

TECHNICAL MEMORANDUM

January 30, 2025

Project# 27003.029

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Transportation

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Project: Dallas Transportation System Plan Update

Subject: Tech Memo #2: Community Transportation Framework

Introduction

The purpose of this memorandum is to propose a comprehensive set of goals, objectives, and evaluation criteria that will be used to guide development of the Dallas 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 and objectives 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 current Dallas TSP was adopted in 2008 and has ten goals that are used to guide the development of the transportation system and to demonstrate how the TSP relates to other plans and policies:

1. Multi-Modal Transportation System
2. Mobility
3. Economic Development and Viability
4. Coordination
5. Pedestrian and Bicycle Facilities
6. System Preservation and Improvements
7. Access Management
8. Transportation Funding
9. Safety
10. Environmental

Each goal is supported by a set of key objectives and criteria used to assess its progress. *The City's current transportation goals, objectives, and evaluation criteria are included in Attachment A.*

Goals, Objectives, & Evaluation Criteria

The goals, objectives, and evaluation criteria aim to align the TSP with the overarching goals of the community and partner agencies including the City, County and ODOT. They are intended to address the anticipated needs of the multimodal transportation system based on existing and upcoming land uses for the next 20 years and define a framework for providing safe, reliable, interconnected, and efficient transportation services for all users, including bicyclists, pedestrians, transit riders, and drivers.

The definition of goals, objectives, and evaluation criteria listed below describe the purpose of each element as they relate to the development of the TSP.

- **Goals** are intended to be broad 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.
- **Objectives** are intended to provide a way to measure progress toward meeting these goals.
- **Evaluation criteria** provide a qualitative and/or quantitative method to assess progress toward the established objectives for the lifetime of the TSP.

PROPOSED GOALS AND OBJECTIVES

This section introduces the proposed goals and objectives for the TSP update. The proposed goals and objectives are based on a review of the existing TSP goals and objectives and discussions with City staff about important issues prevalent in the community and transportation system. *Appendix A includes the existing TSP goals and objectives.*

Goal 1: Safety

Provide a transportation system that is safe and secure for all travel modes and vulnerable road users.

- A. Address existing safety issues at locations with a history of fatal and severe injury crashes, with a particular focus on vulnerable road users.
- B. Monitor and improve those locations with a high risk of future fatal and severe injuries.
- C. Provide roadway improvements that support safe access for all users, regardless of age, ability or mode of transportation.

Goal 2: Mobility

Optimize the performance of the transportation system for efficient movement of people and goods.

- A. Provide a network of arterials and collectors that are interconnected, appropriately spaced, reasonably direct, and that have complete facilities for all modes.
- B. Maintain mobility standards and targets for transportation facilities based on their intended function.
- C. Balance the needs of local commute traffic with regional farm to market traffic.

Goal 3: Economic Development

Provide a transportation system that balances transportation system needs with the City's desire for economic development and vitality.

- A. Create vibrant commercial areas by slowing traffic, improving pedestrian safety, and minimizing congestion.
- B. Preserve livability in residential areas and established neighborhoods by discouraging through traffic and high speeds.
- C. Improve the movement of goods and delivery of services throughout the city while acknowledging the needs of all users.
- D. Provide efficient access to industrial sites and the arterial street network.

Goal 4: Coordination

Maintain a TSP that is consistent with goals and objectives of the TPR and relevant state, regional, and local plans and policies.

- A. Produce a TSP that meets the requirements of the TPR.
- B. Provide a transportation system that is consistent with the Dallas Comprehensive Plan
- C. Ensure that elements of the plan involving state facilities are consistent with the Oregon Transportation Plan and Oregon Highway Plan.
- D. Coordinate with Polk County on elements of the plan involving or affecting County-owned roads.
- E. Coordinate with local and regional economic development partners on land use and transportation decisions.

Goal 5: Connectivity

Provide an equitable multimodal transportation system for all users to promote a livable, vibrant and interconnected community.

