

M E M O R A N D U M


600 NORTHEAST GRAND AVENUE | PORTLAND, OREGON 97232 2736  
TEL 503 797 1700 | FAX 503 797 1794



METRO

Date: December 3, 1997

To: JPACT

From:  Andrew Cotugno, Transportation Director

Subject: Proposed Amendments to Local Street Connectivity Requirements included in Title 6 of the Urban Growth Management Functional Plan

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On November 13, JPACT tabled the "local street connectivity requirements" issue for further discussion at the December 11 meeting. TPAC discussed this issue further on November 19, with particular emphasis on the following two concerns raised by JPACT:

- 1) Do the requirements apply to redevelopment, as currently written in Title 6?

**TPAC Recommendation:** The local street connectivity requirements apply only to "new residential and mixed-use development," as currently written in Title 6. The current text provides,

- "1. For new residential and mixed-use development, all contiguous areas of vacant and primarily undeveloped land of five acres or more shall be identified by cities and counties and the following will be prepared, consistent with regional street design policies: A map that identifies possible local street connections to adjacent developing areas...
2. New residential and mixed-use developments shall include local street plans..."

TPAC recommends not changing the language, and, therefore, the applicability of these requirements to redevelopment would be determined by cities and counties through their comprehensive plans and implementing ordinances. Therefore, TPAC recommends adding the following language to address this issue:

- "3. For redevelopment of existing land uses, cities and counties shall develop local approaches for dealing with connectivity."

- 2) The proposed definition of “mixed-use development” excludes large, single-use land uses. If a large single-use land use, such as a hospital, included a different, incidental accessory land use within the development, would these connectivity requirements apply?

**TPAC Recommendation:** To address the issue of incidental accessory land uses, TPAC recommends the following clarifying amendment to the proposed “mixed-use development” definition:

**Mixed-Use Development.** Mixed-use development includes areas of a mix of at least two of the following land uses and includes multiple tenants or ownerships: residential, retail, office. This definition excludes large, single-use land uses such as colleges and hospitals. Minor incidental land uses that are accessory to the primary land use should not result in a development being designated as “mixed-use development.”

This modification would allow minor incidental uses and accessory uses, such as a deli or daycare facility, to be included in an otherwise large, single-use development. These types of minor incidental, accessory land uses should be encouraged as part of a large, single-use development to help reduce the need for these types of trips. The size and definition of minor incidental, accessory land uses allowed within large, single-use developments should be determined by cities and counties through their comprehensive plans and implementing ordinances.



SEQUENT

Our Business is Your Success

December 10, 1997

Andrew Cotugno  
Transportation Director  
Metro  
600 Northeast Grand Avenue  
Portland, OR 97232-2736

TELEFACSIMILE: (503) 797-1700

RE: Title 6 Amendments on Connectivity Requirements

Dear Mr. Cotugno:

Sequent Computer Systems is in the process of developing its headquarters campus in unincorporated Washington County, north of the Merlo light rail station. Sequent currently occupies eight buildings totaling 50K sft. and expects to develop an additional 660K sft. in the next few years. We have worked with Washington County in the development of their light rail station land use ordinances to address the needs of campus development, particularly with respect to access and connectivity requirements.

We recently became aware of proposed amendments to Title 6 of the Urban Growth Management Functional Plan, set forth in your memo to TPAC of November 18, to clarify that "mixed use development" subject to connectivity standards does not include large, single-use land uses. We support adoption of the definition recommended by staff in that memo, but with modifications to allow incidental supportive retail and other uses on campuses. The following definition, which borrows from the Washington County definition of campus development, may be helpful:

**"Mixed-Use Development: Mixed-use development includes areas of a mix of at least two of the following land uses and includes multiple tenants or ownerships: residential, retail, office. This definition excludes large, single-use land uses such as college, business, and hospital campuses, where buildings are interrelated by a common business or educational activity or process and share a common infrastructure. Accessory uses that are incidental to and in support of the predominant campus use may be allowed without affecting this exclusion from the definition of mixed use."**

Our existing campus successfully encourages pedestrian movement among buildings rather than use of cars, not only for our business but for support facilities such as day care and the employee cafeteria. The amendments proposed by your staff help assure that thoughtful campus development, which supports pedestrian travel and reduces auto travel, is consistent with the region's growth management functional plan.

