



Metro
600 NE Grand Ave.
Portland, OR 97232-2736

Metro Policy Advisory Committee (MPAC)

agenda

Wednesday, June 22, 2022

5:00 PM

<https://zoom.us/j/95889916633> (Webinar

ID: 958 8991 6633)

1. Call To Order, Declaration of a Quorum & Introductions (5:00 PM)

Please note: To limit the spread of COVID-19, Metro Regional Center is now closed to the public.

This meeting will be held electronically. You can join the meeting on your computer or other device by using this link: <https://zoom.us/j/95889916633> or by calling +1 669 900 6128 or +1 877 853 5257 (Toll Free)

If you wish to attend the meeting, but do not have the ability to attend by phone or computer, please contact the Legislative Coordinator at least 24 hours before the noticed meeting time by phone at 503-813-7591 or email at legislativecoordinator@oregonmetro.gov.

2. Public Communication on Agenda Items (5:05 PM)

Public comment may be submitted in writing and will also be heard by electronic communication (videoconference or telephone). Written comments should be submitted electronically by emailing legislativecoordinator@oregonmetro.gov. Written comments received by 4:00 pm on Tuesday, June 21 will be provided to the committee prior to the meeting.

Those wishing to testify orally are encouraged to sign up in advance by either: (a) contacting the legislative coordinator by phone at 503-813-7591 and providing your name and the agenda item on which you wish to testify; or (b) registering by email by sending your name and the agenda item on which you wish to testify to legislativecoordinator@oregonmetro.gov. Those requesting to comment during the meeting can do so by using the "Raise Hand" feature in Zoom or emailing the legislative coordinator at legislativecoordinator@oregonmetro.gov. Individuals will have three minutes to testify unless otherwise stated at the meeting.

3. Council Update (5:10 PM)

4. Committee Member Communication (5:15 PM)

5. Consent Agenda (5:20 PM)

5.1 MPAC Consideration of MTAC Nominees

[COM](#)

[22-0569](#)

Attachments: [MPAC Worksheet](#)

[MTAC Nominations Memo June 8, 2022](#)

- 5.2 Consideration of the May 25, 2022 MPAC Meeting Minutes [COM](#)
[22-0580](#)
Attachments: [May 25, 2022 MPAC Meeting Minutes](#)

6. Information/Discussion Items (5:25 PM)

- 6.1 Parks and Nature Bond and Levy Update (5:55 PM) [COM](#)
[22-0576](#)
Presenter(s): Beth Cohen (she/her), Metro
Attachments: [Staff Report](#)
[Parks & Nature Levy Renewal Clackamas County](#)
[Parks & Nature Levy Renewal East Multnomah County](#)
[Parks & Nature Levy Renewal Multnomah County](#)
[Parks & Nature Levy Renewal Washington County](#)

- 6.2 Emerging Transportation Trends Study Recommendations for 2023 Regional Transportation Plan (5:55 PM) [COM](#)
[22-0577](#)
Presenter(s): Eliot Rose (he/him), Metro
Attachments: [Worksheet](#)
[Emerging Trends Memo](#)
[Emerging Trends Summary](#)

- 6.3 Tigard Mid-cycle Urban Growth Boundary Expansion update (6:25 PM) [COM](#)
[22-0578](#)
Presenter(s): Elissa Gertler (she/her), Metro
Ted Reid (he/him), Metro
Schuyler Warren, City of Tigard
Attachments: [Worksheet](#)
[Memo](#)

7. Adjourn (7:00 PM)

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សេចក្តីជូនដំណឹងអំពីការមិនរើសអើងរបស់ Metro

ការការពារសិទ្ធិពលរដ្ឋរបស់ ១ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬដើម្បីទទួលការបណ្តឹងរើសអើងសូមចូលទស្សនាគេហទំព័រ www.oregonmetro.gov/civilrights។ បើលោកអ្នកត្រូវការអ្នកបកប្រែភាសានៅពេលអង្គប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1700 (ម៉ោង 8 ត្រីកម្ពស់ម៉ោង 5 ព្រឹក ថ្ងៃធ្វើការ) ប្រាំពីរថ្ងៃ ថ្ងៃធ្វើការ មុនថ្ងៃប្រជុំដើម្បីអាចឲ្យគេសម្រួលតាមសំណើរបស់លោកអ្នក ។

January 2021

2022 MPAC Work Program

As of 6/14/2022

Items in italics are tentative

<p><u>May 25, 2022</u></p> <ul style="list-style-type: none"> • Community Placemaking Grants Update (Dana Lucero (she/her), Metro; 45 min) • Addressing Barriers to shelter siting / Working towards winter 2022-2023; Q&A with shelter providers; 60 min) 	<p><u>June 22, 2022</u></p> <ul style="list-style-type: none"> • MPAC Consideration of MTAC Nominees (consent) • Parks and Nature Bond and Levy Update (Beth Cohen; 30 min) • RTP - Emerging Transportation Trends Study Recommendations for 2023 RTP (Eliot Rose, Metro; 30 min) • Tigard Mid-cycle UGB Expansion update (Elissa Gertler, Metro Ted Reid, Metro Tigard staff (TBD); 30 min)
<p><u>July 27, 2022</u></p> <ul style="list-style-type: none"> • <i>Homeless Prevention: Understanding factors that lead to someone lose housing and prevention strategies</i> • RTP - Congestion Pricing Policy Development for 2023 RTP (Alex Oreschak and Kim Ellis, Metro; 45 min) <p><i>Q3 SHS report included in packet</i></p>	<p><u>August 24, 2022- CANCELLED</u></p> <ul style="list-style-type: none"> • <i>Introduction to the High Capacity Transit Strategy Update for the 2023 RTP (Margi Bradway (she/her), Metro, Ally Holmqvist (she/her), Metro; 30 min)</i>
<p><u>September 28, 2022</u></p> <ul style="list-style-type: none"> • <i>TOD Program Strategic and Work Plan Update (Andrea Pastor, Metro)</i> • <i>Revisiting shelter siting: Members share opportunities for siting shelter in their jurisdictions</i> • <i>RTP - High Capacity Transit Strategy Update for 2023 RTP (Ally Holmqvist, Metro)</i> 	<p><u>October 26, 2022</u></p> <ul style="list-style-type: none"> • <i>RTP - Climate Smart Strategy Update and Climate Analysis for 2023 RTP (Kim Ellis, Metro)</i> • <i>Discussion on one-time State funding for addressing homelessness</i> • <i>Shelter siting update: members report out on potential shelter sites</i>
<p><u>November 09, 2022</u></p> <ul style="list-style-type: none"> • <i>Factors of Homelessness: Regional Cooperation</i> 	<p><u>December 14, 2022</u></p> <ul style="list-style-type: none"> • <i>Factors of Homelessness: Summary/Memo/ Lessons Learned</i>