- A. Ensure the presence of safe, attractive, and convenient pedestrian and bicycle access to and circulation in the greater downtown area.
- B. Develop or maintain safe, connected pedestrian and bicycle facilities near schools, residential districts, and commercial districts.
- C. Encourage use of active travel modes of transportation, such as transit, bicycling, and walking to reduce impacts to the natural environment.
- D. Work with Cherriots and Monmouth/Independence to increase transit ridership by improving the quality of available transit service as measured by coverage, hours of service, frequency, and reliability.

Goal 6: System Preservation

Preserve and extend the life of the existing transportation network by implementing proactive strategies to improve durability and functionality.

- A. Maintain consistent levels of maintenance to keep roadways, curbs, gutters, and sidewalks in acceptable condition.
- B. Identify and construct incremental improvement projects to meet future travel demand while minimizing impacts to residents, travelers, and businesses.

Goal 7: Environment

Provide a transportation system that balances services with a need to protect the environment and significant natural features.

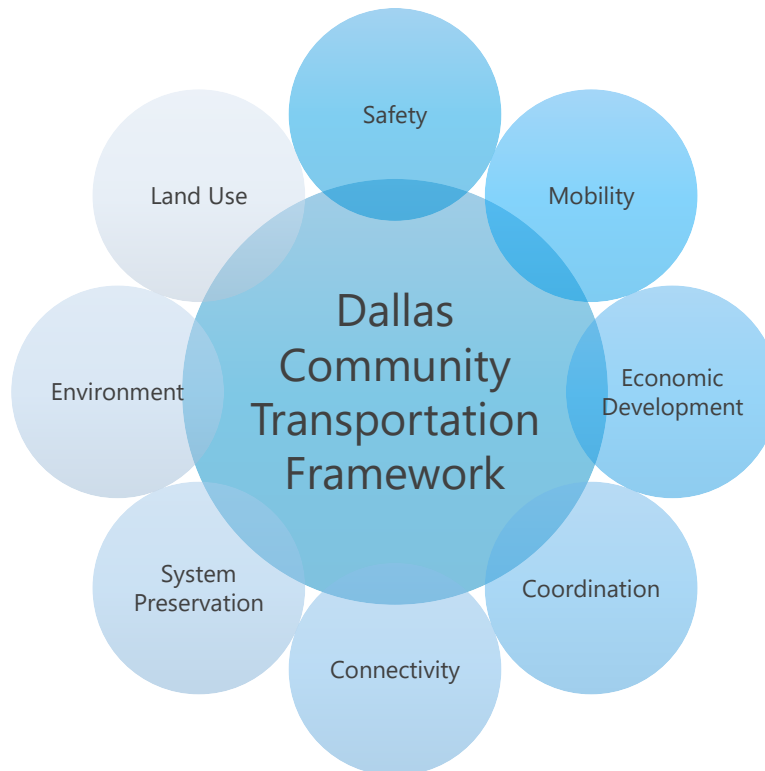
- A. Promote a transportation system that encourages energy conservation, in terms of operational efficiency of the roadway network, street trees and road standards.
- B. Balance transportation needs with the preservation of significant natural features.
- C. Encourage use of active travel modes of transportation, such as transit, bicycling, and walking to reduce impacts to the natural environment.
- D. Minimize transportation impacts on wetlands and riparian areas.
- E. Consider alternative transportation facility designs in constrained areas to avoid or minimize impacts to natural resources.

Goal 8: Land Use

Develop a built environment where existing and planned land uses are supported by an efficient multimodal transportation system.

- A. Enhance local quality of life by designing and aligning transportation facilities in a manner compatible with existing and planned land uses.
- B. Review and amend, as necessary, local land use and development requirements to ensure that future land use decisions are consistent with the planned transportation system.
- C. Encourage development patterns that offer connectivity and mobility options for all in the community.
- D. Ensure that development does not preclude the construction of future street connections identified in this TSP.
- E. Consider transportation system impacts from relevant transportation impact studies when making land use decisions.
- F. Continue requiring developers to aid in the development of the transportation system by dedicating or reserving needed rights-of-way, by constructing street improvements to serve new development, and by providing bicycle or pedestrian improvements where appropriate.