Please provide this letter to the JPACT membership at or before their meeting on December 11.

Thank you for your attention.


Cheryl L. Schneidermann, IIDA  
Sequent Occupancy Services  
Real Estate & Construction Project Manager

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METRO

Date: December 3, 1997  
To: JPACT  
From:  Andrew Cotugno, Transportation Director  
Subject: Title 6, Section 4.A., Alternative Mode Analysis

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At the last meeting, JPACT voted, eight in favor and four against, to amend the proposed Title 6 language related to alternative mode splits as follows:

amend lines 249-251 to read:

"1. Mode split will be used as ~~the a~~ key regional measure for transportation effectiveness ~~in the Central City, Regional Centers and Station Communities~~ in all 2040 Growth Concept design types."

This issue was referred to MPAC for discussion on December 3 because this recommendation would change the intent of the mode split language as originally developed by MPAC. Attached is a memo to MPAC which outlines the history surrounding this issue. MPAC recommended the following amendments:

- 1) amend lines 298-302 of Title 6 to read:  
"1. Person travel represents the largest share of trips for all modes of transportation travel. Improvement in Mode split will be used as the key regional measure for transportation effectiveness in assessing transportation system improvements in the Central City, Regional Centers, Town Centers and Station Communities. in For other all 2040 Growth Concept design types and mode split will be used as an important factor in assessing to guide transportation system improvements."

This change would maintain the original intent of this section as defined by MPAC to emphasize mode split to these high-density, mixed-use areas, while also maintaining the new requirement for mode split targets for all areas of the region. In addition, this change reflects an emphasis on the areas where achieving mode split targets is most important, the highest density, mixed-use centers, but not to the exclusion of other factors, such as freight and safety, or needed improvements, such as roads.

- 2) amend line 269 of Title 6 to read:

“A transportation need is identified when a particular transportation standard or threshold has been exceeded. Standards which may be used in identifying transportation needs include: safety, statewide mobility as identified in the Oregon Transportation Plan, mode split targets, motor vehicle congestion analysis, freight mobility or demonstration that lack of access is limiting development of a priority regional land use. Needs are generally identified through a comprehensive plan amendment review or as a result of a system-planning analysis which evaluates forecast travel demand.”


This section describes how level-of-service standards are used to define a system deficiency or need and what system analysis could be used to define how to develop solutions to address that need. This change would clarify that there are a number of measures that can be used to identify and define transportation needs, not just level-of-service and including whether mode split targets are being achieved.

M E M O R A N D U M

600 NORTHEAST GRAND AVENUE | PORTLAND, OREGON 97232 2736  
TEL 503 797 1700 | FAX 503 797 1794



METRO

Date: November 24, 1997  
To: MPAC  
From:  Andrew Cotugno, Transportation Director  
Subject: Title 6, Section 4.A., Alternative Mode Analysis

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At the Joint MPAC/JPACT meeting on September 17, the issue of mode split was raised for discussion. ODOT recommended that the language be amended to reflect that alternative mode split targets would be "a" key regional measure for transportation effectiveness, instead of "the" key regional measure. ODOT was concerned that using mode split as "the" key regional measure for transportation effectiveness would be too restrictive, and that it would not allow for consideration of other factors, such as safety and freight mobility, when identifying transportation system needs. At that meeting, both committees voted to maintain mode split as "the" key regional measure, as originally written.

Attachment "A" to this memo reflects a package of proposed amendments to Title 6 of the Urban Growth Management Functional Plan. This attachment was made available to MPAC on November 12 and submitted to JPACT for approval on November 13. The attachment includes a variety of proposed changes to Title 6, including the following:

amend lines 298-310 to read:

"1. Person travel represents the largest share of trips for all modes of transportation. Mode split will be used as the key regional measure for person travel transportation effectiveness in the Central City, Regional Centers and Station Communities in all 2040 Growth Concept design types and will be used to guide transportation system improvements. Each jurisdiction shall establish an alternative mode split target (defined as non-Single Occupancy Vehicle person trips as a percentage of all person trips) for trips into, out of and within each of the central city, regional centers and stations communities all 2040 Growth Concept land use design types within its boundaries one year after adoption of the 1998 Regional Transportation Plan."

