

Public Draft Memorandum #1: Vision, Goals, Objectives, and Project Prioritization Criteria

Cottage Grove Pedestrian and Bicycle Plan
Task 2.1

February 13, 2023





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1 Introduction

This memorandum describes the vision, goals, objectives and project prioritization criteria for the Cottage Grove Pedestrian and Bicycle Plan. The memo begins with a summary of existing active transportation-related goals, objectives and policies of the City's current Comprehensive Plan and Transportation System Plan (TSP), along with a brief summary of potential improvement opportunities to the existing policy framework in both documents. A vision and supporting goals and objectives to guide the development of the Pedestrian and Bicycle Plan follows, along with criteria that will be used to prioritize the list of projects identified during this process.

2 Existing Pedestrian/Bicycle-Related Goals, Objectives and Policies

Cottage Grove's existing transportation-related goals, objectives and policies reside in the City's Comprehensive Plan and TSP. The Comprehensive Plan establishes the City's overall community planning framework, while the TSP, an element of the Comprehensive Plan, establishes long-term planning guidance for the movement of people and goods.

The sections below present existing Comprehensive Plan and TSP goals, objectives and policies pertaining to walking and bicycling. The statements, presented verbatim, cover a range of topic areas such as land use, environment, safety, quality of life and economic vitality. It should be noted that, depending on the document under focus, some goals do not have supporting objectives or policies; conversely, some objectives and/or policies lack overarching goals. While this is not necessarily a deficiency, it is worth noting for review purposes.

While several of the goals, objectives and policies listed below do not directly pertain to walking and bicycling, they are included as they influence built environment aspect (e.g., land use, street connectivity) that affect the active transportation environment.

2.1 Comprehensive Plan Goals, Objectives and Policies

Existing Comprehensive Plan goals, objectives and policies, as they pertain to walking and bicycling, are as follows:

Relevant Goals:

Community Development Goals:

- To strive to develop and maintain a system of regional, community and neighborhood parks and recreation programs which serve the needs of the citizens of the area and visitors.

Parks, Recreation and Open Space Goals:

- To preserve some lands for open space, particularly on steep hillsides and along river greenways.

Economic Development Goals:

- Establish Cottage Grove as the seat and gateway for a South Lane County recreation and tourism destination.¹

Relevant Objectives:

Housing Objectives:

- Encourage development of existing vacant and underutilized parcels where urban services are committed.
- Encourage a variety of residential development types and densities for all income and age groups.

Schools Objectives:

- Encourage new schools and replacement facilities to locate within the Urban Service Area.

Parks, Recreation and Open Space Objectives:

- Consider a system of river oriented and hill top parks and open space with interconnecting trails linked to residential areas of the community.

Urban Design Objectives:

- Encourage the use of the site master plan technique to create developments that contain a mixture of neighborhood and professional commercial services, social services, recreational activities, public and/or quasi-public uses, and residential uses.

Hillside Development Objectives:

- To provide a safe means of ingress and egress for vehicular and pedestrian traffic to and within hillside areas while at the same time minimizing the scarring effects of hillside street construction.

Relevant Policies:

Economic Development Policies:

- Maintain and enhance quality of life through good schools, cultural programs, recreational opportunities, adequate health care facilities, affordable housing, neighborhood protection, and environmental amenities.²

Commercial Policies:

- Encourage redevelopment of existing highway oriented development.

¹ This goal originated in Cottage Grove's 2037 Vision and Action Plan.

² This policy originated in Cottage Grove's 2009 Economic Opportunities Analysis.

2.1.1 Comprehensive Plan Goals/Objectives/Policies Improvement Opportunities

As the Comprehensive Plan establishes the overarching planning framework, the document's goals, objectives and policies are at an appropriately high level. Current strengths of the existing framework include a direct acknowledgment of the land use/transportation relationship and its implications to the community at large. The framework also acknowledges the strong connections between recreation opportunities, quality of life, and economic development, as evidenced through investments such as the Row River Trail and Covered Bridges Scenic Bikeway.

