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CITY OF DALLAS
OREGON

TECHNICAL MEMORANDUM

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Project: Dallas Transportation System Plan Update

Subject: Tech Memo #1: Plan, Policy and Code Review

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INTRODUCTION

The memorandum presents a review of existing plans, policies, and codes that affect transportation planning in the City of Dallas. The review explains the relationship between the documents and the current long-range planning process, identifying key issues that will factor into the Transportation System Plan (TSP) update. This memorandum presents key takeaways for each document. More focused reviews will be incorporated, as necessary, as part of the TSP update process – such as through the specific incorporation of standards or individual projects detailed within individuals plans or policy documents.

DOCUMENT OVERVIEW

Table 1 provides an overview of the documents reviewed. The section following provides a summary of each document and its relevance to the TSP.

Table 1. Summary of Policy and Plan Review

Document	Relevance to the TSP Update		
	Policies	Standards	Projects
State Plans			
Statewide Planning Goals	✓		
Transportation Planning Rule	✓		
Oregon Transportation Plan (2023)	✓		
Oregon Highway Plan (1999, Amended 2023)	✓	✓	
Oregon Bicycle and Pedestrian Plan (2016)	✓	✓	
Oregon Freight Plan (2023)	✓		
Oregon State Rail Plan (2020)	✓		
Oregon Public Transportation Plan (2018)	✓		
Oregon Transportation Safety Action Plan (2021)	✓		
Highway Design Manual (2024)	✓	✓	
Access Management Rule (OAR 734-051) (2014)	✓	✓	
Freight Mobility	✓	✓	
Statewide Transportation Improvement Program			✓
Regional Plans			
Polk County Comprehensive Plan (2009)	✓		
Polk County Transportation System Plan (2009)	✓	✓	✓
Cherriots Long Range Transit Plan (2022)	✓		✓
Cherriots Coordinated Public Transit Human Services Transportation Plan for Marion and Polk counties (2024)			✓
Confederated Tribes of Grand Ronde Transit Development Plan and Coordinated Human Services Transportation Plan (2019)	✓		✓
Local Plans			
Dallas Comprehensive Plan (2021)	✓	✓	
Dallas Transportation System Plan (2008)	✓	✓	✓

Dallas Safe Routes to School Plan (2023)	✓		✓
Dallas Parks Master Plan (2015)	✓		
La Creole Node Master Plan (*in-process*)	✓		✓
Dallas Mill Site Redevelopment Plan (*in-process*)	✓		✓

STATE PLANS

This section provides a review of the state documents identified in Table 1 and their relevance to the Dallas TSP Update.

Statewide Planning Goals

The foundation of Oregon's statewide land use planning program is a set of 19 Statewide Planning Goals.[1] The goals express the state's policies on land use and other 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 the Statewide Planning Goals have an influence on transportation planning, either directly or indirectly. However, only certain Goals directly apply to transportation planning at a local level. The Goals listed in Table 2 are most relevant to the Dallas TSP process.

Table 2: Relevant Statewide Planning Goals to the TSP

Goal	Relevance
Goal 1: Citizen Involvement	Establishes citizen involvement as the primary goal of the land use planning process in Oregon. The Dallas TSP process is guided by a robust Public Involvement and Communications Plan that includes public involvement goals, identified affected and interested stakeholders and target audiences, and critical factors that will gauge success. In addition, this project will be guided by a Project Advisory Committee that will inform the Dallas TSP process throughout the course of the project.
Goal 2: Land Use Planning	Establishes a process and policy framework for all decisions and actions related to the use of land; ensures that such decisions and actions are premised on an adequate factual base. Existing and future transportation needs will be based on inventories of existing conditions in Technical Memorandums #4 and #5, including existing and planned land uses, as well as improving efficient multi-modal connections to housing, public services, employment areas, and recreational opportunities.

[1] https://www.oregon.gov/lcd/op/pages/goals.aspx

Goal 7: Areas Subject to Natural Hazards	The risk of natural hazards affects site selection and alignment decisions and facility design standards. Transportation improvement projects in the cities should avoid natural hazard areas, such as floodplains, to the extent feasible.
Goal 9: Economic Development	Provides for the economic opportunities of all Oregonians. The TSP should align with current and planned economic development plans.
Goal 10: Housing	Cities must anticipate ongoing housing needs and related infrastructure requirements. TSP recommendations regarding transportation improvements and project prioritization will consider current and projected housing needs within the Dallas UGB, as identified in the city's Housing Needs Analysis.
Goal 11: Public Facilities and Services	Local governments must provide adequate public facilities in a timely and efficient manner. This includes transportation facilities, but the TSP will also consider the provision of other public facilities for consistency.
Goal 12: Transportation	Requires the adoption of multimodal transportation plans that: **– Are based on an existing inventory,** **– Minimize adverse social, environmental, economic, and energy impacts,** **– Meet the needs of the transportation disadvantaged,** **– Facilitate the flow of goods and services, and** Are consistent with related local and regional plans.
Goal 13: Energy Conservation	Requires land uses to be managed such that energy conservation is maximized within the bounds of sound economic principles. The TSP will therefore consider mode share and trip lengths.
Goal 14: Urbanization	Requires adequate transportation facilities for an orderly and efficient transition from rural to urban use.

Project Relevance: The TSP update will ensure consistency with the Statewide Planning Goals listed above and the TSP adoption findings will describe how each of the relevant goals are satisfied.

Transportation Planning Rule (OAR 660-012)

The Transportation Planning Rule (TPR), OAR 660-012, implements Statewide Planning Goal 12: Transportation. The TPR contains numerous requirements governing transportation planning and project development, including the required elements of a TSP. In addition to guiding local 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 -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.

Section -0060 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. Local governments may amend a functional plan, comprehensive plan, or land use regulation without applying mobility standards (volume-to-capacity or v/c, for example) if the subject area is within a designated multi-modal mixed-use area (MMA).

In July 2022 the Land Conservation and Development Commission adopted Climate-Friendly and Equitable Communities (CFEC) rules in response to Governor Kate Brown's Executive Order 20-04.[2] The rules amended the TPR and are intended to reduce Vehicle Miles Traveled (VMT) and promote more environmentally friendly mobility options. Outside of the Portland Metro, the CFEC rules apply to jurisdictions with populations over 50,000 and within one of the eight metropolitan areas. These jurisdictions must reduce or eliminate their minimum parking standards, adopt electric-vehicle parking and charging station standards, establish Climate-Friendly Areas,[3] and update their local TSP to comply with the new TPR regulations.[4]

> **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 – consistent with TPR Sections -0045 and -0060 – are meant to protect road operations, enhance safety, and provide for multi-modal access and mobility. Implementation measures that will be developed with the TSP update may entail proposed amendments to the City's Zoning and Subdivision ordinances to ensure consistency with TPR requirements as well as to reflect draft TSP recommendations. Although Dallas is not subject to the CFEC rules, the TSP may consider some of the strategies and requirements in the TPR to reduce emissions from transportation.

Oregon Transportation Plan (2023)

The Oregon Transportation Plan (OTP) is the state's long-range multi-modal transportation plan that addresses the future transportation needs of the State of Oregon through the year 2050. The primary function of the OTP is to establish goals, policies, strategies, and initiatives that are translated into a series

[2] Issued on March 10, 2020, Executive Order 20-04 directs state agencies to reduce climate pollution.
[3] As defined by the Department of Land Conservation and Development, a climate-friendly area is an area where residents, workers, and visitors can meet most of their daily needs without having to drive. They are urban mixed-use areas that contain, or are planned to contain, a greater mix and supply of housing, jobs, businesses, and services. These areas are served, or planned to be served, by high quality pedestrian, bicycle, and transit infrastructure to provide frequent, comfortable, and convenient connections to key destinations within the city and region.
[4] The new TPR sections are found in OAR 660-012-0330(3) through (8) and address: neighborhood circulation, mixed use and commercial districts, slow streets for neighborhoods, auto-oriented land uses, low car districts, and protection of transportation facilities.

of modal plans, such as the Oregon Highway Plan and Oregon Bicycle and Pedestrian Plan. The OTP considers all modes of Oregon's transportation system, including Oregon's airports, bicycle and pedestrian facilities, highways and roadways, pipelines, ports and waterway facilities, public transportation, and railroads. It assesses state, regional, and local public and private transportation facilities. In addition, the OTP provides the framework for prioritizing transportation improvements based on varied future revenue conditions, but it does not identify specific projects for development.

The OTP provides broad policy guidance and sets seven overarching goals for the state.[5] Through these goals and associated policies and strategies, the OTP emphasizes:

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

The Implementation Framework section of the OTP describes the implementation process and how state multimodal, modal/topic plans, regional and local TSPs, and 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 central OTP policy, the TSP update will seek to maximize the performance of the existing local transportation system by the use of technology and system management before considering larger and costlier additions to the system.

