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DRAFT TECHNICAL MEMORANDUM #2

Lake County Transportation System Plan Update

Plan Goals, Objectives, and Evaluation Criteria

Date: July 6, 2015 Project #: 18547
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Devin Hearing, ODOT Region 4
From: Matt Kittelson, PE & Matt Hughart, AICP

This memorandum documents the guiding principles, goals, objectives, and evaluation criteria for the Lake County Transportation System Plan (TSP) update. The goals and objectives will guide the TSP update process to ensure key issues are addressed within this process.

This document is organized into three sections:

- Background – An overview of the goals and objectives from the 2002 Lake County TSP. Key transportation issues and changes that have occurred in Lake County since the adoption of the current TSP.
- Goals and Objectives - Desired project outcomes and transportation needs that support the land use and growth vision for Lake County. Plan goals for the Updated TSP were developed based on the prior TSP, the County's 1989 Comprehensive Plan, and County 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 the transportation alternatives and policies that will be developed to achieve the identified plan goals and objectives.

This document was developed with input from the County and State, and it will be refined to incorporate feedback from the Project Advisory Committee members who represent the communities and other local interests.

BACKGROUND

TSPs provide jurisdictions with guidance for managing, operating, and improving their multimodal transportation system. The TSP focuses on priority projects, policies, and programs for a 20-year period, and provides 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 next 20 years with the intent that it will be continuously monitored and updated on an as-needed basis. The TSP builds consensus among Cities, the County, and ODOT on the

transportation needs and priority projects, allowing the local citizens to inform projects that are carried forward for funding from state and federal agencies.

2002 Lake County TSP

The existing 2002 Lake County TSP focused on goal compliance, mobility, safety, and economic development as outlined in the following goals:

- Goal 1 - Comply with the Transportation Planning Rule.
- Goal 2 - Preserve the function, capacity, level of service, and safety of the state highways by identifying and addressing transportation needs relevant to the planning area and scale of the transportation network.
- Goal 3 - Improve and enhance safety and traffic circulation and preserve the level of service on the local street system.
- Goal 4 - Identify the 20-year roadway system needs to accommodate developing or underdeveloped areas within Lake County.

The complete goals and objectives of the existing plan are provided as Attachment A.

Since development and adoption of the 2002 TSP, most of the transportation projects outlined within that document have been completed as a result of capital improvements or development. In addition, enough time has passed such that there is a need to update the TSP to ensure compliance with statewide planning goals and objectives. The following information provides context and illustrates the challenges, opportunities, and needs tied to the County's evolving transportation system:

- The capital improvement projects identified in the 2002 TSP have all been completed.
- The TSP Update will include strategies that promote accessibility and connectivity to preserve the local character of the communities, including:
 - Networks that provide safe and more comfortable access for pedestrians and bicyclists to and from residential areas, schools, and local destinations.
 - Balancing freight capacity and community accessibility. The movement of freight is important to the County, as is providing safe, livable, and vibrant transportation corridors. OR 140 west of Lakeview, US 395, and US 20 are all designated as Oregon Highway Plan (OHP) Freight Routes. Freight mobility along these corridors should be balanced with other County goals and objectives.
 - The TSP will revisit the County's roadway design standards specifically related to Paved County Roads and Gravel County Roads.
- Lake County and its communities rely on a large and dispersed transportation system for economic activities and interconnectedness. This system should be consistently reviewed to identify improvement opportunities, such as roadway enhancements, roadway

maintenance, bridge replacements, or other projects would benefit mobility and support opportunities throughout the County.

GUIDING PRINCIPLE AND PLAN GOALS

The overall guiding principle of the TSP Update is to provide and encourage a safe, convenient, efficient, and economic transportation system. To achieve this guiding principle, the following plan goals have been developed:

GOAL 1: MOBILITY AND CONNECTIVITY

Promote a transportation system within the County that links area communities and meets existing/future mobility needs for all travel modes.

Objectives

- Identify the 20-year roadway system needs to accommodate developing or undeveloped areas without straining limited financial resources. Emphasis should be placed on maintenance, operations, management, and service improvements rather than large capital improvements.
- Promote transportation linkages between the dispersed communities of the County by promoting an integrated system of principal highways that move people and goods throughout the County.
- Promote a County road system that facilitates transportation between various areas of the County and between principal highways.
- Promote a local road system that serves as access to commercial and residential areas. The County recognizes that automobiles will continue to be the primary mode of transportation between communities, given the rural and dispersed population centers.
- Preserve the function, operation, capacity, level of service, and safety of state highways and local roads in a manner consistent with adopted State and local plans.
- Update roadway cross section standards that balance the needs of all users and the primary purpose of the roadway.
- Coordinate with the Oregon Department of Transportation and local cities to identify and incorporate priority roadway improvements and maintenance needs.
- Improve traffic circulation within County communities, while maintaining the local character of each community.
- Promote and plan for future industrial, commercial, and residential growth areas.

