

TECHNICAL MEMORANDUM

DATE: June 12, 2023
TO: Dana Nichols (City of Bandon)
FROM: Ryan Farncomb and Emily Mannisto (Parametrix)
SUBJECT: Final Tech Memo #2: Goals, Objectives, and Evaluation Criteria
CC: Tom Guevarra (Oregon Department of Transportation)
PROJECT NAME: Bandon TSP Update

INTRODUCTION

This memorandum documents the goals, objectives, and evaluation criteria for the Bandon Transportation System Plan (TSP) Update. These will be used to guide development of the TSP, including programs, projects, and standards. The evaluation criteria will be used to prioritize potential transportation system investments.

The project team developed these draft goals, objectives, and evaluation criteria to reflect the overarching goals of the 2010 Comprehensive Plan and 2000 Bandon TSP and to be consistent with the Transportation Planning Rule (TPR) and other applicable statewide plans and policies, such as the Oregon Transportation Plan (OTP).

They will be reviewed by City staff, the project Advisory Committee, and be informed by community representative outreach in the first phase of the TSP project. The goals, objectives, and criteria will be revised to incorporate feedback from these groups.

2000 Bandon TSP Goals

The 2000 Bandon TSP includes the following goals, developed from a review of City planning documents.

Bandon's transportation planning goal stresses safety, efficiency, and economy to meet transportation needs through an equitable and multi-modal system. In general, the City's policy documents focus on the following issues:

Citywide

1. Develop a street classification system and improvement standards which will be used as the basis for opening and vacating existing platted streets and rights-of-way, establishing improvement and access requirements for new streets, acquiring right-of-way, prioritizing maintenance and capital improvements, and determining appropriate financing methods and responsibilities for improvements.
2. Develop a bicycle and pedestrian system.
3. Minimize vehicular trips to the extent possible through alternative modes and travel demand management, including land use considerations.
4. Work toward further development of public transportation services, especially between Bandon and other cities.
5. Provide a transportation system suitable for emergency access and evacuation.
6. Provide for the needs of people with limited transportation choice and mobility

Area Specific

1. Develop a parking plan for downtown
2. Provide attractive points of entry into the City on its major corridors.
3. Improve the safety of Highway 101 South between South City Limits and Seabird Drive

Special Function

1. Maintain the Coquille River Estuary as a shallow draft port.
2. Protect the airport and approach surfaces from obstructions and incompatible uses, and encourage expanded commercial air service.

Bandon Comprehensive Plan Goals

The Bandon 2010 Comprehensive Plan includes the following policies under Transportation Goal 12. The policies presented in the Comprehensive Plan represent a consensus on the direction and character of future development in Bandon and provide direction for decision making in the City of Bandon.

It shall be the policy of the City to:

1. Encourage a transportation system which will meet the present and future needs of Bandon.
2. Improve, maintain and develop the Coquille River estuary in keeping with its designation as a shallow-draft development estuary.
3. Encourage continued commercial, certificated regional air service to the region.
4. Provide the most efficient traffic circulation through Bandon by the use of traffic/access controls or by the construction of a bypass if the need arises. The City of Bandon will be an integral part of the planning process for any bypass. A study will be made to justify the need and an impact analysis will be completed to show the effect on all functional sectors of the City's economy prior to decision.
5. Provide adequate pedestrian safety by continued development of sidewalks as may be appropriate.
6. Encourage better mass transportation service between Bandon and other cities.
7. Protect the Bandon State Airport from encroachment by incompatible uses. The land areas at the runway ends shall not be developed.
8. Encourage the establishment of transportation systems and capabilities that will enable the transportation disadvantaged adequate mobility.
9. Provide for a mix of transportation options without relying entirely on automotive transportation.

2021 Transportation Growth Management Grant Application Objectives

The City of Bandon applied for a Transportation Growth Management (TGM) grant in 2021, requesting funding to update the 2000 TSP. The proposal for a new TSP included the following TGM objectives:

1. *Provide Transportation Choices:* A new TSP will address gaps in walking, cycling, and public transportation infrastructure and develop realistic projects for implementation. With new funding resources available through the STIF funding, Community Pathways Program, and Safe Routes to School, we will identify projects that can receive funding. The City was successful in receiving STIF money to run fixed route trolley service operated through CCAT during the summer months to ease downtown congestion and provide trips to city services such as the library, senior center, and city park. The City was also successful in receiving Safe Routes to School funding to develop a Project Identification Plan. These efforts need to

be included in a larger vision for a future transportation system to create a robust, accessible, and multimodal system.