Oregon Highway Plan (1999, Amended 2023)

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 OHP is beginning a comprehensive update to update its mobility policy and to reflect and support the state's CFEC program. The OHP update is not anticipated to be completed before adoption of the

[5] 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.

Dallas TSP update, but the project team should be aware that this document will be changing shortly afterwards.

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.

Kings Valley Highway (OR 223) and Dallas-Rickreall Highway (OR 223 Spur) are classified as district highways in the state classification system. The purpose and management objectives of these highways are provided in Policy 1A, as summarized below:

- **District Highways** (OR 223 and OR 223 Spur) are facilities of county-wide significance and function largely as county and city arterials or collectors. They provide connections and links between small urbanized areas, rural centers and urban hubs, and also serve local access and traffic. The management objective is to provide for safe and efficient, moderate to high-speed continuous-flow operation in rural areas reflecting the surrounding environment and moderate to low-speed operation in urban and urbanizing areas for traffic flow and for pedestrian and bicycle movements. Inside of Special Transportation Areas (STAs), local access is a priority. Inside Urban Business Areas (UBAs), mobility is balanced with local access.

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. The policy identifies the designation of highway segments as STAs, Commercial Centers, and UBAs.

One segment of OR 223 through downtown Dallas is designated as an STA. The boundaries of the STA are Kings Valley Highway (Main Street one-way southbound and Jefferson Street one-way northbound) between Academy Street and Washington Street.

POLICY 1C: STATE HIGHWAY FREIGHT SYSTEM

The primary purpose of the State Highway Freight System is to facilitate efficient and reliable interstate, intrastate, and regional truck movement through a designated freight system. This freight system, which is made up of the Interstate Highways and select Statewide, Regional, and District Highways, includes routes that carry significant tonnage of freight by truck and serve as the primary interstate and intrastate highway freight connection to ports, intermodal terminals, and urban areas. Highways included in this designation have higher highway mobility standards than other statewide highways.

OR 223 and OR 223 Spur are not on the state freight system.

POLICY 1F: HIGHWAY MOBILITY STANDARDS ACCESS MANAGEMENT POLICY

Policy 1F sets mobility standards for ensuring a reliable and acceptable level of mobility on the state highway system. The standards 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 in 2011 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.

Table 3 presents mobility targets for the state facilities in the TSP study area. OR 223 and OR 223 Spur are classified as District Highways within the Dallas UGB, and the mobility standards for District Highways have been identified in the table with the red outline. OR 223 is considered an STA through a portion of Dallas.

Table 3: V/C Ratio Targets Outside the Portland Metropolitan Region

VOLUME TO CAPACITY RATIO TARGETS OUTSIDE METRO[17A, B, C, D]							
Highway Category	**Inside Urban Growth Boundary**					**Outside Urban Growth Boundary**	
	STA[E]	**MPO**	**Non-MPO Outside of STAs where non-freeway posted speed <= 35 mph, or a Designated UBA**	**Non-MPO outside of STAs where non-freeway speed > 35 mph but < 45 mph**	**Non-MPO where non-freeway speed limit >= 45 mph**	**Unincorporated Communities[F]**	**Rural Lands**
Interstate Highways	N/A	0.85	N/A	N/A	0.80	0.70	0.70
Statewide Expressways	N/A	0.85	0.85	0.80	0.80	0.70	0.70
Freight Route on a Statewide Highway	0.90	0.85	0.85	0.80	0.80	0.70	0.70
Statewide (not a Freight Route)	0.95	0.90	0.90	0.85	0.80	0.75	0.70
Freight Route on a regional or District Highway	0.95	0.90	0.90	0.85	0.85	0.75	0.70
Expressway on a Regional or District Highway	N/A	0.90	N/A	0.85	0.85	0.75	0.70
Regional Highways	1.0	0.95	0.90	0.85	0.85	0.75	0.70
District/Local Interest Roads	1.0	0.95	0.95	0.90	0.90	0.80	0.75

[A] Unless the Oregon Transportation Commission has adopted an alternative mobility target for the impacted facility, the mobility targets in Tables 6 are considered standards for purposes of determining compliance with OAR 660-012, the Transportation Planning Rule.

[B] For the purposes of this policy, the peak hour shall be the 30th highest annual hour. This approximates weekday peak hour traffic in larger urban areas. Alternatives to the 30th highest annual hour may be considered and established through alternative mobility target processes.

[C] Highway design requirements are addressed in the Highway Design Manual (HDM).

[D] See Action 1F.1 for additional technical details.

[E] Interstates and Expressways shall not be identified as Special Transportation Areas.

[F] For unincorporated communities inside MPO boundaries, MPO mobility targets shall apply.

POLICY 2G: RAIL AND HIGHWAY COMPATIBILITY

This policy emphasized increasing safety and efficiency through reduction and prevention of conflicts between railroad and highway users.

The Portland and Western Railroad, through Dallas, does not cross any state highways within the city.

POLICY 3A: CLASSIFICATION AND SPACING STANDARDS

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

Action 3A.2 calls for 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 classification, 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. The TSP update process will include an analysis of how existing spacing on ODOT facilities compares to these standards.

Access spacings on OR 223 within the Dallas UGB range from 175 feet to 700 feet.

POLICY 4B: ALTERNATIVE PASSENGER MODES

Policy 4B encourages the development of alternative passenger services and systems as part of broader corridor strategies to help preserve the performance and function of the state highway system. Cherriots provides public transportation service in Dallas. Improving safety, access, and mobility for pedestrians and bicyclists and enhanced connections to transit are objectives of this update process.

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 Dallas, including requirements for new development and incentives for employers that can reduce vehicle trips.

> **Project Relevance:** The OHP policies provide guidance related to the accessibility, mobility, and function of state highways. The TSP planning process will consider policies in the OHP to guide proposed improvements, modifications, or local policies that could affect any of the state facilities in the City. The TSP is being developed 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 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 to develop 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 an appendix to the 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 state highway facilities in Dallas. State policy and design guidance will be considered in evaluating and planning for the TSP's local street standards and bicycle and pedestrian system elements. Through this TSP update,

the City will work with regional and state agencies to help identify gaps in the regional walking and biking network and prioritize projects accordingly.

Oregon Freight Plan (2023)

The Oregon Freight Plan (OFP) is the modal plan that guides the movement of goods and commodities on the State highway system. 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. There are no designated state freight routes within Dallas.

Project Relevance: Currently, the study area does not include OFP designated freight routes.

Oregon State Rail Plan (2020)

Adopted in 2014 and revised in 2020, the Oregon State Rail Plan (OSRP) is an element of the OTP. The OSRP recognizes the critical importance of the rail system to the state economy. The plan inventories the existing rail system and identifies issues and opportunities facing the rail system. It also sets out the state's Rail Service and Investment Program and lays the groundwork for coordination among agencies and stakeholders to improve the safety, viability, and efficiency of the rail system.

Project Relevance: Portland & Western Railroad operates a freight railway along SE Birch Street in the UGB and should be considered during the TSP update. The OSRP recommends that the tracks be rehabilitated.[6]

Oregon Public Transportation Plan (2018)

The Oregon Public Transportation Plan (OPTP) provides guidance for ODOT and public transportation agencies regarding the development of public transportation systems. The OPTP is intended to establish a common foundation 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.

[6] OSRP Implementation Rail Needs Inventory Public (arcgis.com)

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. Funding and Strategic Investment
10. Communication, Collaboration and Coordination

While the OPTP does not recommend specific projects or investments, new efforts in planning for transit came 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. The Statewide Transportation Improvement Fund (STIF) provides the impetus for coordinating how needed infrastructure is prioritized. 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 of STIF-funded public transportation programs. STIF funds may be also used as the local match for state and federal funds that also provide public transportation services.

Cherriots, the public transportation provider for the greater Salem area, runs three bus routes in the City of Dallas.

> **Project Relevance:** The TSP will consider the needs of the transit system in Dallas while developing recommended policies and projects related to improving transit service. In addition, project advisory committees should include a representative of ODOT Transit and Salem Area Mass Transit District (Cherriots) who will advise on transit needs and improvements.

Oregon Transportation Safety Action Plan (2021)

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:

1. Safety Culture – Transform public attitudes to recognize all transportation system users have responsibility for other people's safety in addition to their own; transport organizational transportation safety culture among employees and agency partners to integrate safety considerations into all responsibilities.
2. Infrastructure – Develop and improve infrastructure to eliminate fatalities and serious injuries for users of all modes.
3. 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.