- Update roadway performance standards to ensure the efficient movement of people, goods, and commodities.
- Update policies and standards that address street connectivity, spacing, and access management.
- Work with the local jurisdictions in establishing right-of-way needed for new roads identified in the TSP.
- Update County access management and roadway cross-section standards for all county roads.

GOAL 2: ECONOMIC DEVELOPMENT

Provide a transportation system that supports existing industry and encourages economic development in the County.

Objectives

- Develop and promote a multi-modal transportation network that supports existing industries and supports economic diversification in the future.
- Identify the 20-year roadway system needs to accommodate developing or undeveloped areas without straining limited financial resources.
- Promote railroad freight service via the Lake County Railroad.
- Prioritize improving and maintaining the key freight routes of US 395 and OR 140 through the County.
- Support truck access to industrial sites, including turn and acceleration/deceleration lanes where appropriate.
- Incorporate applicable findings and recommendations of the Lake County Airport Master Plan.
- Encourage bicycle tourism by promoting and upgrading recreational routes through the County.

GOAL 3: SAFETY

Provide a transportation system that promotes the safety of current and future travel modes for all users.

National and state safety evaluations have evolved from qualitative assessments to quantitative analyses that utilize data to inform priorities. The TSP will apply the latest tools and methods from the Highway Safety Manual to provide an objective and repeatable analysis of all crashes in Lake County.

Objectives

- Promote a transportation system that facilitates the use of state highways for safe and efficient travel but also provides safe, livable, and vibrant multimodal corridors in the County communities.
- Review existing roadways and roadway standards to ensure that they are designed, constructed, and maintained to an appropriate standard for their expected use, vehicle speeds, and vehicle traffic.
- Reduce incidence and severity of motor vehicle crashes.
- Evaluate crash trends from available crash records.
- Provide a transportation system that allows for adequate emergency vehicle access to all land uses.

GOAL 4: MULTIMODAL USERS

Provide a multimodal transportation system that permits the safe and efficient transport of people and goods through active modes.

Objectives

- Promote alternative modes, transit/dial-a-ride service, and rideshare/carpool programs that reduce motorized vehicle trips through community awareness and education.
- Increase the use of alternative modes of transportation (walking, bicycling, rideshare/carpooling, and dial-a-ride transit) through improved access, safety, and service within communities and rural service centers within the County.
- Consider bicycle and pedestrian facility needs during construction of new roads and during upgrades of existing roads.
- Review facilities for compliance with the Americans with Disabilities Act.
- Promote an interconnected network of bicycle, pedestrian, and transit facilities throughout the County and within local communities.
- Examine the need for specific pedestrian crossing locations in community areas.
- Support maintenance of State highways as bicycle routes, with use of local parallel routes as alternative routes where feasible.
- Emphasize shoulder maintenance (surfacing, cleaning, vegetation removal), particularly in the peak summer cycling months.
- Support widening shoulders as for bicycle travel as part of roadway preservation and improvement projects or as separate projects.

- Support the development of regional public transit opportunities.
- Support or encourage paratransit, dial-a-ride service to all residents within the county matched to the availability of financial resources.

GOAL 5: ENVIRONMENT

Provide a transportation system that balances transportation services with the need to protect the environment.

Objectives

- Develop a multi-modal transportation system that avoids reliance upon one form of transportation as well as minimizes energy consumptions and air quality impacts.
- Promote design standards that support acquiring only the minimum roadway width necessary for the roadway, including facilities for all users for the roadway classification, and maintenance to reduce weed infestation and conserve agricultural land.
- Develop and upgrade transportation facilities in such a manner consistent with the adopted Oregon Transportation Plan (OTP), the Oregon Highway Plan (OHP), and the Transportation Planning Rule (TPR), and ensure that valuable soil, water, scenic, historic, and cultural resources are not damaged or impaired.
- Comply with all applicable state and federal noise, air, water, and land quality regulations.

GOAL 6: PLANNING AND FUNDING

Maintain the safety, physical integrity, and function of the County's multi-modal transportation network, consistent with Goal 6 of the OTP. None of the cities in Lake County part of this TSP update contain a population of 2,500 or more; therefore, a transportation financing program is not required as provided in OAR 660-12-0040.

