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MEMORANDUM

## Technical Memorandum #2: TSP Goals, Objectives, and Evaluation Criteria

### Waldport Transportation System Plan Update

DATE December 28, 2018  
TO Larry Lewis, City of Waldport  
David Hilton, Oregon Department of Transportation  
FROM Darci Rudzinski, Clinton "CJ" Doxsee, Emma Porricolo Angelo Planning Group  
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#### **PURPOSE AND INTRODUCTION**

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This memorandum presents the goals, objectives and evaluation criteria that will be used to guide development of the Waldport Transportation System Plan (TSP) update. The goals and objectives will help ensure key issues are addressed within this process. The evaluation criteria associated with the goals and objectives will be used to identify "preferred alternatives," which will comprise the list of recommended projects and associated policy, code amendments, and funding actions in the TSP.

This document is organized into three sections:

- Background - An overview of the goals and objectives from the current TSP and key transportation issues and changes in Waldport since its adoption in 1999 and amendments in 2010.
- Goals and Objectives - Desired project outcomes and transportation needs that support the land use and growth vision for Waldport. Proposed goals for the TSP update were developed based on the current TSP, the City's Comprehensive Plan, and City and ODOT input. Objectives outline the discrete elements that, taken as a whole, support and promote the goals.
- Evaluation Criteria - Establishes a method for evaluating future alternatives and policies that move in the direction of achieving the identified plan goals and objectives.

This document will be reviewed by City of Waldport and Oregon Department of Transportation (ODOT) staff, members of the Project Advisory Committee (PAC), and the general public. Their input will be used to revise the draft goals, objectives, and evaluation criteria for the TSP update.

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## BACKGROUND

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The current TSP provides the City, as well as ODOT, with guidance for planning, operating, funding, and improving a multimodal transportation system. The updated TSP will focus on priority projects, policies, and programs for the next 20 years, as well as provide a vision for longer term projects that could be implemented should funding become available. The TSP is intended to be flexible to respond to changing community needs and revenue sources over the planning horizon. The TSP update process is intended to build consensus among the City, its residents, and ODOT on the transportation needs and priority projects for the City, allowing local citizens to identify and prioritize projects that are carried forward for funding from state and federal agencies.

In the current TSP the goals and policies are listed in the Transportation Policies and Implementing Strategies section, directly after the introduction. This chapter explains how the goals and policies are intended to assist in the implementation of the TSP, further meeting the State Transportation Planning Rule (TPR) requirements. The goals and policies from the current TSP<sup>1</sup> are provided as Attachment A. The policies found in the TSP are almost identical to those found in Chapter XII, Transportation, of the City's Comprehensive Plan.

Many of the aspirations imbedded in the current TSP's goals and objectives remain relevant and can continue to provide guidance in the update process. This memorandum considers how City transportation goals and objectives can be refreshed and expanded to reflect over a decade of "best practices" in the transportation planning field, State transportation system planning guidance, and current City conditions. Since 2010 there have been changes in Waldport that will be considered in this TSP update, including adoption of several state, regional, and local planning documents that influence planning in the City, and changes in population and employment growth, development patterns, and traffic volumes.

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## GOALS AND OBJECTIVES

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The proposed TSP goals and objectives presented in this memorandum are based on an evaluation of the goals and policies in the current TSP<sup>1</sup> and on information provided in the recently adopted ODOT TSP guidelines.<sup>2</sup> The City's current transportation policy foundation includes one (1) goal and fourteen (14) policies, found in Attachment A. These adopted policies informed the proposed goals and objectives for the TSP update; existing policy references are listed under each proposed goal. The overall guiding principle of the planning process is to update the TSP to provide and encourage a safe, convenient, and economical transportation system. To achieve this guiding principle, the following plan goals have been developed:

- Goal 1. Communication, Collaboration, and Coordination
- Goal 2. Access and Connectivity
- Goal 3. Mobility

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<sup>1</sup> The current TSP is the amended TSP update adopted in 2010 with the Comprehensive Plan updates. The original TSP was adopted in 1999.

