



Technical Memorandum

Date: October 14, 2021

Kittelson Project No: 23021.041

To: Project Advisory Committee

DOT&PF Agreement No: 20455

From: Matt Kittelson, PE and Miranda Barrus, PE

Subject: Final TM #2: Community Transportation Framework

Introduction

The information contained in this memorandum provides the framework for assessing multimodal projects throughout the Winston Transportation System Plan (TSP) Update that are identified by the public, the Project Advisory Committee (PAC), and Project Management Team (PMT). This framework includes background on the project, the context-based planning approach according to the Blueprint for Urban Design, and the draft goals, objectives, and evaluation criteria for the TSP.

Project Background

The Winston TSP is a guide for the City, Douglas County, and the Oregon Department of Transportation (ODOT) on how to plan, operate, improve, and fund the multimodal transportation system within the Winston Urban Growth Boundary (UGB). The TSP is intended to be flexible over its planning horizon so it can respond to changing community needs and revenue sources. It also shows consensus among City decision makers, community members, and partner agencies on the transportation needs and priority projects for Winston.

The current TSP was adopted in 2003, and since that time, there has been a growing need 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, OR 42 and OR 99 are state highways passing through Winston that provide important local, regional, and intrastate connections, especially to the Pacific Coast and along Interstate 5 (I-5). Within Winston, OR 42's shared alignment with OR 99 is classified as a Statewide Highway in the Oregon Highway Plan (OHP). This OHP classification continues west along OR 42 after the two highways part at Main Street. 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.

An updated TSP should reflect these needs so that the City has a useful list of priorities and policies for its decision making related to upcoming land use and transportation planning. Provided that community needs have evolved since 2003, the draft goals and objectives presented in this memorandum are meant to replace what is in the adopted TSP. These new goals and objectives aim to provide a relevant framework for how the City's transportation system functions today and over the planning horizon. As such, the TSP Update will evaluate a variety of current transportation-related issues in Winston, including:

- Addressing needs along Lookingglass Road and other key east-west corridors;
- Integrating land use and transportation planning to support recent and future development;
- Improving the OR 42/Brockway Road intersection while protecting historical sites;
- Providing well-connected and quality facilities for people walking, rolling, and biking;
- Balancing the needs of the community and ODOT for its facilities through town;
- Making access management more clear and finding opportunities for consolidation; and
- Maintaining livability in residential neighborhoods related to speeding from cut-through traffic.

The TSP Update will focus on priority projects, policies, programs, and studies for the City over the next 20 years – and may also recommend additional projects that could be implemented as funding becomes available – that enhance the transportation system for people riding bikes, walking, rolling, taking transit, driving, and making freight movements.

Context-Based Planning

The following section documents a preliminary review of urban context, future urban context, and modal expectations along state highways in Winston. This kind of review sets the groundwork for planning roadway improvements along ODOT facilities with a context-sensitive approach, as outlined in the Blueprint for Urban Design, balancing the needs of ODOT and the community, and evaluating projects against the TSP's goals and objectives. ODOT's Blueprint for Urban Design provides guidance on improving state highways with adjacent land uses and contexts in mind, not just functional classifications. Based on initial classifications, Table 1 presents typical features that should be considered for OR 42 and OR 99 through Winston with respect to their current and planned adjacent land uses. These elements will continue to be evaluated and refined through this TSP Update and future design efforts.

