 **Metro** | *Agenda*

Meeting: Metro Council Work Session
Date: Tuesday, February 2, 2016
Time: 2:00 p.m.
Place: Metro Regional Center, Council Chamber

CALL TO ORDER AND ROLL CALL

- | | | |
|----------------|-------------------------------------------------------------------------|-------------------------------------------------|
| 2:00 PM | 1. CHIEF OPERATING OFFICER COMMUNICATION | |
| 2:10 PM | 2. URBAN GROWTH MANAGEMENT NEXT STEPS: PROPOSED WORK PROGRAM | John Williams, Metro Ted Reid, Metro |
| 3:30 PM | 3. COUNCILOR LIAISON UPDATES AND COUNCIL COMMUNICATION | |

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ការគោរពសិទ្ធិពលរដ្ឋរបស់ ។ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬដើម្បីទទួលបានក្បួនលក្ខណ៍រើសអើងសម្រាប់ទស្សនាការសាធារណៈ www.oregonmetro.gov/civilrights។
បើលោកអ្នកត្រូវការការបកប្រែភាសានៅពេលអង្គប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1890 (ម៉ោង 8 ព្រឹកដល់ម៉ោង 5 ល្ងាច ថ្ងៃធ្វើការ) ប្រាំពីរថ្ងៃ ថ្ងៃធ្វើការ មុនថ្ងៃប្រជុំដើម្បីអាចឲ្យគេសម្រួលតាមសំណើរបស់លោកអ្នក ។

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Agenda Item No. 2.0

**URBAN GROWTH MANAGEMENT NEXT STEPS: PROPOSED
WORK PROGRAM**

Metro Council Work Session
Tuesday, February 2, 2016
Metro Regional Center, Council Chamber

METRO COUNCIL

Work Session Worksheet

PRESENTATION DATE: February 2, 2016

LENGTH: one hour

PRESENTATION TITLE: Urban growth management next steps: proposed work program

DEPARTMENT: Planning and Development

PRESENTER(S): John Williams, john.williams@oregonmetro.gov, 503-797-1635
Ted Reid, ted.reid@oregonmetro.gov, 503-797-1768

WORK SESSION PURPOSE & DESIRED OUTCOMES

Purpose:

Council has an opportunity to provide feedback on the proposed work program for next steps on urban growth management.

Outcome:

Council gives staff direction on the work program that will:

- Guide discussions of possible improvements to the region's urban growth management decision process; and,
- Guide the timing of the next urban growth report (UGR) and the Council's 2018 urban growth management decision.

TOPIC BACKGROUND & FRAMING THE WORK SESSION DISCUSSION

When the Metro Council made its latest urban growth management decision in November 2015, the Council directed staff to come back in early 2016 to seek guidance on a proposed work program for the Council's next urban growth management decision. The attached memo describes a proposed work program. Staff is seeking Council's direction on the proposed work program.

QUESTIONS FOR COUNCIL CONSIDERATION

Please see the attached memo, which poses questions for the Council.

PACKET MATERIALS

- Would legislation be required for Council action Yes No
- If yes, is draft legislation attached? Yes No
- What other materials are you presenting today?

Memo to Council from John Williams, Ted Reid, and Jeff Frkonja.



Date: January 22, 2016
To: Metro Council
From: Ted Reid, Principal Regional Planner, Planning and Development
John Williams, Deputy Director Planning & Development
Jeff Frkonja, Research Center Director
Re: 2018 urban growth management decision: staff recommendations on work program

Overview

Following Metro Council direction, staff is developing several proposed work programs related to urban growth management. This memo seeks to summarize staff proposals for the two new work programs and requests direction from Council.

Summary of Metro Council direction to date

Based on the direction that the Metro Council provided in its November 2015 urban growth management decision, there are four main work programs related to urban growth management:

1. Seek urban and rural reserves acknowledgement – Metro staff is directed to continue working with Clackamas County and Multnomah County to finalize urban and rural reserve designations and to seek acknowledgement of reserves from the Land Conservation and Development Commission as soon as possible.
2. Ongoing reporting and dialogue – Metro staff is directed to monitor and report on housing and job trends on an ongoing basis, including implementation of the Regional Snapshots program, and to work with regional partners to increase knowledge about housing market preferences through additional market research and analysis.
3. Continue Metro’s leadership in growth management policy – In its 2015 decision, the Council said Metro would convene its regional partners to explore possible improvements to the region’s growth management process.
4. Produce a 2018 Urban Growth Report – The Metro Council directs Metro staff to produce a new draft urban growth report before the end of 2018.

