

TECH MEMO #2: GOALS, OBJECTIVES, AND EVALUATION CRITERIA

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To: Wendy Farley-Campbell, Shirley Gray, Erin Reynolds, Mike Miller, City of Florence
Michael Duncan, Oregon Department of Transportation

From: Russ Doubleday, Matt Bell, and Susan Wright, PE, PMP, Kittelson & Associates, Inc.

Project: City of Florence Transportation System Plan Update

Subject: Final Tech Memo #2: Goals, Objectives, and Evaluation Criteria

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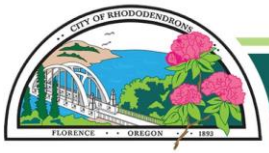
Introduction

This memorandum presents the goals, objectives, and evaluation criteria that will be used to guide development of the Florence Transportation System Plan (TSP) update. The goals and objectives will help ensure key issues are addressed throughout the planning process while the evaluation criteria will be used to select and prioritize preferred transportation system improvements for the TSP. The goals, objectives, and evaluation criteria will also inform recommendations for policy language that will serve as guidance for future land use decision making, such as approval criteria related to zone change and comprehensive plan amendments.

Background

The Florence Realization 2020 Comprehensive Plan, updated in July 2018, includes 13 goals and 34 policies, as listed below. A review of these goals and policies highlight a focus on land use and transportation planning integration, multimodal facilities and access, environmental and cultural recognition, and emergency preparedness. The 2012 Florence TSP created these goals and policies, and they were incorporated into the Comprehensive Plan.

The City's current transportation goals and policies are included in Attachment A.



Proposed Goals and Objectives

The proposed goals and objectives for the Florence TSP update are described below. According to the Comprehensive Plan, goals are statements of intent that outline the type of community and environment that the city seeks. Stated goals may seem unachievable, but goals are meant to indicate a path for ongoing efforts. Also according to the Comprehensive Plan, objectives are more specific targets for achieving goals.¹

The proposed TSP goals and objectives are based on a review of the existing Comprehensive Plan goals and policies and discussions with City staff about the important issues prevalent in the community and transportation system.

GOAL 1: CREATING A SAFE TRANSPORTATION SYSTEM FOR ALL

Prioritize the safe movement for all users and for all modes within the community along city, county, and state roadways. Minimize crashes and fatalities that occur on the transportation network.

- » Objective 1A: Address known safety issues at locations with a history of fatal or severe injury crashes
- » Objective 1B: Provide safe pedestrian crossings on state highways and at additional locations off state highways
- » Objective 1C: Support roadway improvements that provide safe access for all users, regardless of age, ability, or mode of transportation

GOAL 2: BUILDING FACILITIES THAT SUPPORT ECONOMIC DEVELOPMENT & ARE COST-EFFECTIVE

Build transportation facilities that are suited for the community and its continued economic development. Transportation decisions should balance the needs of the summer peak period and the needs of the year-round population, where those may be in conflict.

- » Objective 2A: Provide convenient access for motor vehicles, transit, bicycles and pedestrians to major activity centers
- » Objective 2B: Design streets, bikeways and walkways to meet the needs of pedestrians and cyclists to promote convenient circulation
- » Objective 2C: Provide the efficient movement of goods, services, and people and maintain City minimum vehicular operating standards
- » Objective 2D: Preserve the function of both US 101 and US 126 for regional traffic while building transportation connections between the City and these highways
- » Objective 2E: Minimize negative impacts of vehicular traffic to existing and future neighborhoods, and to developable and developed commercial and industrial sites

¹ While some Comprehensive Plan elements include objectives, as well as goals and policies, Chapter 12: Transportation does not. TSP objectives can be incorporated into the Comprehensive Plan as part of the implementation phase of this project. Existing transportation policies can also be examined for retention or updating at this later project phase.



- » Objective 2F: Balance the City's strong tourism economy with the transportation related impacts from visitors

GOAL 3: MEETING THE WIDE-RANGING TRANSPORTATION NEEDS OF ALL USERS

Build a transportation system that meets the needs of all users in Florence. Invest in non-automotive transportation modes to help people travel within Florence. Connect neighborhoods to major activity centers without needing to use an automobile.