- | | |
|--|--|
| <ul style="list-style-type: none"> • Freight Commodity Study (Tim Collins, Metro) | |
|--|--|

Note: Some 2023 RTP topics are placeholders pending approval of the work plan and engagement plan by JPACT and the Metro Council.

Parking Lot:

- Andy, Anneliese, Jeff Raker, employment & industrial land panels
- Tigard, mid-cycle UGB review- Ted Reid or Councilor Lewis to give and update and discussion
- New transfers station sites
 - Larger conversation of regional solid waste
- Parks bond progress report
- Expo Development Opportunity Study and regional venues
- Employment land
- Transportation funding
- Growth Trends (Ted will schedule)
- Metro code updates to facilitate city and county compliance with HB 2001 Middle Housing requirements (Tim O'Brien or Ted Reid, Metro)
- 2040 Planning and Development grantee highlights (TBD grant recipients)-
- *Regional Emergency Transportation Routes Update Phase 2 (John Mermin, Metro and Laura Hanson, RDPO)*

5.1 MPAC Consideration of MTAC Nominees

Consent Agenda

Metro Policy Advisory Committee
Wednesday, June 22, 2022

MPAC Worksheet

Agenda Item Title: Metro Technical Advisory Committee (MTAC) Nominations for Member/Alternative Member Positions

Presenters: Tom Kloster, Regional Planning Manager

Contact for this worksheet/presentation: Marie Miller, MTAC coordinator

Purpose/Objective

The purpose of this presentation is to forward nominations from regional jurisdictions, agencies and community partners to fill vacant positions on the Metro Technical Advisory Committee (MTAC). MTAC is an advisory committee of MPAC that provides technical recommendations on growth management subjects as directed by MPAC. The candidates nominated to fill these positions are excellent professionals and knowledgeable in the subject matter of this committee.

Outcome

Action to approve the nominations presented for the Metro Technical Advisory Committee.

What has changed since MPAC last considered this issue/item?

Vacancies on the committee have left positions open. These nominations help fill the committee roster for review of subjects and technical recommendations to MPAC.

What packet material do you plan to include?

A memo that describes the nominations and positions being considered for confirmation on the committee.



Metro

600 NE Grand Ave.
Portland, OR 97232-2736

Memo

Date: June 8, 2022
To: Metro Policy Advisory Committee (MPAC)
From: Tom Kloster, Metro Technical Advisory Committee (MTAC) Chair
Subject: MTAC Nominations for MPAC Consideration

BACKGROUND

The Metro Technical Advisory Committee (MTAC) is an advisory committee to the Metro Policy Advisory Committee (MPAC). MTAC's purpose is to provide MPAC with technical recommendations on growth management subjects, including technical, policy, legal and process issues, with an emphasis on providing policy alternatives.

PURPOSE

Nominations to fill MTAC member and alternate member positions are submitted for consideration and approval by MPAC according to committee bylaws. MPAC may approve or reject any nomination submitted.

RECOMMENDED MTAC APPOINTMENTS

Largest City in the Region: Portland

Morgan Tracy, Alternate

Project Manager, City of Portland Bureau of Planning and Sustainability

Service Providers: Water & Sewer

Manuel Contreras, Jr., Alternate

Policy, Performance & Research Analyst, Clackamas Water Environment Services

Private Economic Development Organizations

Cat Plein, Alternate

Development & Communications Director, Forth

Public Economic Development Organizations

Bret Marchant, Member

Director of Data & Research, Greater Portland Inc.

Public Economic Development Organizations

Scott Bruun, Alternate

Director Tax, Fiscal & Manufacturing Policy, Oregon Business & Industry

Public Economic Development Organizations

Colin Sears, Alternate

Regional Development Officer, Business Oregon

Environmental Advocacy Organization

Sara Wright, Member

Program Director, Transportation, Oregon Environmental Council

Environmental Advocacy Organization

Aaron Golub, Alternate

Director, Nohad A. Toulan School of Urban Studies and Planning, Portland State University

Environmental Advocacy Organization

Nora Apter, Alternate

Climate Program Director, Oregon Environmental Council

Housing Affordability Organization

Rachel Loftin, Member

Housing Developer, Community Partners for Affordable Housing (CPAH)

5.2 Consideration of the May 25, 2022 MPAC minutes

Consent Agenda

Metro Policy Advisory Committee
Wednesday, June 22, 2022



METRO POLICY ADVISORY COMMITTEE (MPAC)

Meeting Minutes

May 25, 2022

MEMBERS PRESENT

Shusheela Jayapal
Carmen Rubio
Vince Jones-Dixon
Terri Preeg Riggsby
Denyse McGriff
Pam Treece
Ed Gronke
Gordon Hovies

Luis Nava
Kirsten Green
Diana Perez
Omar Qutub
Mary Nolan
Christine Lewis
Thomas Kim
Peter Truax
Nadia Hasan

AFFILIATION

Multnomah County
City of Portland
City of Gresham, Second Largest City in Multnomah County
Special Districts in Multnomah County
City of Oregon City, Second Largest City in Clackamas County
Washington County
Citizen of Clackamas County
Tualatin Valley Fire & Rescue, Special Districts in Washington County
Citizen of Washington County
Oregon Department of Land Conservation and Development
City of Vancouver
Citizen of Multnomah County
Metro Council
Metro Council
TriMet
City of Forest Grove, Other Cities in Washington County
City of Beaverton, Second Largest City in Washington County