On November 20, following a discussion of this issue, JPACT voted, eight in favor and four against, to amend the proposed Title 6 language related to alternative mode splits as follows:

amend lines 249-251 to read:

"1. Mode split will be used as ~~the~~ a key regional measure for transportation effectiveness ~~in the Central City, Regional Centers and Station Communities in all 2040 Growth Concept design types.~~"

Following the JPACT meeting, Charlie Hales and Lou Ogden met to develop language to better clarify the intent of the alternative mode split section. As a result of that meeting, two changes could be considered:

- 1) amend lines 298-302 of Attachment "A" to this memo to read:

"1. Person travel represents the largest share of trips for all modes of transportation travel. Mode split will be used as the key regional measure for person travel of transportation effectiveness in the Central City, Regional Centers, Town Centers and Station Communities. in For other all 2040 Growth Concept design types and mode split will be used as an important factor in assessing to guide transportation system improvements."

This change would maintain the original intent of this section as defined by MPAC to emphasize mode split to these high-density, mixed-use areas, while also maintaining the new requirement for mode split targets for all areas of the region. In addition, this change reflects an emphasis on the areas where achieving mode split targets is most important, the highest density, mixed-use centers, but not to the exclusion of other factors, such as freight and safety, or needed improvements, such as roads.

- 2) amend line 269 of Attachment "A" to this memo to read:

"A transportation need is identified when a particular transportation standard or threshold has been exceeded. Standards which may be used in identifying transportation needs include: safety, statewide mobility as identified in the Oregon Transportation Plan, mode split targets, motor vehicle congestion analysis, freight mobility or demonstration that lack of access is limiting development of a priority regional land use. Needs are generally identified through a comprehensive plan amendment review or as a result of a system-planning analysis which evaluates forecast travel demand."

This section describes how level-of-service standards are used to define a system deficiency or need and what system analysis could be used to define how to develop solutions to address that need. This change would clarify that there are a number of measures that can be used to identify and define transportation needs, not just level-of-service and including whether mode split targets are being achieved.

Lines 417-426 and lines 438-453 in Section 4.C. of Title 6 defines the basis for identifying a solution to a transportation system deficiency at the regional and local levels, respectively. As noted, it provides for providing added SOV capacity if alternatives are insufficient to meet the need:

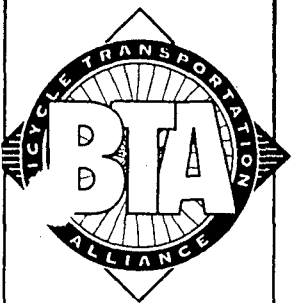
- “ 1) regional transportation demand strategies  
2) regional transportation system management strategies, including intelligent Transportation Systems (ITS)  
3) High Occupancy Vehicle (HOV) strategies  
4) regional transit, bicycle and pedestrian system improvements to improve mode split  
5) unintended land use and transportation effects resulting from a proposed SOV project or projects  
6) effects of latent demand from other modes, routes or time of day from a proposed SOV project or projects  
7) If upon a demonstration that the above considerations do not adequately and cost-effectively address the problem, a significant capacity improvement may be included in the Regional Transportation Plan.”

Lines 438-453 in Section 4.C. of Title 6 defines the basis for identifying a solution at the local level:

- “1) transportation demand strategies that further refine or implement a regional strategy identified in the RTP  
2) transportation system management strategies, including intelligent Transportation Systems (ITS), that refine or implement a regional strategy identified in the RTP  
3) sub-area or local transit, bicycle and pedestrian system improvements to improve mode split  
4) the effect of a comprehensive plan change on mode split targets and actions to ensure the overall mode split target for the local TSP is being achieved  
5) improvements to parallel arterials, collectors, or local streets, consistent with connectivity standards contained in Section 2 of this Title, as appropriate, to address the transportation need and to keep through trips on arterial streets and provide local trips with alternative routes  
6) traffic calming techniques or changes to the motor vehicle functional classification, to maintain appropriate motor vehicle functional classification  
7) If upon a demonstration that the above considerations do not adequately and cost-effectively address the problem, a significant capacity improvement may be included in the comprehensive plan.”

