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TECHNICAL MEMORANDUM #1 – Plans and Policy Review

Date: July 28, 2015 Project #: 18974
To: Technical Advisory Committee & Citizen Advisory Committee
From: Jacqueline Gulczynski, Nick Foster, AICP, and Marc Butorac, PE, PTOE
Project: Klamath Falls Urban Trail Master Plan
Subject: Plans and Policy Review

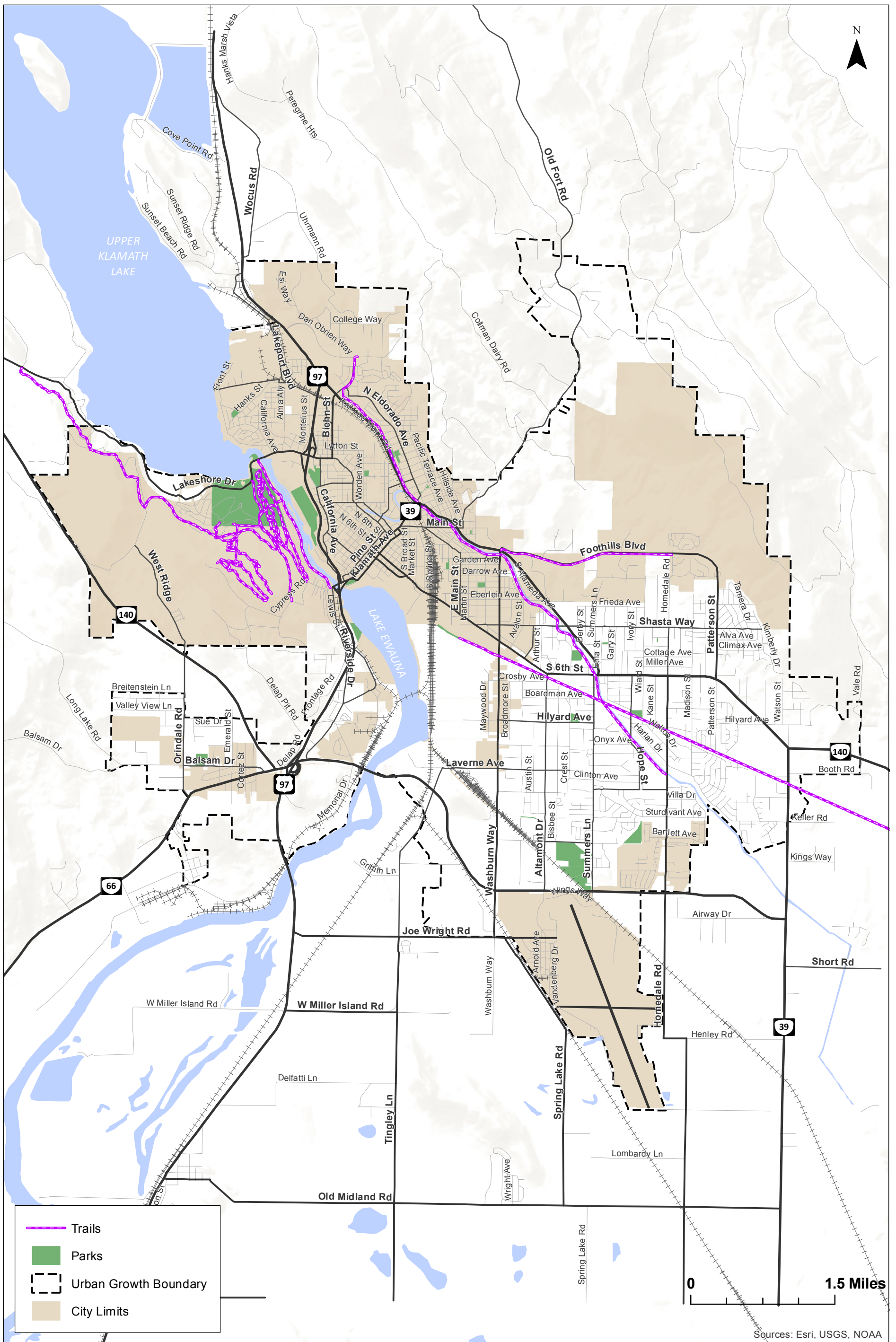
This memorandum provides baseline information for the Klamath Falls Urban Trail Master Plan project. It identifies, analyzes, and summarizes existing federal, state, and local laws, plans, policies, and design guidance that might impact the development of the plan. The intent of this memorandum is to establish familiarity with existing documents the plan will build from. It is organized as a literature review of national, state, and local documents. A summary of the documents reviewed is provided in Table 1 on the following page. For reference, Figure 1 includes a map of the existing trail network.

NATIONAL/FEDERAL DOCUMENTS

- Americans with Disabilities Act (ADA)
 - This bill ensures pedestrians with disabilities have the opportunity to use the transportation system in an accessible and safe manner. The Federal Highway Administration (FHWA) ensures that recipients of Federal aid and State and local entities that are responsible for roadways and pedestrian facilities do not discriminate on the basis of disability in any highway transportation program, activity, service or benefit they provide to the general public. In addition, FHWA ensures that people with disabilities have equitable opportunities to use the public rights-of-way system.
 - The ADA is relevant to the Klamath Falls Urban Trail Master Plan as it provides guidance for planning and designing pedestrian facilities for people with disabilities. For example, it includes criteria on pedestrian curb ramps and crossings.

