



METRO

Agenda

MEETING: METRO COUNCIL WORK SESSION
DATE: November 18, 2008
DAY: Tuesday
TIME: 2:00 PM
PLACE: Metro Council Chamber

CALL TO ORDER AND ROLL CALL

- | | | | |
|----------------|-----------|--|-----------------------------|
| 2:00 PM | 1. | DISCUSSION OF AGENDA FOR COUNCIL REGULAR MEETING, NOVEMBER 20, 2008/ADMINISTRATIVE/CHIEF OPERATING OFFICER COMMUNICATIONS | |
| 2:15 PM | 2. | BOND MARKET DISCUSSION | Jordan |
| 2:30PM | 3. | TITLE 13 COMPLIANCE AND MONITORING UPDATE | Hennings/Harper/ O'Brien |
| 3:15 PM | 4. | BREAK | |
| 3:20 PM | 5. | CONNECTING GREEN: TRAILS | Wetter/Burkholder |
| 4:20 PM | 6. | COUNCIL BRIEFINGS/COMMUNICATION | |

ADJOURN

**COMPLIANCE AND
WATERSHED REPORT**

Metro Council Work Session
Tuesday, November 18, 2008
Metro Council Chamber

METRO COUNCIL

Work Session Worksheet

Presentation Date: 11/18/08 Time: 2:30 pm Length: 45 minutes

Presentation Title: Title 13 Compliance and Monitoring Update

Department: Nature in Neighborhoods/Planning

Presenters: Lori Hennings/Brian Harper/Tim OBrien

ISSUE & BACKGROUND

Title 13: Nature in Neighborhoods of the Urban Growth Management Functional Plan was created to (1) conserve, protect, and restore a continuous ecologically viable streamside corridor system, from the stream's headwaters to their confluence with other streams and rivers, and with their floodplains in a manner that is integrated with upland wildlife habitat and with the surrounding urban landscape; and (2) to control and prevent water pollution for the protection of the public health and safety, and to maintain and improve water quality throughout the region. In essence, Title 13 was meant to achieve its intended purpose through the conservation, protection and appropriate restoration of riparian and upland fish and wildlife habitat.

Title 13 requires that local jurisdictions perform the following:

- Adopt Metro-identified Habitat Conservation Areas (HCAs)
- Enact code changes to provide protections to identified HCAs
- Identify and remove barriers in existing codes to Habitat Friendly Development Practices
- Provide information to Metro for use in monitoring watershed health

Additionally, cities and counties are required to apply the requirements of Title 13 directly to their land use decisions, whether or not they have adopted comprehensive plan provisions and land use regulations to implement Title 13.

The Metro Council adopted Title 13 of the Urban Growth Management Functional Plan on September 29, 2005. The Department of Land Conservation and Development acknowledged Metro's habitat protection program on January 5, 2007. This action requires that all participating local jurisdictions are in compliance with Title 13 by January 5, 2009. As specified in the Functional Plan, Metro staff has been working with our local partners to help them reach compliance status with Title 13 of the Functional Plan before this deadline. This guidance has come in the form of active involvement in code revisions in several jurisdictions, as well as a grant award to Happy Valley for a Code Audit specifically aimed at identifying barriers to Habitat Friendly Development Practices. This update is provided to update the Council regarding jurisdictional compliance status related to Title 13 and to frame a realistic timeline for region-wide compliance with the Title 13 requirements. The following categories represent the current status of local jurisdictions throughout the region relative to Title 13 compliance:

- Jurisdictions in Full Compliance:
 - Beaverton, Cornelius, Durham, Forest Grove, Hillsboro, King City, Sherwood, Tigard, Tualatin and Washington County
- Jurisdictions that have scheduled final hearings prior to January 5, 2009:
 - Gresham, Clackamas County

- Portland (the North Reach Portion)
- Jurisdictions with a first half of '09 target date for submittal:
 - Fairview, Happy Valley, Lake Oswego, Milwaukie, Oregon City, Troutdale, West Linn, Wilsonville, Multnomah County
- Jurisdictions in development with no target date for submittal:
 - Wood Village, Gladstone, Damascus, Portland, Rivergrove

None of the cities have submitted a request for a formal extension to the January 2009 compliance deadline.

In addition to jurisdictions' compliance, Title 13 directs staff to monitor watershed conditions over a 10-year period, with results available by the end of each even-numbered year. The first 2-year comparison "State of the Watersheds" report is due December 31, 2008. The results are intended to help inform Council about the region's success in meeting regional performance objectives and targets established in Title 13. The following table describes Title 13 objectives, targets and indicators to be used in the State of the Watersheds report. Indicators are measured by watershed and jurisdiction.

| Performance objective and target | Indicator |
|---|--|
| Preserve and improve streamside, wetland and flood area habitat connectivity (sub-watershed scale). <i>2015 targets:</i> <ul style="list-style-type: none"> ● Increase forest and other vegetation within 50' of streams by 10%, and within 50-150 feet of streams and wetlands by 5%. ● Protect at least 90% of undeveloped floodplain acres. | 1. % vegetation within 50 feet of streams and wetlands 2. % forest within 50 feet of streams and wetlands 3. % vegetation within 50-150 feet of streams and wetlands 4. % forest within 50-150 feet of streams and wetlands 5. Number of acres of Class I and II high value riparian habitat 6. Number of acres of undeveloped floodplain |
| Preserve large areas of contiguous habitat and avoid fragmentation, (sub-watershed scale). <i>2015 targets:</i> <ul style="list-style-type: none"> ● Preserve 75% of Class A and B acres. ● Preserve 80% of habitat interior acres. | 7. Number of acres of Class A and B high value upland habitat 8. Number of acres of interior habitat |
| Preserve and improve special habitats of concern (sub-watershed scale). <i>2015 target: preserve 95% of known Habitats of Concern.</i> | 9. Number of acres and categorical types of special or at-risk habitats. |
| Additional measures (not part of Title 13 indicator list). <i>No targets. These measures were added to incorporate available field data, add site-specific information, and incorporate new high-quality tree cover data, respectively.</i> | 10. Breeding Bird Survey data analysis 11. Water quality by stream reach 12. Tree cover by sub-watershed and jurisdiction |

Staff will present selected results of the 2008 results to Council at this work session. The full report will be provided to Council at the end of the year.