The Metro Council has been actively participating in urban and rural reserves (work program 1) discussions and hearings. Work on data acquisition and the Regional Snapshots program (work program 2) is under way, so this memo focuses on work programs three and four, which have not yet begun. For reasons described in this memo, staff recommends that policy discussions focus on possible improvements to the region’s urban growth management process for housing (work program 3) rather than the 2018 UGR (work program 4).

Proposed timelines for growth management work program elements through 2018

| | First half 2016 | Second half 2016 | First half 2017 | Second half 2017 | First half 2018 | Second half 2018 |
|------------------------------------------------------------------------------|-----------------|------------------|-----------------|------------------|-----------------|----------------------------------------------|
| Urban and rural reserves acknowledgement | End date TBD | | | | | 2018 urban growth management decision |
| Regional Snapshots program | Ongoing | | | | | |
| City concept planning for urban reserves | Ongoing | | | | | |
| Policy discussions on improvements to the region's growth management process | Ongoing | | | | | |
| Improvements to technical tools | Ongoing | | | | | |

Explore possible improvements to the region's urban growth management process

Context

The region's current urban growth management process was designed during an era when the feasibility of greenfield development was a foregone conclusion and redeveloping downtowns and transportation corridors was an aspiration. State law assumes that the region's long-term housing "needs" and "capacity" can be quantified by relatively simple methods and that the availability of land will result in housing that addresses people's needs and budgetary realities.

However, with increasingly scarce funding for new infrastructure, especially for transportation, demographic changes, and ongoing development challenges in past UGB expansion areas, most of the region's growth is occurring in existing urban areas – in keeping with adopted city, county and regional plans. Changes in urban form and more-complex real estate markets speak to the need for continual improvements to technical tools.

The current growth management system, with its focus on the mandated growth capacity analysis, expends much effort on position-based debates about analytic outputs and less energy devising practical solutions for providing quality and affordable housing that is in keeping with adopted plans. Discussions of values are often confused with a debate over "the numbers" in unproductive ways, forestalling needed attention to pragmatic policy solutions to address the challenges of housing development. Conversely the value-driven discussion has at times complicated efforts to produce defensible analytic outputs.

In this context, some cities have the desire and ability to produce housing in modestly-sized UGB expansion areas. Modest UGB expansions into urban reserves can be consistent with regional and local plans and the Metro Council has indicated its interest in exploring process improvements that produce practical policy outcomes. In parallel, continued analytic improvements can be designed and implemented in ways that keep mandated analysis valid, relevant, and meaningful.

Proposed concept for process improvements

Acknowledgment of urban and rural reserves – when complete – will represent an important milestone for our region and can change the way the region manages growth going forward. Unlike the past, we will have already decided as a region where the region may grow for the next several decades. With the debate about the region’s potential urban footprint settled, Metro could refocus dialogue on the ingredients needed to get housing built (including city governance, infrastructure finance and market feasibility). The Metro Council has indicated that it is interested in looking at those ingredients, but to consider them when making growth management decisions could require that Metro change its process or could require that state laws and rules be updated.

The proposed process would focus on housing rather than employment land needs since, under state law, Metro already has a fair amount of discretion for addressing employment land needs. Likewise, Metro has adopted code provisions that allow council consideration of needs for large industrial sites in a fast-track process outside of the six-year urban growth management cycle.

Proposed process problem statement

Staff is seeking Council’s direction on this proposed problem statement:

Under the existing policy and legal framework, it is no longer clear how Metro could identify a purely technical need for modest residential UGB expansions for the foreseeable future. Yet, there may be other compelling reasons to consider modest expansions into urban reserves when there is a city that can govern and finance the area and that is also working diligently to implement plans for existing urban areas.

Proposed guiding principles for evolving the region’s growth management process for housing

Pending council’s direction, the guiding principles listed below would be used to frame the Metro Council’s interests in policy discussions. These draft guiding principles are derived from the July 2015 Chief Operating Officer recommendation on the council’s urban growth management decision.