4. Technology – Plan, prepare for, and implement technologies (existing and new) that can affect transportation safety for all users.
5. Collaborate and Communicate – Create and support a collaborative environment for transportation system providers and public and private stakeholders to work together to eliminate fatalities and serious injury crashes.
6. Strategic Investments – target safety funding for effective engineering, emergency response, law enforcement, and education priorities.

The plan provides an overview of how a TSAP is intended to be used, and it includes the roles and responsibilities of various transportation agencies and levels of government. It identifies actions that jurisdictions can take to increase transportation safety, such as adopting a Safe Communities Program, which is a collaborative partnership with the National Highway Traffic Safety Administration, ODOT, and other local partners to promote safety. Safe Routes to School is another popular local-initiated program that may be supported by grant funding that targets safety improvements to encourage walking and biking to school.

The TSAP provides near-term actions for improving safety that can be used by all jurisdictions responsible for maintaining and improving transportation systems. Actions a city can undertake to accomplish the plan's goals include:

- Evaluate local spot-specific and systemic safety needs; develop plans and programs to address needs.
- Collaborate with the state, MPO, and stakeholder partners to educate the public about tribal, county and city transportation safety-related behavioral issues.
- Integrate safety programming, planning, and policy into local planning.
- Develop coalitions with enforcement and EMS providers to target and improve specific community needs.
- Use the TSAP as a resource for local goals, policies, strategies, and actions.

An update to the Oregon TSAP is in progress. The TSAP update is not anticipated to be completed before adoption of the Dallas TSP update, but the project team should be aware that this document will be changing shortly afterwards.

> **Project Relevance:** The Oregon TSAP will be used as a resource while updating the TSP, in particular when developing local goals, policies, and strategies to improve safety in Dallas and prioritizing projects related to enhancing multi-modal safety. The City's current TSP includes a safety goal that will inform the development of the TSP update, including the identification of transportation improvements that improve safety for all road users.

Highway Design Manual (2024)

The latest version of the Highway Design Manual (HDM) was published in 2024 and a draft 2025 version is expected to be adopted soon. The HDM provides standards and guidance for all design projects on state-owned highways. The manual generally reflects standards in the American Association of State Highway and Transportation Officials (AASHTO) Green Book but anticipates that sound engineering judgment will continue to be a vital part of applying the design criteria to individual projects. Aside from guidance on

design processes, the HDM provides specific standards related to multiple aspects of roadway cross-sections, including vehicle travel lanes, transit stops, bicycle facilities, and pedestrian facilities.

As of the most recent version, the HDM also includes the Blueprint for Urban Design (BUD), formerly a standalone document. The BUD links design standards to land-use contexts, with the aim of allowing flexibility in roadway design based on local needs. As an urban area, Dallas may wish to take advantage of this flexibility when planning future changes to roadways.

> **Project Relevance:** With state-owned highways, OR 223 and OR 223 Spur, within its Urban Growth Boundary (UGB), Dallas will need to adhere to the ODOT HDM standards and guidance (including the BUD) related to improvements proposed by the Dallas TSP update.

Access Management Rule (OAR 734-051) (2014)

The Access Management Rule, Oregon Administrative Rule (OAR) Chapter 734 Division 51, addresses highway approaches, access control, spacing standards, and medians on state-owned highways. It establishes procedures, standards, and approval criteria for ODOT to employ, with the goal of balancing economic development objectives with safety and access management objectives. The OHP serves as the policy basis for implementing this OAR.

> **Project Relevance:** Analysis for the TSP update and final project recommendations will need to reflect state requirements for state facilities; the updated TSP will comply with, or move in the direction of compliance for meeting, access management standards on OR 223 and OR 223 Spur. Implementation measures that will be developed for the TSP update may entail amendments to city code to ensure local development requirements are consistent with state access management requirements as well as reflect the draft TSP recommendations related to safety and access management.

Freight Mobility (ORS 366.215)

State statutes dictate that the Oregon Transportation Commission may not permanently reduce the "vehicle-carrying capacity" of an identified Freight Route (Reduction Review Route) unless safety or access considerations require the reduction, or a local government requests an exemption and the Commission determines it is in the best interest of the state and freight movement is not unreasonably impeded.

Examples of permanent structures that can result in a reduction in vehicle-carrying capacity could include, but are not limited to, bridge structures, traffic signals, signposts, stationary bollards, curbs, bulb-outs, trees, raised or depressed medians, pedestrian refuge islands, traffic separators, roundabouts, streetlights, and overhead wiring. Street markings such as bike lane striping or on-street parking are not considered a reduction of vehicle-carrying capacity. A reduction of vehicle-carrying capacity can be thought of as a reduction in the "hole-in-the-air" above the roadway.

> **Project Relevance:** The OR 223 Spur east of OR 223 is listed as a Reduction Review Route. Planning documents that propose features that could be a reduction of vehicle-carrying capacity must be in compliance with the statute. Where necessary for safety or access considerations, the

TSP may identify a need to obtain approval for proposed future actions by following the ORS 366.215 Review Process.

Statewide Transportation Improvement Program (2024-2027)

The State Transportation Improvement Program (STIP) is the four-year programming and funding document for transportation projects and programs on state and regional transportation systems, including federal land and Indian reservation road systems, interstate, state, and regional highways, bridges, and public transit. It includes improvements that have approved state and federal funding and that are expected to be undertaken during the upcoming four-year period. Prior to inclusion in the STIP, projects and programs undergo a selection process managed by ODOT Regions or ODOT central offices, a process that is held every two years in order to update the STIP.

The 2024-2027 includes the following projects in Dallas:

- Dallas City Park Path Rehabilitation – Project number: 23664. This project will resurface and widen one path, and replace another, improving access to Dallas City Park.
- OR 223/OR 99W curb ramps (Dallas/Rickreall), phase 1 – Project numbers: 22555 and 23568. These projects will construct curb ramps that comply with Americans with Disabilities Act (ADA) standards.

Project Relevance: The TSP update will consider projects that are programmed into the STIP. An expected outcome of this planning process is proposed recommendations to amend the STIP to include project from the update 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.

REGIONAL PLANS

This section provides a brief review of the regional documents identified in Table 1 and their relevance to the Dallas TSP Update.

Polk County Comprehensive Plan (2009)

The Polk County Comprehensive Plan was completed in 1978 with revisions in 1989. The plan guides policy for growth, development and conservation of resources within Polk County. It establishes goals and policies in thirteen areas, including land use, economic development, urban land development and transportation. The transportation section of the Comprehensive Plan has been amended by the Polk County Transportation Plan, referenced below.

Project Relevance: One of the outcomes of this TSP update will be updated City policies that support the recommendations and implementation of the updated TSP; to the extent these policies intersect with County needs and objectives, an outcome of this project may be recommended County policy amendments.

Polk County Transportation System Plan (2009)

The Polk County TSP was last updated in 2009. The plan identifies goals and policies for the county's various transportation systems as well as specific projects. The TSP includes five goals as shown below.

> Goal 1: To provide and encourage a balanced, energy efficient transportation system giving due consideration to all modes of travel consistent with Polk County Comprehensive Land Use Plan. To develop and assist in the development of a safe, convenient, and economic transportation system available to all persons.
>
> Goal 2: To maintain an ongoing transportation planning process keyed to meet the needs of the traveling public and coordinated among the state, regional, and local jurisdictions.
>
> Goal 3: To maintain a transportation system supportive of a sustained, geographically distributed and diversified economy.
>
> Goal 4: To implement a level of transportation development that positively contributed to Polk County's livability.
>
> Goal 5: To protect the function and operation of the Fort Hill Road interchange facility and the local street network within the Interchange Area Management Plan (IAMP) area, and to ensure that changes to the planned land use system are consistent with protecting the long-term function of the interchange and the local street system.

Of the 24 projects identified for the County, there are none identified within the Dallas UGB, but there are two identified projects with relevance to Dallas: Project #12 (wide shoulder on Ellendale starting at Dallas city limit and to the west) and #21 (interchange at OR 22 and OR 223).[7]

> **Project Relevance:** The Dallas TSP will ensure that updated goals and policies do not conflict with the goals and policies of the Polk County TSP. Due to potential system connections as well as jurisdictional interest in the city's urban growth boundary, the findings from the Polk County TSP should be considered.

Cherriots Long Range Transit Plan (2022)

Cherriots is the public transportation provider for the greater Salem area. Cherriots published a long-range comprehensive (20-year) plan that documents the future for transit and other mobility options in the District's service area.