OPTIONS AVAILABLE

1. Determine that adequate progress has been made and grant an extension for compliance to all non-compliant jurisdictions prior to January 5, 2009. Council

- does not have to hold separate extension hearings and procedures for each jurisdiction. It may bundle the extension requests as one action item.
2. Determine that a few of the cities are not likely to meet the compliance deadline and initiate discussions regarding their request for a formal extension.
 3. Determine after January 5, 2009 that adequate progress has been made and request staff to return with another update in the first half of 2009 to consider compliance.
 4. Engage MPAC in discussion to seek suggestions on addressing noncompliance by partner jurisdictions.

IMPLICATIONS AND SUGGESTIONS

The status report indicates that most jurisdictions are making progress in implementing Title 13 Nature in Neighborhoods.

Council does not need to determine that any jurisdiction is not in compliance until January 2009.

Council can direct staff to continue working closely with jurisdictions to help them come into compliance as soon as possible, and delay considering the granting of formal extensions for compliance until mid 2009.

Monitoring results do not necessarily relate to Title 13's effectiveness because many jurisdictions are not yet in compliance.

QUESTION(S) PRESENTED FOR CONSIDERATION

1. Is the Metro Council comfortable with the direction Title 13 compliance is heading?
2. Would the Council like to have an update in 2009 to review the jurisdiction compliance status?
3. Would Council like staff to begin to work with local partners to pursue a formal extension at some point in the future?

**LEGISLATION WOULD BE REQUIRED FOR COUNCIL ACTION _Yes _No
DRAFT IS ATTACHED _Yes _No**

PREVIEW OF TRAILS REPORT

Metro Council Work Session
Tuesday, November 18, 2008
Metro Council Chamber

METRO COUNCIL

Work Session Worksheet

Presentation Date: 11-18-2008 Time: 3:20 Length: 1 hour

Presentation Title: Connecting Green: Trails

Department: All

Presenters: Wetter

ISSUE & BACKGROUND

On April 24th, the Metro Council approved a Council Project that framed four policy questions and the Council appointed a “Blue Ribbon Committee for Trails” with responsibility to help address the questions:

- What are the expected benefits of a regional trails network?
- What elements of the regional trails network are most important to users?
- Should the region accelerate the build-out of the regional trails system?
- What means should the region employ to increase investment in the trails network?

The blue ribbon committee completed their work on November 10th. The work session is an opportunity for the Council to review the committee’s findings and discuss implications.

OPTIONS AVAILABLE

Two questions are primary:

- Does the Council support the committee recommendation that the region develop an integrated mobility strategy that places bicycle and pedestrian travel in proper relation to its expected benefits?
- What role should Metro play in developing and securing funding for a regional mobility strategy, as recommended by the committee?

Metro has, to date, played the primary leadership role in the trails project. The Metro Council convened the blue ribbon committee and the inter-agency staff team that supported the committee was led by Metro staff. Staff estimate that the cost to continue to play this role is about \$118,000 per year. The Metro Council could:

- agree that Metro should continue to play the central leadership role in coordinating the work of partner governments and organizations in developing a regional mobility strategy and commit funding or equivalent staff to support this role; or
- agree that Metro should partner with others in playing the central leadership role and commit to a portion of the funding necessary. Other local governments, corporations and foundations with a stake in the project could be asked to contribute part of the funding or staff; or
- agree that Metro should incorporate the committee’s recommendations into existing Metro projects (such as RTP) but not pursue the agenda outlined in the

- Blue Ribbon Committee report that would seek to increase investment in bicycling and pedestrian infrastructure; or
- decide that Metro should not pursue the mobility strategy at all.

IMPLICATIONS AND SUGGESTIONS

Connecting Green is being advanced by a broad base of private businesses, non-profit organizations and government agencies. Connecting Green is currently framed as five initiatives (trails, regional system, acquisition, environmental education, and restoration) plus a central core that manages communications, branding and networking.

Metro is not the only implementer of any of the Connecting Green initiatives. However, Metro has played a central role in championing the vision, convening the partners, and helping to “incubate” and launch Connecting Green initiatives. Metro is the only organization positioned to play this role. At the same time, the Council decides how fast it wants each Connecting Green initiative to advance and when the initiative is ready to “fly the nest” and not require Metro Councilors as the primary champions and Metro staff as the primary project managers.

In the instance of trails / regional mobility, the project would lose considerable momentum if the Metro Council and Metro staff withdraw entirely from the roles we have been playing to date. However, it may be possible to shift some of this role to a partner such as the City of Portland. The Council could also choose to continue to play this role, given that Metro is uniquely positioned for the regional convener and champion role.

QUESTION(S) PRESENTED FOR CONSIDERATION

- Does the Council support that the region develop an integrated mobility strategy that places bicycle and pedestrian travel in proper relation to its expected benefits as recommended by the Blue Ribbon Committee?
- What role should Metro play in the next steps recommended by the committee?

