



JEFFERSON TSP EXECUTIVE SUMMARY

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TO: Jefferson TSP Project Management Team

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SUBJECT: Jefferson TSP Executive Summary

Project #21027-000

Over the last 15 months, the City in collaboration with ODOT, the Albany Area MPO, and DKS Associates, has developed an updated 2022 Transportation System Plan (TSP) for the City of Jefferson. This Executive Summary provides a high-level overview of the new TSP document, why the update was needed, and how it will be used for the next 20 years.

PURPOSE, GOALS, AND ENGAGEMENT

In compliance with State and Regional requirements, the City of Jefferson has updated their TSP, with its predecessor being adopted in 2001. This document was updated through detailed technical analysis, several public engagement activities, and ongoing guidance from a Project Advisory Committee (PAC). Feedback from the public informed the goals and objectives of the TSP update, identified community priorities, and established feedback loops between community stakeholders and the TSP technical team. The project team evaluated the existing and future transportation system in Jefferson through the lens of community values to develop several technical memorandums and project recommendations.

PROJECT PURPOSE

A Transportation System Plan (TSP) is a guide for documenting a community's transportation goals, values, and visions, identifying current infrastructure, and determining what is needed in the future. A TSP is a key resource for implementing transportation system improvements that address current deficiencies and will also serve expected local and regional growth. A TSP also includes planning level cost estimates for each of the identified projects, a recommended funding and prioritization plan, and ordinances for implementation. Having a current adopted TSP is essential for the City to compete for federal, state, and regional funding for transportation projects.

KEY ELEMENTS OF A TRANSPORTATION SYSTEM PLAN



FIGURE 1: TSP PROJECT PROCESS

Because the previous Jefferson TSP was adopted in 2001, Jefferson needs an updated TSP that reflects current statewide and regional policies, current community values, the most accurate estimates of future growth in and around Jefferson, and an updated list of prioritized transportation system improvements for the City to invest in.

GOALS & OBJECTIVES

The following goals and objectives for the Jefferson TSP were developed in coordination with City staff and the project advisory committee (PAC), and were further refined based on feedback collected during the public engagement process. The goals and objectives were used to guide the project team in the development, evaluation, and prioritization of solutions that best fit the community and provided the basis for policies to support the implementation of this TSP. Further explanations of each of these goals presented through key objectives are provided in the TSP.

- Goal 1: Safety - Provide safe routes, corridors, and intersections for all modes of transportation.
- Goal 2: Mobility, Accessibility, and Connectivity - Provide a transportation system that connects all members of the community to destinations within and beyond the City of Jefferson and optimizes the performance of the transportation system for the efficient movement of people and goods.
- Goal 3: Livability - Provide a transportation network that preserves the character of the City and makes it more convenient for people to walk, bike, use transit, and drive less to meet their daily needs.
- Goal 4: Coordination - Coordinate with regional partners to provide a cohesive and interconnected transportation system.

PUBLIC ENGAGEMENT & INVOLVEMENT

Public outreach and feedback were important to ensure that the Jefferson TSP was consistent with the community's needs and desires. The open houses were accessed through the City's project website and provided the general public with video presentations and an interactive mapping platform. Announcement of the open houses were made on the City's Facebook page, community newsletters, and sent out as a notice with utility bills.

The first Community Online Open House for the project was held from July 26th to August 6th (total of 12 days), and the second Community Online Open House was held from October 15th to October 22nd (total of 8 days).

Open house participants were concerned with pedestrian and bicyclist safety and connectivity throughout Jefferson, including around the schools, along OR 164, on Main Street south of OR 164, and railroad crossings. Speed and safety concerns along Hazel Street between OR 164 and 5th Street were also highlighted, as well as the degrading pavement quality of OR 164.

Participants in the second online open house provided feedback on the proposed projects. Many of the projects received notable support, while the most common concern was related to potential impacts to properties to accommodate OR 164 Urban Upgrades. It is important to note that any upgrades to the highway will be constrained to the existing right-of-way.

