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MEMORANDUM

Date: December 17, 2020

To: Project Management Team, Project Advisory Committee & Technical Advisory Committee

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Project: Lakeview Transportation System Plan Update

Subject: Technical Memorandum #1: Plans, Policy, and Funding Review

OVERVIEW

This memorandum presents a review of existing plans, regulations, and policies that affect transportation planning in the Town of Lakeview. The review explains the relationship between the documents and this planning process, identifying key issues that will factor into the Transportation System Plan (TSP) update process. A number of plans and policies have been adopted or updated since adoption of the Town's 2001 TSP, such as the Town's Economic Opportunities Analysis and Housing Needs Analysis, and should be considered in planning for the transportation system. This memorandum is intended to guide decisions regarding selection of preferred transportation solutions and identifies potential amendments to related plan documents and regulations, steps that will occur later in the TSP update process.

Some documents included in this review establish transportation-related standards, targets, and guidelines with which the TSP update must be coordinated and consistent with; others contain transportation improvements that will need to be factored into the future demand forecasting and otherwise reflected in the draft TSP. Local policy and regulatory requirements described in this review – such as the Lakeview Development Code – may be subject to recommended amendments in order to implement the recommendations of the updated TSP. This memorandum helps set the stage for those potential amendments, which will be prepared as part of project implementation (Task 6).

The following documents were reviewed.

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STATE PLANS

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.

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 1 are most relevant to Lakeview's TSP update.

Table 1: Statewide Planning Goals

Statewide Planning Goal	**Relevancy to the Lakeview TSP Update**
Goal 1: Citizen Involvement	Establishes citizen involvement as the primary goal of the land use planning process in Oregon. The Lakeview TSP Update process is guided by a public involvement plan that includes public involvement goals, identified affected and interested stakeholder and target audiences, and critical factors that will gauge success. In addition, this project will be guided by input provided by both a Technical Advisory Committee and a Project Advisory Committee (PAC), two public meetings, two virtual open houses and other public engagement efforts throughout the course of the project.
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 existing conditions inventories in Tech Memo #3, including existing and planned land uses, as well as improving efficient multi-modal connections to housing, public services, employment areas, and recreational opportunities, as well as future system deficiencies in Tech Memo #4 that are derived from forecast growth in population and employment in the town.
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. Tech Memo #3 will provide inventories of these resources and describe areas within Lakeview that may pose barriers to providing transportation access or improvements.
Goal 7: Natural Hazards	The risk of natural hazards affects site selection and alignment decisions, as well as the need for responsive design standards. Planned transportation improvement projects in Lakeview 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 TSP Update process should be coordinated with current and planned economic development activities.
Goal 10: Housing	Cities 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.

Statewide Planning Goal	Relevancy to the Lakeview TSP Update
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 TSP Update will coordinate with or consider the provision of other public facilities consistent with adopted plans.
Goal 12: Transportation	Requires multi-modal transportation plans for transportation service providers that need to: • 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. As described in more detail elsewhere in this memo, Goal 12 is implemented through the Transportation Planning Rule (OAR 660, Division 12).
Goal 13: Energy Conservation	Land uses must 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 (UGB) to "provide an orderly and efficient transition from rural to urban land use." Findings of feasibility for providing adequate transportation and other public facilities is required for expansion of UGB's.

Project Relevance: The TSP Update will be consistent with the requirements of the Statewide Planning Goals.

ODOT TSP GUIDELINES

The Oregon Department of Transportation's (ODOT) Transportation System Plan Guidelines is an on-line resource that provides technical guidance on how to prepare a TSP.[1] The guidelines provide citizens and planning professionals with information that is relevant during each phase of TSP development, including scoping, plan preparation, adoption, and implementation.

The Guidelines document seven steps to developing a TSP, starting with the formulation of a public involvement plan and concluding with the adoption of the TSP. The steps in between relate to information gathering and analysis needed to develop elements of the TSP. Each step is broken down into relevant topic areas that further describe elements and processes that are necessary or helpful in developing or updating a TSP. The steps and topics include:

- Step 1: Agency/Public Engagement Plan
  - Agency Coordination Plan
  - Public Involvement Plan
- Step 2: Goals & Objectives

[1] The TSP Guidelines are on-line at: https://www.oregon.gov/ODOT/Planning/TSP-Guidelines/Pages/What.aspx.

- The Intent (Why you do it)
- The Approach (How you do it)
- Evaluation and Prioritization Criteria

- Step 3: Existing Conditions
  - Plans and Policy Review
  - Existing Conditions Inventory
  - Existing Needs Determination
  - Funding Review
  - Documentation of Existing Conditions and Needs
- Step 4: Future Conditions
  - Future Conditions Overview
  - Future Capacity Determination
  - Future Travel Demand Determination
  - Future Deficiencies Determination
  - Future Needs Determination
- Step 5: Solution Development & Evaluation
  - Solution Development and Evaluation Overview
  - Developing Solutions
  - Evaluating Proposed Solutions
  - Selecting and Prioritizing Preferred Solutions
  - Documentation
- Step 6: Funding Program
  - Development of a Financially Constrained List of Transportation Projects/Programs
  - Identifying Potential Funding Sources
  - Documentation
- Step 7: TSP Documentation
  - What a TSP Shall, Should, and Could Include

    Project Relevance: The ODOT TSP Guidelines provides guidance on how to update a TSP. It can be used as a resource for advisory committee members, elected and appointed officials, and the consultant team who will consider and apply technical guidance from the TSP Guidelines throughout the planning process. The workplan for this project is consistent with these guidelines.

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 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, including the Bicycle and Pedestrian Plan, Freight Plan, Highway Plan, Public Transportation Plan, Rail Plan, Transportation Options Plan, and transportation Safety Action Plan. The OTP considers all modes of Oregon's transportation system, including the State'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 (7) overarching goals for the State.[2] 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 modal and topic plans, regional and local TSPs and master plans will further refine the OTP's broad policies and investment levels. Local TSPs can further OTP implementation by defining standards, instituting performance measures, and requiring that operational strategies be developed.

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

> **Project Relevance:** The OTP's key initiatives will guide the TSP update, specifically in the areas of system management, maximizing performance of the existing transportation system using technology and creative design solutions, pursuing sustainable funding sources, and investing strategically in capacity projects. Consistent with a fundamental OTP policy, the TSP update will seek to maximize the performance of the existing local transportation system using technology and system management before considering larger and costlier additions to the system.