Table 1: Typical Roadway Features for State Highways by Land Uses in Winston

| Highway | Segment | Current Land Use | Comprehensive Plan | Blueprint Urban Context | Typical Features | |
|---------|-----------------------------------|--|--|--|---|--|
| OR 42 | UGB to NW Abraham Ave | <ul style="list-style-type: none"> Rural/Open Space School | <ul style="list-style-type: none"> Historic Commercial Public Residential Open Land-Agriculture | <ul style="list-style-type: none"> Rural Community Suburban Fringe | <p>Target Speed: 25-40 mph Travel Lanes: Start with minimum widths Turn Lanes: Balance crossing widths and operations Medians: Optional – use as pedestrian crossing refuge Bicycle Facility: Start with separated facility Sidewalk: Continuous and buffered Target Pedestrian Crossing Spacing: 250-1,500 ft On-Street Parking: Not typical; consider if space allows</p> | |
| | NW Abraham Ave to Lookingglass Rd | <ul style="list-style-type: none"> Commercial Residential | <ul style="list-style-type: none"> Commercial Residential (north of Brosi Orchard Rd) | <ul style="list-style-type: none"> Urban Mix Commercial Corridor Residential Corridor | <p>Target Speed: 25-35 mph Travel Lanes: Start with minimum widths Turn Lanes: Minimize additional crossing width at intersections/Balance crossing widths and operations Medians: Optional – use as pedestrian crossing refuge/Typically used for safety/operational management Bicycle Facility: Start with separated facility Sidewalk: Space for sidewalk activity/Continuous and buffered Target Pedestrian Crossing Spacing: 250-1,000 ft On-Street Parking: Consider if space allows/Not applicable</p> | |
| | Lookingglass Rd to Pepsi Rd | <ul style="list-style-type: none"> Open Space Residential | Open Land-Agriculture | | | <p>Target Speed: 25-40 mph Travel Lanes: Start with minimum widths Turn Lanes: Balance crossing widths and operations Medians: Optional – use as pedestrian crossing refuge Bicycle Facility: Start with separated facility Sidewalk: Continuous and buffered Target Pedestrian Crossing Spacing: 250-1,500 ft On-Street Parking: Not typical; consider if space allows</p> |
| | Pepsi Rd to UGB | <ul style="list-style-type: none"> Open Space Residential | Residential | | <ul style="list-style-type: none"> Rural Community Suburban Fringe | <p>Target Speed: 25-40 mph Travel Lanes: Start with minimum widths Turn Lanes: Balance crossing widths and operations Medians: Optional – use as pedestrian crossing refuge Bicycle Facility: Start with separated facility Sidewalk: Continuous and buffered Target Pedestrian Crossing Spacing: 250-1,500 ft On-Street Parking: Not typical; consider if space allows</p> |
| OR 99 | UGB to OR 42 | <ul style="list-style-type: none"> Commercial Open Space | <ul style="list-style-type: none"> Commercial Open Land-Agriculture | <ul style="list-style-type: none"> Urban Mix Commercial Corridor | <p>Target Speed: 25-35 mph Travel Lanes: Start with minimum widths Turn Lanes: Minimize additional crossing width at intersections/Balance crossing widths and operations Medians: Optional – use as pedestrian crossing refuge/Typically used for safety/operational management Bicycle Facility: Start with separated facility Sidewalk: Space for sidewalk activity/Continuous and buffered Target Pedestrian Crossing Spacing: 250-1,000 ft On-Street Parking: Consider if space allows/Not applicable</p> | |

Goals, Objectives, & Evaluation Criteria

The overall guiding principle of the TSP is to provide and encourage a safe, convenient, and economical transportation system for people of all ages, abilities, and incomes. Evaluation metrics can help to achieve this and to align the TSP with the City's vision. The general definitions of goals, objectives, and evaluation criteria listed below provide consistent understanding of the evaluation metrics used in this memorandum:

- Goals are intended to be broad statements that reflect the community's desires and vision for the transportation system. The goals are inherently aspirational and may not be fully attained within the 20-year horizon of the plan. The goals are supported by the objectives.
- Objectives are intended to provide a way from the community to measure progress toward meeting its goals.
- Evaluation criteria provide a quantitative tool to assess progress toward the established objectives.

The evaluation criteria will be used throughout the TSP update process for two key purposes:

- Evaluating the existing and future transportation system and identifying areas for improvement; and,
- Comparing and selecting preferred elements to be included in the Winston TSP Update.

The following method will be used to rate each evaluation criterion against each alternative:

- The concept addresses the criterion and/or makes substantial improvements in the criterion category. (●)
- The concept partially addresses the criterion and/or makes some improvements in the criterion category. (◐)
- The concept does not support the intent of and/or negatively impacts the criterion category. (○)
- The criterion does not apply to the concept or the concept has no influence on the criterion. (⊗)

The goals, objectives, and evaluation criteria presented in Table 2 reflect the overarching goals and objectives of the City's Comprehensive Plan, are consistent with the Transportation Planning Rule (TPR) and relevant policies summarized in Tech Memo #1 (Plan, Policy, and Code Review), and intend to fairly distribute the benefits and impacts of transportation projects among all users.

