

MEMORANDUM #2

Date:	May 15, 2023	Project #:	27003.004
To:	Project Management Team (PMT)		
From:	Elizabeth Decker, JET Planning		
Project:	South Madras Refinement Plan		
Subject:	Technical Memorandum #3.2 – Policy Review		

01 | INTRODUCTION

This memorandum provides a review of current transportation and land use related plans, standards, rules, regulations and policies in place by the State, the City of Madras, and Jefferson County that pertain to the South Madras Concept Area Refinement Plan (Refinement Plan). This summary serves as a reference for the Project Management Team (PMT) and the Project Advisory Committee (PAC) and identifies key issues for consideration as part of the refinement plan.

The Refinement Plan will identify current and future safety and operations issues, generate potential solutions and identify preferred solutions to deficiencies. The Refinement Plan will also identify current and projected traffic conditions based on existing and projected land uses in the area and in accordance with acknowledged comprehensive plans.

Some documents reviewed herein describe existing transportation-related standards, targets, and guidelines with which the Refinement Plan shall coordinate and be consistent; other documents contain identified transportation improvements to include in the analyses of potential projects. Additional documents address land use goals, policies and implementing regulations that inform development potential within the study area that will need to be consistent with transportation capacity. Some policies and regulatory documents described in this review may require amendments following the adoption of the Refinement Plan to ensure implementation of the identified policies and projects as well as compliance with Oregon's Transportation Planning Rule. These amendments could potentially include the Madras Transportation System Plan, Jefferson County Transportation System Plan, and/or the Oregon Highway Plan, as well as the Development Codes for Jefferson County and City of Madras. These will be identified through the adoption process. Table 1 provides a summary of the documents reviewed and summarized as part of this memorandum.

Table 1. Summary of Documents Reviewed and Relevance to South Madras Concept Area Refinement Plan (Refinement Plan)		
Document/Policy	Relevance to the Refinement Plan	Page
Statewide Planning Documents		
Statewide Planning Goals	Projects, policies and regulations identified as part of Refinement Plan will reflect the policies of the statewide plans and policies, and will comply with or move in the direction of meeting the standards and targets established in the plans related to safety, access and mobility.	4
2006 Oregon Transportation Plan		6
Oregon Highway Plan		7
Oregon Freight Plan		10
Oregon Bicycle and Pedestrian Plan		11
Oregon Public Transportation Plan		13
Oregon Rail Plan		13
Transportation Planning Rule (OAR 660-012)		14
Access Management Rule (OAR 734-051)		15
State Coordination Rules (OAR 731-015)		16
Reduction in Capacity (ORS 366.215)		16
Oregon Highway Design Manual, including 2022 ODOT Traffic Manual		17
US Highway 97 Corridor Strategy		18
ODOT Active Transportation Needs Inventory		18
Statewide Transportation Improvement Program, 2021-2024 & Draft 2024-2027	The Refinement Plan will incorporate US 97 projects programmed in the STIP.	19
Regional Planning Documents		
Jefferson County Comprehensive Plan	Projects, policies and regulations identified as part of the Refinement Plan will reflect the policies and projects in the County's Comprehensive Plan.	20
Jefferson County Transportation System Plan (TSP)	Projects, policies and regulations identified as part of the Refinement Plan will reflect the policies and projects in the County's TSP.	21

<p>Jefferson County Land Development Ordinance, including Jefferson County Code Title 12</p>	<p>The code standards will inform Refinement Plan understanding of development requirements, and Refinement Plan will identify any potential code amendments to better implement the plan and TPR.</p>	<p>22</p>
<p>Local Planning Documents</p>		
<p>City of Madras Comprehensive Plan</p>	<p>Projects, policies and regulations identified as part of the Refinement Plan will reflect the policies and projects in the City's Comprehensive Plan.</p>	<p>23</p>
<p>City of Madras Transportation System Plan (TSP)</p>	<p>Projects, policies and regulations identified as part of the Refinement Plan will reflect the policies and projects in the City's TSP.</p>	<p>24</p>
<p>City of Madras Development Code (Title 18 of the City of Madras Municipal Code)</p>	<p>The code standards will inform Refinement Plan understanding of land use development potential and requirements. Amendments to MDC standards related to land use and transportation may be recommended as part of Refinement Plan implementation tasks to ensure consistency between Development Code and Refinement Plan and to strengthen compliance with the TPR.</p>	<p>26</p>
<p>City of Madras Urban Renewal Plan</p>	<p>The Refinement Plan will coordinate with the urban renewal plan goals and any identified urban renewal projects within the study area.</p>	<p>26</p>
<p>City Transportation Safety Action Plan</p>	<p>The City will also be completing a Transportation Safety Action Plan (TSAP) concurrently with the Refinement Plan</p>	<p>27</p>

02 | STATEWIDE PLANS AND POLICIES

This section documents the applicable statewide plans and policies to the Refinement Plan.

STATEWIDE PLANNING GOALS

The foundation of Oregon's statewide land use planning program is a set of 19 Statewide Planning Goals. The goals express the state's policies on land use and on related topics, such as citizen involvement, housing, and natural resources. Oregon's Statewide Goals are achieved through local comprehensive planning, including the development and implementation of TSPs and concept area planning.

All of Oregon's Statewide Goals have an influence on transportation planning, either directly or indirectly. However only certain Goals directly apply to transportation planning at a local level; the Goals listed in Table 2 are most relevant to the Refinement Plan.

Table 2. Statewide Planning Goals	
Statewide Planning Goal	Relevance to Refinement Plan
Goal 1: Citizen Involvement	Establishes citizen involvement as the primary goal of the land use planning process in Oregon. The Refinement Plan process is guided by a robust public involvement plan that includes public involvement goals and identified affected and interested stakeholder and target audiences. In addition, this project will be guided by a project advisory committee that will inform the Refinement Plan development.
Goal 2: Land Use Planning	Establishes a process and policy framework for all decisions and actions related to uses of land; ensures that such decisions and actions are premised on an adequate factual base. Existing and future transportation needs will be based on inventories of existing conditions in Technical Memorandum #4.1, including existing and planned land uses and existing transportation conditions.
Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces	Existing natural resources and environmental features influence the siting, construction, and cost of transportation improvements. Technical Memorandum #4.1 will provide inventories of these resources and describe areas within the City that should be considered when providing transportation access or improvements.
Goal 7: Natural Hazards	The risk of natural hazards affects site selection and alignment decisions and design standards. Transportation improvement projects in the City should avoid natural hazard areas, such as floodplains, to the extent feasible.