MEMBERS EXCUSED

Ted Wheeler
Mark Shull
Brian Cooper
James Fage
Mark Watson

Steve Callaway
Temple Lentz
Brian Hodson
Gerritt Rosenthal
Brett Sherman
Elizabeth Kennedy-Wong

AFFILIATION

City of Portland
Clackamas County
City of Fairview, Other Cities in Multnomah County
City of North Plains, City in Washington County outside UGB
Hillsboro School District Board of Directors, Governing Body of a School District
City of Hillsboro, Largest City in Washington County
Clark County
City of Canby, City in Clackamas County outside UGB
Metro Council
City of Happy Valley, Other Cities in Clackamas County
Port of Portland

ALTERNATES PRESENT

Anthony Martin
Laura Kelly
Jules Walters

AFFILIATION

City of Hillsboro, Largest City in Washington County
Oregon Department of Land Conservation and Development
West Linn, Other Cities in Clackamas County

OTHERS PRESENT: Brian Monberg, Brian Schimmel, Carol Johnson, Chris Deffebach, Dora Lopez, Erin Doyle, Evelyn Orr, Jean Senechal Biggs, Jeff Gudman, Kristy Kottkey, Megan Mckibben, Mona Schwartz, Monique, Rachel Verdick, Schuyler Warren, Tara O’Brien, Zach Lindahl, Charles Smith, Dioscelin Sanchez, Mirabai, Stacy Borke, Maria Bazante.

STAFF: Carrie MacLaren, Connor Ayers, Dana Lucero, Elissa Gertler, Kim Ellis, Jaye Cromwell, Nui Bezaire, Ramona Perrault, Robyn Stowers, Stellan Roberts.

1. CALL TO ORDER, INTRODUCTIONS, CHAIR COMMUNICATIONS

MPAC Chair Joe Buck (he/him) called the virtual Zoom meeting to order at 5:00 PM.

Metro Staff Connor Ayers (he/him) called the role. Chair Buck declared a quorum.

Chair Buck called for a moment of silence to show recognition and pay honor to recent incidences of gun violence across the country.

2. PUBLIC COMMUNICATION ON AGENDA ITEMS

There was none.

3. COUNCIL UPDATE

Councilor Mary Nolan (they/them) described the recently approved roadmap to guide land acquisition purchases under the 2019 parks and nature bond measure. Councilor Nolan also explained that trail grants are out for consideration, there were 29 projects submitted for consideration. Councilor Nolan updated MPAC on the I-5 Bridge Replacement Project, the I-205 Abernathy Bridge project, Metro’s affordable housing bond measure, and Metro Council election results.

4. COMMITTEE MEMBER COMMUNICATIONS

Chair Buck asked MPAC members if they would be interested in doing a committee site visit to a Metro park. MPAC members responded affirmatively.

Mayor Peter Truax mentioned that Forest Grove's five year operating levy was updated by voters in the recent election.

Kirstin Green (she/her) updated MPAC members on the Climate Friendly and Equitable Communities rules, explaining that temporary rules were adopted by the commission last week. Kirstin followed up by putting the following link in the chat:
<https://www.oregon.gov/lcd/LAR/Pages/CFEC.aspx>.

5. **CONSTENT AGENDA**

5.1 Consideration of the April 27, 2022 MPAC Minutes

Chair Buck noted that Councilor Hasan was marked as present for the previous but was absent for last month's MPAC meeting.

Connor Ayers informed members that this will be changed before the minutes are published.

MOTION: Commissioner Pam Treece (she/her) moved to approve the consent agenda. Mayor Truax seconded.

ACTION: Councilor Hasan abstained, with all else in favor, the consent agenda passed.

6. **ACTION ITEMS**

6.1 Placemaking Grant Update

Chair Buck introduced Councilor Christine Lewis (she/her) to present to MPAC and introduce today's guests.

Councilor Lewis voiced support for the work being done with this project and introduced Dana Lucero (she/her), Metro staff, to present.

Key elements of the presentation included:

Dana briefly introduced two community lead organizations that will be presenting to MPAC later today, these are: Black Food Sovereignty Coalition and Guelaguetza en Oregon. Dana introduced the Community Placemaking grants program, the amount of funding that has gone to grantees, and highlighted the four objectives for the group program, these are, placemaking, equity, partnerships, and leadership. Dana explained that Metro is focused on preserving and transforming community driven visions and detailed the grant cycle. Dana went on to detail the 2022 grant cycle, highlight the 2022 grantees and provide a timeline for the 2023 grant cycle.

Councilor Hasan (she/her) asked if groups do not receive a grant from Metro are they

connected with the cities and counties that they live in.

Dana responded by explaining how she works with applicants who do not receive a grant and voiced that she would like to work to continue to build a network of funders that they she can connect organizations with.

Maria Bazante, Dioscelin Sanchez and Dora Lopez with Guelaguetza en Oregon presented to MPAC. They showed pictures of past Guelaguetza events, described La Guelaguetza, provided information on the Ñuu Savi Community in Washington County.

Charles Smith and Mirabai Collins with Black Food Sovereignty Coalition (BFSC) were introduced to present to MPAC.

Mirabai described BFSC, discussed the power of healing spaces, and highlighted where Metro grant funding will go.

Dana put the following link in the chat: www.oregonmetro.gov/placemaking.

Member discussion included:

Chair Buck asked staff if Metro has the plan to increase the scope these grants.

Elissa and Dana described that the need far exceeds the funding available.

Councilor Lewis discussed creative ways to team up with other funding organizations who are also doing this work to help provide grants to community led organizations.

Luis Nava asked how small organizations who don't have the resources to apply for these grants can get support to apply.

Dana responded by explaining that they will have more opportunities to do face to face outreach and other community connections which should help smaller organizations with the grant application process.

Luis responded by expressing the need to reach community members in Washington and Clackamas counties.

