



TECHNICAL MEMORANDUM #1

Date: February 6, 2015
To: Stakeholder Advisory Committee
Cc: Project Management Team
From: Kelly Laustsen and Marc Butorac, P.E., PTOE
Project: City of Banks Bicycle and Pedestrian Master Plan
Subject: Project Goals, Objectives, and Evaluation Criteria

Project #: 18078

This memorandum provides the goals, objectives, and evaluation criteria for the City of Banks Bicycle and Pedestrian Master Plan (BPP) project. It provides the purpose of the project, a map of the project area, and draft evaluation metrics that will be used throughout the project. The intent of this memorandum is to establish the groundwork that will serve as the basis for the rest of the project.

PROJECT PURPOSE

The City of Banks' Bicycle and Pedestrian Master Plan ("BPP") will plan for a convenient and comfortable active (non-automobile based) transportation system for local trips within the community and tie in with regional trail systems. The BPP will identify access points, preferred alignments, key potential road crossing options, trail standards, design elements, regulatory requirements, preliminary cost estimates, and potential sources of funding while ensuring compliance with state and local standards. The BPP will build from the adopted TSP (dated October 2010) and respond to the active transportation needs and opportunities discussed in the TSP, including the need for "pedestrian and bicycle linkages both north-south within the existing Banks UGB (on the east side of Main Street) and connections from the UGB to other parts of the city, particularly to the downtown commercial area, the schools complex, and Sunset Park." The BPP will also incorporate the findings of previous planning studies, such as the Banks Park and Recreation Plan Updated (2010) and Banks Main Street Revitalization (2014).

The City's BPP will offer active transportation options for City residents and tourists. The proposed bicycle and pedestrian routes will provide convenient access to attractors within Banks, reduce reliance on the automobile, and improve safety by considering parallel routes to Highways 6 and 47.

BACKGROUND

A bicycle and pedestrian master plan is needed to identify, coordinate, and leverage current and upcoming efforts, investment, and opportunities to create a safe and seamless biking and walking environment in the City. The BPP is also needed to coordinate the local bike and pedestrian network with an emerging regional multi-use trail network. Existing and proposed trail routes such as the Tualatin Valley Scenic Bikeway, Bank-Vernonia Trail, Salmonberry Trail (Banks to Tillamook), and Council Creek Trail¹ all intersect in Banks and are increasing the number of visitors and citizens bicycling and walking in the area.

The BPP will be developed through a public participation process with the philosophy that people walking and biking are a priority and not just an afterthought. It is an opportunity for the community to participate in identifying existing constraints and needed improvements. Clear opportunities for public engagement have been built in to the project schedule, including an in-person and virtual open house midway through the project. The project will result in a plan that prioritizes the expansion and enhancement of the existing system to create an integrated bikeway and pedestrian network to encourage people to bike and walk in, around, and through the City. It will include preferred bicycle and pedestrian route maps, including cost estimates and potential funding sources.