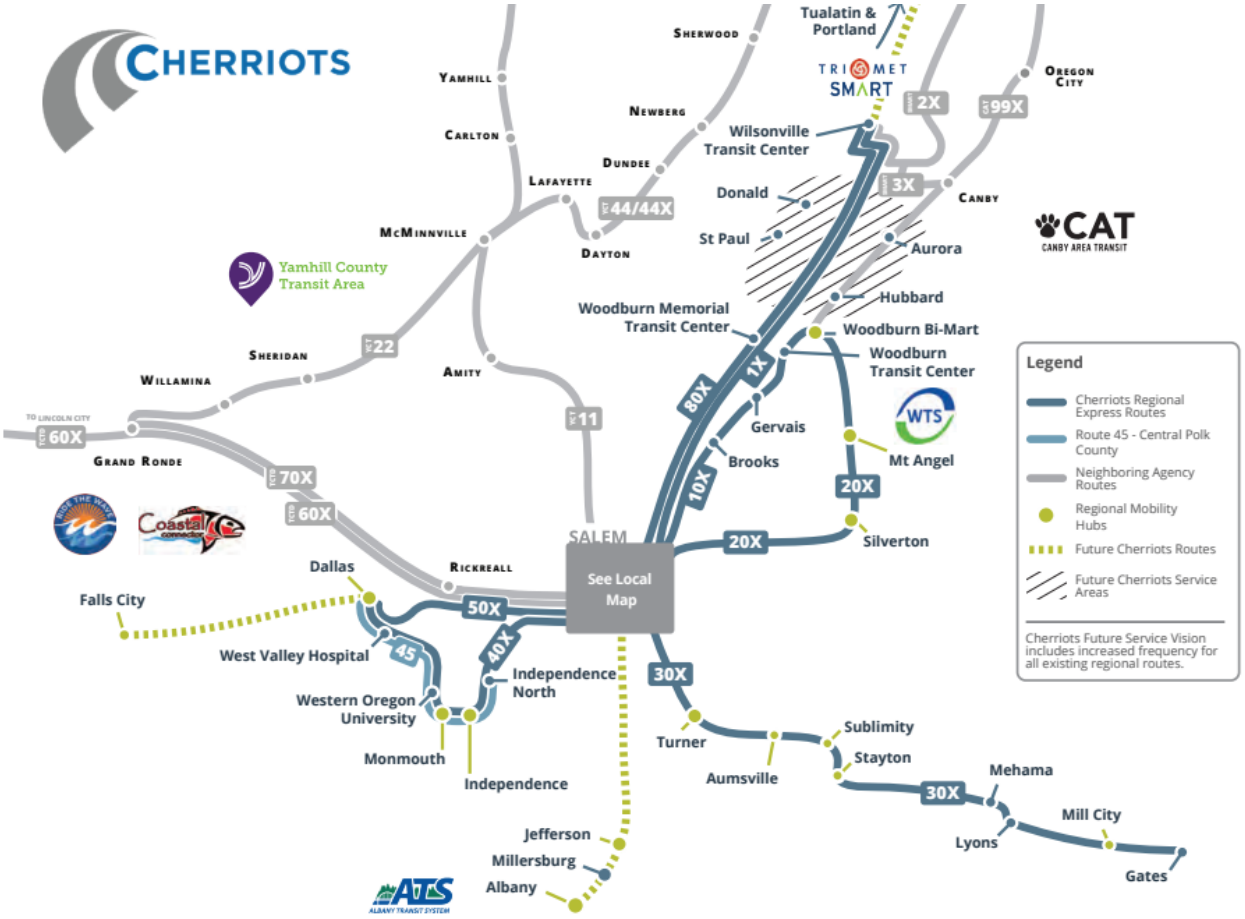
All three regional routes currently serving Dallas are included in the future planned service network, as provided in Figure 1. Cherriots Routes 40X: Polk County/ Salem Express, 45: Central Polk County, and 50X: Dallas/Salem Express provide public transit services in Dallas. Route 40X: Polk County/ Salem Express connects Dallas to Salem via Monmouth and Independence, running Monday through Saturday from 7:00 am to 9:30 pm with one-hour to two-hour headways. The stops are located near the West Valley Hospital, Downtown Dallas, and the Walmart along OR 223. Route 45: Central Polk County connects Dallas to Monmouth and Independence, runs Monday through Saturday from 7:00 am to 5:00 pm with around

[7] tsp09_figure_12_2008_transportationprojects.pdf (polk.or.us)

two-hour headways. The stops are located on SE Monmouth Cutoff Road at the southeast corner of the city, near West Valley Hospital, near Downtown Dallas, and near Walmart along OR 223. Route 50X provides a regional connection between Dallas and Salem. Route 50X: Dallas/Salem Express runs on weekdays only, 7:00 am to 6:00 pm with rides four times a day. It runs from 10:00 am to 6:00 pm Monday through Friday. The stops are located near the Dallas Aquatic Center, West Valley Hospital, Downtown Dallas, and the Walmart along OR 223.

The Cherriots Long Range Transit Plan proposes a future route from Dallas to Falls City.

Figure 1: Future Service Region Map



Project Relevance: The TSP update will conduct a qualitative multimodal assessment of the current transit service within Dallas and will identify needed transit-related improvements within the City and/or needed future planning studies.

Cherriots Coordinated Public Transit – Human Services Transportation Plan for Marion and Polk counties (2024)

The Cherriots Coordinated Public Transit – Human Services Transportation Plan (Coordinated Plan) for Marion and Polk counties was completed in 2024 serves as a resource for coordination among transit

providers, human service partners, and local, state, and federal agencies. The Coordinated Plan identifies needs, priorities, and strategies in the following areas:

- Transportation service
- Infrastructure
- Coordination and Organizational
- Marketing, Customer Service, and Outreach
- Technology
- Capital and Funding

The plan provided demographic data for Dallas versus the surrounding Marion and Polk counties. The plan outlines the service inventory as of 2022. In addition to the 40X, 45, and 50X Cherriots fixed-route services, Dallas is serviced by West Valley Hospital's Van Connections. Van Connections is an on-demand service with volunteer drivers intended to get the public to medical appointments. The free service runs Monday to Friday from 8 am to 4 pm, serves all of Polk County, and is wheelchair accessible. The public involvement conducted in the plan highlighted feedback of a desire for more connections between Monmouth-Independence and Dallas for fixed-route services, education and marketing on transit services, and appreciation for on-demand services that are provided. The needs in the plan mentioned a Cherriots coverage increase in Dallas and expanded dial-a-ride (DAR) services for seniors and those with disabilities in Dallas.

> **Project Relevance:** The TSP update will conduct a qualitative multimodal assessment of the current transit service within Dallas and will identify needed transit-related improvements within the City and/or needed future planning studies.

Confederated Tribes of Grand Ronde Transit Development Plan and Coordinated Human Services Transportation Plan (2019)

The Confederated Tribes of Grand Ronde (CTGR) Transit Development Plan was completed in 2019 and provides short- and long-term guidance for transit services, bus stops and facility development serving CTGR. The plan also is intended to coordinate with nearby transit providers. The plan identified the need and desire of transit connection between CTGR to Dallas, with 50% of transit riders in CTGR requesting a service to, from, or through Dallas. The plan identified that there are Grand Ronde-area residents working in and around Dallas. The plan identified the following improvements to transit service in Dallas:

- New fixed-route service between Grande Ronde and Dallas (8 trips per day)
- Local circulator throughout Grande Ronde with 2+ trips per day to Dallas
- Include Dallas as a stop on existing service (Tillamook County Transit District (TCTD) Route 70X) from Grand Ronde to Salem

Since the completion of this plan, TCTD Route 70X has been discontinued.

> **Project Relevance:** The TSP update will identify needed transit-related improvements within the City and/or needed future planning studies.

LOCAL PLANS

This section provides a brief review of the local documents identified in Table 1 and their relevance to the Dallas TSP Update.

Dallas Comprehensive Plan (2021)

The Dallas Comprehensive Plan establishes a land use planning and policy framework to guide community planning decisions. Transportation was removed from the plan with the adoption of the Dallas Transportation System Plan in 2009 to remove conflicting guidance on transportation goals in the city.

Several Plan chapters and their associated goals and policies involve transportation, such as the need for transportation facilities that promote economic development and certain travel behaviors based on land use (Chapter 2). Goals from Chapter 2 that reflect transportation are the following:

- Maintain, strengthen and promote the Central Business District as the dominant pedestrian-oriented commercial and cultural center of the community.
- Encourage a broad variety of commercial activities in convenient and desirable locations to serve the public and the needs of businesses.
- Provide for small-scale, neighborhood commercial centers that complement the Central Business District and which minimize routine travel from home to shopping.

Plan objectives include promoting a transportation system that supports livable multimodal connected residential neighborhoods (Chapter 3). One of these policies outlines the need for pedestrian and bicycle access between commercial, open space and residential uses in all new developments.

> **Project Relevance:** The TSP update process will evaluate existing transportation goals and policies as to whether they are still applicable and accurately reflect existing and future 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 providing public facilities, economic development, and land use.

