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TECHNICAL MEMORANDUM #2

Gilliam County Transportation System Plan Update

Plan Goals, Objectives, and Evaluation Criteria

Date: December 22, 2014 Project #: 17679
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This memorandum documents the guiding principles, goals, objectives, and evaluation criteria for the Gilliam 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 1999 TSP. Key transportation issues and changes in Gilliam 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 Gilliam County. Plan goals for the Updated TSP were developed based on the prior TSP, the County's 2011 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 future alternatives and policies that move in the direction of achieving the identified plan goals and objectives.

This document was developed with input from the County, State, and Project Advisory Committee members representing the cities and other local interests.

BACKGROUND

Transportation System Plans provide the County, Cities, and ODOT with guidance for operating and improving a multimodal transportation system. The TSP focuses on priority projects, policies, and programs for the next 20 years but also 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 and will be updated approximately every 10 years. The TSP builds consensus among Cities, the County, and ODOT on the transportation needs and priority projects for the communities, allowing the local citizens to inform projects that are carried forward for funding from state and federal agencies.

The existing 1999 Gilliam County TSP is almost 15 years old. The goals from the existing TSP are summarized below; the complete goals and objectives of the existing plan are provided as Attachment A.

- Goal 1: Preserve the function, capacity, level of service, and safety of the state highways.
- Goal 2: Improve and enhance safety and traffic circulation and minimize delay on local streets.
- Goal 3: Identify the 20-year roadway system needs to accommodate developing or undeveloped areas without undermining the rural nature of the county.
- Goal 4: Increase the use of alternative modes of transportation (walking, bicycling, rideshare/carpooling, and dial-a-ride transit) through improved access, safety, and service.
- Goal 5: Ensure that the road system within the county is adequate to meet public needs, including the transportation disadvantaged.
- Goal 6: Improve coordination among Gilliam County, ODOT, the Federal Highway Administration (FHWA), the Port of Arlington, and the local jurisdictions.
- Goal 7: Support efforts to maintain the airport facilities for general aircraft and charter services.

Since 1999, Gilliam County's forward vision has substantially changed. The following information provides context and illustrates the challenges, opportunities, and needs tied to the County's evolving transportation system:

- The Cities of Arlington and Condon are out of compliance with state rules and regulations, and have exhausted the project lists identified in the 1999 TSP. In addition, the current TSP does not properly reflect any revised zoning ordinances nor fully align with the County's Comprehensive Plan.
- The County has prioritized building livable, connected communities. The TSP Update will need to include strategies that promote accessibility and connectivity to preserve the local character of the cities of Arlington, Lonerock, and Condon, including:
 - Develop networks that provide safe and more comfortable access to and from schools, and bicycle/pedestrian connections to downtown. These connections are important for youth, aging populations, and the overall community. None of the cities have continuous sidewalks and/or bike facilities connecting schools, grocery stores, government buildings, and healthcare facilities. Several State Highways run through Condon. The updated TSP will need to promote mobility throughout the County, but not at the expense of providing safe, livable, and vibrant communities.

- Since the 1999 TSP, land use patterns have changed. Over the last decade nearly 500 acres of industrial lands were added to the Urban Growth Boundary (UGB) and city limits of the City of Arlington. The County has also become home to a growing wind turbine industry. The ability to transport turbines for both installation and servicing is central to the development of this industry. The County recognizes that the transportation system improvements are required to support this and other recent emerging industrial uses. The TSP update will consider elements of the Port of Arlington Strategic Plan and the Gilliam County Strategic Plan to better integrate the County's industrial areas with future transportation system improvements.
- The three Cities are widely dispersed and rely on a sizable and remote system of roadways for safe and effective travel. A number of these roadways are aging and could benefit from widened roadbeds, minimized grades, straightened curves, snow fencing, offset intersection/junction realignment or bridge upgrades. These improvements address the basic transportation needs of these communities and their industries. Enhancement and preservation projects such as these would also bolster the system of the emergency routes available in the event of a natural disaster and school bus routes transporting the students.

GUIDING PRINCIPLE AND PLAN GOALS

The overall guiding principle of the plan is to update it to provide and encourage a safe, convenient, 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 all three cities, and serves existing and future needs for transporting goods and people throughout the County and within each City.

