



MEMORANDUM

Draft Findings of Fact Jefferson County Transportation System Plan Update

DATE June 30, 2021
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OVERVIEW

Public hearings are scheduled in July 2021 to consider adoption of the updated Jefferson County Transportation System Plan (TSP) and related amendments to the Jefferson County Comprehensive Plan, Zoning Ordinance, and County Code Title 12 (Roads) and Title 16 (Subdivisions). After Planning Commission deliberations and expected recommendation on July 22, 2021, the Jefferson County Board of Commissioners will hold a hearing on August 11, 2021 to adopt the updated TSP as an element of the County's Comprehensive Plan. Updates to the TSP are required to be in compliance with state policies and planning documents. This memorandum includes findings demonstrating that the updated TSP and related implementing code amendments 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

Legislative Amendment (21-PA-01)
Jefferson County Transportation System Plan (TSP) Update
Exhibit C - Findings of Fact for TSP update.

FINDINGS OF FACT

Oregon Statewide Land Use Goals

The County is proposing to adopt an update of the 2007 Jefferson County Transportation System Plan (TSP), thereby amending the state-acknowledged Jefferson County Comprehensive Plan. The following findings demonstrate that the adoption of the updated TSP (March 2021 Draft) 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 1: Citizen involvement and public participation activities for the Jefferson County TSP were addressed through the following activities and project elements:

- Project website
- Three Project Advisory Committee (PAC) meetings
- Two virtual public open houses
- Targeted outreach with community and social service organizations
- Updates, work sessions, and public hearings with the Board of County Commissioners

The project included a dedicated webpage that housed project information and updates that were provided throughout the course of the project. The website served as a source of information for the general public, hosting all project technical reports, TSP draft goals and policies, 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 the County. Some of the interests represented included school districts, local businesses, bicycle and pedestrian advocates, tribal representatives, and County and state agencies. The PAC met three 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 two Virtual Public Open Houses where community members could provide feedback on transportation needs and solutions. In addition, the work sessions and public hearings with the County Board of Commissioners were open to the public. Hearings scheduled for M July 22 and August 11, 2021 also provide opportunity for public input.

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 Statutes (ORS) Chapter 268.

FINDING 2: Existing state, regional, and local plans, policies, standards, and requirements relevant to County transportation planning were reviewed and evaluated to guide the development of the TSP (Appendix A, Technical Memorandum #1: Plans and Policy Review Memo). Current land use patterns and potential impacts were also addressed through an existing and future conditions analysis (Appendix D, Technical Memorandum #3: Transportation System Conditions, Deficiencies, and Needs Memo). This analysis summarized the County's current zoning and land use inventories, which were used to help evaluate the relationship between the County's land use conditions and existing and future transportation system needs. In addition, relevant land use considerations were addressed and coordinated between state, regional, and local agencies through membership on the PAC.

Draft TSP Goal 6 – Planning and Funding – includes an objective to “review and revise” land use requirements to ensure consistency with the County's transportation system. This objective is met through recommended amendments to the Jefferson County Comprehensive Plan and Zoning Ordinance (Appendix H: Implementation Memo). The recommended amendments ensure that future land use decisions are consistent with the planned transportation system. Recommended Zoning Ordinance and County Code amendments include updates to off-street parking requirements/standards, transit access standards, and pedestrian access and circulation standards.

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 3: Goal 2 of the draft TSP addresses economic development. The intent of this goal is to “support existing industry and encourage economic development.” Goal objectives include providing a transportation system that supports freight and industrial activity, encourages tourism and recreation, and promote a multi-modal network that supports existing economic activity and encourages future economic opportunities and growth. In addition, existing and future transportation needs are partly based on projected job growth in the County, as identified in Appendix D: Transportation System Conditions, Deficiencies, and Needs. Consequently, employment forecasts informed Transportation Solutions (Appendix E: Solutions Analysis) and TSP projects and priorities. Projects such as the US 97 Corridor Study (S-1), various bicycle facility upgrades along the Oregon Scenic Bikeway (Projects BP-1, BP-2, and B-3 to B-8), the Culver Highway Multi-Use path (B-2), and various intersection safety improvements along the highways (S-3a to S-6b) will serve to enhance access to jobs and employment opportunities in Warm Springs and Madras and will improve safety for commuters from areas within the County to more urban areas.

