600 NE Grand Ave.
Portland, OR 97232-2736


# Metro | *Agenda*

Meeting: Transportation Policy Alternatives Committee (TPAC)
Date: Friday, Oct. 28, 2011
Time: 9:30 a.m. to noon
Place: Metro, Council Chamber

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|---|---|---|---|---|
| **9:30 AM** | **1.** | | **Call to Order and Declaration of a Quorum** | **Elissa Gertler, Chair** |
| **9:30 AM** | **2.** | | **Comments from the Chair and Committee Members** | **Elissa Gertler, Chair** |
| | | * | • Dr. Lawrence Frank discussion on public health, land use & transportation (Nov. 4) | |
| | | * | • Metro Research Center Date to Decisions Open House (Nov. 18) | |
| | | | • Request in Boring Area for Withdrawal from TriMet | **Alan Lehto, TriMet** |
| | | | • Update on 2014-15 Regional Flexible Funds Process and Public Comments | |
| **9:40 AM** | **3.** | | **Citizen Communications to TPAC on Non-Agenda Items** | |
| **9:45 AM** | **4.** | * | **Consideration of the TPAC Minutes for Sept. 23, 2011** | |
| | **5.** | | **ACTION ITEMS** | |
| **9:50 AM** | 5.1 | ** | Comments on Proposed Revisions to the Oregon Highway Plan (OHP) and Amendments to the Transportation Planning Rule (TPR) – RECOMMENDATION TO JPACT REQUESTED<br>• *Purpose*: The Oregon Transportation Commission and Land Conservation & Development Commission are considering coordinated amendments to the TPR and OHP regarding statewide mobility policy and its applicability to local land use decisions.<br>• *Outcome*: Joint comment letter from JPACT, MPAC and the Metro Council in general support of the proposed | **Tom Kloster** |
| **10:20 AM** | **6.** | | **INFORMATION/DISCUSSION ITEMS** | |
| **11:20 AM** | 6.1 | ** | Climate Smart Communities Scenarios: Discussion of Preliminary Results and Findings – INFORMATION/DISCUSSION<br>• *Purpose*: Review state greenhouse gas emissions reduction target and scenario evaluation approach, and share preliminary findings<br>• *Outcome*: TPAC understanding of project next steps and input on preliminary findings and implications to be raised for policy discussion | **Kim Ellis**<br>**Nuin-Tara Key** |

*Continued on back…*

**12:00 PM** **7.** **ADJOURN** **Elissa Gertler, Chair**

* Material available electronically.
** Material will be provided in advance of the meeting.
# Material will be available at the meeting.

*For agenda and schedule information, call Kelsey Newell at 503-797-1916, e-mail: kelsey.newell@oregonmetro.gov.*
To check on closure or cancellations during inclement weather please call 503-797-1700#.

**Future TPAC discussion items:**

- MOVES update
- High Speed Rail
- Context sensitive design and least cost planning
- A briefing on the Metro Auditor's *Tracking Transportation Project Outcomes* report
- Congestion Pricing Pilot Study

**New Irving Street Garage visitor parking policy**
Beginning Friday, Sept. 1, visitor parking will no longer be validated.

For transit options, visit TriMet's web site at www.trimet.org. Metro is serviced by TriMet buses 6, 8, 10 and 70.

Click here for a list of parking options for visitors conducting business at the Metro Regional Center:

- Irving Street Garage, 600 NE Grand Ave ($6 daily)
- Lloyd Center Tower, 825 NE Multnomah ($2 hourly; $8 daily)
- Liberty Centre, 650 NE Holladay ($2 hourly; $8 daily)
- Lloyd 700 Building, 700 NE Multnomah ($2 hourly; $8 daily)
- 7th and Holladay ($8 daily)
- 1201 Building, 1201 NE Lloyd ($6 daily)
- Lloyd Doubletree, 1000 NE Multnomah ($8 daily)
- State of Oregon (surface), 800 NE Oregon ($1 hourly; $8 daily)

**2011 TPAC Work Program**
**10/21/11**

| | |
|---|---|
| **October 28, 2011 – Regular Meeting**<br>• Climate Smart Communities Scenarios: Discussion of Preliminary Results and Findings<br>• Oregon Highway Plan (OHP) and Transportation Planning Rule (TPR) – Action | **November 18, 2011 – Regular Meeting**<br>• Climate Smart Communities Scenarios – Discussion on Preliminary Results and Findings<br>• 2014-15 Regional Flexible Fund Allocation – Recommendation to JPACT |
| **December 2, Joint JPACT/MPAC Meeting**<br>Climate Smart Communities Scenarios | |

Parking Lot:

- MOVES update
- High Speed Rail
- Context sensitive design and least cost planning
- A briefing on the Metro Auditor's *Tracking Transportation Project Outcomes* report
- Congestion Pricing Pilot Study

# Dr. Lawrence Frank

## Learn about recent research on the impact of the built environment on health.

## 7:30 A.M. TO 9 A.M. FRIDAY, NOV. 4

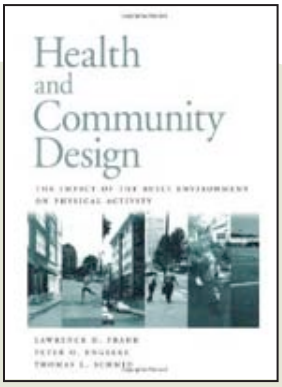
**Dr. Lawrence Frank, the author of Health and Community Design: The Impact of the Built Environment on Physical Activity, is visiting the region! Join us for a morning presentation and discussion on public health, land use and transportation.**

Dr. Lawrence Frank has more than 15 years of managerial and technical experience within the field of land use and transportation interaction. He has authored over 80 publications, including peer reviewed papers, agency reports, and books on the interactions between landuse, transportation, air quality and health. Dr. Frank has considerable academic and professional experience in studying the complex relationship between urban form, transportation investment, travel behavior, and physical activity. Dr. Frank also holds the Bombardier Chair in Sustainable Urban Transportation Systems at the University of British Columbia. Dr. Frank has successfully completed over $7 million in funded research in the past decade on the assessment of built environment and health related outcomes.Dr. Frank is a "pracademic" and brings an understanding of the need to inform research through practice, and perhaps more importantly, to inform practice through research.

### Metro Regional Center

Council Chambers 600 NE Grand Ave., Portland TriMet bus 6 and MAX light rail Northeast Seventh Avenue stop. Covered bicycle parking is available near the main entrance.

For more information, contact Lake McTighe at lake.mctighe@oregonmetro.gov or 503-797-1660.




*Health and Community Design: The Impact of the Built Environment on Physical Activity* is a comprehensive examination of how the built environment encourages or discourages physical activity, drawing together insights from a range of research on the relationships between urban form and public health. It provides important information about the factors that influence decisions about physical activity and modes of travel, and about how land use patterns can be changed to help overcome barriers to physical activity. Chapters examine:

- the historical relationship between health and urban form in the United States
- why urban and suburban development should be designed to promote moderate types of physical activity
- the divergent needs and requirements of different groups of people and the role of those needs in setting policy
- how different settings make it easier or more difficult to incorporate walking and bicycling into everyday activities.

A concluding chapter reviews the arguments presented and sketches a research agenda for the future.

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Printed on recycled-content paper.

# Research Center open house

## Test drive the tools that take you from data to decisions

## 8 A.M. TO NOON FRIDAY, NOV. 18

**Please join the Metro Research Center for an open house on Friday, Nov. 18 at the Oregon Convention Center.**

- **Learn from technical experts about the innovative tools that adapt to the evolving needs of our partners and support strategic decision-making.**
- **Join other project managers, planners, technical staff and practitioners from around the region to hone your skills and learn about the latest innovations in data analysis, economic forecasting, and transportation modeling.**
- **There has been significant advancement in the field including new tools and applications. See demonstrations and poster sessions on these cutting edge tools and applications that have been developed by Metro and its partners.**

### Oregon Convention Center

Rooms: D135 and D136
777 NE MLK Blvd., Portland, Ore.

8 a.m. Continental breakfast

8:30 a.m. Plenary session: Data to Decisions

10 to noon: Open house

TriMet bus and MAX light rail Oregon Convention Center stop. Covered bicycle parking is available near the main entrance.

For more information, contact the Metro Research Center at 503-797-1915.

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# TRANSPORTATION POLICY ALTERNATIVES COMMITTEE

September 23, 2011
Metro Regional Center, Council Chamber

| MEMBERS PRESENT | AFFILIATION |
|---|---|
| Chris Beanes | Citizen |
| Mara Gross | Citizen |
| Heidi Guenin | Citizen |
| Katherine Kelly | City of Gresham, Representing Cities of Multnomah Co. |
| Tom Kloster, Chair | Metro |
| Alan Lehto | TriMet |
| Mike McKillip | City of Tualatin, Representing Cities of Washington Co. |
| Satvinder Sandhu | FHWA |
| Karen Schilling | Multnomah County |
| Charlie Stephens | Citizen |
| Rian Windsheimer | Oregon Department of Transportation |
| Tracy Ann Whalen | Citizen |
| Sharon Zimmerman | Washington State Department of Transportation |

| MEMBERS EXCUSED | AFFILIATION |
|---|---|
| Karen Buehrig | Clackamas County |
| Brent Curtis | Washington County |
| John Hoefs | C-TRAN |
| Scott King | Port of Portland |
| Nancy Kraushaar | City of Oregon City, Representing Cities of Clackamas Co. |
| Dean Lookingbill | Southwest Washington Regional Transportation Committee |
| Dave Nordberg | Oregon Department of Environmental Quality |
| Paul Smith | City of Portland |
| Jenny Weinstein | Citizen |

| ALTERNATES PRESENT | AFFILIATION |
|---|---|
| Andy Back | Washington County |
| Courtney Duke | City of Portland |
| Kathryn Williams | Port of Portland |

STAFF: Aaron Brown, Kim Ellis, Crista Gardner, Elissa Gertler, Ted Leybold, Lake McTighe, Tony Mendoza, John Mermin, Joshua Naramore, Amy Rose, Randy Tucker

## 1. CALL TO ORDER AND DECLARATION OF A QUORUM

Chair Tom Kloster called the meeting to order and declared a quorum at 9:36 a.m.

## 2. COMMENTS FROM THE CHAIR AND COMMITTEE MEMBERS

Chair Tom Kloster introduced Kim Ellis of Metro, who updated the committee on the Climate Smart Communities project. The Climate Smart Communities Work Group will be meeting September 29, October 11 and October 18; Ms. Ellis will discuss the Work Group's findings at the November and December TPAC meetings.

Mr. Ted Leybold of Metro noted that the Regional Flexible Fund allocations have been submitted, and that public comment on these options was open until October 13; more information is available online at www.oregonmetro.gov. He also notified the committee that the state regional flexible fund grant opportunity is taking applications through October 20. Mr. Rian Windsheimer of ODOT noted that Ms. Kelly Brooks of ODOT is the contact person for questions regarding the application process.

Chair Kloster announced the opening of three citizen representative positions on TPAC; applications for the positions are due October 21.

Chair Kloster also recognized Mr. Mike McKillip of the City of Tualatin, who is retiring and will no longer serve as the Washington County cities representative on the committee. His tenure was recognized with comments from committee members Ms. Nancy Kraushaar, Mr. Andy Back and Metro staff Mr. Leybold. Current TPAC alternate Ms. Margaret Middleton will be taking his place as a representative, and Ms. Judith Gray of the City of Tigard will become the new TPAC alternate.

## 3. CITIZEN COMMUNICATIONS TO TPAC ON NON-AGENDA ITEMS

There was none.

## 4. CONSIDERATION OF THE TPAC MINUTES FOR AUGUST 26, 2011

MOTION: Ms. Tracy Ann Whalen moved, Mr. Alan Lehto seconded, to approve the TPAC minutes for August 26, 2011.

ACTION TAKEN: With all in favor, the motion passed.

## 5.0 TriMet's Pedestrian Network Analysis

Mr. Lehto gave a presentation summarizing TriMet's recently published Pedestrian Network Analysis Report. Stressing that every passenger on TriMet is ultimately a pedestrian before or after a trip, Mr. Lehto's presentation highlighted the report's examination of ten case studies on specific transit destinations around the region. The report conveys the importance of making

transit stops both accessible and walkable, and how investment in sidewalks and other pedestrian infrastructure is important not only for safety of transit users but for long term community and economic development.

Discussion from the committee included:

- Applicability of this research to other modes of transportation and to other transportation departments and agencies. Lake McTighe of Metro commented that this project is helping inform Metro's Transportation and Growth Management (TGM) funded project to develop a regional active transportation plan, and Crista Gardner of Metro noted how the project has informed work on the Southwest Corridor's forthcoming Existing Conditions report. Mr. Windsheimer noted that Mr. Lehto has given this presentation to officials at the Oregon Department of Transportation (ODOT) as well.
- The importance of locating specific areas where pedestrian infrastructure would be most successful. TPAC members noted the importance of directing scarce resources to specific focus areas where both the need and potential benefit of mitigation are highest.
- The importance of bicycle and pedestrian infrastructure in other locations around the region, including locations that are not served by either high frequency or even any transit service.

Mr. Lehto stated that data from the report is available at www.trimet.org/walk and he directed further questions or comments to Jessica Engelmann, TriMet project director, at engelmaj@trimet.org. Slides from Mr. Lehto's PowerPoint presentation are available in the meeting packet.

## 6.0 New ODOT Tolling Policies

Chair Kloster introduced Mr. Dave Williams and Mr. Robert Maestre of ODOT, who discussed the amendments to the Oregon Highway Plan (OHP) regarding tolling. Mr. Williams explained that these amendments to the OHP are intended to provide a blueprint that would allow ODOT and other state agencies to consider tolling mechanisms in concert with construction or improvement of new or existing highway facilities. This groundwork will encourage ODOT to consider tolling interoperability with neighboring states, engage in meaningful public forums about the distribution of the benefits and burdens of potential tolling activities, and to conduct thorough analysis of proposed tolling facilities' financial plans. Committee discussion included:

- The timeline for distributing this OHP draft to the Oregon Transportation Commission (OTC). Mr. Williams noted that this document will be presented to the OHP in November or December, and that the Joint Policy Advisory Committee on Transportation (JPACT) would be able to weigh in on the proposal sometime after that.
- The possibility of these amendments being subject to citizen referendum
- The definition of the phrase "transportation disadvantage," included in the document's Action 6.2.5. Mr. Williams solicited help from TPAC members on creating a working legal definition for the term; Ms. Mara Gross and Ms. Heidi Guenin expressed interest.
- Inconsistencies with the need to look at "public policy implications" for new and used facilities. The language provided currently only asks that public policy implications are

considered for new facilities. Mr. Maestre noted that both new and existing facilities are subject to "compliance with state policies" and "overall societal benefits" which would include environmental justice concerns, transportation plans and similar documents, but noted that language could be changed to remain the consistent regardless of the state of the facility.

- The possibility of creating a one page "fact sheet" on these proposed changes to distribute to JPACT.
- A proposal from Mr. Maestre for TPAC to learn more about the proposed tolling amendments as it passes through committees. The committee expressed general support in continuing to receive updates on these proposed changes to the OHP.

## 7.0 ODOT Least Cost Planning

Mr. Maestre and Mr. Ted Leybold of Metro produced a two page summary sheet detailing ODOT's efforts at exploring a Least Cost Planning method of planning for and constructing projects. Mr. Maestre explained how a working group, which includes Ms. Lucia Rameriez and Mr. Sam Suskin of CH2M Hill, is using the Least Cost Planning method designed by the public utility industry to maximize long term cost effectiveness when determining construction alternatives. This least cost planning method can be adopted for projects of various scales, ranging from neighborhood to corridor to regional-level project analysis. Committee discussion included:

- The appropriate time scale upon which these projects would utilize Least Cost Planning. Mr. Maestre explained that ODOT is currently using a twenty year time frame, and that longer timeframes (such as a fifty year outlook) are difficult to forecast for because of the innate uncertainty of estimating a Discount Rates compounded over that amount of time.
- Questions about whether public health measurements would be included in the Least Cost Planning method. Mr. Maestre assured the committee that development teams are beginning to create metrics for measuring the public health effects of these projects.
- Concern that the assumptions made about specific factors will dictate the outcomes recommended by Least Cost Planning. Mr. Charlie Stephens noted that it is difficult to avoid subjective arguments over which specific costs should be measured and which values should be assigned.

## 8.0 Oregon Highway Plan (OHP) and Transportation Planning Rule (TPR) Update

Chair Kloster introduced Mr. Michael Rock of ODOT and Mr. Matt Crall of the Department of Land and Conservation and Development (DLCD), who provided an update of the efforts to make amendments to the Oregon Highway Plan (OHP) and the Transportation Planning Rule (TPR) documents. Mr. Rock explained that the changes to these documents are intended to encourage government agencies to broaden their concerns when balancing the need for capacity with local objectives such as economic development, community building, and attaining multimodal aspirations. Mr. Rock listed the major changes to the OHP, noting that the mobility "standards" have been rewritten as mobility "targets," allowing jurisdictions increased flexibility when attempting to create local plans that meet state highway standards. The baselines of this vehicle to capacity (V/C) targets have been increased by 5-10% to allow rural communities extra

flexibility as well. Mr. Rock stated that ODOT's efforts to pass these changes emphasize the agency's commitment and willingness to work with alternate mobility standards.

The Oregon Transportation Commission (OTC) reviewed these documents September 21, which are now open for public comment. Mr. Rock stated that he anticipated the public review period would remain open until November 21. TPAC was asked to prepare to comment on these changes in a letter to be drafted at the following October meeting that would be received by JPACT before their November meeting.

Mr. Crall provided redlined copies of the TPR document to the committee, which is included in the meeting packet. He listed the significant changes to the document, such as the ability for local governments to designate "multimodal, mixed-use areas" (MMAs), and the increased flexibility for economic development considerations, with economic development described as something that "create[s] direct benefits in terms of industrial or traded sector jobs created or retained by limited uses to industrial or traded-sector industries."

Chair Kloster asked TPAC members to contact him if they were interested in providing feedback on the TPR; the document will be discussed in depth in a forthcoming special joint Metropolitan Technical Advisory Committee (MTAC)/TPAC meeting.

## 9. ADJOURN

Chair Kloster adjourned the meeting at 11:59 p.m.

Respectfully submitted,

Aaron Brown
Recording Secretary

ATTACHMENTS TO THE PUBLIC RECORD FOR SEPTEMBER 23, 2011
The following have been included as part of the official public record:

| ITEM | DOCUMENT TYPE | DOC DATE | DOCUMENT DESCRIPTION | DOCUMENT NO. |
|---|---|---|---|---|
| **5.0** | Slideshow | 09/23/11 | Powerpoint: TriMet Pedestrian Network Analysis | 92311t-01 |
| **5.0** | Handout | 09/21/11 | Oregon Highway Plan Mobility Standards | 92311t-02 |
| **6.0** | Handout | 09/26/11 | Draft Amendment to TPR 0060: Redlined | 92311t-03 |

600 NE Grand Ave.
Portland, OR 97232-2736
www.oregonmetro.gov

Metro | *Memo*

Date: October 24, 2010

To: TPAC Members & Interested Parties

From: Tom Kloster, Transportation Planning Manager

Subject: Draft Comments on proposed amendments to the Transportation Planning Rule (TPR) and Oregon Highway Plan (OHP).

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The attached materials summarize our discussion at the October 19 joint TPAC & MTAC workshop on proposed amendments to the Transportation Planning Rule (TPR) and Oregon Highway Plan (OHP).

- Items where the joint group found consensus are included in the draft correspondence to the Oregon Transportation Commission (OTC) and Land Conservation & Development Commission (LCDC).

- Items where the joint group did not find consensus, but identified as important to consider for our comments are shown in the attached summary table.

In order to reach a TPAC recommendation at the October 28 meeting, staff requests that members come prepared to (1) act on the draft letter, (2) act separately on each of the additional items shown in the accompanying table as potential amendments, and (3) identify any other amendments for consideration by TPAC.

TPAC's recommendations will then be forwarded to both MPAC and JPACT for consideration before being reviewed by the Metro Council. State legislation requires the OTC and LCDC to take respective actions on the proposed legislation by January 1, 2012.

## TPAC Options for Additional Recommended Changes to Proposed Revisions to OHP Policy 1F and TPR

| Oregon Highway Plan Proposed Revisions to Policy 1F<br>Options for Additional Language | Citation in 9/21 OHP Public Review Draft | Recommended Language Change |
|---|---|---|
| **Option 1:** Identify timeline and work program for carrying the intent of the OHP revisions forward through other ODOT implementing documents, especially the Oregon Highway Design Manual. | Page 3, lines 35 – 45 | Insert: ODOT's Highway Design Manual and related implementing documents that utilize mobility standards will need to be updated to reflect the revisions to OHP 1F. Work to identify a timeline and work program for completing this work and allowing for subsequent design exceptions based on the 1F revisions will be completed by the end of 2012. |
| **Option 2:** Include a work program and timeframe for reconciling Special Transportation Areas (STAs) in the OHP with "multi-modal mixed use areas" (MMAs) provided in the TPR amendments. | 1F.3, page 9, lines 20 – 42<br><br>Background, Page 2, lines 6 – 24 | Insert bullet that references "multi-modal mixed use areas" (MMAs) as being exempt from mobility standards.<br><br>Insert: A work program and timeline for reconciling STAs with "multi-modal mixed use areas" (MMAs) as established in the Transportation Planning Rule in the OHP, will be completed by the end of 2012. |
| **Option 4:** Change "mainline speed" to "prevailing speed" to recognize the heavy volumes and levels of peak period congestion in the Portland Metropolitan region. | 1F.1, Page 8, lines 10 – 14 | Change "mainline speed" to prevailing speeds during peak periods or at the time off-ramp backups may occur. |

| Transportation Planning Rule Proposed Amendments<br>Options for Additional Language | Citation in 10/06 RAC Review Draft | Recommended Language Change |
|---|---|---|
| **Option 1:** Refine "written concurrence" determination for MMAs near interchanges to be made by ODOT Region Manager. | Section (10)(b)(E)(iii), middle of Page 11 | Add to the end of (iii): The responsibility and decision for the written concurrence of the MMA designation will reside with the ODOT Region manager. No OTC decision will be required for MMA designations. |
| **Option 2:** Change "posted mainline speed" to "prevailing speed" to recognize the heavy volumes and levels of peak period congestion in the Portland Metropolitan region. | Section (10)(c)(A)(iii), bottom of Page 11 | Remove "posted mainline speeds" and insert prevailing speeds during peak periods or at the time off-ramp backups may occur. |
| ~~**Option 3:** Articulate the relationship between Metro's Title 6 of the Urban Growth Management Functional Plan and the MMA designation.~~ | ~~Section (10)(b), page 10~~ | ~~Insert: (D)Language crafted by Chris and Dick to reflect 2040 Growth Concept and Title 6 in MMA designations???~~ |
| **Option 3A:** Include greater flexibility in the safety and operational determinations related to interchanges in the MMA designation process. Reference the work of Metro's Regional Safety Workgroup in defining urban safety issues and areas to reference multi-modal safety equally for all modes and adjacent transportation facilities.<br><br>**Option 3B:** | Section (10)(c)(A)~~(iii),~~ bottom of Page 11<br><br>Section (10)(c)(B), top of Page 12 | Add a new language ~~consideration~~: (A) The potential for operational or safety effects of all modes, not just motor vehicles, to the interchange area and the mainline highway, specifically considering: ~~(iv.)Preserving the safety of all modes, not just motor vehicles entering the freeway ramps and assess impacts on all modes of any safety and operational mitigation measures being considered for all adjacent transportation facilities within the defined interchange area.~~<br><br>Insert new language: (C) In the Portland Metropolitan region, ODOT Region 1 and Metro will help make available to local jurisdictions modeling tools, analyses already conducted including SPIS identification, and a menu of potential minor safety and operational improvements that will help identify and address concerns near interchanges as described in (10)(c). |

| Transportation Planning Rule Proposed Amendments | | |
|---|---|---|
| **Options for Additional Language** | **Citation in 10/06 RAC Review Draft** | **Recommended Language Change** |
| **Option 3C:** Entrance ramp only terminals, such as the one on NE 60th Ave. in Portland, should not be subject to this policy. | Section (10)(b)(E)(iii), middle of Page 11 | Edit (iii) to read: Within one-quarter mile from any interchange <u>exit</u> ramp terminal intersection if the mainline facility provider has provided written concurrence with the MMA designation as provided in (c). |
| **Option 3D:** This provides certainty of a reasonable and cost-feasible strategy to the local jurisdiction while satisfying ODOT's interests in clearing ramp queues. | Section (10)(c)(B, top of Page 12 | Edit (B) to read: If there are operational or safety effects as described in paragraph (A) of this subsection, the effects ~~may~~ <u>shall</u> be <u>sufficiently</u> addressed by an agreement between the local government and the facility provider regarding traffic management plans favoring traffic movements away from the interchange, particularly those facilitating clearing traffic queues on the interchange exit ramps. |

November 15, 2011

Land Conservation and Development Commission (LCDC)
635 Capitol Street NE
Salem OR 97301-2532

Oregon Transportation Commission (OTC)
1158 Chemeketa Street NE
Salem, OR 97301

Dear Commission Members:

Thank you for the opportunity to comment on proposed amendments to the Transportation Planning Rule (TPR) and related revisions to the Oregon Highway Plan (OHP). We especially appreciate the opportunity to participate in the early stages of the rulemaking process, including the January panel discussion conducted by the joint OTC/LCDC subcommittee and the subsequent rulemaking advisory committee (RAC) over the past several months.

We have reviewed the draft amendments to the TPR and OHP, and strongly support the new direction proposed for both policy documents. While the TPR amendments represent a fairly targeted set of changes, we believe the impact will be substantial in allowing the Metro region to better advance our Region 2040 growth strategy.

The proposed revisions to the OHP are more sweeping, and we strongly support the new direction of defining "success" more holistically, across travel corridors and including all modes of travel. This approach will greatly enhance our ability to implement the recently adopted 2035 Regional Transportation Plan (RTP) through ongoing corridor planning and through city and county transportation system plans.

We applaud both commissions for meeting the legislated timeline for developing the draft TPR and OHP changes. Though we are providing more detailed comments, below, we are generally very supportive of the proposed changes, and look forward to seeing the TPR and OHP amendments enacted in December.

**Transportation Planning Rule Comments**

1. We strongly support amendments to the TPR that would exempt zone changes consistent with comprehensive plans from 0060 provisions. We understand that in the RAC discussions there were concerns about plans

being too out of date to be relied upon for this provision, but this does not appear to be an issue in the Metro region: the regional functional plan triggered updates to all local plans in recent years to implement the Region 2040 growth strategy, and updates to the RTP in 2000, 2004 and 2010 triggered a similar series of updates to local transportation plans.

This amendment to the TPR would remove a significant obstacle that several of our cities face in advancing the 2040 plan through staged zone changes, often made when infrastructure improvements are completed. The most prominent example is the Interstate Avenue light rail corridor, where zone changes were timed to follow completion of the MAX yellow line. These changes were nearly stopped by the existing TPR language, but would be allowed outright under the proposed changes.

2. We also support draft provisions allowing for "multi-modal mixed-use areas" (MMAs) to be designated by local jurisdictions and exempted from the 0060 provisions. This new designation goes a long way in helping cities and counties in the Metro region advance local plans for the centers, main streets and mixed-use corridors envisions in the Region 2040 growth strategy.

   Because our local jurisdictions have already done most of the planning required to define these "multi-modal mixed-use areas", defining their boundaries for the purpose of the TPR will be a logical and straightforward step. By definition, most of our 2040 centers are located along major thoroughfares, and often near highway interchanges, so the difficult traffic conditions anticipated by the new TPR language are a common obstacle in implementing these plans.

   As currently written, the draft TPR language lists some of the Region 2040 typologies (regional centers and town centers) as a safe harbor for local governments, though there are other typologies within the 2040 construct that also meet the MMA criteria (main streets, station communities and mixed-use corridors). We support this targeted approach, since the 2040 centers are a basic organizing element of the 2040 growth strategy, and have been the main focus of local planning effort, while other mixed-use areas should meet the higher bar of satisfying the MMA criteria in the draft TPR amendments.

[ADDITIONAL TPR COMMENTS FROM TPAC TBD]

**Oregon Highway Plan Comments**

1. We strongly support the proposed additional flexibility of alternative mobility policy ~~based~~focused ~~-~~on multi-modal corridors contained in the OHP draft. This change embraces the corridor-based mobility policy adopted last year in the 2035 RTP, and we look forward to applying the new provisions in the ongoing corridor work we are engaged.