Dallas Transportation System Plan (2008)

The current Dallas TSP was adopted in 2008 and is intended to guide the management and implementation of transportation facilities, policies, and programs within the urban area over the next 20 years. The TSP development process included a review of relevant plans and policies, crafting of goals and objectives, inventory of transportation facilities, and resulted in a set of transportation system projects. The plan serves as the transportation element in the Comprehensive Plan. Section 1 of the TSP included ten goals that are as follows:

- Goal 1: Multi-Modal Transportation System
- Goal 2: Mobility
- Goal 3: Economic Development and Viability
- Goal 4: Coordination
- Goal 5: Pedestrian and Bicycle Facilities
- Goal 6: System Preservation and Improvements

- Goal 7: Access Management
- Goal 8: Transportation Funding
- Goal 9: Safety
- Goal 10: Environment

Sections 2 and 3 provide an inventory and evaluation of existing conditions and Section 4 forecasts future growth in Dallas. The future conditions analysis includes land use changes around the city including the La Creole Mixed Use Node. Section 5 also provides long-term and short-term transportation system needs and breaks these projects into roadway, bicycle, pedestrian, and transit. Section 5 also includes evaluation criteria and evaluations of the transportation system needs. Section 7 provides the modal plans, which are based on the plans and policies review, existing and future no build conditions, and alternatives analysis. The TSP includes cost-estimates and outlines potential funding sources for implementation.

> **Project Relevance:** The TSP update process will consider the goals, objectives, policies, standards and recommended projects from the 2008 TSP to determine what needs to be retained and carried forward or changed for inclusion in the TSP update. This planning process will update recommended transportation improvement projects for all modes, based on existing and projected needs. Updated data, stakeholder and community involvement, goals and evaluation criteria will be used in making this recommendation.

Dallas Safe Routes to School Plan (2023)

The Dallas Safe Routes to School (SRTS) Plan, completed in September 2023, is a comprehensive, community-focused initiative designed to make walking and biking to, from, and around schools in Dallas safer and more accessible. Centered on key pillars of safety, equity, health, and environmental impact, the plan outlines clear goals and objectives to enhance student transportation. It carefully evaluated existing conditions around Lyle Elementary, Whitworth Elementary, La Creole Middle School, and Dallas High School. A series of recommended improvements and programs were developed to upgrade facilities and better connect these schools to the surrounding neighborhoods, ensuring a safer, more convenient journey for students. The prioritized projects included improvements to the following facilities in Dallas:

- Ash Street
- Levens Street
- La Creole Drive and Academy Street

> **Project Relevance:** The TSP update will consider the projects and programs that were developed as part of the Dallas SRTS Plan.

Dallas Parks Master Plan (2015)

The Dallas Parks Master Plan, completed in 2015, comprehensive view of Dallas's 20-year vision, including development, maintenance and operations of the city's entire park system. Facilities called out in this project include the Rickreall Creek Trail and other trails that can serve as bicycle and pedestrian connections for the community. The Rickreall Creek Trail, while considered in this plan, has been part of Dallas Comprehensive Plan since 1970. Figure 2 shows the most recent plan for the trail.

Figure 2: Rickreall Creek Trail Map

Project Relevance: The TSP update will consider the projects that reference trails that will support the pedestrian and bicycle network in Dallas.

La Creole Node Master Plan (in progress)

The La Creole Node Master Plan considered the 122 acres as the "La Creole Mixed Use Node" that was identified in the Dallas Comprehensive Plan. This project designed a new conceptual master plan for the node, with updates to the land use to accommodate commercial and medium-family need identified by Housing Needs Analysis Advisory Committee. The plan proposed four scenarios with differing land use, crossings, street connections and pedestrian/bicycle connectivity to the rest of Dallas. The plan is yet to be adopted by the City of Dallas.

Project Relevance: The La Creole Master Plan has not yet been adopted. However, the land use changes and transportation improvements identified in the plan will be considered in the future conditions analysis.

Dallas Mill Site Redevelopment Plan (in progress)

The Dallas Mill Site Redevelopment Plan will create a plan for redeveloping the 66-acre former mill site bounded by Birch Street to the north, Main Street to the west, and Uglow Avenue to the east. The plan seeks to propose local land use and transportation improvements while considering how those changes will impact local, regional and state transportation projects. The plan will also propose new local plans and rules for the area and consider a road extension connecting Main Street, SE Jefferson Street and SE Uglow Avenue though the site. The redevelopment of this land may result in the removal of the Portland and Western Railroad spur. The Dallas Mill Site Redevelopment Plan is currently in progress.

Project Relevance: The Mill Site Redevelopment Plan has not yet been adopted. However, the land use changes and transportation improvements identified in the plan will be considered in the future conditions analysis.

DEVELOPMENT CODE REVIEW

The Dallas Development Code controls the process of land development within the City. The City's Development Code includesd standards for land uses, dimensions of parcels and roadways, parking and access regulations, application procedures, and other important information relevant to creating and maintaining a functioning transportation system. The Dallas Development Code is broken into six articles, each with varying levels of applicability to the TSP update, as described below.

Article 1 – General Provisions

Project Relevance: Article 1 includes the requirement that land in the city be used and developed consistent with the Dallas Zoning Map and Development Code (1.2.060). Subsection 1.3 details each land use type and what characteristics are associated with the type. The requirement to use land in a way that is consistent with the adopted Zoning Map and Development Code allows the city to reasonably rely upon these adopted documents to designate roadway/bikeway/walkway classifications, design standards and capacity analyses in the TSP update.

Article 2- Land Use Districts

Project Relevance: Article 2 builds on the regulatory information in Article 1 and provides development standards for each parcel of land within the city based on the underlying zoning district. Article 2 details the permitted uses, minimum and maximum dimensional requirements and design standards (such as parking area access and pedestrian circulation on residential development) for each zoning district. Article 2 also includes flood hazard regulations, riparian corridor and wetland regulations and historic preservation requirements, all of which impact the buildable capacity of land and should therefore be included in any inventory created or updated in support of the updated TSP.

Article 3- Community Design Standards

Project Relevance: Article 3 details vehicular and pedestrian access and circulation, vehicular parking standards (including access to individual properties) and public facilities. Article 3 contains the most specific information that will inform the TSP update but may also need to be updated as a result of the TSP update. Subsection 3.4.015 (Transportation Standards) specifically links the public utility standards to the current Dallas TSP. Specifically, minimum standards for right-of-way dedication and improvement are located in Article 3 and should be referenced (and potentially updated) with the TSP update project. Table 3.4.015F includes specific street standards based on TSP standards. The city may consider removing this section with the TSP update and simply referencing the TSP standards, or update this section to reflect any changes made to the street and right-of-way standards.

Article 4- Administration of Land Use and Development

Project Relevance: Article 4 regulates the administration and processing of land use development. While this chapter is not as informative to a TSP update as the previous three, the city may consider the types of land use reviews included and any additional reviews that may support the new TSP, such as a staff-level Type I or II roadway standard modifications. Section 4.1.090 specifies when a Traffic Impact Analysis is required and may need to be reviewed and/or updated for consistency with the updated TSP.

Article 5- Exceptions to Code Standards

Project Relevance: Article 5 lays out the process and standards for variances, non-conforming uses and lots of record determination. Section 5.1.040- Class B Variances specifically addresses variances to vehicular access and circulation, street trees, parking and loading and transportation improvement requirements. These specific variances allow projects that cannot meet the specific TSP standards, or include innovative designs not contemplated by the TSP standards, to follow a review pathway specified by the city. These variance standards are a meaningful component of the city's transportation design decision-making and should be used to inform the TSP update, as well as reviewed for any necessary revisions based on the TSP update.

Article 6- Definitions and Rules of Measurement

Project Relevance: Article 6 contains all the definitions utilized in the Development Code. Article 6 should be reviewed and consulted as terms are utilized in the TSP for consistency among Dallas city documents. Though the "transportation related definitions" is robust, there may be terms that

are out of date and should be updated, or new terms that were not included at the time of the last TSP update, such as terms applicable to multi-modal transportation and resilient design.