Goal 10: Housing

This goal requires that the County 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 4: The existing and future transportation needs between now and 2040 are based on population and job forecasts, existing land use patterns, and economic development opportunities. The identified transportation improvements are intended to meet the transportation needs of existing and future anticipated County residents. A 20-year list of transportation projects was

developed based on the identified transportation needs and community input. In addition to roadway improvements, the list includes several bicycle and pedestrian projects to serve the County'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 5: Transportation facilities, including roadways, bikeways, and sidewalks are considered primary types of public facilities that are managed by public agencies such as Jefferson County, the City of Madras, and ODOT.

The draft TSP reflects existing and future transportation conditions and identified transportation needs for Jefferson County's transportation system (Appendix D, Technical Memorandum 3: Transportation System Conditions, Deficiencies, and Needs). Proposed improvements in the transportation projects lists (Tables 5-1 through 5-3) have been tailored to meet identified needs while remaining consistent with County 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 (Appendix A, Technical Memorandum 1: Plans and Policy 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 6: The draft TSP was guided by project goals and objectives that addressed mobility and connectivity; economic development; safety; multimodal users; environment; planning and funding; and equity. Existing conditions and future transportation needs were analyzed with respect to these goals and objectives. The inventory and analysis of existing and future conditions identified opportunities to improve the transportation system, as documented in the tables and figures in draft TSP Chapter 5, Transportation Priorities and Projects, for the roadway, safety, bicycle and pedestrian, and bridge TSP elements. These needs were identified in the inventory, by advisory committee members and the public, and through capacity analysis based on projected future traffic volumes. Evaluation criteria, relative to the TSP goals and objectives, were used to evaluate transportation system alternatives that could address identified needs (Chapter 3, Needs Assessment and Evaluation). Alternatives were presented to and discussed at PAC meetings and refined as a result of member feedback.

One of the primary functions of the TPR is to promote coordination of land use and transportation planning. The updated TSP will be adopted as the transportation element of the County's Comprehensive Plan; TSP adoption will be accomplished through a legislative amendment to the adopted Comprehensive Plan. In addition, the County is proposing to adopt minor Jefferson County Zoning Ordinance amendments to ensure consistency between adopted development requirements and the goals, objectives, and recommendations of the TSP. These amendments are provided in Appendix H: Implementation Memo.

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 transportation system plan (TSP). A local TSP must be consistent with applicable OTP goals and policies. Findings of fact 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 7: The draft TSP is a multi-modal plan and includes many proposed improvements that enhance mobility and safety for all system users. Draft TSP Goal 7, Equity, aims to provide access to transportation options for all users. Goal objectives focus on supporting transportation choices for users of all abilities and ages, improving multimodal access to disadvantaged populations, and to consider impacts on disadvantaged groups from transportation projects.

The Bicycle and Pedestrian TSP projects are planned to serve people who walk, bike, and roll, particularly in rural/unincorporated areas of the County. The element was informed by bicycle and pedestrian needs identified through public and advisory committee input, as well as existing conditions analysis. These projects consist of shoulder widening on roads, establishing data monitoring systems, establishing a safety program, continued facilities maintenance, and improving intersection safety. The projects are divided into three categories: Opportunity Projects (draft TSP Table 5-1); TSP Projects (draft TSP Table 5-2); and Visionary Projects (draft TSP Table 5-3). Opportunity Projects are considered low-cost and could be implemented by other (i.e., non-TSP related) County efforts. TSP projects include the County's current TSP priorities, and Visionary Projects are those with timelines beyond the 20-year horizon.

