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Metro | *Agenda*

Meeting: Metro Technical Advisory Committee

Date: Wednesday, November 2, 2011

Time: **9:30 a.m. – 11:30 a.m.** ***Note earlier starting time***

Place: **Metro Regional Center, Council Chambers**

Time	Agenda Item	Action Requested	Presenter(s)	Materials
9:30 a.m.	**CALL TO ORDER / ANNOUNCEMENTS** • UGB decision • Portland Region Sustainable Communities Consortium HUD Grant	Information	John Williams, Chair; Chris Deffebach	In packet
10:00 a.m.	**1. Climate Smart Communities Scenarios Project** *Objective:* Review project purpose and evaluation approach, and share preliminary findings	Information & Discussion	Kim Ellis, Nuin-Tara Key	In packet
11:15 a.m.	**2. Oregon Highway Plan / Transportation Planning Rule letter to the Oregon Transportation Commission and Land Conservation & Development Commission** *Objective:* Recommendation to MPAC	Recommendation	Josh Naramore	In packet
11:30 a.m.	**ADJOURN**			

MTAC meets on the 1st & 3rd Wednesday of the month. The next meeting is scheduled for November 16, 2011.

For agenda and schedule information, call Alexandra Roberts Eldridge at 503-797-1839, email: Alexandra.Eldridge@oregonmetro.gov. To check on closure or cancellations during inclement weather, please call 503-797-1700#.

A. ABSTRACT

1. **Project Name**: Building sustainable communities through opportunity, equity and access to housing

2. **Lead Applicant**: Metro on behalf of The Portland Region Sustainable Communities Consortium

3. **Point of Contact, including Telephone Number with Area Code and Email Address**: Christina Deffebach, Metro Land Use Manager, 503-797-1921, Christina.deffebach@oregonmetro.gov

4. **Population Level (Large, Medium, Small/Rural), Total Population associated to the Category of Funding and Size Chart in Section II.C**: The grant application is for the Large Metropolitan Regions Category intended for regions of 500,000 and above. The Portland, OR – WA Urbanized Area Population is 1,774,850 (Source: HUD website tool) although the population for the geography for this grant that corresponds to Metro, the Portland, OR metropolitan planning organization is 1,500,628 (Source: 2010 Census block groups).

5) **Category of Application**: Category 2-Detailed Execution Plans and Programs

6) **Total Budget, including the HUD Requested Amount and Applicant Match**: Total Budget is $8,639,563, of which $4,991,567 is the HUD requested amount and $3,184,823 is Applicant Match.

7) **Locations included as part of the Consortium** (list of independent cities/counties/parishes/other jurisdictions (or Tribal areas) included and their localities: The jurisdictional boundary of Metro (the MPO), Multnomah County, Clackamas County, Washington County, and the cities of Beaverton, Gresham, Hillsboro and Portland.

8) **Congressional Districts Covered**: OR-001, OR-003, OR-005

Summary of the Objectives: The Portland Region Sustainable Communities Consortium convenes a critical mass of community decision- and policymakers whose collective knowledge, experience and diversity can help address the disparities that hold communities back and further advance the region's sustainable development plan. A Sustainable Communities Regional Planning Grant, if awarded, will channel resources into the region to develop and implement a housing equity and opportunity strategy that links housing with other public service investments and supports existing communities with improved access to transportation, employment centers, health care and education opportunities. Over a two-year period, the Consortium will advance sustainable development in three major program elements: 1) development of a housing and opportunity strategy 2) pilot area development and 3) community capacity building. Each of these elements has subtasks that will involve technical analysis and engagement. Through the work of the Consortium, the grant will help develop and sustain a culture of inclusive decision-making to keep the region moving toward its vision for the future.

Expected Results: In 2010, the Metro Council adopted its own version of the HUD-DOT-EPA Livability principles into its Regional Framework Plan as policies to guide growth management decisions. These policies, supported by the region's advisory committees, call for a performance-based approach to growth management that aims to support desired outcomes for the region:

- people live, work and play in vibrant communities where their everyday needs are easily accessible
- current and future residents benefit from the region's sustained economic competitiveness and prosperity
- people have safe and reliable transportation choices that enhance their quality of life

- the region is a leader in minimizing contributions to global warming
- current and future generations enjoy clean air, clean water and healthy ecosystems
- the benefits and burdens of growth and change are distributed equitably.

The Consortium will use the grant to further incorporate these desired outcomes into the region's plans by building on existing strategies to promote the region's ability to promote vibrant communities, improve transportation choices, and reduce greenhouse gas emissions. In addition, the grant will help identify opportunities for residents to benefit from sustained economic competitiveness, and to distribute the benefits and burdens of growth and change – two areas where the region's plans have not been as well developed. With new partnerships from the Consortium, a blueprint for action in a fine-tuned plan for sustainable development, and a clear sense of what success looks like in the six desired livability principles, the time has come to reset the notion of livability and economic prosperity to reflect the reality of a growing and changing region.

The region's existing plans for sustainable development already address the eight HUD mandatory outcomes and support many additional outcomes. The Consortium's efforts will advance these outcomes and improve the measures that result from addressing equity and opportunity and access to housing. The housing and opportunity strategy efforts will specifically align local, regional and county housing plans and investment strategies and the Pilot Areas will result in comprehensive plan updates that link housing and transportation. Members of the Consortium will carry the recommendations back to their organizations, which will increase the alignment with other funds, such as Metro's flexible transportation funds or the state's housing program. The Community Capacity Building program will increase participation and decision-making by populations traditionally marginalized and will result in a new engagement model. The Opportunity Mapping will help the region's decision-makers identify investments that can improve access to opportunity for low income and communities of color while the regional fair housing analysis and Housing/Workforce Partnership will result in direct recommendations and service improvements. The Housing and Opportunity Strategy will identify actions to link housing, transportation and utility costs to promote affordable housing near jobs and transit, which will further reduce the region's vehicle miles traveled per capita and related emissions.

The Consortium's process to develop a regional plan for sustainable development rests on community engagement to ensure effective, sustained and participatory roles. The Consortium will engage a broad cross-section of the region. Leaders of organizations representing low income and communities of color will be key members of the structures overseeing this grant, ensuring that the needs and views of these populations are integrated into the program elements. Government partners in the Consortium provide the comprehensive framework to take on the issues associated with housing needs, equity and access to opportunity, can implement recommendations that may result from this grant process and have the capability to help the region understand and address the challenges. Philanthropic members bring grant-making expertise and special insight into the region's needs. Higher education institutions and other partners will help illustrate the choices, costs and benefits associated with meeting future housing and workforce needs. In addition, members of the private sector, such as those representing the housing and real estate market, will also be at the table where decisions are made, bringing to bear the needs of their constituencies. This multi-jurisdiction, multi-sector, and broad inclusion of members will allow for the range of activities of this grant to be focused on improving the regional economic growth experienced by all sectors of the population.

INTRODUCTION

The Portland metropolitan region has come a long way since 1995 when regional leaders adopted the 2040 Growth Concept as the long-range blueprint for sustainable growth. Almost 20 years ago, community leaders, private business owners, residents and elected officials recognized the importance of shaping the region with intention and acted to make it happen. With a clear sense of what success looked like, they translated shared values into six desired outcomes for the region that continue to guide the policy and investment choices that keep development sustainable and communities livable. By setting an urban growth boundary, the region's plan for sustainable development encourages development in downtowns, main streets and employment centers while protecting treasured farms, forests and natural areas. It links transportation to land use planning through innovative approaches that, when coupled with responsible resource use and climate protections, create a unique sense of place and quality of life that attract people and business to the region and inspire generations to call this place home. After investing decades of work building sustainable communities and preserving natural landscapes, the region is widely viewed as one of the most livable places in the country.

Yet the exceptional quality of life for which the region is known is not equitably shared by all who live here, especially people of color and members of low income and non-English speaking communities. The persistent challenges that reinforce inequities and segregation are further magnified by today's faltering economy. Stagnating wages across the region have had a disproportionate impact on these communities, raising child poverty and unemployment rates for people of color beyond those of the white population. These conditions have led to the displacement of the region's most vulnerable populations to areas of low opportunity with limited access to jobs, workforce training, transportation and location-efficient, affordable housing. Many community-based organizations that represent the most vulnerable populations in these areas lack the capacity to participate in the decision-making and implementation of the region's plan for sustainable development. The region cannot succeed in realizing the vision for 2040 unless residents have an equitable share in the livability the region has worked so hard to create and to live in communities that nourish their potential.

The Sustainable Communities Regional Planning Grant program presents a transformative opportunity for a region that's prepared to act. Over the last year, Metro – the regional government and Metropolitan Planning Organization – has been working with a Consortium of government agencies, community-based organizations, educational institutions, philanthropic and private sector partners to ensure all residents prosper from the region's economic strengths, and equitably share in the benefits and burdens of growth and change. The Portland Region Sustainable Communities Consortium convenes a critical mass of community decision- and policymakers whose collective knowledge, experience, diversity and locally focused thinking can help move the dial on addressing the disparities that hold communities back. A Sustainable Communities Regional Planning Grant, if awarded, will channel resources into the region to develop and implement a housing equity and opportunity strategy that links housing with other public service investments and supports existing communities with improved access to transportation, employment centers, health care and education opportunities. Through the work of the Consortium, the grant will help develop and sustain a culture of inclusive decision-making to keep the region moving toward its vision for the future. The region's efforts to build sustainable communities do not end with the award of grant funds; the most challenging and rewarding work lies ahead. With new partnerships from the Consortium, a blueprint for action in a fine-tuned plan for sustainable development, and a clear sense of what success looks like in the six desired outcomes, the time has come to reset the notion of livability and economic prosperity to reflect the reality of a growing and changing region.

Part B. RATING FACTORS NARRATIVE RESPONSE

1. CAPACITY AND ORGANIZATIONAL EXPERIENCE

Organizational capacity and qualifications Metro, the regional government for the Portland, Oregon metropolitan area, is taking the role of lead applicant and convener of the Portland Region Sustainable Communities Consortium ("the Consortium"). Metro provides the most appropriate platform upon which to assume this responsibility because: 1) It is an established unit of regional government operating under a home-rule charter approved by the voters and accountable to the voters through a directly elected Metro Council; 2) It has the authority to implement a coordinated plan for sustainable development with the appropriate links to state and federal mandates and with the ability to ensure consistency of local plans with the regional framework; 3) It has established relationships with the other units of state, regional and local government that have responsibility for providing public facilities and services; 4) It is the designated Metropolitan Planning Organization (MPO) with an integrated decision-making structure through the Joint Policy Advisory Committee on Transportation (JPACT) comprised of transportation service providers and local governments; and 5) It has the mechanism to coordinate land use through the Metropolitan Policy Advisory Committee (MPAC), a Metro Charter mandated advisory committee to the Metro Council, comprised of local elected officials, local service districts and state agencies.

Metro has taken the role of convener of the Consortium through the development of a Declaration of Cooperation (in Appendix) that has been executed by 16 units of state, regional and local governments representing local government, housing authorities, academia, transit and the state housing agency. It has also been executed by 15 non-government organizations representing a broad cross-section of Community Based Organizations (CBOs), philanthropic organizations, public health organizations, workforce training organizations and the home building industry. Metro has a long established track record in addressing large, complex regional problems in a comprehensive and collaborative manner. This success is measured through broadly supported visions and plans that have been implemented through a comprehensive regulatory and investment approach. Metro was formed in its present elected regional government structure in 1979 to take on the challenge of curbing sprawl through the establishment and maintenance of an urban growth boundary and to execute a new multi-modal transportation policy direction. It evolved into a home-rule charter form of elected regional government in 1992 and pioneered integrated regional land use, environmental and transportation planning through the examination of scenarios leading to adoption of the region's plan for sustainable development, the 2040 Growth Concept. Metro and its regional partners have been aggressively implementing the 2040 Growth Concept through construction of 81.6 miles of light rail, commuter rail and street car (71.3 miles operating and 10.3 miles under construction). Metro and its regional partners have protected nearly 50,000 acres of fish and wildlife habitat (or almost 20% of the land area within the urban growth boundary) through a comprehensive program of development regulations and natural area acquisition through voter approved levies. Thanks to the efforts of Metro and its regional partners, a more compact regional land use pattern is being successfully implemented, with rates of infill and redevelopment increasing and overall urbanized density increasing, rather than the prevailing U.S. pattern of decreasing metropolitan densities. Most recently, Metro and the three counties integrated their land use planning efforts through development and adoption of Urban and Rural Reserves, providing a 50-year designation of lands where the urban growth boundary will be expanded and lands where expansion of the urban growth boundary will be prohibited, giving long-term assurance to the farm industry. These regulations are memorialized in state law, administrative rules, and Metro and county land use ordinances. All of these efforts demonstrate the ability to match the appropriate decision-makers with the appropriate stakeholder and public engagement, supported by the technical resources to make fact-based policy decisions that have continued public support.

Metro's government partners in the Consortium provide the comprehensive framework to take on the issues associated with housing needs, equity and access to opportunity. They have been carefully selected based upon their responsibility to implement recommendations that may result from this grant process and the capability to help the region understand and address the challenges. The three counties and Portland are the major public service providers in the region and encompass 100% of the population of the area for this grant application (well above the minimum 50% requirement). 100% of the HUD Community Development Block Grant (CDBG) direct recipients in the region are Consortium members, (the three counties, three cities and four housing authorities). Two of the housing authorities (Home Forward in Multnomah County and Vancouver Housing Authority) are independent agencies, and two housing authorities are departments within their respective county government (the Housing Authority of Washington County and the Clackamas Housing Authority). In Washington County, the CDBG recipient is the Office of Community Development and their sub-recipient, the City of Hillsboro. The county representation also brings significant capability within public health departments particularly related to the environmental contributors to health conditions. TriMet, the regional transit service agency provides access to essential services and facilities. Oregon Housing and Community Services (OHCS) is the state agency that administers state and federal housing programs. In addition to OHCS's membership on the Consortium, Governor Kitzhaber and the Directors of the Departments of Transportation, Land Conservation and Development, Environmental Quality and Business Oregon (the Oregon Business Development Department) have pledged their full support and participation. Portland State University (PSU), with 28,000 undergraduate and graduate students, whose motto is "Let Knowledge Serve the City," brings the resources of higher education to achieve access to opportunity, with a wealth of knowledge and capability that the Consortium can use. Portland Community College (PCC), with the greatest enrollment of any institute of higher education in the state, provides the perspective of working with a broad cross-section of individuals seeking to advance their lives.

Finally, although this application is for the Portland, Oregon metropolitan area (as defined by the boundary of Metro, the MPO, and depicted on the enclosed map), the Consortium includes as ex-officio members four jurisdictions in Clark County, Washington (City of Vancouver, Clark County, the Regional Transportation Council of Southwest Washington (the MPO) and the Vancouver Housing Authority). Although the Oregon and Washington parts of the region operate under separate state enabling statutes and regulations with independent government decision-making bodies, they share recognition that the two parts of the region impact one another. By participating as ex-officio members, the Washington representatives can benefit from the same learning experience as the rest of the Consortium and can work with the Oregon organizations to coordinate implementing actions. This mirrors similar approaches to cooperation on transportation decision-making established between the two MPOs, which includes board members from the other side of the Columbia River in each case.

The non-government members of the Consortium provide a broad cross-section of organizations that represent historically disadvantaged populations, and private and non-profit service providers. All of the organizations have extensive experience in engaging the community and many are themselves coalitions, with their membership comprising a broader network of organizations that the Consortium can access for expertise and communication. The community-based organizations (CBOs) have a long track record in serving and advocating on behalf of historically disadvantaged populations. The Urban League of Portland has represented and served the African American community for the past 66 years. The Coalition of Communities of Color has a membership of over 40 organizations representing six communities of color – African, African American, Asian/Pacific Islander, Latino, Native American, and Slavic. The Housing Organization of Color Coalition is comprised of the three major non-profit providers of affordable housing that focus on communities of color. The Coalition for a Livable Future

(CLF) comprises over 100 organizations with a mission to protect, restore, and maintain healthy, equitable and sustainable communities, both human and natural, for the benefit of present and future residents of the region. The Consortium is taking advantage of the Equity Atlas pioneered by CLF as an early form of Opportunity Mapping. The Oregon Opportunity Network is a membership organization of the most active developers and owners of affordable housing with 21 members in the region. Community Action serving Washington County is the non-profit organization providing services to low income families.

Four philanthropic organizations are members of the Consortium, bringing broad and deep experience in providing service to and empowering disadvantaged communities. Meyer Memorial Trust provides grants for projects, capacity building and general operating support of CBOs. The Oregon Community Foundation, a statewide organization, is the largest foundation in the state and sixth largest in the country, providing grants to communities, individuals and businesses to provide leadership development, education and many more philanthropic purposes. The Northwest Health Foundation provides grants and advocacy related to environmental factors impacting public health. The United Way of the Columbia-Willamette provides grants that focus on health, education and income. All four organizations have worked together to administer grants to disadvantaged populations for capacity building and leadership training, a key objective of this grant.

The Consortium has three non-profit organizations. The Oregon Public Health Institute focuses on policy and environmental change initiatives to reduce childhood obesity and address social determinants of health. They advocate on the local, regional, statewide and national scale to conduct research, provide capacity building and disseminate best practices. Worksystems, Inc. and the Clackamas County Workforce Investment Council share the mission of coordinating a regional workforce system that supports individual prosperity and business competitiveness through strategic partnerships with business, economic development, industry and community organizations, educational institutions and organized labor. They partner with a broad network of organizations to operate a coordinated workforce system that aligns resources and services so that job seekers have access to the range of support and assistance they need to achieve economic independence.

The Home Builders Association of Metropolitan Portland, representing over 1,000 member developers, builders, remodelers and suppliers, and the Portland Metropolitan Association of Realtors, representing over 6,000 professionals, are the key trade associations promoting and delivering home ownership. They bring vast experience in understanding and delivering the majority of homes through market-based businesses and have experience in partnering with organizations that focus on delivering housing to diverse communities.

In summary, the Consortium, through its government and non-government, non-profit and business members, brings the depth and breadth of experience to take on this large and complex issue of housing, equity and access to opportunity. They bring the expertise to define and validate the issues, develop creative and effective approaches to addressing the issues, and have responsibility for implementing recommendations for actions that will come from this undertaking. While all of these organizations have extensive experience in working in complex public policy issues and many have extensive experience in partnering with each other, this is the first attempt to create such a comprehensive collaboration, bringing a regional perspective and capacity to advance the region's sustainable development plans.