LEGISLATION WOULD BE REQUIRED FOR COUNCIL ACTION __Yes __X__No
DRAFT IS ATTACHED __Yes __X__No



The case for an integrated mobility strategy

WALKING AND BIKING OFFER AN IMMEDIATE OPPORTUNITY TO TACKLE KEY CHALLENGES.

Congestion, climate change, burdensome fuel costs, lack of funding to even maintain roads, concern about making sure our transportation investments build, rather than destroy, communities—these challenges make it plain to each of us in our daily lives that the times are changing.

The good news is that we can take one relatively small step that will attack every one of these problems. It won't work overnight and it won't solve everything, but it will set us on a path towards a transportation network that is truly earth and community friendly. It is a policy that brings smiles to commuters, kids and communities (as well as taxpayers!)

Our region already has a good start, with Portland the most “bike friendly” city in America. But with smart investments in a network of routes and trails for biking and walking, in ten years we can more than double the number of people who choose to walk or bike. People like us in cities around the world with climates and hills as challenging as ours have done it. Their air and water are cleaner, their communities are stronger, and they are more active and healthy as a result.

It is time. It will work.

“We must recognize that we are on the cusp of a new wave of transportation policy. The infrastructure challenge of President Eisenhower’s 1950s was to build out our nation and connect within. For Senator Moynihan and his colleagues in the 1980s and 1990s it was to modernize the program and better connect roads, transit, rail, air, and other modes. Today, the challenge is to take transportation out of its box in order to ensure the health, vitality, and sustainability of our metropolitan areas.”

– Robert Puentes, *Brookings Institution, A Bridge to Somewhere: Rethinking American Transportation for the 21st Century*

Why encourage bike and pedestrian travel now?

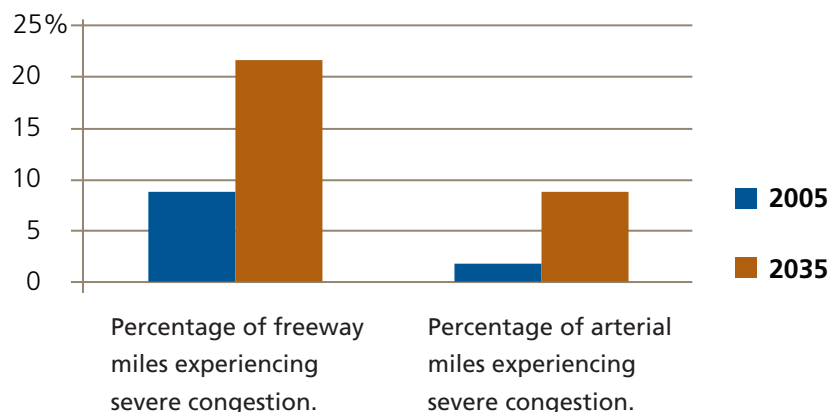
INVESTMENT PRODUCES ENVIRONMENTAL, LIVABILITY AND FINANCIAL RETURNS

Non-motorized travel reduces congestion

Thirty years from now, one million more people are expected to call the Portland region home. During this time, car traffic is expected to grow by nearly half, while truck traffic will more than double. The percentage of roadways experiencing severe congestion is expected to quintuple from 2% today to 10% by 2035. Increasing congestion has real economic costs. Dedicated facilities for pedestrians and cyclists frees roadways for other users.

Projected congestion growth in Portland region

Source: www.gasbuddy.com



Bicycling and walking reduce congestion by replacing cars on short trips, increasing use of public transportation and by stimulating compact, mixed use development.

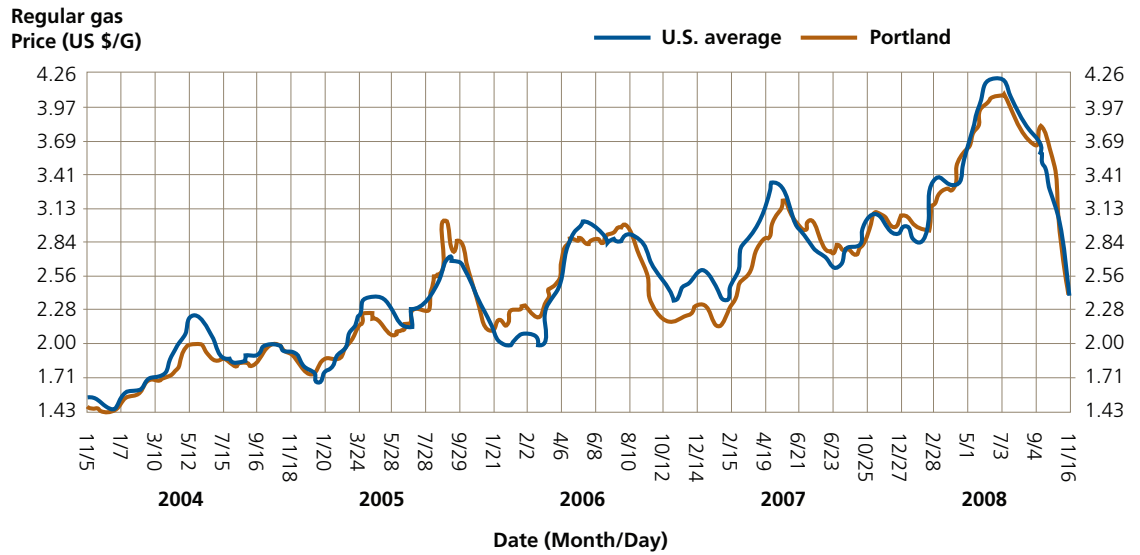
Non-motorized travel is inexpensive

Transportation is second to housing as a proportion of household budgets and fuel costs have risen from 3% of household expenditures in 2002 to 8.5% as of June 2008, putting an increasing strain on resident's budgets. Bicycle and pedestrian infrastructure saves public dollars as well. A lane of roadway will accommodate five to ten times more pedestrian and bicycle traffic than driving and the cost of bicycling and pedestrian infrastructure is just a small fraction of that of building highways. Trails and paths can also be efficient connections to transit, reducing the need for expensive and land-gobbling park-and-ride stations.