Currently, we are conducting corridor plan efforts in the Southwest Corridor (extending from the Portland Central City to Tualatin/Sherwood) and East Metro Corridor (Extending from I-84 to US 26 in East Multnomah County) where we will have an opportunity to work with ODOT in developing new mobility targets under the proposed OHP changes.

2. We also strongly support the shift from mobility "standards" to "targets". When the 2035 RTP was adopted last year, the new plan incorporated a series of "desired outcomes" that are very much like the "targets" envisions in the draft OHP in that they are intended to guide incremental decisions over time, with less focus on a finish line.

3. We support the new technical latitude for ODOT in evaluating impacts of plan amendments proportionate to existing conditions. This change is especially appropriate for our region, where traffic volume is very high on major streets and highways, and the impact of a land use change is almost always dwarfed by the background traffic in a given area. The change will allow facility providers the needed flexibility to support land use changes that advance the Region 2040 strategy and reach practical design solutions for meeting system needs.

[ADDITIONAL OHP COMMENTS FROM TPAC TBD]

Sincerely,

| | | |
|---|---|---|
| *signature* | *signature* | *signature* |
| Tom Hughes, President<br>*Metro Council* | Carlotta Collette, Chair<br>*Joint Policy Advisory Committee on Transportation* | Charlotte Lehan, Chair<br>*Metro Policy Advisory Committee* |

Materials following this page were distributed at the meeting.

600 NE Grand Ave.
Portland, OR 97232-2736
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# Metro | *Agenda*

**REVISED, 10/27/11**

Meeting: Transportation Policy Alternatives Committee (TPAC)
Date: Friday, Oct. 28, 2011
Time: 9:30 a.m. to noon
Place: Metro, Council Chamber

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| | | | | |
|---|---|---|---|---|
| **9:30 AM** | **1.** | | **Call to Order and Declaration of a Quorum** | **Elissa Gertler, Chair** |
| **9:30 AM** | **2.** | | **Comments from the Chair and Committee Members** | **Elissa Gertler, Chair** |
| | | * | • Dr. Lawrence Frank discussion on public health, land use & transportation (Nov. 4) | |
| | | * | • Metro Research Center Date to Decisions Open House (Nov. 18) | |
| | | | • Request in Boring Area for Withdrawal from TriMet | **Alan Lehto, TriMet** |
| | | | • Update on 2014-15 Regional Flexible Funds Process and Public Comments | |
| **9:45 AM** | **3.** | | **Citizen Communications to TPAC on Non-Agenda Items** | |
| **9:50 AM** | **4.** | * | **Consideration of the TPAC Minutes for Sept. 23, 2011** | |
| **9:55 AM** | **5.** | * | Regional Flexible Fund Allocation (RFFA) and ODOT Transportation Improvement Program (TIP) Process and Public Comment Update – <u>INFORMATION</u><br>• *<u>Purpose</u>*: Share public comments received on candidate RFFA and ODOT projects and next steps in the TIP adoption process.<br>• *<u>Outcome</u>*: TPAC members prepared for RFFA recommendation at November meeting and subsequent TIP adoption Winter/Spring 2012. | **Ted Leybold**<br>**Jeff Flowers, ODOT** |
| **10:10 AM** | **6.** | * | Comments on Proposed Revisions to the Oregon Highway Plan (OHP) and Amendments to the Transportation Planning Rule (TPR) – <u>RECOMMENDATION TO JPACT REQUESTED</u><br>• *<u>Purpose</u>*: The Oregon Transportation Commission and Land Conservation & Development Commission are considering coordinated amendments to the TPR and OHP regarding statewide mobility policy and its applicability to local land use decisions.<br>• *<u>Outcome</u>*: Joint comment letter from JPACT, MPAC and the Metro Council in general support of the proposed amendments. | **Tom Kloster** |

*Continued on back…*

| | | | | |
|---|---|---|---|---|
| **10:40 AM** | **7.** | * | Climate Smart Communities Scenarios: Discussion of Preliminary Results and Findings – INFORMATION/DISCUSSION<br><br>• *Purpose*: Review state greenhouse gas emissions reduction target and scenario evaluation approach, and share preliminary findings.<br><br>• *Outcome*: TPAC understanding of project next steps and input on preliminary findings and implications to be raised for policy discussion. | **Kim Ellis**<br>**Nuin-Tara Key** |
| **11:45 AM** | **8.** | | **ADJOURN** | **Elissa Gertler, Chair** |

* Material available electronically.
** Material will be provided in advance of the meeting.
# Material will be available at the meeting.

*For agenda and schedule information, call Kelsey Newell at 503-797-1916, e-mail: kelsey.newell@oregonmetro.gov.*
To check on closure or cancellations during inclement weather please call 503-797-1700#.

**Future TPAC discussion items:**

- MOVES update
- High Speed Rail
- Context sensitive design and least cost planning
- A briefing on the Metro Auditor's *Tracking Transportation Project Outcomes* report
- Congestion Pricing Pilot Study

**New Irving Street Garage visitor parking policy**

Beginning Friday, Sept. 1, visitor parking will no longer be validated.For transit options, visit TriMet's web site at www.trimet.org. Metro is serviced by TriMet buses 6, 8, 10 and 70. Click here for a list of parking options for visitors conducting business at the Metro Regional Center:

- Irving Street Garage, 600 NE Grand Ave ($6 daily)
- Lloyd Center Tower, 825 NE Multnomah ($2 hourly; $8 daily)
- Liberty Centre, 650 NE Holladay ($2 hourly; $8 daily)
- Lloyd 700 Building, 700 NE Multnomah ($2 hourly; $8 daily)
- 7th and Holladay ($8 daily)
- 1201 Building, 1201 NE Lloyd ($6 daily)
- Lloyd Doubletree, 1000 NE Multnomah ($8 daily)
- State of Oregon (surface), 800 NE Oregon ($1 hourly; $8 daily)

# Dr. Lawrence Frank

## Learn about recent research on the impact of the built environment on health.

## 7:30 A.M. TO 9 A.M. FRIDAY, NOV. 4

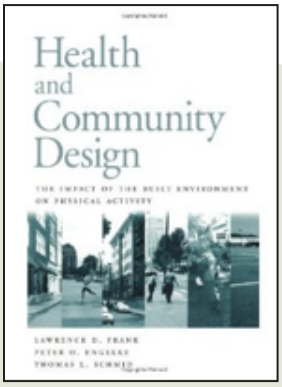
**Dr. Lawrence Frank, the author of Health and Community Design: The Impact of the Built Environment on Physical Activity, is visiting the region! Join us for a morning presentation and discussion on public health, land use and transportation.**

Dr. Lawrence Frank has more than 15 years of managerial and technical experience within the field of land use and transportation interaction. He has authored over 80 publications, including peer reviewed papers, agency reports, and books on the interactions between landuse, transportation, air quality and health. Dr. Frank has considerable academic and professional experience in studying the complex relationship between urban form, transportation investment, travel behavior, and physical activity. Dr. Frank also holds the Bombardier Chair in Sustainable Urban Transportation Systems at the University of British Columbia. Dr. Frank has successfully completed over $7 million in funded research in the past decade on the assessment of built environment and health related outcomes.Dr. Frank is a "pracademic" and brings an understanding of the need to inform research through practice, and perhaps more importantly, to inform practice through research.

### Metro Regional Center

Council Chambers 600 NE Grand Ave., Portland TriMet bus 6 and MAX light rail Northeast Seventh Avenue stop. Covered bicycle parking is available near the main entrance.

For more information, contact Lake McTighe at lake.mctighe@oregonmetro.gov or 503-797-1660.




*Health and Community Design: The Impact of the Built Environment on Physical Activity* is a comprehensive examination of how the built environment encourages or discourages physical activity, drawing together insights from a range of research on the relationships between urban form and public health. It provides important information about the factors that influence decisions about physical activity and modes of travel, and about how land use patterns can be changed to help overcome barriers to physical activity. Chapters examine:

- the historical relationship between health and urban form in the United States
- why urban and suburban development should be designed to promote moderate types of physical activity
- the divergent needs and requirements of different groups of people and the role of those needs in setting policy
- how different settings make it easier or more difficult to incorporate walking and bicycling into everyday activities.

A concluding chapter reviews the arguments presented and sketches a research agenda for the future.

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# Metro | *Memo*

Date: October 27, 2011

To: TPAC and interested parties

From: Josh Naramore, Associate Transportation Planner

Re: 2035 Regional Transportation Plan Project Amendment Requests

## Background

The 2035 Regional Transportation Plan (RTP) was adopted in June 2010. Over the last year planning efforts have identified potential RTP project amendments as part of transportation system plan (TSP) updates and project development activities. Similarly, amendments to the RTP project list may be identified through corridor refinement plans, NEPA studies and other area studies.

As outlined, in Chapter 6 of the RTP, potential project amendments need to follow a quasi-judicial or legislative process and be considered for approval by the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council. In addition, amendments to the RTP project list must be consistent with the Metro's Public Involvement Policy for Transportation Planning (June 2009) and Federal and State air quality conformity procedures.[1]

Typically, potential RTP project amendments take nearly 3 months to complete the required review and approval process. This timeframe includes (1) consultation with Federal and state agencies and completing an air-quality conformity analysis, if needed; (2) public notification of the amendment and conducting a 30-day public comment period; and (3) review and final consideration of the amendment by the Transportation Policy Advisory Committee (TPAC) and JPACT. Given the significant amount of staff time and resources both from Metro and affected local jurisdictions, Metro staff recommends proposed RTP amendments be bundled together periodically for consideration by JPACT and the Metro Council to be more efficient.

## Next Steps

On October 21, the City of Hillsboro requested a RTP project amendment that will be considered by JPACT and the Metro Council by January 2012. The City's request presents an opportunity for other local jurisdictions to request potential RTP project amendments that have been identified through planning processes completed since June 2010.

Local governments are requested to contact Metro staff and submit the following information no later than **Friday, November 11**:

- A brief description of the desired timeline for the amendment.
- A description of the project's anticipated funding.
- A description of the project's scope and design details, if known, and a project location map.

Metro staff will then prepare a packaged RTP amendment for consideration by JPACT and the Metro Council in early 2012. To submit potential RTP amendments or for more information, contact Josh Naramore at 503-797-1825 or joshua.naramore@oregon.metro.gov.

[1] State Conformity rule 340-252-0060 describes required consultations on air-quality determinations, including required public involvement.

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10/21/11

Michelle Miller
City of Sherwood
Applicant, West Fork of the Tonquin Trail-Cedar Creek Greenway Trail

Dear Michelle:

Thank you for submitting a project narrative for regional flexible fund consideration. As part of the regional public comment period, we accepted comments on the projects from September 13th through October 13th. We have attached these comments and individual letters that we received for your project. Included in this letter is a summary of the comments for your consideration.

Additionally, Metro staff has identified issues that we are requesting further clarification than is provided in the application form. These issues have been identified by the public comments or in response to ensuring timely project delivery or delivery of projects consistent with the program prioritization criteria. These issues for further clarification need to be addressed in your written explanation of refinements to your project, due to Amy Rose (amy.rose@oregonmetro.gov) via email no later than **5:00 PM, November 7th**. All projects will be conditioned to be developed as described in your application or as further clarified in these responses. Metro staff may propose additional conditions of project approval to address issues that remain unresolved.

**Summary of public comments**

The comments are generally supportive of the project.

Many commenters said they were concerned about access across Highway 99W. Some said that enhancing access across the highway was the project's main benefit. Others said that providing an overcrossing or under crossing would be the main way they would improve the project.

Many commenters expressed concern about safety on the trail, and suggested lighting and wastebaskets for litter and other enhancements could address that concern. The Willamette Pedestrian Coalition and other commenters said the project should better connect to nearby destinations with on street improvements.

Several commenters said that providing bike/pedestrian access to the National Wildlife Refuge is an important benefit of the project. Others said access to schools are important benefits.

Several commenters, including the group Raindrops to Refuge, said providing access to nature was an important project benefit. Some also mentioned trail maintenance and educational/interpretive signage about nature would be a good enhancement. Others suggested better connections to the regional trail system.

**Issues for further clarification**

Please provide further refinement or clarification to the following issues:

1. Metro staff is concerned about available funding being adequate to complete the project as proposed and the effect segmentation may have on the safety of users crossing Highway 99-W. Please respond to the following prioritization proposal should funding be determined insufficient to build the entire project.
    a. Unless a direct crossing of 99-W is included, for safety reasons, trail segments shall be prioritized in the following three tiers, with latter tiers only permitted if prior tiers are included: 1) the two trail segments between 99-W/Old Town and Old Town/T-S Road; 2) the connection to Meinecke Parkway (or a more direct route) including the reopening of the east crosswalk of 99-W; 3) segments north of 99-W. Tier 3 (segments north of 99-W) shall not proceed without completion of tiers 1 and 2 due to the potential safety risk of users crossing 99-W without a crosswalk.

Sincerely,

Ted Leybold
MTIP Manager

600 NE Grand Ave.
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Metro | *Memo*

Date: October 26, 2011
To: TPAC and Interested Parties
From: Amy Rose, Ted Leybold, Dylan Rivera
Subject: Regional Flexible Fund Allocation process update

Attached are letters to the Regional Flexible Fund applicant agencies. The letters summarize the public comments received during the regional public comment period and request further project information based on issues raised from the comments and from Metro staff review of the applications relative to the program requirements and prioritization criteria.

Applicant agencies were asked to respond to these letters by November 7th. New project information provided as a part of these responses will be included as a part of the project application and reflect items expected to be performed by the agency during project implementation.

The full public comment report will be posted on Metro's website when it is completed. It will be a part of your packet for the November 18th meeting, along with other adoption materials, when TPAC will be asked to provide a recommendation on the 2014-15 regional flexible fund allocation to JPACT. JPACT is scheduled to act on the allocation decision at its December 8th meeting and the Metro Council is scheduled to adopt the allocation decision at its December 15th meeting.

This allocation decision will lead to the development of the complete 2012-15 Metropolitan Transportation Improvement Program (MTIP), programming funds for all federally funded or regionally significant transportation projects in the Winter/Spring of 2012. An air quality conformity report addressing all of the transportation projects in the MTIP will be developed and approved in conjunction with the actual MTIP.

If you have further questions regarding the individual projects, you may contact the lead applicant staff directly. Please review these materials in preparation to make the allocation recommendation at the November meeting.

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10/21/11

Jane McFarland
Multnomah County
Applicant, Arata Road Improvements

Dear Jane:

Thank you for submitting a project narrative for regional flexible fund consideration. As part of the regional public comment period, we accepted comments on the projects from September 13th through October 13th. We have attached these comments and individual letters that we received for your project. Included in this letter is a summary of the comments for your consideration.

Additionally, Metro staff has identified issues that we are requesting further clarification than is provided in the application form. These issues have been identified by the public comments or in response to ensuring timely project delivery or delivery of projects consistent with the program prioritization criteria. These issues for further clarification need to be addressed in your written explanation of refinements to your project, due to Amy Rose (amy.rose@oregonmetro.gov) via email no later than **5:00 PM, November 7th**. All projects will be conditioned to be developed as described in your application or as further clarified in these responses. Metro staff may propose additional conditions of project approval to address issues that remain unresolved.

**Summary of public comments**

All of the comments received were strongly supportive of the project and several called for it to be expanded if resources allow. Nearly all described dangerous conditions for pedestrians and bicylists along Arata Road, saying conditions there hinder access to full service grocery store, schools and churches.

Edna Keller, manager of Wood Village Green Mobile Home Park, said a school bus stops on the park's property because stopping to pick up and drop off children on Arata would be too dangerous. Lacking a safe route, walkers, bicyclists, parents pushing strollers and residents pushing shopping carts travel on the roadway shoulder. "I am also glad to see that the project includes lighting, as safety in the evening is a concern for us as well."

Bill Ehmann, pastor of Wood Village Baptist Church located on Arata Road, expressed similar concerns. Corissa Farrington and Julie Miller, managers with the Fairview Oaks / Woods Apartments, said residents of the affordable housing center depend on walking, biking and bus service to get around. The building managers sent Metro copies of written comments from 12 residents who all said they see an urgent need for safe bicycle and pedestrian improvements. Some of the comments were generated during the project nomination process over the summer. Comments from Fairview Oaks resident Susan Cecil were typical:

"I feel like it's important that we have wider official sidewalks for all people to move safely along Arata Road, including ability for people in wheelchairs to move safely on a paved sidewalk instead of the gravel on the side of the road. When I go to Fred Meyers now, I have to talk the long way on 223rd because I feel unsafe walking in the unlit and unsafe walkway next to the church, and on the gravel road."

A few commenters included suggestions on how to improve the project. One suggested building crosswalks on Halsey Street between 223 and 238th avenues. The Willamette Pedestrian Coalition emphasized safe street crossings at regular intervals, continuous sidewalk connections and vegetative buffers that don't compromise visibility.

**Issues for further clarification**

Please provide further refinement or clarification to the following issues:

1. Clarify intention to conduct bike and pedestrian safety education campaign in association with opening of project.

2. Clarify intention to measure project effectiveness by conducting before and after pedestrian and bicycle counts, safety analysis and/or user experience survey.

Sincerely,

Ted Leybold
MTIP Manager

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10/21/11

Dan Bower
City of Portland
Applicant, Portland Bike Share project

Dear Dan:

Thank you for submitting a project narrative for regional flexible fund consideration. As part of the regional public comment period, we accepted comments on the projects from September 13th through October 13th. We have attached these comments and individual letters that we received for your project. Included in this letter is a summary of the comments for your consideration.

Additionally, Metro staff has identified issues that we are requesting further clarification than is provided in the application form. These issues have been identified by the public comments or in response to ensuring timely project delivery or delivery of projects consistent with the program prioritization criteria. These issues for further clarification need to be addressed in your written explanation of refinements to your project, due to Amy Rose (amy.rose@oregonmetro.gov) via email no later than **5:00 PM, November 7th**. All projects will be conditioned to be developed as described in your application or as further clarified in these responses. Metro staff may propose additional conditions of project approval to address issues that remain unresolved.

**Summary of public comments**

Metro received far more comments on the Portland Bike Share proposal than any other project - more than double any other project. In addition, Metro received one comment by email, from The Community for Equity, a collaboration of at least seven grassroots organizations involved in providing services to low income and ethnic minority communities.

There were a variety of comments in favor of the proposal. Many said it would help extend trips made on public transit into downtown and help with local circulation in the downtown area. Many said it would help Portland compete with other cities for public relations as a bike friendly city. Six commenters said they had firsthand experience using a similar system in Paris and found it served them well as a tourist. Others said they would use it to run errands while downtown and that it could ease a shortage of parking for cars in the area. The Bicycle Transportation Alliance and Upstream Public Health both said it would likely increase mobility downtown. Typical comments include:

“The biggest problem with the MAX is that when you get off the stop you still have half a mile to go. Bike share addresses that problem. The other problem is that if you are on one side of downtown where the Max isn't around and you want to get to the other side right now you have a long walk ahead of you,” Adam Rose said. “With BikeShare you'd have no problem getting there.”

"I used a system similar to this while in Paris. It is really a great concept," Karin Edwards Wagner said. "It allows for one-way bike commuting so you can walk bus or catch a ride on the other end of your trip so it provides flexibility that private bikes do not offer."

Commenters opposed the project for a variety of reasons, but most said they felt it was a relatively poor use of public money compared with other priorities. Among those, some favored less investment in bicycle infrastructure in general. Others said that more bicycle investment is needed in neighborhoods such as Southwest Portland and East Portland that lack sidewalks, bike lanes and other safety elements. Still others said that the downtown area is well served by public transit for transportation circulation purposes.

The Latino Network and the Community for Equity both said the proposal has not demonstrated how it might benefit low income and minority communities; questioned whether the program would be accessible to the elderly, youth and people with limited English proficiency.

"I am a bike commuter in Portland and my issue is safety," Annette Shaff-Palmer said. "We need to make it a lot safer for bicyclists on the road before you start offering people the chance to 'borrow a bike for a quick trip.' Do they get helmets? Do they have reflective clothing so cars can see them? Do they understand bike safety - how to make a left hand turn in traffic or are they going to ride on the sidewalk."

"It will, certainly, also create economic benefits, economic winners and losers, yet its Narrative does not detail how the program will economically benefit underserved communities," said the Community for Equity comment signed by Alan Hipólito. "This is a striking omission, because the Narrative uses action-oriented language and a high level of detail to describe program usage and supporting data - including data from similar programs elsewhere, but it uses soft/future-looking language and provides little detail for its equity goals - and has limited reference to how similar programs have economically benefitted underserved communities."

Many commenters offered suggestions for improvements to the proposal. Many urged locating rental stations near MAX and other public transit lines. Many commenters also urged expanding the program to residential areas and areas of low income and ethnic minority communities. Ten commenters expressed concern about whether and how people renting bicycles would have access to helmets. Some expressed concern about increased bike traffic volumes on sidewalks and suggested steps to prevent bike riding on sidewalks. Upstream Public Health and Community for Equity said the project should have a workforce development component for the underemployed and build partnerships with social service providers.

**Issues for further clarification**

Please provide further refinement or clarification to the following issues:

1. Serving traditionally underserved populations and providing access to essential services to those populations are key prioritization criteria for these funds and was the subject of several comments on this project. Please further describe how the project will be developed to address benefits and accessibility barriers to underserved populations through such elements as:

a. Partnering with social service agencies for locating bicycles at residential and service locations with concentrations of underserved populations or clients.
b. Partnering with service agencies to facilitate access to bikes at free/reduced rates.
c. Alternatives to full-cost memberships.
d. Apprenticeship or work force development program.

Sincerely,

Ted Leybold
MTIP Manager

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10/21/11

Robert Hillier
City of Portland
Applicant, North Burgard-Lombard ("Around the Horn") Project: North Time Oil Road-Burgard

Dear Bob:

Thank you for submitting a project narrative for regional flexible fund consideration. As part of the regional public comment period, we accepted comments on the projects from September 13th through October 13th. We have attached these comments and individual letters that we received for your project. Included in this letter is a summary of the comments for your consideration.

Metro Staff has reviewed the public comments as well as your final narrative and has not found any additional issues that require follow up before the final allocation decision at JPACT on December 8th. Metro will be developing conditions of approval that will be adopted along with the project list. All projects will be conditioned to be developed as described in your application.

**Summary of public comments**

Metro received two comments on the Around the Horn proposal, both in favor.

Freight advocacy group Oregon BEST said that investments in freight infrastructure are critical as the region's economy recovers. The group also supported project as a way to reduce truck/bike conflict, which it calls "an important safety issue."

Greg Stiles, of the St Johns area, said the project is needed to improve freight mobility on the designated truck route in the area (North Burgard-Lombard) and thereby reduce freight cut-through traffic in the St. Johns neighborhood (on N St Louis Ave/N Fessenden St.). It would support the St Johns Truck Strategy and build on earlier Metro investments.

Please see attached for full text of public comments.

Sincerely,

Ted Leybold
MTIP Manager

2014-15 RFFA Public Comments

North Burgard-Lombard ("Around the Horn") Project: North Time Oil Road-Burgard

| First Name | Last Name | Affiliation | Zip Code | How well would this project improve operation of the freight system? (Examples: reduces freight vehicle delay, increases access to industrial land, employment centers and rail facilities, improves safety, etc.? | How could it be improved to meet community and business needs? (Examples: project should be extended/shortened, project should focus on different improvements than those proposed etc.) | Is there anything else you would like to tell us about the project? |
|---|---|---|---|---|---|---|
| Hans | Bernard | BEST | 97204 | Reducing truck/bike conflict is an important safety issue and we are glad this project makes is a priority. | | On behalf of the member companies and associations of BEST (Building the Economy through Sustainable Transportation) I urge JPACT and the Metro Council to move this project forward. As Oregon works to recover from the current economic downturn it will be critical that we have the transportation infrastructure necessary to move goods to market. With over 80% of the freight in Oregon passing through the Portland Metro area it is critical that this region increases its investments in freight infrastructure. |

| First Name | Last Name | Affiliation | Zip Code | How well would this project improve operation of the freight system? (Examples: reduces freight vehicle delay, increases access to industrial land, employment centers and rail facilities, improves safety, etc.? | How could it be improved to meet community and business needs? (Examples: project should be extended/shortened, project should focus on different improvements than those proposed etc.) | Is there anything else you would like to tell us about the project? |
|---|---|---|---|---|---|---|
| Greg | Stiles | | 97203 | This project is needed to improve freight mobility on the designated truck route and to remove truck traffic from N St Louis Ave/N Fessenden St. Trucks cut through the St Johns neighborhood on N St Louis Ave/N Fessenden St because North Burgard-Lombard is not adequate for truck traffic. | This project is needed to meet the goals of the St Johns Truck Strategy to get trucks out of the residential neighborhood and off N St Louis Ave/N Fessenden St. This project will build off a previous investment by Metro in the St Johns MTIP to improve truck traffic flow off the St Johns Bridge along Ivanhoe and onto N Lombard St. The North Burgard-Lombard Project and the St Johns MTIP compliment each other. Continue investing in the St Johns Truck Strategy by funding the North Burgard-Lombard Project. | Truck traffic especially trucks with hazardous materials should not be cutting through the St Johns neighborhood on N St Louis Ave/N Fessenden St but they do on a daily basis. Please improve freight mobility and improve the livability of the St Johns neighborhood by investing in the North Burgard-Lombard Project. |

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Larry Conrad
Clackamas County
Applicant, Clackamas County Regional Freight ITS Project

Dear Larry:

Thank you for submitting a project narrative for regional flexible fund consideration. As part of the regional public comment period, we accepted comments on the projects from September 13th through October 13th. We have attached these comments and individual letters that we received for your project. Included in this letter is a summary of the comments for your consideration.

Metro Staff has reviewed the public comments as well as your final narrative and has not found any additional issues that require follow up before the final allocation decision at JPACT on December 8th. Metro will be developing conditions of approval that will be adopted along with the project list. All projects will be conditioned to be developed as described in your application.

**Summary of public comments**

Metro received one comment on the Clackamas County Regional Freight ITS project. It was from the BEST freight advocacy group. The organization said it supports the project and it said that generally freight infrastructure investment is needed to help move goods to markets and make the most of the economic recovery.

See attached for full text of public comment.

Sincerely,

Ted Leybold
MTIP Manager

2014-15 RFFA Public Comments
Clackamas County Regional Freight ITS Project

| First Name | Last Name | Affiliation | Zip Code | Is there anything else you would like to tell us about the project? |
|---|---|---|---|---|
| Hans | Bernard | BEST | 97204 | On behalf of the member companies and associations of BEST (Building the Economy through Sustainable Transportation) I urge JPACT and the Metro Council to move this project forward. As Oregon works to recover from the current economic downturn it will be critical that we have the transportation infrastructure necessary to move goods to market. With over 80% of the freight in Oregon passing through the Portland Metro area it is critical that this region increases its investments in freight infrastructure. |

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Roger Geller
City of Portland
Applicant, East Portland Active Transportation to Transit project

Dear Roger:

Thank you for submitting a project narrative for regional flexible fund consideration. As part of the regional public comment period, we accepted comments on the projects from September 13th through October 13th. We have attached these comments and individual letters that we received for your project. Included in this letter is a summary of the comments for your consideration.

Additionally, Metro staff has identified issues that we are requesting further clarification than is provided in the application form. These issues have been identified by the public comments or in response to ensuring timely project delivery or delivery of projects consistent with the program prioritization criteria. These issues for further clarification need to be addressed in your written explanation of refinements to your project, due to Amy Rose (amy.rose@oregonmetro.gov) via email no later than **5:00 PM, November 7th**. All projects will be conditioned to be developed as described in your application or as further clarified in these responses. Metro staff may propose additional conditions of project approval to address issues that remain unresolved.

**Summary of public comments**

The comments received on the East Portland project were near universally supportive of the project. Most said that providing safer routes for pedestrians, bicyclists and public transit users would be greatly appreciated in a part of the city that has poorly connected streets, inadequate sidewalks and poor bicycle infrastructure. Many commenters mentioned the potential to reach destinations such as school, work and retail centers such as the Gateway area. The comment of retiree Linda Robinson was typical: "This project is long overdue! These are projects that citizens in East Portland have spent a lot of time working on. They are high priority projects for those of us who live east of I-205."

To improve the project, many commenters urged a focus on pedestrian connections to key destinations such as public transit centers, schools such as Alice Ott Middle School, parks such as Raymond Park and senior centers among other places. Several commenters mentioned schools specifically and said that children already walk to school in unsafe conditions in the area and safer facilities would encourage more to walk. Commenters who live in the Leander Court apartments, operated by Rose Community Development Corp. urged more sidewalk improvements.