Capability and qualification of key personnel Metro, as the lead applicant, is ready and able to initiate the grant work program within 90 days of award. Metro has pledged staff and management in-kind

support, providing initial staffing to organize the Consortium, execute contracts and intergovernmental agreements and begin work. The Consortium has chosen to hold off designating the overall Project Director and the Manager of the Community Capacity Building Program until the grant is awarded and the Consortium and its committees are organized. As more fully described in the Governance and Management section, the Executive Committee will be established with six public sector members and six non-government members from the Consortium and they will adopt formal Bylaws defining their responsibilities, authorities and manner of conduct. Once this body is formally organized, they will undertake a process to select the overall Project Director. This is an important step because the Executive Committee membership needs to be established with a composition that is broadly supported by the Consortium membership, and that the selection of the overall Project Director needs to be handled with the confidence and support of the Executive Committee. The individual will possess the skills to manage a large, complex public process and be accountable to a diverse organization. Metro staff will provide support to the Executive Committee in recruiting and selecting this position. The process can consider a Metro staff person nominated for the position, a new Metro staff person recruited to the position, a temporary staff assignment nominated from one of the Consortium members, or an individual recruited from the regional consultant pool. The Consortium will use a similar recruitment and selection process for the Manager of the Community Capacity Building Program. The four philanthropic organizations who have agreed to provide advice on the program definition and administration of grants and stipends will be responsible for selecting the Program Manager in whom they have confidence to develop and manage the program, subject to confirmation of the Executive Committee. Finally, there will be a competitive process to select a professional facilitator to assist the Consortium and the Executive Committee in carrying out their work. This facilitator could come from the consulting pool in the region or from PSU's National Policy Consensus Center.

Beyond these two key positions, the members of the Consortium are ready, willing and able to begin implementation of the work program. Team Leads developed the work program in collaboration with work teams that are already in place to begin implementation as follows:

- **Future Housing Needs Analysis** The Team Lead will be Ted Reid on Metro's staff. Ted is the Metro Land Use Planner responsible for managing the regional housing needs analysis developed as part of Metro's evaluation of the urban growth boundary carried out every five years. In addition, Ted has coordinated with local governments who are developing their local housing needs analysis.
- **Analysis of Impediments to Fair Housing** The Team Lead will be Andree Tremoulet, PhD. As a staff member of the Washington County Office of Community Development, Andree has had responsibility for managing their Analysis of Impediments to Fair Housing and has pioneered the use of Opportunity Mapping as an element of their analysis and Consolidated Plan.
- **Housing Authority/Workforce Training Partnership** The Team Lead is Rachel Devlin at Home Forward. Rachel has taken the lead over the past year to begin implementing the program to link their administration of Section 8 rental assistance vouchers with the case management of individuals involved in workforce training. In addition, she is implementing an element of the program funded through Metro's Regional Travel Options Program (the region's transportation demand management program) to provide these individuals with mobility counseling to better understand their housing location choices relative to their combined cost of housing and transportation.
- **Opportunity Mapping** The Team Co-Lead is Ted Reid on Metro's staff. Since 2010, Ted has led the effort with GIS support within Metro to create an initial set of Opportunity Maps for the region based upon readily available data. Team Co-Lead is CLF's Kristina Smock, PhD, who is managing the CLF Equity Atlas 2.0 Project that is being integrated with Metro's Opportunity Mapping undertaking.

- **East Portland/Rockwood Pilot area** The Team Lead for East Portland will be Chris Scarzello on the staff of the City of Portland Bureau of Planning and Sustainability. Chris is the planner serving as the liaison to the East Portland District, one of six districts in the City of Portland, with intimate knowledge of the issues and stakeholders in the area. The Team Lead for Rockwood will be Louise Dix on the City of Gresham staff. Louise is responsible for housing and neighborhood policy development associated with the city's CDBG, HOME and Neighborhood Stabilization Programs.
- **McLoughlin Boulevard Pilot area** The Team Lead will be David Queener on the staff for the Clackamas County Development Agency. David has been managing the community based McLoughlin Area planning process for the last three years. This effort will culminate in a plan that identifies projects and programs that will help realize the long-term vision developed by the community.
- **Housing and Opportunity Strategy** In the second year of this grant work program, it is the intent to draw upon the research, analysis and outreach associated with the previous tasks to develop the policy recommendations for action in the form of a Housing and Opportunity Strategy. Under the direction of the overall Project Director, Ted Reid on Metro's staff will be the Team Lead.

Key personnel throughout the Consortium bring additional broad and deep expertise to contribute to the success of this program. They have been working in their field and involved in integrating their work with that of others at the local, regional, state and national level. Within the government agencies, staff and elected officials are accustomed to working through issues of common interest in cooperation with Metro and are committed to doing so with this program as well. The four housing authorities initiated their efforts to coordinate their administration of rent assistance vouchers before this grant opportunity became a possibility. Within the CBOs, the organizations that support or provide services to low income and communities of color have worked together extensively to document and address disparities for their constituency. The four philanthropic organizations have worked to ensure their programs are coordinated and comprehensively address the needs of disadvantaged populations. The workforce training agencies have been working together to coordinate their programs for the different parts of the region and ensure they are responsive to the needs of the community and employers. The home building industry understands changing market conditions, consumer demands and the role of a public policy making initiative such as this.

In addition to these capabilities, the Consortium can tap into the technical and policy resources of PSU, especially the Institute for Metropolitan Studies (IMS), the University of Oregon's Sustainable Cities Initiative and a very deep pool of talented consultants. There are regular partnership projects undertaken between PSU and many public sector, non-profit and business organizations throughout the region. PSU brings strong capabilities in the areas of: affordable housing policy; community economic and workforce development policy; community-based participatory research; quantitative and qualitative evaluation research in low income housing, workforce, economic development, and social services; statistical and economic analysis; demography and demographic forecasting; geography, GIS, and data visualization; collaborative decision-making and consensus building; and public involvement and civic engagement design and implementation.

Metro partnered with PSU's IMS to develop the modeling methodology for the housing needs analysis completed as part of Metro's most recent review of the urban growth boundary, and development of the pilot indicator set for Greater Portland Pulse and with PSU's Oregon Transportation Research and Education Consortium, for multi-modal travel demand modeling. In addition, IMS has worked with CLF on the Equity Atlas 1.0 and is now working on Equity Atlas 2.0 and with Worksystems, Inc. PSU also houses the National Policy Consensus Center which will be offering capabilities in the area of

professional facilitation for the Consortium and Executive Committee. Similarly, the University of Oregon's Sustainable Cities Initiative brings valuable resources to the Consortium as well. Although their campus is in Eugene, Oregon, the director of the program is a former Metro Councilor and Director of 1000 Friends of Oregon who is very familiar with the region's landscape. An additional advantage of both institutions is that they bring the ability to provide a portion of their capabilities through their own internship programs, further leveraging the HUD grant. Finally, the Consortium can take advantage of the valuable resources provided by Portland's consultant community. Since the Portland region has been the national pioneer in this field of developing and implementing integrated land use, transportation and environmental plans, there has been a significant capability developed. In summary, Metro and the other members of the Consortium are very accustomed to working with the academic and consultant community and can develop work scopes and execute contracts quickly and efficiently. (Bios and position descriptions are in the Appendix, along with the Rating Factor 1 Form and an Organization Chart.)

Capability to address economic and social disparities Low income and communities of color have been displaced from the region's vibrant communities. Recognizing and addressing this displacement has been this region's challenge. The Consortium has the ability to perform the analysis, planning, community engagement, leadership training and strategy development to directly confront a wide range of social and economic inequities in the region. In fact, this goal to integrate diversity and equity considerations as policies and programs are developed or revised is central to all the proposed activities. Metro and the partners have been working together to get a better picture about the demographic shifts and to develop relationships with organizations that work with these displaced communities.

The region has begun efforts to engage CBOs and the work being proposed in this grant will build on progress. For example, Metro has operated several grant programs that provide funding directly to non-profits and CBOs, including a program to award sponsorships to organizations for enrolling their constituents in Metro's online opinion panel, Opt In, to broaden the diversity of this polling tool.

Other consortium members offer additional capability to address economic and social disparities. In 2007, the City of Portland, with the help of community partners, developed the Diversity and Civic Leadership Program, which has been training and engaging leaders from underrepresented communities. In addition, the City of Portland will soon be establishing an Office of Equity. Multnomah County has made huge strides in framing the discussion around health and equity with their Health Equity Initiative and Equity and Empowerment Lens, which is being piloted throughout the county. Lastly, the Northwest Health Foundation launched the Convergence Partnership Fund, a grant program designed to improve opportunities for healthy eating and active living in communities of color and low income neighborhoods in Multnomah County. This HUD grant will offer an opportunity to leverage and coordinate these multiple efforts around the region, and to collaborate on the development and utilization of an equity framework and tools to systematize data collection and analysis, planning, decision-making and evaluation – incorporating criteria assessing impacts on diverse constituent communities. The work outlined in the Opportunity Mapping and the Community Capacity Building program elements, which will be further described in Section 3, will provide the Consortium with important analysis of needs and opportunities, as well as possible solutions and entry points into decision-making processes for those communities in need.

2. NEEDS/EXTENT OF THE PROBLEM

Need for a regional plan By many measures, the Portland metropolitan region has had successes, such as reducing people's dependence on the automobile, protecting natural areas, preserving prime

agricultural land, reinvigorating downtowns and main streets, and growing healthy economic clusters such as high-tech manufacturing, apparel and outdoor gear design, green-tech and software development. Other efforts, such as Climate Change Scenarios to develop vehicle emissions strategies, are underway. However, the glowing picture of the region that is painted by the national press overlooks the fact that new challenges have emerged: the region's incomes are not keeping pace with peer regions; income and education achievement gaps are widening; there are concentrations of minority, low income, and non-English speaking people in less central, opportunity-deficient locations; and the region's current housing plans may be inadequate for addressing changing demographics and legislative mandates to reduce carbon emissions and preserve agricultural lands.

Conditions that can be improved Incomes are stagnant in the region. In the early 1970s, the average wages in the Portland region were similar to those in Seattle, Denver and Minneapolis. Since then, the region's wages have not grown at the same rate. Portland region incomes are now: 4% below national average for all metropolitan areas; 10% below Minneapolis; 13% below Denver; and 17% below Seattle.[1] The region needs to better incorporate economic development concerns into its plans and needs to expand workforce training partnerships to meet the needs of the changing economy.

Stagnating wages have had a disproportionate impact on minorities and non-English speakers.[2] In Multnomah County, where the City of Portland is located, people of color earn about half what a white person earns; the child poverty rate is 33% for people of color, compared to 13% for whites; and communities of color have unemployment rates that are 36% higher than whites.

Today, the region's greatest concentrations of low income, non-English-speaking people, and people of color live in areas of low opportunity where there are inadequate facilities, services, and fewer family-wage jobs. This lack of opportunity leads to persistent and pernicious problems that reinforce inequities and segregation. Many blacks have been priced out of the gentrifying neighborhoods of inner North/Northeast Portland that were once the heart of the region's black community. In 1990, 84% of black Oregonians lived in the Portland region and 51% of them lived in North Portland. In 2005-07, 77% of black Oregonians lived in the Portland region and only 20% lived in North Portland.[3] As part of the proposed work, three pilot areas have been identified (East Portland/Rockwood, Aloha-Reedville, and McLoughlin Boulevard), located within each of the region's three counties, where this trend has occurred. These three areas share some common features that are not unique in the region: they grew as unincorporated areas outside of cities, with minimal development requirements, which has led to inadequate streets, sidewalks, parks and other services, and a concentrated supply of low-cost, market-rate housing; and shown in the table in the Appendix, a larger share of the population in these areas is impoverished, non-white, and non-English speaking and those populations are growing at a faster rate than they are elsewhere in the region.

Statement of need The region needs new strategies for meeting a variety of *housing needs*. This calls for a better understanding of the housing needs of a changing population and, acknowledging that housing subsidies alone cannot solve the affordability problem, and determining ways that market-rate housing and improved access to opportunities can empower more people to meet their needs. This is particularly the case as the region faces new mandates to use land more efficiently to reduce carbon emissions and preserve agricultural lands. It is expected that these mandates will place a higher reliance

[1] Source: Portland Business Alliance (2010)
[2] Source: Coalition of Communities of Color Report (2010)
[3] Source: Urban League: State of Black Oregon (2011)

on multi-family housing, which typically has higher construction costs per square foot than single-family housing. Confronting this issue and having a regionally consistent approach to assessing impediments to fair housing will be fundamental to ensuring that people can find housing close to where they work. Likewise, bureaucratic barriers that render Section 8 vouchers immobile from county to county need to be removed.

Providing housing alone is not enough. A better understanding is needed of how to provide more *equitable access to opportunities* around the region. Having access to opportunities increases long-term earning potential. Yet many people in the region, such as those in the grant pilot areas, lack access to things like a quality education, family-wage jobs, parks, sidewalks and everyday needs such as healthy food. For instance, preschool is important to a student's long-term academic success, but it is a rarity in many lower income neighborhoods where much of the region's population growth is occurring. At Earl Boyles Elementary (in the Rockwood/East Portland pilot area), just 11 of the 60 students that entered kindergarten this year had any preschool experience.[4] Without improvements in income that come with access to a good education, housing affordability problems will persist. The region needs to do a better job of incorporating information about access to opportunities in its planning efforts and enabling people to use that information to advocate for needed improvements in their communities. The region's habit of planning for housing without planning for opportunity needs to come to an end.

All communities need to be *engaged in public decisions* that affect them. Open houses to discuss planning issues have been sparsely attended and Metro's current Opt In internet panel participation is heavily weighted towards white, affluent, older, urban and educated populations. Communities and CBOs need additional resources to allow them to fully participate. And, planning efforts need to do a better job of relaying information in ways that resonate with communities. For instance, what gets depicted in opportunity maps needs to be relevant to the decisions at hand, but should also be informed by community input regarding what opportunities matter the most. Some of that data may be qualitative. Further, housing needs analyses can no longer treat all households as interchangeable. Communities need to see themselves in the demographic underpinnings of future housing needs analyses.

Area of severe economic distress While the region as a whole does not meet the federal definition of an Area of Severe Economic Distress, these pilot areas and other areas like them in the region would be likely to qualify with poverty rates well above the federal 12.5% poverty level standard. This is likely to be particularly the case with historically disadvantaged populations such as people of color and non-English speakers. (See Rating Factor 2 Form for required data illustrating the region's need.)

The pilot areas have concentrations of cheaper market-rate and subsidized housing. 8,751 of the region's 34,533 subsidized units (25%) are in these pilot areas and 6,058 subsidized units are both within the pilot areas and within ½ mile of high-capacity transit (including frequent bus), which provides an opportunity to better leverage existing transportation investments. The McLoughlin pilot area will be served by the region's next high-capacity transit line and the East Portland/Rockwood area is served by the region's first rail line. It is crucial to plan these areas in a way that leverages transportation investments to improve the community, access to jobs and preserve affordability. (See table in the Appendix.)

3. SOUNDNESS OF APPROACH

Description of Plan and Program for a Regional Plan for Sustainable Development

[4] Source: Portland Tribune (2011)

Contents of existing regional plan and how it will be improved The Portland region has many elements of a regional sustainable development plan in place and has successfully advanced a jobs-housing-transportation balance, compact urban form, efficient infrastructure investments, multi-modal transportation investments, and greenspace and open space protection. As a result, the region boasts relatively short commute times, high transit and bicycle use, farm and forestland preservation, good water and air quality, and healthy fish and wildlife habitat. Despite these advantages, the region's efforts toward advancing sustainable development are not complete. Every five years, Metro is responsible for forecasting population and employment growth for the region and demonstrating that the region has sufficient capacity within the urban growth boundary to meet the 20-year need for households and employment. This grant will improve the planning process by focusing more on how the various housing and employment needs of different demographic groups will be met rather than simply doing a 20-year capacity analysis.

Gaps and plans to address them To advance the region's sustainable development, the region needs to develop tools to: address the rising costs of jobs-housing balance and ensure affordable living; promote access to opportunity, including quality education, jobs, parks and other amenities; meet changing demographics and employment needs, including the housing mix and workforce training needs; provide opportunities for CBOs to effectively participate in policy and investment decisions; and build inclusive communities that reflect the income and ethnic diversity across the region.

The Consortium will advance sustainable development in three major program elements: 1) development of a housing and opportunity strategy 2) pilot area development and 3) community capacity building. Each of these elements has subtasks that will involve technical analysis and engagement.

Housing and Opportunity Strategy The Consortium will develop a strategy that will help the region meet the housing and employment needs of the future while promoting sustainable development and implementing livability principles that: promote affordable living by directing investments in transportation, utility and housing costs that reduces the total housing costs household budget; improve the ability to plan for the region's housing, environmental and workforce needs by understanding the effect of changing demographics and employment patterns, and greenhouse gas reduction requirements; identify, map and analyze the factors that affect the opportunity for health and welfare and promote the use of these opportunity maps for future investment decisions; reduce the impediments to fair housing across the region consistently and efficiently across all three counties and promote the prevalence of fair housing options; and remove barriers to economic opportunity for low income families by taking a regional approach to administering housing choice vouchers and linking families to targeted workforce training.

The Housing and Opportunity Strategy will be based on the results of several separate studies and pilot projects. An initial assessment and planning phase will include a Future Housing Needs Analysis, an Analysis of Impediments to Fair Housing, and the development of maps that illustrate the access by residents to jobs, education, parks, grocery stores and transit, correlated with demographics, health indicators and other available data that helps describe existing conditions, and an assessment of the barriers facing housing choice vouchers and job access. Later phases will test new administrative and strategic approaches for supporting employment for low income residents, promote Opportunity Maps as an equity framework and identify changes in codes, financial incentives, and investment strategies that support sustainable development practices. The overall intent is to establish the policy framework that employs an understanding of opportunity rich areas and opportunity poor areas relative to

concentrations of low income populations and communities of color. Based upon this understanding, affordable housing would be targeted to opportunity rich areas, allowing these households to take advantage of the opportunities available. Conversely, in opportunity poor areas, especially where there are high concentrations of low income populations and communities of color, there would be an emphasis on targeting investments to improve opportunity, rather than concentrating even more affordable housing. With this understanding of the "geography of opportunity" supporting this investment strategy, agencies with different responsibilities can work together to leverage their independent investments to greater benefit.

Pilot Area Development The Consortium will target resources to further the implementation of projects that increase access to health, jobs and other opportunities in targeted areas with low income and disadvantaged populations that have persistently experienced high unemployment, low education and problematic health issues. These pilot areas are located in East Portland/Rockwood in Multnomah County and along McLoughlin Boulevard in unincorporated Clackamas County. A similar pilot area project in the Aloha-Reedville area of unincorporated Washington County, already underway and funded in part by a 2010 HUD Challenge Grant, will provide the chance for leadership in all three counties to share lessons learned and benefit from the increased community engagement and resulting opportunities. Selection criteria for the pilot areas include: concentrations of publicly subsidized and low income housing; increasing poverty and changing racial and ethnic cultures; limited urban infrastructure to support walking, biking and local access; limited access to parks, trails and natural areas and other green infrastructure; potential to leverage underutilized land close to light rail stations; and previous work that lays the foundation for the initial identification of needs and proposed projects that have had extensive and broad community engagement; and political commitment to support increased access to opportunity.