- Consistent with Oregon’s land use planning program, locally-adopted community plans and the public’s core values, the region remains committed to focusing most housing growth in its existing downtowns, main streets, corridors and station communities.
- Acknowledged urban reserves represent the maximum residential urban footprint for the region through the year 2060. Consistent with existing law, urban reserves will be revisited in 2031.
- Rural reserves will remain off limits to urban development through at least the year 2060.
- Carefully made residential UGB expansions into acknowledged urban reserves are consistent with the 2040 Growth Concept and can support its implementation.
- As previous growth management discussions illustrate, identifying a regional need for residential UGB expansions, as required under existing state law, includes both policy and technical elements.

- UGB expansion requests made by cities will be considered in a regional dialogue, with recommendations made by the Metro Policy Advisory Committee (MPAC) and decisions made by the Metro Council.
- UGB expansions into urban reserves will be considered based on the practical outcomes that they could produce for the region and requesting city. Policymakers will consider factors addressing topics such as governance, finance, market, housing choice, affordability, and how to best achieve development in centers, corridors, main streets and station communities.
- Metro will continue to improve data and forecasting tools used for mandated growth analysis, design ways for those tools to better inform the planning process as it evolves, and meaningfully engage stakeholders in those technical efforts.

Proposed process engagement framework

Staff recommends that a first step is to convene a regional discussion with a committee chaired by Council President Hughes or a Metro Councilor and that includes Metro councilors, MPAC members and key stakeholders. Staff suggests that this process begin in spring 2016. The Metro Council would have periodic work sessions to discuss topics that are emerging in the subcommittee with the intent of clarifying Metro’s position when needed. Likewise, MPAC would be given periodic updates on subcommittee discussions. Generally, the proposed sequence for discussions would be as follows:

| Time period | Topic or action |
|------------------------------------------------|------------------------------------------------------------------------|
| 1 st quarter 2016 | Agreement on problem statement |
| 2 nd quarter 2016 | Agreement on guiding principles |
| 2 nd – 3 rd quarter 2016 | Discussion of possible mechanisms for addressing the problem statement |
| 3 rd quarter 2016 | Committee recommendation to MPAC on process improvements |
| 4 th quarter 2016 | MPAC recommendation to Council on next steps |
| 4 th quarter 2016 | Metro Council direction to staff on next steps |

Continued analytic improvements

Many valuable improvements were made to prepare the forecast and data tools for the 2014 UGR. Metro Research Center and Planning and Development staff will continue to work with external stakeholders to update data, data-driven monitoring efforts, and forecast models and will return to Metro Council for further discussion and direction on technical topics.

Direction sought from the Council

- Does council agree with the proposed process problem statement as a beginning point for discussions?
- Does council agree with the proposed guiding principles as a beginning point for discussions?
- Does council agree with the proposed engagement framework?

2018 urban growth report

Policy and technical contexts

To date, staff has not heard significant interest in considering the different regional growth patterns and investments that would be required to achieve a markedly different housing mix than what was forecast

in the 2014 UGR. For this reason, staff recommends that the 2018 UGR be completed with a few incremental, data-driven upgrades to the analysis methods used for the 2014 UGR. The incremental technical steps can be implemented in parallel with efforts in the process track and conducted with a technical engagement process that could help to allay disagreements similar to those that arose in response to the results of the 2014 analysis, freeing time for regional policy and process discussions.

Timing of the 2018 UGR and growth management decision

Staff recommends releasing a draft UGR in the summer of 2018, followed by a Metro Council urban growth management decision by the end of 2018. Staff also proposes that less Council and MPAC meeting time be devoted to discussing the technical elements of the 2018 UGR than was devoted to these topics in the 2014 UGR and 2015 urban growth management decision. This could be facilitated by channeling technical discussions into a staff-level technical advisory committee. Staff recommends this approach for the following reasons:

- The experience of the 2014 UGR and 2015 urban growth management decision indicates that disagreement about the UGR's technical assumptions is inevitable. Giving those debates a forum that advises on Metro technical tool enhancements will provide a more-productive outlet for such discussions and allow council and stakeholders to emphasize policy track engagement.
- Staff and the council will be able to focus on the discussion of possible improvements to the region's housing growth management process during 2016 and early 2017.