<sup>2</sup> <https://www.oregon.gov/ODOT/Planning/TSP-Guidelines/Pages/default.aspx>

- Goal 4. Safety and Preparedness
- Goal 5. Livability, Health, and Recreation
- Goal 6. Environmental Resources
- Goal 7. Strategic Investment and Economic Vitality

## Proposed TSP Goals and Objectives

The proposed TSP goals and objectives presented below replace the current TSP goal.

### Goal 1. Communication, Collaboration and Coordination

Develop a transportation system that is consistent with the City's adopted comprehensive plan, Yaquina John Point Land Use and Transportation Plan, and Parks Master Plan and the adopted plans of Lincoln County, state, regional, and neighboring jurisdictions.

#### Objectives:

- 1.1 Ensure consistency with state, regional, and local planning rules, regulations, and standards.
- 1.2 Coordinate land use, financial, and environmental planning to prioritize strategic transportation investments.
- 1.3 Coordinate land use and transportation decisions to efficiently use public infrastructure investments to:
  - a. Maintain the mobility and safety of the roadway system
  - b. Foster efficient development patterns
  - c. Encourage the availability and use of transportation options such as biking, walking and taking transit
  - d. Plan for efficient and safe emergency response and evacuation needs

*2010 TSP Policy Reference: Policy 1, 3, 4, and 5*

### Goal 2. Access and Connectivity

Provide a transportation system that ensures a convenient and accessible network for all modes of travel, including walking, biking, using transit, water trails and driving.

#### Objectives:

- 2.1 Ensure adequate access to essential destinations throughout Waldport, including facilities and services in the uplands and lowlands.
- 2.2 Support off roadway walkways and bikeways that connect communities, provide options for non-motorized travel, and promote and support walking and biking tourism.
- 2.3 Ensure American Disability Act (ADA) compliance for new transportation facility infrastructure and upgrade existing transportation facilities, when feasible.

2.4 Ensure efficient freight movement on identified freight routes.

2.5 Support the establishment of designated water trails.

*2010 TSP Policy Reference: Policy 7, 10, 11,12, and 13*

### **Goal 3: Mobility**

Provide a multi-modal transportation system that facilitates efficient and reliable travel and will accommodate future growth.

#### Objectives:

- 3.1 Preserve and maintain the existing transportation system in a state of good repair.
- 3.2 Ensure that roadways are designed, constructed, and maintained to an appropriate standard for their expected use, vehicle speeds, and vehicle traffic.
- 3.3 Improve the operational and safety components of roads not meeting width or horizontal or vertical alignment standards.
- 3.4 Develop a program to systematically implement improvements for all modes that enhance mobility at designated high-priority locations.
- 3.5 Balance pedestrian and bicycle needs with freight mobility needs through planning and design guidance and coordination.
- 3.6 Plan for efficient and safe multi-modal transportation routes to new growth areas in the City, focusing in particular in connecting the community uses and new employment and residences in South Waldport to the downtown and rest of the City.

*2010 TSP Policy Reference: Policy 6 and 8*

### **Goal 4. Safety and Preparedness**

Provide a transportation system that ensures safety for all modes and prepares the city to respond and recover from natural hazards.

#### Objectives:

- 4.1 Address existing safety issues at locations with a history of fatal, severe injury, or pedestrian/bicycle--related crashes.
- 4.2 Implement strategies that reduce the potential for future conflicts between travel modes.
- 4.3 Manage access to transportation facilities consistent with their applicable classification to reduce and separate conflicts and provide reasonable access to land uses.
- 4.4 Maintain and enhance lifeline and evacuation routes in coordination with local, regional, state and private entities.
- 4.5 Engage law enforcement, emergency service providers, and public health professionals in transportation planning to increase public safety and security.

- 4.6 Assess options to reduce traffic volumes and speeds near schools, transit stops, and other essential destinations.
- a. Work with the school district and educational institutions to identify and implement circulation and access patterns to and around schools that are safe for pedestrians and bicyclists, as well as people in cars and buses.
  - b. Develop Safe Routes to Schools Plan recommendations.

*2010 TSP Policy Reference: Policy 14*

## **Goal 5. Livability, Health, and Recreation**

Provide a transportation system that preserves a livable community, enhances public health through supporting active transportation, and offers recreational opportunities.