The draft TSP also identifies several potential federal, state, and local funding opportunities to support safe and equitable transportation options. Some of these funding sources include the Multi-modal Active Transportation Fund, Safe Routes to School, and the Community Paths Program.

In addition to these TSP elements that promote equity and travel choices, proposed amendments to the Jefferson County Zoning Ordinance are designed to support complete bicycle and pedestrian networks and improve transit access. Proposed amendments include increases to bicycle parking requirements, the addition of pedestrian access and circulation requirements, and the addition of transit access standards (Appendix H – Implementation Memo).

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 8: The type, condition, and performance of facilities that provide transportation for people, goods, and services is documented in Technical Memorandum 3: Transportation System Conditions, Deficiencies, and Needs (Appendix D). Findings based on existing conditions identify existing needs and opportunities to improve the system based on project goals and objectives. Technical Memorandum 4, Solutions Analysis & Funding Program (Appendix E) identifies transportation system needs based on findings from the existing and future conditions analysis.

TSP Goal objectives that address maintenance include the following:

- Objective 1.3 – Work with ODOT and other jurisdictions to prioritize maintenance needs
- Objective 4.9 – Roadway shoulder maintenance to support bicycle travel
- Objective 6.1 – Maintain long-term funding for transportation system maintenance
- Objective 6.3 – Ensure continued preservation and improvement of existing transportation system through continued maintenance

In addition, the draft TSP includes updates to access management spacing standards. Draft TSP Goals 1 and 3 includes objectives (Objectives 1.5 and 3.9) to update access spacing and management standards. The Jefferson County Zoning Ordinance includes access spacing standards in Title 12, Table A. Access management standards are based on functional classification and posted speed. These standards regulate vehicular access to County roadways and seek to balance the mobility needs with access for auto-users. These tools help 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 9: Draft TSP Goal 2, Economic Development, includes objectives that promote railroad freight service (Objective 2.3) and prioritize improving and maintaining key freight routes (Objective 2.4). In addition, several TSP projects will support freight activity and efficiency, particularly those targeted for the County's designated freight routes, such as the US 97 Corridor Study, which will consider freight traffic (Project R-4). Other projects that will support freight include the series of intersection improvements located along US 26, US 97, and OR 361 (Projects S-3a to S10-b).

Policy 3.2 – Moving People to Support Economic Vitality

It is the policy of the State of Oregon to develop an integrated system of transportation facilities, services and information so that intrastate, interstate and international travelers can travel easily for business and recreation.

FINDING 10: Providing and supporting access to economic opportunity is central to draft TSP Goal 2, Economic Development. Goal objectives include supporting tourism industries and bicycle tourism (Objectives 2.1, 2.7, and 2.8), and supporting multi-modal connectivity to industrial lands and the Madras airport (Objective 2.2). In addition, various TSP projects will help encourage cycle-tourism and general bicycle travel in the County, such as Oregon Scenic Bikeway Signing Improvements (Project B-1), the Culver Highway Multi-Use Path (Project B-2), and bike lane and/or shoulder widening projects along the Oregon Scenic Bikeway (Projects BP-1 and BP-2).

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 11: Draft TSP Goal 5, Environment, intends to balance transportation services with environmental protection. Goal objectives include developing multi-modal transportation that minimizes energy consumption and air quality impacts, compliance with state and federal environmental regulations, preservation of valuable natural resources, use of environmentally friendly materials/design, and consideration of wildlife passage needs for transportation facility design/construction.

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 bicycle and pedestrian Opportunity Projects (Table 5-1; 3 projects), TSP Projects (Table 5-2; seven projects), and Visionary Projects (Table 5-3; 33 projects). These projects vary between signing improvements (e.g., Oregon Scenic Bikeway Signing Improvements, Project B-1), numerous bike facility, shoulder widening, and sidewalk installation projects (e.g., Iris Lane Bicycle Facility, Project B-10; C Street Sidewalks, Project P-2), and studies or plans that evaluate or support the County bicycle and pedestrian network (e.g., Safe Routes to School Plans, Project P-8; Madras-Warm Springs Connection Feasibility Study, Project B-23).