"First of all I walk to school and when I walk I don't feel safe because the car lane is too close to where I walk, " said Blanca Guitron, a Leander Court resident. "It will be better that the sidewalks were wider and that they would be completed and that the bike lane would have more room because the bike lane is also really close to the cars."

The Latino Network commented that more research should be done on use of alternative modes of transportation by communities of color and the underserved. Recent research by IRCO suggests that those communities walk more often than bike, and would therefore benefit more from pedestrian enhancements. Mitigation for potential displacement should be considered, the group said.

The Willamette Pedestrian Coalition said it supports the project, but urged more pedestrian crossings of Southeast Division Street and 122nd Avenue at regular intervals, more connections to schools and other destinations and coordination with TriMet in enhancing transit stops.

**Issues for further clarification**

Please provide further refinement or clarification to the following issues:

1. Describe how measurement of post-construction effectiveness will be conducted. Options include before/after user counts, transit stop on/off counts, safety data, bike locker usage, etc.

Sincerely,

Ted Leybold
MTIP Manager

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10/21/11

Derek Robbins
City of Forest Grove
Applicant, Hwy 8/Hwy 47 Intersection Improvements

Dear Derek:

Thank you for submitting a project narrative for regional flexible fund consideration. As part of the regional public comment period, we accepted comments on the projects from September 13th through October 13th. We have attached these comments and individual letters that we received for your project. Included in this letter is a summary of the comments for your consideration.

Metro Staff has reviewed the public comments as well as your final narrative and has not found any additional issues that require follow up before the final allocation decision at JPACT on December 8th. Metro will be developing conditions of approval that will be adopted along with the project list. All projects will be conditioned to be developed as described in your application.

**Summary of public comments**

Metro received two comments on the Forest Grove project: one from the Oregon BEST freight advocacy group and one from the Willamette Pedestrian Coalition. Oregon BEST's comments indicated support for the project as a way to speed freight through the region and thereby enhance the economy.

The Willamette Pedestrian Coalition urged pursuit of the identified pedestrian enhancements, specifically mentioning pedestrian countdown signals for long distance crossings, an enhanced pedestrian island for shelter in inclement weather and access to a nearby bus stop. The potential for growth in pedestrian trips because of nearby land uses also was mentioned as a cause for attention to pedestrian safety improvements.

Please see attached for full text of the public comments.

Sincerely,

Ted Leybold
MTIP Manager

| First Name | Last Name | Affiliation | ZIP CODE | How well would this project improve operation of the freight system? (Examples: reduces freight vehicle delay, increases access to industrial land, employment centers and rail facilities, improves safety, etc.? | How could it be improved to meet community and business needs? (Examples: project should be extended/shortened, project should focus on different improvements than those proposed etc.) | Is there anything else you would like to tell us about the project? |
|---|---|---|---|---|---|---|
| Philip | Selinger | Willamette Pedestrian Coalition | 97210 | See below. | The WPC is less able to comment on the freight benefits of this project but appreciates the identified pedestrian safety improvements described with the project. Intersections of this scale are highly intimidating for pedestrians. The description calls for consideration of a number of safety improvements which we believe need to be included in this project. For example pedestrian countdown signals may be important where crosswalk distances are great and the heavy multi-lane traffic may not be on the lookout for pedestrians. Pedestrian islands also should be sized as comfortable refuges even in inclement weather. The adjacent housing projects and the McMenaminâ€™s attraction are existing and potentially greater pedestrian trip generators. The well-used Line 57 bus service needs to be safely accessed from all intersection quadrants. There also appears to be the potential for infill development at this location that will generate additional future pedestrian trips. | None. |

| First Name | Last Name | Affiliation | ZIP CODE | How well would this project improve operation of the freight system? (Examples: reduces freight vehicle delay, increases access to industrial land, employment centers and rail facilities, improves safety, etc.? | How could it be improved to meet community and business needs? (Examples: project should be extended/shortened, project should focus on different improvements than those proposed etc.) | Is there anything else you would like to tell us about the project? |
|---|---|---|---|---|---|---|
| Hans | Bernard | BEST | 97204 | | | On behalf of the member companies and associations of BEST (Building the Economy through Sustainable Transportation) I urge JPACT and the Metro Council to move this project forward. As Oregon works to recover from the current economic downturn it will be critical that we have the transportation infrastructure necessary to move goods to market. With over 80% of the freight in Oregon passing through the Portland Metro area it is critical that this region increases its investments in freight infrastructure. |

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10/21/11

April Bertelsen
City of Portland
Applicant, SE Foster Road Safety Enhancement and Streetscape Project (50th-84th)

Dear April:

Thank you for submitting a project narrative for regional flexible fund consideration. As part of the regional public comment period, we accepted comments on the projects from September 13th through October 13th. We have attached these comments and individual letters that we received for your project. Included in this letter is a summary of the comments for your consideration.

Additionally, Metro staff has identified issues that we are requesting further clarification than is provided in the application form. These issues have been identified by the public comments or in response to ensuring timely project delivery or delivery of projects consistent with the program prioritization criteria. These issues for further clarification need to be addressed in your written explanation of refinements to your project, due to Amy Rose (amy.rose@oregonmetro.gov) via email no later than **5:00 PM, November 7th**. All projects will be conditioned to be developed as described in your application or as further clarified in these responses. Metro staff may propose additional conditions of project approval to address issues that remain unresolved.

**Summary of public comments**

Metro received 10 comments on the Foster Road project, including nine on the agency's web comment form and one letter to the Metro Council from the Foster-Powell Neighborhood Association. The comments are all supportive of the project as a way to enhance safety for bicyclists and pedestrians in a corridor that many described as threatening and discouraging for non-automobile transportation use. The Willamette Pedestrian Coalition and the neighborhood association both gave the project strong endorsements, citing recent pedestrian crashes and fatalities as primary concerns. Many commenters said that aesthetic enhancements could encourage pedestrian activity and help local businesses.

"Improvements both physical and aesthetic to Foster Rd from 52nd up past 100th avenue will go a long ways towards improving non car travel and bring more people to the business district from surrounding areas," said Michael Chapman of the Lents area. "I would be riding my bike to work more regularly if I didn't need to go down the Spring-water out of my way in order to get into inner NE."

Nearly all commenters suggested ways to enhance the project. Several urged enhancement of pedestrian safety at the Holgate-Foster intersection, citing incidents of car-pedestrian conflict and the importance of Holgate as an entrance to the "Heart of Foster" business district. Several commenters said the project should enhance pedestrian and bike safety east of Interstate 205 and

coordinate with Max station area enhancements. Others suggested coordination with the 50s bikeway project and the city's streetcar plan.

The Latino network said that communities of color would likely use pedestrian enhancements more than bike improvements. But the organization urged an effort to ensure that communities of color are not displaced by the improvements and potential for gentrification.

**Issues for further clarification**

Please provide further refinement or clarification to the following issues:

1. Clarify whether new crossing treatments of Foster at Holgate are a potential option for "Heart of Foster" segment of project.

2. Describe any communication with ODOT staff regarding project elements described at intersection of Foster and 82nd Avenue.

Sincerely,

Ted Leybold
MTIP Manager

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10/21/11

Karla Antonini
City of Hillsboro
Applicant, Hillsboro Regional Center: Oak and Baseline

Dear Karla:

Thank you for submitting a project narrative for regional flexible fund consideration. As part of the regional public comment period, we accepted comments on the projects from September 13th through October 13th. We have attached these comments and individual letters that we received for your project. Included in this letter is a summary of the comments for your consideration.

Additionally, Metro staff has identified issues that we are requesting further clarification than is provided in the application form. These issues have been identified by the public comments or in response to ensuring timely project delivery or delivery of projects consistent with the program prioritization criteria. These issues for further clarification need to be addressed in your written explanation of refinements to your project, due to Amy Rose (amy.rose@oregonmetro.gov) via email no later than **5:00 PM, November 7th**. All projects will be conditioned to be developed as described in your application or as further clarified in these responses. Metro staff may propose additional conditions of project approval to address issues that remain unresolved.

**Summary of public comments**

Metro received four comments on the Hillsboro proposal – three in favor and one opposed. The comments in favor were from Hillsboro Mayor Jerry Willey, the Willamette Pedestrian Coalition and Allan Rudwick, who lives in Portland but works at Intel. The one opposed was from Jim Ourada with CPO6, from the Reedville/Aloha/Cooper Mountain area.

Mayor Willey said the project area was identified as a priority for investment through the Downtown Framework Plan adopted in 2009. In that process, the public expressed how Oak and Baseline streets function as a barrier because of unsafe pedestrian crossings and the need for beautification. He said the project has the potential to dramatically change the streetscape and the role of these streets in the economic health of the area.

The coalition said the project would improve walking access in the downtown Hillsboro area and specifically said the lane reduction would make more room for active transportation modes and enhance safety and visbility of pedestrians. It also suggested connecting to public transit service to assist low income and minority communities and prioritizing spending so that the most urgent safety and access needs are addressed early in the project.

Rudwick said the project would help pedestrians in the downtown area but should be extended to connect to bike routes that can provide access to neighboring cities.

Ourada said the project should be abandoned in favor of signal timing and other elements that could help motorists from east and west drive cars faster through Hillsboro's downtown.

**Issues for further clarification**

Please provide further refinement or clarification to the following issues:

1. Provide a draft budget itemizing and describing the major tasks of the project with estimated costs and duration.

2. Clarify whether implementation of an ODOT Special Transportation Area (STA) is a task associated with this work and included in the project budget. If not, explain how the STA designation will be sought.

Sincerely,

Ted Leybold
MTIP Manager

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10/21/11

JoAnn Herrigel
City of Milwaukie
Applicant, 17th Avenue Multi-use Trail

Dear JoAnn:

Thank you for submitting a project narrative for regional flexible fund consideration. As part of the regional public comment period, we accepted comments on the projects from September 13th through October 13th. We have attached these comments and individual letters that we received for your project. Included in this letter is a summary of the comments for your consideration.

Additionally, Metro staff has identified issues that we are requesting further clarification than is provided in the application form. These issues have been identified by the public comments or in response to ensuring timely project delivery or delivery of projects consistent with the program prioritization criteria. These issues for further clarification need to be addressed in your written explanation of refinements to your project, due to Amy Rose (amy.rose@oregonmetro.gov) via email no later than **5:00 PM, November 7th**. All projects will be conditioned to be developed as described in your application or as further clarified in these responses. Metro staff may propose additional conditions of project approval to address issues that remain unresolved.

**Summary of public comments**

All of the comments received express support for the project, with most saying it would help residents get where they need to go without a car by enhancing safety for bicyclists and pedestrians on a key route connecting two popular regional trails. Many commenters said they would like to use the Springwater Corridor and Trolley Trail to reach a variety of destinations in neighboring communities, but they avoid the 17th Avenue corridor because of safety concerns. This comment from Matt Menely, of the Milwaukie area, is typical:

"My family (including my wife and 7 year old son) do not ride our bikes on 17th because of the problems listed by Metro and the high rate of speed which autos travel on this street. We live in Milwaukie and frequently ride to the Springwater trail or north to do business (buy groceries/ go to our PO Box/ eat out) in the Sellwood neighborhood."

The Willamette Pedestrian Coalition said that by providing safety improvements and a direct connection between two regional trails, it would prove useful for everyday travel in addition to recreation.

Several comments mention access to the riverfront and downtown Milwaukie and safe crossings of busy roadways as significant benefits the project would bring.

About a dozen supported the project as described in the materials provided. Many offered ideas for improvements, including: ensure useful wayfinding signage, provide safe crossings of Highway 224 and other major thoroughfares, connect the project to the new Milwaukie MAX line, consider a route along scenic Johnson Creek and build it as soon as possible. A few commenters urged attention to the different needs of bicylcists who travel great distances at high speeds versus pedestrians who tend to travel shorter distances and benefit from sidewalk connections to nearby city streets.

**Issues for further clarification**

Please provide further refinement or clarification to the following issues:

1. Budget for wayfinding signage to Trolly Trail, Springwater Trail and Tacoma LRT station, Waterfront Park, Milwaukie Business District, Milwaukie transit center, Lake Road LRT station, most relevant bike route east to Clackamas, etc. consistent with The Intertwine wayfinding guidelines.

2. Inclusion of gateway style signage identifying project partners. May be combined with wayfinding elements.

Sincerely,

Ted Leybold
MTIP Manager

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10/21/11

Jane McFarland
Multnomah County
Applicant, Sandy Blvd Improvements: 230th - 238th Drive

Dear Jane:

Thank you for submitting a project narrative for regional flexible fund consideration. As part of the regional public comment period, we accepted comments on the projects from September 13th through October 13th. We have attached these comments and individual letters that we received for your project. Included in this letter is a summary of the comments for your consideration.

Metro Staff has reviewed the public comments as well as your final narrative and has not found any additional issues that require follow up before the final allocation decision at JPACT on December 8th. Metro will be developing conditions of approval that will be adopted along with the project list. All projects will be conditioned to be developed as described in your application.

**Summary of public comments**
Metro received five comments through its online comment form on the Sandy Boulevard project and one letter that was sent to the Joint Policy Advisory Committee on Transportation. All comments were supportive of the project, with various recommendations for improvements. Mike Townsend, president of Townsend Business Park, which is along part of the project route, the Willamette Pedestrian Coalition, the West Columbia Gorge Consortium and the BEST freight advocacy group were among the commenters that supported the project.

Most commenters said the project would make it easier for trucks to travel along the corridor and thus help attract business to industrial sites available for lease and new construction. Many also said that proposed sidewalks and public transit enhancements would provide important safety improvements. Pedestrian and public transit access to the Townsend processing plant, Birtcher buildings, Wal-Mart and a manufactured housing park were cited as important by the West Columbia Gorge Consortium, especially at night and during bad weather.

Mike Townsend, president of Townsend Business Park, said unsafe road conditions on Sandy "are a major deterrent to attracting new businesses to this area." He said the project, which enhances the road leading to his industrial park, would better serve his property and the other urbanized land uses in the area. Sandy Boulevard should have sidewalks, a better road surface and improved intersections at industrial site entrances, he said.

Most commenters suggested improvements to the project. Two said it should be expanded to the west to NE 223rd Avenue. David Eatwell, of the West Columbia Gorge Consortium, said this would better prepare the area to handle traffic in 2014 when the USS Ranger, a 1950s era aircraft carrier, is expected to moor at nearby Chinook Landing and attract thousands of tourists.

The pedestrian coalition stressed the need for safe pedestrian connections and crossings as the dimension of the intersections is increased to assist trucks. “Signal phasing needs to provide adequate time for extended crosswalk distances and safe and comfortable refuges may need to be provided. Providing safe direct and even comfortable pedestrian connections could improve the local mode split for lunchtime trips or other activities which could provide further relief to local road congestion,” the coalition said.

Please see attached for full text of public comments.

Sincerely,

Ted Leybold
MTIP Manager

2014-15 RFFA Public Comments
Sandy Blvd Improvements: 230th - 238th Drive Project

| First Name | Last Name | Affiliation | Zip Code | How well would this project improve operation of the freight system? (Examples: reduces freight vehicle delay, increases access to industrial land, employment centers and rail facilities, improves safety, etc.? | How could it be improved to meet community and business needs? (Examples: project should be extended/shortened, project should focus on different improvements than those proposed etc.) | Is there anything else you would like to tell us about the project? |
|---|---|---|---|---|---|---|
| Andrew | Holtz | | 97221 | The improvements will help trucks get to and from I-84 via 238th thus speeding their trips while reducing the amount of time and distance they have to drive on local streets. | If additional funds or efficiencies can be found the project should be extended to the west. | |

| First Name | Last Name | Affiliation | Zip Code | How well would this project improve operation of the freight system? (Examples: reduces freight vehicle delay, increases access to industrial land, employment centers and rail facilities, improves safety, etc.? | How could it be improved to meet community and business needs? (Examples: project should be extended/shortened, project should focus on different improvements than those proposed etc.) | Is there anything else you would like to tell us about the project? |
|---|---|---|---|---|---|---|
| Mark | Childs | Capacity Commercial | 97205 | Unsafe road conditions along Sandy are a major deterrent to attracting new businesses to this area. Sandy was originally designed to serve local farms but today this street serves industrial residential commercial and recreational uses. The problem is that Sandy Blvd. is not constructed to accommodate the current freight traffic. Sandy Blvd needs a better road surface sidewalks and better intersections at the entrances to industrials sites. The lack of these creates a safety hazard for all travelers. | Constructing this project will have a two-fold benefit; it will increase the marketability of the Townsend Business Park and will add much needed jobs for East County residents. The East Multnomah County Transportation Committee voted in August to move this project forward for funding. In your final review I strongly urge JPACT to support the Sandy Blvd. 230th-238th Avenue project for 2013-2014 Regional Flexible Funds. | I want to thank JPACT for the opportunity to comment on the Regional Flexible Funds projects. I am writing in support of funding the Sandy Blvd project from 230th to 238th Avenue in East Multnomah County. This section of Sandy connects Townsend Business Park with I-84. Townsend Business Park is a 75 acre industrial campus on the Governorâ€™s list of shovel-ready industrial sites. There has been considerable investment in water sewer and road services in the Park which has attracted a variety of businesses including Knight Transportation Thermo-King International Navistar and other businesses that provide over 1100 jobs. Currently there is 250000 square feet of build-to-suite industrial property in the LEED Gold Certified Birtcher Building and approximately 30 acres of vacant industrial land and over 30 acres of commercial space. |

| First Name | Last Name | Affiliation | Zip Code | How well would this project improve operation of the freight system? (Examples: reduces freight vehicle delay, increases access to industrial land, employment centers and rail facilities, improves safety, etc.? | How could it be improved to meet community and business needs? (Examples: project should be extended/shortened, project should focus on different improvements than those proposed etc.) | Is there anything else you would like to tell us about the project? |
|---|---|---|---|---|---|---|
| David | Eatwell | West Columbia Gorge Consortium | 97024 | Truck flow into and out of the Townsend Business Park will be increased appreciably thanks to the turn lane. More than increased access safety will be greatly increased especially for pedestrians. Low income workers walking or riding the bus to and from work at the Townsend processing plant Birtcher buildings or WalMart and residents of the manufactured housing park will be much safer especially at night and during bad weather. Also that vacant land zoned commercial will be much more apt to be developed as potential buyers have voice no wish to make major investments in a retail commercial facility on such an unimproved street. | The project should be extended to the west at least to 223rd. Optimally extend at least past 223rd to Fairview Parkway. It would enhance pedestrian safety and increase access to commercial/industrial businesses from the west. It would also make adjacent vacant industrial and commercial land attractive to developers. When the USS Ranger is moored at Chinook Landing in 2014 and heavy traffic begins to cover that section of Sandy Blvd there will be great regret that the project did not improve the street in preparation for that traffic load. Every out-of-town visitor who uses Google Maps or Garvin or TomTom ore any other navigational aid is going to be directed to that route to get to the USS Ranger. More than 300000 visitors on Sandy between Fairview Parkway and 223rd with the current service condition will be a disaster. | Though the Arata Road project has extremely high social and community service value the Sandy Blvd project has a similarly high economic and industrial value in supporting jobs and commerce for the residents of east Multnomah County. |

| First Name | Last Name | Affiliation | Zip Code | How well would this project improve operation of the freight system? (Examples: reduces freight vehicle delay, increases access to industrial land, employment centers and rail facilities, improves safety, etc.? | How could it be improved to meet community and business needs? (Examples: project should be extended/shortened, project should focus on different improvements than those proposed etc.) | Is there anything else you would like to tell us about the project? |
|---|---|---|---|---|---|---|
| P | S | Willamette Pedestrian Coalition | 97210 | See below. | The WPC is less able to comment on the freight benefits of this project but we do want to highlight the needs for safe pedestrian connections and crossing as the dimension and vehicle and truck capacity of these intersections is increased. Signal phasing needs to provide adequate time for extended crosswalk distances and safe and comfortable refuges may need to be provided. Providing safe direct and even comfortable pedestrian connections could improve the local mode split for lunchtime trips or other activities which could provide further relief to local road congestion. The WPC appreciates that this project will provide sidewalks and improved transit stops on this arterial street and that the project leverages private investments for development on adjacent commercial land. | None. |

| First Name | Last Name | Affiliation | Zip Code | How well would this project improve operation of the freight system? (Examples: reduces freight vehicle delay, increases access to industrial land, employment centers and rail facilities, improves safety, etc.? | How could it be improved to meet community and business needs? (Examples: project should be extended/shortened, project should focus on different improvements than those proposed etc.) | Is there anything else you would like to tell us about the project? |
|---|---|---|---|---|---|---|
| Hans | Bernard | BEST | 97204 | | | On behalf of the member companies and associations of BEST (Building the Economy through Sustainable Transportation) I urge JPACT and the Metro Council to move this project forward. As Oregon works to recover from the current economic downturn it will be critical that we have the transportation infrastructure necessary to move goods to market. With over 80% of the freight in Oregon passing through the Portland Metro area it is critical that this region increases its investments in freight infrastructure. |

**SUMMARIZATION of PUBLIC INPUT on the**
**DRAFT 2012-2015 STATEWIDE TRANSPORTATION IMPROVEMENT PROGRAM**
**June 1 through July 31, 2011**

For the last several STIP updates, the Oregon Department of Transportation has actively informed transportation stakeholders and the general public about how the STIP is developed, and about the overall process, including the most opportune time to impact the course of transportation in Oregon, the programs funded, the projects selected, and the policies guiding these decisions. The message illustrates that the biggest impact comes through getting involved early in the planning processes, e.g., Transportation System Plan development, Corridor Plan development, and statewide plan development; the STIP is the end result of much planning effort.

The formation of Area Commissions on Transportation (ACTs) across most of the state has further changed the dynamic by which public comments are received, providing on-going opportunities for participation at the local level.

During the public review period for the Draft 2012-2015 STIP, ?? people attended 22 meetings across the state. Most of the comments centered around support or lack thereof for specific projects included in, or excluded from, the draft STIP; funding issues; and the necessity to look for new ways to fund transportation needs. Region summaries follow.

## Region Summaries

**Region 1: Total Public Attendees: 80**

| Location | People Attending (excluding ACT/ODOT hosts) |
|---|---|
| Beaverton | 25 |
| Portland | 13 |
| Sandy | 42 |

Three meetings were held for STIP public review in Region 1.

**BEAVERTON,** June 22, 2011
25 attendees
Local officials attending: 1 Tribal officials attending: 0

**Letters Received:**

- **Columbia County Traffic Safety Commission:** Strongly supports the Draft 2012-2015 STIP as it concerns Columbia County and also the initial draft of the Safety Plan for Highway 30 and establishment of a Safety Study Group.

**E-Mail Comments Received:**

- **Peter Arellano:** SW Scholls Ferry Road at Cascade needs to reconfigure the curb alignment at Cascade and Scholls Ferry so that southbound trucks turning right at Cascade can make the turn without rolling over the ped ramp and curb and gutter.

**PORTLAND,** June 29, 2011
13 attendees
Local officials attending: 1 Tribal officials attending: 0

**General Comments:**

**Roger Averbeck:** Re: 2012-2015 Draft STIP Project Nos. 16142 and 16143 (OR 99W: I-5 Off-Ramp (Tigard). Both of these projects are partly within the City of Portland, but are listed under Washington County *(This has now been corrected to reflect Various Counties.)* (1) Who are the stakeholders? Please include SW Neighborhoods, Inc., (2) Are the projects coordinated with PBOT? (3) Both projects are classified Safety. What multi-modal improvements are included? i.e., pedestrian and bicycle improvements at the intersection of SW 64th Ave and Barbur Blvd? (16143) What improvements are included at the intersection of SW 60th (#16142)? (4) Will the transit stops near either intersection be impacted, moved or enhanced? (5) Have the signal heads/pedestrian/walk timing been updated to comply with

2009 MUTCD? (6) Will additional signs be added on eastbound 99W (16143) to aid driver to get in the proper lane? *(Responses were developed and sent to Mr. Averbeck on July 8th, 2011.)*

- **Martha Perez:** the following comments/questions are directed toward the 2014-2015 Safety projects proposed with emphasis on: OR99E, US-26, I-84, and US30: (1) What impact on livestock crossing roads? (2) Bike Accessibility – Do bikes benefit from improvements? (3) Pedestrian Safety – problem is on-going. (4) Adverse weather conditions - we have had a lot of rain and flooding. Will this complicate proposed solutions? (5) During holidays, does the Highway Patrol increase vigilance on problem roads with "poor" conditions? (drunk drivers, etc.) (6) Impact of proposed solutions on job creation?
- **Terry Parker:** Equity requires that bicyclists need to directly help pay for bicycle infra-structure improvements – possibly with license and registration fees.
- **Jim Howell:** Revise intersection of MLK/99E and Vancouver Avenue to allow Vancouver Ave northbound to MLK northbound movement.
- **Daniel Erp:** Thank you for the upgraded ADA ramps at 82nd and Sandy, Duke, King.
- **Zachary Marzolt:** Thank you for the upgraded ADA ramps at 82nd and Sandy, Duke, King. Please add more ADA ramps.

**SANDY,** July 9, 2011
42 attendees
Local officials attending: 1 Tribal officials attending: 0

**General Comments:**

- **Bill Meyers:** Drivers and pedestrians voice frustrations and concerns about the traffic signals and crosswalks at the light on Hwy 26 between the library and US Bank – Hwy 26/Alt Ave @ Shelby Ave – long waits, no free left turn – unexpected stops for pedestrians as green lights on Hwy 26.
- **Dave Kaechele:** Requests more signs: Slow Traffic-Keep Right. People sit in left lane, won't move right. Head on collisions keep occurring. Should I pay for two signs?
- **Jan Smith:** 212 at 222 is very dangerous when turning left from eastbound or coming out from 222 onto 212 in any direction.
- **Anonymous:** 224/Webster: Signals – no turn signal – safety concern. Schools/trucks - issue (Unified Grocers).
- **Mike Annes:** (1) Hwy 26/Wolf Drive – timing of signal; up Wolf to take left to head west – traffic stacking up; keep changing the timing; (2) Accident waiting to happen – SE Ten Eyck Rd, left turn near 7-11 (dangerous) – churches up road; (3) 211/Debarko – Curbing – needs help; (4) Communication about re-doing intersection; (5) 26 going east – sidewalks along 26 (near Vista Loop); (6) Ten Eyck intersection – lack of sidewalks to church; (7) State needs to buy right-of-way for bypass around Sandy; (8) Tunnel to beach looks good!; and (9) Bike trails along 26 Sandy to ??/Springwater off shoulder.

**Additional Outreach Efforts:**

As part of our outreach efforts we discussed the 2012/2015 STIP with the following local stake-holders in addition to our formal outreach meetings. STIP materials were presented at the following:

- Clackamas County Coordinating Committee (CCCC), May;
- Transportation Policy Advisory Committee (TPAC), May 27th;
- City of Molalla, May 31st;
- Portland Freight Committee (PFAC), June 2nd;
- Washington County Coordinating Committee (WCCC), June 6th;
- East Multnomah County Transportation Committee (EMCTC); June 6th;
- Westside Economic Alliance (WEA), June 8th;
- Joint Policy Advisory Committee on Transportation (JPACT), June 9th;
- Portland Business Alliance (PBA), June 14th;
- Transportation Management Advisory Committee (TMAC), June 17th;
- Hamlet of Mulino, June 17th.