Goal 9: Economic Development	Addresses the need for a variety of economic opportunities in support of the health, welfare, and prosperity of Oregon's citizens. The Refinement Plan development should be coordinated with current and planned economic development activities.
Goal 10: Housing	Cities and counties are required to anticipate ongoing needs for housing, and to provide adequate infrastructure to serve residential uses. Transportation facilities and project prioritization will be based, in part, on the demands generated by current and projected housing needs.
Goal 11: Public Facilities and Services	Local governments are required to provide adequate public facilities, including transportation facilities, in a timely and efficient manner. The Refinement Plan will coordinate with or consider the provision of other public facilities and be consistent with adopted plans.
Goal 12: Transportation	<p>Requires multi-modal transportation plans for transportation service providers that need to:</p> <ul style="list-style-type: none"> • Be based upon factual inventories, • Minimize adverse social, environmental, economic, and energy impacts, • Meet the needs of the transportation disadvantaged, • Facilitate the flow of goods and services, and • Be consistent with related local and regional plans. <p>As described in more detail in this technical memo, Goal 12 is implemented through the Transportation Planning Rule (OAR 660, Division 12).</p>
Goal 13: Energy Conservation	Land uses shall be managed and controlled to maximize the conservation of all forms of energy based upon sound economic principles. In transportation planning, this includes consideration of travel distances and mode share.
Goal 14: Urbanization	Requires land within the Urban Growth Boundary to “provide an orderly and efficient transition from rural to urban land use.” Adequate transportation and other public facilities must be planned for and provided in areas that are brought into the UGB, including portions of the study area have been brought into the UGB but not yet annexed to the City.

Project Relevance: The Refinement Plan will be consistent with the Statewide Planning Goals.

OREGON TRANSPORTATION PLAN (2006)

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

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

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

The Implementation Framework section of the OTP describes the implementation process and how state multimodal, modal/topic plans, regional and local TSPs and facility plans will further refine the OTP's broad policies and investment levels. Facility plans, which include specific area refinement plans like the Refinement Plan, are expected to implement the OTP and the applicable modal/topic plan goals, policies, implementation and broad investment scenarios.

The OTP also provides an investment framework to guide transportation funding discussions to align with the OTP goals.

Project Relevance: The OTP's policies and strategies will guide the Refinement Plan, specifically in the areas of system management, maximizing performance of the existing transportation system using technology and creative design solutions,

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

integrating multimodal options, pursuing sustainable funding sources, and investing strategically in capacity projects.

OREGON HIGHWAY PLAN (1999, LAST AMENDED 2023)

The OHP is a modal plan of the Oregon Transportation Plan (OTP) to guide ODOT in the planning, operations, and financing of its highway system. Policies in the OHP emphasize the efficient management of the highway system to increase safety, partner with local and regional jurisdictions, and employ new techniques to improve the capacity of the existing system before expanding capacity. The OHP's policies provide an essential link between land use and transportation, provide standards and targets for highway performance, design, and access management, and emphasize the multimodal relationship between state highways, local and regional streets, bicycle, pedestrian, transit, rail, and air systems.

The following are identified OHP policies that are relevant to South Madras Concept Area Refinement Plan.

Policy 1A: State Highway Classification

ODOT classifies its highways into four levels of importance: Interstate, Statewide, Regional, and District. This classification system guides ODOT's management of and decisions regarding the investment in the highway system as well as the development of facility plans and the agency's review of local plan and zoning amendments and facility management decisions, such as road approach permits.

As noted above, there are two ODOT highways within the South Madras project area: US 97² and OR 361. The purpose and management objectives of the highways is provided in Policy 1A, as summarized below.

- **Statewide Highways (US 97)** are intended to provide inter-urban and inter-regional mobility and to connect larger urban areas, ports, and major recreation areas that are not directly served by Interstate Highways. A secondary function is to connect regional trips. ODOT's management objective of these highways is to provide safe and efficient operations with minimal interruptions to flow within urban areas.
- **District Highways (OR 361)** are facilities of county-wide significance and function largely as county and city arterials or collectors. They provide connections and links between small urbanized areas, rural centers, and urban hubs, and serve local access and traffic. The management objective is to provide for safe and efficient, moderate to high-speed continuous-flow operation in rural areas reflecting the surrounding

² Hereon referred to as US 97 – US 97 and US 26 share a common section from MP 92.1 to 97.3

environment and moderate to low-speed operation in urban and urbanizing areas for traffic flow and for pedestrian and bicycle movements.

US 97 is designated as a Statewide Highway and the segment within the study area is further designated as an OHP Freight Route and a federally designated truck route part of the National Network; this segment is also designated as a Reduction Review Route. OR 361 has no additional designations.

Policy 1B: Land Use and Transportation

Policy 1B provides clarification that ODOT will work with other agencies to establish the linkage between land use and transportation in transportation plans, facility and corridor plans, plan amendments, access permitting and project development. Policy 1B also recognizes that state highways can serve as the main street in some communities, and as such, this policy provides for a balance between serving a local community's needs and through traffic.

Policy 1C: State Highway Freight System

To support the continued vitality of local and state economies, the designated state's freight system facilitates efficient and reliable interstate, intrastate, and regional truck movement. This freight system includes routes that carry significant tonnage by truck and serve as the primary interstate and intrastate highway connections to ports, intermodal terminals, and urban areas. Highways included in this designation have higher highway mobility standards than other statewide highways.

As a critical north-south route, US 97 is designated as a **Freight Route** throughout Oregon, including the South Madras segment.