Similarly, transit provides an alternative to automobile trips for trips longer than those normally taken on foot or by bicycle. Several draft TSP Objectives seek to support existing transit services and improve transit facilities and options (draft TSP Objectives, 1.8, 4.3-4.6, 6.6, and 7.2). Furthermore, the draft TSP identifies several public transportation needs, such as an ITS plan that provides real-time transit information, additional service area coverage via the Community Connector, on-demand shuttle service to key destinations, a transit stop in Crooked River Ranch, and transit hubs in Metolius and Culver.

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 12: Safety is central to the draft TSP, as TSP Goal 3 is Safety, and most other goals include a safety-related objectives. Furthermore, the draft TSP includes an extensive list of safety projects, including Opportunity Projects (Table 5-1) and TSP Projects (Table 5-2). Many safety projects focus on intersection safety, such as US26/Colfax Lane/US97 (Projects S-5a and S-5b), while others are related to studies or education campaigns, such as a US 97 Corridor Study (Project S-1) and Speed

and Safety Education Campaign (Project S-2). Many other TSP projects are safety-oriented, such as studies for bridge upgrades/replacements (Projects D-1 to D-10), a Safe Routes to School Plan (Project P-8), and various sidewalk or shoulder widening projects to improve bicycle and pedestrian safety (Tables 5-2 and 5-3).

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 13: Draft TSP Goal 6, Planning and Funding, includes objectives that address coordination with other jurisdictions and agencies. Specifically, Objective 6.6 seeks to ensure local land use and development requirements are consistent with the transportation system, and Objective 6.7 focuses on coordination with Madras, Culver, Metolius, Cascades East Transit (CET), ODOT, and the Federal Highway Administration (FHWA).

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 14: The draft TSP process incorporated extensive public engagement, which helped guide its development. Public involvement and consultation components of the TSP process included a public-facing project website, a series of advisory committee meetings, two public open houses, and public hearings and work sessions (see FINDING 1 - Statewide Planning Goal 1, Citizen Involvement, for a more thorough description of the TSP public involvement process). In addition, draft TSP Objective 6.6.g seeks to encourage citizen involvement when addressing transportation issues.

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 15: In addition to the TSP public engagement process (FINDING 1 for Statewide Planning Goal 1), recommended TSP projects were partly shaped by evaluation criteria used by the PAC and PMT that aimed leverage transportation investments to reduce health and safety disparities to low-income, minority, and youth/elderly populations.

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 16: The state facilities within the County provide district, statewide, and regional connectivity. Each facility is currently regulated according to a functional classification that establishes their primary function (moving people across the state, regions or providing access to local destinations) and their access management regulations (standards to minimize the number of access points onto highways to preserve capacity). Access management for State facilities is outlined in OAR 734-051, and spacing standards are dependent upon several variables, including average annual daily traffic (AADT) volumes, posted speed, and functional classification.

Draft TSP Table 4-1 shows the proposed cross section standards by functional classification for the County, which includes right-of-way, pavement, and shoulder width. The County has four functional classifications: arterial, major collector, minor collector, and local. In addition, recommended amendments to the County Zoning Ordinance include revisions to include the proposed functional classifications and their ROW width and minimum access spacing (Appendix H: Implementation Memo; Attachment B: Zoning Ordinance Amendment Recommendations – Table A Minimum Road Design Standards).

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

FINDING 18: Draft TSP Objective 6.5 seeks to review and revise local land use requirements to ensure consistency with the County transportation system, wherever necessary. See responses to OTP Policy 7.1 (FINDING 13) and Statewide Planning Goals 1 and 2 (FINDING 1 and 2) for more details on coordination between the County's transportation system and land use.