## TPAC Options for Additional Recommended Changes to Proposed Revisions to OHP Policy 1F and TPR

| Oregon Highway Plan Proposed Revisions to Policy 1F<br>Options for Additional Language | Citation in 9/21 OHP Public Review Draft | Recommended Language Change |
|---|---|---|
| **Option 1:** Identify timeline and work program for carrying the intent of the OHP revisions forward through other ODOT implementing documents, especially the Oregon Highway Design Manual. | Page 3, lines 35 – 45 | Insert: ODOT's Highway Design Manual and related implementing documents that utilize mobility standards will need to be updated to reflect the revisions to OHP 1F. Work to identify a timeline and work program for completing this work and allowing for subsequent design exceptions based on the 1F revisions will be completed by the end of 2012. |
| **Option 2:** Include a work program and timeframe for reconciling Special Transportation Areas (STAs) in the OHP with "multi-modal mixed use areas" (MMAs) provided in the TPR amendments. | 1F.3, page 9, lines 20 – 42<br><br>Background, Page 2, lines 6 – 24 | Insert bullet that references "multi-modal mixed use areas" (MMAs) as being exempt from mobility standards.<br><br>Insert: A work program and timeline for reconciling STAs with "multi-modal mixed use areas" (MMAs) as established in the Transportation Planning Rule in the OHP, will be completed by the end of 2012. |
| **Option 4:** Change "mainline speed" to "prevailing speed" to recognize the heavy volumes and levels of peak period congestion in the Portland Metropolitan region. | 1F.1, Page 8, lines 10 – 14 | Change "mainline speed" to prevailing speeds during peak periods or at the time off-ramp backups may occur. |

| Transportation Planning Rule Proposed Amendments<br>Options for Additional Language | Citation in 10/06 RAC Review Draft | Recommended Language Change |
|---|---|---|
| **Option 1:** Refine "written concurrence" determination for MMAs near interchanges to be made by ODOT Region Manager. | Section (10)(b)(E)(iii), middle of Page 11 | Add to the end of (iii): The responsibility and decision for the written concurrence of the MMA designation will reside with the ODOT Region manager. No OTC decision will be required for MMA designations. |
| **Option 2:** Change "posted mainline speed" to "prevailing speed" to recognize the heavy volumes and levels of peak period congestion in the Portland Metropolitan region. | Section (10)(c)(A)(iii), bottom of Page 11 | Remove "posted mainline speeds" and insert prevailing speeds during peak periods or at the time off-ramp backups may occur. |
| ~~**Option 3:** Articulate the relationship between Metro's Title 6 of the Urban Growth Management Functional Plan and the MMA designation.~~ | ~~Section (10)(b), page 10~~ | ~~Insert: (D)Language crafted by Chris and Dick to reflect 2040 Growth Concept and Title 6 in MMA designations???~~ |
| **Option 3A:** Include greater flexibility in the safety and operational determinations related to interchanges in the MMA designation process. Reference the work of Metro's Regional Safety Workgroup in defining urban safety issues and areas to reference multi-modal safety equally for all modes and adjacent transportation facilities.<br><br>**Option 3B:** | Section (10)(c)(A)~~(iii),~~ bottom of Page 11<br><br>Section (10)(c)(B), top of Page 12 | Add a new language ~~consideration~~: (A) The potential for operational or safety effects of all modes, not just motor vehicles, to the interchange area and the mainline highway, specifically considering: ~~(iv.)Preserving the safety of all modes, not just motor vehicles entering the freeway ramps and assess impacts on all modes of any safety and operational mitigation measures being considered for all adjacent transportation facilities within the defined interchange area.~~<br><br>Insert new language: (C) In the Portland Metropolitan region, ODOT Region 1 and Metro will help make available to local jurisdictions modeling tools, analyses already conducted including SPIS identification, and a menu of potential minor safety and operational improvements that will help identify and address concerns near interchanges as described in (10)(c). |

| Transportation Planning Rule Proposed Amendments | | |
|---|---|---|
| **Options for Additional Language** | **Citation in 10/06 RAC Review Draft** | **Recommended Language Change** |
| **Option 3C:** Entrance ramp only terminals, such as the one on NE 60th Ave. in Portland, should not be subject to this policy. | Section (10)(b)(E)(iii), middle of Page 11 | Edit (iii) to read: Within one-quarter mile from any interchange <u>exit</u> ramp terminal intersection if the mainline facility provider has provided written concurrence with the MMA designation as provided in (c). |
| **Option 3D:** This provides certainty of a reasonable and cost-feasible strategy to the local jurisdiction while satisfying ODOT's interests in clearing ramp queues. | Section (10)(c)(B, top of Page 12 | Edit (B) to read: If there are operational or safety effects as described in paragraph (A) of this subsection, the effects ~~may~~ <u>shall</u> be <u>sufficiently</u> addressed by an agreement between the local government and the facility provider regarding traffic management plans favoring traffic movements away from the interchange, particularly those facilitating clearing traffic queues on the interchange exit ramps. |

November 15, 2011

Land Conservation and Development Commission (LCDC)
635 Capitol Street NE
Salem OR 97301-2532

Oregon Transportation Commission (OTC)
1158 Chemeketa Street NE
Salem, OR 97301

Dear Commission Members:

Thank you for the opportunity to comment on proposed amendments to the Transportation Planning Rule (TPR) and related revisions to the Oregon Highway Plan (OHP). We especially appreciate the opportunity to participate in the early stages of the rulemaking process, including the January panel discussion conducted by the joint OTC/LCDC subcommittee and the subsequent rulemaking advisory committee (RAC) over the past several months.

We have reviewed the draft amendments to the TPR and OHP, and strongly support the new direction proposed for both policy documents. While the TPR amendments represent a fairly targeted set of changes, we believe the impact will be substantial in allowing the Metro region to better advance our Region 2040 growth strategy.

The proposed revisions to the OHP are more sweeping, and we strongly support the new direction of defining "success" more holistically, across travel corridors and including all modes of travel. This approach will greatly enhance our ability to implement the recently adopted 2035 Regional Transportation Plan (RTP) through ongoing corridor planning and through city and county transportation system plans.

We applaud both commissions for meeting the legislated timeline for developing the draft TPR and OHP changes. Though we are providing more detailed comments, below, we are generally very supportive of the proposed changes, and look forward to seeing the TPR and OHP amendments enacted in December.

**Transportation Planning Rule Comments**

1. We strongly support amendments to the TPR that would exempt zone changes consistent with comprehensive plans from 0060 provisions. We understand that in the RAC discussions there were concerns about plans

being too out of date to be relied upon for this provision, but this does not appear to be an issue in the Metro region: the regional functional plan triggered updates to all local plans in recent years to implement the Region 2040 growth strategy, and updates to the RTP in 2000, 2004 and 2010 triggered a similar series of updates to local transportation plans.

This amendment to the TPR would remove a significant obstacle that several of our cities face in advancing the 2040 plan through staged zone changes, often made when infrastructure improvements are completed. The most prominent example is the Interstate Avenue light rail corridor, where zone changes were timed to follow completion of the MAX yellow line. These changes were nearly stopped by the existing TPR language, but would be allowed outright under the proposed changes.

2. We also support draft provisions allowing for "multi-modal mixed-use areas" (MMAs) to be designated by local jurisdictions and exempted from the 0060 provisions. This new designation goes a long way in helping cities and counties in the Metro region advance local plans for the centers, main streets and mixed-use corridors envisions in the Region 2040 growth strategy.

   Because our local jurisdictions have already done most of the planning required to define these "multi-modal mixed-use areas", defining their boundaries for the purpose of the TPR will be a logical and straightforward step. By definition, most of our 2040 centers are located along major thoroughfares, and often near highway interchanges, so the difficult traffic conditions anticipated by the new TPR language are a common obstacle in implementing these plans.

   As currently written, the draft TPR language lists some of the Region 2040 typologies (regional centers and town centers) as a safe harbor for local governments, though there are other typologies within the 2040 construct that also meet the MMA criteria (main streets, station communities and mixed-use corridors). We support this targeted approach, since the 2040 centers are a basic organizing element of the 2040 growth strategy, and have been the main focus of local planning effort, while other mixed-use areas should meet the higher bar of satisfying the MMA criteria in the draft TPR amendments.

[ADDITIONAL TPR COMMENTS FROM TPAC TBD]

**Oregon Highway Plan Comments**

1. We strongly support the proposed additional flexibility of alternative mobility policy ~~based~~focused ~~-~~on multi-modal corridors contained in the OHP draft. This change embraces the corridor-based mobility policy adopted last year in the 2035 RTP, and we look forward to applying the new provisions in the ongoing corridor work we are engaged.

Currently, we are conducting corridor plan efforts in the Southwest Corridor (extending from the Portland Central City to Tualatin/Sherwood) and East Metro Corridor (Extending from I-84 to US 26 in East Multnomah County) where we will have an opportunity to work with ODOT in developing new mobility targets under the proposed OHP changes.

2. We also strongly support the shift from mobility "standards" to "targets". When the 2035 RTP was adopted last year, the new plan incorporated a series of "desired outcomes" that are very much like the "targets" envisions in the draft OHP in that they are intended to guide incremental decisions over time, with less focus on a finish line.

3. We support the new technical latitude for ODOT in evaluating impacts of plan amendments proportionate to existing conditions. This change is especially appropriate for our region, where traffic volume is very high on major streets and highways, and the impact of a land use change is almost always dwarfed by the background traffic in a given area. The change will allow facility providers the needed flexibility to support land use changes that advance the Region 2040 strategy and reach practical design solutions for meeting system needs.

[ADDITIONAL OHP COMMENTS FROM TPAC TBD]

Sincerely,

| | | |
|---|---|---|
| *signature* | *signature* | *signature* |
| Tom Hughes, President<br>*Metro Council* | Carlotta Collette, Chair<br>*Joint Policy Advisory Committee on Transportation* | Charlotte Lehan, Chair<br>*Metro Policy Advisory Committee* |

City of
WILSONVILLE
in OREGON

**CITY COUNCIL MEETING**
**STAFF REPORT AND REQUEST FOR ACTION**

Proposed Changes to the Transportation Planning Rule and Oregon Highway Plan

Meeting Date: November 7, 2011 | Contact: Stephan Lashbrook
Report Date: October 26, 2011 | Contact Telephone Number: (503) 570-1560
Source of Item: Community Development Department | Email: lashbrook@ci.wilsonville.or.us

## ISSUE STATEMENT

The State is about to begin public hearings on proposed changes to concurrency requirements of the Transportation Planning Rule (December 8 in the Dalles) and the Mobility Standards of the Oregon Highway Plan (November 16 in Silverton). These changes could have significant effects on the transportation facility improvements required for new developments in or around Wilsonville. The City Council may wish to offer comments in those hearings based on Wilsonville's transportation needs and the transportation needs of Oregon overall. This issue was discussed at the City Council work session on October 3, 2011, but staff at the Department of Land Conservation and Development (DLCD) has continued to make changes to the proposed TPR since that date; with the final version released on October 25.

## BACKGROUND

When zone changes or comprehensive plan amendments are proposed at the local level, the State employs two different regulating documents to evaluate those proposals for transportation impacts: Section 0060 of the Transportation Planning Rule (TPR) and the Mobility Standards of the Oregon Highway Plan (OHP). At the present time, both the TPR and OHP include "concurrency" requirements intended to assure that adequate transportation facilities are in place concurrently with comprehensive plan amendments for new development.

The TPR is the Administrative Rule adopted by the State's Land Conservation and Development Commission (LCDC) and administered by its staff (DLCD), with assistance from the Oregon Department of Transportation (ODOT). The State has employed the TPR since the early 1990s, but it has been reinterpreted as a result of several significant cases heard by the Land Use Board of Appeals and the State Court of Appeals through the years.

The OHP is actually a subset of the Oregon Transportation Plan, adopted by the Oregon Transportation Commission (OTC) and administered by ODOT. It applies only to State facilities (e.g., I-5, 99W, I-

205), where the TPR is intended to apply to all public transportation facilities. For zone changes or comprehensive plan amendments in Wilsonville, the TPR applies in all cases and the OHP applies where impacts to Interstate-5 are anticipated.

Senate Bill 795, signed by the Governor earlier this summer, requires LCDC to adopt amendments to the TPR and requires the OTC to adopt amendments to the OHP by the end of this calendar year. Those amendments are intended to "*streamline, simplify and clarify the requirements*" and to "*better balance economic development and the efficiency of urban development with consideration of development of the transportation infrastructure*." Members of LCDC and the OTC clearly feel that they have a mandate to reduce obstacles to economic development by reducing the improvement requirements for transportation infrastructure associated with new developments. In spite of spending some months on these issues, however, the committee working on proposed changes to the TPR was unable to reach consensus on some issues and will be taking various options to public hearing, rather than a single set of recommendations.

Unfortunately, there are widely varying opinions of what constitutes "economic development." Many proponents of TPR/OHP changes seek to increase big-box retail opportunities or new residential developments that could impact State transportation facilities; while few are speaking out for freight-dependent traded-sector businesses in manufacturing and wholesale distribution that will continue to need reliable, efficient shipping options.

In the case of the proposed changes to the OHP, the process has been quite different. The draft of changes to the OHP was generated "internally" by ODOT staff, without public input in the process.

Neither the TPR nor the OHP prevent local governments from enforcing their own concurrency requirements, as long as they are at least as strict as the State standards.

Staff has tracked the proposed changes over the last few months, but has taken no position on any of the proposals in advance of Council discussion and direction thus far. Some proposals raise questions about:

- Possible adverse impacts on existing businesses—especially local businesses that rely on freight movement such as any of our local freight-reliant firms in manufacturing and wholesale distribution, which account for slightly over half of Wilsonville's approximately 15,000 FTE jobs;
- Who will eventually pay for needed transportation improvements, if not the new developments creating an increased demand on facilities?
- Potential, unintended consequences that could have a long-term, detrimental impact to both the Portland metro regional economy and the larger State economy, which is one of the top-10 areas of the US most dependent on commerce and trade. The well-regarded study "Cost of Congestion to the Economy of the Portland Region" commissioned by the Portland Business Alliance, Metro, Port of Portland and ODOT in 2005 with the assistance of OrePac Building Products and SYSCO Food Services, found:
    - "Being a trade hub, Portland's competitiveness is largely dependent on efficient transportation, and congestion threatens the region's economic vitality;
    - "Businesses are reporting that traffic congestion is already costing them money; and
    - "Congestion reduces the advantage of location, which is particularly troubling for the Portland metropolitan region because its traded industries are dependent on

transportation."

**REVIEW OF PROPOSED TPR AMENDMENTS BY SUBSECTION**

The following summarizes the proposed changes to Section 0060 of the TPR, by subsection, with a focus on potential impacts on Wilsonville:

1) Clarifies that the rule applies to zone changes as well as comprehensive plan amendments, allows those changes under sections 3, 9 or 10, without requiring full mitigation, and also explains that measures taken to reduce traffic are exempt from the TPR. *Wilsonville may wish to suggest language to help assure that the methods used to reduce traffic generation are enforceable over both the short and long terms.*

2) Defines a "significant effect" on a transportation facility in terms of projected conditions at the end of the planning period for the local Transportation Systems Plan (TSP) and introduces the concept of "partial mitigation," which is further discussed in Section 11. It also mentions Transportation system management and other alternatives as ways of mitigating impacts. *Wilsonville staff has concerns that placing too much emphasis on the end of the planning period could result in failures to consider short-term impacts. This is compounded by the fact that some smaller jurisdictions do not have adopted TSPs and do not routinely require traffic studies when reviewing development applications.*

3) Allows developments with significant effects, subject to requirements, but clarifies that an affected facility does not have to already be failing for this section to apply. As drafted, two options are provided: the first creates an exemption where a transportation facility is already performing below minimum standards and the second which removes that language. *This language was added primarily in response to recent case law. Staff feels that this subsection needs more clarification that comprehensive plan amendments will be allowed to proceed with <u>phased</u> or <u>proportional</u> transportation mitigation. Also, staff believes that the first of the two options is preferable, but that it should be modified slightly with the addition of language that clarifies that phased or proportional mitigation would be more appropriate than a complete exemption to the concurrency requirements where transportation facilities are already failing.*

4) Proposes only minor changes to existing language. Two options are provided, one of which would distinguish interstate interchange requirements from other interchanges. *This is a subsection where staff feels that Wilsonville should assert that the definition of "affected local government" should be broadly construed. The language as currently proposed does not appear to be clear enough about development proposals in one county addressing transportation impacts in another county, or from one city to another. Given that all three Wilsonville interchanges are on Interstate-5, the staff sees no reason for Wilsonville to take a position on the two options as proposed.*

5) No changes were proposed to this subsection applying to rural lands.

6) No changes were proposed to this subsection applying to "mixed-use, pedestrian-friendly centers."

7) No changes were proposed to this subsection applying to cities without TSPs.

8) No changes were proposed to this subsection which defines "mixed-use, pedestrian-friendly center or neighborhood." *Note that Wilsonville may wish to join other communities in urging the OTC, LCDC, and Metro to adopt a common definition for similar geographic areas. See #10, below.*

9) Allows zoning map amendments, consistent with comprehensive plans, to go forward without mitigation. Four options have been proposed. The first two options propose alternate circumstances under which such zone changes would be exempt: Option 1 is the most simple, Option 1A specifies that such zone changes are not exempted if the area was brought into a UGB through an exemption to the TPR. The next two options are more convoluted in that they attempt to limit the situations where such zone changes would be allowed without mitigation, based upon the assumptions used in local TSPs: Option 2 is not quite as prescriptive as 2A, which includes consideration of daily traffic and population projections. *The staff has no recommendation about these options other than to offer that any of these alternatives is preferable to the current interpretation of the applicability of the TPR to zone changes. The City Council may want to support our neighboring jurisdictions if they have strong feelings about any of the four options.*

10) Creates a significant exemption from transportation mitigation requirements for areas designated as "multimodal mixed-use areas" (MMAs) by cities or counties. There are a number of requirements for an area to qualify as an MMA (mostly specified in subsection 8). Most Metro-area jurisdictions (and Metro itself) are expected to lobby for the inclusion of subsection 10. *Wilsonville staff recommends that the language include a definition for "near an interchange" in 10(c) and also that the language requires notice and reasonable opportunity to participate in MMA determination by all units of local government with transportation facilities that could be impacted by the determination. Physical proximity to a given facility is less important than the effects that the decision can be expected to have on that facility.*

11) Allows for "partial mitigation" when justified by new economic development. It also includes an option for cities in counties with higher than average unemployment, outside of MPOs, with populations below 10,000. *The staff recommends that Wilsonville lobby for further refinement to the proposed optional language to address the necessary breadth of traffic study and analysis, public notice, opportunities for meaningful participation, and appeals.*

One of the proposed TPR amendments (subsection 11, Option 1) could exempt small cities that are outside Metropolitan Planning Organizations (MPOs) from TPR requirements for <u>any</u> sort of economic development proposal. While smaller communities might benefit from this language, there is reason to be concerned about potential unintended consequences for nearby communities. As discussed at the prior Council work session, that proposed language could allow for large commercial developments in towns such as Hubbard, Donald, or Aurora, with the potential for damage to freight-dependent businesses in Wilsonville. Rather than taking a position in opposition to the proposed language, the staff recommends that we suggest additional language to protect freight-dependent business interests and stronger notification requirements to all jurisdictions that could reasonably expect to be impacted.

## REVIEW OF PROPOSED OHP AMENDMENTS

The proposed language of Policy 1F of the OHP consists of nearly 18 pages of text. Most of the changes are intended to make the language less prescriptive and more flexible, especially in terms of accommodating economic development proposals. Even the title of this Policy is proposed to be changed from "Highway Mobility Standards" to "Highway Mobility Policy," reflecting that it is to be more flexible than a set of standards. References to "standards" are to be replaced generally with "targets," indicating less rigidity.

The staff believes that the following proposed changes could be the most significant in terms of potential impacts on Wilsonville:

The Policy overall appears to provide mixed messages. On one hand, it says that the "targets for freight routes are set to provide for less congestion than would be acceptable for other statewide highways." However, Table 7 (which sets the volume/capacity "mobility targets" for state highways in the Metro area) will no longer be applied in MMAs if the proposed changes to the TPR are adopted, regardless of their freight route status.

Much of the language on page 6 talks about the mobility targets for the Metro area, and implies that new standards will eventually be adopted by the OTC. However, it appears that those standards will not apply in MMAs if the new TPR language is adopted. Also on page 6 it says "*certain urban areas may need area-specific targets to better balance local policies pertaining to land use and economic development*." That appears to be a reasonable objective, but there is no way to tell what that may mean for the future.

Page 8 starts with the following statement: "*Where it is not feasible or practical to meet the performance targets, 'acceptable and reliable' levels of mobility for a specific facility, corridor or area will be determined through an efficient, collaborative process between the ODOT and the local jurisdiction(s) with land use authority*." While the effort to increase flexibility is good, it fails to address the potential concerns of parties other than ODOT or any given local government – when other nearby communities could be impacted.

There remains a general disconnect between the proposed language of OHP, the TPR and various Metro Functional Plan requirements. As is probably apparent to anyone reading this staff report, the applicable rules for comprehensive plan amendments can be extremely convoluted and often appear to conflict. This is unfortunate but it is not going to be reconciled any time soon. The only options for Wilsonville are to keep pointing out the potential problems and offer reasonable and common sense options to improve the situation.

## CITY COUNCIL OPTIONS

The City Council four options on how to proceed:

1. Take no action on Resolution # 2333;
2. Vote to reject Resolution # 2333;
3. Vote to adopt a modified version of Resolution # 2333, with changes made at the City Council

meeting; or
4. Vote to adopt Resolution # 2333, as drafted.

If the City Council approves Resolution #2333, it will be helpful to determine whether any member of the Council wishes to present testimony at either the OTC or LCDC hearing.

## STAFF RECOMMENDATION

Staff recommends that the City Council adopt Resolution # 2333 to support proposed amendments to both the Transportation Planning Rule and Oregon Highway Plan that will:

1. Add clarity and flexibility to the requirements;
2. Support existing Oregon businesses, including freight interests, without putting them at a competitive disadvantage when compared to proposed new businesses;
3. Recognize the "vesting" for proposed zone changes that conform with acknowledged comprehensive plans which include acknowledged transportation systems plans;
4. Allow for phased system improvements that are proportional to the increased traffic anticipated as a result of development following comprehensive plan amendments;
5. Allow for creative solutions, including transportation system management solutions and changes to the special geographic areas where reduced standards will apply;
6. Allow development projects to go forward with minimal improvements where de minimis impacts are projected to result;
7. Retain consideration of near-term impacts of development projects, rather than relying exclusively on modeling of long-term planning projections;
8. After annexation, give cities the option to delay consideration of transportation issues until comprehensive plan amendments allowing more intense development are proposed;
9. Recognizing that transportation impacts are not limited by geopolitical boundaries, require evaluation of transportation impacts beyond the immediate vicinity of a proposed development to determine if significant effects will result; and
10. Allow all affected local governments the opportunity to participate in and appeal development decisions where MMAs are established or where "partial mitigation" is proposed at locations near Wilsonville.

## ATTACHMENTS

A. Resolution # 2333
B. Draft TPR amendments dated October 25, 2011.
C. Draft OHP amendments dated August 16, 2011.

# Draft Amendments to TPR 0060

**– Public Review Draft – October 25, 2011 –**

Within existing sections (1) through (8) additions are underlined and deletions are ~~struck through~~.
Sections 9, 10 and 11 are completely new and thus changes are not shown.
Additional information at www.oregon.gov/LCD/Rulemaking_TPR_2011.shtml

| *Proposed Rule Text* | *Explanations* |
|---|---|
| **660-012-0005 – Definitions** | |
| (7) "Demand Management" means actions which are designed to change travel behavior in order to improve performance of transportation facilities and to reduce need for additional road capacity. Methods may include but are not limited to the use of alternative modes, ride-sharing and vanpool programs, ~~and~~ trip-reduction ordinances, shifting to off-peak periods, and reduced or paid parking. | This definition is used in (1)(c). |
| **660-012-0060 – Plan and Land Use Regulation Amendments** | |
| (1) ~~Where~~If an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation (including a zoning map) would significantly affect an existing or planned transportation facility, then the local government must ~~shall~~ put in place measures as provided in section (2) of this rule, unless the amendment is allowed under section (3), (9) or (10) of this rule ~~to assure that allowed land uses are consistent with the identified function, capacity, and performance standards (e.g. level of service, volume to capacity ratio, etc.) of the facility~~. A plan or land use regulation amendment significantly affects a transportation facility if it would: | Clarified that a zoning map is part of land use regulations.<br>Identified exceptions that are described more fully later in the rule.<br>Moved the description of how to address a significant effect to section (2), which lists corrective actions. |
| (a) Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan); | |
| (b) Change standards implementing a functional classification system; or | |
| (c) Result in any of the effects listed in paragraphs (A) through (C) of this subsection based on projected conditions ~~As~~ measured at the end of the planning period identified in the adopted transportation system plan (TSP). As part of evaluating projected conditions, the amount of traffic that is projected to be generated within the area of the amendment may be reduced if the amendment includes an enforceable ongoing requirement that would demonstrably limit traffic generation, including, but not limited to, transportation demand management. This reduction may diminish or completely eliminate the significant effect of the amendment.: | The definition of "significant effect" is clarified so that anything which reduces traffic generation (as opposed to mitigation that adds capacity) may be considered when determining if there is a significant effect. A common approach to reduce or limit traffic generation is known as a "trip cap." This method typically limits development, rather than directly limiting trips. At the time of rezoning, trips are allocated for each |
| (A) ~~Allow land uses or levels of development that would result in t~~Types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility; | |

| *Proposed Rule Text* | *Explanations* |
| --- | --- |
| | parcel. At the time of development, size and intensity are limited based on the allocation and projected traffic generation per square-foot. |
| (B) Degrade~~Reduce~~ the performance of an existing or planned transportation facility such that it would not meet the ~~below the minimum acceptable~~ performance standards identified in the TSP or comprehensive plan; or<br>(C) Degrade~~Worsen~~ the performance of an existing or planned transportation facility that is otherwise projected to not meet the ~~perform below the minimum acceptable~~ performance standards identified in the TSP or comprehensive plan. | Some performance standards are met by staying below the threshold, so the language was changed to be neutral about the direction. |
| (2) ~~Where~~If a local government determines that there would be a significant effect, ~~compliance with section (1) shall be accomplished~~ then the local government must ensure that allowed land uses are consistent with the identified function, capacity, and performance standards of the facility at the end of the planning period identified in the adopted TSP through one or a combination of the following, unless the amendment meets the balancing test in subsection (2)(e) of this section or qualifies for partial mitigation in section (11) of this rule: | The consistency list was moved from section (1) since it deals with how to correct a significant effect, not the definition of a significant effect.<br>Clarification added to say that corrective action is measured at the end of the planning period (same as significant effect) to allow for phased mitigation. |
| (a) Adopting measures that demonstrate allowed land uses are consistent with the planned function, capacity, and performance standards of the transportation facility. | New text added to enable section (11). |
| (b) Amending the TSP or comprehensive plan to provide transportation facilities, improvements or services adequate to support the proposed land uses consistent with the requirements of this division; such amendments shall include a funding plan or mechanism consistent with section (4) or include an amendment to the transportation finance plan so that the facility, improvement, or service will be provided by the end of the planning period. | |
| ~~(c) Altering land use designations, densities, or design requirements to reduce demand for automobile travel and meet travel needs through other modes.~~ | Altering designation densities or design requirements and demand management were removed from (2) because they are included in (1)(c) when determining whether there is a significant effect. They can also be used as part of the corrective action for an amendment that has a significant effect, in which case they would reduce the magnitude of the effect and thus reduce the extent of mitigation required in (2). |
| (c~~d~~)Amending the TSP to modify the planned function, capacity or performance standards of the transportation facility. | |
| (d~~e~~) Providing other measures as a condition of development or through a development agreement or similar funding method, including, but not limited to, transportation system management measures~~, demand management~~ or minor transportation improvements. Local governments shall as part of the amendment specify when measures or improvements provided pursuant to this subsection will be provided. | |

| *Proposed Rule Text* | *Explanations* |
|---|---|
| (e) Providing improvements that would benefit modes other than the significantly affected mode, improvements to facilities other than the significantly affected facility, or improvements at other locations if the provider of the significantly affected facility provides a written statement that the system-wide benefits are sufficient to balance the significant effect, even though the improvements would not result in consistency for all performance standards. | Added to allow more flexibility in corrective actions, but only with the approval of the provider (e.g. ODOT if a state highway is affected). For example, an amendment that would cause motor vehicle congestion could be balanced by constructing a sidewalk, adding a bicycle lane to the street, building a parallel connection or improving another intersection on the street. |
| (3) | The RAC reached a consensus that section (3) should be amended to make it easier to qualify for the reduced mitigation described in (3)(c) of the existing rule (which would be (3)(b) in the amended rule). The RAC did not reach a consensus on how to best accomplish this goal. |
| *Option #1*<br>Notwithstanding sections (1) and (2) of this rule, a local government may find that ~~approve~~ an amendment ~~that~~ would not significantly affect an existing transportation facility ~~without assuring that the allowed land uses are consistent with the function, capacity and performance standards of the facility~~ where:<br>(a) The facility is already performing below the minimum acceptable performance standard identified in the TSP or comprehensive plan on the date the amendment application is submitted, or ~~;~~<br>~~(b)~~ In~~i~~n the absence of the amendment, planned transportation facilities, improvements and services as set forth in section (4) of this rule would not be adequate to achieve consistency with the identified function, capacity or performance standard for that facility by the end of the planning period identified in the adopted TSP; | A few members of the RAC preferred Option #1, which would make two changes. The current rule allows approval of a local plan or regulation amendments if it qualifies under (a) through (d), even though it would have a significant effect as defined in (1). Option #2 would redefine significant effect so that a qualifying amendment would not be labeled as a significant effect. The second change would be to replace the implied "and" between (a) and (b) with an explicit "or" so that (3) could be used if either condition were met. |
| *Option #2*<br>Notwithstanding sections (1) and (2) of this rule, a local government may approve an amendment that would significantly affect an existing transportation facility without assuring that the allowed land | A broad majority of the RAC preferred Option #2 for two reasons. First, the redefinition of the "significant effect" seemed to be contrary to the |

