

Article 12: Transportation

Planning for a transportation system that is able to move people and goods safely, efficiently, cost effectively and reliably, can be a challenging endeavor. Much of this work is accomplished through a Transportation System Plan (TSP), which provides direction, identifies needs, and addresses transportation-related issues associated with development consistent with the requirements of Statewide Planning Goal 12.

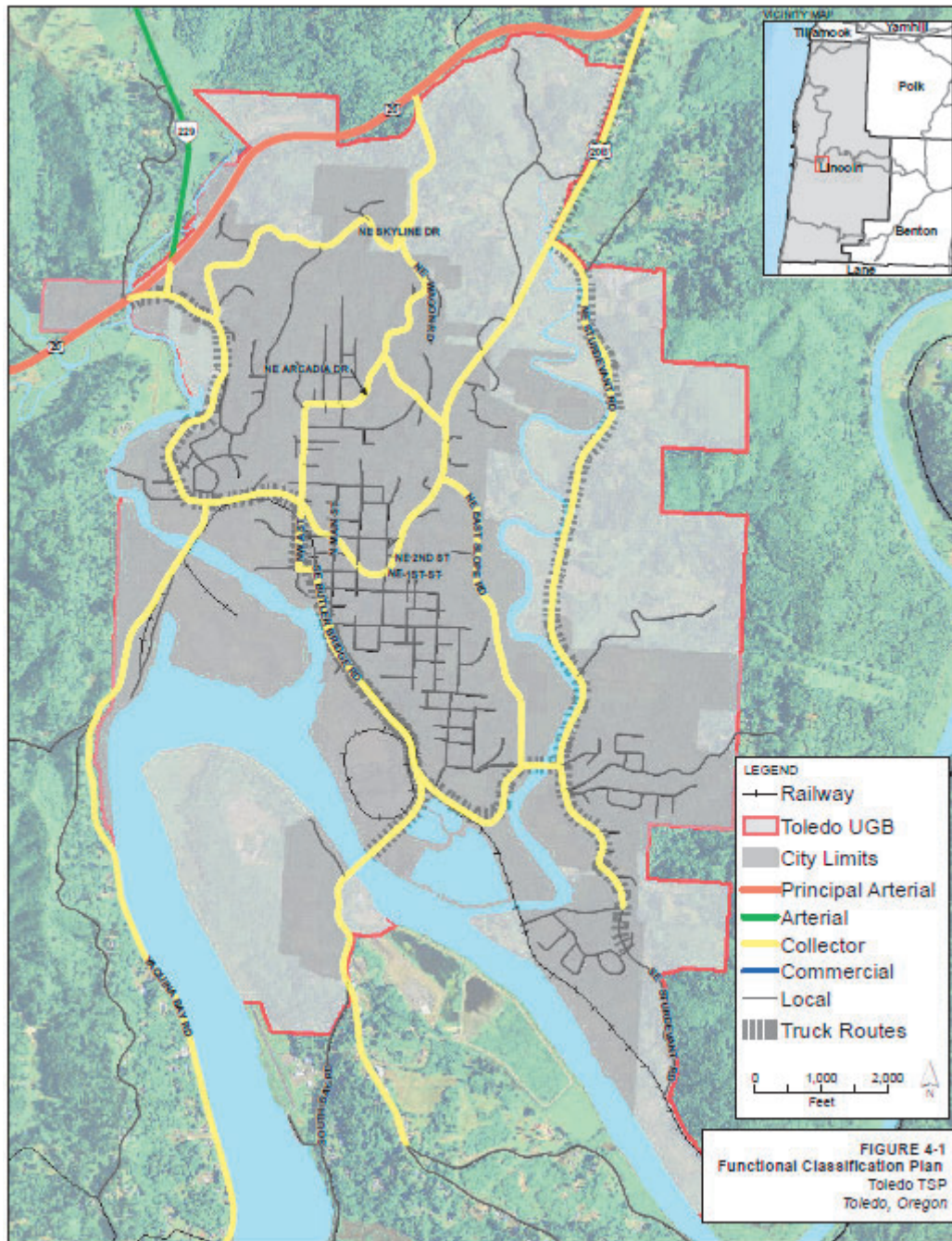
Local Context

Toledo faces a number of challenges related to planning and implementing transportation improvements. The City is connected to the larger region by a network of roads, trails, and other facilities that must be planned for, designed, funded, constructed, and maintained. Toledo and the Lincoln County community need to be connected to the regional transportation network. Doing so often requires transforming rural roads and upgrading existing roads, functioning as major multimodal streets in new housing or commercial areas. Many residents of Toledo work in Newport and vice versa, increasing demand on regional connections. At the same time, the city must also ensure that the transportation network accommodates a variety of transportation needs and is implemented and operated in a way that supports livability today and into the future. For example, as our city's population continues to age, the City's transportation system must also evolve to meet needs for those ages 65 and over. Evolving commute patterns and an increasing need for ride share or public transit options indicate the need to more proactively plan comprehensive networks for all modes. Transportation plans also need to consider equity issues, both in terms of mitigating disproportionate impacts and promoting access to transportation options for all segments of the community.

The City's functional classification plan defines the intended operations and character of streets within the overall transportation system, including standards for street and right-of-way width, access spacing, and pedestrian and bicycle facilities. Streets within the City are classified appropriately for consistency and reflect the current and anticipated future function, use, and traffic volumes. The City of Toledo's functional classification system applies to streets owned by the city, the County, and the State; it also includes principal arterials, arterials, collectors, commercial, and local streets. More information can be found in the Toledo TSP.



Figure X: Functional Classifications



\\NK\WCSA\PROJECTS\43782\TOLEDON\GIS\PROJECTS\FUNCTIONAL CLASSIFICATION.MXD TUNLEY 12/16/2013 9:22:37 AM

Multi-Modal Systems – Goal 1

Provide a safe and efficient, multi-modal transportation system which provides linkages in a manner that enhances Toledo's neighborhoods, environment, economy, and social and scenic values.