The relationship between land use and development and the County's transportation system is also addressed in the Zoning Ordinance – particularly in JCZO Section 423 – Off-Street Parking Requirements (Attachment B: Zoning Ordinance Amendment Recommendations; Appendix H: Implementation Memo). Amendments to the County's Off-Street Parking standards includes the addition of minimum bicycle parking requirements, parking requirement flexibility for transit-related uses, vanpool/carpool parking, and off-street parking reduction standards.

Technical Memorandum 3, Transportation System Conditions, Deficiencies, and Needs, reviews the County's demographics, land uses, and development patterns (Appendix D). These inventories and forecasts helped inform policy, identify needs, and develop projects for the draft TSP.

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

FINDING 17: Draft TSP Objective 2.4 prioritizes improving and maintaining freight routes on key highways, including US 97, US 26, and US 20. TSP projects on these key freight routes will help support freight activity and efficiency by improving delineation and safety for other modes that use these corridors (Tables 5-2 and 5-3; e.g., Project S-1, US 97 Corridor Study; Projects S-5a & b, US 26 Colfax Lane Improvements). See FINDING 9 for OTP Policy 3.1 for more detail on how the draft TSP addresses the highway freight systems.

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 the interchange to function in a manner consistent with OHP mobility standards.

FINDING 19: The TSP update project analyzed traffic operations at study intersections and roadway segments to determine existing conditions and forecasted travel demand. The analyses were compared to ODOT performance standards to identify needs for improvement (see Appendix D, Technical Memorandum 3: Transportation System Conditions, Deficiencies, and Needs Memo, and Appendix E, Technical Memorandum 4: Solutions Analysis Memo).

Several roadway needs identified in the Solutions Analysis are recommended in draft TSP Tables 5-1 (Opportunity Projects), 5-2 (TSP Projects), and 5-3 (Visionary Projects). Some of the proposed projects that apply to highways include a proposed right-turn lane at OR 361/Gem Lane (Project R-5) and a Cherry Lane/US 26 Intersection Realignment (Project R-4).

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 20: Transportation analysis revealed no roadway or intersection capacity issues are anticipated within the planning horizon (Appendix E, Technical Memorandum 4, Solutions Analysis). Performance and safety improvements to enhance roadway efficiency are addressed in the Roadway and Safety Projects (draft TSP Tables 5-1, 5-2, and 5-3). Many of these projects include intersection improvements, which will mitigate the need for adding capacity while addressing safety issues.

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

FINDING 21: The draft TSP notes that ODOT and the County maintains access management standards to help balance needs of through travelers and local travelers. The Zoning Ordinance lists County access spacing standards for each of the new proposed functional classifications (Attachment B: Zoning Ordinance Amendment Recommendations; Appendix H: Implementation Memo). In addition, draft TSP Goal 1 – Mobility and Connectivity – includes an objective to update policies and standards for access spacing and management (Objective 1.5).

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

FINDING 22: The TSP update planning process included a review and analysis of 5-year (2013-2017) crash history for all roadways in Jefferson County (Technical Memorandum 3: Transportation System Conditions, Deficiencies, and Needs Memo; Appendix D). Analysis included extensive documentation and analysis on the County's crash history and conditions, which helped inform various safety and safety-related TSP projects. This includes the US 97 Corridor Study (Project S-1), which will include treatments to help reduce crash risk along the corridor, such as intersection control and highway capacity enhancement. The draft TSP includes several other intersection safety improvement projects along the highways in the County (draft TSP Tables 5-1 and 5-2).

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 23: As described in the response to Policy 2B of the OHP in these findings, the County Zoning Ordinance includes access spacing standards that maintain and enhance the integrity of roadways in Jefferson County (Attachment B: Zoning Ordinance Amendment Recommendations; Appendix H: Implementation Memo). See FINDING 21 to OHP Policy 2B for more details.