Table 2: Goals, Objectives, and Evaluation Criteria

| Goals | Objectives | Evaluation Criteria |
|--|--|---|
| <p>Accessibility & Connectivity: Develop an interconnected, multimodal transportation network that connects all members of the community to destinations within and beyond Winston.</p> | <p>1.1 Improve 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.</p> <p>1.2 Provide a network of arterials, collectors, and local streets that are interconnected, appropriately spaced, and reasonably direct in accordance with City and state design and connectivity standards.</p> <p>1.3 Provide for off-roadway walkways and bikeways that help to connect communities, provide travel options, promote health through active living, and promote walking and biking tourism.</p> | <ul style="list-style-type: none"> • Does the project element provide multimodal connections between households and essential destinations for all members of the community? • Does the project element promote an interconnected, appropriately spaced, and reasonably direct street system? |
| <p>Community & Economic Vitality: Provide a transportation system that supports businesses and encourages economic development in Winston.</p> | <p>2.1 Improve the movement of goods and delivery of services throughout Winston while balancing the needs of all users with a variety of travel modes and preserving livability in residential areas and established neighborhoods.</p> <p>2.2 Update and implement development standards and program transportation improvements to facilitate and support desired land uses and activities.</p> <p>2.3 Promote street maintenance and necessary funding to preserve and maintain the existing transportation system in a state of good repair.</p> <p>2.4 Encourage tourism by developing multimodal connections – including for people walking and</p> | <ul style="list-style-type: none"> • Does the project element serve people that live in, work in, and/or visit Winston? • Are there right-of-way impacts by the project element - # of businesses relocated, # of residential properties impacted, impacts to public facilities, etc.? • Does the project element encourage tourism and/or development of desired land uses and activities? • Does the project element encourage preservation and/or improvement of existing streets? |

| Goals | Objectives | Evaluation Criteria |
|---|--|---|
| <p>Equity: Provide an equitable, balanced, and connected multi-modal transportation system.</p> | <p>biking – to and between recreational locations and destinations and key services in Winston.</p> | |
| | <p>3.1 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.</p> <p>3.2 Provide connections for all modes that meet applicable City and Americans with Disabilities Act (ADA) standards.</p> <p>3.3 Ensure ADA compliance for new and non-compliant transportation facility infrastructure.</p> <p>3.4 Provide a reliable and convenient transportation system that connects people of all ages, abilities, and income levels between destinations by way of public transportation.</p> | <ul style="list-style-type: none"> • Does the project element provide multimodal access between underserved and vulnerable populations and essential destinations? • Does the project element support ADA compliance? • Does the project element further support first or last mile connections to key transit destinations? |
| <p>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.</p> | <p>4.1 Provide 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.</p> | <ul style="list-style-type: none"> • Does the project element address an area with a crash history or risk factor? Is it expected to improve safety or slow speeds? |
| | <p>4.2 Address existing safety issues at locations with a history or high risk of crashes for vehicles, bicyclists, and/or pedestrians.</p> <p>4.3 Manage access to transportation facilities consistent with their applicable classification to reduce and separate conflicts and provide reasonable access to land uses.</p> | <ul style="list-style-type: none"> • Does the project element reduce the level of stress experienced by people walking, rolling, and/or biking and/or provide them with safe, convenient, and direct routes? |

| Goals | Objectives | Evaluation Criteria |
|---|---|--|
| <p>Land Use & Transportation Integration: Create a balanced built environment where desired existing and planned land uses are supported by an efficient multimodal transportation system.</p> | <p>5.1 Identify the 20-year complete multimodal transportation system needs to accommodate development and undeveloped areas; provide adequate capacity for future travel demand and to minimize travel times.</p> <p>5.2 Review and revise, where necessary, local land use and development requirements so that future land use decisions are consistent with the planned transportation system.</p> | <ul style="list-style-type: none"> Does the project element support future traffic demand expected from growth consistent with the City's Comprehensive Plan? |
| <p>Mobility: Optimize the performance of the transportation system for the efficient movement of people and goods.</p> | <p>6.1 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.</p> <p>6.2 Reduce 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.</p> <p>6.3 Reduce reliance on the state highway system for making local trips.</p> <p>6.4 Balance local circulation and pedestrian and bicycle needs with freight mobility needs through planning and design guidance and coordination; prioritize efficient freight movement on identified freight routes (versus local streets).</p> | <ul style="list-style-type: none"> Does the project element comply with the roadway functional classification? Does the project element provide "active" modal options and reduce reliance on single-occupancy vehicle trips? Does the project element reduce reliance on the state highway system? Does the project element promote the movement of freight on designated freight routes? |