Community Capacity Building The Consortium will advance the skills and ability by both the governmental agencies and CBOs for effective engagement and participation. The grant will facilitate the participation by low income and disadvantaged communities in investment decisions and improve access to opportunity by providing capacity building and engagement opportunities. Elements include:

- grants to support community engagement in the development of Housing and Opportunity Strategy and the Pilot area projects, as well as projects that support access to opportunity elsewhere in the region for historically marginalized populations to opportunity
- stipends to Consortium members for participation in committees that are formed to support the Pilot areas and the Housing and Opportunity Strategy
- a leadership and training program that will help develop the new community leaders to participate in community and regional decisions in the future and promote increased community engagement in portions of the region without such community structures today

As a result of this grant application, the Consortium will develop:

- a broader methodology to assess housing needs and align transportation, energy efficiency, workforce training, infrastructure and other investments to meet these needs
- improved access to job, education, recreation and other opportunities in pilot areas and prepare leaders to apply lessons learned in other areas
- new partnerships and tools to promote access to opportunity across the region
- a new cadre of community leaders that have the training and experience to engage in key investment decisions in established and emerging areas of low income and disadvantaged communities.

These results and long-lasting partnerships will position Metro to make future growth management decisions to meet the region's housing and employment needs in 2014 and guide local implementation plans. The table where these decisions will be made will be more diverse, and an equity framework will be developed to apply to policy and investment decisions. This work will further implement the livability principles that Metro has already adopted that guide regional and local investments and help the region meet new mandates for greenhouse gas emission reductions. The experiences gained through the pilot area work will help demonstrate to elected leadership and the local communities, how identified needs can be addressed through collaborative project development and investments, and position leadership to apply similar approaches elsewhere.

Addressing the livability principles Metro has been a national leader in promoting livability. It has accomplished this through its regional responsibility for coordinating land use and transportation planning, its regulatory authority to ensure local plans promote compact development, and its role in promoting federal transportation funds to support transit and active transportation investments. It has also promoted livability principles through dedicating resources to programmatic efforts that promote transit-oriented development, brownfield redevelopment and environmental stewardship, and by providing regional leadership to support successful bond measures for the construction of the convention center as an economic development tool, for land acquisition for parks and open space, and for operation and improvement of the zoo. In 2010, the Metro Council adopted its own version of the HUD-DOT-EPA Livability principles into its Regional Framework Plan as policies to guide growth management decisions. These policies, supported unanimously by the region's advisory committees, call for a performance-based approach to growth management that aims to support desired outcomes for the region:

- people live, work and play in vibrant communities where their everyday needs are easily accessible
- current and future residents benefit from the region's sustained economic competitiveness and prosperity
- people have safe and reliable transportation choices that enhance their quality of life
- the region is a leader in minimizing contributions to global warming
- current and future generations enjoy clean air, clean water and healthy ecosystems
- the benefits and burdens of growth and change are distributed equitably.

The Consortium will use the grant to further incorporate these desired outcomes into the region's plans by building on existing strategies to promote the region's ability to promote vibrant communities, improve transportation choices, and reduce greenhouse gas emissions. In addition, the grant will help identify opportunities for residents to benefit from sustained economic competitiveness, and to distribute the benefits and burdens of growth and change – two areas where the region's plans have not been as well developed.

Leveraging critical assets The region has critical and valuable assets that the Consortium can leverage to advance sustainability. These include infrastructure assets, such as the region's transit system and station areas that have underutilized land that can be used for housing to offset higher housing costs, create new jobs and link housing and jobs. This work can leverage the region's next new major high-capacity planning effort currently underway to promote housing and job access and can make greater use of the region's multi-modal transportation system that facilitates active transportation, associated with good health and lower transportation costs through bike and walk use for multiple trip purposes. The region's commitment to maintaining an urban growth boundary promotes efficient and economical use of infrastructure and walkable downtowns and main streets and further leverages these investments. The grant can leverage economic assets such as the region's emerging strength in the green-tech

industries and the forecasted job growth. These provide job training and career advancement opportunities. The grant leverages leadership in sustainable practices and research tools, vocational and workforce training in community colleges and universities. The grant can leverage the region's environmental quality that is the envy of the nation and is often cited as a reason the region continues its economic strength and attracts younger creative populations that can fuel the jobs of tomorrow. The grant can leverage institutional assets including: regional governments with the authority and experience in promoting sustainable development patterns; newly formed organizations, such as Greater Portland Pulse, a new collaboration to track regional progress, and Greater Portland, Inc. which is poised to develop a new coordinated regional economic strategy and help prepare for future job growth; experienced public housing authorities and workforce training institutions that are committed to experimenting with new administrative and budgetary approaches and breaking down institutional barriers to meet client needs. The region can also leverage other financial resources, such as existing grants to housing authorities and resources among community development corporations that can be aligned with transit investments; workforce training grants that bring the workforce training agencies together to collaborate on identifying training needs and partners; and Metro regional bond funds, leveraged with local share, that can be directed toward improving access to open spaces and natural areas, parks and trails in areas currently underserved.

Building inclusive communities As shown in Section 2, the Portland region, though relatively wealthy and healthy, has low income and disadvantaged populations that have historically been marginalized as key investment decisions have been made. Many of these decisions, such as the construction of I-5 in North Portland areas predominately composed of communities of color, or the early urban renewal projects in low income immigrant neighborhoods, have had lingering impacts. To avoid the adverse impacts of the past decisions, the Consortium will use this grant to continue the process already underway to build inclusive communities free from discrimination and advance access to economic opportunity for all segments of the population. Key to this process is the Consortium membership itself, which includes representatives from low income and communities of color and those who provide services to these communities. In addition to the value of the increased awareness of discrimination that will develop as part of this process, the grant will develop recommendations to address impediments to fair housing at the regional scale, furthering the objectives of Civil Rights laws.

Process to Improve and Further Develop Existing Plans

Engaging a broad cross-section The Consortium's process to develop a regional plan for sustainable development rests on community engagement to ensure effective, sustained and participatory roles. The Consortium and the Executive Committee will be instrumental in ensuring the Consortium engages a broad cross-section of the region. Leaders of organizations representing low income and communities of color will be key members of the structures overseeing this grant, ensuring that the needs and views of these populations are integrated into the program elements. In addition, members of the private sector, such as those representing the housing and real estate market, will also be at the table where decisions are made, bringing to bear the needs of their constituencies. This broad inclusion will allow for the range of activities of this grant to be focused on improving the regional economic growth experienced by all sectors of the population.

Community Capacity Building program The key mechanism for engaging a broad cross-section is the development of the Community Capacity Building program element, which includes the development of a fund for CBOs to build capacity to participate in the region's decision-making processes. CBOs representing low income and communities of color need resources to increase their organizational capacity to participate in decisions that lead to the implementation of the region's plans for sustainable

development. The absence of their voice has often led to policies that ignore the needs of their communities, resulting in a lack of equity considerations in the decision-making process, unintended consequences and sustainability deficits as poverty shifts across the region. CBOs have consistently told government agencies that despite their desire to participate in decision-making process, barriers exist. These barriers include time and money to attend public outreach activities, including membership on committees, a lack of knowledge about the decision-making process, a lack of familiarity with the formal or statutory processes of the issues being considered, the jargon used by practitioners, the use of outreach activities that are not relevant to their communities, and a general feeling of non-inclusiveness. The governmental planning culture in the Portland region could be described as not aware or sensitive to these barriers. With the changing population demographics resulting in a more diverse region, it is imperative that government institutions ensure that CBOs, which have existing relationships with diverse and lower income populations, meaningfully participate in decision-making processes. For these reasons, the Community Capacity Building element will include funds for CBOs to participate in the region's decision-making processes and advance sustainable development. This fund will consist of three prongs: 1) grants to community-based organizations to undertake community specific analysis or engagement activities related to the work elements of the regional strategy 2) a leadership training and development program that will create a learning network to help CBO leaders become effective participants in processes that can be complex and 3) stipend program to provide funds for full participation in work related to this grant. An oversight group made up of four area philanthropic organizations will serve as the advisory council for the fund. A Program Manager, selected by the oversight group and confirmed by the Executive Committee, will administer the fund. The program manager will closely consult with CBOs to define and prioritize the specific needs to be addressed in the program.

Grants to CBOs will primarily target those that work with low income, non-English speaking, and communities of color. There will be some flexibility to support non-traditional partners that do not exclusively work with these communities, but that have expertise in areas that could bring opportunities to these communities. Examples of potential non-traditional partners include public health and energy efficient organizations that bring added value that is rarely tapped in traditional planning activities. Funded activities will directly influence programmatic and policy level decisions across all program elements. For example, a possible grant may fund a CBO working with a Hispanic community in the Rockwood pilot area to create maps showing amenities in their community that are most relevant to them, as well as the gaps that exist. These maps would help CBOs develop a plan to share this data with a range of policy-making bodies and influence investment decisions. Funded activities outside of the Pilot areas could help CBOs promote affordable housing in opportunity rich areas and increase opportunities in low income areas with opportunity deficits. The second prong includes leadership training and development in topic areas such as: levels of government (city, county, regional, state), governance structures, committee membership, communicating with elected officials, and engaging community members on policy issues. The purpose of this training program is to encourage the development of relationships that can result in a long-lasting dialogue around how issues affecting these communities should be addressed in policies developed by the region's jurisdictions. Lastly, a needs-based stipend program will be initiated to eliminate economic barriers so that members of CBOs representing low income and communities of color can attend meetings. Eligibility of the stipends will be tied to the committees related to this grant, described under governance later in this section. While these described activities will be funded for a two-year period, the intention of this grant is to redefine how public agencies design and conduct community engagement activities, broaden the voices at the table when decisions are made, change the culture of planning agencies, and develop an equity framework to apply to decision-making processes. Public agencies, private sector partners, and CBOs

will have opportunities to learn from each other, strengthen working relationships, and invest time in ensuring that changes are made to the policy-making process that allow for the needs of these populations to be addressed. Additionally, these activities will work to foster long-term engagement of CBO leaders on boards and committees that have planning and oversight roles on issues of community development.

To achieve the engagement and ensure sustained and participatory roles, Metro will play a convening role around issues of disparities and economic growth, and provide a forum for private and government partners to learn about the needs of communities that have persistent problems, and understand what questions need to be asked to ensure future policy and investment decisions are relevant to all communities. This process will provide opportunities for all of Consortium members to come together to develop solutions that will provide jobs, economic growth, and an improved quality of life for all residents of this region.

Identified gaps and plans to address them The region's plans do not fully address housing, equity and access to opportunity. Addressing these gaps more specifically include: a coordinated regional analysis and plan for addressing housing needs of the future and coordination between housing needs analysis for the comprehensive plan, consolidated plan and regional needs analysis; a coordinated and consistent approach to promoting fair housing; plans and procedures among public housing authorities that allow programs to meet the changing workforce needs of residents; a shared approach to addressing workforce development, economic inclusion and an expansion of best practice approaches to broader community scale; a unified practice of mapping opportunity structures in the region and utilization of this practice to steer strategic investments to improve community opportunity; a method of including diverse community voices into policy and investment decisions; and an equitable approach to neighborhood planning that can emerge from the work in several distinct neighborhoods and communities and informs a broader regional approach to integrating neighborhoods equity needs into broader system strategies. The Consortium will address these gaps in the following ways:

Future Housing Needs Analysis Within the region, housing needs are analyzed at the local, regional and county level to meet different city, Metro and federal requirements at different times. While not incorrect, the inconsistent methods lead to uncoordinated strategies. The methods use different household demand forecasts, assumptions about future housing preferences and approaches to inventorying housing supply. For example, Metro's analysis of housing needs, completed every five years, takes into consideration the cost of housing, transportation and utility costs, while others do not. Metro uses the analysis to determine the need for efficiency actions and/or expansions of the urban growth boundary to meet the 20-year requirements. To meet goals established by Metro to reduce the number of transportation plus housing cost-burdened households, the region needs a coordinated approach to make these goals a reality. The grant will provide the opportunity to link the long-range housing needs conducted by Metro and the short-range housing needs of selected disadvantaged populations developed by the CDBG agencies together. In addition, the region needs to update its estimate of housing preferences to reflect changing demographics and employment trends, an aging population, household budgets and other factors. Compared to past 60/40 single family/multi-family construction, Metro forecasts new construction patterns more like 40/60 multi-family/single family over the next 20 years due to changing demographics and consumer preferences, limited land supply and promotion of livability principles. The region faces a challenge of how to develop housing in new formats that meets people's needs.

To complete the housing need analysis, Metro will work with government partners and representatives from the housing industry and CBOs to: identify opportunities for improving coordination of housing needs analysis; conduct a statistically valid stated housing preference survey to better understand economic tradeoffs that different households consider; update estimates of current and projected housing, transportation and utility costs using Metros existing integrated land use and transportation modeling and integrate/differentiate methods developed by The Center for Transit-Oriented Technology; identify strategies to respond to housing preferences, such as better small house designs and multi-family housing that is suitable for families with children; improve regional models housing needs by updating new preference and data and making the outputs relevant to planning at the local and county level; account for expected market trends versus local aspirations to change those trends; and produce draft regional housing needs analysis that quantifies future housing needs for a variety of household types for use in developing strategies ranging from transportation, workforce/job locations, utility costs and housing types that promotes livability principles.

Analysis of Impediments to Fair Housing The three counties have either recently completed or are underway with their analysis of impediments to fair housing. These efforts illustrate gaps in the current approach. The analysis has identified additional research that would best be approached at a regional scale because the underlying conditions are regional in scope and deeper analysis requires resources beyond what one county can support. In addition, the plans to address the barriers to fair housing have some common recommended actions, some of which lend themselves to being undertaken regionally to achieve better coordination and economies of scale. Finally, the current approach results in gaps or uneven coverage of issues, raising questions about legitimate differences in conditions from area to area, and misses the spill-over impact that may be occurring across county lines. The approach to these gaps is to augment, not replace, the work already underway, focusing on areas identified in existing plans as needing follow-up research. Recommendations will focus on actions that are best addressed at a regional scale; capitalize on engagement efforts funded through this grant to improve access to other protected classes; integrate information from the opportunity maps to improve understanding of the disparities in accessing housing and opportunities and, with the housing needs analysis, aligning these with comprehensive, consolidated and regional plans; and include fair housing recommendations within the overall Housing and Opportunity Strategy, uniting a number of disparate planning threads into a whole.

Opportunity mapping In late 2011, Metro and a collaborative of public and non-profit partners will complete its first version of an opportunity map, taking a first cut at illuminating how well different neighborhoods and populations are able to access the resources and opportunities necessary for meeting their basic needs and advancing their health and well-being. By illustrating the region's "geography of opportunity," this first opportunity map offers a powerful tool for promoting greater equity through policy and planning. The maps will inform a wide range of decisions related to local public and private investments in housing, transit, employment, and other key amenities such as parks and sidewalks. This initial effort uses Metro's Context Tool (an innovative web-based GIS application) to measure access to a range of key opportunities across the region, such as quality education, employment, housing, transportation, human services, health, parks and livable neighborhoods. It also builds upon CLF's experience with the Equity Atlas 1.0 and leverages their current work to create Equity Atlas 2.0.

The Consortium will use this grant to institutionalized Opportunity Mapping in five ways: 1) Refine and complete the mapping tool, continuing in the same collaborative partnership. Health data, for example, is limited in the current version and would be improved through this grant with health partners; 2) Complete an opportunity assessment, identifying structural disparities across the region and providing insights into how to address underlying factors that cause disparities; 3) Institutionalize the mapping tool

by establishing a system for data updates and building ongoing capacity to manage the tool and update the data. This task will involve identifying where the ongoing update is housed and how it will be funded. Under consideration are Metro, the PSU IMS or the Greater Portland Pulse, being formed through a partnership of Metro and PSU; 4) Conduct outreach and education to enable government partners and the broader community to use the mapping tool. This will require some technical tools, such as web access, as well as engagement and tutorials to describe the maps and help the community and decision-makers understand the information; and 5) Use the maps to incorporate an equity framework into public and private decision-making, beginning with the Consortium and the Housing and Opportunity Strategy.

Housing Authority/Workforce Training Partnership Project The four housing authorities and the three workforce training agencies in the Portland/Vancouver area have identified a gap in existing programs that make it difficult for their Section 8 rental assistance clients to access employment opportunities of their choice. To address this gap, three Oregon PHAs developed formal partnerships with their local workforce agencies involving set-asides of workforce training funds for designated housing choice voucher participants, provision of assertive case management by PHA staff, and the utilization of liaison positions to facilitate communication between the PHAs and workforce agencies. As part of this initial effort, a grant has been awarded from Metro's Regional Travel Options Program to establish a Mobility Counselor to assist individuals in making their best housing location decision, taking into account their training and work location and the combined housing plus transportation cost of their choices. The Consortium will support administrative refinements necessary to take the next step in this process, which is to align resources and tie the individual efforts in each jurisdiction together in an effort to make the program truly regional. This program has the potential to significantly advance sustainable development by making it easier for voucher participants to access workforce programs and employment opportunities, ensuring continuity of services and reducing housing plus transportation costs. The partnership will test the elimination of jurisdictional barriers to service provision, and open the door for future opportunities for change and alignment to meet workforce needs.

Pilot areas The pilot areas provide the chance to increase access to opportunity in an area with a demonstrated lack of opportunity and concentrated low income households and communities of color . This pilot can also serve as a means of testing the opportunity mapping and provide guidance on adjusting or interpreting the results. The pilot provides an opportunity to coordinate the housing needs analysis with an actual test area and a model to employ elsewhere in the region in the future. Work plans for these pilot areas build on previous planning and extensive community engagement. The Consortium will support further refinement of these plans and use the lessons learned from the process to support efforts to increase opportunity elsewhere in the region within all three counties. In addition to these pilot areas Community Capacity Building grants will support other projects to to increase access to opportunity for low income and communities of color elsewhere in the region, as described earlier under Community Capacity Building.

McLoughlin Boulevard Previous phases of the McLoughlin Area Plan (MAP) have been completed over the last three years, resulting in an adopted a vision and guideing principles for the corridor with 16 capital investments and program recommendations. The MAP is unique in that it was led by neighborhood associations in the corridor, after previous plans for revitalizing the corridor had been developed and then set aside, due in part to lack of community support. The Consortium will apply grant funds to further refine and implement the recommendations by developing strategies to: develop the blighted areas along McLoughlin Blvd with an assessment of vacant and underutilized land that helps set priorities for targeted investments in key nodes; establish priorities for pedestrian link improvements,

particularly to link safe routes to the six elementary schools and for neighborhood access to services and jobs; develop financial and other implementation tools for the full set of recommendations; and develop a community design plan that set priorities for greenspaces, tackles the problem of highway as a barrier and refines the community vision, and incorporates implementation actions into the transportation system plan, zoning ordinance and comprehensive plan. These efforts will be supported through continued engagement of neighborhood and special interest groups. As a result, the MAP will improve access to opportunities that the community has identified as needed – better design elements and approach to the highway, safe walking access and redevelopment for key services and housing. The timing of this effort is important, too, since the northern part of the corridor includes the terminus of the region's next light rail line and the community plans for the light rail station area helped catalyze interest in the corridor as a whole.