Policy 1F: Highway Mobility Policy

This policy establishes mobility targets that implement the objectives of the OTP and other OHP policies. The policy, as revised, offers the flexibility to the state and local jurisdictions to collaboratively implement mobility targets that support and reflect land use, transportation and economic development priorities.

The mobility targets are a measure of state highway performance based on a volume to capacity (v/c) ratio. The targets are intended to make initial assessment of measures needed to maintain acceptable and reliable mobility but also to recognize that alternative mobility targets (including measures that are not v/c-based) can be effective in identifying solutions that "better balance state and local community needs and objectives."

Within Madras the following targets are applicable:

- US 97, Statewide Freight Route outside of an MPO area inside an UGB with a posted speed of less than or equal to 35 MPH: **v/c ratio less than 0.85.**
- US 97, Statewide Freight Route outside of an MPO area inside an UGB with a posted speed greater than 35 MPH: **v/c ratio less than 0.80.**

- OR 361, District Highway outside of an MPO area inside an UGB: **v/c ratio less than 0.90**, based on posted speeds of 45-50 MPH (non-state approaches).
- Local interest roads should be designed for a mobility target **v/c of 0.80 where speed limits are less than 45 MPH and 0.75 where speed limits exceed 45 MPH.**

Policy 1G: Major Improvements

This policy establishes a three-tier process related to evaluating major improvements to the state highway system. The first priority is to improve the safety and management of the existing system prior to adding roadway capacity. Transportation System Management (TSM) and Transportation Demand Management (TDM) measures (including land use changes) can be used to determine ways to better manage the efficiency of the existing system. The second priority is to make minor improvements to the state highway system and/or improvements to the local street network. The third priority is to add lanes to increase capacity or make other major improvements. The City of Madras, Jefferson County and ODOT will work to ensure that proposed improvements support this policy.

Policy 2B: Off-System Improvements

This policy allows ODOT to make financial contributions to local street improvements that support the state highway system and are consistent with Policy 1G. As part of the Refinement Plan the City of Madras, Jefferson County, ODOT and other affected stakeholders will collaboratively identify improvements that support this policy and are consistent with local policies and priorities.

Policy 2F: Traffic Safety

This policy prioritizes improvements to enhance the safety of all users of the highway system. Action 2F.4 provides for the implementation of the Safety Management System to allocate resources to areas with the most significant safety issues.

Policy 3A: Classification and Spacing Standards

As discussed above, ODOT manages location, spacing, and intersections along state highways to ensure the safe and efficient operations for the traveling public. These management tools recognize the intended function and classification of the highways (as discussed in Action 3A.2). The applicable access management spacing standards, as established in the OHP, are implemented by access management rules in OAR 734, Division 51 as further detailed in this memo.

Policy 4A: Efficiency of Freight Movement

Madras is bisected by US 97, which is an important statewide freight route. The highway is ranked among the top five corridors for freight movement in the state. This route is considered vital for rescue and recovery operations in case of catastrophe. Policy 4A recognizes the need to maintain and improve the efficiency of freight movement on the state system. The City,

County and ODOT will work together to identify needed improvements consistent with this policy.

Policy 4B: Alternative Passenger Modes

This policy supports the development and enhancement of “alternative passenger services and systems” that help preserve the performance and function of the state highway system. As part of the Refinement Plan, ODOT, Jefferson County, City of Madras, and the Central Oregon Intergovernmental Council (COIC) will work together to identify potential improvements to support the Cascades East Transit (CET) service within the Community.

Project Relevance: The Refinement Plan planning process will be guided by policies in the OHP for any improvements, modifications, or local policies that would affect state facilities within the County. OHP policies provide guidance in developing recommended improvements that would impact accessibility, mobility, or function of each highway. The Refinement Plan is being developed in coordination with ODOT so that projects, policies, and County regulations proposed as part of the Refinement Plan will comply with or move in the direction of meeting the standards and targets established in the OHP related safety, access, and mobility.

OREGON FREIGHT PLAN (2017)

The Oregon Freight Plan (OFP) is the modal plan of the OTP that supports the movement of goods and commodities in the state. Per this plan, it the state's intent “to improve freight connections to local, Native American, state, regional, national and global markets in order to increase trade-related jobs and income for workers and businesses.” This plan prioritizes strategic investments in existing freight facilities (including rail, marine, air, and pipeline infrastructure).

Within Madras, US 97 is part of the state's freight network. The following policies in the Freight Plan can help shape the improvements evaluated as part of the Refinement Plan.

- *Strategy 1.2: Strive to support freight access to the Strategic Freight System. This includes proactively protecting and preserving corridors designated as strategic.*
- *Action 1.2.1. Preserve freight facilities included as part of the Strategic Freight System from changes that would significantly reduce the ability of these facilities to operate as efficient components of the freight system unless alternate facilities are identified or a safety-related need arises.*

- *Strategy 2.4: Coordinate freight improvements and system management plans on corridors comprising the Strategic Freight System with the intent to improve supply chain performance.*

Project Relevance: The OFP policies will inform the development of the Refinement Plan, particularly aspects of the plan that affect freight access, operations and improvements along US 97.

OREGON BICYCLE AND PEDESTRIAN PLAN (2016)

The Oregon Bicycle and Pedestrian Plan (OBPP) is the modal plan of the OTP that supports the walking and biking in the state. The vision of the OBPP is that *“In Oregon, people of all ages, incomes, and abilities can access destinations in urban and rural areas on comfortable, safe, well connected biking and walking routes. People can enjoy Oregon’s scenic beauty by walking and biking on a transportation system that respects the needs of its users and their sense of safety. Bicycle and pedestrian networks are recognized as integral, interconnected elements of the Oregon transportation system that contribute to our diverse and vibrant communities and the health and quality of life enjoyed by Oregonians.”*

The OBPP recognizes that walking and biking support economic growth, health, environmental quality, and mobility. The OBPP outlines the following goals that are applicable to the Madras community:

Goal 1: Safety. Eliminate pedestrian and bicyclist fatalities and serious injuries and improve the overall sense of safety of those who bike or walk.