- » Objective 3A: Create a non-motorized network that has a high degree of comfort (i.e. minimal Level of Traffic Stress)
- » Objective 3B: Close key gaps in the pedestrian or non-motorized system, creating short, easy, and accessible loops within the network
- » Objective 3C: Provide pedestrian or non-motorized connectivity to schools, business districts, transit stops and corridors, and/or parks – including bicycle parking
- » Objective 3D: Promote demand management programs (i.e. incentives to use non-automotive modes, parking management) to reduce single occupancy vehicle trips
- » Objective 3E: Support comfortable and reliable transit service for transit stops and corridors, including (but not limited to) stop amenities, identifying a regional service hub, etc.

GOAL 4: MINIMIZING ENVIRONMENTAL IMPACTS

Support policies and programs that minimize pollution and reduce impacts to the environment and climate change. Recognize that transportation impacts are more likely to be felt negatively by historically marginalized communities.

- » Objective 4A: Minimize the impacts on natural and cultural resources when constructing transportation facilities
- » Objective 4B: Set policies that encourage the use of low-emission transportation modes
- » Objective 4C: Select alternatives which balance the requirements of other goals with the need to minimize air, water, light, and noise pollution
- » Objective 4D: Construct transportation facilities that minimize impacts on natural resources such as streams, wetlands, and wildlife corridors

GOAL 5: ADDING RESILIENCE TO THE NETWORK & PLANNING FOR EMERGENCIES

Create a transportation network that can quickly evacuate residents in the event of a major earthquake and/or tsunami and can build resilience within the community.

- » Objective 5A: Design and construct new transportation facilities that add resilience to the network
- » Objective 5B: Locate new transportation facilities outside the tsunami inundation zones where feasible



- » Objective 5C: Develop transportation facilities that both enhance community livability and serve as tsunami evacuation routes
- » Objective 5D: Coordinate evacuation route and signage planning in conjunction with existing or proposed transportation system plan pedestrian and bicycle route planning efforts
- » Objective 5E: Design streets to efficiently and safely accommodate emergency service vehicles

GOAL 6: COORDINATING WITH LOCAL, REGIONAL, & STATE PARTNERS

Foster good relationships with public and private partners in the common interest of building the city's transportation network.

- » Objective 6A: Ensure consistency with local plans including the Comprehensive Plan, state plans, transit plans, and the plans of neighboring jurisdictions
- » Objective 6B: Ensure consistency with statewide planning documents such as the Transportation Planning Rule, Oregon Transportation Plan, Oregon Highway Plan, and ODOT modal plans
- » Objective 6C: Partner with local, county, and state agencies to invest in a transportation network that meets everyone's needs
- » Objective 6D: Meet the goals and policies laid out in the City's other planning efforts, including the Housing Implementation Plan Project

Evaluation Criteria

The proposed evaluation criteria are based on the proposed goals and objectives. A qualitative process using the evaluation criteria will be used to evaluate potential alternatives and prioritize projects developed through the TSP update. The rating method used to evaluate the alternatives 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



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criteria that will be used to qualitatively evaluate the alternatives developed through the TSP update.