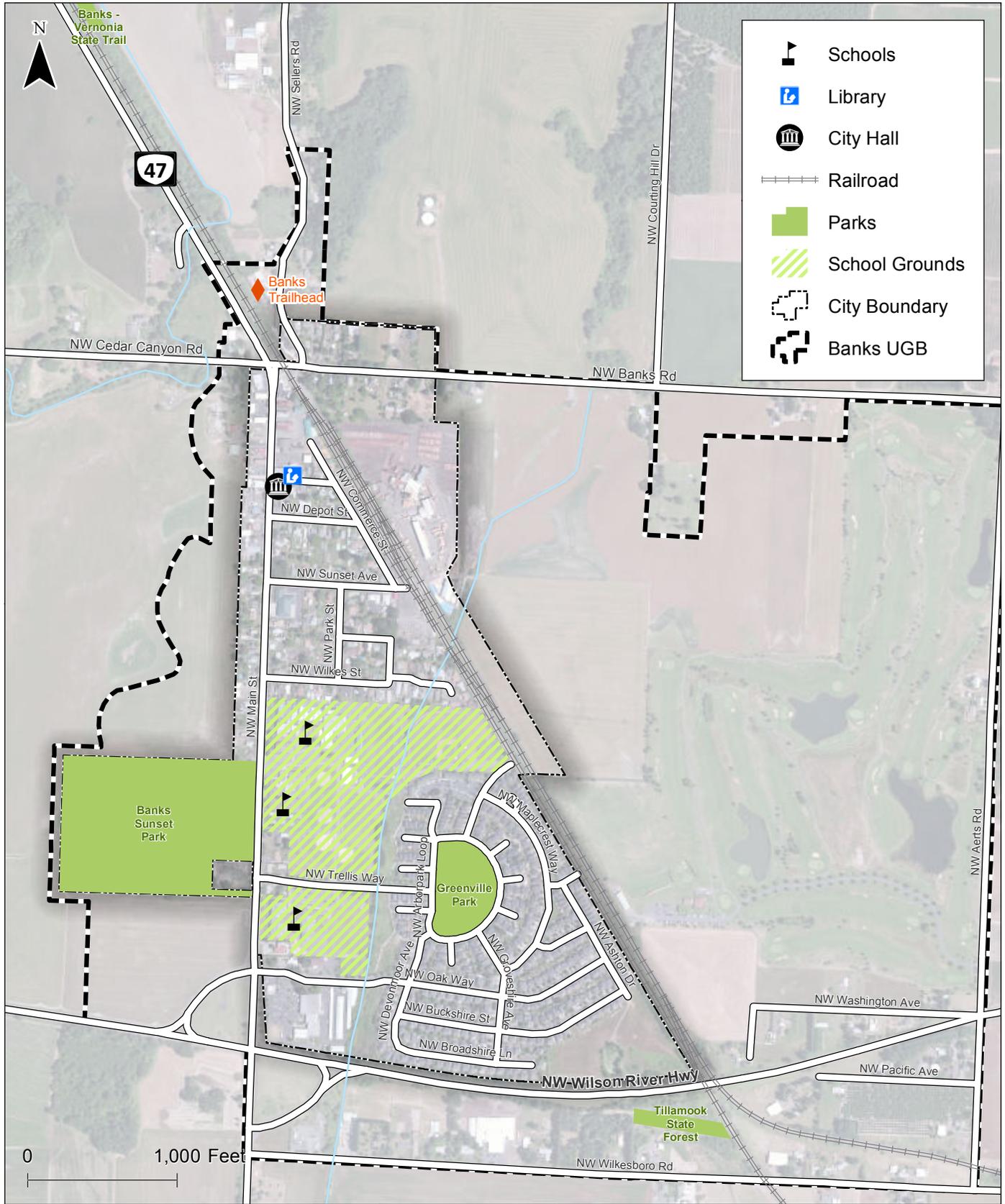
The intent of the BPP is to provide a bicycle and pedestrian system that is accessible for all types of users, regardless of age or ability. Bicyclists are commonly split up in to four groups based on their interest and confidence, from “strong and fearless” riders to “no way no how” riders. The BPP will target riders in between these extremes that are “enthused and confident” or “interested but concerned.” The creation of a BPP will ensure the community is designed so people can stroll, shop and bike in a safe and friendly environment. Improvement of the bike and pedestrian system will aid the City in pursuing high levels of livability with distinctive and memorable streets and pathways that are enjoyable, safe and friendly places to live, work, and visit.

PROJECT AREA

The project area includes the areas within the City limits and the City's Urban Growth Boundary. Figure 1 illustrates the study area, including existing roadways, land uses, and activity centers. This map will serve as a basemap for documenting existing facilities and potential future facilities.

¹ Part of the emerging regional multi-use trail network includes the development of a master plan for the 15-mile Council Creek Regional Trail which will link communities in Hillsboro, Cornelius, Forest Grove, Banks and Washington County and offer a safe, comfortable and enjoyable walking and bicycling route. When completed, the trail will provide connections to jobs, schools, transit, recreation opportunities and nature. The concept of the Council Creek Regional Trail has been a part of city and regional plans for many years. Now the City of Forest Grove, in partnership with the other communities, is leading a project to identify the preferred route for the trail and develop a master plan.





**Study Area
Banks, Oregon**

**Figure
1**

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DRAFT EVALUATION METRICS

As suggested in the project purpose, there are a number of intentions driving the development of the BPP. Evaluation metrics are a helpful means of ensuring that the plan is in line with the City's vision. In order to ensure a consistent understanding of the evaluation metrics used in this memorandum, definitions are provided below:

- **Goals** – provide direction for where the City would like to go. A goal is met when outcomes can be cited for that goal.
- **Objectives** – provide a more detailed breakdown of goals with more specific ends the City desires to achieve.
- **Evaluation criteria** – provide a quantitative or qualitative tool to assess progress towards the established objectives.

The measures and evaluation criteria will be used throughout the BPP for two key purposes:

1. Evaluate the existing transportation system and identify areas for improvement; and
2. Compare and select preferred **elements** to be included in the BPP.