Goal 2: Accessibility and Connectivity. Provide a complete bicycling and pedestrian network that reliably and easily connects to destinations and other transportation modes.

Goal 3: Mobility and Efficiency. Improve the mobility and efficiency of the entire transportation system by providing high quality walking and biking options for trips of short and moderate distances. Support the ability of people who bike, walk or use mobility devices to move easily on the system.

Goal 4: Community and Economic Vitality. Enhance community and economic vitality through walking and biking networks that improve people’s ability to access jobs, businesses, and other destinations, and to attract visitors and tourists, new residents, and new business to the state, opening new opportunities for Oregonians.

Goal 5: Equity. Provide opportunities and choices for people of all ages, abilities, races, ethnicities, and incomes in urban, suburban, and rural areas across the state to bike or walk to reach their destinations and to access transportation options, assuring

transportation disadvantaged communities are served and included in decision making.

Goal 6: Health. Provide Oregonians opportunities to become more active and healthy by walking and biking to meet their daily needs.

Goal 7: Sustainability. Help to meet federal, state, and local sustainability and environmental goals by providing zero emission transportation options like walking and biking.

Goal 8: Strategic Investment. Recognize Oregon's strategic investments in walking and biking as crucial components of the transportation system that provide essential options for travel, and can help reduce system costs, and achieve other important benefits.

Goal 9: Coordination, Cooperation, and Collaboration. Work actively and collaboratively with federal, state, regional, local, and private partners to provide consistent and seamless walking and biking networks that are integral to the transportation system.

The City of Madras, Jefferson County and ODOT will work together to identify policies and projects in support of these goals.

Finally, the ODOT Bicycle and Pedestrian Design Guide supports the OBPP and the Highway Design Manual and guides the design and management of bicycle and pedestrian facilities on state-owned facilities.

Project Relevance: The Refinement Plan will consider OBPP policies and strategies for their applicability to the study area and, where appropriate, the Refinement Plan will reflect the OBPP through policies and project selection. The State standards and strategies for pedestrian and bicycle improvements can serve as “best practices” and inform recommended bicycle and pedestrian improvements in the Refinement Plan. The Refinement Plan planning process will identify and address areas where enhancements are needed to improve sidewalk accessibility, including curb ramps, to better comply with the American with Disabilities Act (ADA). The Refinement Plan planning process will consider OBPP standards and designs where pedestrian and bicycle projects are recommended on, or parallel to, state facilities. In addition, the Project Advisory Committee includes members that represent pedestrian and bicycle interests.

OREGON PUBLIC TRANSPORTATION PLAN (2018)

The Oregon Public Transportation Plan (OPTP) is the modal plan of the OTP that provides guidance for ODOT and public transportation agencies regarding the development of public transportation systems. The guiding vision for the State is to create:

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

The OPTP is designed to respond to trends, opportunities, and challenges that exist today, while providing an adaptable foundation for the future. The policies and strategies advance public transportation as an important piece of the overall transportation system, linking people to destinations, services, opportunities, as well as to communities in neighboring states. Key initiatives of the plan include plan integration, regional and intercity service, and transit technologies.

Project Relevance: The Refinement Plan will consider OPTP policies and strategies for their applicability to the study area and, where appropriate, the Refinement Plan will identify transit strategies in line with the OPTP. The planning process will coordinate with Cascades East Transit long-range and strategic planning relevant to the study area.

OREGON RAIL PLAN (2014)

The Oregon Rail Plan is a state modal plan under the OTP that addresses long-term freight and passenger rail planning in Oregon. The Plan provides a comprehensive assessment of the state's rail planning, freight rail, and passenger rail systems. It identifies specific policies concerning rail in the state, establishes a system of integration between freight and passenger elements into the land use and transportation planning process, and calls for cooperation between state, regional, and local jurisdictions in planning for rail.

Its goals, policies, and strategies are based on the vision that "Oregon will have a safe, efficient, and commercially viable rail system that serves its businesses, travelers and communities through private resources leveraged as needed, by strategic public investments." It establishes the following goal areas: partnership, collaboration, and communication; a connected system; system investments and preservation; funding, finance, and investment principles; system safety; preserving and enhancing quality of life; and economic development.

The plan categorizes rail as Class I or Non-Class I and accordingly identifies needs related to rail elements including track, signals, weight, clearance, speed, and bridges and tunnels. There is a Class I rail line that extends north-south just to the west of the South Madras study area, with connections to The Dalles to the north and Bend and Klamath Falls to the south.

Project Relevance: The Refinement Plan will consider the needs of the rail freight system in developing recommended policies and projects related to improving safety and mobility in the study area. However, there are no rail facilities in the study area. The project advisory committee will include ODOT representatives who will advise on rail and freight interests.

TRANSPORTATION PLANNING RULE (OAR 660-012)

Oregon defines 19 statewide land use planning goals; of which Goal 12 is Transportation. The Transportation Planning Rule (TPR), OAR Division 12, defines how to implement this goal and requires that counties and cities work with ODOT to comply with the goals prepared by the governing Transportation System Plans that are consistent with the OTP.

The TPR recognizes the role that a safe, convenient, and economical transportation system plays in supporting local and state economic vitality. It also requires the integration of comprehensive land use planning with transportation needs and the promotion of multi-modal systems that make it more convenient for people to walk, bicycle, use transit and drive less.

In compliance with the TPR, Madras and Jefferson County may need to adopt/amend the TSP's goals, projects, and city land use regulations consistent with state and federal requirements "to protect transportation facilities, corridors and sites for their identified functions (OAR 660-012-0045(2))." These may include:

- ▶ Standards to protect future operations of roads;
- ▶ Identifying if a local government decides not to build a project authorized by the TSP, it must evaluate whether the needs that the project would serve could otherwise be satisfied in a manner consistent with the TSP. If identified needs cannot be met consistent with the TSP, the local government shall initiate a plan amendment to change the TSP or the comprehensive plan to assure that there is an adequate transportation system to meet transportation needs (660-012-0050).