OREGON HIGHWAY PLAN (1999, LAST AMENDED 2018)

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

POLICY 1A: STATE HIGHWAY CLASSIFICATION SYSTEM

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

The Fremont Highway (OR-395) and Lakeview Highway (OR-140) are classified as Statewide Highways in the OHP. The purpose and management objectives of this highway classification is provided in Policy 1A, as summarized below.

[2] 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.

- **Statewide Highways** (OR-140 & OR-395) typically provide inter-urban and inter-regional mobility and provide connections to larger urban areas, ports, and major recreation areas that are not directly served by Interstate Highways. A secondary function of these highways is to provide connections for intra-urban and intra-regional trips. The management objective is to provide safe and efficient, high-speed, continuous-flow operation. In constrained and urban areas, interruptions to flow should be minimal.

POLICY 1B: LAND USE AND TRANSPORTATION

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

Neither of the highways within the town have expressway, Special Transportation Area, Urban Business Area or Commercial Area designations per Policy 1B. As such OR-140 and OR-395 are automatically classified as Non-designated Urban Highways within the Town's UGB. The objective of Non-designated Urban Highways is to efficiently move through traffic while also meeting the access needs of nearby properties. Access to and from properties that abut an Urban segment must be consistent with the Access Management Rule set forth in OAR 734-051.

POLICY 1F: HIGHWAY MOBILITY STANDARDS ACCESS MANAGEMENT POLICY

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

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

Table 2 presents mobility targets for the state facilities in the TSP study area. Both OR-140 and OR-395 are located outside of an MPO and do not have the STA designation applied to them.[3] The posted speed limit for these highways ranges from 25 to 55 mile per hour. Given this information, v/c target ratios ranging between 0.75 and 0.90 apply to OR-140 and OR-395 depending on highway speed.

Table 2: V/C Ratio Targets Outside the Portland Metropolitan Region

Highway Category	Inside UGB					Outside UGB	
	STA	MPO	Non-MPO/ STA, MPH <35	Non-MPO/ STA, MPH 35-	Non-MPO/ STA, MPH >45	Uninc. Comm.	Rural Land
Interstate Hwy	N/A	0.85	N/A	N/A	0.80	0.70	0.70
Statewide Expressway	N/A	0.85	0.85	0.80	0.80	0.70	0.70
Statewide (Non-freight Rte)	0.90	0.85	0.85	0.80	0.80	0.70	0.70
Statewide (Freight Rte)	0.95	0.90	0.90	0.85	0.80	0.75	0.70
Regional/District (Freight Rte)	0.95	0.90	0.90	0.85	0.85	0.75	0.70
Regional/District Expressway	N/A	0.90	N/A	0.85	0.85	0.75	0.70
Regional	1.0	0.95	0.90	0.85	0.85	0.75	0.70
District/Local	1.0	0.95	0.95	0.90	0.90	0.80	0.75

[3] The Town does not have specific designations, including Special Transportation Area (STA), as provided by Policy 1B.

Source: OHP Table 6

POLICY 1G: MAJOR IMPROVEMENTS

This policy requires maintaining performance and improving safety on the highway system by improving efficiency and management of the existing roadway network before adding capacity. The State's highest priority is to preserve the functionality of the existing highway system. Tools that could be employed to improve the function of the state facility include access management, transportation demand management, traffic operations modifications, and changes to local land use designations or development regulations.

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

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

POLICY 2B: OFF-SYSTEM IMPROVEMENTS

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

POLICY 2F: TRAFFIC SAFETY

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

POLICY 2G: RAIL AND HIGHWAY COMPATIBILITY

This policy recognizes the need to increase safety and transportation efficiency through the reduction and prevention of conflicts between railroads and highway users. The Goose Lake Railway currently provides the only rail service (freight) through Lakeview.

POLICY 3A: CLASSIFICATION AND SPACING STANDARDS

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

Action 3A.2 calls for roadway spacing standards to be established for state highways based on highway classification, type of area, and posted speed. Tables in OHP Appendix C present access spacing standards which consider urban and rural highway contexts, traffic volumes, speed, safety, and operational needs. The access management spacing standards established in the OHP are implemented by OAR 734, Division 51, addressed later in this report.

POLICY 4D: TRANSPORTATION DEMAND MANAGEMENT

This policy supports the efficient use of the state transportation system through investment in transportation demand management (TDM) strategies. Action 4D.1 calls for reducing peak period single-occupancy vehicle travel and to

move traffic demand out of the peak period to improve the flow of traffic on state highways. The TSP update process will explore TDM strategies that may be appropriate for Lakeview.

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

OREGON FREIGHT PLAN (2011)

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

The plan defines a statewide strategic freight network. OR-140 and OR-395 are designated as strategic corridors in the OFP.

The following policy and strategic direction provided in the OFP prioritizes preservation of strategic corridors as well as improvements to the supply chain achieved through coordination of freight and system management planning.

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

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 OPTP is intended to establish common understandings for local, regional, and state agencies by addressing the following:

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

The vision stated in the OPTP is:

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

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

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

While the OPTP does not recommend specific projects or investments, new efforts in planning for transit come with the passage of HB 2017 (Keep Oregon Moving Act) and the establishment of a new dedicated source of funding for expanding public transportation service in Oregon.[4]

> **Project Relevance:** The TSP Update will consider the needs of the transportation-disadvantaged and future transit system in Lakeview as part of the development of the recommended policies and projects.

OREGON STATE RAIL PLAN (2014)

The Oregon State Rail Plan addresses long-term freight and passenger rail planning in Oregon. 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.

Goose Lake Railway provides rail service between Lakeview and the communities of Alturas and Perez in California. The line is classified as a non-Class 1 railroad and only freight service. Non-Class 1 railroads provide important collector/distributor services for Class 1 railroads and also local rail services for rural shippers.

> **Project Relevance:** The TSP will consider the needs of the freight rail system within the Town's UGB as part of the development of the recommended policies and projects.

OREGON AVIATION PLAN V6.0

The Oregon Aviation Plan (OAP) is a modal plan of the OTP that defines policies and investment strategies for Oregon's public use aviation system for the next 20 years. The plan addresses the existing conditions, economic benefits, and jurisdictional responsibilities for the existing aviation infrastructure. The plan contains policies and

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

recommended actions to be implemented by Oregon Department of Aviation in coordination with other state and local agencies and the Federal Aviation Administration.