| *Proposed Rule Text* | *Explanations* |
|---|---|
| uses are consistent with the function, capacity and performance standards of the facility where:<br>~~(a) The facility is already performing below the minimum acceptable performance standard identified in the TSP or comprehensive plan on the date the amendment application is submitted;~~<br>(a~~b~~) In the absence of the amendment, planned transportation facilities, improvements and services as set forth in section (4) of this rule would not be adequate to achieve consistency with the identified function, capacity or performance standard for that facility by the end of the planning period identified in the adopted TSP; | ordinary usage of the word effect. If an amendment adds trips and adds capacity, it would seem to have an effect, even if the effect is balanced on net and thus eligible to be approved under this section. Second Option #1 would permit (3) to be used on a facility that is failing now, but will be fixed with funded projects. The rezoning could interfere with those plans to correct the current failing. Option #2 broadens the scope of amendments that would qualify for the provisions of (3) by focusing the qualifications on the projected future conditions (rather than current conditions), which is consistent with planning focus of the TPR. The requirement for mitigation by the time of development would not change. |
| (b~~e~~) Development resulting from the amendment will, at a minimum, mitigate the impacts of the amendment in a manner that avoids further degradation to the performance of the facility by the time of the development through one or a combination of transportation improvements or measures;<br>(c~~d~~) The amendment does not involve property located in an interchange area as defined in paragraph (4)(d)(C); and<br>(d~~e~~) For affected state highways, ODOT provides a written statement that the proposed funding and timing for the identified mitigation improvements or measures are, at a minimum, sufficient to avoid further degradation to the performance of the affected state highway. However, if a local government provides the appropriate ODOT regional office with written notice of a proposed amendment in a manner that provides ODOT reasonable opportunity to submit a written statement into the record of the local government proceeding, and ODOT does not provide a written statement, then the local government may proceed with applying subsections (a) through (c~~d~~) of this section. | |
| **(4)** Determinations under sections (1)-(3) of this rule shall be coordinated with affected transportation facility and service providers and other affected local governments. | Only minor changes proposed in (4) for consistency. |

| *Proposed Rule Text* | *Explanations* |
|---|---|
| (a) In determining whether an amendment has a significant effect on an existing or planned transportation facility under subsection (1)(c) of this rule, local governments shall rely on existing transportation facilities and services and on the planned transportation facilities, improvements and services set forth in subsections (b) and (c) below. | |
| (b) Outside of interstate interchange areas, the following are considered planned facilities, improvements and services:<br>(A) Transportation facilities, improvements or services that are funded for construction or implementation in the Statewide Transportation Improvement Program or a locally or regionally adopted transportation improvement program or capital improvement plan or program of a transportation service provider.<br>(B) Transportation facilities, improvements or services that are authorized in a local transportation system plan and for which a funding plan or mechanism is in place or approved. These include, but are not limited to, transportation facilities, improvements or services for which: transportation systems development charge revenues are being collected; a local improvement district or reimbursement district has been established or will be established prior to development; a development agreement has been adopted; or conditions of approval to fund the improvement have been adopted.<br>(C) Transportation facilities, improvements or services in a metropolitan planning organization (MPO) area that are part of the area's federally-approved, financially constrained regional transportation system plan.<br>(D) Improvements to state highways that are included as planned improvements in a regional or local transportation system plan or comprehensive plan when ODOT provides a written statement that the improvements are reasonably likely to be provided by the end of the planning period.<br>(E) Improvements to regional and local roads, streets or other transportation facilities or services that are included as planned improvements in a regional or local transportation system plan or comprehensive plan when the local government(s) or transportation service provider(s) responsible for the facility, improvement or service provides a written statement that the facility, improvement or service is reasonably likely to be provided by the end of the planning period. | *Option #1*<br>This existing section applies a higher level of scrutiny to ***interstate*** interchanges; whereas, the new section (10) includes all interchanges for special treatment in that section. Some member of the RAC proposed amending this existing text to be consistent with the new (11). This option would remove the highlighted words throughout (4).<br><br>*Option #2*<br>A majority of the RAC did not support amending (4) to include all interchanges because this would increase the level of state regulation, which would be counter to the overall intent. |
| (c) Within interstate interchange areas, the improvements included in (b)(A)-(C) are considered planned facilities, improvements and services, except where:<br>(A) ODOT provides a written statement that the proposed funding and timing of mitigation measures are sufficient to avoid a significant adverse impact on the Interstate Highway system, | |

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| then local governments may also rely on the improvements identified in paragraphs (b)(D) and (E) of this section; or<br>(B) There is an adopted interchange area management plan, then local governments may also rely on the improvements identified in that plan and which are also identified in paragraphs (b)(D) and (E) of this section.<br>(d) As used in this section and section (3):<br>(A) Planned interchange means new interchanges and relocation of existing interchanges that are authorized in an adopted transportation system plan or comprehensive plan;<br>(B) Interstate highway means Interstates 5, 82, 84, 105, 205 and 405; and<br>(C) Interstate interchange area means:<br>(i) Property within one-quarter ~~one-half~~ mile of the exit ramp terminal intersection of an existing or planned interchange on an Interstate Highway ~~as measured from the center point of the interchange~~; or<br>(ii) The interchange area as defined in the Interchange Area Management Plan adopted as an amendment to the Oregon Highway Plan.<br>(e) For purposes of this section, a written statement provided pursuant to paragraphs (b)(D), (b)(E) or (c)(A) provided by ODOT, a local government or transportation facility provider, as appropriate, shall be conclusive in determining whether a transportation facility, improvement or service is a planned transportation facility, improvement or service. In the absence of a written statement, a local government can only rely upon planned transportation facilities, improvements and services identified in paragraphs (b)(A)-(C) to determine whether there is a significant effect that requires application of the remedies in section (2). | Changed to be consistent with new text in (10)(b)(E). |
| (5) [Transportation facility not a basis for an exception on rural lands] | No changes proposed in (5). |
| (6) In determining whether proposed land uses would affect or be consistent with planned transportation facilities as provided in 0060(1) and (2), local governments shall give full credit for potential reduction in vehicle trips for uses located in mixed-use, pedestrian-friendly centers, and neighborhoods as provided in (a)-(d) below;<br>(a) Absent adopted local standards or detailed information about the vehicle trip reduction benefits of mixed-use, pedestrian-friendly development, local governments shall assume that uses located within a mixed-use, pedestrian-friendly center, or neighborhood, will generate 10% fewer daily and peak hour trips than are specified in available published estimates, such as those provided by the Institute of Transportation Engineers (ITE) Trip Generation Manual that do not specifically account for the effects of mixed-use, pedestrian-friendly development. The 10% reduction allowed for by this section shall be available only if | No changes proposed in (6). Included here for context. |

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| uses which rely solely on auto trips, such as gas stations, car washes, storage facilities, and motels are prohibited;<br>(b) Local governments shall use detailed or local information about the trip reduction benefits of mixed-use, pedestrian-friendly development where such information is available and presented to the local government. Local governments may, based on such information, allow reductions greater than the 10% reduction required in (a);<br>(c) Where a local government assumes or estimates lower vehicle trip generation as provided in (a) or (b) above, it shall assure through conditions of approval, site plans, or approval standards that subsequent development approvals support the development of a mixed-use, pedestrian-friendly center or neighborhood and provide for on-site bike and pedestrian connectivity and access to transit as provided for in 0045(3) and (4). The provision of on-site bike and pedestrian connectivity and access to transit may be accomplished through application of acknowledged ordinance provisions which comply with 0045(3) and (4) or through conditions of approval or findings adopted with the plan amendment that assure compliance with these rule requirements at the time of development approval; and<br>(d) The purpose of this section is to provide an incentive for the designation and implementation of pedestrian-friendly, mixed-use centers and neighborhoods by lowering the regulatory barriers to plan amendments which accomplish this type of development. The actual trip reduction benefits of mixed-use, pedestrian-friendly development will vary from case to case and may be somewhat higher or lower than presumed pursuant to (a) above. The Commission concludes that this assumption is warranted given general information about the expected effects of mixed-use, pedestrian-friendly development and its intent to encourage changes to plans and development patterns. Nothing in this section is intended to affect the application of provisions in local plans or ordinances which provide for the calculation or assessment of systems development charges or in preparing conformity determinations required under the federal Clean Air Act. | |
| (7) [Special provisions for cities without a TSP amending to affect 2 acres of commercial land] | No changes proposed in (7). |
| **(8)** A "mixed-use, pedestrian-friendly center or neighborhood" for the purposes of this rule, means:<br>(a) Any one of the following:<br>(A) An existing central business district or downtown;<br>(B) An area designated as a central city, regional center, town center or main street in the Portland Metro 2040 Regional Growth Concept;<br>(C) An area designated in an acknowledged comprehensive plan | No changes proposed in (8). Included here for context. |

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| as a transit oriented development or a pedestrian district; or<br>(D) An area designated as a special transportation area as provided for in the Oregon Highway Plan.<br>(b) An area other than those listed in (a) which includes or is planned to include the following characteristics:<br>(A) A concentration of a variety of land uses in a well-defined area, including the following:<br>(i) Medium to high density residential development (12 or more units per acre);<br>(ii) Offices or office buildings;<br>(iii) Retail stores and services;<br>(iv) Restaurants; and<br>(v) Public open space or private open space which is available for public use, such as a park or plaza.<br>(B) Generally include civic or cultural uses;<br>(C) A core commercial area where multi-story buildings are permitted;<br>(D) Buildings and building entrances oriented to streets;<br>(E) Street connections and crossings that make the center safe and conveniently accessible from adjacent areas;<br>(F) A network of streets and, where appropriate, accessways and major driveways that make it attractive and highly convenient for people to walk between uses within the center or neighborhood, including streets and major driveways within the center with wide sidewalks and other features, including pedestrian-oriented street crossings, street trees, pedestrian-scale lighting and on-street parking;<br>(G) One or more transit stops (in urban areas with fixed route transit service); and<br>(H) Limit or do not allow low-intensity or land extensive uses, such as most industrial uses, automobile sales and services, and drive-through services. | |
| (9) Notwithstanding section (1) of this rule, a local government may find that an amendment to a zoning map does not significantly affect an existing or planned transportation facility if all of the following requirements are met. | New section added to exempt zone map amendments consistent with comprehensive plan map designation. |
| *Option #1:*<br>(a) The proposed zoning is consistent with the existing comprehensive plan map designation and the amendment does not change the comprehensive plan map.<br>(b) The local government has an acknowledged TSP. | A broad majority of the RAC supported Option 1 as a "bright line" test that does not evaluate the specifics of an acknowledged TSP. |
| *Option #1A:*<br>(a) The proposed zoning is consistent with the existing comprehensive plan map designation and the amendment does not change the comprehensive plan map.<br>(b) The local government has an acknowledged TSP.<br>(c) The area subject to the amendment was not exempted from this rule at the time of an urban growth boundary amendment as permitted in OAR 660-024-0020(1)(d). | This variation on option 1 was drafted following the final RAC meeting based on suggestions during the discussion. It would carve out a narrow situation where this exemption cannot be used. The UGB rules in Division 24 allow an area to be brought into the UGB without |

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| | detailed transportation analysis because the analysis would be required by TPR 0060 at the time of rezoning. In this situation, subsection (c) would not allow this exemption to be used to completely avoid transportation analysis.<br><br>OAR 660-024-0020(1)(d): "The transportation planning rule requirements under OAR 660-012-0060 need not be applied to a UGB amendment if the land added to the UGB is zoned as urbanizable land, either by retaining the zoning that was assigned prior to inclusion in the boundary or by assigning interim zoning that does not allow development that would generate more vehicle trips than development allowed by the zoning assigned prior to inclusion in the boundary;" |
| *Option #2:*<br>(c) The proposed zoning is consistent with the TSP assumptions about development of the area of the proposed amendment. The proposed zoning is not consistent with the TSP if the TSP is based upon an assumption that the current zone would continue or an assumption that the area would remain undeveloped throughout the planning horizon, or if the area was brought into the urban growth boundary without applying this rule as permitted in OAR 660-024-0020(1)(d). A TSP need not include a detailed traffic impact analysis for the specific area of the amendment to be consistent with the proposed zoning. | A few members of the RAC supported including additional provisions to determine whether the proposed amendment is consistent with prior planning in the TSP. Subsections (a) and (b) would be the same as Option #1. |
| *Option #2A:*<br>(c) The proposed zoning is consistent with the TSP assumptions about development of the area of the proposed amendment. Consistency means:<br>(A) forecast annual daily traffic (ADT) in the acknowledged TSP is within twenty percent of current ADT in the impact area; and<br>(B) the most recent acknowledged population forecast is within twenty percent of actual population of the jurisdiction.<br>(d) The proposed zoning is not consistent with the TSP if:<br>(A) the TSP assumed continuation of the current zone;<br>(B) the TSP assumed the area would remain undeveloped throughout the planning horizon; or<br>(C) the urban growth boundary was expanded without applying this rule as permitted in OAR 660-024-0020(1)(d). | This option was proposed by members of the RAC that supported option 2 following the RAC meeting. |

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| (10) Notwithstanding sections (1) and (2) of this rule, a local government may amend a functional plan, a comprehensive plan or a land use regulation without applying performance standards related to motor vehicle traffic congestion (e.g. volume to capacity ratio or V/C), delay or travel time if the amendment meets the requirements of subsection (a) of this section. This section does not exempt a proposed amendment from other transportation performance standards or policies that may apply including, but not limited to, safety for all modes, network connectivity for all modes (e.g. sidewalks, bicycle lanes) and accessibility for freight vehicles of a size and frequency required by the development. | New section to designate multimodal, mixed-use areas that are exempt from congestion performance standards. Using this exemption would be a two-step process, although the two steps could be combined into a single process and approved at the same meeting.<br><br>The first step is to designate an area where this exemption will apply. The requirements for what kind of area qualifies are in (b) and (c). The process to designate the area is in (d), or (e) if zoning changes are needed to qualify.<br><br>The second step is to evaluate a proposed upzoning without regard to congestion standards. If the rezoning meets other approval criteria and meets the requirements in (a), then it is approved. |
| (a) A proposed amendment qualifies for this section if it:<br>(A) is a map or text amendment affecting only land entirely within a multimodal mixed-use area (MMA); and<br>(B) is consistent with the definition of an MMA and consistent with the function of the MMA as described in the findings designating the MMA. | Typically an upzoning would be consistent with the definition and function of an MMA. A rezone to reduce the intensity of uses would not be consistent. |
| (b) For the purpose of this rule, "multimodal mixed-use area" or "MMA" means an area:<br>(A) with a boundary adopted by a local government as provided in subsection (d) or (e) of this section and that has been acknowledged;<br>(B) entirely within an urban growth boundary;<br>(C) with adopted plans and development regulations that allow the uses listed in paragraphs (8)(b)(A) through (C) of this rule and that require new development to be consistent with the characteristics listed in paragraphs (8)(b)(D) through (H) of this rule; | (A) through (C) in (8)(b) list the types uses expected in MMA, but obviously each development, and each rezoning will not include all of these uses. (D) through (H) list development standards that would apply to each development within an MMA. |
| (D) with land use regulations that do not require the provision of off-street parking, or regulations that require lower levels of off-street parking than required in other areas and allow | Within an MMA people would not be completely reliant on automobiles; therefore |

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| flexibility to meet the parking requirements (e.g. count on-street parking, allow long-term leases, allow shared parking); and<br>(E) located in one or more of the categories below:<br>(i) at least one-quarter mile from any interchange exit ramp terminal intersection;<br>(ii) within the area of an adopted Interchange Area Management Plan (IAMP) and consistent with the IAMP; or<br>(iii)within one-quarter mile from any interchange ramp terminal intersection if the mainline facility provider has provided written concurrence with the MMA designation as provided in subsection (c) of this section. | development regulations that mandate parking can be relaxed.<br><br>This section addresses interchanges, along with (c) below. Interchanges are the most expensive part of the network, thus the balance of competing objectives shifts somewhat near interchanges. The goal is to ensure safe operation of the interchange throughout the planning horizon because it is unlikely that an interchanges will be rebuilt to accommodate additional traffic. |
| (c) When a mainline facility provider reviews an MMA designation near an interchange, the provider must consider the factors listed in paragraph (A) of this subsection.<br>(A) The potential for operational or safety effects to the interchange area and the mainline highway, specifically considering:<br>(i) whether the interchange area has a crash rate that is higher than the statewide crash rate for similar facilities;<br>(ii) whether the interchange area is in the top ten percent of locations identified by the safety priority index system (SPIS) developed by ODOT; and<br>(iii) whether existing or potential future traffic queues on the interchange exit ramps extend onto the mainline highway or the portion of the ramp needed to bring a vehicle to a full stop from posted mainline speeds.<br><br>(B) If there are operational or safety effects as described in paragraph (A) of this subsection, the effects may be addressed by an agreement between the local government and the facility provider regarding traffic management plans favoring traffic movements away from the interchange, particularly those facilitating clearing traffic queues on the interchange exit ramps. | One-quarter mile from the intersection is consistent with ODOT access management regulations near interchanges (Division 51). Freeway to freeway interchanges do not have terminal intersections and thus would not be included in this requirement, which is appropriate since nearby development would not have any way to affect the freeway. An agreement could include, trigger points for actions such as adjusting signal timing, access management, extending off ramps, variable speed control, and other traffic system management and operation actions. |
| (d) A local government may designate an MMA by adopting an amendment to the comprehensive plan or land use regulations to delineate the boundary following an existing zone, multiple existing zones, an urban renewal area, other existing boundary, or establishing a new boundary. The designation must be accompanied by findings showing how the area meets the definition of an MMA. Designation of an MMA is not subject to the requirements in sections (1) and (2) of this rule. | |
| (e) A local government may designate an MMA on an area where comprehensive plan map designations or land use regulations do not meet the definition, if all of the other elements meet the definition, by concurrently adopting comprehensive plan or land use regulation amendments necessary to meet the definition. Such amendments are not subject to performance standards related to | This section is intended to prevent a "catch-22" where an area cannot be designated because it does not have mixed-use zoning, and cannot be rezoned because that would |

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| motor vehicle traffic congestion, delay or travel time. | have a significant effect under existing congestion standards. |
| **(11)** A local government may approve an amendment with partial mitigation as provided in section (2) of this rule if the amendment complies with subsection (a) of this section, the amendment meets the balancing test in subsection (b) of this section, and the local government coordinates as provided in subsection (c) of this section. | New section added to allow balancing economic development benefits with transportation effects. While a majority of the RAC supported this, some RAC members did not want to allow ***partial*** mitigation. They preferred the ***proportional*** mitigation in the proposed amendments to (3) and the mitigation options in the proposed new subsection (2)(e). |
| (a) The amendment must meet paragraphs (A) and (B) of this subsection [or meet paragraph (C) of this subsection].<br>(A) Create direct benefits in terms of industrial or traded-sector jobs created or retained by limiting uses to industrial or traded-sector industries.<br>(i) For the purposes of this rule, "industrial use" means employment activities generating income from the production, handling or distribution of goods including, but not limited to, manufacturing, assembly, fabrication, processing, storage, logistics, warehousing, importation, distribution and transshipment and research and development.<br>(ii) For the purposes of this rule, "traded-sector" has the meaning given in ORS 285A.010.<br>(B) Not allow retail uses, except limited retail incidental to industrial or traded sector development, not to exceed five percent of the net developable area. | The phrase "industrial or traded sector" and the definition of "industrial" come from SB 766.<br><br>ORS 285A.010 defines "Traded sector" as industries in which member firms sell their goods or services into markets for which national or international competition exists. |
| *Option #1*<br>(C) Notwithstanding paragraphs (A) and (B) of this subsection, an amendment complies with subsection (a) if all of the following conditions are met:<br>(i) The amendment is within a city with a population less than 10,000 and outside of a Metropolitan Planning Organization.<br>(ii) The amendment would provide land for "Other Employment Use" or "Prime Industrial Land" as those terms are defined in OAR 660-009-0005<br>(iii) The amendment is located within a county where the annual average unemployment rate is greater than the annual average unemployment rate of the State of Oregon. | A majority of the TAC supported a broader definition of economic development for smaller communities. One reason for a broader definition is that smaller communities may be unable to attract traded-sector jobs. Another reason is that an employment use (e.g. retail) could in some cases benefit the transportation system by reducing trips to nearby larger cities.<br>OAR 660-009-0005:<br>(6) "Other Employment Use" means all non-industrial |

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| | employment activities including the widest range of retail, wholesale, service, non-profit, business headquarters, administrative and governmental employment activities that are accommodated in retail, office and flexible building types. Other employment uses also include employment activities of an entity or organization that serves the medical, educational, social service, recreation and security needs of the community typically in large buildings or multi-building campuses.<br>…<br>(8) "Prime Industrial Land" means land suited for traded-sector industries as well as other industrial uses providing support to traded-sector industries. Prime industrial lands possess site characteristics that are difficult or impossible to replicate in the planning area or region. Prime industrial lands have necessary access to transportation and freight infrastructure, including, but not limited to, rail, marine ports and airports, multimodal freight or transshipment facilities, and major transportation routes. Traded-sector has the meaning provided in ORS 285B.280 |
| *Option #2 – Consistent definition for all communities, thus no additional subsection for smaller communities.* | Other members did not support a different definition for smaller communities because partial mitigation imposes costs to the rest of the state (either in congestion or state funds needed to make up the difference) and thus should only be available when there was a net benefit to the state. They felt |

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| | that some development (e.g. retail) moves jobs from one area to another and thus should not qualify for what amounts to a subsidy from the state. |
| (b) A local government may accept partial mitigation only if the local government determines that the benefits outweigh the negative effects on local transportation facilities and the local government receives from the provider of any transportation facility that would be significantly affected written concurrence that the benefits outweigh the negative effects on their transportation facilities. If the amendment significantly affects a state highway, then ODOT must coordinate with the Oregon Business Development Department regarding the economic and job creation benefits of the proposed amendment as defined in subsection (a) of this section. The requirement to obtain concurrence from a provider is satisfied if the local government provides notice as required by subsection (c) of this section and the provider does not respond in writing (either concurring or non-concurring) within forty-five days.<br>(c) A local government that proposes to use this section must coordinate with Oregon Business Development Department , Department of Land Conservation and Development, area commission on transportation, metropolitan planning organization, and all affected transportation providers to allow opportunities for comments on whether the proposed amendment meets the definition of economic development, how it would affect transportation facilities and the adequacy of proposed mitigation. Informal coordination is encouraged throughout the process starting with pre-application meetings. Formal coordination must include notice at least forty-five days before the first evidentiary hearing. Notice must include the following:<br>i. Proposed amendment.<br>ii. Proposed mitigating actions from section (2) of this rule.<br>iii. Analysis and projections of the extent to which the proposed amendment in combination with proposed mitigating actions would fall short of being consistent with the function, capacity, and performance standards of transportation facilities.<br>iv. Findings showing how the proposed amendment meets the requirements of subsection (a) of this section.<br>v. Findings showing that the benefits of the proposed amendment outweigh the negative effects on transportation facilities. | This subsection describes what is different for amendments that meet the definition in (a). The RAC decided it was important to require concurrence from ODOT and the county if their facilities would be affected. Because ODOT is not the state agency responsible for evaluating economic development benefits, there is a requirement to coordinate with Business Oregon. |

# 1999 OREGON HIGHWAY PLAN

# HIGHWAY MOBILITY POLICY

## Background

The Highway Mobility Policy establishes state highway mobility targets that implement the objectives of the Oregon Transportation Plan (OTP) and other OHP policies. The policy does not rely on a single approach to determine transportation needs necessary to maintain acceptable and reliable levels of mobility on the state highway system. It offers the flexibility to consider and develop methodologies to measure mobility that are reflective of current and anticipated land use, transportation and economic conditions of the state and in a community.

While ODOT measures vehicular highway mobility performance through volume to capacity (v/c) ratios (see Tables 6 and 7) when making initial determinations of facility needs necessary to maintain acceptable and reliable levels of mobility on the state highway system, achieving v/c targets will not necessarily be the determinant of the transportation solution(s). Policy 1F recognizes and emphasizes opportunities for developing alternative mobility targets (including measures that are not v/c-based) that provide a more effective tool to identify transportation needs and solutions and better balance state and local community needs and objectives.

Several policies in the Highway Plan establish general mobility objectives and approaches for maintaining mobility.

- Policy 1A (State Highway Classification System) describes in general the functions and objectives for several categories of state highways. Greater mobility is expected on Interstate and Statewide Highways than on Regional and District Highways.

- Policy 1B (Land Use and Transportation) has an objective of coordinating land use and transportation decisions to maintain the mobility of the highway system. The policy identifies several land use types and describes in general the levels of mobility objectives appropriate for each.

- Policy 1C (State Highway Freight System) has an objective of maintaining efficient through movement on major truck Freight Routes. The policy identifies the highways that are Freight Routes.

- Policy 1G (Major Improvements) has the purpose of maintaining highway performance and improving highway safety by improving system efficiency and management before adding capacity.

Although each of these policies addresses mobility, none provide measures by which to describe and understand levels of mobility and evaluate what levels are acceptable for the various classifications of state highway facilities.

The Highway Mobility Policy identifies how the State measures mobility and establishes targets that are reasonable and consistent with the direction of the OTP and Highway Plan policies. This policy carries out Policies 1A and 1C by establishing mobility targets for Interstate Highways, Freight Routes and other Statewide Highways that reflect the expectation that these facilities maintain a level of mobility to safely and efficiently support statewide economic development while balancing available financial resources. It carries out Policy 1B by acknowledging that lower vehicular mobility in Special Transportation Areas (STAs) and highly developed urban areas is the expectation and assigns a mobility target that accepts a higher level of congestion in these situations. The targets set for Regional and District Highways in STAs and highly urbanized areas allow for lower vehicular mobility to better balance other objectives, including a multimodal system. In these areas traffic congestion will regularly reach levels where peak hour traffic flow is highly unstable and greater traffic congestion will occur. In order to better support state and local economic activity, targets for Freight Routes are set to provide for less congestion than would be acceptable for other state highways. Interstate Highways and Expressways are incompatible with slower traffic and higher level of vehicular congestion and therefore, STA designations will not be applied to these highway classifications. For Interstate and Expressway facilities it will be important to manage congestion to support regional and state economic development goals.

The mobility targets are contained in Tables 6 and 7 and in Action 1F.1. Tables 6 and 7 refer only to vehicle mobility on the state highway system. At the same time, it is recognized that other transportation modes and regional and local planning objectives need to be considered and balanced when evaluating performance, operation and improvements to the state highway system. Implementation of the Highway Mobility Policy will require state, regional and local agencies to assess mobility targets and balance actions within the context of multiple technical and policy objectives. While the mobility targets are important tools for assessing the transportation condition of the system, mobility is only one of a number of objectives that will be considered when developing transportation solutions.

The highway mobility targets are used in three distinct ways:

- Transportation System Planning: Mobility targets identify state highway mobility performance expectations and provide a measure by which the existing and future performance of the highway system can be evaluated. Plan development may necessitate adopting methodologies and targets that deviate from adopted mobility targets in order to balance regional and local performance expectations.

- Plan Amendments and Development Review: Mobility targets are used to review amendments to comprehensive plans and land use regulations pursuant to the

Transportation Planning Rule (TPR) to assess if the proposed changes are consistent with the planned function, capacity and performance standards of state highway facilities.

- Operations: Mobility targets assist in making traffic operations decisions such as managing access and traffic control systems to maintain acceptable highway performance.

The Highway Mobility Policy applies primarily to transportation and land use planning decisions. By defining targeted levels of highway system mobility, the policy provides direction for identifying (vehicular) highway system deficiencies. The policy does not, however, determine what actions should be taken to address the deficiencies.