Table 1 Documents Reviewed

Document		Key Application for URBAN TRAIL MASTER PLAN
National/ Federal	Americans with Disabilities Act (ADA)	Guidance related to designing and planning for pedestrians with disabilities.
	Manual on Uniform Traffic Control Devices (MUTCD)	Guidance on how to properly sign and designate bicycle and pedestrian facilities.
	Proposed Accessibility Guidelines for Pedestrian Facilities in the Public Right-of-Way	Proposed accessibility guidelines for sidewalks and shared-use paths that are generally considered best practices currently.
	Guide for the Development of Bicycle Facilities, 4 th Edition	Design guidance for bicycle facilities, including shared-use paths.
State	Oregon Transportation Plan (OTP) (2006)	Provides high-level guidance on system plans, particularly related to goals and evaluation metrics.
	Bicycle and Pedestrian Plan (1995) <i>(Currently being updated)</i>	Provides general principles and policies for bicycle/pedestrian facilities on state highways.
	Oregon Bicycle and Pedestrian Design Guide (2011)	Designates design standards and recommendations for bicycle and pedestrian facilities on state highways.
	Statewide Planning Goal #12 (Transportation)	Provides high-level guidance for local comprehensive planning as required by state law.
	Transportation Planning Rule	Implements Statewide Planning Goal #12 and provides rulemaking regarding the required Transportation System Plans.
	Statewide Transportation Improvement Program (STIP) (2015-2018)	Identifies funding for, and scheduling of, transportation improvement projects and programs.
Local	Klamath County Comprehensive Plan (2010)	Provides the long-term vision for the County and develops policies to help implement that vision.
	Klamath Falls Urban Area Transportation System Plan (TSP) (2012)	Identifies key issues and makes recommendations relating to transportation within the City and urbanized portion of the County. Sets the transportation goals for the City.
	Klamath County Transportation System Plan (TSP) (2010)	Identifies key issues and makes recommendations relating to transportation within the County.
	City Park and Recreation Master Plan (2000)	Identifies specific recommendations for trail system improvements.
	Urban Growth Boundary (UGB)	Identifies areas where future growth may occur. Housing tracks and other types of urban development are not allowed to occur outside of the UGB.
	City/County zoning and related ordinances	Identifies appropriate and desired land use areas within the City and the urbanized portion of the County.



Existing Trail Network
Klamath Falls, Oregon

Figure
1

NATIONAL/FEDERAL DOCUMENTS (CONTINUED)

- Manual on Uniform Traffic Control Devices (MUTCD)
 - The MUTCD is recognized as the national standard for all traffic control devices installed on any street, highway, bikeway, or private road open to public travel to ensure uniformity of traffic control devices. Part 9 of the MUTCD covers signs, pavement markings, and highway traffic signals specifically related to bicycle operation on both roadways and shared-use paths.
 - The MUTCD is relevant to the Urban Train Master Plan as it provides guidance on how to properly sign and designate bicycle and pedestrian facilities.
- Proposed Accessibility Guidelines for Pedestrian Facilities in the Public Right-of-Way (PROWAG)
 - The United States Access Board has issued a notice of proposed rulemaking for its guidelines for pedestrian facilities, including shared-use paths, in the public right-of-way that are subject to the ADA. While the guidelines are awaiting adoption by the US Department of Justice before they become law, they are considered best practices and the Federal Highway Administration (FHWA) encourages their use.
 - Any design standards recommended by the Klamath Falls Urban Trail Master Plan should reference the proposed guidelines.
- Guide for the Development of Bicycle Facilities, 4th Edition
 - Published by the American Association of State Highway and Transportation Officials (AASHTO), this guide provides recommended design practices for bicycle facilities, including shared-use paths.
 - While the AASHTO guide is not an official standard, it provides useful design recommendations that should be considered in the Urban Trail Master Plan.