The OAP categorizes airports based on functional role and service criteria. The Lake County Airport is located outside of Lakeview to the southwest. It is a Category III – Regional General Aviation Airports. Typically, Category III support most twin and single-engine aircraft and can accommodate business jet operations. These airports support regional transportation needs with a large and often sparsely populated service area.

> **Project Relevance:** The TSP update will document general airport operations in the region and how Lakeview's residents and businesses access the Lake Count Airport facilities as part of the development of the TSP policies and projects.

OREGON BICYCLE AND PEDESTRIAN PLAN (2016)

The intent of the Oregon Bicycle and Pedestrian Plan (OBPP) is to create a policy foundation that supports decision-making for walking and biking investments, strategies, and programs that help support an interconnected, robust, efficient, and safe transportation system. The OBPP establishes the role of walking and biking as essential modes of travel within the context of the entire transportation system and recognizes the benefit of these modes to the people and places in Oregon.

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

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

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

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

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

OREGON TRANSPORTATION SAFETY ACTION PLAN (2016)

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

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

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

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

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

> **Project Relevance:** The TSAP will be used as a resource while updating the TSP to develop local goals, policies, and strategies to improve safety in Lakeview.

ACCESS MANAGEMENT RULE (OAR 734-051) (2014)[5]

Oregon Administrative Rule (OAR) 734-051 defines the State's role in managing access to highway facilities to maintain functional use and safety and to preserve public investment. OHP Policy 3A and OAR 734-051 set access spacing standards for driveways and approaches to the state highway system.[6] The most recent amendments presume that existing driveways with access to state highways have written permission from ODOT as required by ORS 734. The standards are based on state highway classification and differ depending on posted speed and average daily traffic volume.

> **Project Relevance:** Analysis for the TSP update and final project recommendations will need to reflect state requirements for state facilities; the updated TSP will identify policies and projects that can help comply with or move in the direction of meeting access management standards for state facilities. Implementation measures that will be developed for the TSP update may entail amendments to the development code to ensure its requirements are consistent with these access

[5] Amendments to OAR 734-051 were adopted in early 2014 based on passage of Senate Bill 1024 (2010, Senate Bill 264 (2011, and Senate Bill 408 (2014). The amendments were intended to allow more consideration for economic development when developing and implementing access management rules and involved changes to how ODOT deals with approach road spacing, highway improvement requirements with development, and traffic impact analyses requirements for approach road permits.
6 ODOT Access Management Standards – OHP Appendix C Revisions to Address Senate Bill 264 (2011): http://www.oregon.gov/ODOT/TD/TP/docs/ohp_am/apdxc.pdf

management requirements as well as the draft TSP recommendations related to access management.

TRANSPORTATION PLANNING RULE (OAR 660-012) (LAST UPDATED 2012)

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

Local compliance with TPR Section 660-012-0045 provisions is achieved through a variety of measures, including access control requirements, standards to protect future operations of roads, and notice and coordinated review procedures for land use applications. Local development codes should also include a process to apply conditions of approval to development proposals, and regulations ensuring that amendments to land use designations, densities, and design standards are consistent with the functions, capacities, and performance standards of facilities identified in the TSP.

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

Amendments to the TPR adopted in 2012 include new language in Section 660-012-0060 that allows a local government to exempt a zone change from the "significant effect" determination if the proposed zoning is consistent with the comprehensive plan map designation and the TSP. The amendments also allow a local government to amend a functional plan, comprehensive plan, or land use regulation without applying mobility targets (volume-to-capacity (v/c), for example) if the subject area is within a designated multi-modal mixed-use area (MMA).

Project Relevance: The TPR directs local TSP development and requires specific transportation elements be implemented in the local development ordinance. Local requirements such as access management, coordinated land use review procedures, and transportation facility standards and requirements are included to protect road operations, enhance safety, and provide for multi-modal access and mobility. As part of the TSP update, the Lakeview Development Ordinance (LDO) will be reviewed and amendments will be suggested, as needed, to ensure consistency with the TPR.

ODOT HIGHWAY DESIGN MANUAL (2012)

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

The HDM is used for all projects that are located on state highways. National Highway System or Federal-aid projects on roadways that are under local jurisdiction will typically use the 2011 AASHTO design standards or ODOT 3R design standards. Table 3 shows which design standards are applicable for certain projects based on project type, and if the project involves a state route. State and local planners also use the manual to determine design requirements as they relate to the state highways in TSPs, Corridor Plans, and Refinement Plans. Some projects under ODOT roadway jurisdiction traverse across local agency boundaries; for such facilities, local agencies may have adopted design standards and guidelines that differ from ODOT design standards. Although the appropriate ODOT design standards are to be applied on ODOT roadway jurisdiction facilities, local agency publications and design practices can also provide additional guidance, concepts, and strategies related to roadway design.

Table 3: Design Standards Selections Matrix, ODOT HDM

Project Type	**Roadway Jurisdiction, Classification and Standards**				
	State Highways			**Local Agency Roads**	
	Interstate	**Urban State Highway**	**Rural State Highways**		
Modernization/ Bridge New/Replacement	ODOT 4R/New Freeway	ODOT 4R/New Urban	ODOT 4R/New Rural	Urban	Rural
Preservation/ Bridge Rehabilitation	ODOT 3R Freeway	ODOT 3R Urban	ODOT 3R Rural	AASHTO	ODOT 3R Rural
Preventive Maintenance	1R	1R	1R	NA	NA
Safety- Operations- Miscellaneous/ Special Programs	ODOT Freeway	ODOT Urban	ODOT Rural	AASHTO	ODOT 3R Rural

Source: HDM Table 1-1

The HDM includes mobility standards related to project development and design that are applicable to all modernization projects, except for development review projects (see Table 4). The v/c ratios in the HDM are different than those shown in the Oregon Highway Plan (OHP). The v/c ratio values in the OHP are used to assist in the planning phase to identify future system deficiencies; the HDM v/c ratio values provide a mobility solution that corrects those previously identified deficiencies and provides the best investment for the State over a 20-year design life.