Those households that rely on walking and cycling as their primary means of travel save an average of \$694 per month.
– www.gasbuddy.com

60 Month average U.S. and Oregon gas prices

Source: www.gasbuddy.com



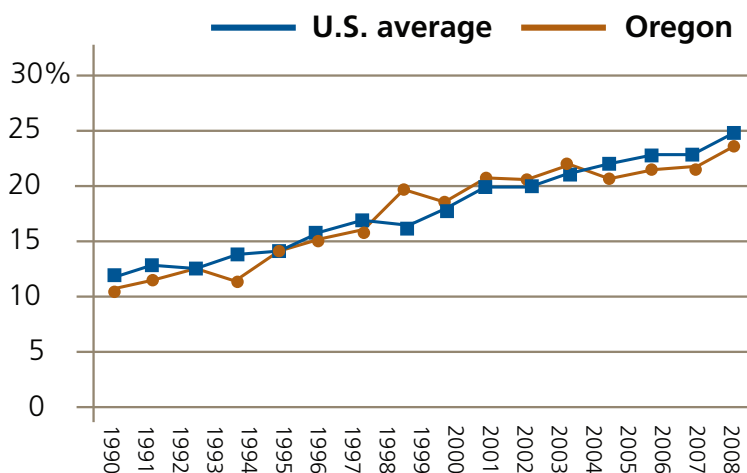
Those households living near a greenway are more likely to meet CDC health guidelines – CDC, Rails To Trails Conservancy

Non-motorized travel improves health and reduces health care costs

Americans' lack of physical activity is leading to an increase in a variety of health conditions including hypertension, cancer, heart disease, diabetes, and obesity, which will soon eclipse tobacco as the number one preventable cause of death in the United States. Studies have shown that people living in communities with walking and cycling facilities walk and cycle more. Bicycling and walking offer a way to integrate physical activity into busy schedules, and have been demonstrated to improve these conditions as well as to contribute to emotional well-being.

Percentage of adults who obese, Oregon and U.S. 1990-2008

Source: Oregon Department of Human Services

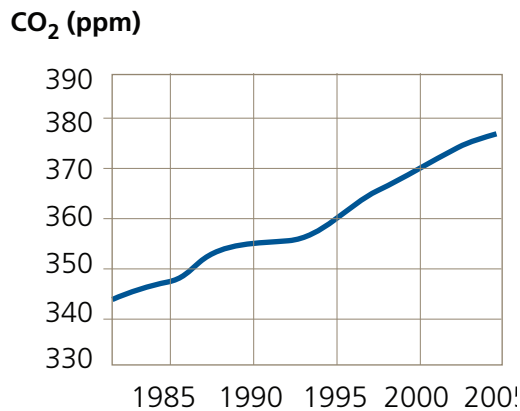


Non-motorized travel reduces greenhouse gas emissions

Greenhouse gas emissions are causing climate change, which leads to environmental and economic disruption and threatens our health and well being. The transportation sector is responsible for 38% of greenhouse gas emissions. Any strategy to address climate change requires reducing energy consumption in this sector. Bicycle and pedestrian transportation must be a key element in our region's strategy to increase the share of total trips made by bicycle and by foot. The Rails To Trails Conservancy estimates that bicycling and pedestrian travel can offset between 3 percent and 8 percent of greenhouse gas emissions of US cars and trucks.

Globally averaged CO₂ 1985 - 2005

Source: World Meteorological Organization



Every 1% increase in miles traveled by bicycle or on foot instead of by car reduces our region's greenhouse gas emissions by 0.4%

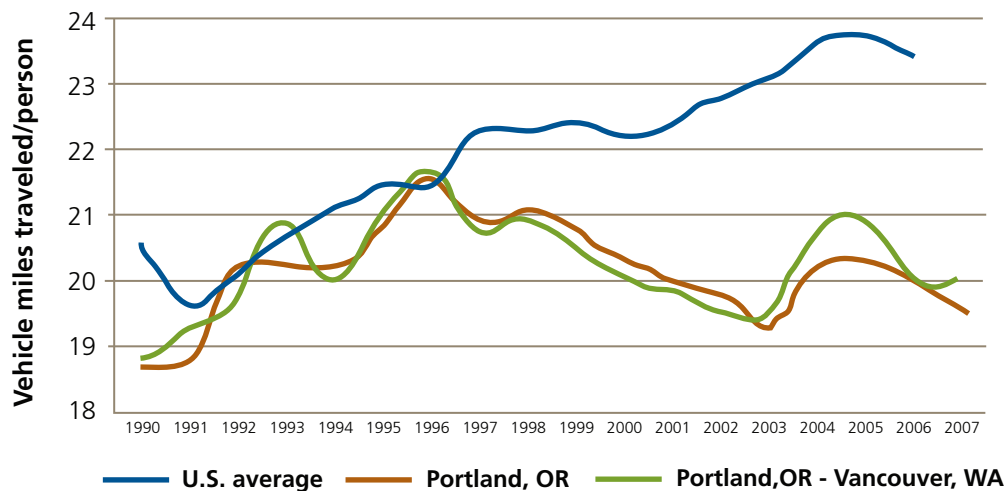


Non-motorized travel fosters dynamic, mixed-use communities

Non-motorized travel encourages a diverse mix of housing, shopping, restaurants, workplaces and recreation in convenient proximity. Residents that walk or ride tend to patronize small businesses, buying in smaller quantities but making more frequent purchases than motorists. This pattern of commerce supports small, community-based businesses and leads to a dynamic community environment. Motorists in such communities also benefit from shorter distances between services, which leads to fewer vehicle miles traveled per person.