STATE DOCUMENTS

- Oregon Transportation Plan (OTP) (2006)
 - The 25-year transportation plan guides statewide multimodal and modal plans and regional and local transportation system plans. As required by Oregon and federal legislation, the OTP provides overall policy direction and a framework for prioritizing transportation improvements and developing funding for them. It doesn't identify specific projects for development. Goal 1 (mobility and accessibility) is to provide a balanced, efficient and integrated transportation system that promotes transportation choices that are reliable, accessible and cost-effective. Goal 4 (sustainability) encourages conservation and communities to integrate land use and transportation choices.
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- Policy 1.2 (Equity, Efficiency and Travel Choices: It is the policy of the State of Oregon to promote a transportation system with multiple travel choices that are easy to use, reliable, cost-effective and accessible to all potential users, including the transportation disadvantaged.
 - Policy 3.2 (Moving People to Support Economic Vitality): It is the policy of the State of Oregon to develop an integrated system of transportation facilities, services and information so that intrastate, interstate and international travelers can travel easily for business and recreation.
 - The OTC provides high-level guidance on system plans, particularly related to goals and evaluation metrics. The Urban Trail Master Plan should be consistent with these goals and policies.
 - Bicycle and Pedestrian Plan (1995) (*Currently being updated*)
 - This plan does not propose specific projects, but offers the general principles and policies that ODOT follows to provide bikeways and walkways along state highways. It also provides the framework for cooperation between ODOT and local jurisdictions, and offers guidance to cities and counties for developing local bicycle and pedestrian plans. Section One (policy and action plan) contains background information, such as the importance of bicycling and walking, legal mandates and current conditions. This is followed by the goals, actions and implementation strategies ODOT proposes to improve bicycle and pedestrian transportation. Section Two (bikeway and walking planning, design, maintenance, and safety) will assist ODOT, cities and counties in designing, constructing and maintaining pedestrian and bicycle facilities.
 - Projects on or across State highways (e.g. OR 39, US 97) will need to be coordinated with ODOT and be consistent with this plan.
 - Oregon Bicycle and Pedestrian Design Guide (2011)
 - Appendix L of the Oregon Highway Design Manual outlines the design standards and recommendations for use on Oregon highways. ODOT encourages local agencies to use the dimensions and designs recommended in this plan, but it is recognized that local standards may exceed ODOT standards. When ODOT is constructing a bikeway or walkway in collaboration with a local jurisdiction, the more appropriate of the two designs should be used, based on the context.
 - Bicycle and pedestrian facilities on State highways must meet the design standards outlined in this document.
 - Statewide Planning Goal #12 (Transportation)
 - This goal is to provide and encourage a safe, convenient and economic transportation system. It requires that a transportation plan, amongst other things,
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consider all modes of transportation including mass transit, air, water, pipeline, rail, highway, bicycle and pedestrian.

- Statewide goals help guide local comprehensive planning as required by state law.
 - Transportation Planning Rule
 - Oregon Administrative Rule (OAR) 660-012-0045 (Implementation of the Transportation System Plan)
 - This rule requires each local government to amend its land use regulations to implement the TSP. It also requires local governments to adopt land use or subdivision ordinance regulations that provide for safe and convenient bicycle, pedestrian and vehicular circulation. Local governments are to ensure that new development provides on-site streets and access ways that provide reasonably direct routes for pedestrian and bicycle travel in areas where pedestrian and bicycle travel is likely if connections are provided, and which avoids wherever possible levels of automobile traffic which might interfere with or discourage pedestrian or bicycle travel.
 - OAR 660-12-0060
 - This rule states that 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 certain measures, unless the amendment is allowed under certain provisions of this rule.
 - The Transportation Planning Rule implements Statewide Planning Goal #12 and provides rulemaking regarding the required Transportation System Plans.
 - Statewide Transportation Improvement Program (STIP) (2015-2018)
 - The Pedestrian and Bicycle Grant Program ended as a stand-alone solicitation process in 2012 when the Oregon Transportation Commission (OTC) and ODOT changed how the STIP is developed. The STIP is now divided into two broad categories: Fix-It and Enhance. The Enhance category will fund activities that enhance, expand, or improve the transportation system. The Fix-It category will fund activities that fix or preserve the transportation system. The Final 2015-2018 STIP was released in May 2015. It funding for the construction of a portion of the Lake Ewauna Trail from Klamath Avenue to Spring Street, the Geo Trail, and sidewalk improvements on two sections of OR 39.
 - The STIP identifies funding for, and scheduling of, transportation improvement projects and programs. Bicycle and pedestrian improvements receiving federal funds must be identified in the STIP.
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LOCAL DOCUMENTS