Table 4: 20-Year Design Mobility Standards (Volume/Capacity [V/C]) Ratio

Highway Category	**Land Use Type/Speed Limits**			
	Inside Urban Growth Boundary			
	STAs	MPO	Non-MPO outside of STAs where non-freeway speed limit <45 mph	Non-MPO where non-freeway speed limit >=45 mph
Regional Highways	0.95	0.85	0.75	0.75
District/Local Interest Roads	0.95	0.85	0.80	0.75

Source: HDM Table 10-2

BLUEPRINT FOR URBAN DESIGN

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

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

OREGON ROADWAY DEPARTURE SAFETY IMPLEMENTATION PLAN (2017)

The Roadway Departure Safety Implementation Plan (Implementation Plan) provides guidance to help implement the current TSAP.

Per this Plan, pursuing major improvements at high-crash roadway departure locations must be complemented with two additional approaches:

- Systemic application of low-cost counter measures at targeted locations with a history of moderate or high number of roadway departure crashes. This approach is based on the Federal Highway Administration's Strategic Approach to Roadway Departure Safety.
- Comprehensive application of education and enforcement initiatives targeted at corridors that exhibit a roadway departure crash history associated with unsafe driving characteristics (e.g., alcohol and drugs, and speed).

The systematic improvement categories to be deployed include the following: sign and marking enhancements on curves, centerline rumble strips on rural two-lane highways, edge line rumble stripes and shoulder rumble strips, alignment delineation, and selective rural tree removal.

Low-cost, cost-effective countermeasures should be considered on other types of projects, as appropriate (e.g., resurfacing, surface transportation projects), when a crash history exists within the area of the work and the countermeasure can reduce future crash potential. In these cases, safety-specific funding can be used to supplement the project funds when necessary.

> **Project Relevance:** Safety measures and countermeasures for specific types of roadway departure crashes within Lakeview should refer to the Implementation Plan for recommendations based on the type of facility and type of crashes which occur in that facility.

OREGON INTERSECTION SAFETY IMPLEMENTATION PLAN (2012)

The Intersection Safety Implementation Plan provides specific guidance for improvements and directs evaluation of both major improvements at high-crash intersections as well as relatively low-cost, cost-effective countermeasures. The Plan also identifies for the coordination of engineering, education, and enforcement (3E) initiatives on corridors with high numbers of severe intersection crashes.

> **Project Relevance:** The TSP update process will apply objective methods to screen study facilities to identify locations with safety deficiencies. The TSP will consider safety in the selection and prioritization of transportation projects to meet Lakeview's future system needs for all modes of transportation.

OREGON BICYCLE AND PEDESTRIAN SAFETY IMPLEMENTATION PLAN (2014)

The Bicycle and Pedestrian Safety Implementation Plan provides a systemic safety planning process to prioritize corridors across all public roads in Oregon. The Plan also identifies corridors with the most potential for reducing frequency and severity of pedestrian and bicycle crashes.

The plan identifies several corridors as priority segments from a crash frequency and severity screening process. Corridor segments are listed in Tables 18 through 20 and illustrated in Figure 7 and 8 of the Plan. The plan does not identify bicycle or pedestrian safety improvements for Lakeview.

> **Project Relevance:** The TSP update process will apply objective methods to screen study facilities to identify locations with safety deficiencies. The TSP will consider safety in the selection and prioritization of transportation projects to meet Lakeview's future system needs for all modes of transportation.

ODOT FUNDING PROJECTIONS (2020)

This report summarizes revenue forecasts for the Oregon Department of Transportation. It is published twice a year to assist in financial planning, the formulation of transportation budgets, and to support other decision-making activities. The report also includes information about future revenues from sources like registration fees, weight-mile and flat fees, and gas taxes.

The most recent update was released in April of 2020, with most of the forecast work being completed in late February or early March. Due to the recency of the COVID-19 pandemic, there is still some degree of uncertainty with forecasts. Revenues are anticipated to rebound in 2021 as the expected duration of the virus impact is felt most acutely in 2020, and grow through 2025 as HB 2017 is fully implemented. Beyond 2025, revenue growth stagnates overall as economic and demographic growth slows and fuel demand declines.

> **Project Relevance:** State funding sources for projects identified in the TSP may be impacted by available revenue. If revenue is expected to increase, new funding may be made available through the State for local projects.

OREGON STATEWIDE TRANSPORTATION IMPROVEMENT FUND

The Statewide Transportation Improvement Fund (STIF) provides the impetus for coordinating the prioritization of needed infrastructure. STIF funds are continuously appropriated to finance investments and improvements in public transportation services and may be used for public transportation purposes that support the effective planning, deployment, operation, and administration STIF-funded public transportation programs. STIF funds may be used as the local match for state and federal funds that also provide public transportation service.[7]

ODOT disburses 90 percent of available STIF funding through its Formula Fund. The Formula Fund distributes funding to mass transit districts, transportation districts, or counties without either a mass transit or transportation district, and to federally-recognized tribes based on formula allocations. For the 2019-21 Fiscal Year, the STIF's Formula Fund is scheduled to distribute $250,000 to Lake County. Lake County is forecasted to receive another $200,000 in the 2022-

23 Fiscal Year. ODOT distributes most of the remaining funding through discretionary funding sources. However, none of the discretionary funding is allocated to Lake County.

> **Project Relevance:** The TSP Update will consider the needs of the transportation-disadvantaged and future transit system in Lakeview to help inform development of the recommended policies and projects.

STATEWIDE TRANSPORTATION IMPROVEMENT PROGRAM

The Statewide Transportation Improvement Program (STIP) is the four-year programming and funding document for transportation projects and programs for state and regional transportation systems, including federal land and Indian reservation road systems, interstate, state, and regional highways, bridges, and public transit. It includes state- and federally funded system improvements that have approved funding and are expected to be undertaken during the upcoming four-year period. The projects and programs undergo a selection process managed by ODOT Regions or ODOT central offices, a process that is held every two years to update the STIP. The current STIP identifies planned improvements for 2018-2021. The following projects are listed in the STIP and located within Lakeview.

- Kadrmas Road Paving Project (21313). Pave Kadrmas Road between US-395 and M Street to reduce dust pollution.
- US-395 & OR-140 ADA Curb Ramps (21254). Design and construct ADA compliant curb ramps and pedestrian signals per the American with Disabilities Act in Lakeview.

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

LOCAL PLANS

TOWN OF LAKEVIEW COMPREHENSIVE PLAN (LAST UPDATED 2003)

The Town of Lakeview Comprehensive Plan is a long-range guide for land use in the UGB consistent with Statewide Planning Goals. Its goals and policies work in concert with goals and objectives in the Town's 2001 TSP to provide direction on transportation system and land use decision-making. The Comprehensive Plan was originally adopted in 1980 and has received multiple amendments since that time.