East Portland/Rockwood These two neighborhoods, developed as unincorporated Multnomah County, are now part of two cities, yet retain similarities in their lack of urban amenities, infrastructure and access to other opportunities that have kept the area as one of the more low income and disadvantaged in the region. The Consortium will support the implementation of six separate initiatives that each have multiple partners and build from previous planning and engagement: 1) Design and development of transportation and connectivity projects in the East Portland in Motion plan leveraging resources targeted by Portland; 2) Program development and implementation of early childhood learning initiatives at the Earl Boyles Elementary School in East Portland, in partnership with David Douglas School District, Multnomah Education Service District and others; 3) Prepare, design and develop the Gateway Green park, 35 acres of available right of way to serve recreation needs; 4) Financial feasibility of the Hacienda Community Development Corporation Mercado Project which will create a Latino public market as part of an effort to promote business development and opportunities among Latino residents; 5) Develop a business plan and financial model for M-Power project to support multifamily energy retrofit projects. Building off of the similar project developed by Portland for single family homes that is now a statewide non-profit Oregon Energy Works, this project will develop a model that reduces energy costs to low income residents while also creating skill development and opportunities for minority contractors and low income individuals; and 6) Develop a Rockwood Neighborhood improvement plan by conducting surveys and other engagement tools to identify improvement priorities and develop implementation strategies that could position the area for future urban renewal resources. Lessons learned from these pilot areas will be shared with the Consortium and recommended changes to the comprehensive plan, code and other tools will be developed and shared as regional examples.

Housing and Opportunity Strategy The Consortium will turn lessons learned through this grant application into recommendations for the Housing and Opportunity Strategy. These recommendations will address gaps in the plans and the process for developing and implementing plans that include low income and communities of color. The Consortium members will highlight key findings and actions for consideration at MPAC, JPACT, Metro Council and other respective boards and commissions. Having the private housing market representatives at the table, and the CDCs and PHA, workforce training, education and philanthropic institutions will help shape the recommendations through a lens that reflects a full range of experiences.

Use of information to further plans Through extensive surveys, data collection and modeling, Metro and its regional partners have learned about the factors that shape development patterns and the policy levers that can alter these patterns. The Consortium will have additional information to use in developing its recommendations, including: demographic and population shifts; workforce training and employment needs; refined models of housing, transportation and utility costs for forecasting and

analysis; rising land and construction costs for multi-family housing; the effect of infrastructure investments on the housing market; the effect of land use changes on greenhouse gas emissions; new and effective engagement strategies for working with CBOs, especially those serving historically marginalized populations; and a new base of burgeoning, diverse CBO leadership from which to draw added expertise.

The Consortium will learn new engagement strategies and have a more complete picture of needs from the Community Capacity Building program. Through the capacity building grants, CBOs will have the resources to engage their communities in exploring issues that are most relevant to them and develop solutions that will most meet their needs. This information will greatly enhance the other work going on to address housing and workforce needs through this grant. In particular, it will provide the experience to better understand how to use CBOs as a tool for outreach that will be taken into consideration in future project work program scoping. In addition, it will provide the basis for defining the parameters of a successful stipend program, including under what circumstances it is appropriate, for what dollar amount and the resulting obligations of the person receiving the stipend. Additionally, the research and outreach that will be conducted through these CBO grants can inform the development of a regional equity framework that will help inform future policy and investment decisions. The leadership development and stipend programs will provide direct training and access to community leaders to participate in actual decision-making processes. Their involvement will help the region understand the need to change the way it makes decisions, to change the current culture to one of transparency and inclusiveness. Most importantly, all aspects of the Community Capacity Building element will provide public agencies, private sector, and CBOs opportunities to learn from each other, develop stronger working relationships, and invest time in ensuring that changes are made to the policy-making processes that allow for the needs of these populations. Strengthening these relationships is a cornerstone to creating real change in this region and a main goal of the Consortium.

Moving from recommendation to action The Consortium will develop recommendations for meeting the region's housing and employment needs and promoting sustainable development. Moving from these recommendations to action requires several additional steps by all Consortium members: 1) Portland, Gresham and Clackamas County can incorporate comprehensive plan and implementing ordinances from pilot areas; 2) Metro can incorporate changes in the next urban growth report that documents housing and employment needs and the next Regional Transportation Plan; 3) MPAC and JPACT can recommend policy changes to Metro Council; 4) Local Transportation System Plans can incorporate investments that increase access opportunities; 5) Philanthropic institutions can shape their grant-making activities to respond to the new lessons learned; 6) PCC and other workforce training entities can target training and reinforce M-Power skills; 7) Home builders and realtors can promote market sector to respond to improved access to opportunity and to recognize future housing needs; 8) TriMet, housing authorities and CDCs can partner to increase housing near transit; 9) Local governments can take actions to provide employment opportunities and support housing needs and work with local chambers of commerce and other organizations in support of these needs; 10) CBOs can apply their capacity building to emerging areas, creating stronger and organized community leaders who actively participate in investment decisions; 11) CDBG agencies can incorporate the results into their next Consolidated Plan; and 12) Metro can partner with higher education institutions and others to help illustrate the choices, costs and benefits associated with meeting future housing and workforce needs.

Other public agencies have a role in advancing the plan The Governor has submitted a letter of support, along with key department heads, for the Consortium's recommendations. Examples of how the state could help include modifying transportation priorities; revising administrative procedures for

meeting housing needs and employment needs that support greater regional coordination; and targeted Oregon Business Development Department resources. Another key partner is the higher education system. In addition to PCC and PSU, already signed on as Consortium members, the University of Oregon's Sustainability Center has submitted a letter of support that highlights opportunities for future refinement and piloting of concepts. Lastly, Oregon's congressional delegation has submitted a letter of support and will be open to suggestions of future opportunities at the federal level to support implementation.

Governance and Management

Rationale for selection of consortium members Metro invited members to join the Consortium that bring expertise in the subject areas that are being evaluated: housing, workforce training, health, transportation access and other government services. The selected members bring the viewpoint of low income and communities of color to the table and members who have key responsibilities for implementing the region's sustainable plans. Metro specifically invited umbrella organizations with broad memberships to extend the reach of this work. Members of the Consortium have committed to work with each other in a collaborative manner that develops trust and brings forward interests to be addressed in a supportive manner. The Consortium will add new members, as needed to address a missing issue. For example, the two key organizations that are just forming and have expressed an interest in joining. Greater Portland, Inc., recently consolidated the public and private sector economic development organizations into a single organization with a combined public-private board of directors. When the organization is fully operational and stable, they may take action to join. Similarly, Greater Portland Pulse is a partnership being formed to use data and dialogue to encourage coordinated action for better results across the region in the areas of economy, education, health, safety, the arts, civic engagement, environment, housing and transportation. They may join when it is organized and operational. Finally, while there is representation from higher education through Portland State University (PSU) and Portland Community College, there is a need to engage the K-12 sector and broader representation from higher education.

Role of each consortium member Metro will serve as the fiscal and administrative agent on behalf of the Consortium and will assume lead and co-lead roles for task elements and provide technical resources. The consortium's government members will provide access to data, staff resources and lead roles on specific tasks. Non-government partners bring expertise in key areas such as community and work force needs and health access. The philanthropic organizations will guide the program development for capacity building and work force training. The private sector partners bring the perspective of the private housing market. Finally, the members from the education sector will advise on technical research and strategies.

Formal structure of the consortium The membership of the Consortium includes a diverse mix of organizations and interests from the public sector, education, non-profits, philanthropy and business. At 31 members, the Consortium is too large to function as a working Committee. It will meet on a quarterly basis to monitor progress, learn from the results and endorse conclusions and recommendations. The Consortium members will participate in sub-Committees to gain a deeper understanding of the issues and develop new partnerships to formulate and implement recommendations. An *Executive Committee* will be established to make decisions about the allocation of resources, provide policy oversight, maintain responsibility for developing policy recommendations and serve as a conduit for the recommendations back to the Consortium and to organizations responsible for implementation. In this capacity, the Executive Committee will have responsibility for selecting the overall Project Director and Facilitator and to confirm the Community Capacity Building Program Manager, based upon a

recommendation from the philanthropic organizations. The Executive Committee will be comprised of 12 members, six from the government and six from non-government members who represent public, private and non-profit perspectives. Two government representatives will be appointed from each of the Metro Council, the MPAC and the JPACT, thereby providing a conduit back to these regional decision-making bodies and through them to the responsible jurisdiction or agency. The non-profit and private representatives will be selected by the community-based and private business members of the Consortium and ensure diverse representation across the interests of the Consortium and the full geographic scope of the region. The Executive Committee will operate on a consensus-seeking basis. In the event the Consortium cannot reach consensus, the Executive Committee will take action and rely on both a majority of the government members of the Executive Committee and a majority of the non-government members. The Executive Committee will be chaired by a Metro Councilor and will adopt Bylaws upon initiation.

A Housing and Opportunity Strategy Committee will integrate the conclusions reached from the Housing Needs, Opportunity Mapping, Analysis of Impediments to Fair Housing, Housing Authority/Workforce Training Partnership Project and Pilot area work programs to formulate policy recommendations for consideration by the Executive Committee. Technical Advisory Committees for each of the task areas will be formed as needed to support each respective Team Lead. A *Community Capacity Building Committee* comprising the four philanthropic organizations will oversee the CBO capacity building grant program in consultation with Consortium members that represent these CBOs. An *East Portland/ Rockwood Advisory Committee* will oversee development of this pilot area implementation plan, including all aspects of policy setting, technical support and community outreach. The Committee will be co-chaired by the cities of Portland and Gresham. A *McLoughlin Boulevard Advisory Committee* will oversee development of this pilot area implementation plan, including all aspects of policy setting, technical support and community outreach. The Committee will be chaired by Clackamas County. A *Project Management/Grant Management Group* will consist of Team Leads for the work program elements with the assistance of their respective grant management staff. This will ensure compliance, coordinate work and ensure appropriate engagement of the agencies and community in work related to completion of the grant work program. The Project Management/Grant Management Group will provide support to the Project Director.

Dedicated budget resources An essential part of this grant proposal is the Community Capacity Building Program (described earlier), designed to ensure participants from CBOs that represent or provide services to communities of low income and communities of color can effectively participate in this process. Nearly 30% of the budget has been dedicated to ensure that such capacity and equity building activities will occur, as shown in Budget Worksheet and Narrative.

Data management plan The Portland region is accustomed to addressing large, complex public policy initiatives based upon rigorous data and analysis that support an objective, fact-based decision-making process. For decades, Metro has maintained the Regional Land Information System (RLIS) providing continuously updated information about land and development characteristics at a finely grained level of detail. Maintenance of such a comprehensive database has been possible through data sharing agreements that assign data maintenance responsibility to the party that needs the accuracy the greatest. For example, the 911 Emergency response system must have accurate street address systems, while the planning department maintains the latest zoning designation. The philosophy established for this undertaking is to ensure the region and its partners are using the best available information so that the focus can be to argue about the policy issues rather than the validity of the data. This has served the region well in the original development of the 2040 Growth Concept, the Regional Transportation Plan,

establishment of development regulations to protect wetlands and riparian corridors, definition of the program to win voter approval of funds to acquire natural areas, periodic review of the adequacy of the urban growth boundary, and ongoing work to define methods to reduce greenhouse gas emissions from automobiles. In addition, PSU Institute of Metropolitan Studies has developed a regional database function and taken on the responsibility of the state population center to estimate population for tax distribution purposes. Metro and PSU have partnered on a number of data sharing projects including Greater Portland Pulse, a regional indicators project that tracks changes in these indicators and provides a mechanism for pursuing important policy initiatives. The CBOs have relied on PSU's and Metro's data including *Communities of Color in Multnomah County: An Unsettling Profile* produced on behalf of the Communities of Color Coalition and the document *The State of Black Oregon* produced on behalf of the Urban League of Portland, and the Coalition for a Livable Future's Equity Atlas 1.0These data management systems are in place for use by the Consortium. The design of the work program and the governance structure is key to successfully integrating and maintaining the data systems, ensuring that decisions are well-informed and communicated across jurisdictions. Through the comprehensive representation of the Consortium and the broad-based membership profile of each organization, the data can be effectively used to support a community dialogue leading to conclusions and recommendations reflecting an equitable representation of priorities leading to across the region implementation. The data and analysis itself will be generated and reviewed by stakeholder agencies and organizations.

Ensuring implementation The region has a successful track record of implementing complex, multi-jurisdictional recommendations. This track record, together with the Consortium's governance and committee structure, multi-jurisdictional and multi-sector membership, will ensure the implementation of the Consortium's recommendations. The Executive Committee will be the focus of engaging high level policy individuals in drawing conclusions and developing recommendations. Because the organizations participating in the Consortium and Executive Committee have implementing responsibilities, their participation is important, not as a single representative, but as a mechanism for developing support from their membership and implementing the regional plan. Through this relationship, there will be follow-on linkages back to Metro's land use and transportation functions, as well as to other government service delivery functions and that of non-government organizations. Consortium members will provide a variety of communications mechanisms to disseminate the data, including social media, print and electronic newsletters, public presentations and published papers. The Consortium intends to publish reports (in print on recycled paper and in electronic format), project briefs, leaflets, and information releases.

Funding commitments for elements of the work program are secured through the structure of the individual work plans. For example, the implementation of the 2040 Growth Concept is already funded through the Metro's required role of maintaining the urban growth boundary. Cities in the region are required to regularly update and fund their comprehensive plans, the mechanism for implementing the regional plan at the local level. As part of their updating process, these plans will fold in aspects of the new regional plan. The community housing agencies and workforce training partnership will have some administrative set-up costs, but will then retool their existing work plans to integrate program elements outlined in the grant. The pilot areas have potential funding sources through urban renewal and other tools.

Project Completion Schedule

Implementation schedule and milestones The Consortium will complete the project in two years. Key milestones include the development of the Community Capacity Building grant program in the first six months and distribution of the grants within the remaining 18 months. Key milestones for the Pilot

Areas include disbursement of funds to the various activities in these areas and the resulting neighborhood improvement plans, business plans, design plans and comprehensive plan changes that will result. Key milestones in the Housing and Opportunity Strategy include completion the surveys, model updates, new estimates of housing need, distribution of updated opportunity maps, implementation of the housing/workforce training partnership, and regional plans to promote fair housing. Key milestones, activity dates and expected results are illustrated in Rating Factor 5 form and the project schedule in the Appendix. These projects will resolve challenges to community engagement and data collection and maintenance that will help inform policy decisions that are more responsive to the needs of low income and communities of color. Through new partnerships, priorities and local, regional county plan alignment, implementation of these recommendations will improve housing, jobs and transportation links, resulting in environmental and economic benefits that are equitably distributed and further advancing the region's sustainable development plans.

HUD's Departmental Policy Priorities

This application supports the relevant HUD departmental five Core Goals and six Policy Priorities. The For example, the Housing Authority/Workforce Training Partnership will utilize housing as a platform for improving quality of life (HUD Goal 3); create jobs (HUD Policy Priority 1), and further fair housing (HUD Policy Priority 3) by having PHAs and workforce agencies improve outcomes for families receiving HUD rental subsidies (HUD Policy Priority 4). Several projects in the Pilot Areas will directly support job creation. The Consortium's efforts will support HUD's priority for *Capacity Building and Knowledge Sharing* by focusing on areas of concentrated poverty, targeting workforce training for Section 8 voucher holders, connecting housing closer to jobs and transit, decreasing housing and transportation costs, aligning investment strategies in local, regional, county and state plans and through the Community Capacity Building element. Leadership and training programs, grants and stipends will increase skills while other elements, such as the distribution and engagement of the opportunity maps, will promote additional attention to the needs across the region. The Community Capacity Building program will conduct a scan of CBO needs to identify topic areas and potential participants for the leadership program and which is expected to include: workshops, seminars and lectures on public policy and equity issues, inviting both CBOs and government staff in an effort to encourage dialogue and relationship building; and capacity building activities for organizations serving low income and communities of color in need of help around issues of advocacy and engagement.

The Program Manager for this area will develop evaluation tools to measure the effect of this training and collect data on the program's effectiveness, including an increased number of CBOs on local and regional committees and participation in public processes; the recruitment of participants from organizations who have never been engaged in implementing the region's sustainable development plans; an increase in the number of meetings community-based leaders hold with area elected officials on issues relevant to their communities; the integration of equity into decision-making processes; and the development of longer-term relationships between CBOs and government entities. The Consortium will also work with HUD to support knowledge sharing and innovation by disseminating best practices, encouraging peer learning, publishing data analysis and research, and helping to incubate and test new ideas. The HUD Program Goals that are most applicable to this Community Capacity Building work plan are Goal 4) Build Inclusive and Sustainable Communities Free from Discrimination and Policy Priorities 4 and 6. By facilitating strong alliances of residents and regional interest groups that are able to maintain a long-term vision for a region over time and simultaneously support progress through incremental sustainable development practices, the Consortium will also build greater transparency and accountability into planning and implementation efforts.

The Portland region is well-positioned to use the work elements in this grant to meet HUD's goal to *Expand Cross-Cutting Policy Knowledge* will also be carried out across all other program elements. For example, in Opportunity Mapping element includes outreach and education to enable government partners and the broader community to use the mapping tool. To broaden the ability of stakeholders to understand and use the opportunity maps, web-based tutorials, user handbooks and educational materials will be developed. Metro and CLF will sponsor a series of workshops to introduce the mapping tool to government partners and CBOs, with an emphasis on reaching out to communities that are directly impacted by the disparities illustrated in the maps. CLF will also sponsor a Community-Based Participatory Research project to engage members of historically disenfranchised communities in using qualitative research strategies to examine equity conditions in their communities in greater depth and build the capacity of CBOs to utilize the opportunity maps to influence both private and public decision-making. Metro will work with the Consortium's Executive Committee to develop a model to guide other government partners about how the maps can be used to inform policy and planning. Other new tools, such as the housing/transportation/utility cost model will also expand policy knowledge that will inform policy and investment decisions. The Consortium will develop recommendations that promote these tools in the context of developing a regional Housing and Opportunity Strategy.

4. MATCH, LEVERAGING RESOURCES AND PROGRAM INTEGRATION

The Consortium has committed a match of 63.8 % ($3,184,823) and a leverage of $224,973 in HUD resources and $247,200 in other federal resources, including Transportation and Labor funds. This match and leverage is supported by an alignment of additional a $3,200,000 in DOT Challenge Grant, HUD grant and local funds for the Aloha Reedville Study. The philanthropic and community based organizations have and additional $1,400,000 in health and job training funds for alignment. See Rating Factor 4 form and the Appendix for Commitment Letters.

5. ACHIEVING RESULTS AND PROGRAM EVALUATION

The region's existing plans for sustainable development already address the eight mandatory outcomes and support the additional outcomes. The Consortium's efforts will advance these outcomes and improve the measures that result from addressing equity and opportunity and access to housing. The housing and opportunity strategy efforts will specifically align local, regional and county housing plans and investment strategies and the Pilot Areas will result in comprehensive plan updates that will link housing and transportation. Members of the Consortium will carry the recommendations back to their organizations, which will increase the alignment with other funds, such as Metro's flexible transportation funds or the state's housing program. The Community Capacity Building program will increase participation and decision-making by traditionally marginalized populations, leading to new engagement model. The Opportunity Mapping will help the region's decision-makers identify investments that can improve access to opportunity for low income and communities of color while the regional fair housing analysis and Housing/Workforce Partnership will result in direct recommendations and service improvements. The Housing and Opportunity Strategy will identify actions to link housing, transportation and utility costs to promote affordable housing near jobs and transit, which will further reduce the region's vehicle miles traveled per capita and related emissions. The models that result from this effort will inform the region plan's for future investments. The housing/workforce partnership will reduce VMT per capita beginning immediately with the new voucher training program. The strategies will support the region's ongoing plans to promote infill and redevelopment, with near term results expected in the Pilot Areas and in other parts of the region through the Community Capacity Building grants. Metro calculates infill and redevelopment rates regularly and will continue to track these changes. As a result of the Opportunity Mapping, access to jobs, housing and other services will be illustrated and promoted for use in targeting investments that are aimed at reducing transit travel times

for low income households. These maps will also support targeted efforts for economic development planning underway by consortium members at the state and local level and inform other efforts to improve education, workforce training, health and other services that other consortium members provide. Please refer to Rating Factor 5 form. All eight mandatory outcomes will be achieved, as noted on Rating Factor 5 form, as will additional potential outcomes.