### Objectives:

- 5.1 Provide safe, convenient and direct pedestrian and bicycle facilities and routes to promote health and the physical and social well-being of Waldport residents, to reduce vehicular traffic congestion, to provide transportation and recreational alternatives, and to support multi-modal access to health-supportive goods and services.
- 5.2 Ensure that the transportation system provides equitable multi-modal access for underserved and vulnerable populations to schools, parks, employers, neighborhood commercial centers, health and social services and other essential destinations.
- 5.3 Increase the number of active transportation options available to all members of the community and integrate active transportation options with other modes of travel within the community.
- 5.4 Ensure adequate access for all members of the community to schools, parks, churches, and other essential destinations.
- 5.5 Identify improved multi-modal connections to the Alsea Avenue Open Space site to ensure safe access to and circulation through the area for residents and visitors.
- 5.6 Prioritize solutions that provide safe bicycle and pedestrian access to and within the Lincoln County School District campus and improve vehicular access to the City's elementary, middle, and high schools, as well as the Oregon Coast Community College. Address alternatives and solutions for Crestline Drive improvements to provide access between the school campus, Highway 34, and the upland residential area.

*2010 TSP Policy Reference: None*

## **Goal 6. Environmental Resources**

Provide a transportation system that advances sustainable transportation options and minimizes impacts on the environment and important natural features.

Objectives:

- 6.1 Encourage energy conserving transportation modes.
- 6.2 Avoid or minimize impacts to the scenic, natural, and cultural resources in the City.
- 6.3 Comply with all applicable state and federal noise, air, water, and land quality regulations.
- 6.4 Evaluate and implement, where cost-effective, environmentally friendly materials and design approaches (e.g., water reduction methods to protect waterways, solar infrastructure, impervious materials).

*2010 TSP Policy Reference: Policy 15*

**Goal 7. Strategic Investment and Economic Vitality**

Provide a sustainable transportation system through responsible stewardship of financial resources.

Objectives:

- 7.1 Preserve and protect the function of locally and regionally significant corridors.
- 7.2 Preserve and maintain the existing transportation system assets to extend their useful life.
- 7.3 Identify and maintain stable and diverse revenue sources to meet the need for transportation investments in the City.
- 7.4 Identify new and creative funding sources to leverage high priority transportation projects.
- 7.5 Review and update alternatives for transportation connections to the Waldport Industrial Park and outline the process for new road approvals, acquisitions, funding, design, and construction.

*2010 TSP Policy Reference: Policy 2*

**EVALUATION CRITERIA**

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The evaluation criteria are based on the proposed goals and objectives identified above. A qualitative process using the evaluation criteria will be used to evaluate solutions and prioritize projects developed through the TSP update. The rating method used to evaluate the solutions is described below.

- Most Desirable: The concept addresses the criterion and/or makes substantial improvements in the criteria category. (+2)
- Desirable: The concept addresses the criterion and/or makes improvements in the criteria category. (+1)
- No Effect: The criterion does not apply to the concept or the concept has no influence on the criteria. (0)

- Less Desirable: The concept does not support the intent of and/or negatively impacts the criteria category. (-1)
- Least Desirable: The concept does not support the intent of and/or substantially negatively impacts the criteria category. (-2)

At this level of screening, the criteria will not be weighted; the ratings will be used to inform discussions about the benefits and tradeoffs of each alternative. Table 1 presents the evaluation criteria that will be used to qualitatively evaluate the solutions developed through the TSP update.