Table 4. TPR Requirements and Recommendations for the Dallas Development Code

TPR Requirement	Municipal Code References and Recommendations
OAR 660-012-0045 – Implementation of the Transportation System Plan	
(1) Each local government shall amend its land use regulations to implement the TSP.	
(a) The following transportation facilities, services and improvements need not be subject to land use regulations except as necessary to implement the TSP and, under ordinary circumstances do not have a significant impact on land use: *(A) Operation, maintenance, and repair of existing transportation facilities identified in the TSP, such as road, bicycle, pedestrian, port, airport and rail facilities, and major regional pipelines and terminals;* *(B) Dedication of right-of-way, authorization of construction, and the construction of facilities and improvements, where the improvements are consistent with clear and objective dimensional standards;* *(C) Uses permitted outright under ORS 215.213(1)(j)-(m) and 215.283(1)(h)-(k), consistent with the provisions of OAR 660-012-0065; and* *(D) Changes in the frequency of transit, rail and airport services.* *(b) To the extent, if any, that a transportation facility, service or improvement concerns the application of a comprehensive plan provision or land use regulation, it may be allowed without further land use review if it is permitted outright or if it is subject to standards that do not require interpretation or the exercise of factual, policy or legal judgment.*	Section 3.0.020 *Design Standards-Applicability* addresses this requirement. The Development Code identifies the difference between major and minor projects and identifies the need for compliance with land use standards. Standards for streets and other transportation system improvements are provided in Chapter *3.4 Public Facilities*. Section *3.4.010* of the development code notes that all public improvements must comply with engineering criteria and requirements. It also notes that "no development may occur unless required public improvements are in place or guaranteed, in conformance with the provisions of this Code." Section 3.4.015 establishes transportation standards including operation, maintenance, and repair of existing facilities and dedication of rights-of-way. **Recommendation:** Consider consolidating transportation facilities from these various definitions and locations. This could be accomplished by adding "Transportation Facilities (operation, maintenance, preservation, and construction in accordance with the City's Transportation System Plan)" as a permitted use in all land use districts. Alternatively, add "Basic Utilities or Roads" as an allowed use in other zoning districts.

TPR Requirement	Municipal Code References and Recommendations
(c) In the event that a transportation facility, service, or improvement is determined to have a significant impact on land use or to concern the application of a comprehensive plan or land use regulation and to be subject to standards that require interpretation or the exercise of factual, policy, or legal judgment, the local government shall provide a review and approval process that is consistent with OAR 660-012-0050. To facilitate implementation of the TSP, each local government shall amend its land use regulations to provide for consolidated review of land use decisions required to permit a transportation project.	TPR Section -0050 addresses project development and implementation - how a transportation facility or improvement authorized in a TSP is designed and constructed. Project development may or may not require land use decision-making. The TPR directs that during project development, projects authorized in an acknowledged TSP will not be subject to further justification with regard to their need, mode, function, or general location. To this end, the TPR calls for consolidated review of land use decisions and proper noticing requirements for affected transportation facilities and service providers. Section 2.2.020 *Allowed Land Uses and Building Types* notes, "Transportation Facilities (operation, maintenance, preservation, and construction in accordance with applicable standards of the roadway authority) are permitted; other Transportation Facilities require Conditional Use Permit and are subject to review and approval by the applicable road authority." Section 4.7.060 *Transportation Planning Rule Compliance* notes that, "When a development application includes a proposed comprehensive plan amendment or land use district change, the proposal shall be reviewed to determine whether it significantly affects a transportation facility, in accordance with Oregon Administrative Rule (OAR) 660-012-0060 (the Transportation Planning Rule - TPR) and the Traffic Impact Analysis provisions of Section 4.1.090." **This TPR provision is met.**
(2) Local governments shall 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. Such regulations shall include:	
(a) Access control measures, for example, driveway and public road spacing, median control, and signal spacing	Section 3.1.020 *Vehicular Access and Circulation* address off-street parking and

TPR Requirement	Municipal Code References and Recommendations
standards, that are consistent with the functional classification of roads and consistent with limiting development on rural lands to rural uses and densities;	loading. It addresses spacing based on street classification and access standards for roadways. This section notes its intent in subsection A, "Intent and Purpose. The intent of this Section is to manage access to land uses and on-site circulation, and to preserve the transportation system in terms of safety, capacity, and function. This Section applies to all public streets within the City of Dallas, and to all properties that abut these roadways. This Section implements the transportation policies of the City of Dallas Transportation System Plan." Section 3.4.015 *Transportation Standards* states, "Amendments Significantly Affecting Transportation Facilities. Amendments to the Comprehensive Plan, or a land use regulation of the Development Code, or a Land Use District (zoning map designation) that significantly affect an existing or planned transportation facility shall assure that allowed land uses are consistent with the function, capacity and performance standards of the facility identified in the Transportation System Plan and shall demonstrate compliance with the Transportation Planning Rule (TPR) under Oregon Administrative Rule 660-012-0060." **This TPR provision is met.**
(b) Standards to protect future operation of roads, transitways, and major transit corridors	Section 16.08.150 addresses Traffic Impact Study (TIS) regulations. A TIS is required by the city to adopt a process to apply conditions to development proposals in order to minimize adverse impacts to and protect transportation facilities. The TIS is intended to ensure that operations of transportation facilities are maintained through individual land use decisions.

TPR Requirement	Municipal Code References and Recommendations
	Subsection D of Section 3.1.020 *Vehicular Access and Circulation* notes, "Traffic Study Requirements. The City may require a traffic study prepared by a qualified professional to determine access, circulation, and other transportation requirements in conformance with Section 4.1.090, Traffic Impact Study." Section 4.1.090 describes the purpose of a traffic impact analysis and when an analysis is required. **This TPR provision is met.**
(c) Measures to protect public use airports by controlling land uses within airport noise corridors and imaginary surfaces, and by limiting physical hazards to air navigation;	This section is not applicable. Dallas does not have an airport within city limits. **This TPR provision is met.**
(d) A process for coordinated review of future land use decisions affecting transportation facilities, corridors, or sites;	See response to -0045(1)(c). **This TPR provision is met.**
(e) A process to apply conditions to development proposals in order to minimize impacts and protect transportation facilities, corridors, or sites;	This rule is implemented by section 4.1.090 *Traffic Impact Analysis*, Chapter 4.1 *Types of Review Procedures*, and 4.2 *Land Use Review and Site Design Review*. Section 4.1.090 establishes the standards for when a proposal must be reviewed for potential traffic impacts, when a TIA must be submitted with a development application, the study area, and who is qualified to prepare the analysis. Chapter 4.1 establishes the purpose and applicability of review procedures. Chapter 4.2 identifies the purpose of the chapter, applicability, and review processes for land use and site design review. This chapter's purpose includes, "Provide rules, regulations and standards for efficient and effective administration of land use and site development review; Carry out the

TPR Requirement	Municipal Code References and Recommendations
	development pattern and plan of the City and its comprehensive plan policies; Promote the public health, safety and general welfare; Provide adequate light and air, prevent overcrowding of land, and provide for adequate transportation, water supply, sewage, fire protection, pollution control, surface water management, and protection against natural hazards; Encourage the conservation of energy resources; and Encourage efficient use of land resources, full utilization of urban services, mixed uses, transportation options, and detailed, human-scaled design." **This TPR provision is met.**
(f) Regulations to provide notice to public agencies providing transportation facilities and services, MPOs, and ODOT of: *(A) Land use applications that require public hearings;* *(B) Subdivision and partition applications;* *(C) Other applications that affect private access to roads; and* *(D) Other applications within airport noise corridor and imaginary surfaces that affect airport operations.*	In Article 4 *Administration of Land Use and Development*, it is clarified under each type of review process that the applicant must provide notice to public agencies providing transportation facilities and services, ODOT, and other applicable agencies. This is required under applications that require public hearings. In this article it notes, "The applicant may be required to obtain approvals from other agencies, such as a road authority or natural resource regulatory agency, for some types of approvals. The City's failure to notify the applicant of any requirement or procedure of another agency shall not invalidate a permit or action taken by the City under this Code." **This TPR provision is met.**
(g) 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.	Section 3.4.015 *Transportation Standards*, item 2 notes "Amendments Significantly Affecting Transportation Facilities. Amendments to the Comprehensive Plan, or a land use regulation of the Development Code, or a Land Use District (zoning map designation) that significantly affect an