Project Relevance: The Refinement Plan will include goals that are consistent with and support the TPR. Further, the development of the Refinement Plan will follow the TPR provisions summarized in OAR 660-012.

ACCESS MANAGEMENT RULE (OAR 734-051)

Commonly referred to as Division 51, ODOT adopted OAR 734-051 to establish procedures and criteria to govern highway approaches, access control, spacing standards, medians and restriction of turning movements. The application of these criteria to changes to the State highway are intended to comply with statewide planning goals, acknowledged comprehensive plans, state law, and the Oregon Transportation Plan (OTP). Recent amendments presume that existing driveways with access to state highways have written permission from ODOT as required by OAR 734. The standards are based on state highway classification and differ depending on posted speed and average daily traffic volume.

Within Madras, US 97 connects the community's residents, employees, and visitors with other areas in Central Oregon as well as through the state. The highway also provides connections between areas within the community and at the same time, can present a barrier to walking, bicycling, and driving across the highway. OR 361 provides alternative access from Madras south to Culver before reconnecting with US 97. The highway provides alternative connectivity within the city specifically for the west side.

A summary of the access management spacing standards for US 97 and OR 361 is shown in Table 3.

Table 3. ODOT Access Management Spacing Standards

Route Name	Facility Extents	Facility Designation	2021 ADT ¹	Posted Speed Limit (mph) ²	Access Spacing Standard (feet) ³
US 97/US 26	93.06-96.73	Statewide Highway	11,144	35 MPH	500
US 97/US 26	96.73-97.28	Statewide Highway	16,092	45 MPH	800
OR 361	0.70-1.36	District Highway	5,231	45 MPH	500
OR 361	1.36-2.27	District Highway	4,901	50 MPH	425

Notes:

1. Source: ODOT Traffic Volume Tables for State Highways 2021

2. Source: <https://ecmnet.odot.state.or.us/SpeedZone/Search/getDoc?docId=b677c3af-1f80-4372-87d0-7cd719ed0ade> and <https://ecmnet.odot.state.or.us/SpeedZone/Search/getDoc?docId=812a8ab4-0383-4d22-b1d6-a63623ab0f0b>

3. Source: OHP Appendix C

Project Relevance: Analysis of the Refinement Plan and final project recommendations will need to reflect state requirements for state facilities; the updated Refinement Plan will comply or move in the direction of meeting access management standards for state facilities. Implementation measures that will be developed for the Refinement Plan may entail amendments to the County and City Zoning Ordinances to ensure that it is consistent with these access management requirements as well as plan recommendations related to access management.

STATE COORDINATION RULES (OAR 731-015)

This division requires that ODOT demonstrate new transportation plans and projects are consistent with the Statewide Planning Goals and adopted comprehensive plans. The rules establish coordination procedures that ODOT must follow when engaging in activities that significantly affect land use. Actions include adopting the Transportation Policy Plan, adopting modal system plans, adopting transportation facility plans, adopting project plans for select projects, carrying out operations and maintenance, and issuing various permits and licenses.

Project Relevance: Projects, policies and regulations identified as part of Refinement Plan will comply with and be reviewed consistent with these coordination rules.

REDUCTION IN CAPACITY (ORS 366.215)

This statute identifies the Oregon Transportation Commission's authority to build and modify state highways, as adopted in 2003. The statute states that the Commission may not permanently reduce the "vehicle-carrying capacity" of an identified freight route, such as US 97, unless safety or access considerations require the reduction, or a local government requests an exemption and the Commission determines it is in the best interest of the state and freight movement is not unreasonably impeded.

In the context of this statute, "vehicle-carrying capacity" refers to the vertical and horizontal clearance of a highway section that can physically carry motor vehicles. A reduction of vehicle-carrying capacity means a permanent reduction in the horizontal or vertical clearance of a highway section, by a permanent physical obstruction to motor vehicles located on useable right-of-way subject to Commission jurisdiction, unless such changes are supported by the Stakeholder Forum.

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

A review of potential reduction of vehicle-carrying capacity is required for all proposed actions, including planning studies such as the Refinement Plan. Review includes a presentation to the statewide Mobility Advisory Committee (MAC) to determine whether proposed actions could result in a reduction of vehicle-carrying capacity.

Project Relevance: The Refinement Plan will require a review of potential reduction of vehicle-carrying capacity according to this statute, which should be incorporated into the project planning process.

ODOT HIGHWAY DESIGN MANUAL (2012, AMENDED 2023)

The Highway Design Manual (HDM) establishes design standards and procedures for the state highway system. The HDM has been coordinated with the American Association of State Highway and Transportation Officials' (AASHTO) policies. The HDM provides guidance on the location and design of new construction, major reconstruction, and resurfacing, restoration or rehabilitation (3R) projects. The standards in the HDM are specified by functional classification. US 97 is identified as a statewide highway and is part of the state highway freight system, and OR 361 is classified as a district highway.

The Blueprint for Urban Design (BUD) has now been incorporated into the HDM. The design guidance addresses urban design criteria for six Urban Context Areas, emphasizing the importance of determining the applicable context and designing to respond to that context. The 2023 update also includes an emerging framework for geometric design.

ODOT Traffic Manual (2022)

The Traffic Manual provides guidance on traffic engineering policies, establishes uniform methods and procedures, and includes information about traffic engineering and operations on state highways. The Traffic Manual complements the HDM - it does not contain roadway design policies but rather contains standards and guideline, as well as lists any needed approvals and processes.

Project Relevance: The HDM, now incorporating the BUD, provides design standards on state roadways; the Traffic Manual governs engineering methods and procedures for highway improvements. The analysis for the Refinement Plan and final project

recommendations will need to be consistent with state requirements for state facilities in Madras and consider the appropriate urban context. The HDM can be referenced for additional guidance, concepts, and strategies for design.