Transportation policies in the adopted Comprehensive Plan are established in the Transportation element of the plan and are included below. Policies with particular relevance to the TSP update include Policies 8 and 10. Policy 8 emphasize the development of pedestrian and bicycle circulation through various actions. Policy 10 seeks to protect the function of existing roadways through land use, notification, dedication, and other actions.

XII. Transportation

A. State Planning Goal

To encourage safe, convenient and economic transportation systems.

B. Plan Policies

1. That roads created by partitioning and subdividing will be designed to tie into existing or anticipated road systems and that roads (and adjacent curbs and walks) proposed within the UGB will be constructed to Town standards.

2. The Town of Lakeview Transportation System Plan is an element of the Town of Lakeview Comprehensive Plan. As such, it identifies the general location of transportation improvements and allows the following actions without land use review:

a. Changes in the specific alignment of proposed public road and highway projects are permitted without plan amendment if the new alignment falls within a transportation corridor identified in the Transportation System Plan.

b. Operation, maintenance, repair, and preservation of existing transportation facilities without land use review, except where specifically regulated.

c. Dedication of right-of-way, authorization of construction and the construction of facilities and improvements, for improvements designated in the Transportation System Plan, the classification of the roadway and approved road standards without land use review.

d. Changes in the frequency of transit, rail and airport services that are consistent with the Transportation System Plan.

3. That air and rail facilities will be protected from encroaching incompatible uses that may have a limiting effect on their future use.

4. That Lake County airport clear zones, as applicable, will be protected from incompatible land uses.

5. That Town road or street right-of-way and other public lands will generally not be vacated, but shall be considered for park, open space, utilities and all other possible public uses should vacations thereof be contemplated.

6. That, in the preparation of the Plan, the Town has recognized the nine (9) factors below to satisfy State Goal compliance requirements, and will continue to consider such factors in related decisions:

a. Consider all modes of transportation including mass transit, air, water, pipeline, rail, highway, bicycle and pedestrian.

b. Be based upon an inventory of local, regional and State transportation needs.

c. Consider the differences in social consequences that would result from utilizing differing combinations of transportation modes.

d. Avoid principal reliance upon any one mode of transportation.

e. Minimize adverse social, economic and environmental impacts and costs.

f Conserve energy.

g. Meet the needs of the transportation disadvantaged by improving transportation services.

h. Facilitate the flow of goods and services so as to strengthen the local and regional economy.

i. Conform with local and regional plans.

7. The Town shall coordinate public facility and transportation plans with ODOT in the implementation of its six-year improvement plans, and shall further cooperate and coordinate directly with ODOT in implementing those elements of said Plans applicable to the subject urban area.

8. The Town of Lakeview shall provide safe and convenient pedestrian and bicycle circulation through the following actions:

a. Development of a network of streets, accessways, and other improvements, including bikeways, walkways, and safe street crossings to promote safe and convenient bicycle and pedestrian circulation within the Urban Growth Boundary of Lakeview as described in each city's Transportation System Plan.

b. Shared bikeway and bike lanes shall be included on all new arterials within the Urban Growth Boundary as described in the Transportation System Plan.

c. Walkways shall be included on all new streets within the Urban Growth Boundary as described in the Transportation System Plan.

d. Retrofit existing streets with walkways on a prioritized schedule as shown in the Transportation System Plan.

e. Bikeways and walkways shall be designed and constructed following the guidelines of the Town of Lakeview Zoning Ordinance.

f. Bicycle parking facilities shall be provided at all uses subject to Site Design Review as described in the Town of Lakeview Zoning Ordinance.

9. Draft Environmental Impact Studies (EIS) or Environmental Assessments (EA) will serve as the documentation for State projects that require local land use review, if local review is required in the following circumstances:

a. Where the project is consistent with the Transportation System Plan, formal review of the draft EIS or EA and concurrent or subsequent compliance with applicable development standards or conditions;

b. Where the project is not consistent with the Transportation System Plan, formal review of the draft EIS or EA and concurrent completion of necessary goal exceptions or plan amendments.

10. The Town of Lakeview will protect the operation of existing and future transportation facilities as identified in the Transportation System Plan through the use of one or more of the following actions:

a. Consider the impact of all land use decisions on existing or planned transportation facilities.

b. Protect the function of existing or planned transportation corridors through appropriate land use regulations.

c. The Town will notify ODOT, DLCD, and Lake County of proposed changes to this TSP.

d. Consider the potential to establish or maintain accessways, paths, or trails prior to the vacation of any public easement or right-of-way.

e. Preserve right-of-way for planned transportation facilities through exactions, voluntary dedication, or setbacks.

f. The function of airports shall be protected through the application of appropriate land use designations to assure that future land uses are compatible with the continued operation of the airport.

11. The Town of Lakeview will provide coordinated review of land use decisions affecting transportation through the use of one or more of the following actions:

a. Coordinate with ODOT to implement the highway improvements listed in the STIP that are consistent with the Transportation System Plan and comprehensive plan.

b. Consider the findings of ODOT's draft Environmental Impact Statements and Environmental Assessments as integral parts of the land use decision-making procedures.

C. Recommendations

1. That the Town and the County provide more input into decisions regarding railroad improvements.

2. That the Town Council prepare a plan and/or program to improve the availability of downtown parking.

3. That the Town and the County support programs to improve conditions for the transportation disadvantaged.

The Comprehensive Plan also includes policies in other sections of the plan that are relevant to transportation planning. They include the following.

XI. Public Services and Facilities

B. Plan Policies regarding provision of urban services and how these should be coordinated with urban growth management strategies.

2. That public facilities and services will be designed and maintained so as to be as visually attractive as possible.

5. That underground installation of utilities will be encouraged and that new utility improvements will be located in existing rights-of-way wherever possible. Plan Policies related to water, sewer, stormwater and transportation infrastructure and their maintenance and financing

Plan Policies related to water, sewer, stormwater and transportation infrastructure and their maintenance and financing

17. The Town will establish funding mechanisms for building new water, sewer, stormwater and transportation infrastructure and maintaining existing infrastructure.