Policy 1 Multi-Modal System. Provide a multi-modal transportation system which provides services for motorized vehicles, bicycles, pedestrians, electronic data transmission, mass transit, and air, rail and water transport (including shipping).

Policy 2 Encourage Transportation Options. Encourage options other than the personal automobile for transportation services through comprehensive land use planning policies that would allow reliance upon the automobile and vehicle trips to be reduced.

- a. Improve and support transit services
- b. Improve and support ride-sharing opportunities.
- c. Support programs to reduce the single-occupancy trips for commuters to Newport and other Lincoln County and Benton County areas.
- d. Encourage the provision of sidewalks, pedestrian paths, and bicycle paths/lanes.

Policy 3 Regional Center. Support the role of Toledo as a regional center for air, water, rail, and roadway transport connections. Within Lincoln County, Toledo has the only sites which provide rail, air, water, and roadway connections for moving goods.

Policy 4 Coordination. Continue to coordinate transportation planning and services with Lincoln County, Newport, Oregon Department of Transportation, private industry, and others determining transportation policies, programs, and projects.

Policy 5 Meet Statewide Planning Rules. Maintain a Transportation System Plan which supports and implements these transportation goals and objectives, the Oregon Transportation Goal 12, and the requirements of the Oregon Transportation Planning Rule.

Public Works– Goal 2

Minimize the adverse social, economic, energy, and environmental impact costs of constructing, maintaining, and using transportation facilities and services in cooperation with county, state, and other public agencies and the private sector.

Policy 1 Cost Effective Development. Build and maintain roadways and other transportation facilities in a manner that is the most cost effective for the life of the road so as to reduce public maintenance costs.

Policy 2 Diverse Revenue Sources. Ensure a diverse set of revenue sources are available to maintain and improve the existing transportation system.

Policy 3 Safe Condition Design. Provide transportation facilities designed to maintain safe conditions over time and in adverse weather conditions.

Policy 4 Coordinated Approach. Develop a coordinated approach to the operation, development, and maintenance of transportation facilities by linking the construction and maintenance of

roadways to the construction and maintenance of other public services including wastewater, water, storm drainage, public utilities, and public safety vehicle access and to the increased service level demands of new or expanded land within the City and Urban Growth Boundary.