Objectives

- Identify the 20-year roadway system needs to accommodate developing or undeveloped areas without undermining the rural nature of the county.
- Promote transportation linkages between the widely dispersed cities of Arlington, Condon, and Lone Rock by promoting an integrated system of principal highways that move people and goods throughout the County and connects to other adjoining Counties, a County road system that facilitates transportation between various areas of the County and between principal highways, and a local road system that serves as access to commercial and residential areas.

- Coordinate with the Oregon Department of Transportation and local cities to identify priority roadway improvements and maintenance needs.
- Improve traffic circulation within the three cities, the Port of Arlington, and I-84 ingress/egress, 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, commodities, and commercial waste.
- Update policies and standards that address street connectivity, spacing, and access management.
- Balance local community and state goals for the state highways that run through the Cities.

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 the existing agriculture, waste management, and wind turbine industries and supports economic diversification in the future.
- Promote railroad and waterway freight service when possible, and upgrade highways in nexus areas that lack this option.
- Prioritize improving and maintaining the key freight routes of OR 19 between Arlington and Condon, and OR 206 and OR 74 throughout the County.
- Maintain and enhance the 10-mile rail segment between Arlington and the Columbia Ridge Landfill and Recycle Center to serve existing and emerging industrial and commercial uses.
- Identify the 20-year roadway system needs to accommodate developing or undeveloped areas without undermining the rural nature of the county.
- Ensure that the transportation system plan supports planned river port terminal facilities in the Columbia River gorge.
- Coordinate with the Port of Arlington Strategic Plan and the Gilliam County Strategic Plan to better integrate the County's industrial areas with these future transportation system improvements.

- Ensure that the Arlington and Condon Airports are adequately served by the transportation system and that the transportation system supports the development of supporting land uses around the airports.
- 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.

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 downtown neighborhoods and central business districts.
- Ensure that roadways 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 associated with an aging population.
- Provide a transportation system that allows for adequate emergency vehicle access to all land uses.
- Promote railway and highway safety at and near railway intersections.
- Update County access management standards for all county roads.

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 through community awareness and education.
- Support the development of regional public transit opportunities.
- Promote an interconnected network of bicycle, pedestrian, and transit facilities throughout the County.

- Consider bicycle and pedestrian facility needs during construction of new roads and during upgrades of existing roads.
- Promote a transportation system that includes pedestrian and bicycle facilities within the cities to promote active transportation to and from schools, downtown areas, grocery stores, government buildings, and healthcare facilities.
- Develop plan elements that guide pedestrian and bicycle pathways and facilities to achieve maximum connectivity between bicycle, pedestrian, transit, and vehicle routes and facilities, securing an intermodal network of safety and access for all types of users.

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.
- Encourage development patterns that decrease reliance on motor vehicles within cities.
- 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.

GOAL 6: PLANNING AND FUNDING

Maintain the safety, physical integrity, and function of the County's multi-modal transportation network.

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 interim, short-term, and long-term transportation solutions that will encourage development within the existing Urban Growth Boundaries.
- 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 Gilliam County, ODOT, the Federal Highway Administration (FHWA), the Port of Arlington, and local jurisdictions.
 - Cooperate with ODOT in the implementation of the Statewide Transportation Improvement Program (STIP);
 - Encourage the improvement of state highways;
 - Work with local jurisdictions in 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.

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: 1999 Gilliam County TSP Goals and Objectives

ATTACHMENT A: 1999 GILLIAM COUNTY TSP GOALS AND OBJECTIVES

CHAPTER 2: GOALS AND OBJECTIVES

The purpose of the TSP is to provide a guide for Gilliam County to meet its transportation goals and objectives. The following goals and objectives were developed from information contained in the county's comprehensive plan and public concerns as expressed during public meetings. An overall goal was drawn from the plan, 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.

Policies

1. Maintain and upgrade the overall transportation system within the county to meet present and future needs.
2. Develop and upgrade highway facilities in such a manner that valuable soil, timber, water, scenic, historic, or cultural resources are not damaged or impaired.
3. Provide adequate signage along major and minor county roads for the purpose of easy identification.
4. Design new roads and highways to preserve and enhance natural and scenic resources, i.e., new roads should not be constructed in areas identified as sensitive wildlife areas.
5. Retain countywide school bus service.
6. Retain rail freight service along OR 19 in the vicinity of Arlington.
7. Actively encourage development of the Port of Arlington enterprises and commerce.
8. Actively encourage continued operation and support of waste management facilities.
9. Protect the county's municipal airports from the encroachment of incompatible land uses to ensure efficient aviation operations and to minimize the noise and safety problems for the general public.
10. Comply with all applicable state and federal noise, air, water, and land quality regulations.
11. The general policy of the Planning Commission will be not to create a traffic hazard in the granting of variances, conditional uses permits, and zone amendments.
12. Encourage active pedestrian and bicycle use within urban areas and along state highways.