Councilor Hasan thanked presenters and expressed the need to better streamline the grant application process as they require a lot of effort and labor from community members, especially if they are expected to make multiple applications.

6.2 Addressing Barriers to shelter siting / Working towards winter 2022-2023

Chair buck introduced Councilor Lewis (she/her) to begin the discussion.

Key elements of the presentation and member discussion included:

Councilor Lewis discussed the need for all jurisdictions to increase shelter capacity and laid the groundwork for the upcoming discussion and introduced Commissioner Carmen Rubio (she/her).

Commissioner Rubio introduced Chariti Montez (she/they) to discuss the City of Portland's Safe Rest Villages Initiative to MPAC.

Chariti described Safe Rest Villages' service priorities and noted where shelters and Safe Rest Villages are located in Multnomah County. Chariti discussed barriers to shelter siting and the City of Portland's strategies for success.

Ed Gronke asked for the difference between an alternative shelter and a Safe Rest Village.

Chariti explained that an alternative shelter is an outdoor shelter and Safe Rest Villages is a program that creates alternative shelters.

Ed followed up by asking if when siting shelters they run into problems with people who do not want shelters near where they live.

Chariti expressed that there are concerns from property owners and neighbors, Chariti mentioned that there is a misconception around what an outdoor shelters is and described that staff does a lot of explaining about the differences between managed outdoor shelters and unsanctioned camping. Chariti explained that in order to address these concerns the City of Portland hosts and attends a number of community meetings.

In the chat Councilor Perez asked: "Are there any accountability or standards for the clients staying in the shelter? Do you have any pushback or concern from Housing First providers?"

Chariti described that there is a code of conduct that everyone who is participating in the shelter agrees to. Chariti responded to Councilor Perez's second question by explaining that the point of Safe Rest Villages is to get people to stop sleeping on the street and transition them into housing.

In the chat Chariti put the following links: <https://www.pdx.edu/homelessness/news/new-psu-study-examines-effectiveness-tiny-pod-villages-alternative-shelter-people-experiencing> and <https://www.pdx.edu/homelessness/evaluation-best-practices-village-model>.

Chariti also shared that you can learn about the City of Portland's Shelter to Housing Continuum zoning code amendments here: <https://www.portland.gov/bps/planning/s2hc>

And the City of Portland's Temporary Outdoor Shelters Program Guide can be found here: <https://www.portland.gov/sites/default/files/2022/temporary-outdoor-shelters-program-guide-2022-02-11.pdf>.

Councilor Lewis introduced Brian Schimmel from Centro Cultural to present to MPAC.

Brian Schimmel described key tenets for shelter siting, highlighted Project Turnkey, the housing continuum, and siting guidelines. Brian then described shelter location characteristics and guiding principles.

Chair Buck asked Brian what the target number of shelter beds is in Washington County compared to how many shelter beds there are currently in the County.

Mayor Truax expressed appreciation for Brian and Centro Cultural's work.

Ed Gronke asked both presenters if they have homeless individuals on their committees.

Commissioner Treece expressed that Washington County and cities within the county work collaboratively on these issues.

Councilor Lewis introduced Stacey Borke (she/her) with Transition Projects.

Stacey provided background information on Transition Projects and broke down tactics for both temporary and permanent shelter siting. Stacy provided information on the Laurelwood Center and considerations as communities and the Metro region moves forward. Stacy stressed that shelters do not end homeless but are a part of an effective crisis response system.

Commissioner Treece answered Chair Buck's question from earlier in the discussion, explaining that Washington County is at 102 year-round shelter beds and is committed to getting to 250 year-round shelter beds.

Mayor Truax explained an instance of Centro Cultural working with local businesses to help them understand what a safe shelter might look like.

7. **ADJOURN**

Chair Buck adjourned the meeting at 7:00 PM.

Respectfully Submitted,

Stellan Roberts

Stellan Roberts
Recording Secretary

ATTACHMENTS TO THE PUBLIC RECORD FOR THE MEETING OF MAY 25, 2022

ITEM	DOCUMENT TYPE	DATE	DOCUMENT DESCRIPTION	DOCUMENT NO.
6.1	Presentation	05/25/2022	Community Placemaking Grants Slides	05252022-01
6.1	Presentation	05/25/2022	Black Food Sovereignty Coalition Slides	05252022-02
6.1	Presentation	05/25/2022	Black Food Sovereignty Coalition Program Logic Model Overview	05252022-03
6.1	Presentation	05/25/2022	Guelaguetza en Oregon Slides	05252022-04
6.1	Presentation	05/25/2022	Guelaguetza Flyer 2022	05252022-05
6.2	Presentation	05/25/2022	Safe Rest Villages Initiative - Chariti Montez Slides	05252022-06
6.2	Presentation	05/25/2022	Safe Rest Villages Initiative - Chariti Montez Slides	05252022-07
6.2	Presentation	05/25/2022	Shelter Siting + Success - Stacy Borke Slides	05252022-08

6.1 Parks and Nature Bond and Levy Update

Information/Discussion Items

Metro Policy Advisory Committee
Wednesday, June 22, 2022

MPAC Worksheet

Agenda Item Title: Metro Parks and Nature voter approved investment measures

Presenters: Jon Blasher, Parks and Nature Director, Mychal Tetteh, Parks and Nature Community Services Director

Contact for this worksheet/presentation: Beth Cohen, 215-850-5200

Purpose/Objective

Provide an update on Metro Parks and Nature voter-approved investment measures that protect water quality, restore fish and wildlife habitat and connect people with nature close to home including progress on implementing the 2019 parks and nature bond measure and efforts to bring for Metro Council consideration a renewal of Metro's parks and nature local option levy.

In November 2019, voters across greater Portland overwhelmingly approved a \$475 million Metro parks and nature bond measure that invests in six program areas and centers racial equity, climate resilience and community engagement. This was the third such bond measure, over nearly 25 years, to receive such resounding support, demonstrating the continuing strength of voter support for investments in parks and nature.