- Klamath County Comprehensive Plan (2010)
 - An objective in the Recreation section states that the development of bicycle pathways and trails should be promoted. A policy related to that goal states the County will communicate and cooperate with government agencies to protect existing recreational trails and promote additional trails.
 - An objective in the Land Use section states that potential trails will be evaluated by agencies and adhere to OAR 660-16-000 criteria.
 - Objectives in the Transportation section state that development should occur in such a manner as to encourage and facilitate alternative modes of transportation, such as public transit and bicycling. Specific policies state that in evaluating the transportation system, the County will support proposals that protect the quality of neighborhoods and the community. Also, a policy states that the County will encourage local government agencies to improve the safety of pedestrian and bicycle transportation.
 - The comprehensive plan provides a long-term vision for the County and develops policies to help implement that vision. Bicycle and trail facility improvements should be consistent with this plan.
 - Klamath Falls Urban Area Transportation System Plan (TSP) (2012)
 - The Urban Area TSP includes both the City of Klamath Falls and the portion of Klamath County within the Klamath Falls Urban Growth Boundary. It sets transportation goals and policies for the City.
 - The TSP recognizes that bicycle and pedestrian facilities serve a variety of trips. It also mentions that bike lanes are scattered and limited throughout the urban area.
 - The plan recognizes the following opportunities for bicycle connections:
 - Evaluate the feasibility and cost of installing bicycle facilities on arterials and collectors, starting with the highest traveled arterials.
 - If retrofitting is feasible, explore the advantages and disadvantages of striping actual lanes versus using bicycle symbols.
 - The TSP includes six pedestrian and three bicycle projects, all of which are high priorities. These projects are shown in Attachment A. An updated inventory of the pedestrian and bicycle facilities is shown in Attachment B.
 - The TSP identifies and addresses key issues relating to transportation within the UGB. The TSP should be the starting point to identify and validate future bicycle and trail improvements.
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- Klamath County Transportation System Plan (TSP)(2010)
 - In the Balanced Transportation System section, the TSP recognizes the need for safe, attractive, and efficient pedestrian and bicycle facilities. These facilities should be in appropriate locations and be designed for safety, security, maintainability and affordability.
 - The County recognizes Klamath County Bike and Pedestrian Trails Advisory Committee as the group that coordinates bicycle advocacy issues. Additional bicycle advocates include the cities active bike club, the Klamath Freewheelers, and the local Rails-to-Trails chapter.
 - The County TSP does not include any bicycle or pedestrian projects in the Klamath Falls UGB.
- City Park and Recreation Master Plan (2000)
 - One of the objectives is to provide a variety of enjoyable hiking, biking and riding experiences throughout the city. This objective recommends routing trails over public lands whenever possible, and considers the use of private property. It advises the use of trail fencing in neighborhoods to avoid trespassing or infringement from trail riders. Additional policies advise enforcement of trail systems to encourage proper and safe use of the trails.
 - This plan identifies specific recommendations for a trail system in Klamath Falls, included in Attachment A at the end of this memorandum. These recommendations will be considered as part of this Trail plan.
- Urban Growth Boundary (UGB)
 - Housing tracts and other types of urban development are not allowed to occur beyond the UGB. The Trail plan should focus on improvements within the UGB or within expected amendments.
- County and City zoning and related ordinances
 - When developing the Trail Plan, transportation system improvements should not be in conflict with adjacent land uses or zoning ordinances.

DESIGN STANDARDS

The cross-sectional design standards from local, State, and Federal guiding documents, as well as the recommended design standards from ASHTO were reviewed to establish baseline information. Standards are generally consistent across jurisdictions, as shown in Table 2 below.

Table 2 Design Standards Comparison

Design Feature	City of Klamath Falls Engineering Standards	Klamath County Land Development Code	Oregon Bicycle and Pedestrian Design Guide	PROWAG	AASHTO
Sidewalk Width	5'-8' ¹	5'	5'	4-5' ²	4'-8' ³
Bicycle Lane Width	6'	6'	6'	N/A	4'-7' ⁴
Shared-use Path Width	10'	N/A	10'-12'	4-5'	8'-14' ⁴

¹Varies depending on functional classification of adjacent roadway and surrounding land-use context

²4 feet of clear width is required on all pedestrian access routes, but 5' is preferred. If 5' is not provided, then passing zones of at least 5'x5' must be provided

³From *A Policy on Geometric Design of Highways and Streets*, 6th Edition (2011).

⁴From *Guide for the Development of Bicycle Facilities*, 4th Edition (2012).

In addition to these cross-section widths, there are standards related to grade, curb ramps, and other features. These standards ensure accessibility for all users and are laid out by current Federal guidance on ADA requirements. It is generally recommended that all new facilities be designed to meet the guidelines laid out in PROWAG.