Mobility in the policy is measured using a volume to capacity ratio or v/c. This policy also provides opportunities to seek OTC approval for alternative mobility targets that are not v/c-based.

It is also important to note that regardless of the performance measure, v/c or other, the Highway Mobility Policy recognizes the importance of considering the performance of other modes of travel. While the policy does not prescribe mobility targets for other modes of travel, it does allow and encourage ODOT and local jurisdictions to consider mobility broadly – through multimodal measures or within the context of regional or local land use objectives. Providing for better multimodal operations is a legitimate justification for developing alternatives to established OHP mobility targets.

The Highway Mobility Policy will affect land use decisions through the requirements of the TPR. The TPR requires that regional and local transportation system plans (TSP) be consistent with plans adopted by the OTC. The TPR also requires that local governments ensure that comprehensive plan amendments, zone changes and amendments to land use regulations that significantly affect a transportation facility are consistent with the identified function, capacity and performance of the affected state facility. The Highway Mobility Policy establishes ODOT's mobility targets for state highways as the standards for determining compliance with the TPR (OAR 660-012-0060).

Policy 1F does not apply to highway design. Separate design mobility standards are contained in ODOT's Highway Design Manual (HDM). While HDM design standards and OHP mobility targets in Policy 1F may not be the same, ODOT's intention is to continue to balance statewide mobility and economic development objectives with community mobility, livability and economic development objectives through coordination between planning and design. Where the OTC adopts alternative mobility targets in accordance with this policy, they are establishing an agreement with the local jurisdiction to manage and develop the state system to the expected and planned levels of performance, consistent with the jurisdiction's underlying planning objectives (as set out in local comprehensive plan policy and land use regulations). However, coordination on exceptions to design mobility standards may still be required.

ODOT's intention is that the mobility targets be used to identify system mobility deficiencies over the course of a reasonable planning horizon. The planning horizon shall be:

- At least 20 years for the development of state, regional and local transportation plans, including ODOT's corridor plans; and

- The greater of 15 years or the planning horizon of the applicable local and regional transportation system plans for amendments to transportation plans, comprehensive plans or land use regulations.

ODOT measures vehicular highway mobility performance through v/c ratios. The v/c ratio was selected after an extensive analysis of highway performance measures prior to adoption of the 1999 Highway Plan. The review included the effectiveness of the measure to achieving other highway plan policies (particularly OHP Policy 1B, Land Use and Transportation), implications for growth patterns, how specifically should ODOT policy integrate with land use, flexibility for modifying targets, and the effects of Portland metro area targets on the major state highways in the region. V/C based measures were chosen for reasons of application consistency and flexibility, manageable data requirements, forecasting accuracy, and the ability to aggregate into area-wide targets that are fairly easy to understand and specify. In addition, since v/c is responsive to changes in demand as well as in capacity, it reflects the results of demand management, land use and multimodal policies. However, it is recognized that there are limitations in applying v/c, especially in highly congested conditions and in a multimodal environment. OHP policies allow options for other measures, or combinations of measures, to be considered.

Mobility targets are a measure by which the state assesses the functionality of a facility and are used, along with consideration of other policy objectives, to plan for system improvements. These mobility targets are shown in Table 6 and vary, depending on the category of highway, the location of the facility – within a STA, MPO, UGB, unincorporated community or rural lands – and the posted speed of the facility. Table 6 also reflects Policy 1B (Land Use and Transportation) and the State's commitment to support increased density and development activities in urban areas. Through higher v/c ratios and the adoption of alternative mobility targets, the State acknowledges that it is appropriate and anticipated that certain areas will have more traffic congestion because of the land use pattern that a region or local jurisdiction has committed to through adopted local policy.

Separate mobility targets for the Portland metropolitan area have been included in the policy (Table 7). These targets have been adopted with an understanding of the unique context and policy choices that have been made by local governments in that area including:

- A regional plan that links land use and transportation decisions and investments to support land uses in urban centers and corridors and supports multi-modal transportation options;

- Implementation of Transportation System Management and Operations (TSMO) strategies, including freeway ramp meters, real time traffic monitoring and incident response to maintain adequate traffic flow; and

- An air quality attainment/maintenance plan that relies heavily on reducing auto trips through land use changes and increases in transit service.

The Portland Metro targets have been adopted specifically for the Portland metropolitan area with a mutual understanding that these mobility targets better reflect the congestion that already exists within the constraints of the metro area's transportation system and which will not be alleviated by state highway improvements. The targets contained in Table 7 are meant for interim use only. The OTC expects the Portland Metro area to work with ODOT to explore a variety of measures to assess mobility and to develop alternative targets that best reflect the multiple transportation, land use and economic objectives of the region.

The mobility targets included in the Highway Mobility Policy must be used for the initial deficiency analysis of state highways. However, where it can be shown that it is infeasible or impractical to meet the targets, local governments may work with ODOT to consider and evaluate alternatives to the mobility targets in Tables 6 and 7. Any variance from the targets in Tables 6 and 7 will require OTC adoption. Increasingly, urban and urbanizing areas are facing traffic and land use pressures due to population growth, aging infrastructure, and reduced revenues for roadway and related infrastructure projects. In response to state funding constraints and the need to balance multiple objectives, system management solutions and enhancement of alternative modes of travel, rather than major highway improvements, are increasingly relied upon to address congestion issues. Developing mobility targets that are tailored to specific facility needs, consistent with local expectations, values and land use context will need to be part of the solution for some highway locations. Furthermore, certain urban areas may need area-specific targets to better balance state and local policies pertaining to land use and economic development. Examples where conditions may not match state mobility targets include metropolitan areas, STAs, areas with high seasonal traffic, and areas constrained by the existing built or natural environment.

Alternatives to the mobility targets and methodologies in the tables must be adopted through an amendment to the OHP. The OTC must adopt the new targets supported by findings that explain and justify the supporting methodology.

Policy 1F is not the only transportation policy that influences how the state assesses the adequacy of a highway facility and vehicle mobility is not the only objective. Facilitating state, regional and local economic development, enhancing livability for Oregon's communities, and encouraging multiple modes are also important policy areas that guide

state transportation investment and planning. Policy 1B recognizes that the state will coordinate land use and transportation decisions to efficiently use public infrastructure investments to enhance economic competitiveness, livability and other objectives. Economic viability considerations help define when to make major transportation investments (Policy 1G). Goal 4, Travel Alternatives, articulates the state's goal to maintain a well-coordinated and integrated multimodal system that accommodates efficient inter-modal connections for people and freight and promotes appropriate multi-modal choices. Making decisions about the appropriate level of mobility for any given part of the statewide highway system must be balanced by these, and other relevant OTP and OHP policies.

**Policy 1F: Highway Mobility Policy**

*It is the policy of the State of Oregon to maintain acceptable and reliable levels of mobility on the state highway system, consistent with the expectations for each facility type, location and functional objectives. Highway mobility targets will be the initial tool to identify deficiencies and consider solutions for vehicular mobility on the state system. Specifically, mobility targets shall be used for:*

- *Identifying state highway mobility performance expectations for planning and plan implementation;*

- *Evaluating the impacts on state highways of amendments to transportation plans, acknowledged comprehensive plans and land use regulations pursuant to the Transportation Planning Rule (OAR 660-12-0060); and*

- *Guiding operational decisions such as managing access and traffic control systems to maintain acceptable highway performance.*

*Where it is infeasible or impractical to meet the mobility targets, acceptable and reliable levels of mobility for a specific facility, corridor or area will be determined through an efficient, collaborative process between ODOT and the local jurisdiction(s) with land use authority. The resulting mobility targets will reflect the balance between relevant objectives related to land use, economic development, social equity, and mobility and safety for all modes of transportation. Alternative mobility targets for the specific facility shall be adopted by the OTC as part of the OHP.*

*OTC adoption of alternative mobility targets through system and facility plans should be accompanied by acknowledgement in local policy that state highway improvements to further reduce congestion and improve traffic mobility issues in the subject area are not expected.*

*Traffic mobility exemptions in compliance with the TPR do not obligate state highway improvements that further reduce congestion and improve traffic mobility issues in the subject area.*

*Action 1F.1*

Mobility targets are the measure by which the state assesses the existing or forecasted operational conditions of a facility and, as such, are a key component ODOT uses to determine the need for or feasibility of providing highway or other transportation system improvements. These mobility targets are shown in Table 6 and Table 7. For purposes of assessing state highway performance:

- Use the mobility targets below and in Table 6 when initially assessing all state highway sections located outside of the Portland metropolitan area urban growth boundary.

- Use the mobility targets below and in Table 7 when initially assessing all state highway sections located within the Portland metropolitan area urban growth boundary.

- For highways segments where there are no intersections, achieving the volume to capacity ratios in Tables 6 and 7 for either direction of travel on the highway demonstrates that state mobility targets are being met.

- For unsignalized intersections, achieving the volume to capacity ratios in Tables 6 and 7 for the state highway approaches indicates that state mobility targets are being met. In order to maintain safe operation of the intersection, non-state highway approaches are expected to meet or not to exceed the volume to capacity ratios for District/Local Interest Roads in Table 6, except within the Portland metropolitan area UGB where non-state highway approaches are expected to meet or not to exceed a v/c of 0.99.

- At signalized intersections other than interchange ramp terminals (see below), the overall intersection v/c ratio is expected to meet or not to exceed the volume to capacity ratios in Tables 6 and 7. Where Tables 6 and 7 v/c ratios differ by legs of the intersection, the more restrictive of the volume to capacity ratios in the tables shall apply. Where a state highway intersects with a local road or street, the volume to capacity ratio for the state highway shall apply.

- Although an interchange serves both the mainline and the crossroad to which it connects, it is important that the interchange be managed to maintain safe and efficient operation of the mainline through the interchange area. The main objective is to avoid the formation of traffic queues on off-ramps which back up into the portions of the ramps needed for safe deceleration from mainline speeds or onto the mainline itself. This is a significant traffic safety concern. The primary cause of traffic queuing at off-ramps is inadequate capacity at the intersections of the ramps with the crossroad. These intersections are referred to as ramp terminals. In many instances where ramp terminals connect with another state highway, the mobility target for the connecting highway will generally signify that traffic backups onto the mainline can be avoided. However, in some instances

where the crossroad is another state highway or a local road, the mobility target will not be a good indicator of possible future queuing problems. Therefore, the better indication is a maximum volume to capacity ratio for the ramp terminals of interchange ramps that is the more restrictive volume to capacity ratio for the crossroad, or 0.85.

- At an interchange within an urban area the mobility target used may be increased to as much as 0.90 v/c, but no higher than the target for the crossroad, if:

    1. It can be determined, with a probability equal to or greater than 95 percent, that vehicle queues would not extend onto the mainline or into the portion of the ramp needed to accommodate deceleration from mainline speed; and

    2. An adopted Interchange Area Management Plan (IAMP) is present, or through an IAMP adoption process, which must be approved by the OTC.

- Because the ramps serve as an area where vehicles accelerate or decelerate to or from mainline speeds, the mobility target for the interchange ramps exclusive of the crossroad terminals is the same as that for the mainline. Metered on-ramps, where entering traffic is managed to maintain efficient operation of the mainline through the interchange area, may allow for greater volume to capacity ratios.

***Action 1F.2***

- Apply mobility targets over at least a 20-year planning horizon when developing state, regional or local transportation system plans, including ODOT's corridor plans.

- When evaluating highway mobility for amendments to transportation system plans, acknowledged comprehensive plans and land use regulations, use the planning horizons in adopted local and regional transportation system plans or a planning horizon of 15 years from the proposed date of amendment adoption, whichever is greater. To determine the effect that an amendment to an acknowledged comprehensive plan or land use regulation has on a state facility, the capacity analysis shall include the forecasted growth of traffic on the state highway due to regional and intercity travel and consistent with levels of planned development according to the applicable acknowledged comprehensive plan over the planning period. Planned development, for the purposes of this policy, means the amount of population and employment growth and associated travel anticipated by the community's acknowledged comprehensive plan over the planning period. The OTC encourages communities to consider and adopt land use plan amendments that would reallocate expected population and employment growth to designated community centers as a means to help create conditions that increase the use of transit and bicycles, encourage pedestrian activity, reduce

reliance on single occupant vehicle travel and minimize local traffic on state highways.

***Action 1F.3***

In the development of transportation system plans or ODOT facility plans, where it is infeasible or impractical to meet the mobility targets in Table 6 or Table 7, or those otherwise approved by the Commission, ODOT and local jurisdictions may explore different target levels, methodologies and measures for assessing mobility and consider adopting alternative mobility targets for the facility. While v/c remains the initial methodology to measure system performance, measures other than those based on v/c may be developed through a multi-modal transportation system planning process that seeks to balance overall transportation system efficiency with multiple objectives of the area being addressed.

Examples of where state mobility targets may not match local expectations for a specific facility or may not reflect the surrounding land use, environmental or financial conditions include:

- Metropolitan areas or portions thereof where mobility expectations cannot be achieved and where they are in conflict with an adopted integrated land use and transportation plan for promoting compact development, reducing the use of automobiles and increasing the use of other modes of transportation, promoting efficient use of transportation infrastructure, improving air quality, and supporting greenhouse gas reduction objectives;

- When financial considerations or limitations preclude the opportunity to provide a planned system improvement within the planning horizon;

- When other locally adopted policies must be balanced with vehicular mobility and it can be shown that these policies are consistent with the broader goals and objectives of OTP and OHP policy;

- Facilities with high seasonal traffic;

- Special Transportation Areas; and

- Areas where severe environmental or land use constraints[13] make infeasible or impractical the transportation improvements necessary to accommodate planned land uses or to accommodate comprehensive plan changes that carry out the Land Use and Transportation Policy (1B).

[13] Examples of severe environmental and land use constraints include, but are not limited to, endangered species, sensitive wetlands, areas with severe or unstable slopes, river or bay crossings, and historic districts.

Any proposed mobility target that deviates from the mobility targets in Table 6 or Table 7, or those otherwise approved by the Commission, shall be clear and objective and shall provide standardized procedures to ensure consistent application of the selected measure. The alternative mobility target(s) shall be adopted by the OTC as an amendment to the OHP.

The OTC has sole authority to adopt mobility targets for state highways. It will be necessary for affected local jurisdictions to agree to and acknowledge the alternative mobility target for the state highway facility as part of a local transportation system plan and regional plan (MPO) as applicable. Findings shall demonstrate why the particular mobility target is necessary, including the finding that it is infeasible or impractical to meet the mobility targets in Table 6 or Table 7, or those otherwise approved by the Commission.

If alternative targets are needed but cannot be established through the system planning process prior to adoption of a new or updated TSP, they should be identified as necessary and committed to as a future refinement plan work item with an associated timeframe for completion and adoption. In this case, the mobility targets in Table 6 or Table 7, or those otherwise approved by the Commission, shall continue to apply until the alternative mobility targets are formally adopted by the OTC.

Modifications to the mobility targets could include changing the hour measured from the 30$^{th}$ highest hour, using multiple hour measures, or considering weekday or seasonal adjustments. Development of corridor or area mobility targets is also allowed. ODOT's policy is to utilize a v/c based target and methodology as the initial measure, as this will standardize and simplify implementation issues throughout the state. Where v/c-based approaches may not meet all needs and objectives, development of alternative mobility targets utilizing non v-c-based measures, may also be pursued.

In support of establishing the alternative mobility target, the plan shall include feasible actions for:

- Providing a network of local streets, collectors and arterials to relieve traffic demand on state highways and to provide convenient pedestrian and bicycle ways;

- Managing access and traffic operations to minimize traffic accidents, avoid traffic backups on ramps, accommodate freight vehicles and make the most efficient use of existing and planned highway capacity;

- Managing traffic demand and incorporating transportation system management tools and information, where feasible, to manage peak hour traffic loads on state highways;

- Providing and enhancing multiple modes of transportation; and

- Managing land use to limit vehicular demand on state highways consistent with Policy 1B (Land Use and Transportation Policy).

The plan shall include a financially feasible implementation program and shall demonstrate that the proposed mobility target(s) are consistent with and support locally adopted land use, economic development, and multimodal transportation policy and objectives. In addition, the plan shall demonstrate strong local commitment, through adopted policy and implementation strategies, to carry out the identified improvements and other actions.

ODOT understands that in certain areas of the state, achieving the established mobility targets will be difficult and that regional and local policies must be balanced with transportation system performance. ODOT is committed to work with MPOs and local jurisdictions on system-level analysis of alternative mobility targets and to participate in public policy-level discussions where balancing mobility and other regional and community objectives can be adequately addressed.

In developing and applying alternative mobility targets and methodologies for facilities throughout the state, ODOT will consider tools and methods that have been successfully used previously for a particular facility and/or within a specific metropolitan area or region. Specific mobility targets may vary from one community or area to another depending on local circumstances. It is the objective of this policy to maintain consistency in the selection and application of analysis and implementation methodologies over time as they are applied to a specific facility or to a system of related facilities within a defined community or region.

ODOT will provide guidance documents and will work with local jurisdictions and others to apply best practices that streamline development of alternative mobility targets.

***Action 1F.4***

Alternative mobility targets may also be developed for facilities where an investment has been or is planned to be made which provides significantly more capacity than is needed to serve the forecasted traffic demand based on the existing adopted local comprehensive plan and it is possible to preserve that excess capacity for traffic growth beyond the established planning horizon or traffic growth resulting from local legislative plan amendments or plan amendments associated with OAR 731-017.

***Action 1F.5***

For purposes of evaluating amendments to transportation system plans, acknowledged comprehensive plans and land use regulations subject to OAR 660-12-0060, in situations where the volume to capacity ratio or alternative mobility target for a highway segment, intersection or interchange is above the mobility targets in Table 6 or Table 7, or those otherwise approved by the Commission, and transportation improvements are not planned within the planning horizon to bring performance to the established target, the

mobility target is to avoid further degradation. If an amendment to a transportation system plan, acknowledged comprehensive plan or land use regulation increases the volume to capacity ratio further, or degrades the performance of an adopted mobility target, it will significantly affect the facility unless addressed through the language below regarding determination of a small increase in traffic. In addition to the capacity increasing improvements that may be required as a condition of approval, other performance improving actions to consider include, but are not limited to:

- System connectivity improvements for vehicles, bicycles and pedestrians.
- Transportation demand management (TDM) methods to reduce the need for additional capacity.
- Multi-modal (bicycle, pedestrian, transit) opportunities to reduce vehicle demand.
- Operational improvements to maximize use of the existing system.
- Land use techniques such as trip caps / budgets to manage trip generation.

In applying "avoid further degradation" for state highway facilities already operating above the mobility targets in Table 6 or Table 7 or those otherwise approved by the Commission, a small increase in traffic does not cause "further degradation" of the facility.

The threshold for a small increase in traffic between the existing plan and the proposed amendment is defined in terms of the increase in average daily trip volumes as follows:

- Any proposed amendment that does not increase the average daily trips by more than 400.
- Any proposed amendment that increases the average daily trips by more than 400 but less than 1001 for state facilities where:
  - The annual average daily traffic is less than 5,000 for a two-lane highway
  - The annual average daily traffic is less than 15,000 for a three-lane highway
  - The annual average daily traffic is less than 10,000 for a four-lane highway
  - The annual average daily traffic is less than 25,000 for a five-lane highway
- If the increase in traffic between the existing plan and the proposed amendment is more than 1000 average daily trips, then it is not considered a small increase in traffic and the amendment causes further degradation of the facility and would follow existing processes for resolution.

In applying OHP mobility targets to analyze mitigation, ODOT recognizes that there are many variables and levels of uncertainty in calculating volume-to-capacity ratios, particularly over the planning horizon. After negotiating reasonable levels of mitigation for actions required under OAR 660-012-0060, ODOT considers calculated values for v/c ratios that are within 0.03 of the adopted target in the OHP to be considered in compliance with the target. It is not the intent of the agency to consider variation within modest levels of uncertainty in violation of mobility targets for reasonable mitigation. The specific mobility target still applies for determining significant affect under OAR 660-012-0060.

***Action 1F.6***

When making recommendations to local governments about development permit applications and potential actions for mitigation related to local development proposals and criteria consider and balance the following:

- OHP mobility targets;
- Community livability objectives;
- State and local economic development objectives;
- Safety for all modes of travel; and
- Opportunities to meet mobility needs for all modes of travel.

Encourage local jurisdictions to consider OHP mobility targets when preparing local development ordinances and approval criteria to evaluate proposed development applications that do not trigger Section 660-012-0060 of the TPR.

***Action 1F.7***

Consider OHP mobility targets as guidance to ODOT's highway access management program. Balance economic development objectives of properties abutting state highways with transportation safety and access management objectives of state highways in a manner consistent with local transportation system plans and the land uses permitted in acknowledged local comprehensive plans.

When evaluating OHP mobility targets in access management decisions for unsignalized intersections consider the following:

- The highest priority for OHP mobility targets in guiding access management practices is to address the state highway through traffic movements and the movements exiting the state highway facility.

- When evaluating traffic movements from an approach entering or crossing a state highway, the priority is to consider the safety of the movements. While a v/c ratio for a specific movement greater than 1.0 is an indication of a capacity problem, it does not necessarily mean the traffic movement is unsafe. Apply engineering practices and disciplines in the analysis and design of highway approaches to ensure traffic movements meet safety objectives for the program.

Private approaches at signalized intersections will be treated as all other signalized intersections under OHP Action 1F.1.

***Action 1F.8***

Consider OHP mobility targets when implementing operational improvements such as traffic signals and ITS improvements on the state highway system. The OHP mobility targets are meant to be used as a guide to compare the relative benefits of potential operational solutions rather than as a firm target to be met. The main goal of operational projects is to improve system performance - which may include mobility, safety or other factors - from current or projected conditions.

***Action 1F.9***

Enhance coordination and consistency between planning and project design decisions whenever possible. Ensure that project development processes and design decisions take into account statewide mobility and economic objectives, including design standards, while balancing community mobility, livability and economic development objectives and expectations. Consider practical design principles that take a systematic approach to transportation solutions in planning and project development processes. Practical design principles strive to deliver the broadest benefits to the transportation system possible within expected resources.

## Table 6: Volume to Capacity Ratio Targets for Peak Hour Operating Conditions

| VOLUME TO CAPACITY RATIO TARGETS OUTSIDE METRO[A,B,C] | | | | | | | |
|---|---|---|---|---|---|---|---|
| **Highway Category** | **Inside Urban Growth Boundary** | | | | | **Outside Urban Growth Boundary** | |
| | **STA[D]** | **MPO** | **Non-MPO Outside of STAs where non-freeway posted speed <= 35 mph, or a Designated UBA** | **Non-MPO outside of STAs where non-freeway speed > 35 mph, but <45 mph** | **Non-MPO where non-freeway speed limit >= 45 mph** | **Unincorporated Communities[E]** | **Rural Lands** |
| Interstate Highways | N/A | 0.85 | N/A | N/A | 0.80 | 0.80 | 0.75 |
| Statewide Expressways | N/A | 0.85 | 0.80 | 0.80 | 0.80 | 0.80 | 0.75 |
| Freight Route on a Statewide Highway | 0.90 | 0.85 | 0.85 | 0.80 | 0.80 | 0.80 | 0.75 |
| Statewide (not a Freight Route) | 0.95 | 0.90 | 0.90 | 0.85 | 0.80 | 0.80 | 0.80 |
| Freight Route on a Regional or District Highway | 0.95 | 0.90 | 0.90 | 0.85 | 0.85 | 0.80 | 0.80 |
| Expressway on a Regional or District Highway | N/A | 0.90 | N/A | 0.85 | 0.85 | 0.80 | 0.80 |
| Regional Highways | 1.0 | 0.95 | 0.90 | 0.85 | 0.85 | 0.85 | 0.80 |
| District / Local Interest Roads | 1.0 | 0.95 | 0.95 | 0.90 | 0.90 | 0.85 | 0.85 |

**Notes for Table 6**

[A] For the purposes of this policy, the peak hour shall be the 30th highest annual hour. This approximates weekday peak hour traffic in larger urban areas. Alternatives to the 30th highest annual hour may be considered and established through alternative mobility target processes.

[B] Highway design requirements are addressed in the Highway Design Manual (HDM).

[C] See Action 1F.1 for additional technical details.

[D] Interstates and Expressways shall not be identified as Special Transportation Areas.

[E] For unincorporated communities inside MPO boundaries, MPO mobility targets shall apply.

## Table 7: Volume to Capacity Ratio Targets within Portland Metropolitan Region

| VOLUME TO CAPACITY RATIO TARGETS INSIDE METRO[A] | | |
|---|---|---|
| **Location** | **Target** | |
| | **1st hour** | **2nd hour** |
| Central City<br>Regional Centers<br>Town Centers<br>Main Streets<br>Station Communities | 1.1 | .99 |
| Corridors[B]<br>Industrial Areas<br>Intermodal Facilities<br>Employment Areas<br>Inner Neighborhoods<br>Outer Neighborhoods | .99 | .99 |
| I-84 *(from I-5 to I-205)*[C] | 1.1 | .99 |
| I-5 North[C] *(from Marquam Bridge to Interstate Bridge)* | 1.1 | .99 |
| OR 99E[C] *(from Lincoln Street to OR 224 Interchange)* | 1.1 | .99 |
| US 26[C] *(from I-405 to Sylvan Interchange)* | 1.1 | .99 |
| I-405[C] *(I-5 South to I-5 North)* | 1.1 | .99 |
| **Other Principal Arterial Routes**<br>I-205[C]<br>I-84 *(east of I-205)*<br>I-5 *(Marquam Bridge to Wilsonville)*[C]<br>OR 217[C]<br>US 26 *(west of Sylvan)*<br>US 30<br>OR 8 *(Murray Blvd to Brookwood Avenue)*[C]<br>OR 224[C]<br>OR 47<br>OR 213<br>242nd/US26 in Gresham | .99 | .99 |
| **Areas of Special Concern**[D]<br>Beaverton Regional Center<br>Highway 99W *(I-5 to Tualatin Road)* | 1.0<br>.95 | D |

**Notes for Table 7: Maximum volume to capacity ratios for two hour peak operating conditions through a 20-year horizon for state highway sections within the Portland metropolitan area urban growth boundary.**

[A] See Action 1F.1 for additional technical details.

[B] Corridors that are also state highways are 99W, Sandy Boulevard, Powell Boulevard, 82nd Avenue, North Portland Road, North Denver Street, Lombard Street, Hall Boulevard, Farmington Road, Canyon Road, Beaverton-Hillsdale Highway, Tualatin Valley Highway (from Hall Boulevard to Cedar Hills Boulevard and from Brookwood Street to E Street in Forest Grove), Scholls Ferry Road, 99E (from Milwaukie to Oregon City and Highway 43).

[C] Thresholds shown are for interim purposes only; refinement plans for these corridors are required in Metro's Regional Transportation Plan and will include a recommended motor vehicle performance policy for each corridor.

[D] Areas with this designation are planned for mixed use development, but are also characterized by physical, environmental or other constraints that limit the range of acceptable transportation solutions for addressing a level-of-service need, but where alternative routes for regional through traffic are provided. In these areas, substitute performance measures are allowed by OAR.660.012.0060(2)(d). Provisions for determining the alternative performance measures are included in Section 6.7.7 of the 2000 RTP. The OHP mobility target for state highways in these areas applies until the alternative performance targets are adopted in local plans and approved by the Oregon Transportation Commission.

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Metro | *Memo*

| | |
|---|---|
| Date: | October 24, 2011 |
| To: | TPAC and MTAC and interested parties |
| From: | Kim Ellis, Principal Transportation Planner |
| Re: | Climate Smart Communities Scenarios – Report on Preliminary Findings and Next Steps |

**PURPOSE**

Staff will present an update of the Climate Smart Communities Scenarios Project and share the preliminary results of the research and analysis conducted since June.

**BACKGROUND**

Since 2006, Oregon has initiated a number of actions to respond to mounting scientific evidence that shows the earth's climate is changing. As one of five states participating in the Western Climate Initiative, Oregon has signaled a long-term commitment to significantly reduce greenhouse gas (GHG) emissions.

In 2007 the Oregon Legislature established statewide GHG emissions reduction goals. The goals apply to all emission sectors - energy production, buildings, solid waste and transportation - and direct Oregon to:

- Stop increases in GHG emissions by 2010
- Reduce GHG emissions to 10 percent below 1990 levels by 2020
- Reduce GHG emissions to at least 75 percent below 1990 levels by 2050

In 2009, the Legislature passed House Bill 2001, directing Metro to "develop two or more alternative land use and transportation scenarios" by January 2012 that are designed to reduce GHG emissions from light-duty vehicles. The legislation also mandates (1) adoption of a preferred scenario after public review and consultation with local government; and (2) local government implementation through comprehensive plans and land use regulations that are consistent with the adopted regional scenario. The Climate Smart Communities Scenarios effort responds to these mandates.