Vehicle miles traveled per person 1990 - 2007

Source: FHWA, ODOT, WDOT



Motor vehicle miles traveled per person are increasing nationally. The Portland region has shown it is possible to counter this trend through compact growth and by providing transportation options.

The special case for greenways

GREENWAYS PROVIDE PREMIER ROUTES AND DISTINGUISH THE REGION

Some greenways connect population centers with a non-motorized, natural corridor that provides an unrivaled commute experience. Other Greenways connect the best natural gems our region has to offer and draw both residents and visitors for long recreational excursions. In either case, Greenways play a special role in the region's mobility strategy.

- Greenways are like parks. They are places for families and friends to be together and places to find solitude and connect with nature. But unlike parks, they facilitate travel through the urban area, from neighborhood to neighborhood, or from park to school, or from home to work.
- Greenways are like roads. They give us a way to get where we need to go. But unlike roads, they are built for nonmotorized travel and so they are safer, less stressful and truly enjoyable. They are places where you can experience the wind in your hair or the sun on your shoulders as you travel.
- Greenways are like public squares. They are places for community to gather and can be good locations for shops, restaurants, museums, benches, fountains or works of art. But unlike public squares they extend in either direction as gateways to additional urban and natural experiences.
- Greenways are like a local gym, except that the scenery is better and you can exercise while you get to work rather than before or after.

Greenways are a significant element of Connecting Green, a broad-based movement in the Portland region to create a system of parks, trails and natural areas that is second to none.

Greenways may pass through a park, natural area or stream corridor. The land may be newly developed, but usually it is redeveloped, having been formerly occupied by a railroad, highway, or other transportation route. Many greenways in urban centers or developed areas are linear parks. Greenways are the premier travel corridor for walking and riding because they are safe and fast, and because they offer a natural experience that is removed from the noise and frenzy of the urban environment.



Why the Portland region?

PORTLAND IS UNIQUELY QUALIFIED TO UNDERTAKE THIS STRATEGY

Residents are choosing non-motorized transportation with increased frequency

An active, outdoor-oriented culture, sustainability consciousness, and strong civic and elected leadership position the Portland Region to lead the nation in implementing a nonmotorized transportation strategy. In the city, bicycling to work increased 146% between 2000 and 2006 despite accounting for only 0.7% of the Portland Office of Transportation's capital budget. Travel by bike and foot now makes up as much as 9% of total commute trips in the city, and just under 5% in the metropolitan region as a whole. In 2008, Portland became the first major city to be designated by the League of American Bicyclists as a platinum level bicycle friendly community. The City of Beaverton has been awarded Bronze status. The region's strong transit system is a key asset that positions the Portland region to lead a bicycle and pedestrian strategy.

Finally, Metro, local governments and nonprofit groups have proposed an exemplary network of greenways that span the region and provide opportunities for connection with the region's rich natural heritage. These routes are in varying stages of development, with many in the advanced stages of planning and ready to proceed.



Solution requires a more integrated approach to mobility

A FOUR PRONGED STRATEGY IS NEEDED

Our nation's overwhelming emphasis on one mode of travel has created stark inefficiencies and negative side effects. A regionwide network of on-street and off-street bikeways and walkways integrated with transit and supported by educational programs would make travel by foot and bike safe, fast and enjoyable. Such a system would take walking and cycling well beyond the exclusive domain of avid cyclists and the courageous to become a practical and preferred option for average residents. This is well within reach if we achieve four things:

1 Organize leadership

The strategy requires public and private leadership with interagency staff support.

Form a Caucus of Elected Leaders. Caucus members will make a commitment to champion the strategy. Members of the caucus agree to support the strategy's themes and direction. There will also be opportunities to help support specific proposals at the local, regional, state and federal levels.

Establish a Leadership Council. The council will be made up of civic and business leaders that make a commitment to support the caucus of elected leaders and serve as third party validators when the caucus is presenting proposals, making presentations, or involved in campaigns for elements of the strategy.

Create an Interagency Staff Team. Staff from interested cities, counties, state agencies and Metro will form an interagency team to support the work of the Caucus of Elected Leaders and the Leadership Council.

Model Cross-Discipline Integration at Metro. Cycling and walking, and particularly off-street trails, have in the past been treated as minor transportation facilities, with a divide between park and transportation planning. This schism reduces the functionality of the region's transportation system, limits options and increases costs. The aesthetic, recreation, health and ecological objectives associated with cycling and walking, which have been the traditional responsibility of parks bureaus and associated policy-making bodies, need to be acknowledged and fully integrated with transportation and mobility objectives, which are the purview of transportation departments. Metro should model the organizational changes that are necessary to integrate bicycle and pedestrian facilities planning with planning for other modes and encourage this integration within other jurisdictions in the region.

