

TECHNICAL MEMORANDUM #4

DRAFT GOALS, OBJECTIVES, AND CRITERIA

Date: April 24, 2025

To: Tillamook County
Oregon Department of Transportation, Region 2

From: David Evans and Associates, Inc.

Subject: Tillamook County Transportation System Plan Update – Technical Memo #4

Overview

This memorandum proposes a set of goals, objectives and evaluation criteria that will guide the update of Tillamook County's Transportation System Plan (TSP). These elements are meant to align with community priorities. They will serve as the foundation for evaluating and prioritizing transportation improvements, shaping transportation policies, and ensuring the updated TSP supports both local needs and statewide objectives.

Background: 2005 County TSP Goals and Criteria

The 2005 Tillamook TSP outlined the following elements to establish a system of transportation facilities and services adequate to meet the needs and comply with the state guidance at that time¹:

1. Reduce reliance on the automobile.
2. Provide transportation options for all people, including the transportation disadvantaged.
3. Promote a safe transportation system.
4. Minimize conflicts between modes.
5. Promote intermodal linkages for passengers and goods.
6. Minimize impacts to the natural and built environment.
7. Make decisions about the community's intentions and expectations for the future of its transportation system.

In order to meet these elements, the 2005 TSP process developed the following criteria to determine priorities and feasibility of potential projects.

¹ Tillamook County Transportation System Plan, Table 7-1, 2005:
https://www.tillamookcounty.gov/sites/default/files/fileattachments/public_works/page/103295/tillamook_tsp.pdf

- Capacity – Provides additional capacity to the system and improves the operating conditions at deficient locations.
- Safety – Improves safety at a top 10 percent Safety Prioritization Index System (SPIS) site or location identified by the consultant in the safety analysis or by the PMT/TAC.
- Mobility/Accessibility – Provides new transportation options or connectivity to serve different types of users (for example, bikes, pedestrians, freight, street connections).
- Coordination – Included as part of other local, county, regional or state policies or plans.
- Average Daily Traffic (ADT) – The improvement will serve more than 5,000 ADT (state roads), 3,000 ADT (county roads) or 9,500 entering ADT (intersections).
- Non-Motorized Users – Provides a complete interconnected system of bicycle and or/pedestrian facilities to serve commuters, transit users and/or recreational users.
- Feasibility – Can be implemented without much effort and has no obstacles (high costs, right-of-way, other agency approval, etc.) or is already approved/funded.
- Environment – Enhances or preserves environmentally significant or natural areas historic features or farmland.
- Cost – Projects are cost effective.
- Lifeline Routes – Creates or improves the quality of a lifeline route or routes.

2025 County TSP Proposed Goals, Objectives and Evaluation Criteria

Goals and Objectives

The goals and objectives reflect the plan's purpose and should be consistent with applicable local, regional, state, and federal plans and policies. Goals provide direction for where the County would like to go; corresponding objectives provide more detail on how to achieve the goal or desired specific outcomes related to the goal.

The draft goals and objectives for the TSP build on previous planning efforts, such as the 2005 TSP, as well as ODOT's *TSP Guidelines*. They also reflect the TSP Update's purpose and needs, as established in the Transportation and Growth management (TGM) Program grant application. The goals and objectives were used to create an evaluation framework to help prioritize projects developed through this planning process. Table 1 presents the proposed TSP goals and objectives.