Table 1: Florence TSP Evaluation Criteria

Objective	Evaluation Criteria	Evaluation Score
Goal 1 – Creating a Safe Transportation System for All		
Objective 1A	Address known safety issues at locations with a history of fatal or severe injury crashes	(-2 to +2)
Objective 1B	Provide safe pedestrian crossings on state highways and at additional locations off state highways	(-2 to +2)
Objective 1C	Support roadway improvements that provide safe access for all users, regardless of age, ability, or mode of transportation	(-2 to +2)
Goal 2 – Building Facilities that Support Economic Development & are Cost-Effective		
Objective 2A	Provide convenient access for motor vehicles, transit, bicycles and pedestrians to major activity centers	(-2 to +2)
Objective 2B	Design streets, bikeways and walkways to meet the needs of pedestrians and cyclists to promote convenient circulation	(-2 to +2)
Objective 2C	Provide the efficient movement of goods, services, and people	(-2 to +2)
Objective 2D	Preserve the function of both US 101 and US 126 for regional traffic while building transportation connections between the City and these highways	(-2 to +2)
Objective 2E	Minimize negative impacts to existing and future neighborhoods, and to developable and developed commercial and industrial sites	(-2 to +2)
Objective 2F	Balance the City's strong tourism economy with the transportation related impacts from visitors	(-2 to +2)
Goal 3 – Meeting the Wide-Ranging Transportation Needs of All Users		
Objective 3A	Create a non-motorized network that has a high degree of comfort (i.e. minimal Level of Traffic Stress)	(-2 to +2)
Objective 3B	Close key gaps in the pedestrian or non-motorized system, creating short, easy, and accessible loops within the network	(-2 to +2)
Objective 3C	Provide pedestrian or non-motorized connectivity to schools, business districts, transit stops and corridors, and/or parks – including bicycle parking	(-2 to +2)
Objective 3D	Promote demand management programs to reduce single occupancy vehicle trips	(-2 to +2)
Objective 3E	Support comfortable and reliable transit service for transit stops and corridors	(-2 to +2)
Goal 4 – Minimizing Environmental Impacts & Promoting Equitable Outcomes		
Objective 4A	Minimize the impacts on natural and cultural resources when constructing transportation facilities	(-2 to +2)



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Objective 4B	Set policies that encourage the use of low-emission transportation modes	(-2 to +2)
Objective 4C	Select alternatives which balance the requirements of other goals with the need to minimize air, water, and noise pollution	(-2 to +2)
Objective 4D	Construct transportation facilities that minimize impacts on natural resources such as streams, wetlands, and wildlife corridors	(-2 to +2)
Goal 5 – Adding Resiliency to the Network & Planning for Emergencies		
Objective 5A	Design and construct new transportation facilities that add resiliency to the network	(-2 to +2)
Objective 5B	Locate new transportation facilities outside the tsunami inundation zones where feasible	(-2 to +2)
Objective 5C	Develop transportation facilities that both enhance community livability and serve as tsunami evacuation routes	(-2 to +2)
Objective 5D	Coordinate evacuation route and signage planning in conjunction with existing or proposed transportation system plan pedestrian and bicycle route planning efforts	(-2 to +2)
Objective 5E	Design streets to efficiently and safely accommodate emergency service vehicles	(-2 to +2)
Goal 6 – Coordinating with Local, Regional, & State Partners		
Objective 6A	Ensure consistency with local plans including the Comprehensive Plan, state plans, and the plans of neighboring jurisdictions	(-2 to +2)
Objective 6B	Ensure consistency with the statewide Transportation Planning Rule	(-2 to +2)
Objective 6C	Partner with local, county, and state agencies to invest in a transportation network that meets everyone's needs	(-2 to +2)
Objective 6D	Meet the goals and policies laid out in the City's other planning efforts, including the Housing Implementation Plan Project	(-2 to +2)

ATTACHMENT A: CITY OF FLORENCE EXISTING GOALS AND POLICIES

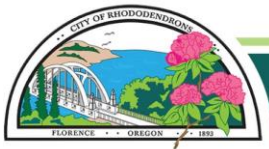


Existing Goals

1. To create a safe transportation system.
2. To operate transportation facilities at a level of service that is cost-effective and appropriate for the area served.
3. To develop systematic annual maintenance plans for city streets, bike, pedestrian and air facilities.
4. To create a transportation network to support existing and proposed land uses.
5. To meet the needs of land development while protecting public safety, transportation operations and mobility of all transportation modes.
6. To provide a balanced transportation system that provides options for meeting the travel needs of all modes of transportation.
7. To enhance the quality of life for citizens and visitors by providing adequate access to residences, employers, services, social and recreational opportunities.
8. To minimize transportation-related energy consumption by using energy efficient modes of transportation for movement of goods, services and people where possible.
9. To provide economic health and diversity through the efficient and effective movement of goods, services and people.
10. To minimize the impacts on natural and cultural resources when constructing transportation facilities and encouraging use of non-polluting transportation alternatives.
11. To choose transportation facilities which balance the requirements of other transportation goals with the need to minimize air, water and noise pollution.
12. To provide for adequate parking facilities in conjunction with other transportation facilities, as appropriate.
13. To collaborate and coordinate with state, county and other agencies during long range planning efforts, development review, design and construction of transportation projects.