Direction sought from the Council

- Does Council agree with staff's recommendation to pursue incremental, data-driven upgrades to the analysis work completed in the 2014 UGR?
- Does Council agree with staff's recommendation that staff produce a draft 2018 UGR by summer 2018 in anticipation of the Metro Council completing an urban growth management decision by the end of 2018?

Metro guide

2015 growth management decision

What is this guide?

This guide explains the reasons behind the Metro Council's decision to not expand the urban growth boundary in 2015.

The region is changing.

How we change says a lot about what we value. The Metro Council's decision reflects changing trends in our population and economy, and makes a commitment to creating housing and job choices in places where we've already planned for growth, while protecting farms and forests at the region's edge.

When will Metro next consider the urban growth boundary?

The Metro Council plans to take another look at the urban growth boundary in 2018 – three years sooner than required under state law.



PREPARING FOR CHANGE

Holding the urban growth boundary

As the Portland region grows, how can we create housing and job opportunities that fit people's needs while protecting the farms and natural places that make this a great place to live? That's the purpose of the Portland region's urban growth boundary.

The urban growth boundary was first created in 1979. Every six years, state law requires Metro to assess whether there is a need for more land inside the boundary to make room for the next 20 years of housing and job growth. Since 1979, the Metro Council has expanded it by around 32,000 acres – an area the size of six Forest Parks or two Hillsboros.

In November 2015, the Metro Council decided unanimously to not expand the growth boundary for the first time. This completed a 2-year process with extensive public input and technical review of the analysis supporting the decision.

The Council's decision reflects communities' success around the region in planning for growth and supporting investment in vacant or neglected properties in downtowns and along major transportation routes. It also reflects changing needs of households in the region and ongoing challenges in producing housing and jobs in areas added to the boundary in the past.



Why the Metro Council decided not to expand the growth boundary in 2015

The Portland region is growing. But that growth looks different – which means our land needs do, too.

The region’s quality of life and strong economy will continue attracting people.

About 400,000 additional people are expected inside the regional boundary between 2015 and 2035. That’s more than currently live in Hillsboro, Gresham, Beaverton and Tigard, combined.

About two-thirds of the region’s population growth comes from migration, primarily from California and Washington.

By 2035, Metro expects about 195,000 more households – that is, one or more people living in a single house or apartment – in the region.

Most of this population growth is expected to occur in downtowns and along transit corridors around the region, with a large share within Portland’s city limits.

A changing population needs different kinds of housing.

Those new households will be smaller, older and have less spending power than our growth in the past. Sixty-eight percent will have one or two people. Fifty percent will be headed by someone 65 years or older. Sixty percent will have annual income of less than \$50,000.

More new housing will be apartments and condos, but most homes will still be single-family houses.

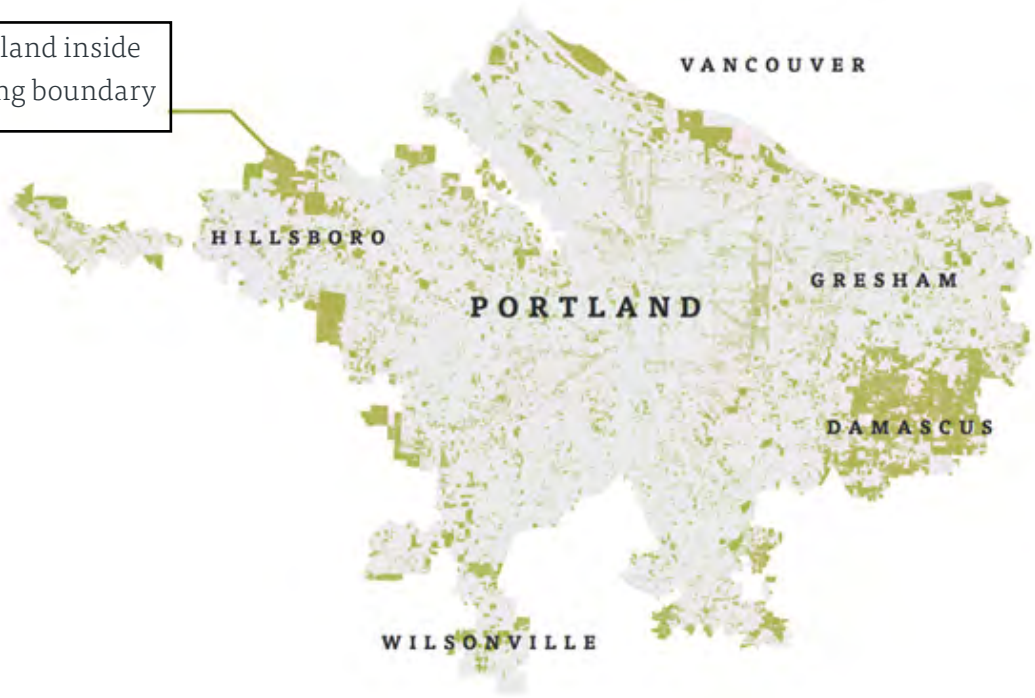
Today, most people in the Portland region live in single-family houses. About two-thirds of housing units in the region are single-family houses.