19. The Town will adopt System Development Charges (SDCs) for new water, sewer, stormwater and transportation infrastructure as allowed by state law, and adjust SDCs to keep them up to date with current costs.

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

TOWN OF LAKEVIEW TRANSPORTATION SYSTEM PLAN (2001)

The Lakeview Transportation System Plan (TSP) guides the development and management of transportation facilities in the Town, reflecting community goals and objectives, and providing consistency with state, regional, and local plans. The current plan was adopted in 2001 and is approaching the end of its 20-year planning horizon.

The 2001 TSP includes goals and objectives in Chapter 2, which are used in conjunction with transportation goals and policies in the Comprehensive Plan to evaluate land use and transportation actions. Street classifications and standards, access management techniques, and a number of different modal plans in Chapter 7. Table 7-1 in the 2001 TSP provides a summary of street standards. This table is provided below. Standards are organized by the type of street, including arterials, collectors, and local street classifications. These standards are also implemented in the Land Development Ordinance (LDO), reviewed later in this memorandum.

Figure 1: Town of Lakeview Street Standards

TABLE 7-1
TOWN OF LAKEVIEW STREET STANDARDS

Type of Street	Ave. Daily Trips (ADT)	Right of Way Width	Curb to Curb Pavement Width	Motor Vehicle Travel Lanes	Median and/or Center Turn Lane	Bike Lane (both sides)	On-Street Parking	Curb	Planting Strip	Side-walks
Arterial Streets										
Urban (inside Town limits)	3,000-10,000	80 ft.	44 ft.	14 ft.	None	Shared	8 ft.	6 in.	0-9 ft.	6 ft.
Rural (outside Town limits)	3,000-10,000	80 ft.	50 ft.	12 ft.	14 ft.	6 ft.	None	6 in.	0-9 ft.	6 ft.
Collector Streets										
All Zones Except DSCSD Zone	1,500-3,000	60 ft.	36 ft.	11 ft.	None	None [1]	7 ft.	6 in.	0-6 ft.	6 ft. [2]
DSCSD Zone	1,500-3,000	100 ft.	54 ft.	10 ft.	None	None [1]	17 ft. angled	6 in.	0-8 ft.	6-15 ft.
Local Streets										
Industrial Zones (M1, M2), Highway Commercial Zones (HCSD), High Density Residential Zone (MF)	Less than 1,500	60 ft.	36 ft.	11 ft.	None	None [1]	7 ft. both sides	6 in.	0-6 ft.	6 ft. [2]
DSCSD Zone	Less than 1,500	100 ft.	54 ft.	10 ft.	None	None [1]	17 ft. angled parking	6 in.	0-8 ft.	6-15 ft.
R Zones (except MF)	Less than 1,500	60 ft.	28 ft.	10 ft.	None	None [1]	8 ft. one side	6 in.	0-10 ft.	6 ft. [2]
Alleys	N/A	16-20 ft.	12-16 ft.	N/A	N/A	N/A	None	None	None	None
Accessways and Multi-Use Paths	N/A	10-18 ft.	6-10 ft.	N/A	N/A	N/A	N/A	None	None	None

[1] = Bike lanes are generally not needed on low volume (less than 3,000 ADT) and/or low travel speed (less than 35 mph) streets

[2] = 6 ft. sidewalks are strongly recommended, but 5 ft. wide sidewalks are allowable in these zones for compatibility with existing 5 ft. sidewalks.

TSP Tables 7-2 and 7-3 include the access management standards for town streets and the two state highways, respectively. As noted in the TSP, the access management provisions are implemented in Section 3.1.200 of the Code. Additional information on the access management provisions are summarized in the Zoning Ordinance review in this memorandum.

The 2001 TSP developed a series of transportation improvement recommendations that are organized under modal plans. The recommended improvements were developed for all areas within the UGB and address identified concerns and deficiencies. The modal plans address the street system, pedestrian system, transportation demand management, public transportation, rail service, air service, pipeline service, and water transportation.

Table 7-4 provides a summary of street system improvement projects identified in the TSP. The street system improvement projects include cost estimates, prioritizations, and jurisdictional responsibility. There are 13 listed projects, which were identified to address connectivity, safety, and capacity. The list also includes projects from the STIP.

Table 7-5 provides a summary of the six pedestrian improvement projects identified in the TSP. The table provides cost estimates, prioritization, and jurisdictional responsibility.

The Bicycle System Plan only identifies one improvement project: add bicycle parking. The modal plan does not identify bicycle lane improvements in the Town.

All the identified improvement projects are summarized by prioritization in Table 7-7. The table summarizes a total 12 high priority projects, four (4) medium priority projects, and four (4) low priority projects.

The Transportation Demand Management Plan identifies demand management techniques for increasing the efficiency of the existing system. The modal plan lists the techniques but does not provide specific improvement projects or implementation. The techniques include alternative work schedules, carpooling/vanpooling, improved bicycle/pedestrian facilities, telecommuting, high density employment areas.

The 2001 TSP includes a Financial Plan in Chapter 8. The Financial Plan identifies historic and existing transportation funding at the time the TSP was adopted. Existing transportation funding includes four dedicated funds for tracking transportation improvements: street fund, bike path fund, street paving project fund, and the streetscape 2000 project fund. Table 8-11 in the Financial Plan also provides a capital improvement project list and identifies a potential funding source for each project.

The 2001 TSP does not identify intersection operations standards.

> **Project Relevance:** The TSP update process will review the goals, objectives, standards, and recommended projects from the 2001 TSP to determine what needs to be retained or changed in the updated TSP. This planning process will update recommended transportation improvement projects for all modes, based on existing and projected needs. Updated data, stakeholder and community involvement, and evaluation criteria will be used in making these recommendations.

TOWN OF LAKEVIEW DEVELOPMENT CODE (2003)

The Town of Lakeview Development Code (Development Code or Code) implements the long-range land use vision embodied in the Lakeview Comprehensive Plan, regulates uses within the Town, and establishes standards for development and land divisions. The Development Code was last amended in 2003 to incorporate revisions from *Model Development Code and User's Guide for Small Cities*.[8] Key existing development standards are summarized below.

[8] The Model Development Code and User's Guide for Small Cities was developed by the Transportation and Growth Management (TGM) Program to emphasize and encourage "smart development" principles and be consistent state statute and rule provisions.