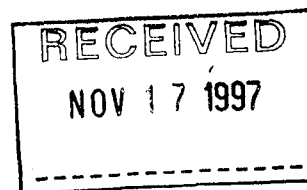
MPAC's comments on this issue will be provided to JPACT on December 11. A recommendation will be forwarded to the Metro Council upon JPACT's approval.





Friday, November 14, 1997

Andy Cotugno  
Metro  
600 NE Grand Ave.  
Portland, OR 97232



Dear Mr. Cotugno,

The Bicycle Transportation Alliance is in the process of developing an initiative for the Metro District which would direct a portion of the transportation funds administered by Metro towards safety improvements around schools and other destinations frequented by children.

The Transportation Reform Working Group of the Coalition for a Livable Future endorsed the initiative in concept at its meeting yesterday and we expect the Coalition as a whole to endorse it at its December meeting.

We would like to make a presentation to JPACT at its December meeting on the proposed initiative and the reasons we feel it is warranted.

We would require approximately ten minutes for our presentation and expect another ten minutes for questions.

We are also working to get our presentation ready in time for the November TPAC meeting but may not be ready in time due to our involvement in the Making the Connection Conference.

Please let me know as soon as possible whether this is possible.

Yours truly,

Rex Burkholder  
Policy Director

copy: L. Kaplan

P.O. Box 9072  
PORTLAND, OREGON  
97207-9072

E-MAIL  
bta4bike@teleport.com

WEB  
teleport.com/~bta4bike

PHONE  
503/226-0676

FAX  
503/226-0498

WORKING FOR SAFE,  
SAFE, AND SUSTAINABLE  
TRANSPORTATION

# SKIP

## The Safe Kids Improvement Program

### Proposed Metro District Initiative

Discussion Draft 11/17/97

**Purpose:** To increase children's safety and independence throughout the Portland metropolitan region by improving walking and cycling access, particularly to schools.

**Need:**

- Nationally, children aged 5-15 account for 30% of pedestrian injuries although they are only 16% of the population.
- Twenty-five percent of all traffic fatalities in the 0-14 age group are pedestrians.
- Oregonians under 18 have a 50% higher chance of being injured or killed while riding a bicycle than adults, accounting for 40% of all cyclists killed by cars.
- Almost half of all pedestrian fatalities in Oregon occur on neighborhood streets.
- Sixty three percent of cyclists killed by cars are killed on neighborhood streets.
- Approximately 250,000 die in the US every year due to diseases associated with physical inactivity.
- Over 25% of schoolchildren are grossly overweight and only 12% of US high school students engaged in 20 minutes of vigorous physical activity three or more times a week.

Despite these figures, out of \$17 million in federal funds spent in Oregon on safety projects, no funds were spent specifically to increase pedestrian safety and only 0.8% of federal transportation funds were spent on bicycle safety and access projects. Local funds for traffic calming and other safety improvements on neighborhood streets—where most schools are located—are very limited.

Less than 2% of the 1998-2001 Metropolitan Transportation Improvement Program (MTIP) is spent on stand-alone bicycle and pedestrian projects (\$8.5 million). Of this total, almost half (\$3.979 million) is allocated for paths located outside of neighborhoods away from schools.

**Proposal:** Through a citizen's initiative, direct Metro to allocate a portion of all transportation funds the region receives and/or administers as the federally designated Metropolitan Planning Organization into a fund, designated the Safe Kids Improvement Program. The initiative would

also direct Metro staff to plan and implement a program to distribute these funds to cities and counties for improvements that make walking and bicycling to school and other destinations attracting a high percentage of children safer and more convenient.

This initiative would up the percentage allocated to bike and ped projects and set up a regional fund which cities and counties would apply to for funding of eligible projects.

### **Uses of the Safe Kids Improvement Program (SKIP)**

Cities and counties may apply for funds from the Safe Kids Improvement Program for projects which improve walking and bicycling conditions to schools or other destinations attracting a high percentage of children. Only the following projects would be eligible for funding from the Safe Kids Improvement Program:

- Sidewalk construction or reconstruction
- Curb ramps
- Reduction of motor vehicle speeds to 10 mph or less, on local streets frequented by children, using traffic calming devices such as curb extensions, circles, raised crosswalks and diverters
- Bike lane construction and striping
- Bicycle parking
- Pedestrian/Bicycle accessways which provide short cuts
- In-school transportation safety and transportation choice education programs

Pedestrian facilities within 1/2 mile and bicycle facilities within 1 mile of a school or other child attracting destination will receive highest priority for funding.