Figure 1 Community Transportation Framework



EVALUATION CRITERIA

The evaluation criteria will be used in the alternative development and review process and in the selection and prioritization of preferred alternatives. The evaluation criteria will first be used to score different alternatives, and then they will be used to prioritize alternatives into a financially-constrained project list. The evaluation criteria are one of several factors that determine which alternatives are selected and which projects are chosen for the financially-constrained project list; other factors include technical and economic feasibility as well as city and community input.

The following rating method will be used to evaluate the alternatives:

- **Most Desirable (+2):** Project directly addresses the goal, and easily meets the goal's objectives.
- **Desirable (+1):** Project addresses the goal at a moderate level, meeting some but not all the goal's objectives.
- **No Effect (0):** Neither Good or Bad, or N/A.
- **Less Desirable (-1):** Project does not address the goal or may have a slight adverse impact on the goal's objectives.
- **Least Desirable (-2):** Project has a substantial negative relation with the goal.

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 evaluation criteria for the Dallas TSP.

Table 1. Evaluation Criteria

Goal 1: Safety – Provide a transportation system that is safe and secure for all travel modes and vulnerable road users.	
Most Desirable (+2)	The project will address an existing safety issue.
Desirable (+1)	The project will proactively prevent a safety issue and increase perceived safety for all users.
No Effect (0)	The project will not address an existing safety issue.
Less Desirable (-1)	The project will increase potential for safety issues.
Least Desirable (-2)	The project will increase potential for safety issues for vulnerable users.
Goal 2: Mobility – Optimize the performance of the transportation system for efficient movement of people and goods.	
Most Desirable (+2)	The project meets mobility standards and targets for all modes and improves connectivity and system completeness.
Desirable (+1)	The project helps meet mobility standards and targets for multiple modes or helps with system completeness.
No Effect (0)	The project does not affect mobility standards, targets, connectivity, or system completeness.
Less Desirable (-1)	The project has a negative impact on meeting the mobility standards or targets and does not advance connectivity.
Least Desirable (-2)	The project has a negative impact on meeting the mobility standards or targets and would create a barrier to connectivity.
Goal 3: Economic Development – Provide a transportation system that balances transportation system needs with the City’s desire for economic development and vitality.	
Most Desirable (+2)	Project will directly and positively contribute to economic development within the City of Dallas.
Desirable (+1)	Project’s benefits are focused on improving an element of the transportation system, but is likely to indirectly contribute to the City’s economic development goals.
No Effect (0)	Project will neither benefit nor deter the City’s economic development goals.
Less Desirable (-1)	Project benefits are focused on improving an element of the transportation system and are likely inconsistent with the City’s economic development goals.

Least Desirable (-2)	Project will directly and negatively impact economic development within the City of Dallas, in a way that interferes with the City's economic development goals.
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Goal 4: Coordination – Maintain a TSP that is consistent with goals and objectives of the TPR and relevant state, regional, and local plans and policies.

Most Desirable (+2)	The project is consistent with state, regional and local plans and policies and is included in their project list.
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Desirable (+1)	Project aligns with state, regional and local plans and policies.
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No Effect (0)	Project is not currently reflected in any state, regional or local plan.
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Less Desirable (-1)	Project may be inconsistent with state, regional, and local plans or policies.
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Least Desirable (-2)	Project is clearly inconsistent with state, regional, and local plans and policies.
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Goal 5: Connectivity – Provide an equitable multimodal transportation system for all users to promote a livable, vibrant and interconnected community.

Most Desirable (+2)	Project closes key gaps safely in multimodal networks to key destinations and increases transit, pedestrian and bicycle safety.
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Desirable (+1)	Project improves current multimodal networks to key destinations.
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No Effect (0)	Project does not significantly affect existing multimodal network.
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Less Desirable (-1)	Project negatively impacts existing multimodal network.
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Least Desirable (-2)	Project negatively impacts existing multimodal facilities near schools, affordable housing or other locations with vulnerable road users.
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Goal 6: System Preservation – Preserve and extend the life of the existing transportation network by implementing proactive strategies to improve durability and functionality.