In 20 years, most people will still live in single-family houses, but the split will have shifted somewhat: Sixty percent of housing units will be single-family in 2035.

In short, we have enough land.

Existing city and county plans – and the amount of vacant or developable land already inside the boundary – provide more than enough room for all the new housing we expect to need over the next 20 years.

Buildable land inside the existing boundary



Job growth is expected to continue. Some fields will do especially well.

About 260,000 additional jobs are expected inside the regional boundary between 2015 and 2035.

Job growth is expected to be particularly strong in health care (18 percent of the new jobs), construction (11 percent of the new jobs) and professional services such as architecture, engineering and legal (9 percent of the new jobs).

The region is expected to maintain its historic strength in manufacturing, but this sector will only account for 1 percent of the new jobs.

There is enough room in the boundary for the jobs we expect.

There are thousands of acres of employment land, both vacant and redevelopable, already inside the boundary. There are 6,790 buildable industrial acres inside the boundary – that’s like 10 downtown Portlands.

There are also 3,750 buildable commercial acres –that’s like the retail area of 100 Washington Square malls.

Challenges to address

The Portland region is not exempt from many of the challenges cities and regions across the country are facing today, including many places that don’t have urban growth boundaries.

Even if the growth boundary expanded this year, these would still be challenges to address. Among them:

- How do we create and protect housing options that fit people’s budgets and preferences, while protecting qualities of existing neighborhoods?
- How do we build stable middle-income jobs and help more people have access to them?
- How do we pay for roads, pipes and basic infrastructure for new development, while also maintaining our existing infrastructure?
- How do we get more job land ready for development, clean up polluted sites, attract new employers and retain the employers already here?

In making its 2015 growth management decision, the Metro Council recognized these challenges and agreed to keep working with local governments, non-profits, businesses and the public to find solutions.

About Metro

Clean air and clean water do not stop at city limits or county lines. Neither does the need for jobs, a thriving economy, and sustainable transportation and living choices for people and businesses in the region. Voters have asked Metro to help with the challenges and opportunities that affect the 25 cities and three counties in the Portland metropolitan area.

A regional approach simply makes sense when it comes to providing services, operating venues and making decisions about how the region grows. Metro works with communities to support a resilient economy, keep nature close by and respond to a changing climate. Together we're making a great place, now and for generations to come.

Metro Council President
Tom Hughes

Metro Council
Shirley Craddick, District 1
Carlotta Collette, District 2
Craig Dirksen, District 3
Kathryn Harrington, District 4
Sam Chase, District 5
Bob Stacey, District 6

Auditor
Brian Evans

More information on the urban growth boundary can be found at oregonmetro.gov/ugb



Next steps for managing our growth

A lot of attention gets paid to the decision about whether to expand the urban growth boundary. But it's just a small part of what local and regional leaders do to create housing and job opportunities for the residents of today and tomorrow. When making its growth management decision, the Metro Council also agreed to keep working with partners around the region on these vital efforts.

The Council also included these directions for Metro staff:

1. Take another look at the urban growth boundary in three years.
2. Continue working with Clackamas County and Multnomah County to finalize a 50-year plan for where we will grow if urban growth boundary expansions are needed, and get approval of that map from state regulators. (Washington County's portion of the map is already final.)
3. Work with partners to explore possible improvements to the region's growth management process.
4. Monitor and report on housing and job trends on an ongoing basis, including through regular Regional Snapshots, and work with regional partners to complete more research on housing preferences and needs.