Opportunities also exist to strengthen and augment the Comprehensive Plan's goals, objectives and policies to more directly communicate the City's support for walking and bicycling. Broadly speaking, potential enhancements to guide and support expected outcomes of this planning effort should address the following areas:

- Establishing a comfortable and safe multimodal transportation network accessible and useable by people of all ages and abilities.
- Elevating equity to have a prominent role in all aspects of multimodal planning including community engagement, needs identification, improvements identification, and prioritization of investments.
- Explicitly mentioning the dual function and benefit of trails as both transportation and recreation assets.
- Highlighting the importance of connectivity, bicycle parking, transit stop infrastructure, wayfinding, and other supportive features to maximize the return on investment of traditional multimodal projects.
- Reinforce the importance of augmenting physical improvements with non-infrastructure approaches (e.g., education and encouragement programs) to create a comprehensive multimodal environment.

Suggested new and modified policy language will be developed in subsequent phases of this planning effort, specifically upon the identification of active transportation improvements (Memorandum #3) and funding options (Memorandum #4). Specific recommended policy language modifications will be directly informed by the recommendations emerging from the Pedestrian and Bicycle Plan planning process.

2.2 TSP Goals, Objectives and Policies

The TSP is the adopted transportation element of the Comprehensive Plan. Existing TSP goals, objectives and policies that pertain to walking and bicycling are as follows:

Relevant Goals:

Goal 1: Enhance the Cottage Grove area's quality of life and competitive economic advantage by providing a transportation system that is:

- Accessible,
- Efficient,

- Equitable,
- Interconnected,
- Safe,
- Balanced,
- Environmentally responsible,
- Financially stable,
- Sustainable.

Relevant Objectives:

Objective 1: Provide an interconnected regional transportation system, which ensures ease of transfer between modes of travel and appropriate access for all potential users to all areas of the city, region, state, and nation.

Objective 2: Provide a balanced transportation system that gives people realistic choices or options other than driving alone in an automobile.

Objective 4: Provide an environmentally responsible transportation system.

Objective 5: Provide a safe transportation system.

Objective 7: Make streets as “unobtrusive” to the community as possible.

Objective 8: Require developments to address on- and off-site transportation system impacts.

Objective 12: Make full use of existing roadways by reducing motor vehicle demand during peak use periods and increasing operational efficiency.

Relevant Policies:

“Overall” Policies:

- Policy 1: Develop a well-connected transportation system across all modes and locations in the city.
- Policy 3: Protect the function of existing and planned transportation systems as identified in the Street Plan, Bicycle Plan and Pedestrian Plan through application of appropriate land use regulations.
- Policy 4: Develop a street network that provides connections to and from activity centers such as schools, commercial areas, parks, and employment centers.

“Standards” Policies:

- Policy 11: Consider the following primary criteria in evaluating and prioritizing transportation improvement projects – safety, connectivity, access, average daily traffic, physical condition of street, street geometrics, and capacity/congestion (level of service).
- Policy 12: Utilize access management spacing standards on all new and/or improved arterial and collector streets to improve safety and promote efficient through street movement.

- Policy 15: Prohibit land development from encroaching on setbacks required for potential street expansion.
- Policy 18: Comply with Americans with Disabilities Act (ADA) standards when installing new (or reconstructing) transportation facilities, including sidewalks.

“Multimodal” Policies:

- Policy 19: Plan and develop a network of streets, accessways, and other facilities including bikeways, sidewalks, and safe street crossings, to promote safe and convenient bicycle and pedestrian circulation within the community.
- Policy 20: Maintain bikeways and pedestrian accessways (including sidewalks) at the same priority as motor vehicle facilities.
- Policy 21: Consider multi-modal contributions and linkages in evaluating and prioritizing street improvement projects.
- Policy 22: Connect bikeways and pedestrian accessways with local and regional travel routes.
- Policy 23: Foster the design and construction of bikeways and pedestrian accessways to minimize potential conflicts between transportation modes.
- Policy 25: Encourage demand management programs, such as carpooling and park-and-ride facilities, to reduce single-occupancy auto trips to and from Eugene-Springfield.