US HIGHWAY 97 CORRIDOR STRATEGY (1995)

The US Highway 97 Corridor Strategy is intended to implement the goals and policies identified by the Oregon Transportation Plan, Oregon Highway Plan, and various multimodal, transit, and freight plans on US 97 between Madras and the California border. The primary goal for the US 97 corridor is “To promote commerce by efficiently distributing good and services, while enhancing travel safety, maintaining environmental integrity and preserving regional quality of life”. The corridor plan identified several issues relevant for Madras:

- ▶ In urban areas like Madras, address overall congestion to accommodate local mobility needs while maintaining through travel needs using Transportation Demand Management (TDM) programs, multimodal facilities and other strategies, in addition to highway capacity improvements. Continue to expand and support TDM and pedestrian-oriented, mixed-use development measures in Madras and other urban areas.
- ▶ In Madras and other smaller communities, consider traffic calming measures, Intelligent Transportation Systems, and facilities management measures to help slow traffic to posted speed limits and improve safety. Consider additional traffic enforcement measures such as electronic monitoring as appropriate.
- ▶ Sidewalks, bike lanes, and enhanced pedestrian crossings should occur in conjunction with new highway projects or major reconstruction. Sidewalks and bike lanes should be provided on both sides of Highway 97 along with safe and convenient pedestrian crossings. Parallel bike/pedestrian facilities may also be considered. Local bike/pedestrian networks in Madras and other urban areas should also be improved.

Project Relevance: The Refinement Plan will support the recommendations associated with the US Highway 97 Corridor Strategy.

ODOT ACTIVE TRANSPORTATION NEEDS INVENTORY

ODOT's Bicycle and Pedestrian Program is working to create “a safer, more pedestrian and bicycle friendly network in and between communities across Oregon’s highways in alignment with the direction recently set in the Oregon Bicycle and Pedestrian Plan.” Each ODOT Region will update and create the Active Transportation Needs Inventory (ATNI) for a seamless network of bicycle and pedestrian needs for all ODOT highways; ODOT Region 4 has an

existing ATNI network that identifies bicycle and pedestrian gaps. To date, three steps have been completed, including:

- ▶ Step 1. An inventory of the existing shared-use paths, bike lanes, sidewalks, and paved shoulders on ODOT highways;
- ▶ Step 2. An assessment of these existing facilities with respect to ODOT's current design standards, to understand areas with gaps and deficiencies; and,
- ▶ Step 3. An evaluation of the gaps and deficiencies in the system using a range of evaluation criteria to help classify and prioritize the bicycle and pedestrian needs on the system.

The evaluation of the gaps and deficiencies is intended to be used in project scoping, future project selection, project design, and identifying locations most in need of dedicated pedestrian or bicycle projects. ODOT will be working on “*Volume 1: Near Term Actions of the Implementation Work Plan for the Statewide Bicycle and Pedestrian Plan*”.

Project Relevance: The Refinement Plan will identify pedestrian and bicycle-related improvements in support of the Active Transportation Needs Inventory.

STATEWIDE TRANSPORTATION IMPROVEMENT PROGRAM (STIP, 2021-2024 & DRAFT 2024-2027)

The STIP serves as the state's four-year capital improvement program for multimodal projects as well as for projects in the National Parks, National Forests and Native American tribal lands. The STIP is updated every two years in accordance with federal requirements.

The 2021-2024 STIP identifies \$5,666,000, and the draft 2024-2027 STIP identifies a total of \$21,677,930, for US 97/US 26 from Earl St to Colfax Ln to:

- ▶ Reconstruct full width of roadway, upgrade all ADA ramps throughout the section.
- ▶ Upgrade sidewalk facilities as needed.
- ▶ Signal upgrades and enhanced bicycle/pedestrian crossing.
- ▶ Resurface two bridges and repair bridge joints on one bridge.

Preliminary engineering has been completed and this project is proposed to begin the Right of Way phase in federal fiscal year 2024, with Utility Relocation and Construction phases to start in federal fiscal year 2026 as part of the 2024-2027 STIP cycle, if the draft 2024-2027 STIP is adopted as proposed.

Project Relevance: The current and draft STIP includes significant upgrades to the section of US 97 through the study area, and the Refinement Plan will plan for this area assuming future completion of this project.

03 | REGIONAL PLANS AND POLICIES

This section documents the applicable regional plans and policies to the Refinement Plan.

JEFFERSON COUNTY COMPREHENSIVE PLAN (2006, AMENDED 2013)

The Jefferson County Comprehensive Plan is a long-range policy guide for land use in the unincorporated areas within the county, outside of city urban growth boundaries (UGBs). The Comprehensive Plan includes background information and policies that address each of the 14 applicable statewide planning Goals. Comprehensive Plan Goal 12 addresses transportation policies for the County. Except for two policies, excerpted below, the Comprehensive Plan Goal defers to the adopted County Transportation System Plan for compliance and direction with statewide Goal 12.

Goal 12: Transportation

Policy 1: Adequate access should be required for all new development and proposed new lots or parcels.

1.1 Road access to new development should be adequate to safely handle the anticipated traffic load.

Policy 2: Airports should be protected from conflicting uses.

2.1: New development near existing airports should not create a hazard for aircraft

One other transportation-related policy can be found in Comprehensive Plan Goal 8: Recreational Needs. The policy is stated as follows:

Goal 8: Recreation Needs

Policy 1: Recognize the importance of recreation to both County residents and visitors.

1.3 Encourage the development of bicycle, equestrian and hiking trails and facilities.

Project Relevance: The Refinement Plan will be consistent with the County's policies for transportation for areas outside of the Madras UGB.