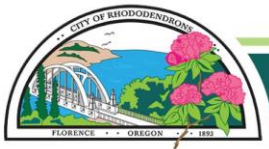
Existing Policies

1. Provide safe transportation all seasons of the year through street standards that require lane widths, curvature and grades appropriate to all weather conditions.
2. To protect public safety, property owners shall maintain vision clearance in accordance with City standards and the City shall enforce vision clearance requirements.
3. The City shall continue to work with ODOT to provide safe pedestrian crossings of state highways, and to cooperate in the location of additional crosswalks in safe locations.
 - o The City shall utilize the mobility standards in the Oregon Highway Plan for the state highways. Elsewhere within the city, the minimum operating standards at intersections are as follows:
 - LOS "D" is considered acceptable at signalized all-way stop controlled intersections if the V/C (volume/capacity) ratio is not higher than 1.0 for the sum of critical movements.
 - LOS "E" is considered acceptable for the poorest operating approach at two-way stop intersections. LOS "F" is allowed in situations where a traffic signal is not warranted.
 - o Where a facility is maintained by the County, the more restrictive of the City or County standards apply.



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4. The City shall develop systematic annual maintenance plans for streets, bike, pedestrian, and air facilities.
5. The City shall continue to pursue grant and loan funds to supplement local transportation facility funds.
6. The City shall continue to require new development to pay its share of costs of development of, or improvements to, transportation facilities which will serve the proposed development.
7. Development within a City right-of-way, including but not limited to excavation, clearing, grading, utility placement, culvert placement or replacement, other stormwater facilities, and construction or reconstruction of road or driveway approaches, is allowed only upon approval of a city permit.
8. The City shall protect the function of existing and planned transportation systems as identified in the TSP through application of appropriate land use and access management techniques.
 - o Pursuant to the State Transportation Planning rule, any land use decisions which significantly affect a transportation facility shall ensure that allowed land uses are consistent with the function, capacity, level of service of the facility.
9. Land development shall not encroach within setbacks required for future expansion of transportation facilities. At the time of land development or land division, the City shall require dedication of adequate right-of-way or easements consistent with the adopted TSP in order to achieve connectivity; maintain adequate street widths, bikeways and walkways; and to accommodate transit facilities.
 - o New development and redevelopment shall accommodate on-site traffic circulation on the site. For new development and redevelopment, "backing out" maneuvers onto all streets shall be avoided for uses other than single-family and duplex homes. "Backing out" maneuvers shall also be avoided for new single-family and duplexes accessing arterial and collector streets.
10. Access to and from off-street parking areas shall be designed to prevent backing onto a public street (other than an alley), except for single-family duplex dwellings are exempt.
 - o ODOT has authority to manage access to the state highway system. Where property abuts a state highway or is served by a private approach on a state highway, the City will work with ODOT to ensure coordinated and consistent application of applicable State and City policies.
11. The City shall provide an inter-connected trail system as directed in Comprehensive Plan Chapter 8 policy and shown in the TSP Project Maps.
 - o The City shall consider the potential to establish or maintain bikeways and/or walkways or provide access to coastal waters (ocean, estuary, and lakes) prior to vacating any public easement or right-of-way.
12. Convenient access for motor vehicles, transit, bicycles and pedestrians shall be provided to major activity centers, including public buildings and schools, the hospital, shopping areas, parks, and places of employment.
13. Streets, bikeways and walkways shall be designed to meet the needs of pedestrians and cyclists to promote safe and convenient bicycle and pedestrian circulation within the community. To promote bicycling and walking, marked bicycle lanes and sidewalks are required on all arterial and collector streets (other than those collectors identified as scenic drives) when those streets are newly constructed, reconstructed, or widened to provide additional vehicular capacity. For collector streets that are identified as scenic



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drives, provision shall be made to adequately accommodate bicycles and pedestrians when those streets are newly constructed, reconstructed, or widened to provide additional vehicular capacity.