SUMMARY

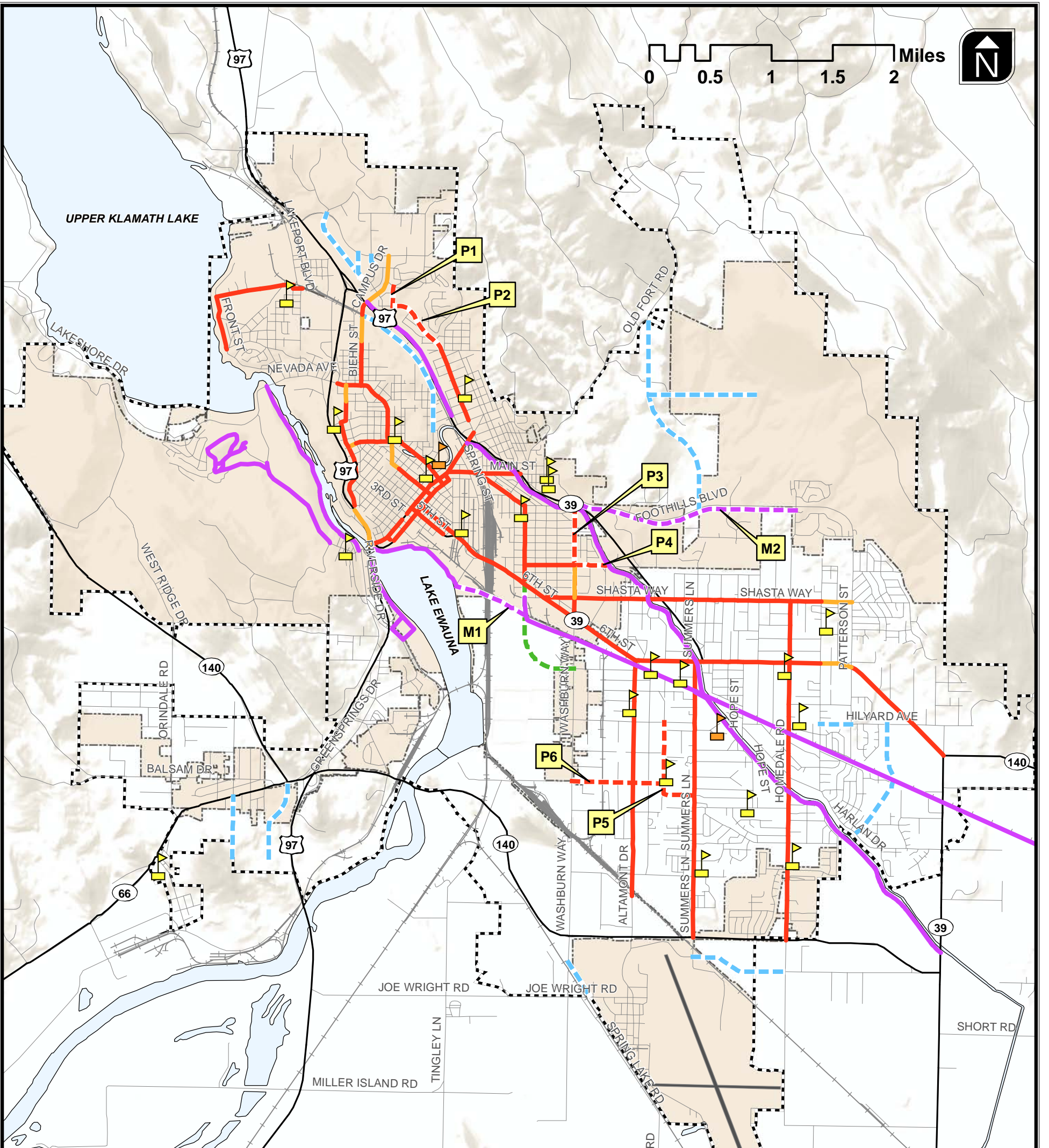
Based on the document review, key bicycle or trail gaps and deficiencies (needs) in Klamath Falls were identified, as well as planned projects. The key needs already identified are summarized below, while the specific proposed projects are included in Attachment A to this memo containing excerpts from the Urban Area TSP and the Parks and Recreation Master Plan.

- Key needs/deficiencies already identified:
 - Promotion of bicycles pathways and trails (Comp Plan)
 - Better connectivity for bicycle/pedestrian facilities are needed throughout the city. (TSP, Park & Rec Plan)
 - Bike lanes are currently limited and scattered throughout the urban area (TSP)
 - Stripping bike lanes verse using bicycle symbols (TSP)

NEXT STEPS

Moving forward with the development of the Urban Trail Master Plan, this memorandum will be referenced for information on relevant policies and planned projects.

Attachment A Projects Identified in Other Plans



Legend			
	Sidewalks on Both Sides of Street		High Schools
	Sidewalk on One Side of Street		Elementry and Junior High Schools
	Planned Sidewalk Project		UGB
	Multi-Use Path - Motorized Vehicles Prohibited		City Limits
	Planned Multi-Use Path Project		
	New Arterial		
	New Collector		