Stay informed: Regional Snapshots


Everyone who lives in this region has a stake in its future. And the future can change quickly. Metro's new Regional Snapshots program tracks key issues like housing, jobs and transportation.

Every quarter explores a different topic, using infographics, interviews with experts and residents, and thought-provoking conversations and events.

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Materials following this page were distributed at the meeting.

 **Metro** | *Agenda*

Meeting: Metro Council Retreat
Date: Tuesday, February 9, 2016
Time: 2:00 p.m.
Place: Oregon Convention Center, VIP Suite D

CALL TO ORDER AND ROLL CALL

- 1. INTRODUCTION AND BACKGROUND**
- 2. 5-YEAR FORECAST**
- 3. EMERGING BUDGET POLICY DECISIONS**
- 4. BREAK**
- 5. COUNCIL DISCUSSION AND DIRECTION**
- 6. NEXT STEPS AND DEBRIEF**
- 7. ADJOURN**

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សេចក្តីជូនដំណឹងអំពីការមិនរើសអើងរបស់ Metro

ការគោរពសិទ្ធិពលរដ្ឋរបស់ ។ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬដើម្បីទទួលបានក្បួនលំអររើសអើងសូមចូលទស្សនាការប្រកាស www.oregonmetro.gov/civilrights។
បើលោកអ្នកត្រូវការការបកប្រែភាសានៅពេលអង្គប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1890 (ម៉ោង 8 ព្រឹកដល់ម៉ោង 5 ល្ងាច ថ្ងៃធ្វើការ) ប្រាំពីរថ្ងៃ ថ្ងៃធ្វើការ មុនថ្ងៃប្រជុំដើម្បីអាចឲ្យគេសម្រួលតាមសំណើរបស់លោកអ្នក ។

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Metro txoj kev ntxub ntxaug daim ntawv ceeb toom

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Metro | Memo

Date: Wednesday, January 27, 2016
To: Metro Council
Cc: Council Policy Coordinators
From: Elissa Gertler and Lake McTighe, Planning and Development
Subject: Draft Metro comments on the Draft Oregon Bicycle and Pedestrian Plan

At the Tuesday, February 2, Council work session, Chief Operating Officer Martha Bennett will present the attached draft comment letter during COO Communications. Council will be asked to consider whether they would like to submit this or a revised comment letter to the Oregon Transportation Commission.

The Draft Oregon Bicycle and Pedestrian Plan is open for public comment until February 18, and can be accessed on ODOT's website. Metro staff participated on the technical advisory committee and provided comments throughout the development of the plan. While there are many areas of the plan that could be stronger, clearer, and more actionable, the focus of this comment letter is on elements of the plan that could potentially hinder the region from implementing adopted regional plans.

Please contact Lake McTighe, x1660, if there are any questions prior to the February 2, work session.



Metro | *Making a great place*

February XX, 2016

Oregon Transportation Commission
355 Capitol Street NE, MS #11
Salem, OR 97301-3871

Re: Metro Comments on the Draft Oregon Bicycle and Pedestrian Plan

Dear Chair Baney:

Updating the 1995 Oregon Bicycle Plan is an important step towards achieving our statewide transportation vision and goals. As you know, increasing levels of walking and bicycling is critical to our economic, environmental and community well being.

We appreciate that the draft plan is evolving to recognize that the state has an interest in identifying and developing a bicycle and pedestrian network of statewide significance, which is defined not by whether that network is on ODOT facilities, but by outcomes achieved. However, since the plan does not take the step of defining that network we recommend that the state recognize the region's adopted bicycle and pedestrian networks as of statewide significance until the network is defined.

Having clarity on the defined network is critical because state funding processes will look to this and other modal plans for guidance on where and how to effectively allocate funding to achieve adopted policies and plans. Without clarity on what the network is, it is likely that ODOT facilities will be identified as the default, whether or not they are the most critical investment areas. This is supported by policy direction in the Oregon Highway Plan that directs the state to prioritize funding local projects that improve the operation of the state highway system, though not necessarily walking and bicycling (Policy 2.B). At the same time, the draft plan does not clearly articulate how ODOT will implement the plan on its own facilities, including those that are on the regional bicycle and pedestrian networks.