PRIMARY DEFICIENCIES AND KEY PROJECTS

A holistic analysis of the entire Jefferson Transportation System was conducted to determine the primary deficiencies of the system. A list of projects was then developed to complement the needs of the system, and that list was prioritized to determine the likelihood of funding.

DEFICIENCIES AND METRICS ANALYZED

To determine the current state of the Jefferson transportation system, a variety of metrics were analyzed. This included assessing land use and population estimates, how people travel and move through the system, roadway connectivity, intersection mobility targets, crash history and safety, bicycle and pedestrian facilities, transit services, rail implications, and traffic diversion from I-5 that detours through Jefferson along OR 164.

From the holistic assessment, a set of transportation needs were developed based on the previously stated Goals and the existing state of the system. The needs are shown in Figure 2 and summarized by the categories of Vehicles, Transit, Rail, Pedestrians & Bicyclists, and I-5 Diversion Events.

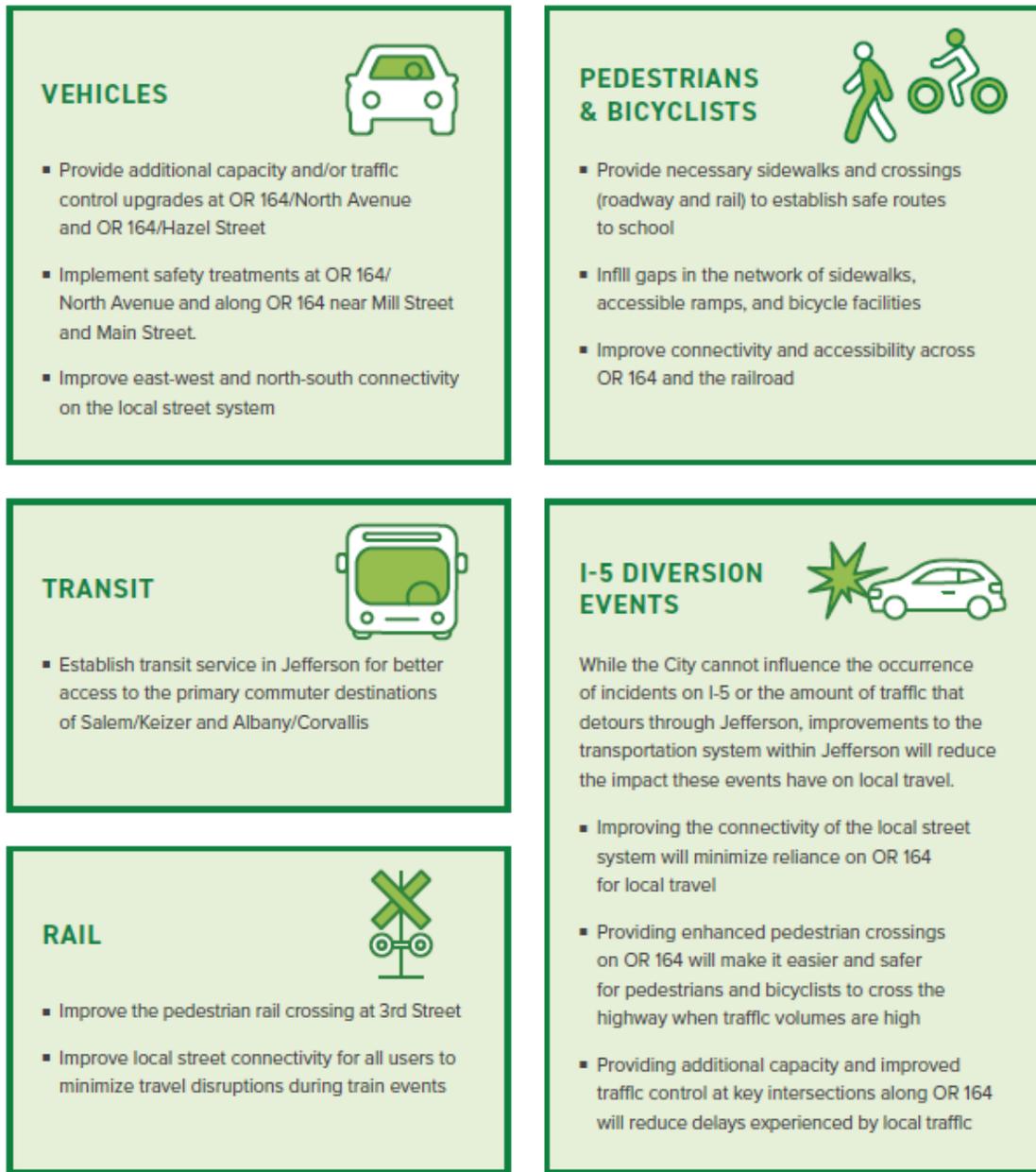


FIGURE 2: JEFFERSON TRANSPORTATION SYSTEM NEEDS

PROJECT DETERMINATION AND PRIORITIZATION

Transportation solutions were developed to mitigate the identified deficiencies and provide a transportation system that is aligned with the goals of the community. These projects were split into six different categories: Roadway Extension (EX), Intersection Upgrade (IN), Multimodal (MM), Pedestrians and Bicyclists (PB), Safe Routes to School (SS), and Transit (TR). **The full project list can be found in Table 2 and Figure 16 within the TSP.**

A priority rating of High, Medium, or Low (referred to as the Evaluation Rating) was assigned to each project based on its significance, adherence to the goals and objectives, public opinion, and inclusion in other regional plans.