JEFFERSON COUNTY TRANSPORTATION SYSTEM PLAN (2021)

The Jefferson County Transportation System Plan (TSP) is a long-range policy guide for developing and managing the transportation system in the unincorporated areas within the county, outside of city urban growth boundaries (UGBs). The County TSP specifically excludes transportation needs within the Madras UGB. The TSP addresses all travel modes currently available to move people and goods within or through the County. The TSP includes goals and objectives that were used to guide development of the key recommendations and policy directives established for each travel mode in the TSP, as well as specific policies and recommendations to implement these goals and objectives. Key goals from the TSP include:

- ▶ *Mobility and Connectivity:* Promoting a multimodal transportation system that moves people and goods within the County and beyond.
- ▶ *Economic Development:* Planning a transportation system that supports existing industry and encourages economic development in the County.
- ▶ *Safety:* Providing a transportation system that promotes the safety of current and future travel modes for all users.
- ▶ *Multimodal Users:* Providing a multimodal transportation system that supports a safe, efficient, and low-stress environment for walkers, cyclists and transit users as well as benefits the overall health and environment within the County.
- ▶ *Environment:* Providing a transportation system that balances transportation services with the need to protect the environment.
- ▶ *Planning and Funding:* Maintaining the safety, physical integrity, and function of the County's multimodal transportation network.
- ▶ *Equity:* Providing access to the transportation system for all users.

The TSP identified the following projects near or connecting to the study area in Madras:

- ▶ US 97 Corridor Study south of Madras to determine the long-term safety and capacity needs and vision for the corridor. (TSP Project S-1)
- ▶ Speed and Safety Education/Enforcement Campaigns targeted at speed reduction and behavioral safety along US 97 Corridor. (TSP Project S-2)

- ▶ US 26/Colfax Lane/US 97 Intersection Safety Improvements to modify intersection approaches to encourage slower turning speeds and reduce crossing distance for vehicles, install warning signs, and widen centerlines to reduce travel lane width, along with speed treatments on the northbound approach to the intersection to encourage slower speeds as vehicles approach Madras. (TSP Projects S-5a and 5b)
- ▶ Culver Highway Multiuse Path connecting Madras, Metolius and Culver with a 10-ft shared use path along 11.5-mile stretch of road. (TSP Project B-2)

Project Relevance: The Refinement Plan will coordinate with the County on connections to planned County projects to ensure consistency or recommend modifications as appropriate.

JEFFERSON COUNTY ZONING ORDINANCE

The Jefferson County Zoning Ordinance regulates development within unincorporated Jefferson County and implements the long-range land use vision embodied in the Comprehensive Plan and TSP. The code contains several sets of the requirements that address the relationship between land use development and transportation system development. Those requirements are discussed below and address access, transportation improvements, clear vision areas, traffic impact analysis, and parking. Road design standards, including minimum rights-of-way, are addressed in Chapter 12.18 of the County Code, not in the zoning ordinance.

Access is primarily addressed in Section 401 (Access). The section establishes minimum access requirements and driveway connections. Most of the standards are referential to Section 12.18 of the County Code.

Transportation improvements are addressed in Section 402. The section addresses procedures, permitted improvements, and requirements for transportation improvements, including, but not limited to, the modification, extension, or relocation of an existing road or creation of a new public or private road. The section also includes conditions of approval that require, or may require, right-of-way dedications, easements, sidewalks, or bicycle facilities.

Clear-vision areas are addressed in Section 403, which identifies the dimensions of clear vision areas. Clear-vision areas apply to all development in all zones.

Traffic impact studies requirements are addressed in Section 421. A traffic impact study may be required as part of an application for Site Plan Review, a conditional use permit, a land division, or a zoning map amendment. The code includes what the study must address, but not methods, performance standards, or when a traffic impact study is specifically required.

Off-Street parking requirements are addressed in Section 423. This includes the parking minimum requirements for specified uses, off-street parking location requirements, and related general parking requirements such as space size, lighting, drainage, aisle access, and landscaping.

Jefferson County Code Title 12

As referenced in Section 401 of the Zoning Ordinance, Chapter 12.18 addresses the road design standards. The road design standards in this chapter apply to new county roads, local access roads, private roads, and driveways unless otherwise specified. Requirements for improvement plans for new and reconstructed roads are outlined in Subsection 12.18.170. Intersection standards, driveway access standards, sidewalks, and bicycle facilities are also outlined. Table A of Chapter 12.18 outlines the minimum road design standards for County and Local Access Roads.

Project Relevance: County code provisions related to access, traffic impact analyses, road design and parking standards will be considered as part of the Refinement Plan planning process.

04 | LOCAL PLANS AND POLICIES

This section documents the applicable local plans and policies to the Refinement Plan.

CITY OF MADRAS COMPREHENSIVE PLAN (2003, AMENDED 2018)

The City's Comprehensive Plan is the long-range planning document for the City's adopted Urban Growth Boundary (UGB) that implements the Statewide Planning Goals. The Plan is primarily composed of **inventories** of existing conditions, resources such as historic structures, schools, and wetlands, forecasts for growth of population and housing, and projection of needed land, utilities, transportation and other services; and **goals and policies** relevant to the implementation of the 14 Statewide Planning Goals in the city context. A final section includes the **Land Use Element** to guide the application of land use categories and zoning. The goals and policies are intended to guide city decision making on programs, major capital projects and other funding decisions for the future. The overarching transportation goal is "to provide and encourage a safe, convenient, and economical transportation system (Goal 12)." Implementing policies include maintaining and improving the City's street network, and opposing any relocation of the existing highway or establishment of a highway bypass. More specific policies and projects are incorporated in the City's Transportation System Plan (TSP), adopted as a part of the Comprehensive Plan.

Additional related goals and policies include: to satisfy the recreational needs of the citizens of the City and its visitors (Goal 8), support a diverse economy with “family-wage” job growth (Goal 9), provide for the housing needs of the citizens of the City with a variety of housing types (Goal 10), conserve energy (Goal 13), and to provide for livable communities as part of urbanization (Goal 14), noting that typical auto-oriented environments of sprawl along highway corridors tend to disrupt complete communities and livability.

Finally, the Comprehensive Plan establishes a variety of residential, commercial, employment and special-purpose land use categories. Two categories exist along the US 97 corridor within the study area:

- ▶ **C-1 Corridor Commercial** provides appropriate locations for auto-dependent and oriented uses while requiring reasonable development standards that will result in better urban design.
- ▶ **MUE Mixed Use Employment** provides opportunities for the development of a variety of employment uses including commercial and light industrial uses.