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Pedestrian Network Map

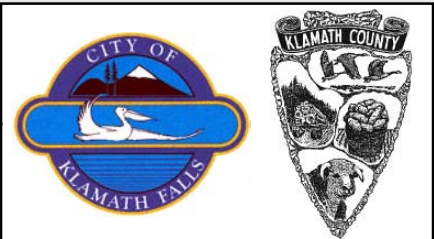
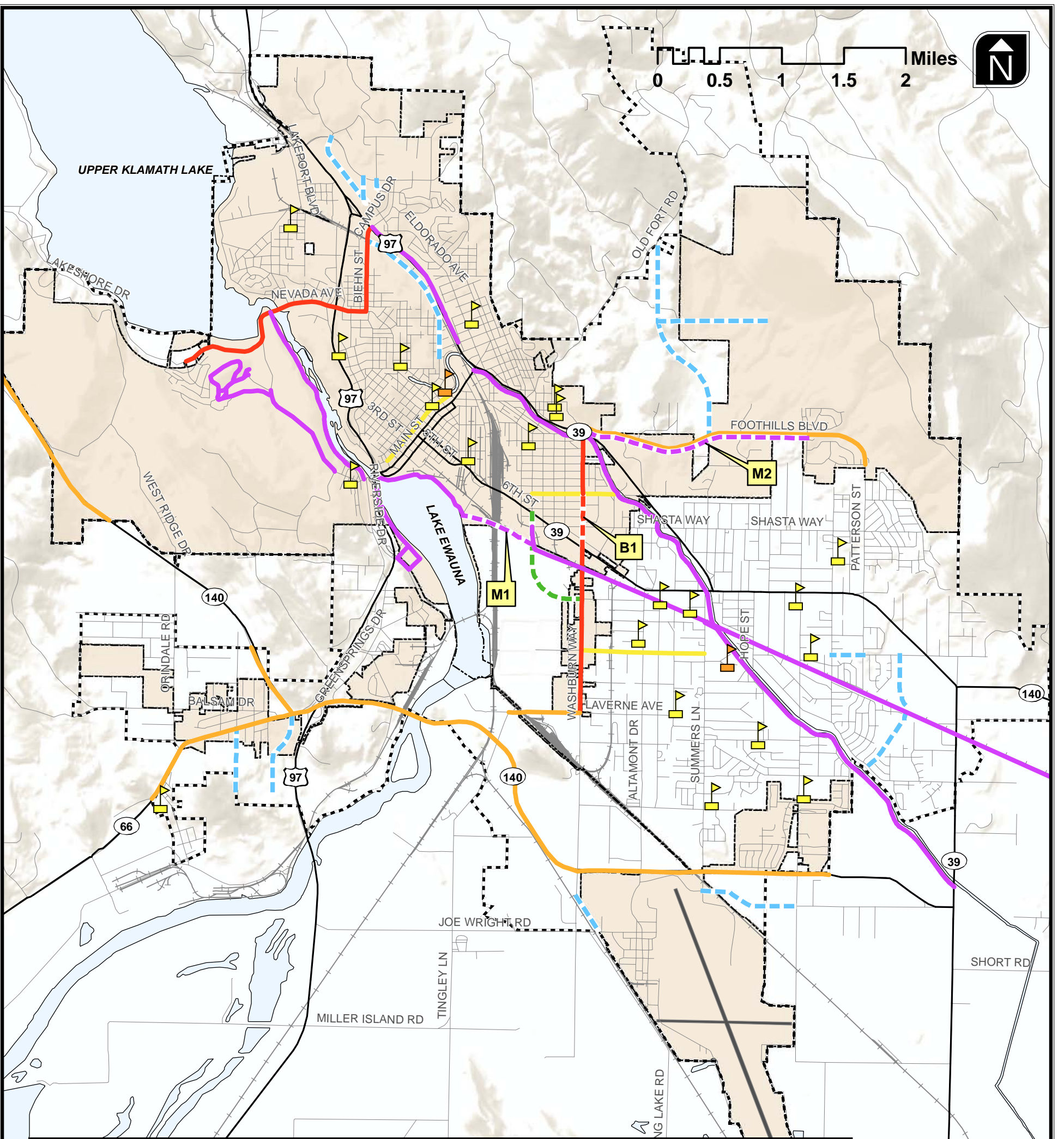


Figure 5-1

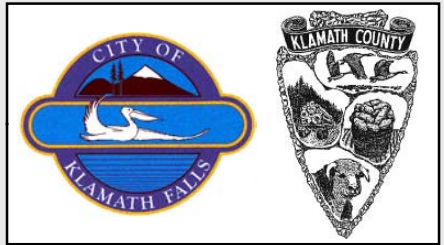


Legend

	Street with Bicycle Lane		High Schools
	Roads with 4' Paved Shoulders		Elementry and Junior High Schools
	Shared Lane Facility		UGB
	Planned Bicycle Projects		City Limits
	Multi-Use Path - Motorized Vehicles Prohibited		
	Planned Multi-Use Path Project		
	New Arterial		
	New Collector		