The TSP includes a total of 32 recommended projects to improve the transportation system to accommodate community priorities and future growth. The cost of these 32 projects totals over \$81M, much of which will be funded through partnerships with other agencies and private developers and through state and federal grants. A Likely Funded list of projects was developed that includes the highest-priority projects that the City is responsible for funding and could reasonably fund with the estimate \$8.66M in forecasted revenue from the state gas tax. The following Like Funded project list establishes reasonable expectations for planning purposes but does not commit the City of Jefferson to constructing them, nor does it limit Jefferson to constructing those projects first.

PROJECT ID	PROJECT NAME	EVALUATION RATING	COST ESTIMATE	FUNDING SOURCE	PROJECT LIST
MM-04	I-5 Traffic Diversion Congestion Mitigation	Medium	Varies	City	Likely Funded
MM-08	All-Way Stop Removal	Medium	\$3,000	City	Likely Funded
PB-02	OR 164 Enhanced Pedestrian Crossing	High	\$425,000	Grants	Likely Funded
PB-03	Union Street Urban Upgrade	Medium	\$1,600,000	Local Partnership	Likely Funded
PB-04	Pedestrian Railroad Crossing	High	\$1,700,000	Grants	Likely Funded
PB-07	Greenwood Drive Urban Upgrade	High	\$1,375,000	City	Likely Funded
PB-08	High Street Urban Upgrade	Medium	\$1,025,000	City	Likely Funded
SS-01	SRTS: School Multi-Use Path	Medium	\$1,700,000	City	Likely Funded
SS-02	SRTS OR 164 School Crossing	High	\$275,000	Grants	Likely Funded
TOTAL			\$8,103,000		

FIGURE 3: LIKELY FUNDED PROJECTS

FACILITY STANDARDS AND CODE AMENDMENTS

As both the Jefferson transportation system and greater Oregon transportation system has grown and changed over the last 20 years since the last TSP, street standards and the legal city code were assessed to determine their applicability for the current system and the future needs of the system. Therefore, for smooth and cohesive facilitation of the recommended TSP projects, revised facility standards and code amendments are recommended for both the Jefferson Municipal Code and Comprehensive plan. Specific details regarding the code and policy amendment language can be found in **Tech Memo #5: Plan and Development Code Amendments**.