Most Desirable (+2)	Project maintains critical infrastructure, extends service life, and prevents future costly repairs.
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Desirable (+1)	Project addresses current maintenance needs and ensures infrastructure remains in reasonable condition.
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No Effect (0)	Project does not significantly affect the condition or longevity of existing transportation network.
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Less Desirable (-1)	Project delays scheduled maintenance, which compromises transportation assets over time.
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Least Desirable (-2)	Project causes infrastructure to deteriorate to the point of failure or prevents crucial future connections from being constructed.
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Goal 7: Environment – Provide a transportation system that balances services with a need to protect the environment and significant natural features.

Most Desirable (+2)	Project promotes network efficiency and minimizes impacts on natural features, including riparian corridors, while improving active transportation access to them.
Desirable (+1)	Project promotes efficiency in the use of the roadway network and minimizes impacts on natural features.
No Effect (0)	Project does not significantly affect the environment, natural features, or resource conservation efforts.
Less Desirable (-1)	Project causes a minor disruption to natural features or riparian habitat, does not promote efficiency in the use of the roadway network, or does not encourage active travel options.
Least Desirable (-2)	Project causes a major disruption to natural features or riparian habitat, does not promote efficiency in the use or construction of the roadway network, or limits active travel options.

Goal 8: Land Use – Develop a built environment where existing and planned land uses are supported by an efficient multimodal transportation system.

Most Desirable (+2)	Project includes improvements that align with future land use and economic development initiatives.
Desirable (+1)	Project includes improvements that align with existing land use.
No Effect (0)	Project is not affected by, nor does it affect, existing or future land use.
Less Desirable (-1)	Project does not align with existing land use.
Least Desirable (-2)	Project does not align with existing and future land use.

Appendix A: 2008 TSP Goals and Objectives

APPENDIX A: 2008 TSP GOALS AND OBJECTIVES

Goal 1: Multi-Modal Transportation System

Develop a balanced transportation system that will meet the needs of all users, including youth, elderly, and those with physical disabilities. Such a transportation system does not depend solely on one mode of transportation, but rather provides a variety of transportation features to accommodate vehicle travel as well as public transportation, bicycling, and walking.

OBJECTIVES:

- Work with the Salem Area Mass Transit District to educate residents about existing CARTS transit service and to identify future service improvements, including schedules that better serve the commuting public.
- Encourage residents and business owners in Dallas, especially those that use the Dallas-Rickreall and Kings Valley highways on a daily basis, to make use of existing rideshare matching services provided by Mid-Valley Rideshare.
- Identify ways to encourage freight vehicles to use the existing signed truck route along Levens Street.
- Coordinate with the applicable railroad company to improve freight rail service and public right-of-way crossings. Develop, adopt and enforce design standards for arterials and collectors describing minimum ROW width pavement, pedestrian service, bicycle travel and other parameters.
- Recognize the need for sufficient, but not excessive, parking for commercial development

Goal 2: Mobility

Provide a viable transportation system that meets state and local mobility standards. Such a transportation system allows different users of the network a reliable means of getting from origin to destination.

OBJECTIVES

- Provide a network of arterials and collectors that are interconnected, appropriately spaced, and reasonably direct.
- Maintain mobility standards for each functional classification of street (e.g., arterial, collector, local).
- Accommodate local traffic and through travel.
- Minimize travel distances and vehicle-miles traveled.
- Encourage development patterns that offer connectivity and mobility options for all members of the community.

Goal 3: Economic Development and Viability

Provide a transportation system that balances transportation system needs with the City's desire for economic development and viability.

OBJECTIVES

- Minimize traffic congestion in the downtown commercial area.
- Discourage through-traffic and high speeds in residential areas.
- Use design techniques to slow traffic through downtown and in other areas of high pedestrian traffic.
- Provide efficient street connections between industrial sites and the arterial street network.