6. Preferred Sustainability Status. Applicable. Please see signed form in Appendix.

7. RC/EZ/EC-II. Not applicable

Research Center open house

From Data to decisions: Fostering innovation in modeling and analysis through regional partnerships

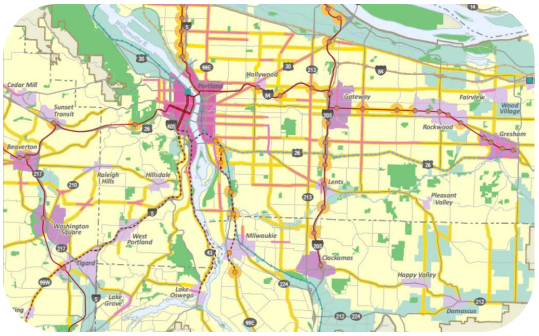
8 A.M. TO 1 P.M. FRIDAY, NOV. 18, 2011

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

Talk with other project managers, planners, and experts from around the region about the latest innovations in data analysis, economic forecasting, and transportation modeling.

See demonstrations and poster sessions on cutting-edge tools that support strategic decision-making, such as:

- **Dynamic traffic assignment** Next generation regional-scale vehicle simulation
- **Emissions analysis toolkit** Climate analysis decision support tool
- **RLIS Live** Seamless, regional GIS data
- **MetroScope** Decision support tool that models changes in economic, demographic, land use and transportation activity
- **Bicycle model** Influence of bicycle route choice on mode choice
- **3-D Buildings** Visualizing present/future urban form
- **Econometric model** Estimating the region's future employment and population
- **GreenSTEP** Transportation emissions planning model
- **Oregon household activity survey** Profile of Portland area travel behavior
- **Greater Portland Pulse** Indicators of the region's well-being



Oregon Convention Center

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

8 a.m.	**Continental breakfast**
8:30 a.m.	**Plenary session** Panel discussion **Sheila Martin, Director** Institute of Metropolitan Studies, PSU **Jennifer Dill, Director** Oregon Transportation Research and Education Consortium, PSU **Ethan Seltzer, Director** Nohad A. Toulan School of Urban Studies and Planning, College of Urban and Public Affairs, PSU
10 a.m. to 1 p.m.	**Open house** Posters and demonstrations

Free admission, RSVP to Alescia Blakely at alescia.blakely@oregonmetro.gov.

TriMet bus and MAX light rail to Oregon Convention Center stop. Covered bicycle parking by main entrance.

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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)

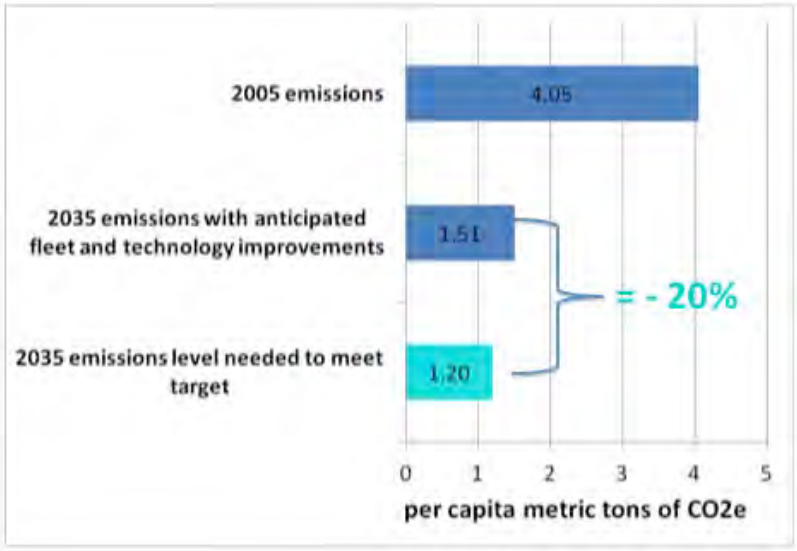
Metropolitan Area	Adopted Target
Portland Metro**	20%
Eugene-Springfield*	20%
Salem-Keizer	17%
Rogue Valley	19%
Bend	18%
Corvallis	21%

* 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

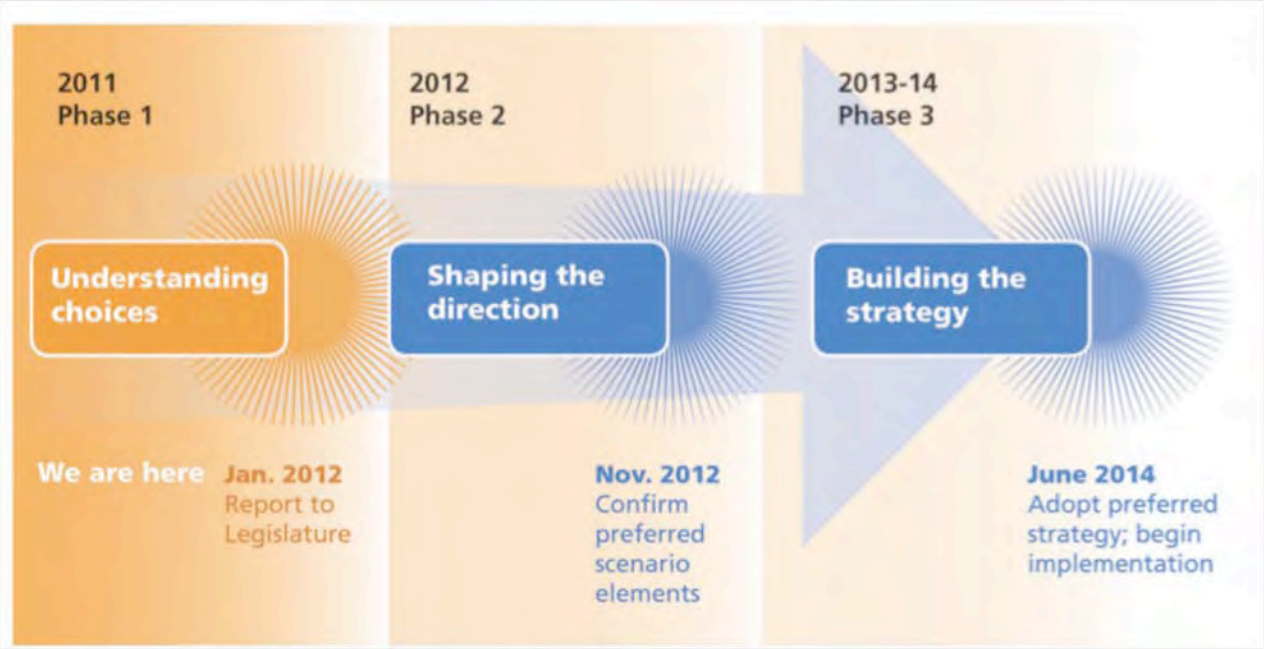
There are three phases to the Scenarios Project as shown in **Figure 3**.

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.

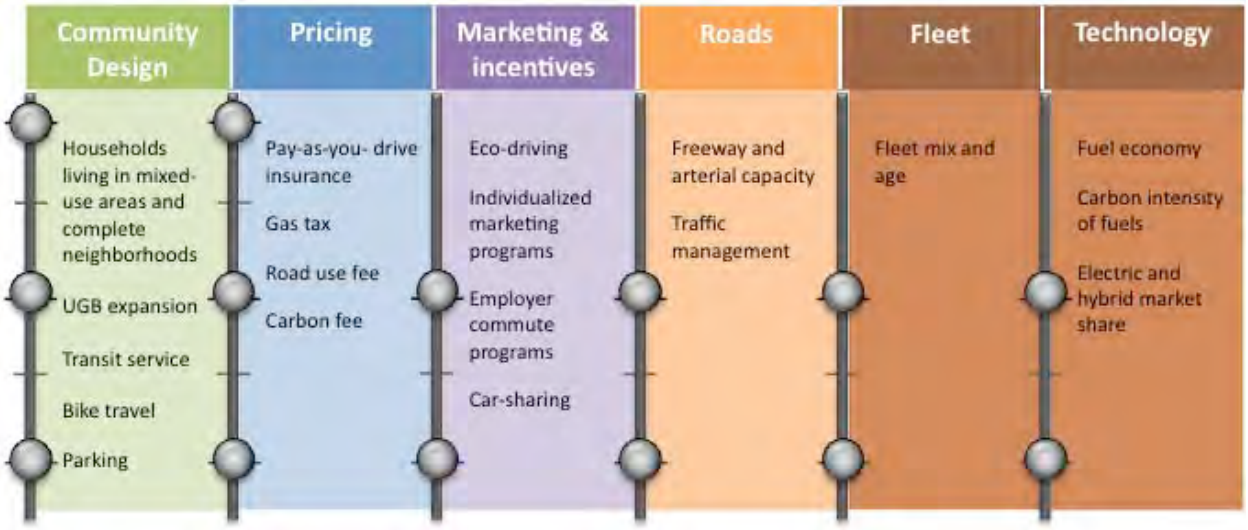
The technical work group met six times to define the scenarios to be tested while Metro and ODOT staff continued to develop tools to support the analysis. **Attachment 1** summarizes the input assumptions used in the Phase 1 scenarios analysis. The model development work concluded in early September, 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 *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*
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% light truck/SUV: 43%	auto: 56% light truck/SUV: 44%	auto: 71% 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_2e/ megajoule	81 g CO_2e/ megajoule	72 g CO_2e/ megajoule	
	Light-duty vehicles that are plug-in hybrids or electric vehicles (percent)	auto: 0% light truck/SUV: 0%	auto: 4% light truck/SUV: 1%	auto: 8% 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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Mixed-use development in centers and corridors
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.

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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

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CO-BENEFITS

Public health and safety benefits

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- 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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- 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

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Public health and safety benefits

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- 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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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

- 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.

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

Metro | *Memo*

Date: October 24, 2010

To: TPAC, MTAC 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).

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.

Attachment 3

METRO

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.

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

Oregon Highway Plan Proposed Revisions to Policy 1F 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 Background, Page 2, lines 6 – 24	Insert bullet that references "multi-modal mixed use areas" (MMAs) as being exempt from mobility standards. 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		
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. **Option 3B:**	Section (10)(c)(A)~~(iii),~~ bottom of Page 11 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.~~ 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.
Option 4: At the Oct. 19 joint MTAC/TPAC meeting, Denny Egner suggested modifying language for the MMA process to both include designations and amendments to MMAs. It was believed that this minor change was going to be added to the TPR public review draft that was released on Oct. 25. However, it was omitted and should be included in the letter for recommended changes	Section (10)(d), top of Page 12	Add the word "amend" to: (d) A local government may designate <u>or amend</u> 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.
	Section (10)(e), middle of Page 12	Add the word "amend" to: (e) A local government may designate <u>or amend</u> 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 motor vehicle traffic congestion, delay, or travel time.

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 alternative mobility policy based 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 in which we are engaged.

Currently, we are conducting corridor plan efforts in the Southwest Corridor (extending from the Portland Central City to Tualatin) 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" envisioned in the draft OHP in that they are intended to guide incremental decisions over time, with less focus on a finish line.

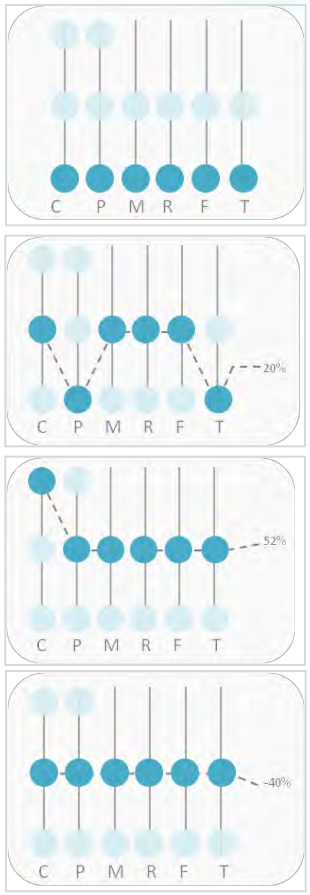
3. We support the new technical latitude for ODOT in evaluating impacts of plan amendments proportionate to existing conditions. This change is especially appropriate for our region, where traffic volume is very high on major streets and highways, and the impact of a land use change is almost always 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 *Metro Council*	Carlotta Collette, Chair *Joint Policy Advisory Committee on Transportation*	Charlotte Lehan, Chair *Metro Policy Advisory Committee*

Materials following this page were distributed at the meeting.



Climate Smart Communities Scenarios Project

MTAC Briefing

November 2, 2011

Kim Ellis, Project Manager

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. 16)*

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.

