracticable. Such conditions include but are not limited to freeways, railroads, steep slopes, wetlands or other bodies of water where a connection could not reasonably be provided;* *(ii) Buildings or other existing development on adjacent lands physically preclude a connection now or in the future considering the potential for redevelopment; or* *(iii) Where streets or accessways would violate provisions of leases, easements, covenants, restrictions or other agreements existing as of May 1, 1995, which preclude a required street or accessway connection.*	
(c) Where off-site road improvements are otherwise required as a condition of development approval, they shall include facilities accommodating convenient pedestrian and bicycle and pedestrian travel, including bicycle ways on arterials and major collectors	Chapter 153 addresses the subdivision procedure and conditions for approval but does not specifically stipulate that off-site road improvements include facilities that accommodate bicycle/pedestrian travel. **Recommendation:** Include code language that states where off-site road improvements are a condition of approval, they must also accommodate pedestrian and bicycle travel.

Requirement	Development Code References and Recommendations
(d) For purposes of subsection (b) "safe and convenient" means bicycle and pedestrian routes, facilities and improvements which: *(A) Are reasonably free from hazards, particularly types or levels of automobile traffic which would interfere with or discourage pedestrian or cycle travel for short trips;* *(B) Provide a reasonably direct route of travel between destinations such as between a transit stop and a store; and* *(C) Meet travel needs of cyclists and pedestrians considering destination and length of trip; and considering that the optimum trip length of pedestrians is generally 1/4 to 1/2 mile.*	See recommendations to -0045(3)(b)
(e) Internal pedestrian circulation within new office parks and commercial developments shall be provided through clustering of buildings, construction of accessways, walkways and similar techniques.	There are no specific internal pedestrian circulation standards in the Subdivision or Zoning Code. **Recommendation**: Internal pedestrian circulation standards should be incorporated into the code to apply to all new *office* and commercial development.
(6) In developing a bicycle and pedestrian circulation plan as required by 660-012-0020(2)(d), local governments shall identify improvements to facilitate bicycle and pedestrian trips to meet local travel needs in developed areas. Appropriate improvements should provide for more direct, convenient and safer bicycle or pedestrian travel within and between residential areas and neighborhood activity centers (i.e., schools, shopping, transit stops). Specific measures include, for	The TSP update will make recommendations to the bicycle and pedestrian plan that are consistent with TPR -0020. This TPR requirement is currently addressed in the following areas: • Walkways between cul-de-sacs and adjacent roads – See response and recommendations related to cul-de-sacs, Section -0045(3)(b). • Walkways between buildings – See response and recommendations related to accessways, Section -0045(3)(b). • Access between adjacent uses – See response and recommendations related to accessways, Section -0045(3)(b).

Requirement	Development Code References and Recommendations
example, constructing walkways between cul-de-sacs and adjacent roads, providing walkways between buildings, and providing direct access between adjacent uses.	**Recommendation:** This requirement will be addressed by the TSP update planning process and can be met by requiring improvements in developing areas consistent with adopted code provisions.
(7) Local governments shall establish standards for local streets and accessways that minimize pavement width and total ROW consistent with the operational needs of the facility. The intent of this requirement is that local governments consider and reduce excessive standards for local streets and accessways in order to reduce the cost of construction, provide for more efficient use of urban land, provide for emergency vehicle access while discouraging inappropriate traffic volumes and speeds, and which accommodate convenient pedestrian and bicycle circulation. Notwithstanding section (1) or (3) of this rule, local street standards adopted to meet this requirement need not be adopted as land use regulations.	Street standards are located in Appendix A of the Subdivision Code. §153.11.B of the subdivision code dictates the minimum ROW and roadway widths. The minimum residential collector width is 36' ROW with two 10' lanes, no parking, two 6' sidewalks, and two 2' curb/gutters. The standard local street width is aligned with the recommended widths illustrated in the Transportation Growth Management Neighborhood Street Design Guidelines (listed below). *Pavement ROW* *No On-Street Parking 20' 42-48'* *Parking on One Side 24' 47-52'* *Parking on Two Sides 28' 52-56'* **Recommendation:** Through the TSP update process the City can reevaluate whether local street width standards are appropriate.
OAR 660-12-0060	
Amendments to functional plans, acknowledged comprehensive plans, and land use regulations that significantly affect an existing or planned transportation facility shall assure that allowed land uses are consistent with the identified function, capacity, and performance standards of the facility.	Text amendments and zoning map amendments are addressed in Section 154 of the Zoning code. §154.024 - .026 address zone changes; and criteria and conditions for zone changes. §154.026 is consistent with the language of -0060 and includes parking, loading, circulation, and street improvements and potential conditions for the approval of a zone change. §154.148 Conditions of Approval for changes to the comp. plan includes: (D) Increasing the street width; and (E) Increasing the number of required off-street parking spaces.

Requirement	Development Code References and Recommendations
	These items address conditions that could be required for approval of an amendment, but they do not address all of -0060. **Recommendation**: Add language to the Zoning Code to be consistent with -0060 language. Consider adding language to indicate that changes to land use regulations which may significantly affect the transportation system are required to ensure consistency with the identified function, capacity, and performance standards within the TSP.