In 2010, the Legislature approved Senate Bill 1059, providing further direction to GHG scenario planning in the Metro region and the other five metropolitan areas in Oregon. Aimed at reducing GHG emissions from transportation, the legislation mandates several state agencies to work with stakeholders to develop a statewide transportation GHG emissions reduction strategy, set metropolitan-level GHG emissions reduction targets for cars and light trucks, prepare guidelines for scenario planning, and develop a toolkit of actions to reduce GHG emissions. While State agencies are looking at the entire transportation sector, Metro—and the other MPOs identified in House Bill 2001 and Senate Bill 1059—are only required to address roadway GHG emissions from light-duty vehicles.

In 2010, the *Making the Greatest Place* initiative resulted in Metro Council adoption of:

- the six desired outcomes shown in **Figure 1**
- a Community Investment Strategy
- urban and rural reserves, and
- an updated Regional Transportation Plan.

The Council actions provide the policy foundation for better integrating land use decisions with transportation investments to create prosperous and sustainable communities and meet state climate goals.


**Figure 1. The region's six desired outcomes** – endorsed by city and county elected officials and approved by the Metro Council in Dec. 2010.

## STATE RESPONSE – OREGON SUSTAINABLE TRANSPORTATION INITIATIVE[1]

The Oregon Department of Transportation (ODOT) and the Department of Land Conservation and Development (DLCD) are leading the state response through the Oregon Sustainable Transportation Initiative (OSTI). As part of this effort, the Land Conservation and Development Commission (LCDC) adopted per capita roadway GHG emissions reduction targets for light-duty vehicles for all six metropolitan areas within Oregon on May 19, 2011.

Shown in **Table 1**, the target for the Portland region calls for a 20 percent GHG emissions reduction below 2005 levels by 2035, in addition to the reductions anticipated from technology and fleet improvements. The LCDC target-setting process assumed fleet and technology would reduce 2005 emissions levels from 4.05 MT $CO_2e$[2] per capita to 1.51 per capita by 2035. To meet the target the region must reduce roadway emissions another 20 percent to 1.2 MT $CO_2e$ per capita, as shown in **Figure 2**. While the regional target is based on 2005 emissions values, it has been calibrated to 1990 emissions levels and, if achieved, ensures the region is on track to meet the overall state 2050 GHG reduction goal.

**Table 1. 2035 Roadway GHG emissions reduction target for Oregon metropolitan areas** (per capita reduction below 2005 levels)

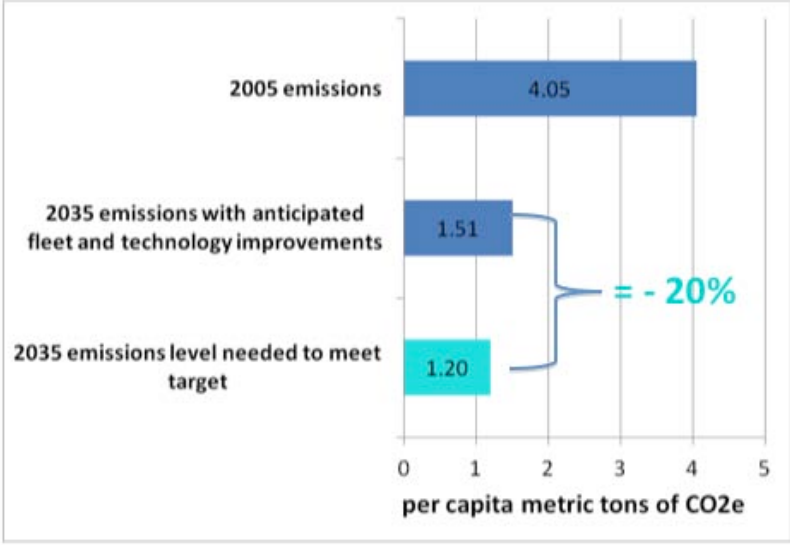
| Metropolitan Area | Adopted Target |
|---|---|
| Portland Metro** | 20% |
| Eugene-Springfield* | 20% |
| Salem-Keizer | 17% |
| Rogue Valley | 19% |
| Bend | 18% |
| Corvallis | 21% |

* Scenario planning required.
** Scenario planning and selection of preferred scenario required.

[1] For more information, go to http://www.oregon.gov/ODOT/TD/OSTI/

[2] MT $CO_2e$ or Metric Tonne (ton) Carbon Dioxide Equivalent is the standard measurement of greenhouse gas emissions, which include carbon dioxide, methane and nitrous oxide.

**Figure 2. Roadway GHG emissions for the Portland metropolitan region** (per capita)




## REGIONAL RESPONSE – CLIMATE SMART COMMUNITIES SCENARIOS

Regional and local leaders agree that Oregon and the Portland region must provide leadership in addressing climate change. The Climate Smart Communities Scenarios project (Scenarios Project) supports this goal by supplementing the Oregon State Transportation Initiative and other state actions with a collaborative regional effort that will advance local aspirations and implementation of the region's 2040 Growth Concept.

### Project timeline

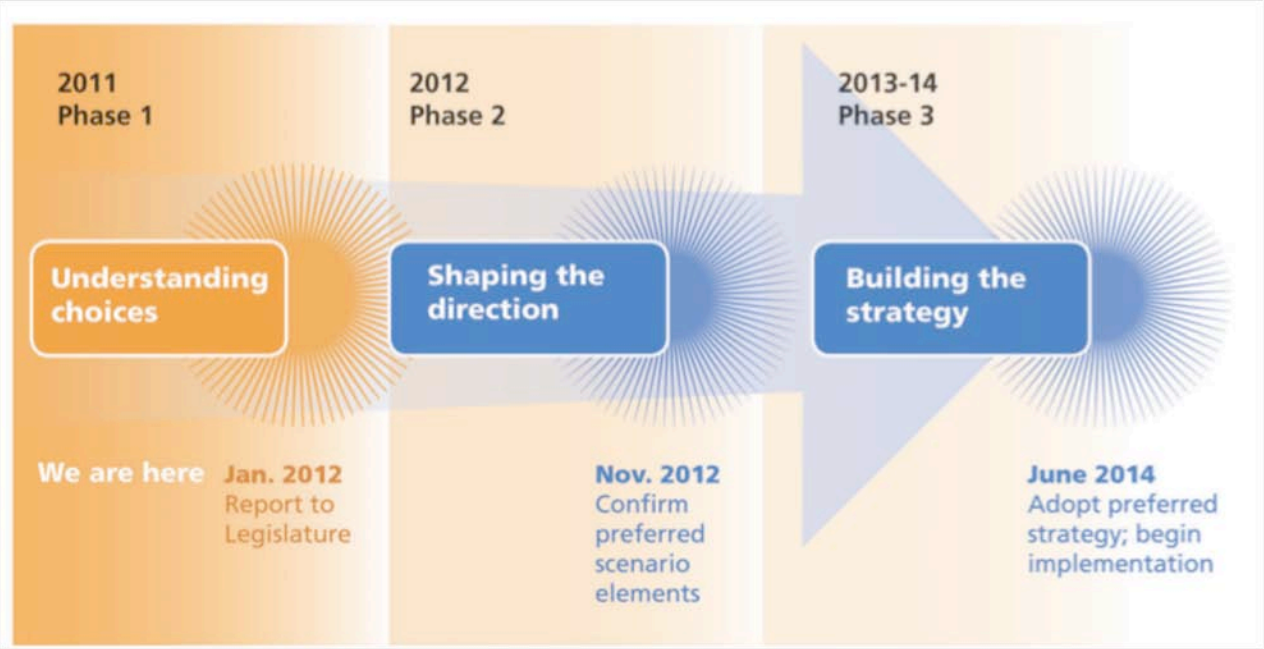
There are three phases to the Scenarios Project as shown in **Figure 3**.

**Phase 1**, *Understanding Choices* (2011) consists of testing GHG emission reduction strategies to learn the GHG emissions reduction potential of current plans and policies and what combinations of land use and transportation strategies are needed to meet the state GHG targets. The research and findings from this work will inform subsequent project phases. Community outreach engages policymakers, local government staff and targeted stakeholders, seeking guidance on the tradeoffs and issues that should be addressed in Phase 2.

**Phase 2**, *Shaping the Direction* (2012) includes developing and evaluating a small number of more tailored theme-based policy approaches that achieve the state GHG emission reduction target. The scenarios will be informed by the findings from Phase 1 and build on community aspirations, the 2040 Growth Concept and the draft Statewide Transportation Strategy that is anticipated by March 2012. The analysis and subsequent stakeholder review will result in a recommended draft "preferred" scenario that will be subject to further analysis and public review in Phase 3. Community outreach is anticipated to engage a broader set of policymakers, local government staff and other stakeholders, seeking input on the integration of land use and transportation strategies at the regional and local levels.

**Phase 3**, *Building the Strategy* (2013-14) includes adopting a preferred scenario after public review and consultation with local governments. This phase will define the policies, investments and actions needed to achieve the preferred scenario and result in an updated Regional Transportation Plan and amendments to other regional plans as needed. House Bill 2001 requires local government implementation through comprehensive plans and land use regulations that are consistent with the adopted regional scenario. Community outreach will engage the public more broadly as part of the final public review and adoption process.

**Figure 3. Climate Smart Communities Scenarios Project Timeline**




**Project evaluation approach**

Last June, the region discussed and agreed to six guiding principles to undertake this effort:

- **Focus on outcomes and co-benefits:** The strategies that are needed to reduce GHG emissions can help save money for individuals, local governments and the private sector, grow local businesses, create jobs and build healthy, livable communities. The multiple benefits should be central to the evaluation and communication of the results.
- **Build on existing efforts and aspirations:** Start with local plans and 2010 regional actions that include strategies to realize the region's six desired outcomes.
- **Show cause and effect:** Provide sufficient clarity to discern cause and effect relationships between strategies tested and realization of regional outcomes.
- **Be bold, yet plausible and well-grounded**: Explore a range of futures that may be difficult to achieve but are possible in terms of market feasibility, public acceptance and local aspirations.
- **Be fact-based and make information relevant, understandable and tangible:** Develop and organize information so decision-makers and stakeholders can understand the choices, consequences (intended and unintended) and tradeoffs. Use case studies, visualization and illustration tools to communicate results and make the choices real.
- **Meet state climate goals:** Demonstrate what is required to meet state the GHG emission reduction target for cars, small trucks and SUVs, recognizing reductions from other emissions sources must also be addressed in a comprehensive manner.

**Overview of Phase 1 Research and Analysis – Understanding Choices**

Phase 1 of the Climate Smart Communities Scenarios project is focused on understanding the region's choices by testing broad-level, regional scenarios to learn the GHG emissions reduction potential of current plans and policies and what combinations of land use and transportation strategies (grouped in six policy levers) are needed to meet the state GHG targets. While some strategies are new to the

region, many of the strategies tested are already being implemented to realize the 2040 Growth Concept and the aspirations of communities across the region.

In May, a work group of members from the Transportation Policy Advisory Committee (TPAC) and the Metro Technical Advisory Committee (MTAC) was charged with helping Metro staff develop the Phase 1 scenarios assumptions, consistent with the guiding principles and evaluation framework endorsed by the Metro Council, the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Policy Advisory Committee (MPAC) in June.

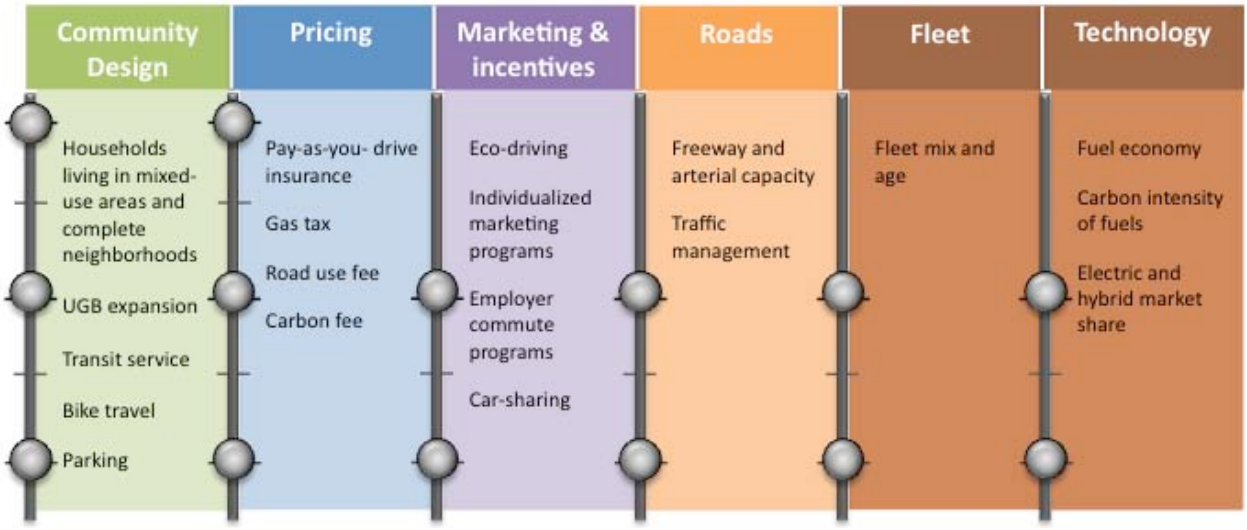
The technical work group met six times to define the scenarios to be tested while Metro and ODOT staff continued to develop tools to support the analysis. **Attachment 1** summarizes the input assumptions used in the Phase 1 scenarios analysis. The model development work concluded in early September, and the initial metropolitan Greenhouse Gas State Transportation Emissions Planning (GreenSTEP) model runs were completed in October.

Staff used a regionally tailored version of ODOT's GreenSTEP model to conduct the analysis. Using GreenSTEP—the same model used to set the region's GHG emissions reduction target—ensures compatibility with Oregon's Statewide Transportation Strategy and provides a common GHG emissions reporting tool across the State.

To date, 146 scenarios have been analyzed at a preliminary level. The foundation of this work is the development of a Base Case – the existing conditions for 2010 – and a Reference Case – a forecast of how the region will perform in 2035 based on projected population and demographic trends. The Reference Case assumes the realization of existing plans and policies. The remaining 144 scenarios test combinations of six policy levers that include land use and transportation strategies. Staff will continue to work with the work group, TPAC and MTAC to summarize the results and identify the combinations of policies that meet the region's GHG emissions reduction target.

**Figure 4** summarizes the policy levers, the strategies tested within each policy lever and the number of policy lever levels analyzed in Phase 1.

**Figure 4. Metropolitan GreenSTEP policy levers and strategies**



In addition to the above analysis, staff recently completed the Strategy Toolbox report, which summarizes local, national and international research related to land use and transportation strategies that can help reduce transportation-related GHG emissions and meet other policy objectives. It provides useful information for discussing the trade-offs and choices presented by the most effective GHG reduction strategies, including their co-benefits, synergy with each other and implementation considerations. **Attachment 2** includes a series of factsheets staff prepared to summarize the Strategy Toolbox findings.

## NEXT STEPS

Staff will brief Metro's technical advisory committees in October and November on the Strategy Toolbox and preliminary findings from Phase 1. The discussions will inform preparation of a "Briefing Book" that presents the project's purpose, evaluation approach, research findings and next steps for discussion by the Metro Council and Metro's policy advisory committees – JPACT and MPAC – in December.

On December 2, the Metro Council, JPACT and MPAC will discuss the trade-offs and choices presented by the most effective GHG reduction strategies and the potential challenges and opportunities that come with different approaches to meeting the state climate goals – across economic, equity, environmental and community goals. The discussions and input provided will inform updates the "Briefing Book."

In January, staff will request Metro Council, JPACT and MPAC acceptance of the Phase 1 findings as expressed in the final "Briefing Book." This action will mark the end of Phase 1 and begin the transition to Phase 2. The findings will then be submitted to the Oregon Department of Transportation and the Department of Land Conservation and Development in January for inclusion in their joint progress report to the 2012 Legislature.

From January to March 2012, staff will work with Metro's advisory committees to finalize the Phase 2 work plan, building on the Toolbox and the Phase 1 findings and addressing the input provided throughout the fall of 2011.

/attachments

- **Attachment 1:** Metropolitan GreenSTEP Model 2010 Base Year and Alternative Scenario Inputs (October 24, 2011)
- **Attachment 2:** Strategy Toolbox Factsheets (October 2011)
- **Attachment 3:** TPAC/MTAC Climate Smart Communities Scenarios Work Group Members (October 24, 2011)

## Metropolitan GreenSTEP Model
# 2010 Base Year and Alternative Scenarios Inputs

This table summarizes the inputs for the 2010 Base Year and 144 alternative scenarios that reflect different levels of implementation for each category of policies. The inputs were developed by Metro staff in consultation with a technical work group of MTAC and TPAC members. Documentation of the inputs and rationale behind each input can be found in the *Phase 1 Metropolitan GreenSTEP Scenarios Technical Assumptions* report (draft September 2011). *This information is for research purposes only and does not necessarily reflect current or future policy decisions of the Metro Council, MPAC or JPACT.*

| Policy | | Inputs | | | |
|---|---|---|---|---|---|
| | | **2010 Base Year**<br>*Reflects existing conditions* | **2035 Level 1 Reference Case**<br>*Reflects current plans and policies* | **2035 Level 2**<br>*Reflects more ambitious policy changes* | **2035 Level 3**<br>*Reflects even more ambitious policy changes* |
| **Community Design** | Households living in mixed-use areas and complete neighborhoods[1] (percent) | GreenSTEP calculates | | | |
| | Urban growth boundary expansion (acres) | 2010 UGB | 7,680 acres | 7,680 acres | No expansion |
| | Bicycle mode share (percent) | 2% | 2% | 12.5% | 30% |
| | Transit service level | 2010 service level | 2035 RTP Financially Constrained service level | 2.5 times RTP service level | 4 times RTP service level |
| | Workers / non-work trips paying for parking (percent) | 13% / 8% | 13% / 8% | 30% / 30% | 30% / 30% |
| | Average daily parking fee ($2005) | $5.00 | $5.00 | $5.00 | $7.25 |
| **Pricing** | Pay-as-you-drive insurance (percent of households participating and cost) | 0% | 0% | 100% at $0.06/mile | *No change from L2* |
| | Gas tax (cost per gallon $2005) | $0.42 | $0.48 | $0.18 | |
| | Road use fee (cost per mile $2005) | $0 | $0 | $0.03 | |
| | Carbon emissions fee (cost per ton) | $0 | $0 | $0 | $50 |

[1] This input was calculated internally by the GreenSTEP model.

| Policy | | Input | | | |
|---|---|---|---|---|---|
| | | **2010 Base Year** *Reflects existing conditions* | **2035 Level 1 Reference Case** *Reflects current plans and policies* | **2035 Level 2** *Reflects more ambitious policy changes* | **2035 Level 3** *Reflects even more ambitious policy changes* |
| **Marketing & Incentives** | Households participating in ecodriving | 0% | 0% | 40% | *No change from L2* |
| | Households participating in individualized marketing programs (percent) | 9% | 9% | 65% | |
| | Workers participating in employer-based commuter programs (percent) | 20% | 20% | 40% | |
| | Car-sharing in high density areas (target participation rate) | Participation rate of 1 member/100 people | Participation rate of 1 member/100 people | Double participation to 2 members/100 people | |
| | Car-sharing in medium density areas (target participation rate) | Participation rate of 1 member/200 people | Participation rate of 1 member/200 people | Double participation to 2 members/200 people | |
| **Roads** | Freeway and arterial expansion | 2010 system | 2035 RTP Financially Constrained System | No expansion | *No change from L2* |
| | Delay reduced by traffic management strategies (percent) | 10% | 10% | 35% | |
| **Fleet** | Fleet mix (proportion of autos to light trucks and SUVs) | auto: 57%<br>light truck/SUV: 43% | auto: 56%<br>light truck/SUV: 44% | auto: 71%<br>light truck/SUV: 29% | |
| | **Fleet turnover** rate (age) | 10 years | 10 years | 8 years | |
| **Technology** | Fuel economy (miles per gallon) | 25 mpg | 50 mpg | 58 mpg | |
| | Carbon intensity of fuels | 90 g $CO_2$e/ megajoule | 81 g $CO_2$e/ megajoule | 72 g $CO_2$e/ megajoule | |
| | Light-duty vehicles that are plug-in hybrids or electric vehicles (percent) | auto: 0%<br>light truck/SUV: 0% | auto: 4%<br>light truck/SUV: 1% | auto: 8%<br>light truck/SUV: 2% | |

# Mixed-use development in centers and corridors

Mixed-use development refers to a collection of complementary strategies including a varied commercial district, diverse land uses, a mix of housing choices to accommodate a range of income levels and generations, regional growth management (e.g. urban growth boundary), pedestrian- and bicycle-friendly design, connectivity and reliable and frequent transit service.

Although implementation of the 2040 Growth Concept has resulted in significant changes to local planning and development practices in support of mixed-use development, the upfront cost and complexity of this style of development presents challenges. With growing consumer demand for walkable communities close to transit, services, shopping and other activities, financial success depends on being able to maximize and mix the uses in a way that responds to market conditions, opportunities and economics, provides affordable housing options and is compatible with neighbors and the overall community. The potential reductions highlighted below are not additive and vary depending on the combination of strategies implemented.

## PEOPLE, PLACES AND PHYSICAL FORM

**People** The number of people or the development intensity of a given area is often used as a proxy for compact urban form, which directly affects increases in transit ridership.

**Places** By providing retail goods and services plus employment opportunities in proximity, a diverse environment enhances the viability of alternative transportation.

**Physical form** The urban form and character of a community such as street grids, connecting sidewalks and bike lanes, and the use of lighting and trees.

### 5 to 25 percent

Reduction in vehicle miles traveled when doubling the amount of housing in a given area, with highest reductions achieved when accompanied by mixed uses, biking and walking connections and transit service

### 1 to 6 percent

Reduction in VMT for every mile closer to a transit station a person lives, an effect likely to occur within 2 miles of a rail station and three-quarters of a mile of a bus stop, depending on transit frequency

## COMBINED IMPACT

People, places and physical form are highly correlated attributes of a community. Therefore, doubling the density within an area, combined with policies that affect land use diversity, neighborhood design and access to transit can have significant impacts on travel behavior.

### Up to 25 percent

Reduction in VMT and $CO_2$ emissions by combining land use and transportation strategies, depending on the combination of strategies implemented

Metro

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Building on these efforts, Metro and the State of Oregon have launched a multiyear project to learn what it will take to reduce emissions from cars, small trucks and SUVs as the region enhances its economy and creates more vibrant neighborhoods. The intent is to see how addressing climate change can help create more of the communities residents have enjoyed for years, while meeting state GHG reduction targets.

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Active transportation and complete streets
Public transit service
Parking pricing, tolls, fees and insurance
Education, marketing and commuter programs
Traffic and incident management
Fleet mix, turnover, technology and fuels

## CO-BENEFITS

Public health and safety benefits

- increased physical activity from walking and biking, leading to reduced risk of obesity, diabetes, heart disease and premature death
- enhanced public safety; reduced risk of traffic injuries and fatalities
- improved air quality and fewer air toxics emissions, leading to reduced risk of asthma, lung disease and premature death

Environmental benefits

- lower levels of pollution
- less energy use
- natural areas, farm and forest protection

Economic benefits

- job opportunities
- improved access to jobs, goods and services
- consumer savings in home energy and transportation
- municipal savings
- leverage private investment, increased local tax revenues
- increased property values
- reduced fuel consumption, leading to less dependence on foreign oil
- improved energy security

## SYNERGY WITH OTHER STRATEGIES

- active transportation and complete streets
- public transit service
- parking pricing
- tolls, fees, and insurance
- public education and marketing
- individualized marketing
- employer-based commuter programs
- traffic management
- fleet mix and turnover

## IMPLEMENTATION

While mixed-use development can reduce public costs and increase access to social, economic and employment opportunities, it can be more complicated and have significantly higher upfront costs than traditional single-use development. However, given its cost effectiveness in the long term when compared to alternatives, it is integral to use incentives to reduce upfront costs and simplify the process. The resulting increase in economic activity in these areas is good for the local economy and can be reinvested in on-site amenities and expanding transportation choices.

# Active transportation and complete streets

Active transportation means bicycling, walking and access to transit. 'Complete streets' are streets designed and operated with all users in mind, including people driving cars, riding bikes, using a mobility device, walking or riding transit. For years the Portland metropolitan area has employed this strategy as a key component to reduce the need to drive, to expand travel choices and to help support the region's 2040 Growth Concept vision for compact mixed-use development in centers and corridors. While the region is recognized as a national leader in active transportation, the region's investment in bicycling and walking facilities has been piecemeal and opportunistic due to a lack of funding and a regionally agreed upon implementation strategy. This has resulted in a less-than-seamless network that limits opportunities to safely walk or bike in many areas of the region. The potential reductions highlighted below are not additive and vary depending on the combination of strategies implemented.

## GHG REDUCTION

Research has found significant greenhouse gas reduction potential with implementation of pedestrian and bicycle infrastructure when combined with land use and transit strategies.

**9 to 15 percent**
Reduction in GHG emissions when linking pedestrian and bicycle infrastructure with land use and transit strategies

## VMT REDUCTION

Half of all personal vehicle trips in the U.S. are less than three miles in length – a distance well-suited for biking. Travel by bike is a realistic option, especially for shorter distances. Expanding bike networks to provide safe, convenient and connected routes is directly linked to an increased number of bike trips and can help reduce vehicle miles traveled in the region.

**26 percent**
Reduction in VMT per day in areas with interconnected paths, compared to the most sprawling areas in King County, Wash.

## ECONOMIC BENEFITS

Research has shown there are economic benefits of expanding pedestrian and bicycle infrastructure including: lower cost of implementation, creation of more jobs compared to other capital projects, an increase in retail and tourism activity, and averted healthcare costs.

**9 to 12**
Jobs created per $1 million of pedestrian and bicycle infrastructure spending in U.S.

Metro

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## CO-BENEFITS

Public health and safety benefits
- increased physical activity from walking and biking, leading to reduced risk of obesity, diabetes, heart disease and premature death
- enhanced public safety; reduced risk of traffic injuries and fatalities
- improved air quality and fewer air toxics emissions, leading to reduced risk of asthma, lung disease and premature death

Environmental benefits
- lower levels of pollution
- less energy use

Economic benefits
- job opportunities
- improved access to jobs, goods and services
- consumer savings in home energy and transportation
- municipal savings
- leverage private investment, increased local tax revenues
- increased property values
- reduced fuel consumption, leading to less dependence on foreign oil
- improved energy security

## SYNERGY WITH OTHER STRATEGIES

- mixed-use development in centers and corridors
- public transit service
- parking pricing
- public education and marketing
- individualized marketing
- employer-based commuter programs

## IMPLEMENTATION

Completion of a well-connected and seamless active transportation network is the key to its success, particularly when combined with land use, public transit and public education strategies. Developers and local and state governments typically construct bicycle and walking facilities. Constructing pedestrian and bicycle infrastructure has a relatively low cost of implementation, but can require prioritization for completion. As communities become more diverse, there is a need to ensure that these investments are relevant to multiple demographics.

# Public transit

Transit effectively links riders not only to their destinations, but also to other travel options like routes for bicycling and walking. Park-and-ride lots offer drivers a transit connection and an alternative to driving alone to work or other destinations.

Research on transit tends to focus more on increases in ridership (both total and per capita) rather than vehicle miles traveled and greenhouse gas emissions. However, inferences about reductions in VMT and related emissions can be made based on ridership increases. Four transit strategies offer opportunities to reduce GHG emissions by increasing public transit ridership. The potential reductions highlighted below are not additive and vary depending on the combination of strategies implemented.

## FREQUENCY

High quality, frequent transit service is one of the most effective strategies to increase ridership and is especially important for attracting riders who take short, local trips.

**Up to 2.5 percent**
Reduction in GHG emissions when service frequency is increased

## SYSTEM EXPANSION

This strategy can help a region concentrate development and growth in centers and corridors. Extending the system both through high capacity transit and bus service can increase transit ridership, potentially shifting more riders from cars.

**1 to 8 percent**
Reduction in GHG emissions when the transit network is expanded

## FARES

Modifying fares will increase transit ridership and potentially reduce VMT, but effectiveness depends on the design of the fare system and the cost.