Objectives

- Maintain long-term funding stability for transportation maintenance projects.
- Evaluate new innovative funding sources for transportation improvements.
- Ensure that the existing transportation network is conserved and enhanced through maintenance and preservation.
- Identify areas where refinement plans or interim measures would increase the life of a facility or delay the need for improvements.

- Continue and enhance relationships and improve coordination among Lake County, ODOT, the Federal Highway Administration (FHWA), and local jurisdictions.
 - Cooperate with ODOT in the implementation of the Statewide Transportation Improvement Program (STIP);
 - Encourage the improvement of state highways;
 - Encourage planning coordination between local jurisdictions, the County, and the State by establishing cooperative road improvement programs, funding alternatives, and schedules;
 - Work with the local jurisdictions in establishing the right-of-way needed for new roads identified in the TSP;
 - Leverage federal and state highway funding programs.
 - Encourage citizen involvement in identifying and solving local transportation issues.

EVALUATION CRITERIA

A qualitative process using the six goals and corresponding objectives above will be used to evaluate the policies and alternatives developed during the TSP update process. The policies and alternatives will be qualitatively scored for each criteria based on the following scale:

- Most Desirable: The concept addresses the criterion and/or makes substantial improvements in this criteria category.
- Moderately Desirable: The concept partially addresses the criterion and/or makes some improvements in this criteria category.
- No Effect: The criterion does not apply to the concept or the concept has no influence on the criteria.
- Least Desirable: This concept does not support the intent of and/or negatively impacts the criteria category.

At this level of screening, the qualitative comparison will be used to inform discussions about the benefits and tradeoffs of each alternative.

ATTACHMENTS

Attachment A: 2002 Lake County TSP Goals and Objectives

ATTACHMENT A: 2002 LAKE COUNTY TSP GOALS AND OBJECTIVES

CHAPTER 2: GOALS AND OBJECTIVES

The purpose of the TSP is to provide a guide for Lake County to meet its transportation goals and objectives. The following goals and objectives were developed from information contained in the Lake County Comprehensive Plan, the Town of Lakeview TSP, the South Central Oregon Regional Investment Plan, and public concerns as expressed during public meetings. An overall goal was drawn from the plans, along with more specific goals and objectives. Throughout the planning process, each element of the plan was evaluated against these parameters.

OVERALL TRANSPORTATION GOAL

To provide and encourage a safe, convenient and economic transportation system.

Goal 1

Comply with the Transportation Planning Rule.

Objectives

- A. Identify transportation needs relevant to the planning area and the scale of the transportation network.
- B. Develop a street system plan for a network of arterial, collector, and local roadways.
- C. Develop a pedestrian plan.
- D. Develop a bicycle plan.
- E. Develop a public transportation plan.
- F. Develop air and pipeline plans.
- G. Adopt policies and land use regulations for implementing the Transportation System Plan.
- H. Develop a transportation funding and financing program.

Goal 2

Preserve the function, capacity, level of service, and safety of the state highways by identifying and addressing transportation needs relevant to the planning area and scale of the transportation network.

Objectives

- A. Develop access management standards that will meet the requirements of the Transportation Planning Rule and also consider the needs of the community.
- B. Promote alternative modes of transportation for local trips.
- C. Promote transportation demand management programs (e.g., rideshare and park-and-ride).
- D. Promote transportation system management (e.g., cost-sharing partnerships and off-system improvements).
- E. Continue federal, state, and local efforts to establish long-haul trucking capacity on Highways 140, 395, and 31.
- F. Support coordinated land use and transportation planning for the Highway 140 corridor.

Goal 3

Improve and enhance safety and traffic circulation and preserve the level of service on local street systems.

Objectives

- A. Develop an efficient road network that will maintain a level of service D or better.
- B. Improve and maintain existing roadways.
- C. Ensure planning coordination between the Town of Lakeview, the county, and the state.
- D. Identify local problem spots and recommend solutions.

Goal 4

Identify the 20-year roadway system needs to accommodate developing or undeveloped areas within Lake County.

Objectives

- A. Continue to develop the road system as the principal mode of transportation both for access to and within the county.
- B. Coordinate with the Town of Lakeview in encouraging development of the Industrial Park south of town limits, and the industrial area north of town.
- C. Address the needs of the community and impacts that the placement of the Department of Corrections Work Camp Facility will have on the local transportation system.
- D. Develop street standards that address street width, connectivity, spacing and access management, having first considered safety, use, and economics.
- E. Consider alternative funding sources for future road developments such as System Development Charges.