2. *Create Communities:* As a city with a highway that runs through it, we recognize the dire need to address safety issues and user conflicts along Highway 101. Large trucks use Highway 101 as the primary route to ship goods from the local economy, such as cranberries and timber. So do locals who travel Highway 101 with their cars, bikes, and feet, as well as tourists traveling on the Oregon Coast Bike Route and Trail. At times, creating a community along the highway corridor can be difficult with unmanaged crossings, actual speeds outpacing posted speeds, and parking and access conflicts. A new TSP will define key connections between the city's two economic centers, and link them to parks, schools, and housing with safety and multi-modal accessibility in mind.
3. *Support Economic Vitality and Growth:* This TSP will address two major growth pains: (1) parking and circulation in economic centers, and (2) preparing for future growth in our UGB's "Donut Hole". Like any community with a robust tourism economy, parking has remained a pain point. Historic Old Town has finite available land for parking, while businesses continue to expand, and tourism interest grows. Several issues will be addressed as part of the TSP including modifying or eliminating minimum parking standards in certain areas, identifying "spill over" parking areas, and developing a plan for alternative modes of transportation that don't require large vehicle storage. There's always a concern that growing tourism causes a "love this place to death" mentality, so part of sustainable growth must include keeping our fragile environment protected. Biking, walking, and transit are logical alternatives to driving, and in turn, parking in our downtown. The Plan will also identify necessary connections to commercial centers, recreation facilities, schools and housing developments that are currently located in our UGB and prevent the efficient movement of goods and services.
4. *Save Public and Private Cost:* Reviewing and updating our current street standards will help save time and money for both the public and city staff. Our current process allows for an exception to street standards, which is used on local streets to alleviate the need for unnecessary public infrastructure. A process will be created that identifies area where skinny streets are outright permitted and where bioswales are appropriate in place of hard storm-drainage infrastructure. Further, a plan for connections through the "Donut Hole" will help ensure that our UGB can accommodate future growth with access to existing city services.
5. *Promote Environmental Stewardship:* The City of Bandon is small, geographically, and should be a place where more residents feel comfortable and safe biking and walking. Identification of a backbone bike and pedestrian system to improve connectivity will help reduce VMT, reduce emissions and greenhouse gases, and encourage healthy lifestyles and livable environments.

TSP UPDATE GOALS AND OBJECTIVES

The overarching intention of this TSP update, based on previous plans and updated priorities, is to provide a transportation system that meets the complete needs of individuals, businesses, and institutions for the transport of people and goods, by multiple means, in a safe, efficient, and economical manner. The proposed goals below capture the intent of the 2010 Comprehensive Plan and 2000 TSP goals and expand to include statewide requirements and local visioning that has occurred since then. Objectives provide more measurable detail for each goal and support development of evaluation criteria for selecting and prioritizing projects. These goals will be reviewed by City staff, the Project Advisory Committee (PAC) and the public, and will be revised based on feedback from these groups.

1. **Transportation for All Users:** Provide a safe, reliable, and convenient transportation system for everyone, emphasizing the needs of transportation disadvantaged people; groups that have difficulty in obtaining transportation because of their age, income, or physical or mental disability.

Objectives:

- 1.1 Ensure the transportation system is accessible to groups that have difficulty in obtaining transportation because of their age, income, or physical or mental disability.
- 1.2 Address known safety issues, especially for people who walk, bike, or roll.
- 1.3 Develop a street and path network that enhances connectivity for all users.
- 1.4 Maintain acceptable traffic flow and minimize delay city-wide.

2. **Economy and Livability:** Ensure the transportation system supports making Bandon a great place to live, work, and do business.

Objectives:

- 2.1 Minimize negative impacts to people, places, and natural features from the transportation system.
- 2.2 Balance transportation needs on U.S. 101 to preserve its function for regional traffic, support business, and improve safety and comfort for people walking, biking, or using a mobility device.
- 2.3 Develop projects and programs that are scaled appropriately to Bandon’s coastal town context.
- 2.4 Encourage and support the City's tourism economy while addressing transportation-related visitor impacts.
- 2.5 Coordinate with local, state, and regional agencies, and interested Tribes on transportation issues and system improvements.

3. **A System for All Modes:** Develop a multimodal transportation system that supports people safely and comfortably cycling, walking, and taking transit.