Provided in an addendum are specific elements within the plan that may conflict with implementing our region's active transportation plan, and that we hope will be addressed in the final draft. We appreciate the opportunity to have been involved in this process from the beginning and that the OTC included Metro staff on the Technical Advisory Committee. This plan is an important tool in achieving statewide goals and objectives. Please consider these comments in the context of the Metro Council's support of ODOT's continuing efforts to improve walking and bicycling in Oregon.

Sincerely,

Name
Position and/or program

ADDENDUM

1. The plan includes a set of criteria to identify and prioritize "Regional Paths" in Policy 2.6 that would omit some of the trails (proposed and constructed) identified in Metro's adopted Regional Trail Plan.

We request that the criteria be changed, removing the specific mileage lengths (second bullet) and population densities (third bullet) so as not to exclude proposed or constructed regional trails in adopted regional plans.

2. The plan does not clearly articulate specific ODOT actions for implementing the plan on ODOT roadways and trails, including those that are identified on the regional pedestrian and bicycle networks. The plan also removes the state bicycle and pedestrian system map found in the 1995 plan. Furthermore, the plan removes strong and clear language found in the 1995 plan that provides policy direction regarding the role of ODOT facilities in pedestrian and bicycle networks. These elements are important to completing the gaps and deficiencies on the state roadways that are also part of the regional bicycle and pedestrian networks in the Portland metropolitan region.

We request that the implementation chapter include clear, actionable items tied to timelines that ODOT will take to implement the plan on state highways. We also request that the plan include a state bicycle and pedestrian system, map, similar to the system map in the Oregon Highway Plan. Finally, we request that the plan retain elements from the 1995 plan that provide policy direction regarding the role of state highways in pedestrian and bicycle networks, for example, such as: "In most cities, state highways serve as major arterials, potentially the most important element of a complete network of bikeways and walkways. They are the backbone ..."

3. In Chapter 4, under State Needs, the plan states that the methods for measuring progress of system completeness on ODOT facilities may change *"Historically, ODOT measures progress in providing pedestrian and bicycle facilities by looking at system coverage. The analysis assumes that bikeways are needed on 100 percent of the highway system within urban growth boundaries, and that sidewalks are needed where adjacent development is likely to generate pedestrian activity. This assumption of coverage focus may evolve over time."* This assertion, combined with the fact that system completeness is not included in the plan's performance measures is worrisome, given that state highways are important elements of the regional bicycle and pedestrian networks and still have many gaps and deficiencies.

We request that alluding to changing the way system completeness is measured be removed from the plan, or that more information be provided explaining why, when and how the current method of measuring system completeness would be changed. Additionally, we request that system completeness be included in the plan's performance measures; percent of urban highways with bike lanes and sidewalks is currently tracked in ODOT's Key Performance Measures so should be easy to include in the plan.

4. Strategy 8.2A, and the related prioritization framework and implementation strategy in Chapters 4 and 5, includes a set of prioritization criteria for *"identifying and investing in pedestrian and bicycle projects."* Providing a strategy for implementation is imperative; however, the criteria are somewhat unclear and rigid. For example, including specific project types, such as bicycle and pedestrian bridges, and defining them as elaborate in the criteria is not helpful. Context should determine whether a specific type of project is a

critical connection, elaborate, or solving a safety issue. Nor is ranking “completing the system” as a lower priority than “add critical connections” helpful in prioritizing since filling gaps is essentially helping to complete the system. As written, the criteria and prioritization framework could conflict with implementing regional and local identified priorities.

Additionally, it is not clear how or when the criteria will be applied; the plan states that *“the intent of Strategy 8.2A is not to be a sequential hierarchy,”* but then continues to state that *“in any given funding cycle investments should be tied to the prioritization categories listed in Strategy 8.2A, with more focus on addressing maintenance needs, safety issues, and critical connections, then to completing the system and beneficial but elaborative investments.”* And, *“Strategy 8.2A directs ODOT investment priorities but is also designed to influence regional and local investments towards these priorities as well”* (Chapter 4, Prioritization Framework). Since the plan is implying that the prioritization framework could influence regional investments it is important that the criteria not cause confusion, clearly state how and when it will be applied and clearly acknowledge the importance of context in determining what types of investments and projects should be prioritized.