REVISED AND REIMPLEMENTED STANDARDS

Within the TSP, five sets of facility and performance standards are discussed: Street Functional Classification, Street Standards, Access Spacing Standards, Mobility Standards, and Transportation Impact Analysis (TIA) guidelines.

- The functional classifications designated by the city within the Urban Growth Boundary (UGB) remain relatively the same. Greenwood Drive was changed from a Minor Collector to a Major Collector, and the Major Collector designation for Cemetery Hill Road was extended all the way to the eastern UGB limits.
- Clarification is provided that official street standards are to be found in the Jefferson Municipal Code and Jefferson Public Works Design Standards. City street cross-sections are provided for illustrative representation.
- New access spacing standards are presented which are clearer and reflect new guidance in access spacing. These are also clarified in the code amendments below.
- Intersection mobility standards are adopted which provide Level of Service (LOS) D as the minimum acceptable operating condition for both signalized and unsignalized intersections during the weekday peak hour.
- New TIA guidelines are developed that describe the development review process in more detail with regards to transportation impacts.

COMPREHENSIVE PLAN AMENDMENTS

Amendments to the policies in the Transportation section of the Comprehensive Plan are recommended to better reflect the updated TSP goals: safety; mobility, accessibility, and connectivity; livability; and coordination. The proposed amendments replace all existing transportation objectives and policies with new policies that are consistent with the goals and objectives that guided the TSP update process.

JEFFERSON MUNICIPAL CODE AMENDMENTS

The following 10 recommendations serve to align the Code with the desired projects in the new TSP. Further explanations of each of these recommendations can be found in Tech Memo #5: Plan and Development Code Amendments.

- Recommendation 1: Revise Development Code Section 12.12.040 to allow transportation facilities, services, and improvements that are consistent with the TSP to be permitted outright in all zones.
- Recommendation 2: Expand pedestrian circulation requirements for commercial development to apply to all zones where commercial development is permitted. Also, strengthen existing internal pedestrian circulation standards for office park and commercial development.

- Recommendation 3: Add language to Section 12.44.060 that requires bicycle parking facilities for multifamily, retail, office, and institutional developments. Reduce required parking for certain uses to better reflect best practices and create maximum parking standards, to apply city-wide or exclusively in the densest area(s) of Jefferson (e.g., downtown). Eliminate exemption for new or modified uses land uses in existing buildings. Modify existing on-street parking credit to include new development.
- Recommendation 4: Incorporate access spacing standards from the updated TSP into the Development Code and apply to all zones.
- Recommendation 5: Ensure code standards are consistent with adopted/updated TSP street standards. Update code standards to match updated TSP street standards. Note: A narrow local street option is included in the adopted TSP (2001). The recommendation is to codify the standard and include circumstances (e.g., topography, existing development patterns) where the narrower street option may be proposed.
- Recommendation 6: Incorporate thresholds for when a Transportation Impact Analysis (TIA) is required as part of a land use application, including language that confirms the City’s ability to condition approval based on the findings of the TIA report. Include language that clarifies required mitigation be proportionate to the impacts of the proposed development and that conditions of approval may include off-site improvements.
- Recommendation 7: Update and enhance pedestrian connectivity standards. Add requirements for bikeways along arterials and major collectors. See proposed bike lane requirements in Section 12.48.040.F under Recommendations 4 and 5.
- Recommendation 8: Add a provision that allows consolidated review of land use applications.
- Recommendation 9: Add language to the Development Code procedures sections specifying the need to provide ODOT notice when proposals are adjacent to, or that will have an impact on, transportation facilities.
- Recommendation 10: Add criteria to Comprehensive Plan Amendments, Section 12.104.050, that specifically address TPR compliance. The criteria should require a “significant effect” determination for proposed amendments to the Comprehensive Plan or land use regulations and, consistent with TPR -0060, that the proposed changes are consistent with the “identified function, capacity, and performance standards” of the impacted facility.