TPR Requirement	Municipal Code References and Recommendations
	existing or planned transportation facility shall assure that allowed land uses are consistent with the function, capacity and performance standards of the facility identified in the Transportation System Plan and shall demonstrate compliance with the Transportation Planning Rule (TPR) under Oregon Administrative Rule 660-012-0060." **This TPR provision is met.**
(3) Local governments shall adopt land use or subdivision regulations for urban areas and rural communities as set forth below.	
(a) Bicycle parking facilities as part of new multi-family residential developments of four units or more, new retail, office and institutional developments, and all transit transfer stations and park-and-ride lots.	Bicycle parking is addressed in Section 3.3.040 *Bicycle Parking Standards*. This section includes minimum requires spaces for new multi-family residential developments, new retail, office, and institutional developments. This section does not include a requirement of bike parking for transit transfer stations and park-and-ride lots. **Recommendation:** Bicycle parking facilities should be required in the municipal code surrounding all transit transfer stations and park-and-ride lots.
(b) On-site facilities shall be provided that accommodate safe and convenient pedestrian and bicycle access from within new subdivisions, multi-family developments, planned developments, shopping centers, and commercial districts to adjacent residential areas and transit stops, and to neighborhood activity centers within one-half mile of the development. Single-family residential developments shall generally include streets and accessways. Pedestrian circulation through parking lots should generally be provided in the form of accessways. *(A) "Neighborhood activity centers" include, but are not limited to, existing or planned schools, parks, shopping areas, transit stops, or employment centers;* *(B) Bikeways shall be required along arterials and major collectors. Sidewalks shall be required along arterials, collectors, and most local streets in urban*	**On-site circulation and connections**: Section 3.1.030 notes that, "Site Layout and Design. To provide safe, direct, and convenient pedestrian circulation, all developments, except single-family and duplex dwellings shall provide a continuous pedestrian system within the development site that connects to the public right-of-way, regardless of whether a public sidewalk currently exists." This section notes that the design must incorporate a continuous walkway system that shall extend throughout the development site and connect to all future phases of development, if any, and to existing or planned off-site adjacent walkways and trails, public parks, and open

TPR Requirement	Municipal Code References and Recommendations
areas, except that sidewalks are not required along controlled access roadways, such as freeways; *(C) Cul-de-sacs and other dead-end streets may be used as part of a development plan, consistent with the purposes set forth in this section;* *(D) Local governments shall establish their own standards or criteria for providing streets and accessways consistent with the purposes of this section. Such measures may include but are not limited to: standards for spacing of streets or accessways; and standards for excessive out-of-direction travel;* *(E) Streets and accessways need not be required where one or more of the following conditions exist:* *(i) Physical or topographic conditions make a street or accessway connection impracticable. Such conditions include but are not limited to freeways, railroads, steep slopes, wetlands or other bodies of water where a connection could not reasonably be provided;* *(ii) Buildings or other existing development on adjacent lands physically preclude a connection now or in the future considering the potential for redevelopment; or* *(iii) Where streets or accessways would violate provisions of leases, easements, covenants, restrictions or other agreements existing as of May 1, 1995, which preclude a required street or accessway connection.*	space areas. The system must be safe, direct, and convenient. The system must also provide connections within development. The development code also notes that, "Walkways shall connect all building entrances to one another; Walkways shall connect all on-site parking areas, storage areas, recreational facilities and common areas, and shall connect off-site adjacent uses." **Bikeways and sidewalks**: Section 3.4.015 *Transportation Standards* provides minimum typical street, sidewalk, and bikeway standards. **Street and accessway layout**: Section *3.4.015 Transportation Standards* provides street connectivity and accessway standards that meet the identified requirements. This section also notes that an accessway may be required by developers where the creation of a cul-de-sac or dead-end street is unavoidable and the accessway would connect the ends of the street to another street or public accessway. **This TPR provision is met.** **Recommendation:** There is potential to add better standards for bike ways. One way to address this would be to add a section to update bike ways in the transportation system plan update.
(c) Where off-site road improvements are otherwise required as a condition of development approval, they shall include facilities accommodating convenient pedestrian and bicycle travel, including bicycle ways along arterials and major collectors.	Section 3.1.020 *Vehicular Access and Circulation* notes that, "Site Circulation. New developments shall be required to provide a circulation system that accommodates expected traffic on the site. Pedestrian connections on the site, including connections through large sites, and connections between sites (as applicable) and adjacent sidewalks, must conform to the provisions in Section 3.1.030."

TPR Requirement	Municipal Code References and Recommendations
	Section 3.1.030 *Pedestrian Access and Circulation* notes, "Continuous Walkway System. The pedestrian walkway system shall extend throughout the development site and connect to all future phases of development, if any, and to existing or planned off-site adjacent walkways and trails, public parks, and open space areas. The developer shall also be required to connect or stub walkway(s) to adjacent streets and to private property where there is a previously reserved public access easement for this purpose, in accordance with the provisions of Section 3.1.020, Vehicular Access and Circulation, and Section 3.4.010, Transportation Standards." **This TPR provision is met.**
(d) For purposes of subsection (b) "safe and convenient" means bicycle and pedestrian routes, facilities and improvements that: *(A) Are reasonably free from hazards, particularly types or levels of automobile traffic which would interfere with or discourage pedestrian or cycle travel for short trips;* *(B) Provide an accessible and reasonably direct route of travel between destinations such as between a transit stop and a store; and* *(C) Meet travel needs of cyclists and pedestrians considering destination and length of trip; and considering that the most common trip length of pedestrians is generally under one-half mile.*	Section 3.1.030 *Pedestrian Access And Circulation* notes that, "To provide safe, direct, and convenient pedestrian circulation, all developments, except single-family and duplex dwellings shall provide a continuous pedestrian system within the development site that connects to the public right-of-way, regardless of whether a public sidewalk currently exists. The pedestrian system shall be based on the standards in subsections 1-4,". The standards below in this section adds that routes should be direct, safe and convenient, and include a primary entrance to the main public entrance to the building. **Recommendation:** This section could better address the travel needs of cyclists and pedestrians and consider destination and length of trip. This section should consider that the most common trip length for pedestrians is under one-half mile. This section could also include updated pedestrian and bicycle system improvements city-wide and further extrapolate from the updated TSP.

TPR Requirement	Municipal Code References and Recommendations
(e) Internal pedestrian circulation within new office parks and commercial developments shall be provided through clustering of buildings, construction of accessways, walkways and similar techniques.	Section 3.1.030 *Pedestrian Access And Circulation* includes a subsection titled *Connections Within Development*. This section discusses that all walkway connections within a development shall connect all building entrances to one another. It also notes that walkways shall connect all on-site parking areas, storage areas, recreational facilities and common areas, and shall connect off-site adjacent uses. This section includes that parking areas containing twenty-four (24) or more parking spaces shall be broken up so that parking bays do not exceed twelve (12) contiguous parking spaces without a break. Parking areas may be broken up with landscape areas (per subsection 3.2.030.E), handicap-accessible walkways, plazas, streets, or driveways with street-like features, later including standards for those features. Section 2.3.060 *Building Orientation; Large-Format Commercial; Commercial Blocks* Notes that, **"**Commercial developments (office, or retail/wholesale/service) containing more than one building, with the sum total of buildings equal to or greater than 20,000 square feet of floor plate, shall meet all of the following standards." These standards include parking, sidewalk, street tree, and pedestrian lighting standards. It notes that where a subdivision or multi-building development is proposed (e.g., new commercial center), blocks shall be broken down into lengths of not more than 400 feet and shall have a perimeter not exceeding 1,200 feet and that walkways shall connect the street right-of-way to building entrances and the interior parking bays between buildings, as necessary to ensure reasonably safe, direct, and convenient access to building entrances and off-street parking. **This TPR provision is met.**

TPR Requirement	Municipal Code References and Recommendations
(4) To support transit in urban areas containing a population greater than 25,000, where the area is already served by a public transit system or where a determination has been made that a public transit system is feasible, local governments shall adopt land use and subdivision regulations as provided in subsections (a)-(g) below.	
(a) Transit routes and transit facilities shall be designed to support transit use through provision of bus stops, pullouts and shelters, optimum road geometrics, on-road parking restrictions and similar facilities, as appropriate	The City of Dallas does not have a population greater than 25,000. The community is currently served by Cherriots Transit Service. The updated TSP will address existing and future transit facilities and services. **Recommendation:** The TSP update planning process will identify transit routes and ensure that roadway design requirements will accommodate service on existing and planned routes. Depending on the draft TSP recommendations, update development requirements as necessary to address the provision of transit amenities.
(b) New retail, office, and institutional buildings at or near major transit stops shall provide for convenient pedestrian access to transit through the measures listed in paragraphs (A) and (B) below. *(A) Accessible walkways shall be provided connecting building entrances and streets adjoining the site;* *(B) Accessible pedestrian facilities connecting to adjoining properties shall be provided except where such a connection is impracticable as provided for in paragraph (3)(b)(E). Pedestrian facilities shall connect the on-site circulation system to existing or proposed streets, walkways, and driveways that abut the property. Where adjacent properties are undeveloped or have potential for redevelopment, streets, accessways and walkways on site shall be laid out or stubbed to allow for extension to the adjoining property;* *(C) In addition to paragraphs (A) and (B) above, on sites at major transit stops provide the following:* *(i) Either locate buildings within 20 feet of the transit stop, a transit street or an intersecting street or provide a pedestrian plaza at the transit stop or a street intersection;*	The development code in section 2.2.070 *Building Orientation Standards* does note that standards are intended to orient building entrances toward streets to allow for safe and effective use of multiple modes of transportation, including walking, bicycling and transit. In section 4-22 of the TSP the document does address opportunities for higher-quality transit service including increasing service frequency, providing weekend service, addressing education and advertisement, providing an extension of Cherriot services, providing a park-and-ride lot, and expanding transit amenities. **Recommendation:** See response to -0045(4)(a). Update the development code based on findings regarding major transit stops once the TSP is updated.