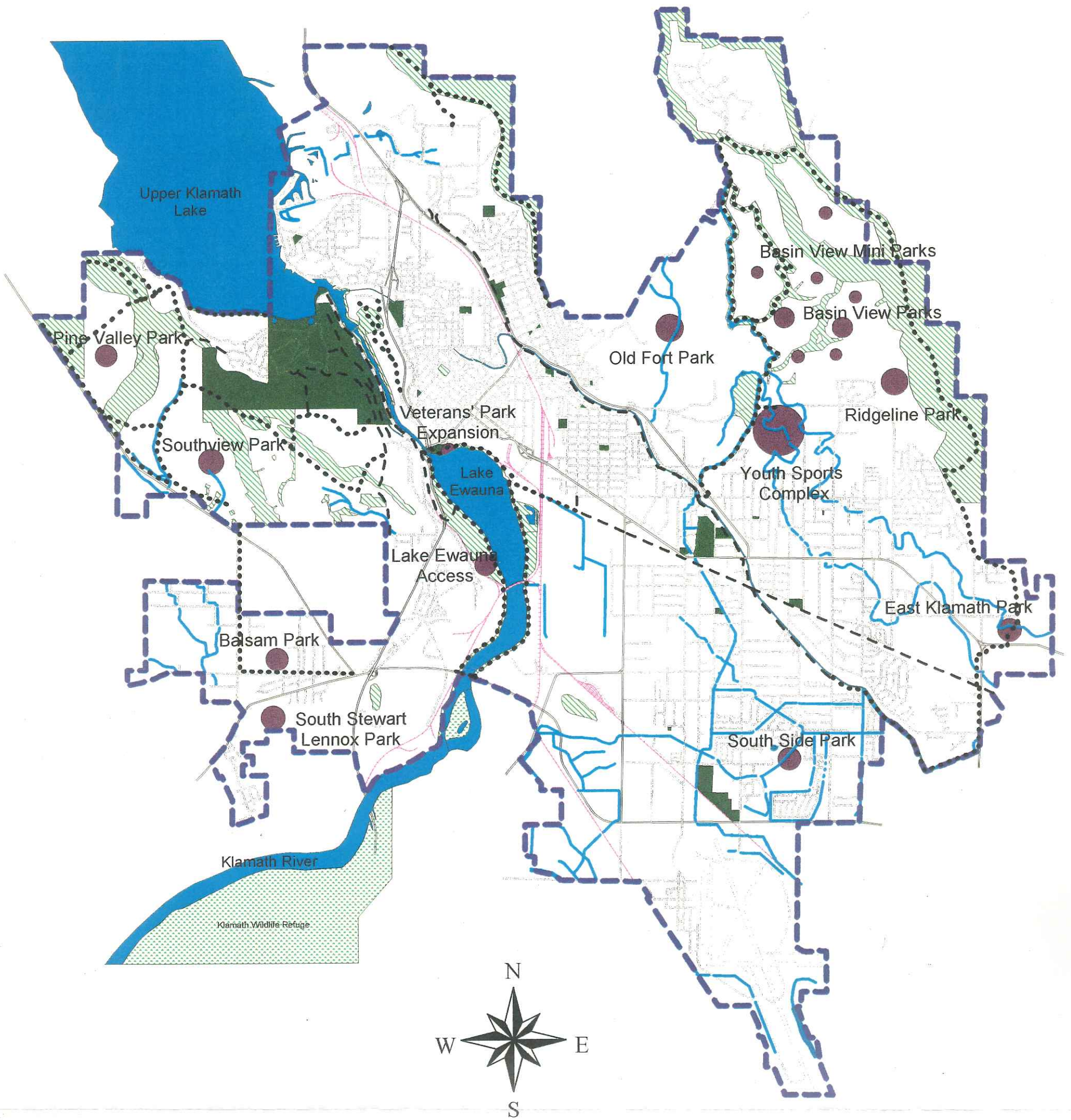
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Bicycle Network Map