2 Demonstrate potential

There is excellent work going on across the region building trails, transit and bicycle/pedestrian facilities. Plans are in place, they are coordinated through the Regional Transportation Plan (RTP) and, as a region, our accomplishments are nationally significant. However, institutional traditions marginalize the planning, funding and development of trails and other bicycling and pedestrian infrastructure, resulting in weak coordination or even competition among these facilities.

The strategy's leadership must establish recognition among elected officials and influential organizations and committees that walking and cycling are serious transportation options. Such recognition stems from a realistic understanding of the return on investment such a system could have for our communities, our economy, and the environment. Nothing substitutes for results. Strategy leadership will showcase existing results as well as champion demonstration projects that take bike and pedestrian travel to new levels. Three pilot projects are envisioned:

Urban. Complete a well-designed and well-connected nonmotorized transportation project within a single urban "commute shed." Partner with area businesses to provide education and encourage use. For example, develop a trail that connects a regional center with the central city and provide associated on-street feeder routes and transit connections to substantially increase bicycle and pedestrian commuting within a targeted area.

Suburban. Partner with TriMet and area businesses to create an integrated bicycle/transit strategy for a geographically-defined area in the suburbs. For example, develop on and off-street bicycle and walking paths that feed a transit node. Provide safe, dry bicycle parking at the transit node. Make an agreement with area businesses to encourage their employees to use the facilities. A partnership with transit is critical in the suburbs, because distances between population and employment centers can be too long for bicycle travel (greater than 30 minutes by bike), but can be well served by transit.

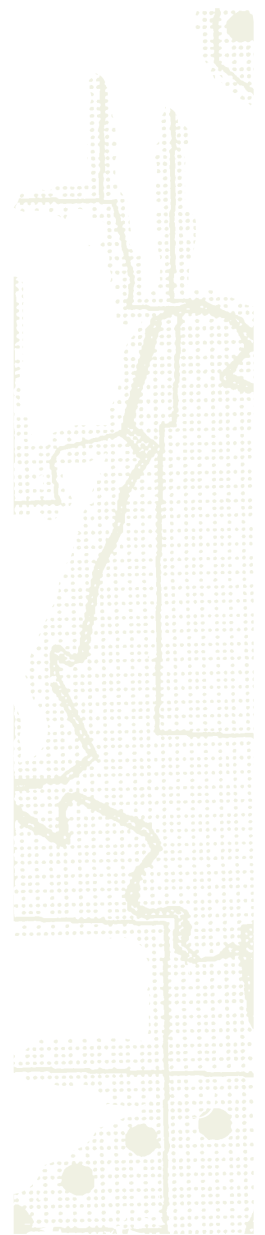
Greenway. Identify a demonstration project that would link together key natural attractions to create a unique urban/natural experience. This would be a greenway of exceptional quality that can serve as a day or multi-day excursion for residents and visitors.

Actions required are as follows:

Select Demonstration Areas. A committee will be formed to select three demonstration areas: an urban, a suburban and a recreational greenway. The areas will be based on the extensive data and research that has been compiled through the Blue Ribbon Committee for Trails process, and will draw from existing transportation plans. The committee will meet three times to complete the selection by early 2009.

Secure Federal and State Funds. The Caucus of Elected Officials and Leadership Council will advocate for funding for the demonstration areas in upcoming legislative sessions at the state and federal levels.

Build Demonstration Projects. The goal is to begin moving demonstration areas forward in 2009.





3 Reduce costs

Federal and state standards set up for road construction complicate the construction of off-street bicycling and walking trails and add an estimated 30% to their cost. The barriers generally relate to procedures in place to support highway construction that don't adapt well for trails, such as cumbersome acquisition requirements that give the impression that a condemnation is about to take place; time consuming change order reviews because standards for roads aren't appropriate for trails; redundancy of effort to fulfill local, state and federal requirements; and excessively time consuming paperwork for intergovernmental agreements, accounting and project closeout.

A key element of the strategy is to bring these costs into line. Federal funding is administered through ODOT. Eliminating these barriers will involve working with ODOT staff, the Oregon Transportation Commission, state legislature and federal congressional staff.

Convene an "Oregon Solutions" style Cost Reduction Project. Strategy leadership would convene agencies involved in trail construction to identify opportunities to streamline, fastrack and reduce costs and implement solutions.

4 Develop system

Strategy leadership will work towards a regional mobility strategy that fully integrates walking and cycling into the region's transportation plans. The Regional Transportation Plan (RTP) is now being updated and so the timing for such an integration is excellent.

Refine Guiding Principles. A work group will refine the guiding principles that will guide the development of the region's bicycle and pedestrian system. A preliminary list, developed during the work of the Blue Ribbon Committee for Trails, is provided in a later section of this document.

Develop Mobility Strategy and Integrate with Regional Transportation Plan. Inclusion in the Regional Transportation Plan qualifies projects for federal funding.

Create Safe Crossings. Work with the Oregon Department of Transportation to create a "safe crossings" initiative that addresses bicycle and pedestrian crossings. Areas where trails cross arterials or highways are particularly challenging. Crossings are in the right-of-way and so are eligible for gas tax investments and are key to protecting the safety of those who travel by bike and by foot.