Metro

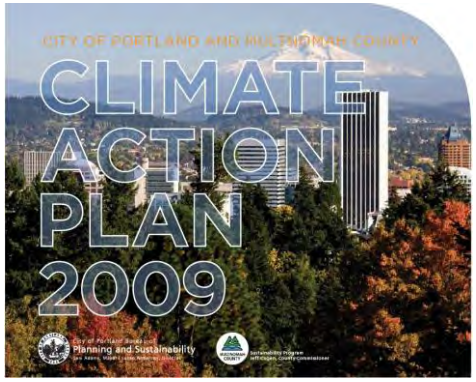
2040: Six desired outcomes

Vibrant communities

Equity

Economic prosperity

Transportation choices

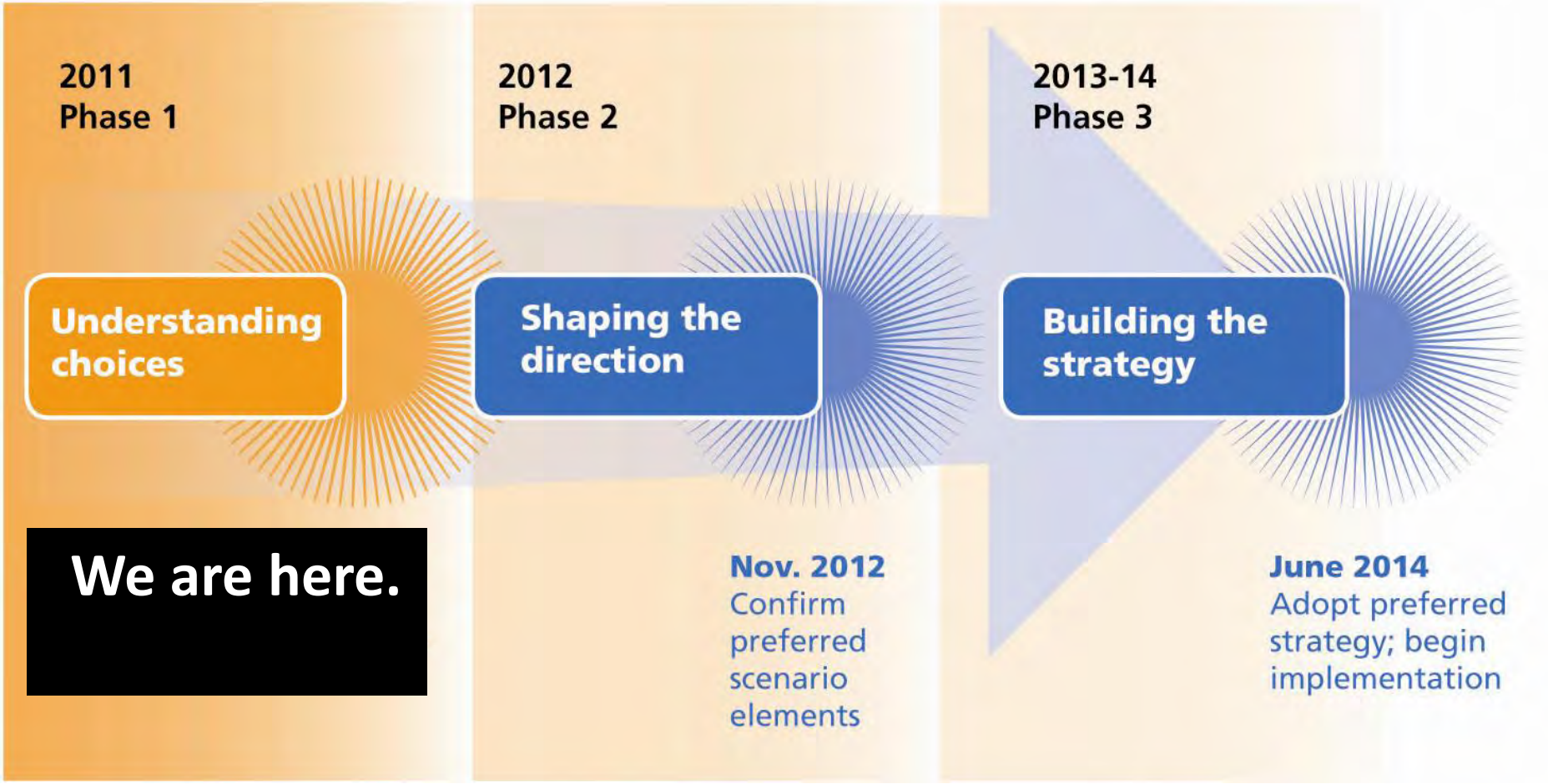


Climate leadership

Clean air & water

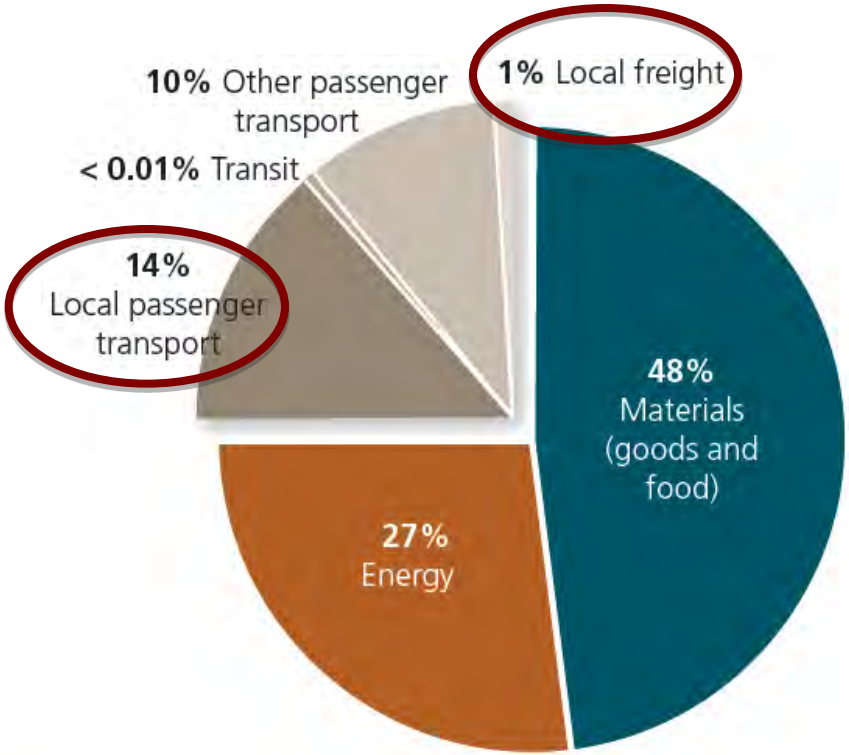
Metro

Scenarios timeline



Light-duty vehicles – project's focus

Region's GHG emissions sources



Source: Metro 2006

2035 GHG Targets for Oregon MPOs

per capita light vehicle GHG emissions reduction below 2005 levels

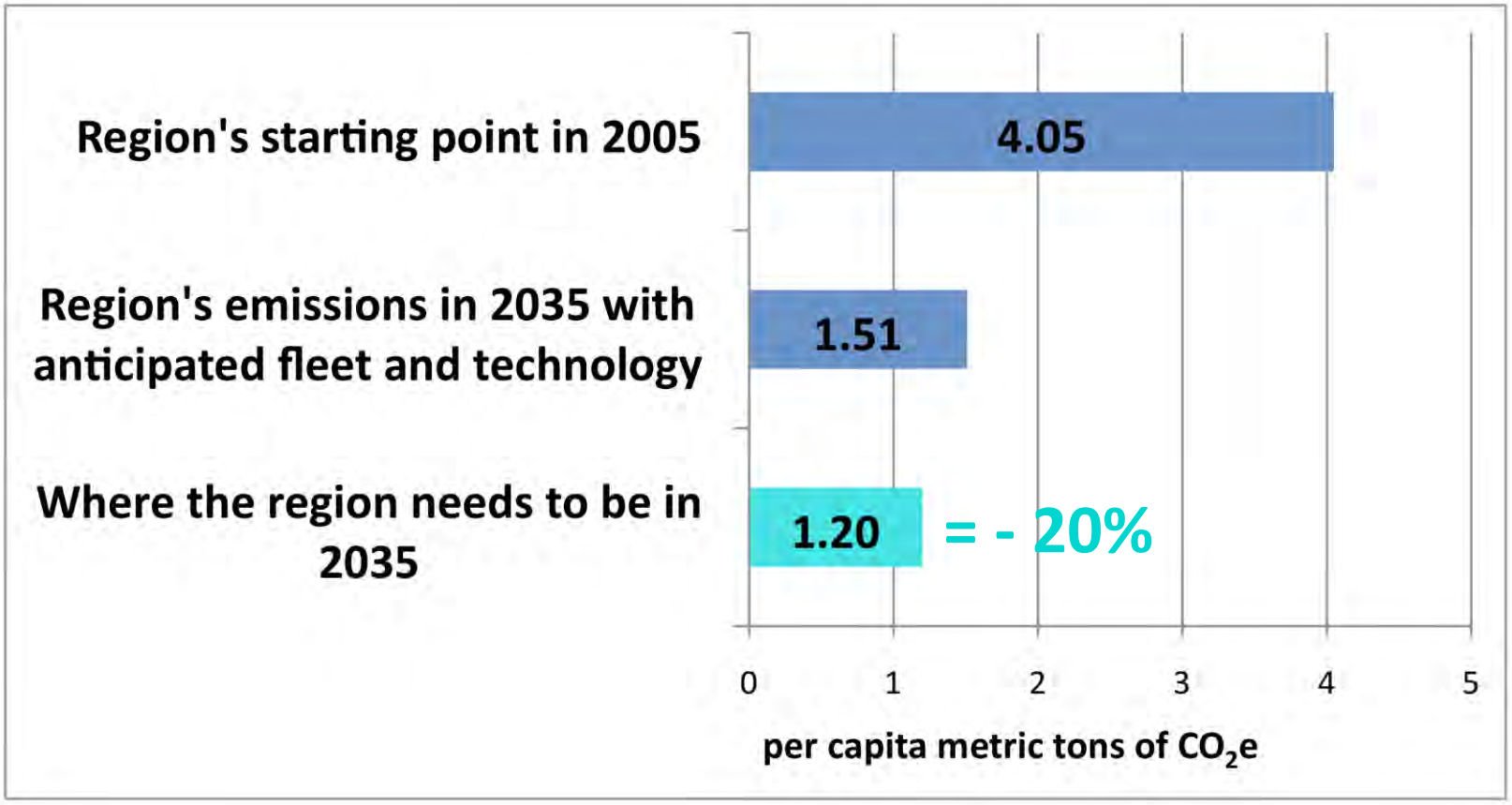
Metropolitan Area	Adopted Target
Portland Metro**	20%
Eugene-Springfield*	20%
Salem-Keizer	17%
Rogue Valley	19%
Bend	18%
Corvallis	21%

*Required Scenario Planning

** Required Scenario Planning & Adoption

Metro

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

Policy levers we tested

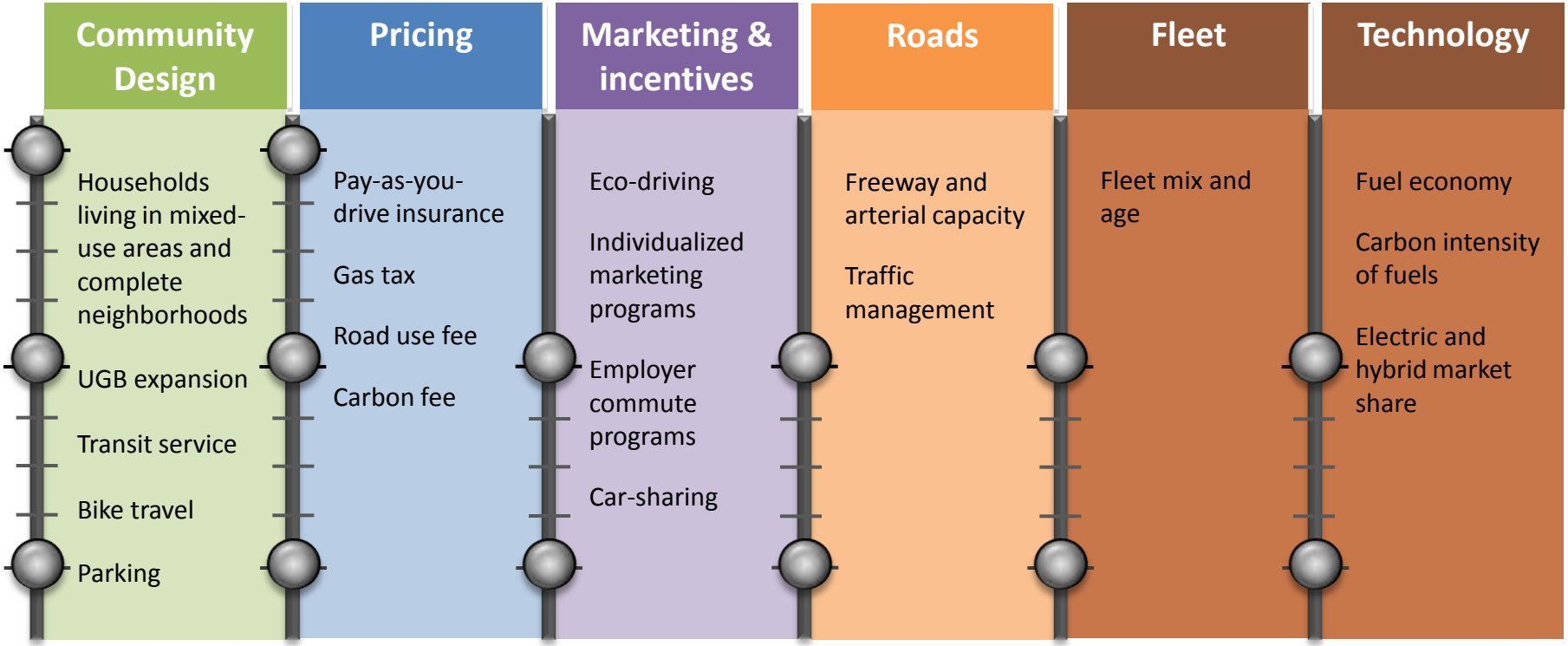
Testing levels of ambition

Note: *The state provided assumptions*

Metro

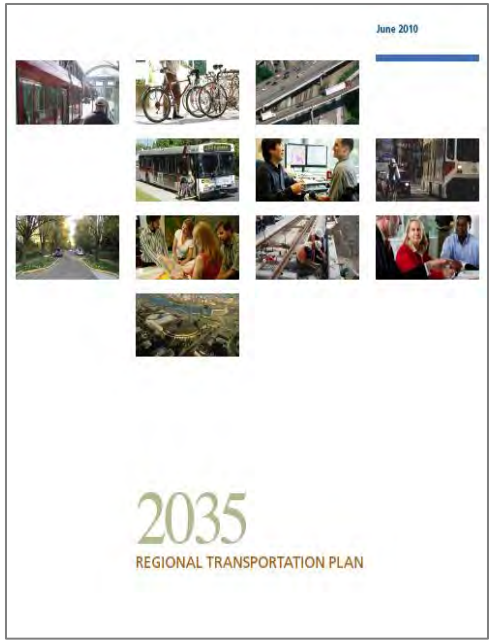
Packages of policies and actions

Testing bundles of “plausible” strategies



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
- Some designated urban reserves



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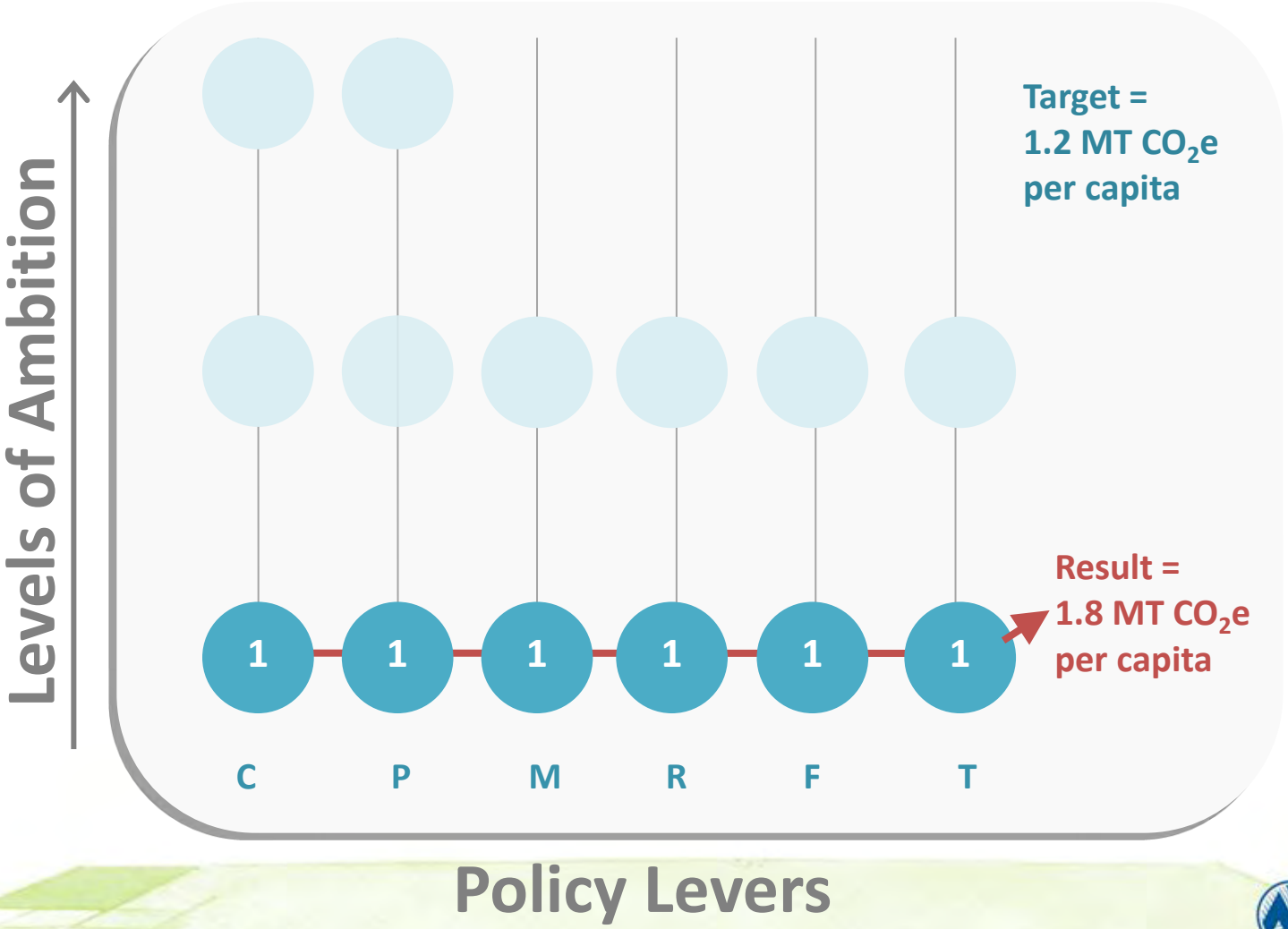
…Level 1 assumptions = current plans and policies

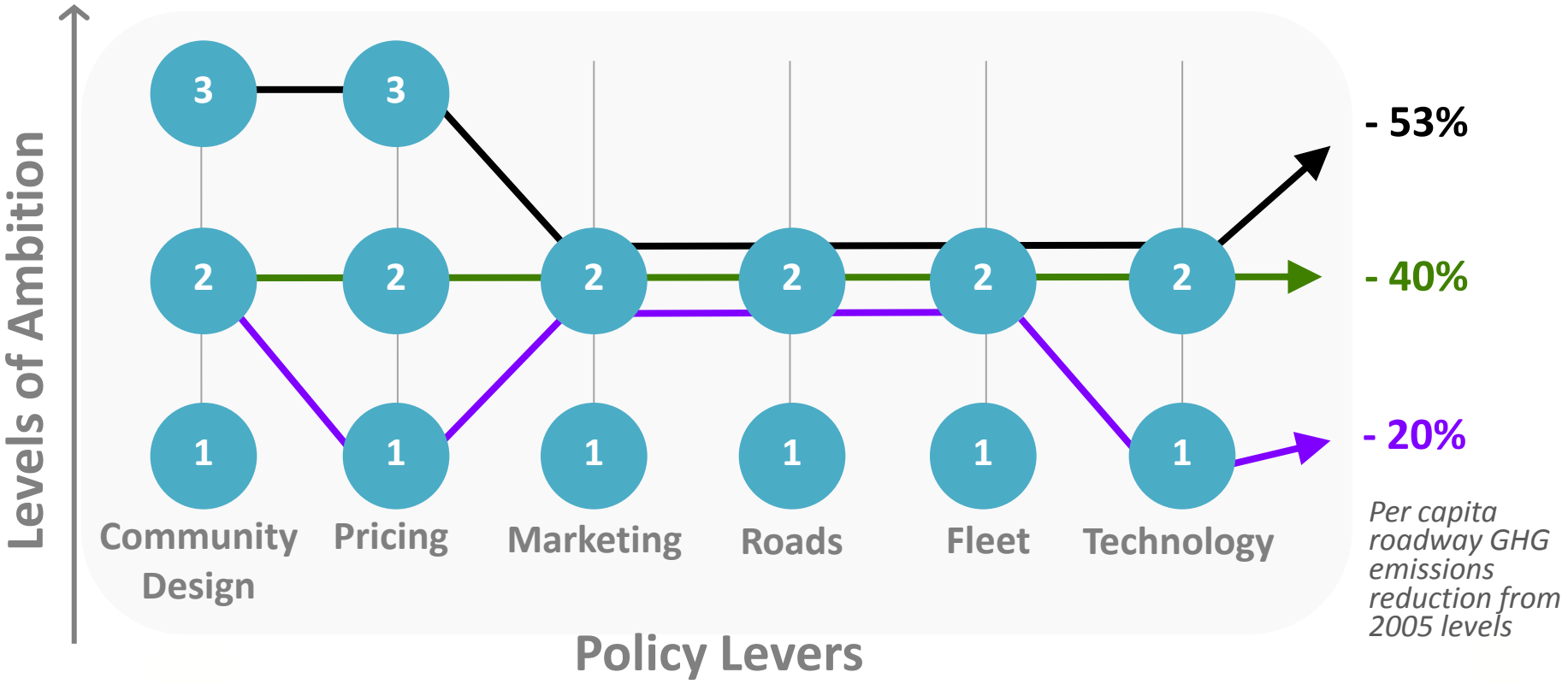
- Funding sources at current levels
  - Parking fees at 2005 prices and locations
  - State and federal gas tax (48 cents/gallon)
- Marketing and incentives programs at current levels
- Current fleet mix trend
- Technology slightly better than current policies

Current plans and policies on the right track, but won't meet target



Metro

Targets are achievable but will take more effort and bold action



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 action

…what we learned (so far)…

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 a mix of “sponsors” and funding sources
   - Action is needed at the local, regional, state and federal levels
   - Partnerships are key

Outcomes to be reported in Phase 1

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

Additional outcomes for Phase 2

Equity

- Access to affordable housing and travel options & essential services
- Public health

Economy

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

Environment

- Air quality
- Water consumption

Costs and savings

- Implementation
- Household and business

Moving Forward to Phase 2

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

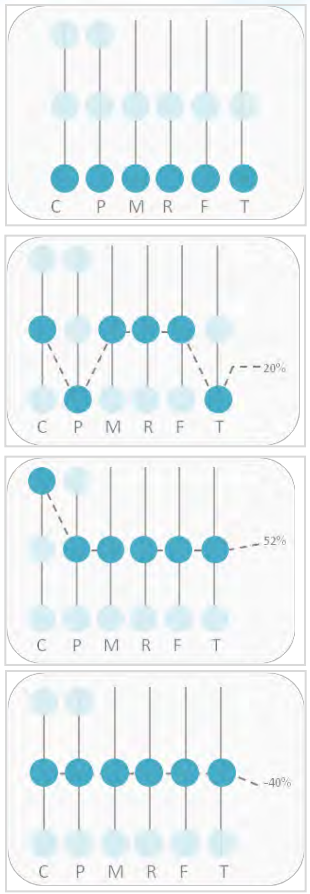
Next steps

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

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?



Climate Smart Communities Scenarios Project

Supplemental materials

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 • Research policy levers and strategies • Tool development	• Evaluation framework • Alternative scenarios • Tool integration & testing	• Preferred scenario • Update regional plans and policies
Communications & engagement	• Opinion research • Stakeholder interviews • Regional summit • Best practices research	• Design workshops • Other TBD	• Public comment period • Regional summit • Other TBD
Tools	• Metropolitan GreenSTEP • Strategy Toolbox	• Metropolitan GreenSTEP • Envision Tomorrow	• Metropolitan GreenSTEP • Regional travel model • MetroScope • MOVES

We are here.