Metro's parks and nature levy, first approved by the region's voters in 2013, is a fundamental complement to the bond. By law, bond measures can only support capital expenditures like land acquisition, park development and major construction. The levy directly supports this work, enabling Metro to restore habitat in natural areas acquired through the bond; maintain and operate healthy, safe and welcoming parks, trails and historic cemeteries; and support community-led nature education and programming that increases access to the many benefits of nature.

Voters overwhelmingly renewed the Metro parks and nature levy in 2016, with more than 74 percent of voters supporting extending funding to its current expiration in June 2023. Renewal by the voters before then would extend levy funding at its current rate of 9.6 cents per \$1000 assessed value – approximately \$25 annually for a home assessed at \$250,000 -- to June 2028, without raising taxes. This would help ensure Metro can continue protecting the region's special places for wildlife, fish, and human communities alike – those here today as well as future generations.

Last spring, the Metro Council asked staff to develop a framework for potential levy renewal that:

- Continues the same rate without raising taxes
- Meets the current operational needs of Metro's system and delivers what the region's voters have come to expect
- Advances racial equity, climate resilience and accessibility

In the last year, staff have developed a proposed levy renewal framework that addresses Council direction, and incorporates community and partner input during the extensive engagement that shaped the 2019 parks and nature bond as well as conversations with community stakeholders and leaders. This summer, staff will conduct further outreach about the potential levy renewal with jurisdictional, community and conservation partners through a series of presentations, site visits and other activities. Feedback from these conversations will help shape a recommended framework as well as next steps for Council consideration this summer.

Outcomes of MPAC discussion

- Greater clarity on how Metro's parks and nature levy is critical to the success of the bond and the regional vision to protect water quality, restore natural areas, and connect people to nature.

- Awareness of how the parks and nature levy underpins the region's effort to strengthen racial equity and build climate resilience, especially amid an increase in hotter summers, heat waves, wildfires and extreme weather.
- Familiarity with a proposed levy renewal framework that would continue the region's parks and nature successes, enable further responsiveness to changing needs and conditions of the regional system, and ensure accountability to voters and taxpayers.
- Understanding of the timeline for the Metro Council to consider referral of a parks and nature levy renewal measure and opportunities to share about this effort with members' communities.
- Interest in a July site visit to one of Metro's parks (at a time of convenience for MPAC members)

What has changed since MPAC last considered this issue/item?

In April 2021, Metro staff provided an update to MPAC on the 2019 parks and nature bond and its local share program, which distributes up to \$92 million in bond funds to the region's 27 park providers—cities, counties and other park providers—to support projects to protect land, restore habitat, and build and care for parks that connect people to nature in local communities.

As of spring 2022, the bond programs are poised to invest in the region's parks, trails and natural areas. Metro staff have been working with the region's park providers on identifying and submitting for bond local share funding priority projects in their communities that advance the bond criteria of racial equity, climate resilience and community engagement. In fall 2022, Metro will award up to \$20 million in grants to jurisdictions to plan and build regional trails through a competitive grant process merged with the regional flexible fund allocation process.

In late 2021, the opening of Chehalem Ridge Nature Park, south of Forest Grove, and Newell Creek Nature Park in Oregon City has provided additional opportunities for the region's residents to connect with nature. Metro's other parks and natural areas across the region such as Blue Lake and Oxbow regional parks, Broughton Beach, Mount Talbert, Graham Oaks and Scouters Mountain nature parks have also seen increased visitation during the pandemic – demonstrating the role of parks and natural areas in the physical, mental and emotional well-being of our communities.

Given the bond is limited to capital spending, the parks and nature levy is critical to advancing outcomes across a regional system of 18,000 acres of parks, trails and natural areas. The levy is essential to restoring priority habitat purchased by the parks and nature bond, including removing invasive plants, planting native trees and restoring habitat for native fish and wildlife. As greater Portland grapples with hotter summers and extreme weather, the parks and nature local option levy helps build resilience by planting more native trees and shrubs to provide shade, protecting cool rivers and streams, and restoring critical wildlife habitat.

The levy supports increased access to nature across the region through ongoing maintenance and improvements to restrooms, picnic areas, trails, play areas and other important amenities in dozens of beloved parks visited by millions of annual visitors, extending the life span of these facilities, while also continuing to make Metro's parks more welcoming and inclusive for all. The levy made possible the community-centered planning and opening of Chehalem Ridge and Newell Creek Canyon Nature Parks, and levy funding further helps connect people with the health benefits of nature by enabling community-led projects that make nature more accessible and welcoming for communities of color and families with lower incomes.

The benefits of the levy reach beyond the sites Metro directly owns to support healthy rivers, fish and wildlife habitat and regional climate resilience, benefiting people, plants, and wildlife. The levy also supports sites Metro manage with the region's park providers such as Cooper Mountain Nature Park in Beaverton, co-managed with Tualatin Hills Park and Recreation District.

What packet material do you plan to include? Four levy fact sheets that articulate the benefits and reach of levy investments across the region.



Metro's parks and natural areas levy

Making a difference in Clackamas County

Across greater Portland, Metro's parks and natural areas levy protects clean water, restores fish and wildlife habitat and connects people with nature close to home.

Voters first approved the levy in 2013 and then renewed it through June 2023. It raises approximately \$16 million a year and supports restoration and maintenance, park operations, public access improvements, nature education and volunteer programs, and community grants and sponsorships.

Since 2013, the levy has made a significant difference across Metro's 17,000 acres of parks, natural areas and trails – and a number of community nature projects and programs.

River Island Natural Area

(pictured above)

Metro worked with partners on a major restoration at River Island, where record flooding devastated a 240-acre former gravel mine on the Clackamas River. A more natural habitat with logs in the water and native plants support wildlife, birds, turtles, and endangered salmon and steelhead. Reconnecting Goose Creek to the Clackamas River now provides cooler water and access to better habitat for fish.

For more information on voter investments, visit oregonmetro.gov/nature

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Restoration and maintenance

Clackamas River

Salmon, steelhead and lamprey of the Clackamas River are a major focus of restoration efforts. Metro and our partners are implementing a series of projects on the Clackamas River and key tributaries (Clear Creek and Deep Creek) and streams (Newell Creek and Abernethy Creek) to enhance fish habitat and improve water quality. These projects include reopening side-channels, improving fish passage and restoring native plants.