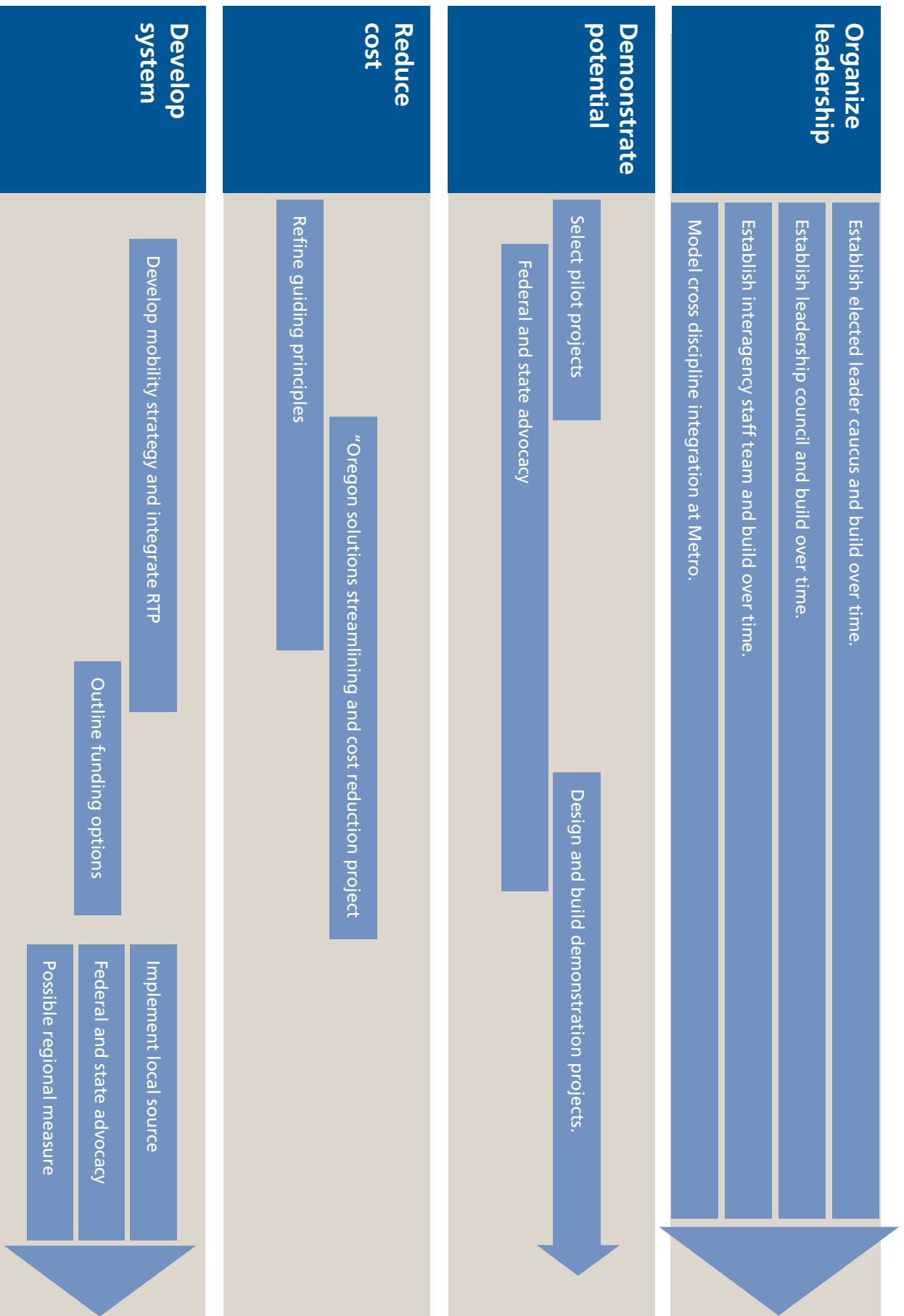
Design Funding Package. A staff team will outline a broad strategy for funding the mobility strategy identifying a target amount to be raised at the local, regional, state and federal levels and suggesting sources and a time frame for these amounts.

Implement Local Source. It is likely that the funding package will require a local match from system users. This source will need to be identified and implemented.

Secure State and Federal Funds. Strategy leadership will advocate at the state and federal level.

Implement a Regional Measure. A regional ballot measure or other source may need to be implemented.

Portland region bicycle and pedestrian strategy





Costs are small relative to other options

THE FINANCIAL INVESTMENT REQUIRED IS WITHIN THE REGION'S CAPACITY

Near term | Capacity \$118,000/year

Project management and technical staff support would include:

Project management. Provide support to the Caucus of Elected Leaders and Leadership Committee and serve as lead staff to the Interagency Staff Team. Direct overall strategy effort and provide staff leadership to key initiatives outlined in this document.

Demonstration areas. Scope and Develop demonstration project proposals, support selection process.

Funding. Develop materials, coordinate with partners and orchestrate advocacy for federal and state funding.

Fast tracking and Cost Reduction. Provide technical and project management support to Oregon Solutions to complete an interagency cost reduction project.

System Development. Coordinate development of the mobility strategy, facilitate integration of bicycle, pedestrian and trail plans with plans for other transportation modes.

The above is in addition to staff currently available at Metro and other governments in the region who will participate in the interagency staff team. The roles outlined above will be needed for two years at a total cost of \$236,000.

Mid term | Demonstration areas \$50 to 75 million

The urban, suburban and greenway demonstration areas have not been identified. However, a reasonable estimate for urban, suburban and greenway demonstration areas, including design, permitting, bidding, and construction is \$50-75 million.

Long term | System \$300 million to \$1 billion

A fully functioning bicycle and pedestrian system, built over the coming decades, is likely to cost between \$300 million and \$1 billion depending on the ultimate scope desired. To achieve this, the pace of investment must be increased over the current rate. For example, an average of only \$2.8 million per year in regional transportation funds are spent on urban multi modal trails. In the context of the region's overall investment in public transportation facilities of approximately \$630 million per year, a \$300 million investment over a span of ten or more years should not be out of range.