TABLE 1. TILLAMOOK COUNTY TSP GOALS AND OBJECTIVES

UPDATED TSP GOAL	RELATED 2005 TSP GOALS (G) and CRITERIA	OBJECTIVE (OBJ)
Safety and Resilience Provide a safe and resilient transportation system for people of all ability levels and all modes of travel.	G 3: Promote a safe transportation system. G 4: Minimize conflicts between modes. G 7: Make decisions about the community's intentions and expectations for the future of its transportation system. Criteria: Safety and Lifeline Routes	OBJ 1.1: Minimize conflicts between transportation modes. OBJ 1.2: Reduce crash frequency and severity, especially those addressing systemic safety issues and crash hotspots. OBJ 1.3 Improve the visibility of transportation users in constrained areas, such as on hills and blind curves. OBJ 1.4: Improve Lifeline and other routes critical for tsunami evacuation and emergency response. OBJ 1.5 Identify high-risk areas (e.g., low-lying coastal roads, bridges) and prioritize proactive maintenance, retrofits, or relocation. OBJ 1.6: Identify isolated communities and find ways to link them securely to the Lifeline Route network.
Mobility and Connectivity Develop an interconnected multimodal transportation network that inclusively facilitates the efficient movement of people and goods.	G 1: Reduce reliance on the automobile. G 2: Provide transportation options for all people, including the transportation disadvantaged. G 5: Promote intermodal linkages for passengers and goods. G 7: Make decisions about the community's intentions and expectations for the future of its transportation system. Criteria: Capacity, Mobility/Accessibility and Non-Motorized Users	OBJ 2.1: Design transportation improvements to accommodate multiple transportation modes safely and efficiently, where practical, within public right-of-way. OBJ 2.2: Support the efficient movement of freight and goods while limiting impacts on neighborhoods and residences. OBJ 2.3: Support multimodal transportation and improved local networks as a way to reduce reliance and congestion on US 101 and County arterials. OBJ 2.4: Balance the simultaneous needs to accommodate local, visitor, and through travel.

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Land Use and Sustainability Create a balanced built environment where existing and planned land uses are supported by an efficient transportation system that considers and preserves environmental and resource impacts.	G 1: Reduce reliance on the automobile. G 6: Minimize impacts to the natural and built environment. G 7: Make decisions about the community's intentions and expectations for the future of its transportation system. Criteria: Feasibility and Environment	OBJ 3.1: Integrate land use planning and transportation planning to manage the transportation system. OBJ 3.2: Avoid impacts to the scenic, natural, and cultural resources and, where practical, develop transportation projects that highlight these resources in a respectful way. OBJ 3.3: As needed, consider alternative transportation facility designs to avoid environmental and resource impacts.
Communication, Collaboration, and Coordination Pursue and prioritize interorganizational coordination and stand ready to capitalize on opportunities.	G 7: Make decisions about the community's intentions and expectations for the future of its transportation system. Criteria: Coordination	OBJ 4.1: Abide by state and regional planning rules, regulations, and standards. OBJ 4.2: Foster cooperation between the State, County, Cities and Unincorporated Communities to coordinate regional project development, address transportation issues, and maximize the benefits of public infrastructure investments. OBJ 4.3: Partner with public and private organizations to fund transportation projects. <i>Examples:</i> <ul style="list-style-type: none"> • US Forest Service • US Fish & Wildlife Service • Salmon Superhighway • Tillamook Creamery • TCTD • OPRD • Tillamook Estuaries Partnership OBJ 4.4: Maintain ongoing public involvement by engaging regularly with Community Advisory Committees. OBJ 4.5: Update the Plan as conditions change.

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Strategic Investment Provide a sustainable transportation system through responsible stewardship of financial resources.	G 7: Make decisions about the community's intentions and expectations for the future of its transportation system. Criteria: Feasibility and Cost	OBJ 5.1: Identify and maintain stable, diverse, and creative revenue sources to meet transportation investment needs. OBJ 5.2: Pursue grants with a success rate of 80% or higher to efficiently fund transportation improvements. <i>Examples:</i> <ul style="list-style-type: none"> • US Department of Transportation's Culvert Aquatic Organism Passage (AOP) grant to replace culverts with bridges • Federal Highway Administration's Federal Lands Access Program (FLAP) to widen road shoulders for pedestrians OBJ 5.3: Engage communities to secure reliable transportation funding in the form of a continued bond measure. OBJ 5.4: Preserve and maintain the existing transportation system in a state of good repair. OBJ 5.5: Support projects that maximize return on investment and/or can be implemented in phases to adapt to funding availability.