Objectives:

- 3.1 Develop a connected, safe, and comfortable network of walking and cycling routes that connect to places like parks, the beach, downtown, future bus stops, and schools.
- 3.2 Improve local street connectivity, focusing on access and mobility improvements, while decreasing conflicts between modes.
- 3.3 Make it easier to get around town on foot, by bike, or by mobility device to reduce the need for driving and minimize vehicular trips.
- 3.4 Work to provide more and better bus service within Bandon and to other cities.

4. **Sustainability:** Foster a sustainable transportation system by maintaining and preserving the existing system, mitigating impacts from new development, integrating safety and emergency preparedness, and meeting the present and future needs of Bandon.

Objectives:

- 4.1 Coordinate transportation improvements with City land use planning and new development to ensure new development complements the community, supports all modes of travel, and helps implement the TSP.

- 4.2 Preserve, maintain, and manage demand on the existing system before making new investments.
 - 4.3 Avoid transportation impacts to the Coquille River estuary, the shoreline, wetlands, and other natural features, as well as cultural resources and archaeological sites
 - 4.4 Develop and maintain lifeline evacuation routes in case of emergencies and natural disasters.
5. **Fiscal Responsibility:** Develop projects and programs that consider potential funding sources, partnerships, and cost.

Objectives:

- 5.1 Evaluate new local funding options for transportation maintenance and capital improvements.
- 5.2 Develop and prioritize projects that align with federal, state, and regional grant programs, and look for partnership opportunities with other agencies and groups.
- 5.3 Emphasize easily fundable, low-cost enhancements as transportation project options.

EVALUATION FRAMEWORK

Evaluation criteria in Table 1 are based on the goals and objectives and will be used to evaluate and prioritize transportation system investments. Each criterion will be evaluated using a “Consumer Reports” scale as follows:

- Project meets or fully addresses the criterion
- ◐ Project partially meets or addresses the criterion
- Project does not meet or has negative impacts with respect to the criterion

N/A Not applicable

Table 1. Project and Program Evaluation Criteria

Goal	Criterion	How will we measure?
Goal 1. Transportation for All Users	Project enhances multimodal options for people who walk, bike, or use a mobility device, and considers the needs of groups that have difficulty in obtaining transportation because of their age, income, or physical or mental disability	<ul style="list-style-type: none"> • Qualitative assessment of effects on multimodal access or improved mobility options for low-income residents, elderly populations, youth, or people living with disabilities
	Project enhances connectivity while maintaining acceptable traffic flow and minimizing delay city-wide	<ul style="list-style-type: none"> • Effects on v/c ratio, LOS (Level of service), queue lengths, parking, etc.
Goal 2. Economy and Livability	Project supports transportation disadvantaged populations and avoids disproportionate negative impacts to social, economic, or environmental resources	<ul style="list-style-type: none"> • Qualitative assessment based on available data
Goal 3. A System for All Modes	Project enhances connectivity, safety, and comfort of walking and cycling network, improves access to key destinations, and reduces the need for driving	<ul style="list-style-type: none"> • Improvement to cycling/walking network connectivity, including an increase in separated cycling or walking facilities • Improves bike/pedestrian Level of Traffic Stress (LTS) - Qualitative assessment of project’s impact on safety, comfort, or access for people walking, biking, or using a mobility device
Goal 4. Sustainability	Project avoids impacts to estuary, the shoreline, wetlands, and natural features, as well as cultural resources and archaeological sites	<ul style="list-style-type: none"> • Qualitative assessment based on potential impacts to important natural resources
	Project would create new connections to lifeline/evacuation routes or enhance existing	<ul style="list-style-type: none"> • Qualitative assessment of effects on lifeline/evacuation routes
Goal 5. Fiscal Responsibility	Project provides high benefits relative to costs	<ul style="list-style-type: none"> • Cost/benefit assessment
	Project would likely be eligible for one or more grant programs	<ul style="list-style-type: none"> • Project’s likely consistency with existing grant program goals

v/c = volume to capacity ratio, a measure of traffic congestion. The higher the v/c ratio, the greater the vehicle congestion and associated delay
 LOS = Level of Service, a measure of vehicle delay. Graded “A” through “F,” with “A” being free-flow conditions and “F” being gridlock.
 Level of Traffic Stress (LTS) is a rating given to a road segment or crossing indicating the traffic stress it imposes on bicyclists and/or pedestrians.