**Table 1: Evaluation Criteria**

Objective	Evaluation Criteria	Evaluation Score
<b>Goal 1: Communication, Collaboration, and Coordination</b>		
1.1 Ensure consistency with state, regional, and local planning rules, regulations, and standards.	Project is consistent with state, regional, and local plans	+1-2
	Project is not included in any state, regional, or local plans	0
	Project is not consistent with state, regional, or local plans	-1-2
1.2 Coordinate land use, financial, and environmental planning to prioritize strategic transportation investments.	Project coordinates land use, financial, and/or environmental planning	+1-2
	Project does not require coordination	0
	Project conflicts with land use, financial, and/or environmental planning	-1-2
1.3 Coordinate land use and transportation decisions to efficiently use public infrastructure investments.	Project coordinates land use and transportation decisions	+1-2
	Project does not require coordination between land use and transportation	0
	Project creates conflicts with land use and transportation decisions	-1-2
<b>Goal 2: Access and Connectivity</b>		
2.1 Ensure adequate access to essential destinations throughout Waldport, including transit facilities and services.	Project ensures adequate access to essential destinations	+1-2
	Project does not involve access to essential destinations	0
	Project limits access to essential destinations	-1-2
2.2 Support off roadway walkways and bikeways that connect communities, provide options for non-motorized travel, and promote and support walking and biking tourism.	Project supports off-roadway walkways and bikeways	+1-2
	Project does not involve off-roadway walkways or bikeways	0
	Project limits potential for off-roadway walkways and bikeways	-1-2
2.3 Ensure ADA compliance for new transportation facility infrastructure and upgrade existing transportation facilities, when feasible.	Project ensures ADA compliance for new and improved infrastructure	+1-2
	Project does not involve ADA compliance	0
	Project limits ADA compliance for new and improved infrastructure	-1-2
2.4 Ensure efficient freight movement on identified freight routes.	Project ensures efficient freight movement on identified routes	+1-2
	Project does not involve freight movement or identified freight routes	0
	Project limits freight movement on identified freight routes	-1-2
2.5 Support the establishment of designated water trails.	Project supports designated water trails	+1-2
	Project does not involve water trails	0
	Project limits potential for designated water trails	-1-2
<b>Goal 3: Mobility</b>		
3.1 Preserve and maintain the existing transportation system in a state of good repair.	Project preserves and maintain the existing transportation system	+1-2
	Project does not impact the existing transportation system	0
	Project degrades the existing transportation system	-1-2
3.2 Ensure that roadways are designed, constructed, and maintained to an appropriate standard for their expected use.	Project applies appropriate standard for intended use	+1-2
	Project does not involve appropriate standards	0
	Project does not meet appropriate standards for intended use	-1-2

Objective	Evaluation Criteria	Evaluation Score
3.3 Improve the operational and safety components of roads not meeting width or horizontal or vertical alignment standards.	Project improves the operation and/or safety of roads not meeting standards	+1-2
	Project does not impact the operation or safety of roads	0
	Project degrades the operation and/or safety of roads not meeting standards	-1-2
3.4 Develop a program to systematically implement improvements for all modes that enhance mobility at designated high-priority locations.	Project helps systematically implement improvements	+1-2
	Project does not involve improvements	0
	Project limits the systematic implementation of improvements	-1-2
3.5 Balance pedestrian and bicycle needs with freight mobility needs through planning and design guidance and coordination.	Project balances pedestrian and bicycle needs with freight needs	+1-2
	Project does not involve pedestrian, bicycle, or freight improvements	0
	Project creates potential conflicts between pedestrian, bicycle and freight	-1-2
3.6 Plan for efficient and safe multi-modal transportation routes to new growth areas	Project provides efficient and safe multimodal transportation route to new growth areas	+1-2
	Project does not involve transportation routes	0
	Project reduces efficiency and safety of existing or planned multi-modal transportation routes to new growth area	-1-2
<b>Goal 4: Safety and Preparedness</b>		
4.1 Address existing safety issues at locations with a history of fatal, severe injury, or pedestrian/bicycle-related crashes.	Project addresses an existing safety issue	+1-2
	Project does not address an existing safety issue	0
	Project increases potential for safety issues	-1-2
4.2 Implement strategies that reduce the potential for future conflicts between travel modes.	Project reduces potential for future conflicts between travel modes	+1-2
	Project does not impact potential for future conflicts between travel modes	0
	Project increases potential for future conflicts between travel modes	-1-2
4.3 Manage access to transportation facilities consistent with their applicable classification to reduce and separate conflicts and provide reasonable access to land uses.	Project helps manage access to transportation facilities	+1-2
	Project does not address access to transportation facilities	0
	Project provides access inconsistent with its applicable classification	-1-2
4.4 Maintain and enhance lifeline and evacuation routes in coordination with local, regional, state and private entities	Project maintains and enhances lifeline and evacuation routes	+1-2
	Project does not involve lifeline or evacuation routes	0
	Project degrades lifeline or evacuation routes	-1-2
4.5 Engage law enforcement, emergency service providers, and public health professionals in transportation planning to increase public safety and security	Project is supported by law enforcement, emergency service providers, and public health professionals	+1-2
	Project does not impact public safety and security	0
	Project is not supported by law enforcement, emergency service providers and public health professionals	-1-2
4.6 Assess options to reduce traffic volumes and speeds near schools, transit stops, and other essential destinations	Project reduces traffic volumes or speeds near schools, transit stops or other essential destinations	+1-2
	Project does not impact traffic volumes or speeds near schools, transit stops or other essential destinations	0
	Project increases traffic volumes or speeds near schools, transit stops or other essential destinations	-1-2
<b>Goal 4: Livability, Health, and Recreation</b>		
5.1 Provide safe, convenient and direct pedestrian and bicycle facilities and routes to promote health and the physical and social well-being of Waldport residents.	Project provides safe, convenient, and direct pedestrian or bicycle facilities or routes	+1-2
	Project does not involve pedestrian or bicycle facilities or routes	0
	Project limits safe, convenient, and direct pedestrian or bicycle facilities or routes	-1-2
5.2 Ensure that the transportation system provides equitable multi-modal access	Project improves multi-modal access for underserved and vulnerable populations	+1-2