Policy 5 Franchises. Ensure continued, economically viable, and competitive access to electronic data transmission. Maintain the Toledo Public Utilities Commission to provide input to the City Council regarding franchises for the operation of public utilities within Toledo.

Policy 6 Natural and Green Infrastructure. Encourage the use of natural and green infrastructure to improve flooding resiliency, natural shade, treat stormwater, and other benefits including the use of bioswales and street trees.

Development and Land Use Objectives– Goal 3

Encourage safe, efficient, convenient, and economic modes of travel that reduce reliance upon one form of transportation, minimize energy consumption and air quality impacts.

Policy 1 Meet National Standards. Assure that minimum, adopted national standards for public safety access are maintained for each property and that access lanes are provided as fire breaks and evacuation routes within the community.

Policy 2 Improvements with New Development. Require new development to extend/improve transportation facilities to complete transportation system linkages and to mitigate impacts of additional traffic from new development on the existing transportation system and neighborhoods.

Policy 3 Development and Redevelopment Standards. Maintain standards and procedures to ensure the provision of the desired transportation system as each property is developed/redeveloped for more intense uses by coordinating development permits with the extension or improvement of streets and other transportation facilities.

Policy 4 Incorporate the TSP in Development review. Develop and maintain a Transportation System Plan and clear and objective local standards for transportation facilities construction and maintenance. Incorporate the use of the TSP and local standards into application reviews and permits for all new developments and construction projects.

Policy 5 Minimize Natural Environment Disturbances. Minimize disturbances of the natural environment or use of natural resources when locating, constructing, maintaining, and using transportation facilities and services. Encourage land use patterns which minimize environmental impacts from transporting people, goods, and services.

Policy 6 Electric Vehicles (EVs) Charging Network. Support efforts to expand the Electric Vehicles (EVs) Charging Network in Toledo and in Oregon. Efforts will help make charging EVs a convenient, reliable, and affordable for all residents, including when driving long distances.

Street Systems– Goal 4

Develop a safe and efficient street system that will handle the projected needs of the community and provide connections to the region.

Policy 1 Sufficient Roadway System. Provide a system of roadways that maintain vehicle capacity and public safety as the community grows.

Policy 2 Education, Awareness, and Enforcement. Partner across agencies and departments to improve transportation system safety education, build awareness, and ensure enforcement across the community.

Policy 3 Emergency Service Access. Coordinate with the Toledo Fire Department to ensure Street Systems have adequate emergency service access.

Policy 4 Transportation Linkages. Provide linkages within the community with a circulation system that is safe and convenient to all areas within the community and that links the community to Highway 20, rail, air, and water shipping facilities.

Policy 5 Low Speed Residential Areas. Maintain the character of Toledo's neighborhoods by encouraging local streets that ensure safe and efficient traffic flows but which are designed to encourage low speeds and minimize traffic impacts within the residential neighborhoods.

Policy 6 Efficient and Safe Truck Routes. Maintain efficient and safe truck routes to support the transportation of people, goods, and services between major employment centers and markets.

Policy 7 Coordination with CWACT. Support and work with the Cascades West Area Commission on Transportation (CWACT) to identify funding for Western Junction projects that are in line with Toledo's vision for the intersection.

Policy 8 Wayfinding Signs to Key Destinations. Work with partners to add wayfinding signs to direct visitors to downtown Toledo, the Arts District, and other Toledo attractions for all modes including vehicles, bicyclists, and pedestrians.

Policy 9 Transportation Access to Industrial Sites. Continue to support transportation access including freight to industrial sites in the City - including the Siletz Kiln site - to support economic development.

Policy 10 Flexibility in Street Standards to Account for Topographical Constraints. Maintain flexibility with street standards for all modes given the existing topographical and right-of-way constraints, provide options to minimum standards that provide safe, feasible streets.

Policy 11 Utilize Functional Classifications. The designated Functional Classification of streets in the Toledo TSP will be used to prioritize street maintenance and guide the location and design of new streets. Develop performance standards to evaluate street systems.

Policy 12 Function of Planned Roadways. Protect the function of existing and planned roadways by application of appropriate setbacks, land use regulations, exactions, and voluntary dedication.