Goal 4: Coordination

Maintain a TSP that is consistent with the goals and objectives of the TPR and relevant state, regional, and local plans and policies.

OBJECTIVES

- Produce a TSP that is consistent with the objectives of the TPR.
- Provide a transportation system that is consistent with the City of Dallas Comprehensive Plan.
- Ensure that elements of the plan involving or affecting OR 223 Kings Valley Highway and Dallas-Rickreall Highway are consistent with the Oregon Transportation Plan and Oregon Highway Plan.
- Coordinate with Polk County on elements of the plan involving or affecting County-owned roads.
- Coordinate with relevant local and regional partners on land use and transportation decisions.

GOAL 5: PEDESTRIAN AND BICYCLE FACILITIES

Provide for an interconnected system of pedestrian and bicycle facilities in Dallas to serve commuter and recreational users.

OBJECTIVES

- Ensure and strengthen the presence of safe, attractive, and convenient pedestrian and bicycle access to and circulation in the downtown area.
- Develop or maintain safe, connected pedestrian and bicycle facilities near schools, residential districts, and commercial districts.
- Provide or require provision of sidewalks on all new public streets.
- Construct and maintain bike lanes, bike paths, and shared roadway shoulder routes.

Goal 6: System Preservation and Improvements

Be consistent with the City's current strategy to preserve and extend the life of the existing transportation network.

OBJECTIVES

- Maintain consistent levels of maintenance to keep roadways, curbs, gutters, and sidewalks in acceptable condition.

- Identify and construct incremental improvement projects to meet future travel demands while minimizing impacts to residents, tourists, and businesses.
- Ensure that development does not preclude the construction of future street connections identified in this TSP.
- Consider transportation system impacts from relevant transportation impact studies when making land use decisions.
- Continue requiring developers to aid in the development of the transportation system by dedicating or reserving needed rights-of-way, by constructing street improvements to serve new development, and by providing bicycle or pedestrian improvements when appropriate

Goal 7: Access Management

Address state access management standards as outlined in OAR 734-051 for OR 223 Kings Valley Highway and Dallas-Rickreall Highway, and identify access management strategies for city collectors and arterials.

OBJECTIVES

- Develop and apply access control measures (e.g., driveway and public road spacing, median control and signal spacing standards) that are consistent with the functional classification of roads and which limit development on rural land to rural uses and densities.
- Identify opportunities for and work with property owners to develop creative approaches to access management off the arterial street network.
- Require all new subdivision development to comply with access standards as described in City Ordinance.
- Ensure consistency with access management strategies outlined in this TSP.

Goal 8: Transportation Funding

Identify reasonable potential funding sources and a funding strategy for transportation improvements included in this TSP.

OBJECTIVES

- Identify a range of funding opportunities for transportation improvements, coordinating with County, State, and Federal agencies.
- Prepare a funding strategy that includes priorities and proposed timelines for transportation improvement projects.
- Develop proposed improvements to a sufficient level of detail to qualify for federal and/or state funding of engineering and construction phases.

Goal 9: Safety

Provide a transportation system that maintains adequate levels of safety for all users.

OBJECTIVES

- Identify safe connections for vehicles, bicycles, and pedestrians across OR 223 Kings Valley Highway and Dallas-Rickreall Highway.
- Improve safety at locations where roads cross bicycle, pedestrians, and rail facilities.
- Undertake, as needed special traffic studies in problem areas, such as around schools to determine appropriate traffic controls to effectively and safely manage vehicle and pedestrian traffic.

Goal 10: Environmental

Provide a transportation system that balances transportation services with a need to protect the environment and significant natural features.

OBJECTIVES

- Promote a transportation system that encourages energy conservation, in terms of efficiency of roadway network and the standards developed for street improvements.
- Balance transportation needs with the preservation of significant natural features and viewsheds.
- Encourage use of alternative modes of transportation such as transit, bicycling and walking that reduce impacts to the natural environment.
- Minimize transportation impacts on wetlands and wildlife habitat.