We request that the language in Strategy 8.2A and the related implementation strategy clearly state how and when the criteria will be applied. We also request that the criteria be revised to be clearer, to not identify types of projects (e.g. bicycle and pedestrian bridges) as examples, nor to refer to certain types of projects as “elaborate,” and to better clarify the distinction (if there is one) between adding critical connections and completing the system. We also request that “high need locations/transportation disadvantaged areas” be better defined. It is not clear from the definition provided if these are areas where there are pedestrian and bicycle connectivity, safety, etc. problems or if these are areas with higher minority, low-income, etc. areas.

2019-2021 DRAFT ENHANCE 150% LIST

BASED ON ACT SUBMITTALS - 1/20/2016

150% of Available Enhance Funds 16,020,000
 Funding Allocated 14,220,057
 Remaining Funds to be Allocated 1,799,943

| BALLOT RANK | PROJECT | TOTAL (ELIGIBLE) ESTIMATED COST | REQUESTED FUNDS | MATCHING FUNDS | MATCH % | STATE SYSTEM | RECOMMEND FOR 150% |
|-------------|----------------------------------------------------|---------------------------------|-----------------|----------------|---------|--------------|--------------------|
| 1 | Highway 8 Safety & Access to Transit II | 2,690,000 | 2,690,000 | 310,000 | 10.33% | On | Yes |
| 2 | Seventies Neighborhood Greenway | 2,500,000 | 2,500,000 | 2,510,706 | 50.11% | Off | Yes |
| 3 | Stark Street Multimodal Connections | 2,907,457 | 2,907,457 | 960,000 | 24.82% | Off | Yes |
| 4 | Highway 43 Multimodal Transportation Project | 3,000,000 | 3,000,000 | 1,300,000 | 30.23% | On | Yes |
| 5 | Tillamook-Holladay-Oregon-Pacific Bikeway (T-HOP) | 3,122,600 | 3,122,600 | 2,118,400 | 40.42% | Some | Yes |
| 6 | Main Street: 10th Street-15th Street (Oregon City) | 1,614,000 | 1,614,000 | 792,000 | 32.92% | Off | TIED - 6 |
| 6 | Powell-Division ADA Ramps: Access for All | 1,225,000 | 1,225,000 | 150,000 | 10.91% | Some | TIED - 6 |
| 8 | North Slough Bridge | 1,771,052 | 1,771,052 | 600,000 | 25.31% | Off | No |
| 9 | NE Cleveland Avenue: Burnside to Stark | 2,900,774 | 2,900,774 | 332,006 | 10.27% | Off | No |
| 10 | Sunnyside Overcrossing Modifications at I-205 | 3,000,000 | 3,000,000 | 7,000,000 | 70.00% | On | No |
| 11 | OR 213 - Bicycle and Pedestrian Safety Enhancement | 820,511 | 820,511 | 93,911 | 10.27% | On | No |
| 12 | HCRH State Trail: Hood River to Mitchell Point | 1,974,050 | 1,974,050 | 225,950 | 10.27% | On | No |
| 13 | Pedestrian Crossing Safety Project | 2,357,673 | 2,357,673 | 269,847 | 10.27% | Some | No |
| 14 | Highway 99W Sidewalk Improvements | 2,226,632 | 2,226,632 | 360,000 | 13.92% | On | No |
| 15 | Rand Road Sidewalk and Bike Lanes | 1,211,355 | 1,211,355 | 138,645 | 10.27% | Off | No |
| 16 | Transit Vehicle Replacement (City of Sandy) | 746,000 | 746,000 | 150,000 | 16.74% | Off | No |
| 17 | May St Elevated Sidewalk Replacement with ADA | 1,390,815 | 1,390,815 | 159,185 | 10.27% | Off | TIED - 17 |
| 17 | Cazadero State Trail Bridge and Trail Construction | 1,636,578 | 1,636,578 | 331,100 | 16.83% | Off | TIED - 17 |
| 19 | I-5 Bike/Ped Bridge - Town Center Lp to Barber St | 1,120,000 | 1,120,000 | 280,000 | 20.00% | Some | No |
| 20 | OR 211 - Bicycle and Pedestrian Safety Enhancement | 1,213,023 | 1,213,023 | 138,836 | 10.27% | On | No |
| 21 | Country Club Rd: MP 1.21 - 3.0 Shoulder Bikeway | 1,691,410 | 1,691,410 | 193,590 | 10.27% | Off | No |