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

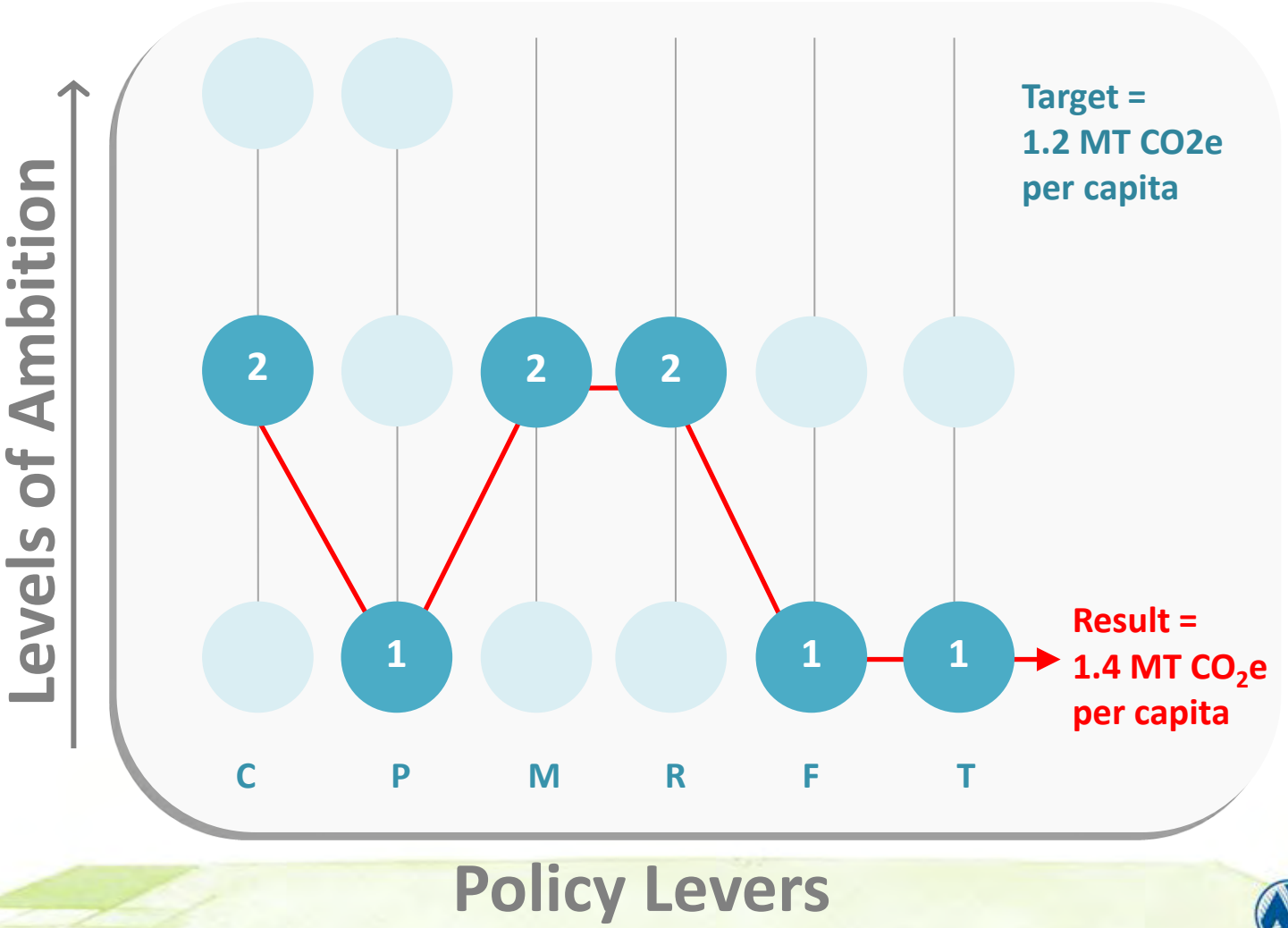
Metro

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

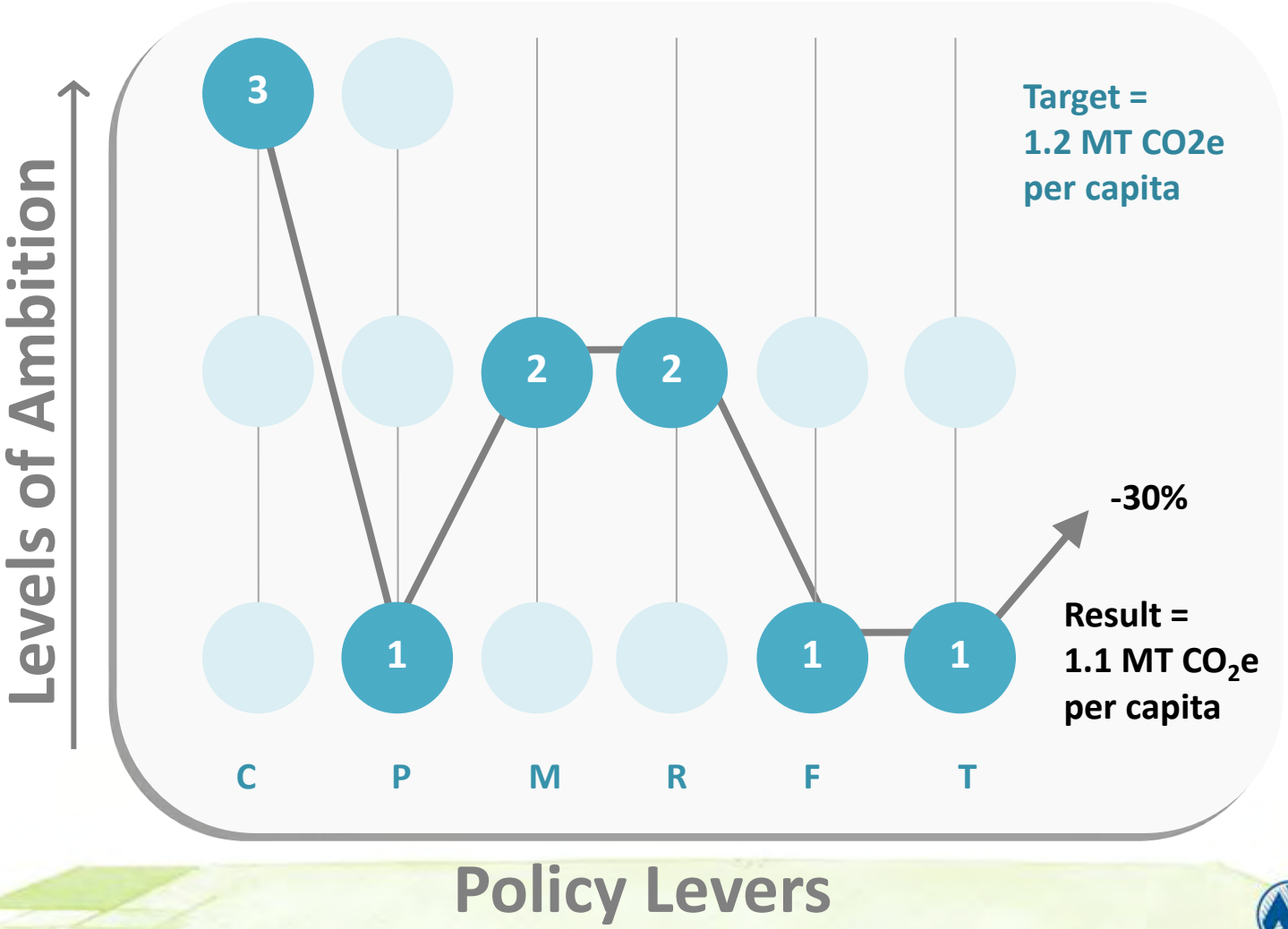
	Fuel Economy (mpg) cars & trucks	**Fleet Mix** (percent) cars & trucks	**Electric & Hybrids** (percent) cars & trucks	**Fuel Carbon Content** (percent reduction)
2005	29 & 21	57 & 43	0	0
2035	68 & 48	71 & 29	8 & 2	- 20

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

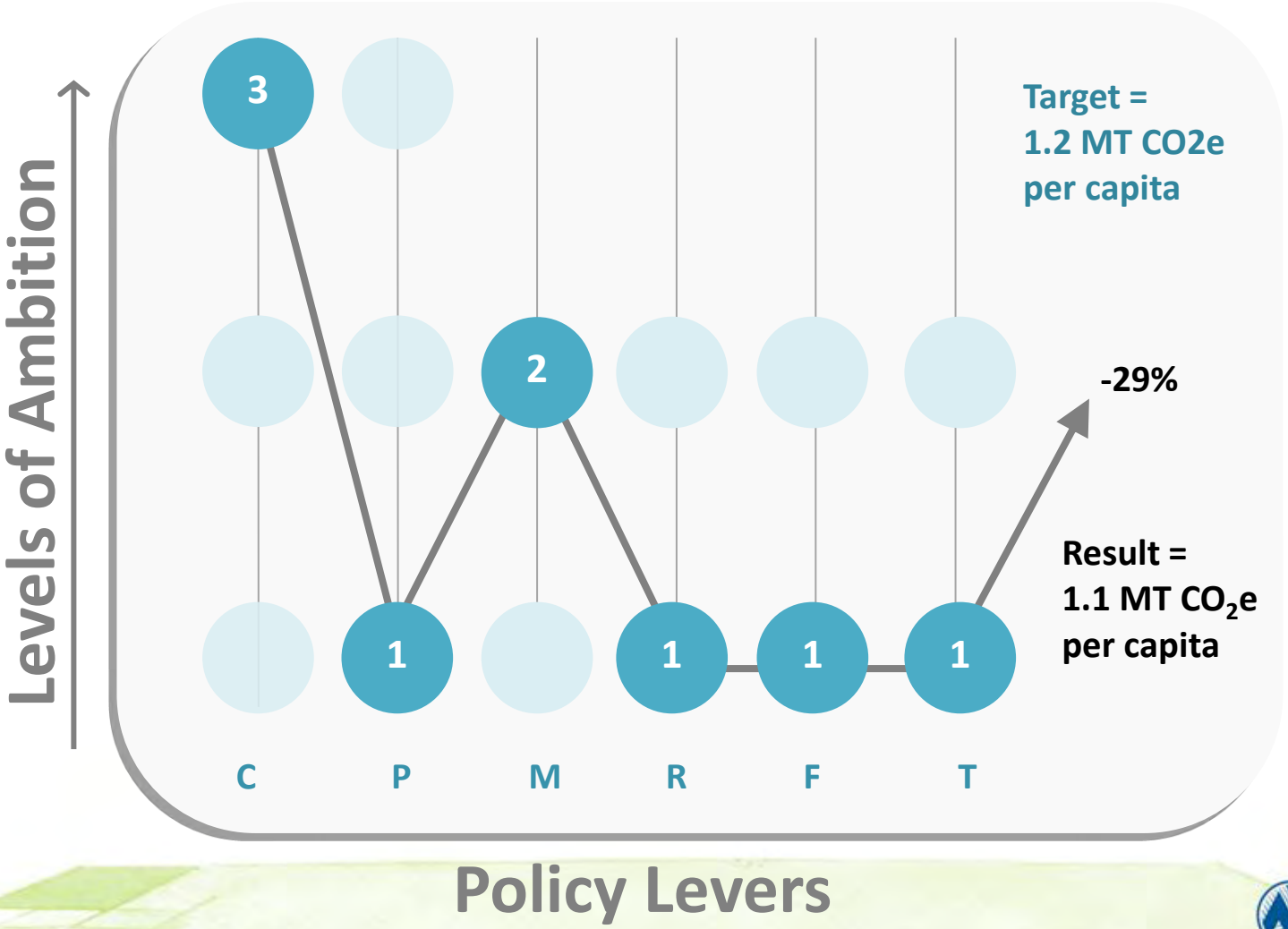
No new pricing, fleet or technology – community design level 2



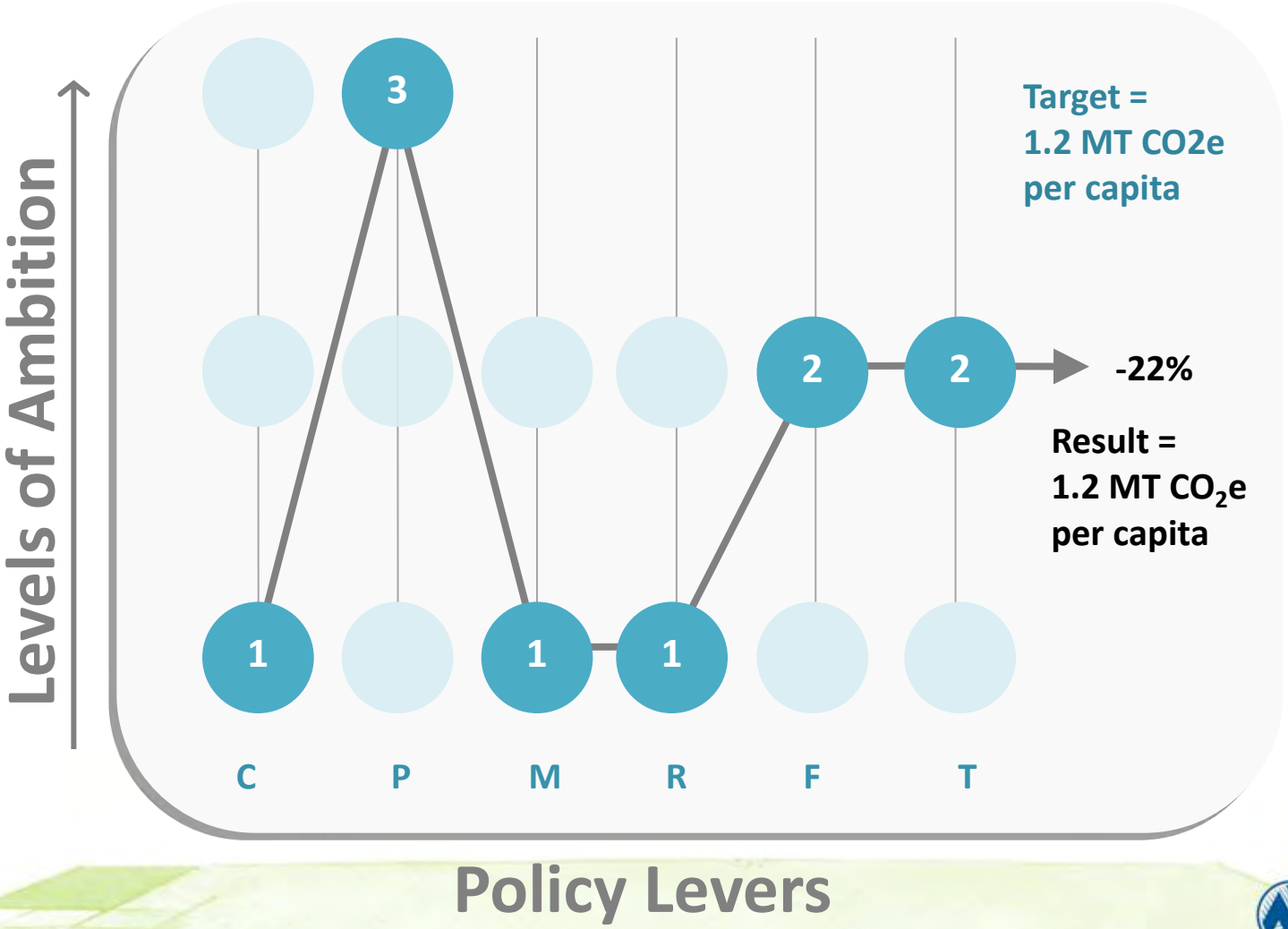
No new pricing, fleet or technology – community design level 3



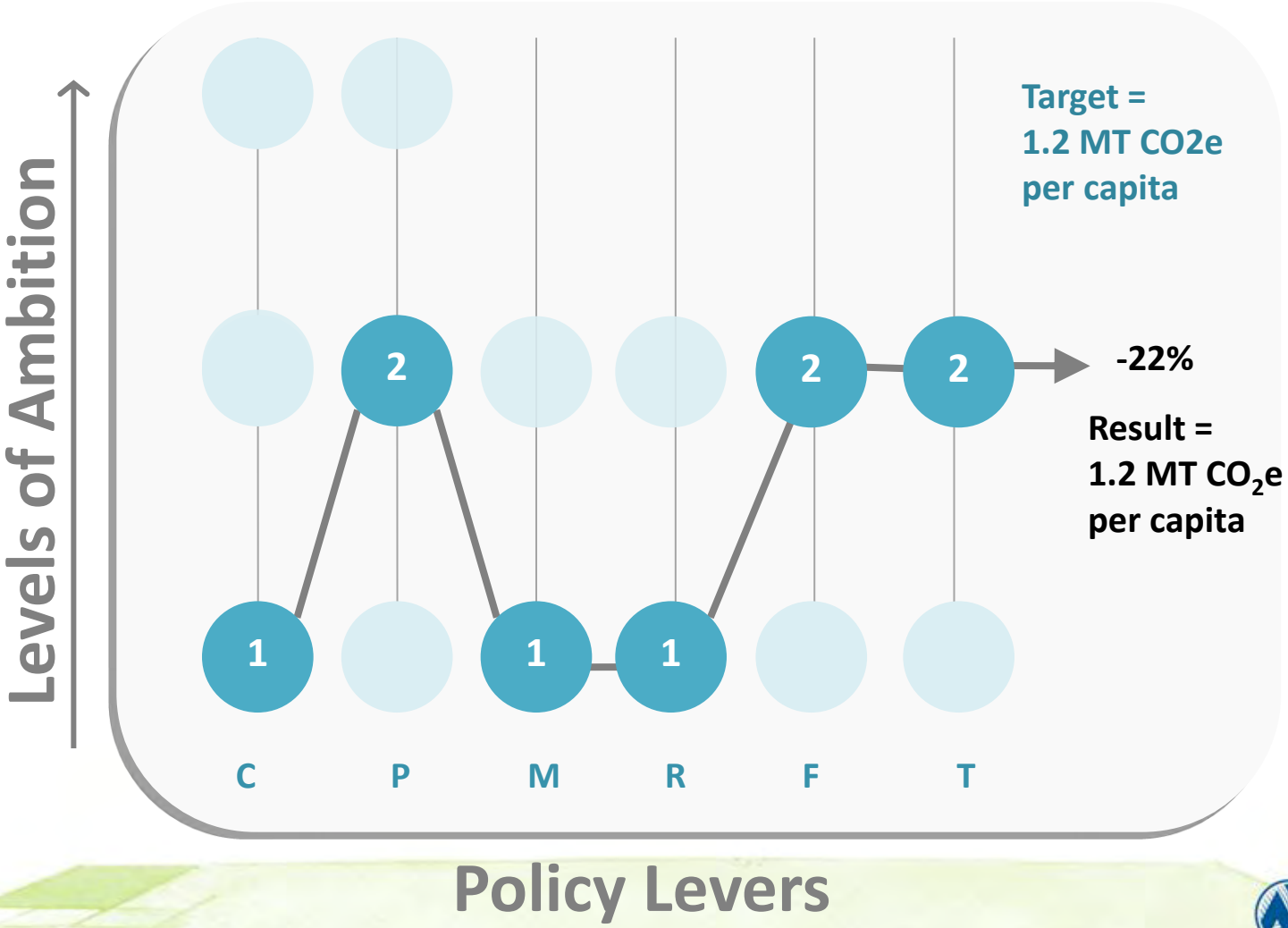
No new pricing, fleet or technology – community design level 3; 2035 RTP roads