Appendices

NOTES ON FUNDING

A near term opportunity with the Federal reauthorization

The 2035 Regional Transportation Plan (RTP) identifies a \$7B gap for capital and \$6B gap for operations and maintenance of the transportation system across the region. Federal transportation funding has been the primary source of trail, bike and transit planning and construction. This funding is likely to remain key to urban mobility projects and competition for these funds is keen.

Congress reauthorizes the federal transportation bill every six years. As the next scheduled reauthorization approaches in 2009, revenues are down and needs are up. Success in obtaining an increased level of trails funding will depend on building alliances and lobbying effectively. Specifically:

- Participate in shaping Metro's federal transportation agenda in coordination with JPACT and the Regional Transportation Plan.
- Build support from a variety of constituencies across the region for urban mobility projects
- Build alliances with trail supporters in other Oregon communities
- Build on Rails to Trails Conservancy (RTC) national "2010 Campaign for Active Transportation"
- Identify federal earmarks and advocate for them with Oregon's Congressional delegation
- Participate in the Bike Summit in Washington D.C., March 2009 and 2010

Timeframe: Now through 2010. (Note: while the transportation bill is scheduled to be reauthorized in 2009, the last reauthorization bill was late, and knowledgeable observers believe it is likely that this bill will not be completed until 2010.)

Outcomes: Trails and other bicycle and pedestrian facilities are seen as integral elements of a transportation system that responds to a range of current and future challenges. The City of Portland and the Portland region are successful in lobbying for \$100M from the transportation reauthorization in coordination with RTC. Traditional sources of federal trails funding (MTIP, TE) are expanded.

State funding opportunities are worth pursuing in 2009

State funding has not been strong for either urban transportation trails or recreation trails. State gas tax revenues cannot be used outside the road right-of-way, and lottery funds, which can be used for trails, are likely to be scarce in 2009 due to the ailing economy as well as ballot measures that may have dramatic effects on the state budget. However, several factors suggest it may be timely to pursue state funding in 2009. These factors include a multi-stakeholder effort to pass a significant transportation funding package, heightened concern over gas prices and climate change, and potential reauthorization of Measure 66. There are several arenas to pursue.

Transportation-related

- The Governor’s Vision Committee is considering a proposal to allocate up to \$20M annually across the state for trails and bicycle facilities.
- The Legislature doesn’t necessarily follow the Governor’s budget and is important to get in front of Legislative committees.
- A proposed third round of funding for multimodal transportation investments, the so-called ConnectOregon program, provides a logical legislative vehicle and funding structure for trail investments.

Recreation-related

Measure 66 is up for reauthorization in 2014 and may be under discussion sooner, possibly in 2009. A strategic approach is needed to secure a portion of these funds for scenic greenways.

Outcomes: Active transportation and scenic greenways are recognized as legitimate elements of a complete transportation system and receive state funding accordingly. Pilot projects have been funded by the state and are successful in demonstrating the need for bicycle and pedestrian facilities coordinated with transit. Consistent funding sources, at appropriate levels, are dedicated to these projects.

New funding

- The level of public support needs to be tested for new funding opportunities:
- Voter-approved Funding. Review the field of upcoming ballot measures and evaluate the potential for a mobility focused measure.
- Potential for Bicycle Community Contribution. Pursue a contribution or registration fee for bicycles to engage cyclists and to address concern, however mistaken, that cyclists don’t carry their weight. This may be an important equity effort, rather than a key funding source.
- Potential for Regional and Local Funding. There may be traditional funding sources that could contribute to the funding mix. All have many competing priorities and the associated institutional hurdles. However, the case should be made for non-motorized mobility with sources such as urban renewal, transportation and parks systems development charges, and local gas taxes.

Principles for development

Demonstration areas will test and refine a set of principles that can then guide the development of a region-wide system. Based on the work of the Blue Ribbon Committee for Trails and the German Marshall Fund study tour to Amsterdam and Copenhagen, the following principles are suggested as a point of departure:

- Focus on the users experience over their entire trip. Working with the “total trip” experience requires not just transportation engineering but landscape and recreational planning expertise.
- Connectivity is key. Coordinate on-street, off-street, and transit facilities within key transportation corridors. Determine a range of mobility options to serve the corridors.

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- Factor health, the environment, personal and public costs, convenience, the travel experience and community health into investment decisions.
 - Consider the pattern of development and respond with effective mobility strategies; urban solutions are likely to be different than suburban solutions.
 - Emphasize bicycle trails and routes to connect population and employment centers that are accessed with a 30 minute ride.
 - Set Priorities. Focus on completing or a few commute sheds at a time. Build regional equity into the sequence, so each part of the region gets a turn. This is similar to the way light rail was developed—first the east, then the west, then north, then airport, then south...
 - Provide separated bicycle and pedestrian facilities in high-volume corridors.
 - Set high standards for both the quality of the travel experience and a unified way finding system.
 - Consider principles used in Europe that the system should be coherent, direct and easy, safe and secure, self-explanatory, comfortable and attractive.
 - For greenways, the quality of the experience, the destinations, and the opportunities along the route to enjoy nature are all important. The process also has a focus on development of tree canopy and understory for wildlife habitat with special sensitivity to stream bank conditions. The balance between providing access to nature while preserving fragile habitat and ecosystems requires judgment that must be further developed. The Portland region will be positioned as a national model on achieving the right balance.

Blue Ribbon Committee for Trails

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