- Development shall provide adequate on-site circulation for vehicles, buses, bicycles, and pedestrians and shall provide off-site transportation improvements necessary to ensure that the incremental demands placed on the transportation system by the development are met.
14. Streets shall be designed to efficiently and safely accommodate emergency service vehicles.
 - In partnership with the School District, the City shall work toward a safe and convenient transportation system that accommodates school buses; children walking to and waiting at a bus stop; and children walking and riding their bicycles to school.
 - The City shall accommodate local freight traffic accessing the industrial areas along Kingwood Avenue via 9th, 27th, and 35th Streets by maintaining adequate clear street widths (unimpeded by parking or overhanging signs/trees), adequate turning radii, and visibility.
 15. The North, South and East Gateways shall be pursued as soon as funding can be obtained.
 16. The placement of streets shall minimize negative impacts on residential neighborhoods.
 17. City shall cooperate with ODOT to implement the Access Management Plan for US 101 in Downtown Florence and elements of the Florence Downtown Implementation Plan that pertain to US 101.
 18. The City shall encourage demand management programs such as park-and-ride facilities and vanpools to reduce single occupancy vehicle trips, especially to and from Eugene.
 19. The City shall promote the use of telecommunications, transit and rail facilities as energy efficient alternatives to vehicular transport.
 20. The City shall coordinate with the Port of Siuslaw regarding transportation projects that may affect facilities which are operated by the Port or which affect the Port's operations.
 21. The City shall continue to pursue the cooperative effort of coastal cities and counties to bring a natural gas pipeline north on the coast to Florence and other communities.
 22. Design and construction of transportation facilities shall be responsive to topography and should minimize impacts on natural resources such as streams, wetlands and wildlife corridors.
 23. All transportation improvements shall be consistent with the requirements for stormwater in Chapter 11 of the Comprehensive Plan.
 24. As the use of the airport increases, and night operations become a reality, the City shall work with neighboring residential uses to minimize issues of noise and vibration.
 25. The City shall require that noise sensitive land uses (including uses involving sleeping, schools, hospitals, libraries) proposed in the airport noise impact boundary, as shown in Figure 8-1 of the Florence Municipal Airport – Airport Master Plan Update Final Report, provide a noise-abatement strategy to achieve indoor noise level equal to or less than 55 Day-Night Average Noise Level (DNL).
 - The City shall protect current and future viability of the airport and compatibility of land uses through the Public Airport Safety and Compatibility Overlay Zone



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and coordination with the Oregon Department of Aviation and the Federal Aviation Administration.

26. On-site parking for motor vehicles and bicycles is required except in Downtown Districts where some motor vehicle parking can be provided on the street.
27. Bicycle parking facilities shall be provided as part of new development at places of employment, businesses, multi-family residential developments and at public buildings.
28. The City shall notify ODOT of all project proposals and development applications adjacent to state highways or served by a private vehicular approach on a state highway. The City should notify Lane County of all project proposals and development applications adjacent to county roads.
29. The City shall notify ODOT and Lane County of all major development proposals which will generate more than 50 trips during an average peak hour, or more than 500 daily trips, or which require a traffic study.
30. The City shall notify ODOT, DLCD and Lane County of any proposed changes or amendments to this Transportation System Plan.
31. The City shall develop multi-use paths that both enhance community livability and serve as tsunami evacuation routes.
32. The City shall coordinate evacuation route and signage planning in conjunction with existing or proposed transportation system plan pedestrian and bicycle route planning efforts.
33. The City shall locate new transportation facilities outside the tsunami inundation zones where feasible.
34. The City shall where feasible design and construct new transportation facilities to withstand a Cascadia event earthquake and be resistant to the associated tsunami.