Plan Elements

The final BPP will include the following elements, which will be assessed using the evaluation metrics as referenced above:

- **Projects** - capital investments made to improve the existing bicycle and pedestrian system. Examples include bike lanes, sidewalk improvements, and benches.
- **Policies** – statements adopted in the BPP that are intended to influence and guide City decisions and actions relating to bicycle and pedestrian planning. As an example, policies could be related to sidewalk design guidelines, bicycle treatment at intersections, or requirement for new development.
- **Programs** -plans of action aimed at accomplishing an identified county goal(s) and/or objective(s) that commonly include such details on what work is to be done, by whom, when, and the intended outcome of the action. An example is implementing a walking bus program.
- **Pilot Project** – an activity planned as a test or trial of a transportation project or program. An example is temporarily striping a bike lane to test its performance over a 6-month time period.
- **Future Studies** - research and investigation to be completed by the City after the BPP is completed. Such studies will not be done during the BPP process due to lack of available



data, a need for guidance and/or analysis from responsible agencies, and/or the need for a focused public involvement and analysis process beyond the BPP scope of work and budget.

Goals

Project goals provide broad guidance for the BPP that help direct where the City would like to go with the plan. The goals were developed with the project purpose in mind and include:

- **Livability:** provide for a high quality of life by providing transportation options and considering community values and interests.
- **Safety and Health:** enable people to safely walk, run or cycle in and through the City.
- **Accessibility:** develop a bicycle and pedestrian system that is accessible for all ages, skill levels, and interests.
- **Financial Responsibility:** use resources efficiently and invest in infrastructure that will serve the City for years to come.
- **Economic Vitality:** encourage visitors and investment in the downtown core.
- **Community:** encourage community interest and participation in walking and biking.

Project Objectives

The following project objectives more specifically describes the project purpose and ends the BPP intends to achieve.

- Increase the number of people that walk and bike in Banks.
- Link regional and local trails to key attractors on the main street and downtown area, such as shopping, schools, residential areas, and other community destinations.
- Provide connections to natural areas and resources and enhance appreciation for the City's natural assets.
- Increase transportation choices in the Highway 6 and 47 corridors by adding more bicycle and pedestrian routes and connections to transit.
- Provide well-designed, visible, safe, and convenient access points and street/highway crossings.
- Provide shorter trip lengths between destinations on the bicycle and pedestrian system than on-road networks.
- Identify the community vision for the overall bicycle and pedestrian route design, expressed through different treatments and design themes for distinctive sections.
- Address safety and security of bicycle and pedestrian route users.



- Provide adequate funding to maintain the existing active transportation system while prioritizing investments in future facilities.
- Minimize conflicts between people biking and walking and farm equipment, logging trucks and forestry related trucks.
- Find innovative, efficient, low- or no-cost solutions to providing parking for trail users.

As described in the “Background” section, the intent of the BPP is to reach all current and potential users of the pedestrian and bicycle system.

Evaluation Criteria

The evaluation criteria provide a means of measuring progress and a quantitative or qualitative way of comparing plan elements. They will be applied later in the process to assess plan elements and define priorities. Again, the plan elements may include projects, policies, programs, pilot projects, and future studies.

- **Cost** – what is the planning-level cost estimate of the element?
- **Potential Funding Mechanisms** – what funding sources are available that could potentially be applied to the element?
- **Feasibility** – are there any significant barriers to the element, such as ownership of the connection, limited right-of-way, the presence of significant natural resources?
- **Connectivity** – does the element fill an existing gap in the bicycle or pedestrian network or create a new connection?
- **Accessibility** – does the element enhance access to the active transportation system for all users, regardless of ability?
- **Destinations served by project** – how many activity centers and/or destinations (i.e. schools, commercial areas, residential areas, parks, natural resources, trails, transit stops, etc.) does the element serve?
- **Expected safety impact** – does the element address an area with a crash history? Is it expected to improve the safety performance of a facility, based on available research on pedestrian/bicyclist safety? Does the element impact an area with a higher volume of trucks or vehicles?
- **Level of traffic stress** – according to the methodology presented in the ODOT *Analysis and Procedures Manual*, what level of traffic stress does the element provide for bicyclists?
- **Population served** – does the element serve people that live in, work in, and/or visit Banks (i.e. is it located in an area with a demand for walking/biking? Does it appeal to a wide level of riders?)?



- **Anticipated economic impact** – does the element increase bicycle or pedestrian activity in the downtown core or other business areas?

The measures and evaluation criteria will be applied using a variety of analysis tools, including traffic counts and transportation operations analysis, Geographic Information Systems (GIS) data, existing research on bicycle and pedestrian facilities, as well as qualitative assessments.

NEXT STEPS

This memorandum was reviewed by the Stakeholder Advisory Committee (SAC) during its kick-off meeting on January 22nd, 2014. SAC members provided comments on the goals, project objectives, and evaluation criteria and recommended changes. The project team reviewed the SAC's feedback and updated the memorandum accordingly, resulting in this final copy. This memorandum will be referenced later in the project to evaluate the existing pedestrian and bicycle system and evaluate potential elements to be included in the BPP.