Diversifying restoration workforce

With the latest round of restoration contracts, Metro worked to make the bureaucratic process of government contracts more accessible to diverse business owners, including people of color, women, veterans and emerging small businesses. The latest process included interviews with potential contractors so people could talk more freely rather than relying on the traditional request-for-proposals process that emphasizes writing skills. The effort supports economic equity for people who plant native trees and shrubs, remove invasive weeds, and help improve water quality and restore habitat.

Park operations

More than 1.7 million visitors enjoy Metro's developed parks each year for walking, hiking, canoeing, camping, bird watching, and fishing, in addition to family and community events. The levy allows Metro to operate, maintain, and upgrade Metro sites so that they are safe, welcoming and inclusive, including at places like Scouters Mountain and Mount Talbert nature parks and the future Newell Creek Canyon Nature Park.



Public access improvements

Newell Creek Canyon Nature Park

Located in Oregon City, Newell Creek Canyon spans 300 protected acres. Community members have worked with Metro to define a vision for Newell Creek Canyon, shaping the landscape for decades to come. This collaborative work has taken shape in the Newell Creek Canyon Access Master Plan and the nature park is anticipated to open in fall 2021.

Canemah Bluff Nature Park

Canemah Bluff is located just upriver from Willamette Falls. Thanks to the nearby falls and a natural harbor with deep, placid water, Canemah was a major canoe landing and continues to be a significant gathering location for Native Americans. The nature park includes more than a mile of unpaved trails through habitats that include rare Oregon white oak and Pacific madrone trees as well as heartier and faster-growing Douglas fir, maple and alder.

Nature education and volunteer programs

Metro offers school field trips, drop-in nature activities and volunteer opportunities, with a focus on serving people of color, low-income communities, people with disabilities and other underserved groups. Programming in recent years have included education and stewardship activities at Scouters Mountain such as youth camps, pre-kindergarten family trips, and family nature walks hosted by the Immigrant and Refugee Community Organization. The Oregon City Service Learning Academy participated in multiple stewardship activities at Canemah Bluff Nature Park and Metro's Native Plant Center such as invasive species removal, mulching and transplant, as well as visits to surrounding historic cemeteries.



Community grants and partnerships

Ecology Education in North Clackamas

The grant for this two-year program supported 1,200 third- through fifth-grade students and 40 teachers each year at five Title I elementary schools in the North Clackamas School District. Each year, every classroom received four ecology lessons and a service-learning field trip thanks to the \$57,700 grant.

McLoughlin-to-Canemah Trail plan

Oregon City received a \$25,000 grant to help with planning for a crucial, one-mile portion of the Oregon City Loop Trail connecting the McLoughlin neighborhood with Canemah Bluff Nature Park. The plan for this trail was completed and is now part of Oregon City's adopted Trails Master Plan and the proposed Oregon City Loop Trail.

Sieben Creek landowner stewardship engagement project

A grant to the Clackamas River Basic Council helped restore a riparian area and provide stewardship education at the Clackamas River Community Cooperative, a nonprofit, resident-owned manufactured home community along the Clackamas River in Happy Valley. The project involved hands-on learning, nature walks, community outreach, invasive plant removal, trash pickup and gardening with native plants.



Metro's parks and natural areas levy

Making a difference in East Multnomah County

Across greater Portland, Metro's parks and natural areas levy protects clean water, restores fish and wildlife habitat and connects people with nature close to home.

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Since 2013, the levy has made a significant difference across Metro's 17,000 acres of parks, natural areas and trails – and a number of community nature projects and programs.

Oxbow Regional Park (pictured above)

Two nature play areas opened at Oxbow in May 2019, giving kids opportunities to connect with nature on a deeper level. Planners enlisted the help of community organizations and parents of children experiencing disabilities to ensure the popular play areas are inclusive for children of varying abilities.

For more information on voter investments, visit oregonmetro.gov/nature

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Restoration and maintenance

East Buttes natural areas

The East Buttes natural areas form large patches of upland forest from Gresham to Happy Valley. Within the East Buttes, red alder trees are experiencing high levels of decline likely exacerbated by unusually hot and dry summers. The levy enabled Metro to conduct forest health assessments in the East Buttes and identify strategies to improve and protect forests, such as planting native trees and shrubs to replace the declining alder canopy.

Diversifying restoration workforce

With the latest round of restoration contracts, Metro worked to make the bureaucratic process of government contracts more accessible to diverse business owners, including people of color, women, veterans and emerging small businesses. The latest process included interviews with potential contractors so people could talk more freely rather than relying on the traditional request-for-proposals process that emphasizes writing skills. The effort supports economic equity for people who plant native trees and shrubs, remove invasive weeds, and help improve water quality and restore habitat.

Park operations

More than 1.7 million visitors enjoy Metro's developed parks each year for walking, hiking, canoeing, camping, bird watching, and fishing, in addition to family and community events. The levy allows Metro to operate, maintain, and upgrade Metro sites so that they are safe, welcoming and inclusive, including at places like Blue Lake and Oxbow regional parks.

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Public access improvements

Gabbert Butte

Natural areas in the East Buttes area protect the headwaters of many tributaries of Johnson Creek. Large tracts of forests preserve core habitat for wildlife. Working with the community, Metro and the City of Gresham developed the Gabbert Butte Nature Park master plan to create more welcoming entrances, visitor amenities and trails.

Nature education and volunteer programs

Metro offers school field trips, drop-in nature activities and volunteer opportunities, with a focus on serving people of color, low-income communities, people with disabilities and other historically marginalized groups. Recent programming has included stewardship programs with Blind Ambition pulling ivy at Glendoveer Golf and Tennis, and educational walks through the ancient forest at Oxbow Regional Park with students from groups like Camp ELSO, which teaches nature-based education and more to Black and Brown youths.