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 24: Several draft TSP Roadway and Safety projects (draft TSP Tables 5-1, 5-2, 5-3) address enhancing freight activity through intersection efficiency/safety measures located on the County's designated freight routes (US 26, US 97, and US 20). See FINDING 17 for OHP Policy 1C and FINDING 9 for OTP Policy 3.1 for more detail on how the draft TSP addresses the highway freight systems.

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 25: As discussed in responses to OTP 1.2 and elsewhere, the draft TSP includes numerous bicycle and pedestrian projects that will help to improve the County's bicycle and pedestrian network. Draft TSP Tables 5-1, 5-2, and 5-3 list several projects intended to increase safety and mobility for cyclists and pedestrians along highways in the County. Some of the projects include shoulder widening for cyclists (Projects B-21 and B-22), pedestrian/cyclist crossing studies (Projects B-32 and B-33), and a multi-use path and signing improvements along Culver Highway (Projects B-2 and B-24). The locations of these projects are illustrated in draft TSP figures 5-1, 5-2, and 5-3. The draft TSP also includes Goal Objective 1.8 to support transit connectivity to Bend, Redmond, Prineville, and other regional destinations.

Other Modal Plans

The State has a number of modal and topic plans that together form the State TSP. In addition to the OHP, which is the modal plan for the State's roadways, the following govern aspects of statewide planning for the transportation system: Oregon Transportation Safety Action Plan; Oregon Bicycle and Pedestrian Plan/ Bicycle and Pedestrian Design Guide; Oregon Public Transportation Plan; Oregon Freight Plan; Oregon State Rail Plan; and Oregon Aviation Plan.

FINDING 26: The draft TSP includes the following project types: Roadway, Safety, Pedestrian and Bicycle, and Bridge. The draft TSP also includes an assessment and evaluation of the County's freight and transit needs (draft TSP Chapter 3 – Needs Assessment and Evaluation) and provides a review of existing and forecasted need for freight, rail, bicycle and pedestrian, transit, pipeline/waterway, and air services (draft TSP Chapter 4 – Providing Multimodal Systems).

OAR 660 Division 12 Transportation Planning Rule (TPR)

The purpose of the 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.

OAR 660 Division 12 Transportation Planning Rule (TPR)

The TPR contains policies for preparing and implementing a transportation system plan.

FINDING 27: The draft TSP was informed by technical memoranda that document existing and future conditions and includes a roadway classification system and corresponding standards, recommended improvements by mode, and a general funding plan as required by Section -0020 of the TPR. The previously adopted TSP was acknowledged by the Department of Land Conservation and Development and found to be in compliance with the TPR. The 2021 TSP is an update of the acknowledged TSP.

Section -0045 of the TPR requires that local jurisdictions amend their land use regulations to implement the TSP. Elements of the draft TSP are implemented in the requirements of the Jefferson County Zoning Ordinance (Ordinance). The Ordinance regulates land uses and development within the County and implements the long-range vision of the Comprehensive Plan, of which the TSP is part. Proposed amendments include transit improvement standards, off-street parking standards for bicycles and vanpool/carpool, and pedestrian access and circulation requirements. In addition, future amendments to the Ordinance would be required to be consistent with the planned function, capacity, and performance standards for land use actions that significantly affect the transportation system, consistent with TPR -0060. Proposed amendments to the Ordinance found in draft TSP Appendix H are intended to ensure consistency between the County’s TSP and its development requirements, as well as consistency with the TPR.

OAR 734, Division 51. Highway Approaches, Access Control, Spacing Standards, and Medians

OAR 734-051 governs the permitting, management, and standards of approaches to state highways to ensure safe and efficient operation of the state highways. OAR 734-051 policies address the following:

- How to bring existing and future approaches into compliance with access spacing standards, and ensure the safe and efficient operation of the highway;
- The purpose and components of an access management plan; and
- Requirements regarding mitigation, modification, and closure of existing approaches as part of project development.

FINDING 28: As described in the response to OHP Policies 2B, 3A, and 3D, access management standards for state highways will be consistent with state access standards.