**1,500 metric tons**
Reduction in $CO_2$ when Bay Area Rapid Transit (BART) allowed children to ride free with a paying adult on weekends

## TRANSIT ACCESS

All transit riders are pedestrians; living in close proximity to transit and building safer, more appealing pedestrian environments that provide access to transit help increase ridership.

**1 to 6 percent**
Reduction in VMT for every mile closer to a transit station a person lives, an effect likely to occur within two miles of a rail station and three-quarters of a mile of a bus stop, depending on transit frequency

Metro

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## CO-BENEFITS

Public health and safety benefits

- increased physical activity from walking and biking, leading to reduced risk of obesity, diabetes, heart disease and premature death
- enhanced public safety; reduced risk of traffic injuries and fatalities
- improved air quality and fewer air toxics emissions, leading to reduced risk of asthma, lung disease and premature death

Environmental benefits

- lower levels of pollution
- less energy use

Economic benefits

- job opportunities
- improved access to jobs, goods and services
- consumer savings in home energy and transportation
- municipal savings
- leverage private investment, increased local tax revenues
- increased property values
- reduced fuel consumption, leading to less dependence on foreign oil
- improved energy security

## SYNERGY WITH OTHER STRATEGIES

- mixed-use development in centers and corridors
- active transportation and complete streets
- parking pricing
- tolls, fees and insurance
- employer-based commuter programs
- traffic management
- fleet mix and turnover

## IMPLEMENTATION

Public transit strategies have been shown to have a multiplier effect when combined with other strategies, and should be considered in conjunction with other strategies. Increases ridership will vary widely depending on the type of improvements, the location and the number of people living and working in the area. Implementation of this strategy must also incorporate transit equity and environmental justice considerations.

# Parking pricing, tolls, fees and insurance

Pricing strategies charge users directly for using transportation facilities. Research shows parking pricing, congestion pricing, cordon pricing, mileage-based fees, and pay-as-you-drive-insurance can be used to reduce GHG emissions. The research also suggests that these strategies are more successful when implemented in combination with community design and other management strategies. The potential reductions highlighted below are not additive and vary depending on the combination of strategies implemented.

## PARKING PRICING

**Parking fees** Long- or short-term fees in mixed-use areas and residential parking permits

**Limiting parking supply to meet demand** Establishing maximum parking requirements or creating a shared parking provision

**1 to 2 percent**
Reduction in GHG emissions when parking strategies are implemented

**5 to 12 percent**
Potential reduction in vehicle miles traveled when limiting parking

## TOLLS AND FEES

**Cordon pricing** A vehicle is charged a toll when passing through a cordon around a congested area, such as a central city

**Congestion pricing** Charging tolls that vary depending on roadway congestion to help manage traffic flow

**Mileage-based fee** A fee is collected according to the number of miles that a vehicle is driven

**20 percent**
Redution in $CO_2$ since cordon pricing was implemented in London

**20 percent**
Reduction in GHG emissions by 2050 if congestion pricing alone was implemented

**1 to 5 percent**
Reduction in GHG emissions by 2050 if a mileage fee alone was implemented

## INSURANCE

**Pay-as-you-drive insurance** A PAYD insurance premium is based on annual miles driven per vehicle; the crash risk increases the more the vehicle is driven.

**1 to 3 percent**
Reduction in GHG emissions by 2050 if pay-as-you-drive insurance alone was implemented

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## CO-BENEFITS

Public health and safety benefits

- reduced number of uninsured motorists
- improved air quality and fewer air toxics emissions, leading to reduced risk of asthma, lung disease and premature death

Environmental benefits

- lower levels of pollution

Economic benefits

- more available land for development or preservation
- new revenues
- reduced fuel consumption; reduced reliance on foreign oil
- consumer savings in transportation

## SYNERGY WITH OTHER STRATEGIES

- mixed-use development in centers and corridors
- active transportation and complete streets
- public transit service
- public education and marketing
- employer-based commuter programs
- traffic management

## IMPLEMENTATION

Pricing strategies have been shown to achieve substantial reductions in GHG emissions because they prompt reductions in travel and spur improvements in fuel economy. Research shows the greatest potential for reducing GHG emissions exists in PAYD insurance, mileage fees and parking pricing. PAYD insurance and a mileage fee could be implemented by the state. Parking management and pricing strategies are traditionally implemented at the community level in commercial districts, downtowns, and main streets. Potential strategies for implementation at the regional level are cordon pricing and a system of variable congestion pricing on freeways and major arterial roads. Public acceptance, communications, evaluation of benefits and costs (including equity and fairness) and use of revenues generated pose specific issues and challenges to be addressed.


# Education, marketing and commuter programs

Education and marketing programs are an effective component to reducing greenhouse gas emissions. They are less costly to implement than building new infrastructure and are widely supported by the public. These strategies are complementary to many other strategies because of the ability to educate the public with a diverse range of perspectives in mind. The potential reductions highlighted below are not additive and vary depending on the combination of strategies implemented.

## PUBLIC EDUCATION

**Eco-driving** A combination of driving behaviors and techniques that results in more efficient vehicle operation, reduced fuel consumption and reduced emissions

**5 to 33 percent**
Improvement in fuel economy when using gentle acceleration and braking while driving

**Travel options education** Public programs that raise awareness of smart trip choices including carpooling, vanpooling, ridesharing, telecommuting, biking, walking and riding transit

**7 to 23 percent**
Improvement in fuel economy when observing speed limit and not exceeding 60 mph (where legally allowed)

## INDIVIDUALIZED MARKETING

**Individualized marketing** An outreach method where individuals interested in making changes to their travel behavior participate in a program that is tailored to their specific needs

**4 to 19 percent**
Reduction in GHG emissions from trip-related emissions in a range of individualized marketing programs

## EMPLOYER-BASED COMMUTER PROGRAMS

**Financial incentives** Transit pass programs, offering cash instead of parking (parking cash-outs), parking pricing and tax incentives (both business and individual)

**Up to 20 percent**
Reduction in commute trips, depending on the daily rate charged for workplace parking

**Facilities and services** Include ride-matching and carpooling programs, end-of-trip facilities (i.e. showers, bike parking), guaranteed ride home and events and competitions

**Up to 13 percent**
Reduction in commute trips when employers provide vanpools or shuttles to transit stations or commercial centers

**Flexible scheduling** Telecommuting and compressed or flexible workweeks

**Up to 6 percent**
Reduction in commute trips when flexible scheduling is encouraged

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## CO-BENEFITS

Public health and safety benefits

- increased physical activity from walking and biking, leading to reduced risk of obesity, diabetes, heart disease and premature death
- enhanced public safety; reduced risk of traffic injuries and fatalities
- improved air quality and fewer air toxics emissions, leading to reduced risk of asthma, lung disease and premature death

Environmental benefits

- lower levels of pollution
- less energy use

Economic benefits

- job opportunities
- increased access to jobs, goods and services
- consumer savings
- reduced fuel consumption; reduced reliance on foreign oil
- increased cost effectiveness of transit investments through improved ridership

## SYNERGY WITH OTHER STRATEGIES

- mixed-use development in centers and corridors
- active transportation and complete streets
- public transit service
- tolls, fees and insurance
- traffic management
- vehicle technology and fuels

## IMPLEMENTATION

Education and marketing programs are effectively implemented at local, regional and state levels by a variety of public, private and nonprofit partners. Employer-based commuter programs like Oregon's Employee Commute Options Program or the *Drive Less Save More* campaign managed and coordinated by state, regional and local governments, while businesses are responsible for implementation. Education and marketing programs are often successful when targeting neighborhoods with existing access to transportation options or planned transportation improvements.

# Traffic and incident management

Management strategies use intelligent transportation systems (ITS) to help traffic move more efficiently and smoothly. These tools increase vehicle flow, reducing the rapid acceleration, deceleration and idling associated with congestion. They also reduce vehicle emissions, improve safety and restore traffic patterns to an efficient state. The individual management strategies (ramp metering, active traffic management, traffic signal coordination and traveler information) complement each other because the information available to drivers influences route choice and the timing of trips. When implemented in combination, they have a greater potential for reducing greenhouse gas emissions. The potential reductions highlighted below are not additive and vary depending on the combination of strategies implemented.

## TRAFFIC MANAGEMENT

**Ramp metering** Use traffic signals at freeway on-ramps to regulate the rate of vehicles entering the freeway

**Active traffic management** Use signs to share variable speed limits and real-time traffic information to maximize the efficiency of a specific roadway

**Traffic signal coordination** Time traffic signals to improve vehicle speeds and flow to reduce delay at intersections

**Traveler information** Use signs, the Internet or phone services to update drivers with real-time traffic information

### 1 to 2 percent
Reduction in GHG emissions if national speed limits were reduced to 55 miles per hour

### 75,000 gallons
Annual fuel savings estimated from implementation of an adaptive signal system in the city of Gresham, Oregon

### 169,000 tons
Annual reduction in $CO_2$ after Portland, Ore. retimed 150 signalized intersections; equal to taking 30,000 cars off the road

## TRAFFIC INCIDENT MANAGEMENT

A coordinated process to detect, respond to and remove traffic incidents from the roadway as safely and quickly as possible, reducing non-recurring roadway congestion

## About Climate Smart Communities Scenarios

The Portland metropolitan area has made great strides in creating vibrant neighborhoods, providing transportation options, and protecting farmland. Many of these policies have saved residents money on gasoline and preserved clean air and water.

Building on these efforts, Metro and the State of Oregon have launched a multiyear project to learn what it will take to reduce emissions from cars, small trucks and SUVs as the region enhances its economy and creates more vibrant neighborhoods. The intent is to see how addressing climate change can help create more of the communities residents have enjoyed for years, while meeting state GHG reduction targets.

The Climate Smart Communities Scenarios Project takes a collaborative approach to building livable, prosperous, equitable and climate smart communities.

Information for these fact sheets was derived from the Scenarios Project *Strategy Toolbox*, a review of the latest research on greenhouse gas emissions reduction strategies and the benefits they bring to the region.

Stay up-to-date on the scenarios work:

www.oregonmetro.gov/climatescenarios

This factsheet is one of seven in a series:

Mixed-Use Development in Centers and Corridors
Active Transportation and Complete Streets
Parking Pricing, Tolls, Fees, and Insurance
Education, Marketing and Commuter Programs
**Traffic and Incident Management**
Fleet Mix, Turnover, Technology, and Fuels

## CO-BENEFITS

Public health and safety benefits

- enhanced public safety; reduced risk of traffic injuries and fatalities
- improved air quality and fewer air toxics emissions, leading to reduced risk of asthma, lung disease and premature death

Environmental benefits

- lower levels of pollution
- less energy use

Economic benefits

- consumer savings
- reduced fuel consumption; reduced reliance on foreign oil
- increased access to jobs, goods and services
- business savings

## SYNERGY WITH OTHER STRATEGIES

- mixed-use development in centers and corridors
- public transit service
- parking pricing
- tolls, fees and insurance
- public education and marketing

## IMPLEMENTATION

This suite of management strategies can be implemented by local, regional or state agencies. In addition, in order for these strategies to have the desired effects of improving traffic flow, reducing emissions and improving safety, it is important for investments and systems to be coordinated throughout the region. The Portland region has had an incident management program in place since 1997 that has continued to improve incident detection, response time, and clearance time through added staff and vehicles, ITS equipment coverage, and Transportation Management Operations Center upgrades. Since 2005, Metro has actively managed regional coordination and integration of these strategies through TransPORT, a regional committee led by Metro in partnership with staff from cities, counties, TriMet, the Oregon Department of Transportation and other transportation system providers.

# Fleet mix, turnover, technology and fuels

There are a variety of strategies, vehicle technologies and fuels available to reduce GHG emissions including development of higher fuel economy standards, lowering the carbon content of fuels and deployment of electric vehicles and plug-in hybrids. The GHG emissions reduction potential of these strategies is directly related to the combination and pace at which these strategies are implemented over time, and the types, convenience and affordability of vehicle technologies and supporting infrastructure made available to businesses and consumers. The potential reductions highlighted below are not additive and vary depending on the combination of strategies implemented.

## FLEET MIX AND TURNOVER

**Fleet mix** The percentage of vehicles classified as automobiles compared to the percentage classified as light trucks (weighing less than 10,000 pounds); light trucks make up 43% of the light-duty fleet today.

**Fleet turnover** The rate of vehicle replacement or the turnover of older vehicles to newer vehicles; the current turnover rate in Oregon is 10 years.

### 58 percent
Improvement in average fuel economy of vehicles sold under the C.A.R.S. rebate program

### 0.6 to 1.4 million tons
$CO_2$ reduction projected annually if 60,000 light trucks were replaced with hybrid trucks; equal to taking 249,000 cars off the road nationally

## VEHICLE TECHNOLOGY AND FUELS

**Fuel economy** Fuel economy standards are expected to strengthen in the future. The federal standards culminate in a fleet-wide average of 35.5 miles per gallon by 2016, with a proposed standard of 54.5 mpg by 2025.

**Carbon intensity of fuels** This strategy is usually regulated through low carbon fuel standards, which encourage higher adoption rates of alternative fuel vehicles and more production of lower carbon fuels.

**Electric vehicles and plug-in hybrids** Electric vehicles are battery powered only, while plug-in hybrids are conventional hybrids with batteries that can be charged at an electrical outlet.

### 19 percent
Reduction in GHG emissions from light-duty vehicles by 2030 if a 35.5 miles per gallon fleet-wide average is achieved by 2016

### 25 percent
Reduction in $CO_2$ per mile from a plug-in hybrid powered by an old coal plant versus a conventional gasoline vehicle

### .4 to 20 percent
Reduction in GHG emissions from deployment of electric or hybrid vehicles

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The Portland metropolitan area has made great strides in creating vibrant neighborhoods, providing transportation options, and protecting farmland. Many of these policies have saved residents money on gasoline and preserved clean air and water.

Building on these efforts, Metro and the State of Oregon have launched a multiyear project to learn what it will take to reduce emissions from cars, small trucks and SUVs as the region enhances its economy and creates more vibrant neighborhoods. The intent is to see how addressing climate change can help create more of the communities residents have enjoyed for years, while meeting state GHG reduction targets.

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**Fleet Mix, Turnover, Technology, and Fuels**

## CO-BENEFITS

Public health and safety benefits

- improved air quality and fewer air toxics emissions, leading to reduced risk of asthma, lung disease and premature death

Environmental benefits

- lower levels of pollution
- less energy use

Economic benefits

- job opportunities
- leverage private investments
- reduced fuel consumption; reduced reliance on foreign oil
- consumer savings
- increased energy security

## SYNERGY WITH OTHER STRATEGIES

- mixed-use development in centers and corridors
- public transit service
- public education and marketing
- individualized marketing

## IMPLEMENTATION

Much work is being done at state and federal levels to expand the number of vehicles available with higher fuel efficiency and lower emissions, and to reduce the carbon content of fuels. Pilot projects and other policies can be implemented at the local and regional levels to support these efforts.

Policies include developing a reliable network of public and private electric vehicle charging stations and supportive infrastructure, providing consumer and businesses incentives to make the higher initial purchasing costs of hybrid and electric vehicles more affordable, government and corporate purchases to increase visibility, supportive permitting and codes for vehicle charging stations and public education. Anxiety related to distances between charging stations are among the issues that need to be addressed.

**Attachment 3**

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## Climate Smart Communities Scenarios TPAC/MTAC Work Group Members

| | Name | Affiliation | Membership |
|---|---|---|---|
| 1. | Tom Armstrong | City of Portland | MTAC alternate |
| 2. | Andy Back | Washington County | TPAC alternate & MTAC alternate |
| 3. | Chuck Beasley | Multnomah County | MTAC |
| 4. | Lynda David | Regional Transportation Council | TPAC |
| 5. | Jennifer Donnelly | DLCD | MTAC |
| 6. | Denny Egner | City of Lake Oswego | MTAC member |
| 7. | Karen Buehrig | Clackamas County | TPAC |
| 8. | Mara Gross/Chris Beane | TPAC citizen members | TPAC members |
| 9. | Jon Holan | City of Forest Grove | MTAC alternate |
| 10. | Katherine Kelly/Jonathan Harker | City of Gresham | TPAC member/MTAC member |
| 11. | Nancy Kraushaar/Kenny Asher | City of Oregon City/City of Milwaukie | TPAC member/TPAC alternate |
| 12. | Alan Lehto/Jessica Tump | TriMet | TPAC/MTAC |
| 13. | Mary Kyle McCurdy | MTAC citizen/community group | MTAC member |
| 14. | Margaret Middleton | City of Beaverton | TPAC member |
| 15. | Tyler Ryerson | City of Beaverton | MTAC alternate |
| 16. | Lainie Smith | ODOT | TPAC alternate and MTAC |

For more information or to be added to the work group interested parties list, contact Kim Ellis at kim.ellis@oregonmetro.gov.

# Climate Smart Communities Scenarios Project

TPAC Briefing
**October 28, 2011**

Kim Ellis, Project Manager

Metro | *Making a great place*

1

## Today's purpose

- Recap project purpose and approach
- Report on Phase 1 preliminary findings
- Describe next steps leading to Phase 2
- Receive input on tradeoffs and choices to raise for policy discussion *(continues on Nov. 18)*

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## Oregon Greenhouse Gas Goals

- Stop emissions growth by 2010
- Reduce emissions by 10% by 2020
- Reduce emissions by 75% by 2050

*Adopted by the 2007 Legislature, the goals are for reductions below 1990 levels for all GHG emissions.*

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## 2040: Six desired outcomes

Vibrant communities

Equity

Economic prosperity

Transportation choices

Climate leadership

Clean air & water

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## Scenarios timeline


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## 2035 GHG Targets for Oregon MPOs

*per capita light vehicle GHG emissions reduction below 2005 levels*

| Metropolitan Area | Adopted Target |
|---|---|
| Portland Metro** | 20% |
| Eugene-Springfield* | 20% |
| Salem-Keizer | 17% |
| Rogue Valley | 19% |
| Bend | 18% |
| Corvallis | 21% |

*Required Scenario Planning
** Required Scenario Planning & Adoption

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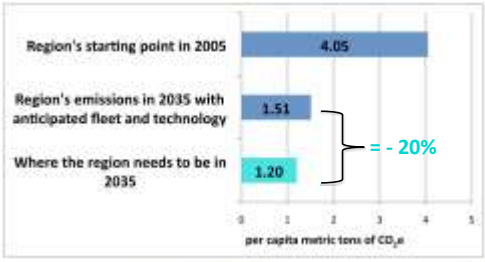
## Region's GHG emissions reduction target in per capita terms

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## Phase 1 purpose

- How far do current plans and policies get us?
- What is the relative GHG emissions reduction potential of different policies?
- What are our choices?

*Not to choose a preferred alternative*

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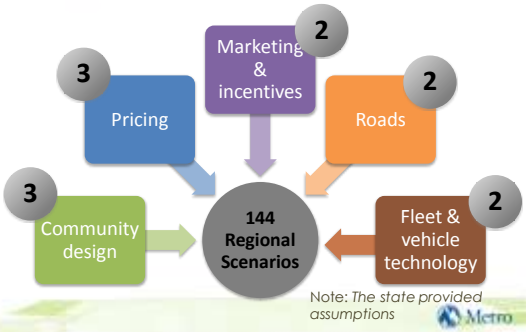
## Policy levers we tested

Testing levels of ambition




Note: *The state provided assumptions*

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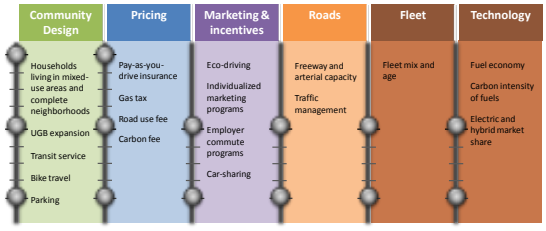
## Packages of policies and actions

Testing bundles of "plausible" strategies

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## Level 1 assumptions = current plans and policies…

- Adopted 2035 Regional Transportation Plan
  - Transit service level
  - Freeway widening and management
  - Arterial connectivity and widening
  - Bike travel
- Locally adopted land use plans
- Designated urban reserves


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## …Level 1 assumptions = current plans and policies

- Funding sources at current levels
  - Parking fees at 2005 prices and locations
  - State and federal gas tax (48 cents/gallon)
- Marketing and incentives programs at current levels
- Current fleet mix trend
- Technology slightly better than current policies

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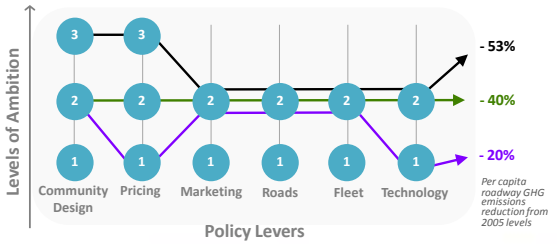
## Most scenarios meet or exceed target

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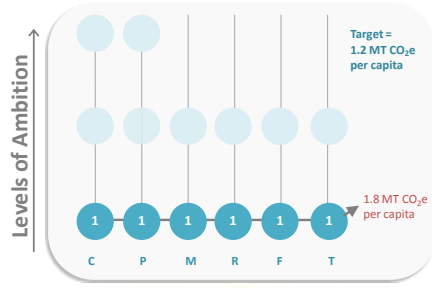
## Level 1 – Current plans and policies on the right track, but won't meet target

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## What we learned (so far)….

1. Current local and regional plans and policies provide a strong foundation
   - Current plans and policies are on the right track, but won't meet the target
   - Continued investment, commitment and bold action are needed to achieve current plans
2. Targets are achievable but will take more effort and bold action
   - Most scenarios meet or exceed target

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## …what we learned (so far)…



3. Community design is most effective
4. The best approach is a mix of policies and strategies
   - No single strategy meets the target; there is no "silver bullet"
5. We can't do it alone
   - Strategies have different implementation "leads" and funding sources
   - Partnerships are key
   - State and Federal actions are needed

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## Outcomes to be reported in Phase 1



- Greenhouse gas emissions
- Travel behavior
- Households in mixed-use areas and complete neighborhoods
- People per acre
- Urban growth boundary expansion

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## Additional outcomes for Phase 2



Equity
- Access to affordable housing and travel options
- Public health

Environment
- Air quality
- Water consumption

Economy
- Access to industry and jobs
- Freight travel time costs
- Economic development opportunities

Costs and cost savings
- Implementation
- Household and business

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## Next steps

| | |
|---|---|
| **Oct. – Nov.** | Work Group, TPAC & MTAC review |
| | Summarize analysis and findings |
| **Nov. – Dec.** | Report back to JPACT and MPAC |
| **Jan. 2012** | Request Council, JPACT and MPAC acceptance of findings |
| | ODOT and DLCD submit progress report to Legislature |
| **Early 2012** | Share findings with stakeholders |

Request Council, JPACT and MPAC direction on Phase 2 work plan

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## Discussion

- Suggestions for how the analysis is presented?
- What tradeoffs and choices are important to raise for MPAC and JPACT discussion?
- Suggestions or considerations for the Dec. 2 joint Council/MPAC/JPACT work session?

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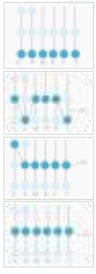

**Climate Smart Communities Scenarios Project**

## Supplemental materials

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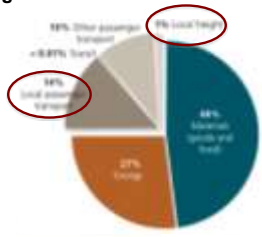
## Light-duty vehicles – project's focus for now

**Region's GHG emissions sources**



*Source: Metro 2006*

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## Project phases

| | Understand Choices Phase 1 (2011) | Shape Direction Phase 2 (2012) | Build and Select Strategy Phase 3 (2013-14) |
|---|---|---|---|
| **Technical & policy analysis** | • Evaluation framework<br>• Research policy levers and strategies<br>• Tool development | • Evaluation framework<br>• Alternative scenarios<br>• Tool integration & testing | • Preferred scenario<br>• Update regional plans and policies |
| **Communications & engagement** | • Opinion research<br>• Stakeholder interviews<br>• Regional summit<br>• Best practices research | • Design workshops<br>• Other TBD | • Public comment period<br>• Regional summit<br>• Other TBD |
| **Tools** | • Metropolitan GreenSTEP<br>• Strategy Toolbox | • Metropolitan GreenSTEP<br>• Envision Tomorrow | • Metropolitan GreenSTEP<br>• Regional travel model<br>• MetroScope<br>• MOVES |

**We are here.**

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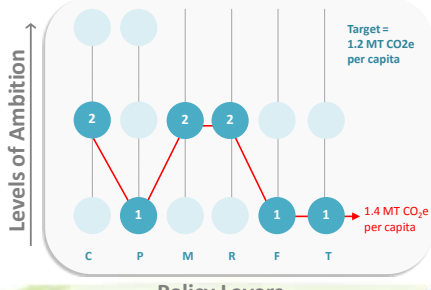
## No new pricing, fleet or technology – community design level 2

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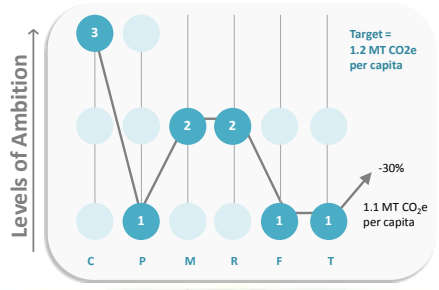
## No new pricing, fleet or technology – community design level 3

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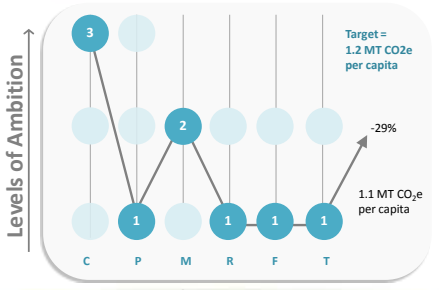
## No new pricing, fleet or technology – community design level 3; 2035 RTP roads

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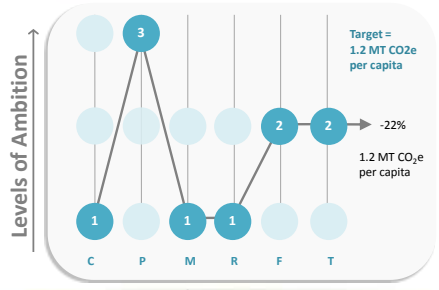
## Most ambitious pricing, fleet and technology

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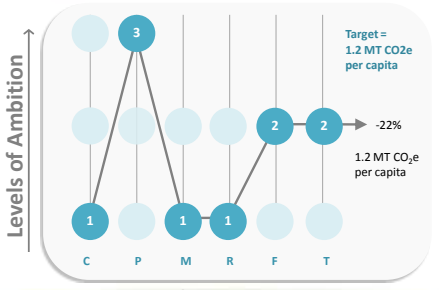
## Most ambitious pricing, fleet and technology

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## Level 2 = Anticipated technology & fleet improvements for the Portland region

| | Fuel Economy (mpg) cars & trucks | Fleet Mix (percent) cars & trucks | Electric & Hybrids (percent) cars & trucks | Fuel Carbon Content (percent reduction) |
|---|---|---|---|---|
| 2005 | 29 & 21 | 57 & 43 | 0 | 0 |
| 2035 | 68 & 48 | 71 & 29 | 8 & 2 | - 20 |

*Source: State Agency Technical Report (March 1, 2011) and assumed in the Metropolitan GHG Reduction Targets Rule*

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## Explanation of region's GHG emissions reduction target in per capita terms

2005 per capita roadway emissions = 4.05 MT $CO_2e$

*If*
2035 daily VMT = 2005 daily VMT (22 miles per person)
*And*
We achieve State's assumed tech and fleet improvements

2035 per capita roadway emissions = 1.51 MT $CO_2e$

*But*
**To be on track to meet the overall 2050 goals, we need an additional 20% GHG reduction = 1.2MT $CO_2e$ per capita**

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## Community design is most effective

| Policy Lever and Level | Estimated percent reduction (from 2035 Reference Case) |
|---|---|
| Community Design 2 | -18% |
| Community Design 3 | -36% |
| Pricing 2 | -13% |
| Pricing 3 | -14% |
| Marketing and incentives 2 | -4% |
| Roads 2 | -2% |
| Fleet 2 | -11% |
| Technology 2 | -14% |

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## Moving Forward to Phase 2

- Apply Phase 1 findings
- Enhance evaluation framework
- Build on local aspirations and planning efforts
- Bring in statewide transportation strategy

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