Objective	Evaluation Criteria	Evaluation Score
for underserved and vulnerable populations to schools, parks, employers, neighborhood commercial centers, health and social services and other essential destinations.	Project does not involve underserved and vulnerable populations	0
	Project limits multi-modal access for underserved and vulnerable populations	-1-2
5.3 Increase the number of active transportation options available to all members of the community and integrate active transportation options with other modes of travel within the community.	Project increases the number of active transportation options available to all members of the community	+1-2
	Project does not impact the number of active transportation options available to all members of the community	0
	Project decreases the number of active transportation options available to all members of the community	-1-2
5.4 Ensure adequate access for all members of the community to schools, parks, churches, and other essential destinations.	Project ensures adequate access to schools, parks, churches, and other essential destinations	+1-2
	Project does not involve access to schools, parks, churches, and other essential destinations	0
	Project limits access to schools, parks, churches, and other essential destinations	-1-2
5.5 Identify improved multi-modal connections to the Alsea Avenue Open Space.	Project improves multi-modal connection to the Alsea Avenue Open Space	+1-2
	Project does not involve access to Alsea Avenue Open Space	0
	Project limits multimodal connections to the Alsea Avenue Open Space	-1-2
5.6 Prioritize solutions that improve multi-modal access to local schools.	Project improves multimodal access to local schools	+1-2
	Project does not involve access to local schools	0
	Project limits multi-modal access to local schools	-1-2
<b>Goal 6. Environmental Resources</b>		
6.1 Encourage energy conserving transportation modes.	Project encourages energy conserving transportation modes	+1-2
	Project does not involve energy conserving transportation modes	0
	Project discourages energy conserving transportation modes	-1-2
6.2 Avoid or minimize impacts to the scenic, natural, and cultural resources in the City.	Project avoids or minimize impacts to scenic, natural, and cultural resources	+1-2
	Project does not involve scenic, natural, and cultural resources	0
	Project impacts scenic, natural, and cultural resources	-1-2
6.3 Comply with all applicable state and federal noise, air, water, and land quality regulations.	Project complies with all applicable state and federal regulations	+1-2
	Project does not involve applicable state or federal regulations	0
	Project defies applicable state and federal regulations	-1-2
6.4 Evaluate and implement, where cost-effective, environmentally friendly materials and design approaches.	Project incorporates environmentally friendly materials	+1-2
	Project does not incorporate environmentally friendly materials	0
	Project cannot incorporate environmentally friendly materials	-1-2
<b>Goal 7. Strategic Investment and Economic Vitality</b>		
7.1 Preserve and protect the function of locally and regionally significant corridors	Project preserves and protects the function of locally and regionally significant corridors	+1-2
	Project does not impact the function of locally and regionally significant corridors	0
	Project degrades the function of locally and regionally significant corridors	-1-2
7.2 Preserve and maintain the existing transportation system assets to extend their useful life	Project preserves and maintain the existing transportation system	+1-2
	Project does not impact the existing transportation system	0
	Project degrades the existing transportation system	-1-2
7.3 Identify and maintain stable and diverse revenue sources to meet the	Project can be funded through existing funding sources	+1-2
	Project does not require funding	0