Goal 1

Preserve the function, capacity, level of service, and safety of the state highways.

Objectives

- A. Develop access management standards that will meet the requirements of the TPR and also consider the needs of the affected communities.
- B. Promote alternative modes of transportation (e.g., walking, biking).

- C. Promote transportation demand management programs (e.g., dial-a-ride transit, carpooling).
- D. Develop passing lanes as warranted.
- E. Examine the need for specific pedestrian crossing locations in urban areas.
- F. Develop procedures to minimize impacts to and protect transportation facilities, corridors, or sites during the development review process.

Goal 2

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 would maintain a level of service D or better.
- B. Improve and maintain existing roadways (e.g., pavement condition, bike lanes, crosswalks).
- C. Ensure planning coordination between the local jurisdictions, the county and the state.
- D. Identify truck routes to focus truck traffic to a limited number of roads in urban areas.
- E. Encourage citizen involvement in identifying and solving local problem spots.
- F. Encourage development of connective sidewalk systems in urban areas.

Goal 3

Identify the 20-year roadway system needs to accommodate developing or undeveloped areas without undermining the rural nature of the county.

Objectives

- A. Continue to develop the road system as the principal mode of transportation both for access to the county and within the county.
- B. Adopt policies and standards that address street connectivity, spacing, and access management.
- C. Improve access into and out of the county for goods and services.
- D. Improve the access on, to and off of arterial roadways to encourage growth.

Goal 4

Increase the use of alternative modes of transportation (walking, bicycling, rideshare/carpooling, and dial-a-ride transit) through improved access, safety, and service.

Objectives

- A. Provide adequate shoulders on rural collector and arterial roads to support biking and walking.
- B. Develop a county bicycle plan.

- C. Identify needs for bike lanes and sidewalks in urban areas and develop programs to fulfill needs.
- D. Promote alternative modes and rideshare/carpool programs through community awareness and education.
- E. Encourage development to occur near existing community centers where services are presently available so as to reduce the dependence on automotive transportation.
- F. Plan for provision of transportation services to transportation disadvantaged.
- G. Seek Transportation and Growth Management (TGM) and other funding for projects evaluating and improving the environment for alternative modes of transportation.
- H. Promote railroad and waterway freight service.

Goal 5

Ensure that the road system within the county is adequate to meet public needs, including the transportation disadvantaged.

Objectives

- A. Meet identified maintenance and level of service standards on the county roads.
- B. Direct commercial development and use access onto major arterials by means of improved county roads.
- C. Ensure that roads created in land division and development be designed to tie into existing and anticipated road circulation patterns.
- D. Review and revise, if necessary, street cross section standards for local, collector, and arterial streets to enhance safety and mobility.
- E. Develop an access management strategy for OR 19, 74 and 206 for rural and urban areas.
- F. Analyze the safety of traveling speeds and consider modifying posted speeds as necessary.
- G. Continue to monitor the needs of the transportation disadvantaged (e.g., children under the driving age, people with limited physical mobility) people and provide support as required.

Goal 6

Improve coordination among Gilliam County, ODOT, the Federal Highway Administration (FHWA), the Port of Arlington, and the local jurisdictions.

Objectives

- A. Cooperate with ODOT in the implementation of the STIP.
- B. Encourage improvement of state highways.
- C. Work with the local jurisdictions in establishing cooperative road improvement programs, funding alternatives, and schedules.

- D. Work with the local jurisdictions in establishing the right-of-way needed for new roads identified in the TSP.
- E. Take advantage of federal and state highway funding programs.
- F. Encourage development of the Port of Arlington and improved waterway commerce.

Goal 7

Support efforts to maintain the airport facilities for small aircraft and charter services.

Objectives

- A. Encourage the state and local municipalities to improve and maintain airport facilities.
- B. Support airport master planning efforts.