Policy 13 Conformance with the TSP. All development proposals, plan amendments, or zone changes will conform with the Toledo Transportation System Plan.

Policy 14 Land Use Impacts to Transportation Facilities. Consider impacts on existing or planned transportation facilities in all land use decisions.

Policy 15 Coordinate with ODOT and Lincoln County. Coordinate with the Oregon Department of Transportation and Lincoln County Public Works to implement the improvements listed in the Toledo Transportation System Plan.

Policy 16 Update Capital Plans. Continue to update capital plans to identify, prioritize, and construct transportation projects giving careful consideration to a constrained budget environment, topographical challenges, and diminishing sources of outside funding.

Policy 17 Comprehensive Plan Amendments. Land uses authorized under Comprehensive Land Use Plan Map and Zoning Map amendments must be consistent with the identified function, capacity, and level of services of transportation facilities.

Bicycle and Pedestrian– Goal 5

Provide safe, accessible, and convenient pedestrian and bicycle facilities while taking into account Toledo’s topography, current street use and widths, and current funding levels for major improvements.

Policy 1 Pedestrian and Bikeway System. Develop a pedestrian and bikeway system which will provide routes to allow pedestrians and bicyclists to travel to and from residential areas to schools, parks, places of employment, and commercial areas.

- a. Action: If there are stakeholders in this area, then every effort should be made to involve these citizens in selecting prioritized routes to be considered for feasibility, safety, and cost versus use practicality.
- b. Action: The same stakeholders should also be encouraged to take an active role in determining sources of revenue for funding these improvements above the funds currently being dedicated for bike lanes.
- c. Action: Coordinate with Lincoln County and private land owners in the development of bikeways.

Policy 2 Pedestrian and Bikeway Facilities. All new arterial and collector streets and major improvements to arterial and collector streets shall include the pedestrian and bikeway facility specified in the street design standard where feasible.

Policy 3 Bike Lane Requirement. When traffic volume on existing collector streets (speeds <25mph) exceeds 3,000 Average Daily Traffic (ADT) consider changing the bikeway type from shared roadway to bike lanes.

Policy 4 ADA Compliance. Low curb crosswalks shall be used at all intersections, consistent with ADA guidelines, to facilitate use by all pedestrians.

Policy 5 No Physical sidewalk Obstructions. Where feasible, the City shall allow no physical obstruction of sidewalks such as utility poles, sign posts, or guy wires (consistent with ADA guidelines).

Policy 6 Walking Environments. Provide safe, convenient, and attractive walking environments through the City with a special emphasis in the commercial area.

Policy 7 Visibility. Visibility and unobstructed views shall be promoted for all areas of high pedestrian use.

Policy 8 No Bicycle Traffic on Sidewalks. Bicycle traffic on sidewalks shall be prohibited.

Policy 9 Local Improvement Districts. The City will work with interested landowners to explore local funding options for sidewalk improvements such as Local Improvement Districts.

Policy 10 Well Developed Sidewalk System. The City supports the development of a well-developed sidewalk system with street trees to link the community to downtown, local parks, and the waterfront.

Policy 11 Safety Education and Infrastructure. Support efforts by local schools and emergency service organizations to implement a bicycle, pedestrian, and driver safety education program to encourage safe walking, cycling, and driving behavior. Apply for Safe Routes to School Grants (SRTS) to complete priority safety projects.

Policy 12 Coordinate with the Railroad. Coordinate with rail operators to address rough pavement at railroad crossings to create smooth crossings for bicyclists and pedestrians. (This objective is in conjunction with Rail Objectives Policies ~~61~~ 3 and ~~63~~ 5 to address railroad crossings).

Policy 13 Wayfinding. Identify ways to improve wayfinding resources to guide pedestrians and bicyclists to explore Toledo and provides directions to local attractions in downtown and near the waterfront.

Policy 14 Intercity Multi-Use Trail. Work with regional partners to determine the feasibility of building an intercity multi-use trail.

Policy 15 Fitness Walking. Encourage community partners to explore the possibility of instituting a ~~volkmarch~~ fitness walking route in Toledo for programming events.

Access to Resources – Goal 6

The City of Toledo will seek for all its citizens the maximum level of access to all social, work, and welfare resources.