Objective	Evaluation Criteria	Evaluation Score
need for transportation investments in the County	Project cannot be funded through existing funding sources	-1-2
7.4 Identify new and creative funding sources to leverage high priority transportation projects	Project is eligible for new and/or creative funding	+1-2
	Project does not require funding	0
	Project is not eligible for new and/or creative funding	-1-2
7.5 Review and update alternatives for transportation connections to the Waldport Industrial Park	Project creates new connection to Waldport Industrial Park	+1-2
	Project does not involve a new connection to Waldport Industrial Park	0
	Project limits potential for new connection to Waldport Industrial Park	-1-2

## ATTACHMENT A

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### XII. TRANSPORTATION

#### Goal

Achieve an efficient, safe, convenient and economically viable transportation system. The system includes streets, public transit, bicycle, and pedestrian facilities.

#### Policies

1. **City Plans.** The City of Waldport has adopted a Waldport Transportation System Plan and Waldport Parks Master Plan which are herein incorporated into the Waldport Comprehensive Plan. A primary objective of the Transportation System Plan is to provide for street connectivity, bicycle and pedestrian needs; decrease dependence on the private automobile; and provide pleasing transportation routes which promote safety by reducing conflicts between pedestrian/bicycles and automobiles. The Parks Master Plan includes proposed trail corridors as well as trail and pathway standards.
2. **Improvements to Existing Transportation Facilities.** The City of Waldport shall continue to make improvements to existing transportation facilities that are unsafe and/or inadequate.
3. **Oregon Department of Transportation (ODOT).** The City of Waldport shall collaborate with ODOT to identify and implement transportation improvements to Highway 101 (Pacific Coast Highway) and Highway 34 (Alsea Highway).
4. **Lincoln County.** The City of Waldport shall collaborate with Lincoln County to identify and implement transportation improvements to Crestline Drive south of Range Drive.
5. **New Collector Street.** With future development the City of Waldport shall consider new or improved east-west oriented collector streets, i.e. south of Range Drive connecting Highway 101 to Crestline Drive.
6. **Transportation Connectivity.** The City of Waldport encourages future development to provide public street and bicycle/pedestrian connections to existing transportation facilities and adjacent properties. The City of Waldport encourages community connectivity through development of public streets and bicycle/pedestrian facilities. The City discourages gated communities when connectivity is needed between destinations, neighborhoods, and other public places.
7. **Street Standards.** All new and reconstructed streets shall be constructed to City of Waldport street standards.
8. **Access Management.** The City of Waldport shall require new development to minimize direct access points onto arterials and collectors by encouraging the new local streets that access arterials and collectors, and by encouraging the utilization of common driveways.
9. **Pedestrian/Bicycle System.** The City of Waldport shall be supportive of a connected pedestrian/bicycle system throughout Waldport and the surrounding area.

10. **Public Pedestrian/Bicycle Access.** The City of Waldport shall improve and increase public pedestrian and bicycle access to the bay and ocean beaches and other natural resource areas where practicable; and require future development to provide public pedestrian/bicycle access to natural resources and adjacent properties.
11. **Public Transit.** The City of Waldport is supportive of increased public transit service throughout Waldport and between Waldport and other cities.
12. **Water Trails.** The City of Waldport supports the Port of Alsea in the establishment of designated water trails.
13. **Critical Facilities.** The City of Waldport shall collaborate with other agencies to locate critical facilities, e.g. fire stations, schools, clinics, and water rescue in safe and accessible locations.
14. **Energy Conservation.** The City of Waldport encourages energy conserving transportation modes.