All projects would be required to comply with the design standards contained in the latest edition of the Oregon Bicycle and Pedestrian Plan as approved by the Oregon Transportation Commission.

# SKIP

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### Proposed Metro District Initiative Discussion Draft 11/17/97

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Less than 2% of the 1998-2001 Metropolitan Transportation Improvement Program (MTIP) is spent on stand-alone bicycle and pedestrian projects (\$8.5 million). Of this total almost half (\$3.979 million) is allocated for paths located outside of neighborhoods away from schools.

Currently, the Metro region receives approximately \$126 million in transportation funding annually from federal and state sources. About 60% of these funds are earmarked for maintenance and preservation of existing infrastructure. There are also federally mandated set asides for projects that help the region meet its air quality goals and for transportation enhancements.

**Proposal:** Through a citizen's initiative, direct Metro to allocate a percent of all transportation funds the region receives and/or administers as the federally designated Metropolitan Planning Organization into a fund, designated the Safe Kids Improvement Program. The initiative would also direct Metro staff to plan and implement a program to distribute these funds to cities and counties for improvements that make walking and bicycling to school and other destinations attracting a high percentage of children safer and more convenient.

This initiative would up the percentage allocated to bike and ped projects and set up a regional fund which cities and counties would apply to for funding of eligible projects.

M E M O R A N D U M

600 NORTHEAST GRAND AVENUE

PORTLAND, OREGON 97232 2736

TEL 503 797 1700

FAX 503 797 1794



**METRO**

Date: November 17, 1997

To: JPACT

From: *AC* Andrew C. Cotugno, Transportation Director

Re: JPACT Meetings for Calendar Year 1998

Please mark your calendar for the following JPACT meeting times scheduled during calendar year 1998 in Conference Room 370A-B:

Thursday, 1-15-98, 7:30 a.m.  
Thursday, 2-12-98, 7:30 a.m.  
Thursday, 3-12-98, 7:30 a.m.  
Thursday, 4-09-98, 7:30 a.m.  
Thursday, 5-14-98, 7:30 a.m.  
Thursday, 6-11-98, 7:30 a.m.  
Thursday, 7-09-98, 7:30 a.m.  
Thursday, 8-13-98, 7:30 a.m.  
Thursday, 9-10-98, 7:30 a.m.  
Thursday, 10-08-98, 7:30 a.m.  
Thursday, 11-12-98, 7:30 a.m.  
Thursday, 12-10-98, 7:30 a.m.

ACC:lmk

COMMITTEE MEETING TITLE SPACT

DATE 12-11-97

NAME

AFFILIATION

Craig J. Tommich

City of Clackamas Co.  
Metro

Susan Tommich

~~Don Knigstad~~

Clackamas Co.

Don Knigstad

Metro

Mike Busters

Metro

TANYA COLLIER

UNEMPLOYED

ED. WASHINGTON

METRO

ROB DRAKE

CITIES OF WASH. CO.

CHARLIE HALE

PORTLAND

GRACE CENNICAN

ODOT

Jim Kasper

4 - Cities E. County

Bob Stacey

Tri-Met

Lee Olsen

WASHCO CIPES (ALT)

Roy Rogers

WASHINGTON County

Mary Leary

WSDOT

Dean Lockingbill

XTC (Vancouver Alt)

Kim White

Metro

STEVE DOTTERER

CITY OF PORTLAND

Marky Stegall

Sensible Transp. Options for People

GB ARRINGTON

TRI-MET

Howard Harris

DFR

REBECCA OCKEN

CITY OF GRESHAM

DAVE WILLIAMS

ODOT

COMMITTEE MEETING TITLE

JPACT

DATE

12-11-97

NAME

AFFILIATION

MARK LEAR

CITY OF PORTLAND

Ted Jance

ODOT

John Rosenberg

Washington Co.

John Ried

Clackamas Co.

ROSEANOR

"

SUSIE LABAREE

Pat of Patrick

Scott Rice

Cornelius City Council

Paul Silver

Wilsonville

Susan Lee

Multnomah Co.

Gordon Oliver

Oregonian

Gary Katsion

Kittelson & Associates, Inc.