“Pedestrian” Policies:

- Policy 26: Design new streets and crossings to meet the needs of pedestrians and encourage walking as a transportation mode.
- Policy 27: Develop a pedestrian network by focusing on direct, convenient, and safe pedestrian travel within and between residential areas, schools, parks, and shopping and working areas within the urban area.
- Policy 28: Install sidewalks and/or pedestrian trails of suitable surfacing on all future local streets. Reconstructed and new collectors and arterials shall include sidewalks. Pedestrian facilities may be installed on or off-street to facilitate walking between significant activity areas.
- Policy 29: Develop a downtown streetscape enhancement program to install curb extensions, crosswalk pavers, benches, pedestrian-scaled lighting, and bicycle parking racks.
- Policy 30: Consider the potential to establish or maintain accessways, paths or trails prior to the vacation of any public easement or right-of-way.

“Bicycle” Policies:

- Policy 31: Ensure consistency with the policies in the most current Bikeway Master Plan.

- Policy 32: Require adequate bicycle parking in schools, parks, churches, existing shopping and working areas, and other destination areas to encourage increased use of bicycles.
- Policy 33: Include bicycle facilities such as bike lanes or dedicated bikeways in the planning, design, and construction of all new and/or reconstructed collectors and arterial roads. The Oregon Bicycle and Pedestrian Design Guide's Urban/Suburban Recommended Separation Matrix shall be used in making decisions regarding the need and design for appropriate bicycle facilities.
- Policy 34: Require provision of bicycle parking facilities with new commercial and industrial development and multi-family residential development.

"Transit" Policies:

- Policy 36: Support provision of basic mobility services for the elderly and people with special needs.
- Policy 37: Provide and support improvements such as sidewalk and bicycle connections, shelters, and benches to complement transit service and encourage higher levels of transit use.
- Policy 38: All new development shall be referred to transit service providers for review and comment to determine if new transit stops are appropriate and can reasonably be provided as part of the new development.

"Rail" Policies:

- Policy 41: Protect abandoned rail rights-of-way for alternative or future use.

2.2.1 TSP Goals/Objectives/Policies Improvement Opportunities

The TSP's goals, objectives and policies guide the City's comprehensive, long-range planning around the local transportation system. These policies are particularly valuable in prioritizing and supporting funding decisions and helping decision-makers evaluate potential land use changes and ensuring consistency with the planned transportation system. Notable strengths of the TSP's current framework, as they pertain to walking and bicycling, include:

- Recognition that a multimodal transportation network can derive many benefits including economic vitality and quality of life.
- Reinforcement of the benefits of providing travel options for Cottage Grove residents.
- Acknowledgement of key transportation planning and design principles such as system connectivity (locally and regionally), streamlined access to major destinations and ADA accessibility.
- Recognition of the critical role of ongoing maintenance for creating a safe and functional network.
- Acknowledgement of the importance of supporting programs such as Transportation Demand Management.

While a thorough multimodal policy framework resides within the TSP, opportunities exist to strengthen and augment existing goals, objectives and policies to more directly communicate the City's support for walking and bicycling. Broadly speaking, potential enhancements to guide and support expected outcomes of this planning effort should address the following areas:

- Directly emphasizing the importance of providing a multimodal transportation system that is convenient and safe for people of all ages and abilities.
- Explicitly mentioning the impacts on, and benefits, to vulnerable users, particularly youth, seniors, Black, Indigenous and People of Color (BIPOC), and persons with disabilities.
- Elevating the importance of improving access to opportunities for historically marginalized communities.
- Emphasizing the importance of creating low-stress walking and bicycling facilities to maximize return on investment.
- Acknowledging the expanding palette of active transportation tools, particularly low-stress infrastructure such as neighborhood greenways and protected bike lanes.
- Consideration of other "trip-end" facility requirements (e.g., showers and changing facilities) for new development and redevelopment projects.
- Explicitly mentioning encouragement and education programs as cost-effective means to augment the City's pedestrian/bicycle infrastructure investments.
- Developing implementable solutions through balancing aspirations with practical approaches.
- Stating the importance of ongoing evaluation to measure Plan implementation progress over time.