Programming at Blue Lake Regional Park has included land stewardship, medicine making, basket weaving and nature survival skills with Morrison Family Services, family picnics with the Immigrant and Refugee Community Organization and a partnership with Get Hooked to support fishing and water safety for children and families.

Partnerships have also included nature walks with Self Enhancement Inc. at Smith & Bybee, supporting Latino Network through stewardship work in Council Creek and programming with Hacienda CDC around pollinators at Howell Park on Sauvie Island.

Community grants and partnerships

Environment 2042 Emerging Leaders (E42EL) Program

A \$60,000 grant supported a leadership development program that identifies and develops 18- to 25-year-olds to build a more diverse, equitable and inclusive environmental movement. It exposes emerging leaders to experiences and coaching that gives new perspectives, including those from rural Oregonians and First Nations.

Depave the Centennial School District

The \$42,000 grant to Depave helped to develop and implement community-led re-greening projects at Title 1 elementary schools in the Centennial School District. Students and visitors now enjoy 10,000 square feet of new greenspaces with 800 native plants, nature play and on-site stormwater management elements.

Restoring public land through Traditional Ecological Knowledge

The \$75,000 grant to Wisdom of Elders created a collaborative approach to improving local habitats. Members of Indigenous groups mentor students from Portland Public Schools in Traditional Ecological Knowledge while meeting the restoration needs of public lands.

Advancing cultural and environmental equity for API Communities

The \$30,000 grant connected Asian Pacific American Network of Oregon (APANO) members with parks and natural areas and offered leadership development opportunities to advance environmental equity in East Portland neighborhoods. This program also included camping trips – the first camping experience for half of the participating youth and chaperones.



Metro's parks and natural areas levy

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Since 2013, the levy has made a significant difference across Metro's 17,000 acres of parks, natural areas and trails – and a number of community nature projects and programs.

St. Johns Prairie

(pictured above)

A years-long effort has been underway to transform the 240-acre former St. Johns Landfill into a prairie full of native plants to attract western meadowlarks, streaked horned larks, western painted turtles and other wildlife. The site is part of Smith and Bybee Wetlands Natural Area, one of America's largest urban wetlands.

For more information on voter investments, visit oregonmetro.gov/nature

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Multnomah Channel Marsh



North Tualatin Mountains

Restoration and maintenance

Multnomah Channel Marsh

Metro has been working to improve connectivity between the wetlands at Metro's Multnomah Channel Marsh, a narrow area of more than 300 acres just across from Sauvie Island. This project has made it easier for juvenile salmon, steelhead, trout, and lamprey to swim into the marsh, a crucial habitat with abundant food and few predators, boosting the health of the fish before their journey to the ocean.

Diversifying restoration workforce

With the latest round of restoration contracts, Metro worked to make the bureaucratic process of government contracts more accessible to diverse business owners, including people of color, women, veterans and emerging small businesses. The latest process included interviews with potential contractors so people could talk more freely rather than relying on the traditional request-for-proposals process that emphasizes writing skills. The effort supports economic equity for people who plant native trees and shrubs, remove invasive weeds, and help improve water quality and restore habitat.

Park operations

More than 1.7 million visitors enjoy Metro's developed parks each year for walking, hiking, canoeing, camping, bird watching, and fishing, in addition to family and community events. The levy allows Metro to operate, maintain, and upgrade Metro sites so that they are safe, welcoming and inclusive, including at places like Smith and Bybee Wetlands Natural Area, Chinook Landing Marine Park and Broughton Beach.

Public access improvements

North Tualatin Mountains

Just north of Forest Park, a collection of four voter-protected properties form the North Tualatin Mountains Natural Area. Metro is actively restoring this former timber land to a diverse native habitat. The levy supported community engagement efforts to develop a master plan for multi-use trails and other visitor amenities to provide future public access.

Gabbert Butte

Natural areas in the East Buttes area protect the headwaters of many tributaries of Johnson Creek. Large tracts of forests preserve core habitat for wildlife. Working with the community, Metro and the City of Gresham developed the Gabbert Butte Nature Park master plan to create more welcoming entrances, visitor amenities and trails.



Oxbow Regional Park

Oxbow Regional Park

Two nature play areas opened at Oxbow in May 2019, giving kids opportunities to connect with nature on a deeper level. Planners enlisted the help of community organizations and parents of children experiencing disabilities to ensure the popular play areas are inclusive for children of varying abilities.

Nature education and volunteer programs

Metro offers school field trips, drop-in nature activities and volunteer opportunities, with a focus on serving people of color, low-income communities, people with disabilities and other historically marginalized groups. Recent programming has included stewardship programs with Blind Ambition pulling ivy at Glendoveer Golf and Tennis, and educational walks through the ancient forest at Oxbow Regional Park with students from groups like Camp ELSO, which teaches nature-based education and more to Black and Brown youths.

Programming at Blue Lake Regional Park has included land stewardship, medicine making, and nature survival skills with Morrison Family Services, family picnics with Immigrant and Refugee Community Organization and a partnership with Get Hooked to support fishing and water safety for families.

Community grants and partnerships

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Restoring public land through Traditional Ecological Knowledge

The \$75,000 grant to Wisdom of Elders created a collaborative approach to improving local habitats. Members of Indigenous groups mentor students from Portland Public Schools in Traditional Ecological Knowledge while meeting the restoration needs of public lands.

Portland harbor access and cultural ties to the river

A \$30,000 grant to Portland Harbor Community Coalition supported work to connect and re-connect youth and adults to the Portland Harbor through culturally-specific events and outings.



Metro's parks and natural areas levy

Making a difference in Washington County

Across greater Portland, Metro's parks and natural areas levy protects clean water, restores fish and wildlife habitat and connects people with nature close to home.

Voters first approved the levy in 2013 and then renewed it through June 2023. It raises approximately \$16 million a year and supports restoration and maintenance, park operations, public access improvements, nature education and volunteer programs, and community grants and sponsorships.

Since 2013, the levy has made a significant difference across Metro's 17,000 acres of parks, natural areas and trails – and a number of community nature projects and programs.