**Figure
6-1**

Facility Plan



 Urban Growth Boundary

 Existing Parks

 Wildlife Refuge

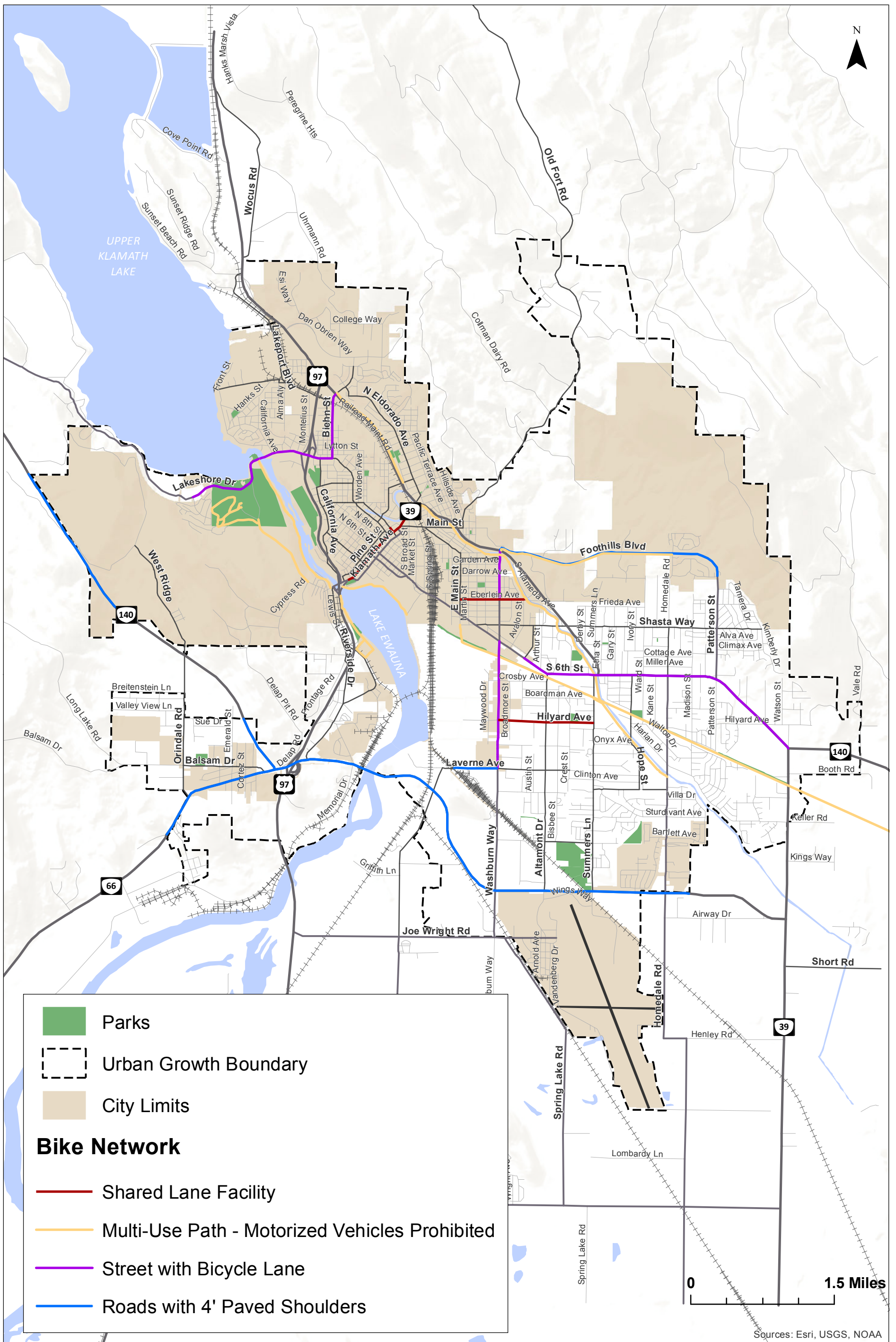
 Proposed Parks

 Existing Trails

 Proposed Open Space

 Proposed Trails

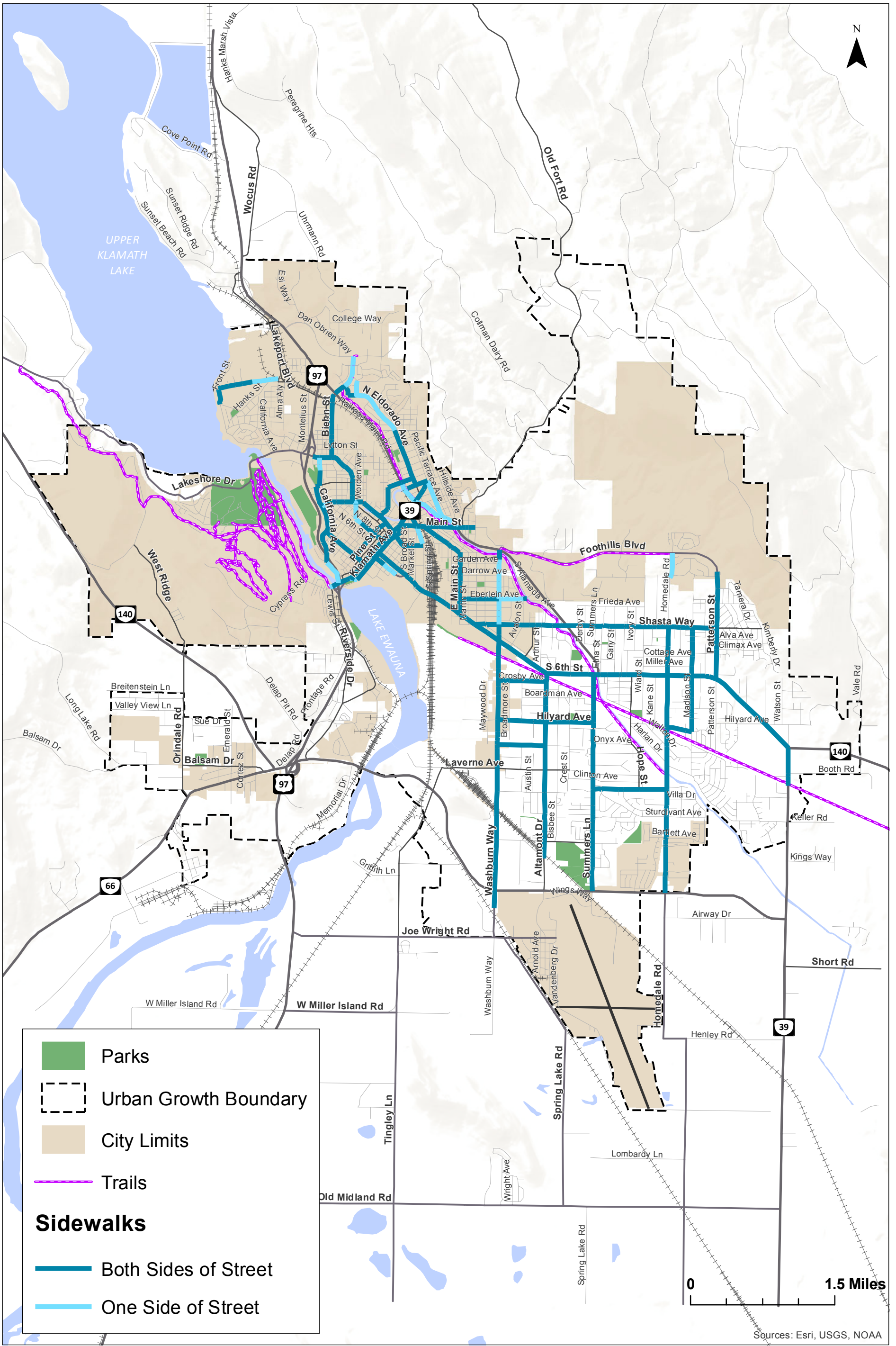
Attachment B Existing Pedestrian and Bicycle Facilities



**Bicycle Network Map
Klamath Falls, Oregon**

**Figure
B1**

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**Pedestrian Network Map
Klamath Falls, Oregon**

**Figure
B2**