Suggested new and modified policy language will be developed in subsequent phases of this planning effort, specifically upon the identification of active transportation improvements (Memorandum #3) and funding options (Memorandum #4). Specific recommended policy language modifications will be directly informed by the recommendations emerging from the Pedestrian and Bicycle Plan planning process.

3 Cottage Grove Pedestrian and Bicycle Plan Vision, Goals, Objectives and Project Prioritization Criteria

This section presents the recommended Cottage Grove Pedestrian and Bicycle Plan's vision, goals, objectives and project prioritization criteria. While the vision, goals and objectives establish guidance for assessing current conditions and future needs, they also provide a framework for identifying and prioritizing active transportation improvements. As this Plan will serve an updated element of the TSP, the vision, goals

and objectives will ultimately be incorporated into the TSP (and by extension, the Comprehensive Plan) at the conclusion of this planning effort.

3.1 Vision, Goals and Objectives

The proposed Cottage Grove Pedestrian and Bicycle Plan's vision, goals and objectives are as follows:

Vision: Walking and bicycling are viable travel modes for people of all ages and abilities in Cottage Grove, offering seamless access to essential destinations and recreational opportunities while providing healthy travel options for all.

Goal 1 – Safety and Comfort: Provide a comfortable and safe walking and bicycling environment that is seamless, logical and intuitive.

- **Objective 1a:** Address multimodal safety concerns including documented collisions involving people walking or bicycling, pedestrian/bicycle risk factors, and problem locations identified by community members.
- **Objective 1b:** Develop lower-stress walking and bicycling facilities along and across Cottage Grove's roadway network, and minimize conflicts between motor vehicles and vulnerable roadway users.
- **Objective 1c:** Fill in system gaps, particularly along higher-volume/higher-speed roadways and areas where higher concentrations of walking and bicycling activity are anticipated.
- **Objective 1d:** Update pedestrian and bicycle design standards and guidelines for consistency with state and national best practices, including the expanding palette of facility types such as neighborhood greenways, protected bike lanes and ADA accessibility enhancements.

Goal 2 – Access: Provide an active transportation network accessible to people of all ages and abilities, while providing local and regional connectivity.

- **Objective 2a:** Improve accessibility for people with physical, visual, audible, cognitive and other disabilities through the provision of corridor, intersection and other system improvements.
- **Objective 2b:** Streamline access to schools, jobs, commercial areas, transit stops and school bus stops via complete walkway and bikeway connections.
- **Objective 2c:** Identify and leverage non-roadway public easement/right-of-way opportunities to establish off-street path connections.
- **Objective 2d:** Coordinate closely with agency partners, including Lane County, Oregon Department of Transportation, Lane Transit District and South Lane Wheels to establish seamless active transportation linkages at jurisdictional boundaries and on non-City owned facilities.

Goal 3 – Equity and Community Support: Meaningfully engage Cottage Grove residents when identifying and prioritizing active transportation improvements, with particular emphasis on historically underserved communities.

- **Objective 3a:** Deploy a multi-faceted approach for engaging Cottage Grove residents throughout the Plan development process, and for ongoing implementation efforts.
- **Objective 3b:** Prioritize Cottage Grove’s historically transportation disadvantaged communities, particularly those with limited travel options.
- **Objective 3c:** Develop project and program recommendations reflecting the community’s preferences and priorities.
- **Objective 3d:** Build a culture of support and respect for walking and bicycling by communicating its benefits through education, encouragement, outreach and other programmatic approaches.