DISCUSSION OF PARKING AND ROADWAY STANDARDS

At the joint Planning Commission/City Council work session in March 2022, concerns were raised regarding the proposed code amendments related to off-street parking as well as the roadway design standards for collector roadways. The following describes how those concerns have been addressed.

Collector Roadway Standards

In the draft TSP presented in March, the roadway cross-section for a collector street was shown to have on-street bicycle lanes, with the option for providing on-street parking instead of bicycle lanes with City approval. Due to concerns about restricting on-street parking in neighborhoods, the TSP has been revised to show on-street parking in the cross-section, with the option for including on-street bicycle lanes in lieu of on-street parking with City approval. **These revised cross-sections are shown in Figure 10 and Figure 11 of the TSP.**

Off-Street Parking Requirements

Because Jefferson is within an MPO, the TSP is subject to specific statewide Transportation Planning Rule (TPR) requirements for reducing parking demand within MPOs. The TSP must include land use and demand management regulations to reduce reliance on automobile travel. Jefferson currently has minimum parking standards in Section 12.44.060, but does not have regulations for maximum parking spaces.

To be consistent with parking plan provisions required by the TPR, the City of Jefferson should regulate the maximum number of parking spaces permitted. Jefferson can choose to create maximum parking standards that apply city-wide, or ones that apply exclusively to specific areas with dense development, such as downtown.

Maximum parking standards in commercial and mixed-use zones were recommended in Technical Memorandum #5 (pages 8-9).

The most notable concerns raised at the joint work session in March were related to the reduction in minimum parking requirements. To provide additional guidance, the City's minimum parking requirements were compared to the Model Code and other small jurisdictions in Oregon (Molalla, Monmouth, and Talent). The comparisons are shown in the table below, and **additional detail can be found in the attachment to Technical Memorandum #5 (pages A11-A12).**

Important Note: Meeting current TPR requirements can be accomplished through the implementation of maximum parking standards in selected zones and the inclusion of the multi-modal (including transit) projects in the TSP, without reducing minimum parking standards. However, there are proposed changes in the TPR language (set to be adopted later this summer) that may require additional parking policy revisions in the future.

TABLE 1. MINIMUM PARKING STANDARDS IN JEFFERSON, MODEL CODE, AND COMPARABLE CITIES

LAND USE	JEFFERSON STANDARD	MODEL CODE STANDARD	STANDARDS FROM COMPARABLE JURISDICTIONS
DWELLING, SINGLE-FAMILY	2 for each dwelling	1 per dwelling	Molalla: 1 space per dwelling Monmouth: 2 spaces per dwelling
HOSPITALS	1.5 for each bed, plus 2 for each nurse’s station	1 space per 300 sf of floor area	Talent: 1.5 spaces for each bed
SCHOOLS—ELEMENTARY OR JUNIOR HIGH	1.5 for each teaching station, plus one for every 6 fixed seats or for every 42 square feet of seating area where there are no fixed seats in the auditorium or assembly area	1 space per classroom	
HIGH SCHOOL	1.5 for each teaching station, plus for the largest assembly room or auditorium, or for every 28 square feet of floor area where no fixed seats are maintained	7 spaces per classroom	
RETAIL AND PERSONAL SERVICES	1 for each 200 square feet of retail floor area	1 space per 400 square feet	Monmouth: 1 space per 400 square feet
BARBER AND BEAUTY SHOPS	1 for each 75 square feet of gross floor area	1 per 400 square feet	Talent: 1 space for every 200 square feet of gross floor area
FOOD AND BEVERAGE ESTABLISHMENTS	1 for each 60 square feet of gross floor area	1 per 200 square feet	Monmouth: 1 space per 200 square feet