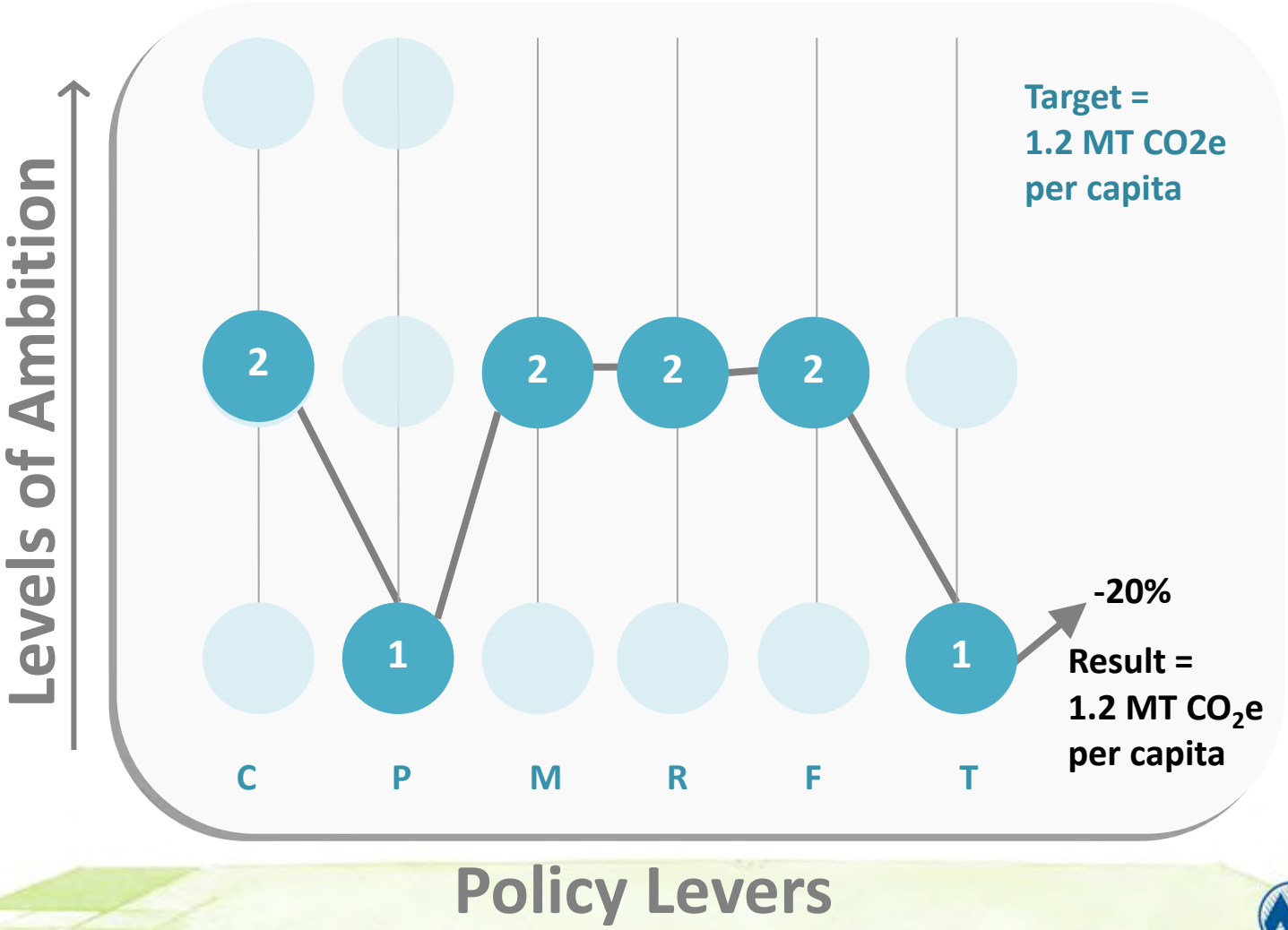
Most ambitious pricing, fleet and technology



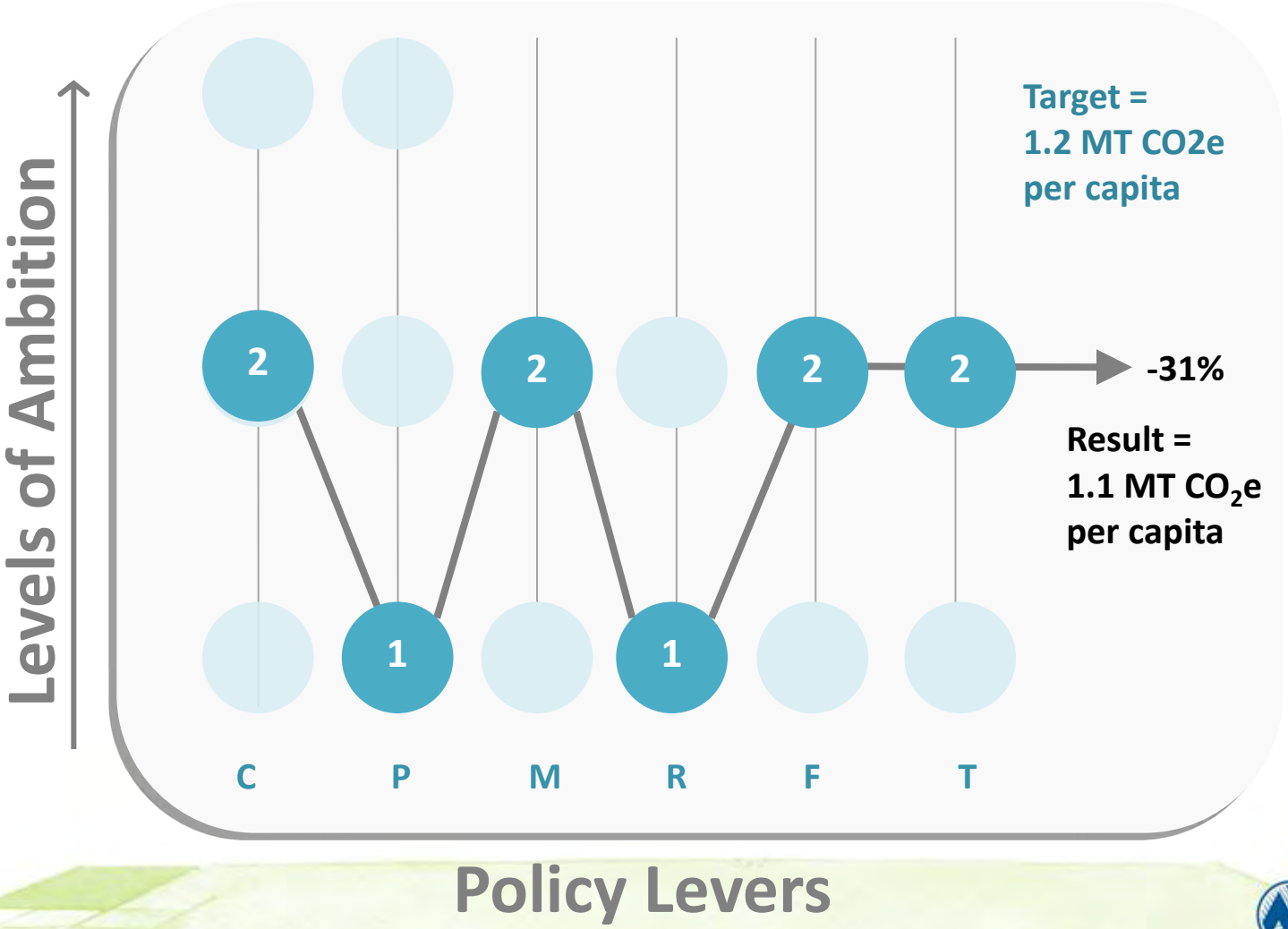
Current community design, marketing and RTP roads & new pricing, fleet and technology



More ambitious community design, marketing, fleet and no new roads



No new pricing, current RTP roads & more community design, marketing, fleet and technology



Most ambitious community design policies resulted in greatest reductions

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%

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

Metro | *Memo*

Date: November 1, 2011

To: Council, JPACT and MPAC Members & Interested Parties

From: Tom Kloster, AICP, Transportation Planning Manager

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

The attached comment letter was drafted based on an October 19 joint TPAC & MTAC workshop and subsequent TPAC discussion on October 28 of the proposed amendments to the Transportation Planning Rule (TPR) and Oregon Highway Plan (OHP). TPAC moved to endorse the draft for Council, JPACT and MPAC consideration. MTAC is scheduled to complete their review of the letter at their November 2 meeting.

The comments cover aspects of the TPR and OHP amendments where broad consensus on support existed for the draft language, or there was a consensus for the need to revise the draft text. Highlights include:

- Strongly endorse exempting local zone changes that are consistent with adopted plans from the 0060 TPR provisions
- Strongly endorse provisions allowing the creation of "multi-modal mixed use areas" or MMAs that exempt such areas from the 0060 TPR provisions
- Support special provisions for coordination with ODOT when interchanges are located inside an MMA, provided the ODOT determination is made locally
- Support OHP concept of alternative mobility policy based on corridors and multi-modal measures of travel
- Support shift from "standards" to "targets" when evaluating mobility as a means for creating more flexibility in heavily congested areas in our region
- Would like to see a commitment for the ODOT work program to carry amended OHP policies into other implementing documents (such as the highway design manual), and reconciling the new MMA designation in the TPR with ODOT's Special Transportation Area (STA) designation.

If approved and signed by the Council, JPACT and MPACT, these comments will be submitted to the OTC and LCDD. State legislation requires the OTC and LCDC to take respective actions on the proposed legislation by January 1, 2012.

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.

3. We support the higher standard for establishing MMAs in interchange areas as a way to protect regional and statewide travel interests, but this decision can best be made by local ODOT officials.

In the Metro region, our interchanges are a complex mixture of non-standard designs where it is often difficult to apply conventional design and safety standards. However, the Region 1 manager is well-versed in the issues and constraints presented by our interchanges, and should specifically be identified in the amended TPR as the person who provides written concurrence when included interchanges in an MMA.

Oregon Highway Plan Comments

1. We strongly support the proposed alternative mobility policy based 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) 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.

4. The proposed OHP revisions represent a major shift in state policy, but the new plan will rely on a series of implementing documents to carry this new direction to projects on the ground. Chief among these is the Oregon Highway Design Manual. In order to ensure full implementation of the revised OHP, the OTC should include a work program for ODOT to complete these related updates to the Oregon Highway Design Manual and other implementing documents.

5. The Rules Advisory Committee discussed the possibility of reconciling and consolidating the OHP provisions for reconciling Special Transportation Areas (STAs) with the new "multi-modal mixed use areas" (MMAs) provided in the TPR amendments. This needed work should also be

detailed by the OTC as a follow-up work program for ODOT in order to ensure full implementation of the revised OHP.

Again, we thank you for your leadership on these efforts, and look forward to working with you and your staff to begin implementing these important changes to the OHP and TPR in our region.

Sincerely,

signature	*signature*	*signature*
Tom Hughes, President *Metro Council*	Carlotta Collette, Chair *Joint Policy Advisory Committee on Transportation*	Charlotte Lehan, Chair *Metro Policy Advisory Committee*

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. Identified exceptions that are described more fully later in the rule. 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	Some performance standards are met by staying below the threshold, so the language was changed to be neutral about the direction.
(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.	
(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. 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 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: (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 ~~;~~ ~~(b) In~~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;	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 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: ~~(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;~~ (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~~c~~) 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; (c~~d~~) The amendment does not involve property located in an interchange area as defined in paragraph (4)(d)(C); and (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: (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. (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. (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. (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. (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* 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). *Option #2* 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: (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,	

Proposed Rule Text	*Explanations*
then local governments may also rely on the improvements identified in paragraphs (b)(D) and (E) of this section; or (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. (d) As used in this section and section (3): (A) Planned interchange means new interchanges and relocation of existing interchanges that are authorized in an adopted transportation system plan or comprehensive plan; (B) Interstate highway means Interstates 5, 82, 84, 105, 205 and 405; and (C) Interstate interchange area means: (i) Property within <u>one-quarter</u> ~~one-half~~ mile <u>of the exit ramp terminal intersection</u> of an existing or planned interchange on an Interstate Highway ~~as measured from the center point of the interchange~~; or (ii) The interchange area as defined in the Interchange Area Management Plan adopted as an amendment to the Oregon Highway Plan. (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; (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.

Proposed Rule Text	*Explanations*
uses which rely solely on auto trips, such as gas stations, car washes, storage facilities, and motels are prohibited; (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); (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 (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: (a) Any one of the following: (A) An existing central business district or downtown; (B) An area designated as a central city, regional center, town center or main street in the Portland Metro 2040 Regional Growth Concept; (C) An area designated in an acknowledged comprehensive plan	No changes proposed in (8). Included here for context.

Proposed Rule Text	*Explanations*
as a transit oriented development or a pedestrian district; or (D) An area designated as a special transportation area as provided for in the Oregon Highway Plan. (b) An area other than those listed in (a) which includes or is planned to include the following characteristics: (A) A concentration of a variety of land uses in a well-defined area, including the following: (i) Medium to high density residential development (12 or more units per acre); (ii) Offices or office buildings; (iii) Retail stores and services; (iv) Restaurants; and (v) Public open space or private open space which is available for public use, such as a park or plaza. (B) Generally include civic or cultural uses; (C) A core commercial area where multi-story buildings are permitted; (D) Buildings and building entrances oriented to streets; (E) Street connections and crossings that make the center safe and conveniently accessible from adjacent areas; (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; (G) One or more transit stops (in urban areas with fixed route transit service); and (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: (a) The proposed zoning is consistent with the existing comprehensive plan map designation and the amendment does not change the comprehensive plan map. (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: (a) The proposed zoning is consistent with the existing comprehensive plan map designation and the amendment does not change the comprehensive plan map. (b) The local government has an acknowledged TSP. (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

Proposed Rule Text	*Explanations*
	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. 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: (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: (c) The proposed zoning is consistent with the TSP assumptions about development of the area of the proposed amendment. Consistency means: (A) forecast annual daily traffic (ADT) in the acknowledged TSP is within twenty percent of current ADT in the impact area; and (B) the most recent acknowledged population forecast is within twenty percent of actual population of the jurisdiction. (d) The proposed zoning is not consistent with the TSP if: (A) the TSP assumed continuation of the current zone; (B) the TSP assumed the area would remain undeveloped throughout the planning horizon; or (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.

Proposed Rule Text	*Explanations*
(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. 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. 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: (A) is a map or text amendment affecting only land entirely within a multimodal mixed-use area (MMA); and (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: (A) with a boundary adopted by a local government as provided in subsection (d) or (e) of this section and that has been acknowledged; (B) entirely within an urban growth boundary; (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

Proposed Rule Text	*Explanations*
flexibility to meet the parking requirements (e.g. count on-street parking, allow long-term leases, allow shared parking); and	development regulations that mandate parking can be relaxed.
(E) located in one or more of the categories below: (i) at least one-quarter mile from any interchange exit ramp terminal intersection; (ii) within the area of an adopted Interchange Area Management Plan (IAMP) and consistent with the IAMP; or (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.	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. (A) The potential for operational or safety effects to the interchange area and the mainline highway, specifically considering: (i) whether the interchange area has a crash rate that is higher than the statewide crash rate for similar facilities; (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 (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.	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.
(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.	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

Proposed Rule Text	*Explanations*
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].	
(A) Create direct benefits in terms of industrial or traded-sector jobs created or retained by limiting uses to industrial or traded-sector industries.	The phrase "industrial or traded sector" and the definition of "industrial" come from SB 766.
(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.	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.
(ii) For the purposes of this rule, "traded-sector" has the meaning given in ORS 285A.010.	
(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.	
Option #1 (C) Notwithstanding paragraphs (A) and (B) of this subsection, an amendment complies with subsection (a) if all of the following conditions are met: (i) The amendment is within a city with a population less than 10,000 and outside of a Metropolitan Planning Organization. (ii) The amendment would provide land for "Other Employment Use" or "Prime Industrial Land" as those terms are defined in OAR 660-009-0005 (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. OAR 660-009-0005: (6) "Other Employment Use" means all non-industrial

Proposed Rule Text	*Explanations*
	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. … (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

Proposed Rule Text	*Explanations*
	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.	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.
(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: i. Proposed amendment. ii. Proposed mitigating actions from section (2) of this rule. 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. iv. Findings showing how the proposed amendment meets the requirements of subsection (a) of this section. v. Findings showing that the benefits of the proposed amendment outweigh the negative effects on transportation facilities.	

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 Regional Centers Town Centers Main Streets Station Communities	1.1	.99
Corridors[B] Industrial Areas Intermodal Facilities Employment Areas Inner Neighborhoods 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 I-205[C] I-84 *(east of I-205)* I-5 *(Marquam Bridge to Wilsonville)*[C] OR 217[C] US 26 *(west of Sylvan)* US 30 OR 8 *(Murray Blvd to Brookwood Avenue)*[C] OR 224[C] OR 47 OR 213 242nd/US26 in Gresham	.99	.99
Areas of Special Concern[D] Beaverton Regional Center Highway 99W *(I-5 to Tualatin Road)*	1.0 .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.

Proposed Amendments to the

Transportation Planning Rule & Oregon Highway Plan

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Timeline

- Sept 2010 - LCDC hears TPR concerns
- Jan 2011 - OTC and LCDC appoint joint committee
- April 2011 - Joint subcommittee issues recommendations
- June 2011 - SB 795 requires TPR & OHP changes by Jan 1
- Summer 2011 - TPR Rules Advisory Committee and OHP Technical Advisory draft revisions for public review
- Fall 2011 – Parallel OTC and LCDC review



Concerns

- ❖Barrier to Economic Development
- ❖Obstacle to mixed-use, compact development in urban areas
- ❖Doesn't address non-auto modes

Proposed TPR Amendments

Existing Provision	*Proposed Change*
Zone changes triggering the Section 0060 concurrency provisions	Zone changes consistent with adopted plans exempted from 0060
Full mitigation could be required for compliance with Section 0060	Partial-mitigation allowed when adding industrial or non-retail jobs
Upzoning in 2040 centers severely limited by existing congestion	Process set forth for exempting centers from Section 0060 trigger

Oregon Highway Plan Revisions

Existing Provisions	*Proposed Change*
Mobility policy set forth as standards	Mobility policy set forth as "targets"
Single level-of-service congestion policy based on traditional volume-to-capacity ratio	New provisions allow alternative performance measures and corridor-based performance
Small increases in projected traffic triggers conflict with highway plan	Much more latitude for ODOT to evaluate impacts in proportion to existing conditions, defining "no further degradation"

Next Steps

Oregon Transportation Commission

Hearing on OHP Amendments

November 16 (Silverton)

Land Conservation & Development Commission

Hearing on TPR Amendments & Adoption

December 8-9 (The Dalles)