Policy 1 Airport Policy. If the airport closes, work with partners (including emergency service providers) to identify an alternate Life Flight landing site in the City.

Policy 2 Georgia- Pacific Pipeline. Continue to support the Georgia-Pacific plant's effluent pipeline and work with partners to maintain applicable environmental permitting.

Policy 3 Butler Bridge. Work with partners to determine the lifespan of Butler Bridge and explore the rebuilding or altering the bridge to accommodate taller barges and boats.

Policy 4 Pier for Barge Access. Support efforts to develop a pier for barge access at the entrance to Depot Slough on Georgia-Pacific property to take advantage of the dredged river channel.

Policy 5 Recreational Boat Launch. Explore the possibility of a recreational (non-motorized) boat launch on the waterfront near downtown.

Policy 6 Dredge Spoils. Work with the Port of Toledo and other partners to help identify an appropriate dredge spoils site for Depot Slough.

Policy 7 Intermodal Hub. Continue to make the proposed intermodal hub at Tokyo Slough (linking water, rail, and freight truck transportation) a high priority.

Transit – Goal 7

The City of Toledo will seek for all its citizens a customer-based regionally coordinated public transit system that is efficient, effective, and founded on present and future needs.

Policy 1 Regional Public Transit Planning. The City will support and promote regional planning for public transportation services that use innovative technology to maximize efficiency of operation, planning, and administration of public transportation.

Policy 2 Car Pooling and Park and Rides. The City encourages the use of car pools and park-and-ride lots in the area and other strategies to reduce the number of single occupant vehicle trips.

Policy 3 Support Public Transportation Services. The City shall support existing public transportation services by improving facilities and promoting public awareness of the services.

Policy 4 Coordinate with Other Cities on Park and Rides. The City will coordinate with other jurisdictions when park-and-ride facilities are needed.

Policy 5 Maintain Partnerships. Maintain long-standing partnership with Lincoln County Transit and the North by Northwest Connector to support new investments in transit service and infrastructure, and identify potential new funding sources to implement these improvements.

Policy 6 City Wide Transit Shuttle. Encourage the Toledo Chamber of Commerce or other organization to explore a citywide transit shuttle or circulator that could meet the demand for improved local service for Toledo residents and employees.

Policy 7 Water Taxi Service. Encourage local and regional partners to explore long-term feasibility of water taxi or ferry service to Newport.

Rail Systems – Goals 8, 9 and 10

Minimize the negative impact of the rail system on other aspects of the transportation system, adjacent land uses, and quality of life in Toledo.

Encourage land use patterns that maximize rail service or preserve the future opportunity to use rail transportation.

Support current rail service in Toledo.

Rail Systems – Policies

Policy 1 Retain Existing Rail Crossings. Retain existing railroad crossings in Toledo and strive for safety measures that offer the highest level of protection.

Policy 2 Minimize Noise Impacts. Work with the railroad to minimize the visual and noise impacts of rail traffic.

Policy 3 Pedestrian Crossings. Continue to work with the railroad to facilitate pedestrian facility installation at all pedestrian crossings.

Policy 4 Regional Coordination. Coordinate with regional organizations to emphasize the importance of the current rail system to the economy of Toledo and Lincoln County.

Policy 5 Agency Coordination. Coordinate regularly with ODOT Rail, Lincoln County, Georgia Pacific, and Portland & Western Railroad (PNWR) to work together to address the conditions of the crossings.

Policy 6 Prioritize Public Crossings. Develop evaluation criteria to prioritize public crossing investments and generate a list of improvements in order of greatest priority.

Policy 7 Intermodal Hub. Continue to pursue the proposed intermodal hub at Tokyo Slough with the Port of Toledo to add potential freight rail customers.

Policy 8 Reduce Train Idling. Work with ODOT Rail and PNWR to develop policies to reduce idling train engines near Downtown businesses.

Policy 9 Support Business that will Utilize Rail Services. Support efforts that will attract new businesses and support existing businesses and industries that will utilize freight and potential passenger rail service between Toledo and the 1-5 corridor.

Policy 10 Coast to Valley Train Ride. Support efforts to create a “Coast to Valley” scenic train route to support local tourism in Toledo.