Additional residential land use categories apply to areas to the east and west of the US 97 corridor within the study area.

Project Relevance: The Refinement Plan will be consistent with the overall goals of the Comprehensive Plan and will recommend any changes needed to implement the Refinement Plan.

CITY OF MADRAS TRANSPORTATION SYSTEM PLAN (2018)

The Madras TSP has the following goals and objectives that guide transportation planning in the City of Madras:

GOAL 1: MOBILITY AND CONNECTIVITY Promote a transportation system that provides efficient connections for all users within Madras and meets existing and future mobility needs.

GOAL 2: ECONOMIC DEVELOPMENT Provide a transportation system that supports existing industry and encourages economic development and job creation in the City, especially within key development areas. Improve short and long-term transportation infrastructure to support local and regional travel and livability.

GOAL 3: SAFETY Provide a transportation system that improves the safety and accessibility throughout the City and especially within the downtown core.

GOAL 4: MULTIMODAL USERS Provide a multimodal transportation system that permits the safe and efficient transport of people and goods through active modes.

GOAL 5: ENVIRONMENT Provide a transportation system that balances transportation services with the need to protect the environment.

GOAL 6: PLANNING AND FUNDING Maintain the safety, physical integrity, and function of the City's multimodal transportation network.

The TSP identifies planned roadway and intersection improvement projects to support the TSP's roadway plan. There are a number of planned projects within the South Madras project area including **roadway connection improvement projects** that support connectivity within the project area and alternative access and circulation options for US 97, and **intersection improvement projects** at key locations along US 97 and OR 361 (Culver Highway) to address capacity and safety needs. The TSP also identifies pedestrian projects and plans, Safe Routes to School projects, and bicycle projects and plans, including projects within the study area.

This TSP includes Concept Area Plans for three key growth areas within the city, including the South Madras Concept Area that is the focus of this project. These plans address the possibility of significant economic development within each area and the needed transportation improvements to support future land use investments. Key priorities for the refinement process will be consideration of highway alternatives for US 97, local system improvements to reduce reliance on the highway for local trips, near-term highway improvement options to facilitate near-term economic development opportunities before funding and construction of the long-term option.

The Alternatives Memorandum (TSP Appendix 7) also includes preliminary analysis of South Madras Highway Alternatives within the study area, evaluating no-build (3-lane section), 5-lane section, extended one-way couplet, truck/vehicle bypass, and jug-handle intersection improvement alternatives. TSP Appendix 9 includes analysis of Madras Freight Route Alternatives, which affect US 97, and Appendix 10 addressed Access Management Strategy for US 97 & J Street, at the north end of the study area.

Project Relevance: The TSP goals will inform the Refinement Plan generally, and the TSP identifies planning for the Concept Area as a top priority. Many roadway, intersection, pedestrian and bicycle projects are identified within the Concept Area and further planning should refine the project proposals and crucially, the highway alternatives for US 97, in coordination with Jefferson County to ensure the City and County systems are compatible and supportive of each other.

CITY OF MADRAS DEVELOPMENT CODE

The Development Code is located within Title 18 of the Madras Municipal Code. It establishes the zoning standards and land use procedures for the City. The following sections, amongst

others, are relevant to the development of the Refinement Plan as they apply to development along the corridor and implement TSP and TPR requirements for transportation facilities and access managements. The existing land use conditions including zoning will be reviewed in greater detail in TM #4.1.

Relevant code sections include:

- ▶ Chapter 18.15 establishes the zoning districts and sets development and use standards within each zone that implement the land use categories in the Comprehensive Plan. Applicable zones within the study area include C-1 Corridor Commercial, MUE Mixed-Use Employment, and R-2 Moderate Density Residential.
- ▶ Chapter 18.20 addresses public improvement and site development standards, including requirements for: streets (Section 18.20.020), sidewalks and pedestrian amenities (Section 18.20.030), and frontage and access (Section 18.20.040).
- ▶ Sections 18.25.040-060 address off-street parking and loading, and design and improvement standards for parking lots.
- ▶ Section 18.25.070 addresses bicycle parking requirements.
- ▶ Section 18.25.180 establishes requirements and triggers for completing transportation impact studies, including a requirement to discuss compliance with TPR as applicable.

Project Relevance: Existing MDC standards will inform Refinement Plan understanding of land use and development potential within the study area. Amendments to MDC provisions related to land uses, transportation improvements and policies may be recommended as part of Refinement Plan implementation tasks to ensure consistency between Development Code and Refinement Plan, and to strengthen compliance with TPR.

MADRAS URBAN RENEWAL PLAN (2002)

The Urban Renewal Plan establishes an urban renewal district, a tax increment financing (TIF) mechanism, and a list of proposed projects and actions to be funded within the district. The Plan's goals are intended to promote private development, rehabilitate building stock, improve streets, streetscapes and open spaces, improve and repair utilities, develop parking facilities, enhance public facilities, provide for diverse new housing in livable neighborhoods, and fund public art.

The City's urban renewal district spans the majority of the city from north to south, generally along the US 97 alignment. The district expands into the Refinement Plan study area, generally encompassing most, but not all, properties fronting on US 97 between J St and SW Hall Rd.

Urban renewal projects along this corridor that are eligible for TIF funding generally include curb and sidewalk improvements, traffic calming devices, decorative street furniture and lighting, signs, landscaping and street trees, public art, as well as redevelopment and rehabilitation assistance for businesses along the corridor. The district is projected to run through 2028.

Project Relevance: The Refinement Plan will coordinate with the urban renewal plan goals and any identified urban renewal projects within the study area, including any available TIF funding for public improvements or private businesses along the corridor.

MADRAS TRANSPORTATION SAFETY ACTION PLAN

The City will also be completing a Transportation Safety Action Plan (TSAP) concurrently with the Refinement Plan to more specifically address long-term goals, policies and strategies and near-term actions to eliminate deaths and life-changing injuries for users of the transportation system.

Project Relevance: The Refinement Plan will coordinate with the ongoing TSAP to identify any project overlap.