TPR Requirement	Municipal Code References and Recommendations
(ii) An accessible and reasonably direct pedestrian facility between the transit stop and building entrances on the site; *(iii) A transit passenger landing pad accessible to people with disabilities;* *(iv) An easement or dedication for a passenger shelter if requested by the transit provider; and* *(v) Lighting at the transit stop.*	
(c) Local governments may implement paragraphs (b)(A) and (B) through the designation of pedestrian districts and adoption of appropriate implementing measures regulating development within pedestrian districts. Pedestrian districts must comply with the requirement of paragraph (b)(C).	The City can also meet the requirements of the TPR related to pedestrian connections to transit (TPR -0045(4)(b)(A) and (B)) by adopting appropriate implementing measures within a designated pedestrian district. While the development code or the TSP does not discuss pedestrian districts, section 2.3.090 does discuss civic space and pedestrian amenities, and section 6.1.030 defines the downtown pedestrian core area. Section 2.3.090 notes, "The increased development intensity, pedestrian activity, close building orientation and minimal private open space in Commercial Districts requires that civic space be provided along street frontages and in courtyards or plazas between buildings. Civic space, such as plazas, extra-wide sidewalks, outdoor seating areas, pedestrian access ways between buildings, alcoves and pocket parks, provide visual relief, pedestrian resting areas and opportunities for socialization. The provision of attractive and functional civic spaces is as important as building design and centralized parking areas to the success of commercial areas. Therefore, the City requires that all new commercial developments and redevelopment projects in these districts contribute their proportionate share of civic space." These standards apply to all new structures and exterior remodels of structures in the CBD, CG, and CN districts and where commercial and mixed-use structures are

TPR Requirement	Municipal Code References and Recommendations
	permitted in other districts. This section notes that when civic space is required pedestrian amenities such as plaza space, extra-wide sidewalks, benches, public art, pedestrian-scale lighting, shade structures, way finding signs, or similar pedestrian areas in an amount equal to or greater than one-half of one percent (0.5%) of the estimated construction cost of the proposed building(s). Section 6.1.030 notes, "Downtown Pedestrian Core Area, an area bound by Main Street on the west, SE Court Street on the south, SE Jefferson Street on the east and SE Mill Street on the north. The area includes buildings and lots on the west side of Main Street, the south side of SE Court Street, the east side of SE Jefferson Street and the north side of SE Mill Street that have frontage on the respective streets as well as those buildings and lots that are located diagonally from ordinal points of the defined area." **Recommendation:** For the approach offered by TPR -0045(4)(c), the City would need to consider designating pedestrian districts or changing the language of 'civic space and pedestrian amenities' and developing specific code language to address, among other things, "major transit stops," as defined through the TSP update.
(d) Designated employee parking areas in new developments shall provide preferential parking for carpools and vanpools; *(e) Existing development shall be allowed to redevelop a portion of existing parking areas for transit-oriented uses, including bus stops and pullouts, bus shelters, park and ride stations, transit-oriented developments, and similar facilities, where appropriate;* *(f) Road systems for new development shall be provided that can be adequately served by transit, including provision of pedestrian access to existing and identified future transit routes. This shall include, where*	Chapter 3.3 addresses parking and loading. Parking is addressed when determining the amount of parking spaces per square foot of an establishment but does not determine the amount of parking spaces per employee. There is also not an identification of need for carpools, vanpools, or transit-oriented uses. **Recommendation:** The City should consider requiring new developments with planned designated parking areas to provide preferential parking for employee carpools

TPR Requirement	Municipal Code References and Recommendations
appropriate, separate accessways to minimize travel distances; *(g) Along existing or planned transit routes, designation of types and densities of land uses adequate to support transit.*	and vanpools. A typical local code requirement requires employers with more than a specific number of employees, or developments where required parking spaces exceed a specific number, to dedicate a percentage of the required parking spaces for car/vanpools.
(5) In developing a bicycle and pedestrian circulation plan as required by OAR 660-012-0020(2)(d), local governments shall identify improvements to facilitate bicycle and pedestrian trips to meet local travel needs in developed areas. Appropriate improvements should provide for more direct, convenient, accessible, and safer bicycle or pedestrian travel within and between residential areas and neighborhood activity centers (i.e., schools, shopping, transit stops). Specific measures include, for example, constructing walkways between cul-de-sacs and adjacent roads, providing walkways between buildings, and providing direct access between adjacent uses.	The TSP update is expected to include a considerable update to the City's bicycle and pedestrian circulation plan, consistent with TPR -0020. This TPR requirement is currently implemented in City requirements as follows. The Pedestrian and Bicycle Plans found in the current TSP identify a number of Standards and priority-based projects to improve connectivity. Generally, bicycle lanes are recommended on all ODOT roadways, which also serve as the principal arterials in the community. These roadways accommodate the highest volumes of traffic, often traveling at high speeds, particularly near the city limits. Bicycle lanes on these roadways are recommended based on guidance from the ODOT Bicycle and Pedestrian Plan and to complement the objectives of the Special Transportation Area designation as outlined by the Oregon Highway Plan. These roads include OR 223 within the study area, labeled Main, Jefferson, Dallas-Rickreall Highway, King's Valley Highway, Washington and Fairview. Bicycle lanes are also recommended on higher volume arterials and collectors that directly serve schools, parks, neighborhoods, and regional bicycle facilities. These roads include Miller, Godsey, Monmouth Cut-Off/Uglow, and Ellendale Avenue. Pedestrian and bicycle system improvements are shown in figures 7-8 and 7-9.

TPR Requirement	Municipal Code References and Recommendations
	For walkways between cul-de-sacs and adjacent roads see a response and recommendations related to cul-de-sacs in Section -0045(3)(b). For walkways between buildings see a response and recommendations related to accessways in section 0045(3)(b). For access between adjacent uses see a response and recommendations related to accessways in section 0045(3)(b). **Recommendation:** This requirement will be addressed by the TSP update planning process and can be implemented locally by requiring improvements in developing areas consistent with adopted code provisions.
(6) Local governments shall establish standards for local streets and accessways that minimize pavement width and total right-of-way consistent with the operational needs of the facility. The intent of this requirement is that local governments consider and reduce excessive standards for local streets and accessways in order to reduce the cost of construction, provide for more efficient use of urban land, provide for emergency vehicle access while discouraging inappropriate traffic volumes and speeds, and which accommodate convenient pedestrian and bicycle circulation. Notwithstanding section (1) or (3) of this rule, local street standards adopted to meet this requirement need not be adopted as land use regulations.	Section 3.4.015 establishes that this section shall implement the City of Dallas Transportation System Plan. This section establishes the Creation of Rights-of-Way for Streets and Related Purposes; Creation of Access Easements; Street Location, Width, and Grade; and Minimum Rights-of-Way and Street Sections. Table 3.4.015.F: Minimum Typical Street, Sidewalk and Bikeway Standards establishes standards for local streets and accessways. **This TPR provision is met.**
OAR 660-12-0060	
(1) If an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation (including a zoning map) would significantly affect an existing or planned transportation facility, then the local government must put in place measures as provided in section (2) of this rule, unless the amendment is allowed under section (3), (9) or (10) of this rule. A plan or land use regulation amendment significantly affects a transportation facility if it would:	TPR compliance is addressed in Section 4.1.090 *Traffic Impact Analysis*, which provides the City a process to apply conditions to development proposals in order to minimize adverse impacts to and protect transportation facilities. **This TPR provision is met.**

TPR Requirement	Municipal Code References and Recommendations
(a) Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan); *(b) Change standards implementing a functional classification system; or* *(c) Result in any of the effects listed in paragraphs (A) through (C) of this subsection. If a local government is evaluating a performance standard based on projected levels of motor vehicle traffic, then the results must be based on projected conditions measured at the end of the planning period identified in the adopted TSP. As part of evaluating projected conditions, the amount of traffic projected to be generated within the area of the amendment may be reduced if the amendment includes an enforceable, ongoing requirement that would demonstrably limit traffic generation, including, but not limited to, transportation demand management. This reduction may diminish or completely eliminate the significant effect of the amendment.* *(A) Types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;* *(B) Degrade the performance of an existing or planned transportation facility such that it would not meet the performance standards identified in the TSP or comprehensive plan; or* *(C) Degrade the performance of an existing or planned transportation facility that is otherwise projected to not meet the performance standards identified in the TSP or comprehensive plan.*	