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Community and Economic Vitality Work in partnership with communities to address community needs and values and provide a transportation system that supports existing businesses and economic development.	G 1: Reduce reliance on the automobile. G 2: Provide transportation options for all people, including the transportation disadvantaged. G 3: Promote a safe transportation system. G 4: Minimize conflicts between modes. G 5: Promote intermodal linkages for passengers and goods. G 6: Minimize impacts to the natural and built environment. G 7: Make decisions about the community's intentions and expectations for the future of its transportation system. Criteria: All	OBJ 6.1: Maximize quality of life for residents of participating communities by better serving transportation demand, especially in the face of seasonal influxes of tourism-related traffic. OBJ 6.2: Encourage tourism by improving multi-modal access to popular destinations and reducing the stress of travel. OBJ 6.3: Support the development of desired land uses. OBJ 6.4: Address projected growth. OBJ 6.5: Create a transportation system that limits users' exposure to pollution and enhances air quality.

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UPDATED TSP GOAL	RELATED 2005 TSP GOALS (G) and CRITERIA	OBJECTIVE (OBJ)
Transportation Options Improve conditions and access for affordable transportation options – including walking, biking and other “rolling,” taking transit, and ridesharing.	G 1: Reduce reliance on the automobile. G 2: Provide transportation options for all people, including the transportation disadvantaged. G 3: Promote a safe transportation system. G 4: Minimize conflicts between modes. Criteria: Safety, Mobility/Accessibility, Non-Motorized Users, Environment	OBJ 7.1: Design streets that are safe, comfortable, and inviting for people using active modes of transportation. OBJ 7.2: Reduce dependence on any one mode of transportation. OBJ 7.3: Promote the use of active transportation by both residents and visitors by continually maintaining and improving facilities and connecting bicyclists and pedestrians with key destinations OBJ 7.4: Plan and implement a safe, attractive, efficient, and accessible system of bicycle and pedestrian improvements, including and consistent with recommendations from the Oregon Coast Bike Route Plan. OBJ 7.5: Coordinate with transportation providers to strengthen the efficiency and performance of the transit network and to support the multimodal system, including options for micromobility (e.g., e-scooters, e-bikes).

Evaluation Criteria

The evaluation criteria are an extension of the goals and objectives and provide a consistent method to aid in identifying the highest priority projects. These criteria are not intended to be exhaustive but instead are representative of the goals and objectives in Table 1. A qualitative process using these criteria will evaluate 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]
- Moderately Desirable: The concept partially addresses the criterion and/or makes some improvements in this criteria category. [+1]
- No Effect: The criterion does not apply to the concept, or the concept has no influence on the criteria. [0]
- Least Desirable: The concept does not support the intent of and/or negatively impacts the criteria category. [-1]

Table 2 presents the proposed evaluation criteria for each goal.

TABLE 2. EVALUATION CRITERIA

UPDATED TSP GOAL	EVALUATION CRITERIA (EC)
Safety and Resilience	Project reduces conflicts between modes.
	Project addresses a known safety issue (systemic or location).
	Project improves an evacuation route.
Mobility and Connectivity	Project benefits more than one mode of transportation.
	Project improves corridor or intersection travel reliability for motor vehicles.
	Project connects to key destinations or unincorporated communities.
Land Use and Sustainability	Project minimizes impacts to the scenic, natural, and cultural resources.
	Project interacts with available resources in a respectful way.
Communication, Collaboration, and Coordination	Project benefits multiple County departments or multiple jurisdictions/agencies.
	Project is identified in an existing state, regional, or local plan.
	Project is supported by public feedback during the TSP Update process.
	Project is eligible for grant funding under existing programs.
Strategic Investment	Project maximizes return on investment.
	Project can be implemented in phases.
Community and Economic Vitality	Project improves conditions for both residents and tourists.
	Project addresses an area of identified future population growth.
	Project benefits existing and planned economic drivers.
Transportation Options	Does the project promote the use of active transportation modes?
	Does the project reduce reliance on single-occupancy motor vehicles to travel to and within Tillamook County?
	Does the project decrease the level of traffic stress for bicycles or pedestrians?