Goal 4 – Implementation: Utilize aspirational yet practical approaches for implementing the Pedestrian and Bicycle Plan.

- **Objective 4a:** Establish a clearly defined implementation strategy with a prioritized list of active transportation improvements.
- **Objective 4b:** Prioritize lower-cost investments that can be implemented in shorter timeframes.
- **Objective 4c:** Position the City to pursue federal, regional, state and federal funding opportunities such as Safe Routes to School, Oregon Community Paths and other grants.
- **Objective 4d:** Update Cottage Grove’s Land Development Code to leverage future development and redevelopment in a way that fosters a walk- and bike-friendly environment.

3.2 Project Prioritization Criteria

This section describes the proposed criteria that will be used to prioritize the pedestrian and bicycle projects ultimately proposed in this Plan. Tying directly from the vision, goals and objectives described immediately above, the prioritization criteria cover a range of topic areas including safety, equity, accessibility and cost. Upon finalizing the recommended active transportation network (to be undertaken in subsequent tasks), the Project Team will qualitatively rate each project against the criteria, resulting a prioritized list to guide the City’s implementation efforts.

Table 3-1, on the following page, lists and describes the project prioritization criteria, along with relevant goals and objectives.

Table 3-1. Project Prioritization Criteria

Criterion	Description	Relevant Goal(s) and Objective(s)
Safety	Degree to which a project addresses a pedestrian/bicycle safety concern. Projects addressing documented ped/bike crashes, or locations of concern (e.g., "near-misses") flagged by community members, will derive higher qualitative ratings.	Goal 1, Objectives 1a, 1b, 1d Goal 2, Objectives 2a, 2d Goal 3, Objective 3c
Accessibility	Degree to which a project improves conditions for people with disabilities. Projects containing sidewalk enhancements and/or intersection crossing upgrades will derive higher qualitative ratings.	Goal 1, Objectives 1b, 1c, 1d Goal 2, Objectives 2a, 2b, 2c, 2d Goal 3, Objective 3b
User Level of Comfort	Degree to which a project establishes a lower-stress walking or bicycling environment. Projects deriving higher qualitative ratings include those providing greater separation between motor vehicles and vulnerable users along major roadways, lower-speed shared environments on minor streets, and off-street path corridors.	Goal 1, Objectives 1b, 1c, 1d Goal 2, Objectives 2a, 2b, 2c, 2d Goal 3, Objective 3b
Gap Closure	Degree to which a project closes a gap in the existing active transportation network. Projects filling shorter gaps, particularly on higher-speed/higher-volume streets, will derive higher qualitative ratings.	Goal 1, Objectives 1a, 1b, 1c Goal 2, Objectives 2a, 2b, 2d Goal 3, Objective 3b Goal 4, Objective 4c
Equity	Proximity of a project to historically transportation-disadvantaged populations including youth; seniors; Black, Indigenous and People of Color; lower-income residents; no-car households; and people with limited English proficiency. Projects in vicinity of multiple transportation-disadvantaged groups will derive higher qualitative ratings.	Goal 1, Objective 1b Goal 2, Objectives 2a, 2b Goal 3, Objective 3b
Community Support	Degree to which community members express support for improving a particular corridor, intersection or area. Projects in locations/areas voiced by the community (via various public outreach activities) will derive higher qualitative ratings.	Goal 1, Objective 1a Goal 3, Objectives 3a, 3b, 3c
Land Use and Transit Linkages	Proximity of a project to schools, commercial and employment nodes, and transit/school bus stops. Projects in vicinity of higher concentrations of these uses will derive higher qualitative ratings.	Goal 1, Objective 1c Goal 2, Objective 2b Goal 3, Objective 3b Goal 4, Objective 4c
Cost and Complexity	Planning-level project cost estimate. Projects with lower costs and less complexity will receive higher qualitative ratings.	Goal 1, Objective 1c Goal 4, Objectives 4a, 4b, 4d