ACCESS AND CIRCULATION

Chapter 3.1 regulates access and circulation for vehicular and pedestrian movement. Section 3.1.200 of the Code provides standards for vehicular access and circulation. It includes access management provisions that regulate the number and spacing of vehicle access points by street classification and other criteria. Generally, access standards seek to utilize existing access points where possible and to minimize conflicts or congestion when new access is proposed. It also includes other provisions that regulate street connectivity, block formation, fire access, and vision clearance.

Section 3.1.300 provides standards for on-site pedestrian vehicular access and circulation. The purpose of the provisions seeks to provide safe, direct, and convenient pedestrian circulation for all new development except for single-family detached housing. The standards require continuous pedestrian and/or multi-use pathway system that provides connections between buildings, parking areas, and the street. It also includes provisions that regulate the separation of transportation modes and living areas.

VEHICLE AND BICYCLE PARKING

Parking requirements are provided in Chapter 3.3 of the Development Code. They include the minimum and maximum required number of automobile parking spaces for specified uses. Parking space requirements for uses not listed require Planning Commission review and approval. Minimum parking space requirements can be reduced where adjacent on-street parking is available.

Section 3.2.300 includes minimum landscape standards, buffering, and screening for parking areas.

Bicycle parking requirements are provided in Subchapter 3.3. The provisions include minimum bicycle parking requirements for multi-family residential uses with four or more dwellings, parking lots with ten or more spaces, schools, and for uses in the Central Commercial District.

TRANSPORTATION IMPROVEMENT STANDARDS

Street improvement standards are provided in Section 3.4.100, including standards for minimum rights-of-way and related improvements, consistent with the standards found in the TSP (see Table 7-1 above for reference). The section includes street cross-section diagrams for each street classification in Figures 3.4.100F.1 to 3.4.100F.3. The section also addresses traffic signals, street extensions, alignments, and connections, sidewalks, bicycle lanes, and cul-de-sacs.

> **Project Relevance:** Amendments to the Land Development Ordinance will be considered as part of implementation of the updated TSP. Proposed amendments will address consistency with the TPR and will implement recommendations in the updated TSP. Consistency will need to be ensured between requirements in the Development Ordinance and updated TSP, particularly for transportation facility design standards that may be found in both documents.

ECONOMIC OPPORTUNITIES ANALYSIS FOR LAKEVIEW AND PAISLEY IN LAKE COUNTY (2019)

The Economic Opportunity Analysis (EOA) identified the existing and anticipated needs for commercial and industrial businesses over a 20-year planning horizon for the Town of Lakeview. The EOA projects the amount of land needed to accommodate the future employment growth and evaluates the supply of existing employment land.

According to the EOA, Lakeview's employment base was 2,236 employees in 2019. The EOA's forecast estimates the Town will have 2,512 employees in 2039, an increase of 272 jobs. Most of the growth is anticipated to be for industrial or office/commercial services. The increase in the number of employees results in a demand of approximately 23 gross acres of vacant employment land.

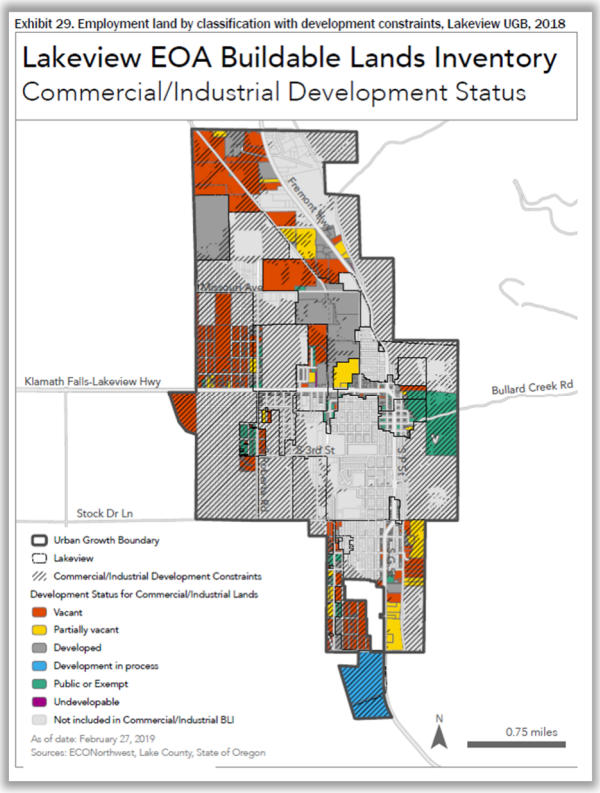
The buildable land inventory for the EOA indicates that Lakeview has approximately 216 buildable acres for employment growth. Most of the buildable acres are zoned General Industrial (140 acres), followed by the Central Commercial – Highway Commercial zone (59 acres).

The comparison of supply and demand for Lakeview in the EOA indicate the Town has a surplus of approximately 193 acres of land. Most of the land is located outside of the town limits but within the UGB.

Figure 2 below illustrates the availability of employment land by development status. The figure also illustrates general development constraints that were factored in the availability of buildable employment land.

> **Project Relevance:** The EOA will be factored in the overall TSP update process. The supply of buildable employment land and forecasted demand for employment land needs will be considered in determining transportation demand forecasts.

Figure 2: Lakeview EOA Buildable Lands Inventory



Source: Exhibit 29, Economic Opportunities Analysis for Lakeview and Paisley in Lake County, 2019

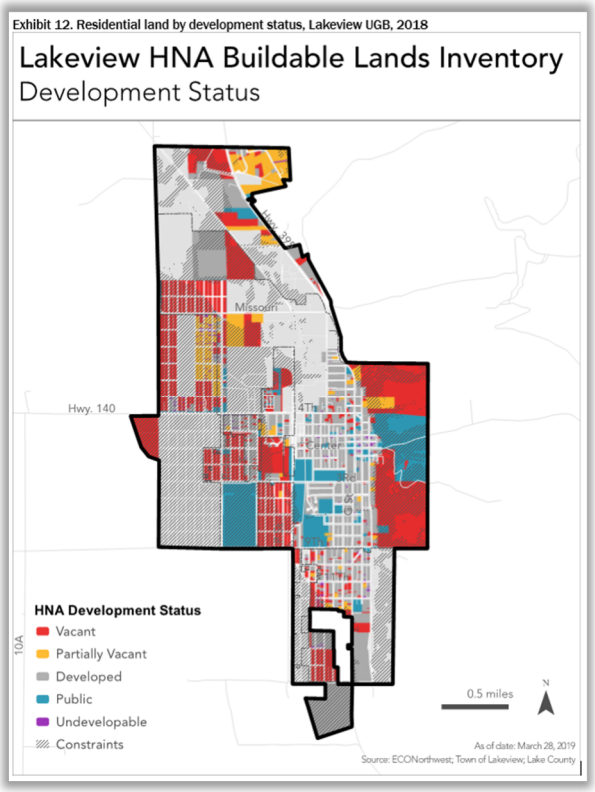
TOWN OF LAKEVIEW AND CITY OF PAISLEY HOUSING NEEDS ANALYSES (2019)

The Town completed a residential buildable lands inventory and housing needs analysis (HNA) in 2019. See Figure 3 for a map of the residential buildable inventory. The HNA projects the amount of land needed to accommodate future housing needs and evaluates the existing residential land supply. It also identifies policy and programmatic options the Town can undertake to meet identified housing needs.

The HNA identified a supply of approximately 331 vacant or partially vacant net buildable acres available for residential housing. The HNA shows that the Town does not have a need for land to accommodate new housing over the planning period, given forecasted growth projections.

> **Project Relevance:** The HNA will be factored in the overall TSP update process. The supply of buildable residential land and forecasted demand for residential land needs will be considered in determining transportation demand forecasts.

Figure 3: Residential Land by Development Status



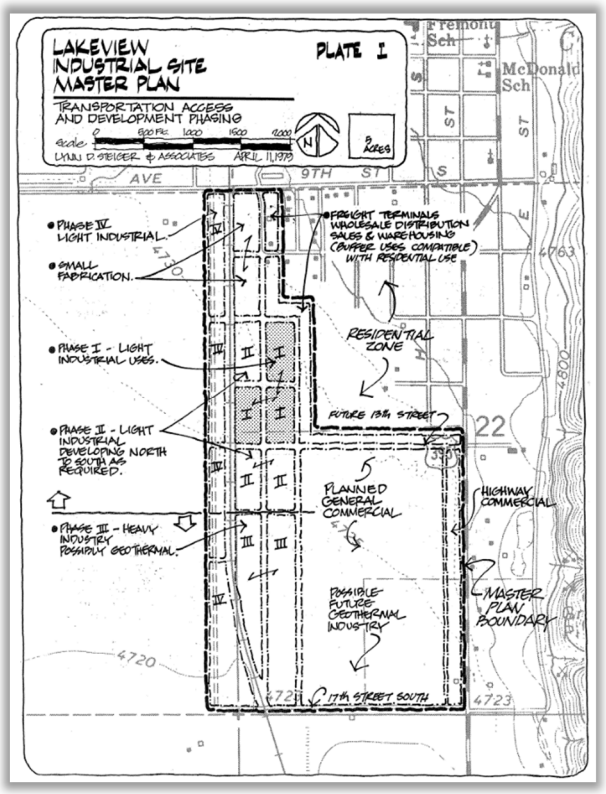
Source: Exhibit 12, Town of Lakeview and City of Paisley Housing Needs Analysis, 2019

LAKEVIEW AREA INDUSTRIAL SITE MASTER PLAN (1979)

The Lakeview Area Industrial Site Master Plan provides a multi-phase master plan to develop the area located southwest of town limits for industrial uses. The purpose of the document is to develop an industrial land use plan that identifies suitable and desirable industrial uses and locates them in areas that can be developed in an orderly and efficient process (i.e. coordinated with street and utility improvements).

The plan identifies four phases of development. The first three phases include the construction and extension of streets. Figure 4 below illustrates the overall site master plan, including street improvements.

Figure 4: Lakeview Industrial Site Master Plan



Source: Plate I, Lakeview Industrial Site Master Plan, 1979

Project Relevance: Improvements identified in the Master Plan will be accommodated or updated as part of the TSP update process, as applicable.

COORDINATED HUMAN SERVICES PUBLIC TRANSPORTATION PLAN, LAKE COUNTY (2017)

The Lake County Coordinated Human Services Public Transportation Plan documents existing transit service in Lake County and identifies opportunities to address unmet needs and improve service efficiency. Transit agencies are required to have a coordinated planning process to be eligible recipients of the Federal Transit Administrations' Section 5310 program and the State's Special Transportation Fund (STF).

Multiple existing public transportation services are provided in the County. The two providers that receive STF include Lake County Senior Citizens Association and Paisley Inner Court Family Center.

The recommended improvements included in the plan are intended to enhance existing service and provide streamlined operations. The recommendations do not identify specific changes to route services or locations. Among its list of recommendations are to improve access to medical services and to coordinate with transit providers in adjacent areas.

> **Project Relevance:** The TSP planning process will consider the unmet transit needs identified in the Coordinated Human Services Transportation Plan in the development of the transit element of the updated TSP. The TSP transit element will summarize available services in the county and will include public transit-related policies.

TOWN OF LAKEVIEW PROPOSED BUDGET FY 2020-2021

The Town of Lakeview recently adopted a budget for the fiscal years 2020-2021. The budget provides a financial plan for the Town over the next fiscal year. The budget is organized into types of funding and includes estimates of expenditures and revenues for the fiscal year. The Town gathers funding from a combination of property taxes, fees, and intergovernmental agreements. Town funds are used for personnel services, materials, capital improvements, and debt service.

The adopted FY 2020-2021 budget includes two transportation-related funds: the Street Fund and Bike Path/Trails Fund. Most of the funding for transportation-related maintenance, services, and improvements are connected to the Street Fund. The Bike Path/Trails Fund will be discontinued after this fiscal year.

The adopted budget for the Street Fund operates with a budget of approximately $500,000. The budget receives most of its resources from state highway funding and CMAQ funding.[9] Most of the resources and expenditures are committed to capital outlays for CMAQ projects (approximately $255,000). The proposed budget includes approximately $170,000 in state highway funding for FY 2020-2021. The Road Fund also includes $50,000 from Small City Allocation (SCA) grants.

> **Project Relevance:** The TSP update will estimate the total costs of identified needed improvements and assess funding needed to implement the improvements. The updated TSP will consider the Town's current revenue levels, capital expenditures, and potential future revenue sources in developing the funding plan. It will also explore potential revenue sources that the Town may wish to pursue to meet existing and future transportation needs.

[9] CMAQ funding started in FY 2017-2018.