Chehalem Ridge Nature Park

(pictured above)

This new 1,250-acre nature park is scheduled to open in late 2021, providing visitors with 10 miles of new trails to hike, bike and ride horses and four all-abilities trails. Levy money supported the community planning process for the park, including a partnership with Centro Cultural de Washington County to engage the county's growing Latinx community.

For more information on voter investments, visit oregonmetro.gov/nature

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Restoration and maintenance

Maroon Ponds

A few miles south of Forest Grove, an emergent wetland with sedges, rushes and fallen logs now allow water from nearby springs and creeks to flow into a large pond where turtles gather near the Tualatin River. In partnership with Clean Water Services, Metro removed a manmade dam, tires, car batteries and asphalt to bring back wetlands and riparian forests and improve water quality and habitat.

Diversifying restoration workforce

With the latest round of restoration contracts, Metro worked to make the bureaucratic process of government contracts more accessible to diverse business owners from diverse communities, including people of color, women, veterans and emerging small businesses. The latest process included interviews with potential contractors so people could talk more freely rather than relying on the traditional request-for-proposals process that emphasizes writing skills. The effort supports economic equity for people who plant native trees and shrubs, remove invasive weeds, and help improve water quality and restore habitat.

Park operations

More than 1.7 million visitors enjoy Metro's developed parks each year for walking, hiking, canoeing, camping, bird watching, and fishing, in addition to family and community events. The levy allows Metro to operate, maintain, and upgrade Metro sites so that they are safe, welcoming and inclusive, including at places like Killin Wetlands and the future Chehalem Ridge Nature Park.



Public access improvements

Killin Wetlands Nature Park

Killin Wetlands is a 25-acre nature park that is located west of Banks. Formerly a dairy farm, this park offers visitors the opportunity to explore the nature trails, view rolling hills, enjoy a picnic from the scenic lookout deck and delight in searching for beavers, river otters, wetland birds and elk. The area is rich with rare plants including Geyer willows.

East Council Creek

East Council Creek Natural Area sits along Northwest Hobbs Road in Cornelius and protects portions of Council Creek and provides habitat for fish and wildlife. Working with community members, Metro has created plans for potential public access to the 33-acre natural area with possible amenities including picnic facilities, interpretive signage, nature trail, and places to play.



Orenco Woods Nature Park

Orenco Woods, a 42-acre park that was once home to the Oregon Nursery Company, sits nestled along Northwest Cornelius Pass Road. The park was created in partnership with the City of Hillsboro and includes a number of trails, viewpoints, picnic tables and play areas. Restoration work at the park has included building log jams in the Rock Creek floodplain to provide fish habitat and planting native trees, shrubs and flowers to provide wildlife habitat.

Nature education and volunteer programs

Metro offers school field trips, drop-in nature activities and volunteer opportunities, with a focus on serving people of color, low-income communities, people with disabilities and other historically marginalized groups. Programming in recent years has included bilingual programs with Centro Cultural to co-develop training programs for their staff and community members to lead nature tours and with Adelante Mujeres to support their Beyond Trauma adult education program through dance and nature walks at Orenco Woods and Cooper Mountain nature parks.

In addition, the ongoing restoration work at Chehalem Ridge in partnership with a wide range of organizations including Adelante Mujeres, Forest Grove High School, Latino Network, Centro Cultural, Forest Grove Community School, Youth Works and Rotary Forest Grove underscores the importance of this site across Washington County.

Community grants and partnerships

Nature experiences and workforce training

In partnership with Adelante Mujeres and the Beaverton School District, a \$90,000 grant to Tualatin Hills Park & Recreation District provided after-school nature programming for Latinx audiences and expanded a multiyear, workforce development program focusing on Latinx students.

Accessible trail maps

Access Recreation received two grants totaling \$75,000 to create online trail maps, descriptions, photos and videos so people of all abilities know whether a regional trail will meet their abilities and expectations before they arrive at the trail. A number of Washington County destinations are featured, including Jackson Bottom Wetlands, Tualatin Hills Nature Park, Lowami Hart Woods and Metro's Cooper Mountain Nature Park.

**6.2 Emerging Transportation Trends Study Recommendations for the 2023 Regional
Transportation Plan**

Information/Discussion Items

Metro Policy Advisory Committee
Wednesday, June 22, 2022

MPAC Worksheet

Agenda Item Title: Emerging Transportation Trends Study: Draft Final Report

Presenters: Eliot Rose, Senior Transportation Planner, Metro and Margi Bradway, Deputy Director of Transportation Planning and Research, Metro

Contact for this worksheet/presentation: Eliot Rose, eliot.rose@oregonmetro.gov, 503.927.9685

Purpose/Objective: Staff seek questions and feedback from MPAC on the draft results of the Emerging Transportation Trends Study, and input on how the results of this Study should inform the 2023 Regional Transportation Plan (RTP) update process.

Outcome: MPAC provides feedback to the project team about the draft Study results and how these results should be addressed during the RTP update.

What has changed since MPAC last considered this issue/item?

Metro staff signed a contract with the consultant team that is conducting the Emerging Transportation Trends Study in August 2021. The study is organized into three phases:

1. Researching potential trends and determining which ones to focus on
2. Analyzing the impacts of those trends on travel behavior and RTP goals
3. Conducting further research and analysis on how the RTP can address these trends

Metro staff and members of the consultant team presented on the first phase of the project and collected feedback from MPAC on which trends the Study should focus on in September 2021, and shared a draft analysis of the impacts of the selected trends on regional goals in February 2022.

Since then, the project team has been working to: Develop fact sheets that summarize the story, research and data, and impacts associated with each trend for decision-makers. These fact sheets address input and clarifying questions we received from MPAC, Metro Council and technical committees in February 2022. A draft of these fact sheets is attached.

In addition, the project team has completed three follow-up tasks that were identified based on the feedback received in February. Below we describe those tasks, including how they are grounded in feedback from Council and stakeholders and key findings to date. The attached technical memo describes the analysis and draft findings from these tasks in more detail.

Scenario analysis: The prior tasks in this project analyzed each trend on an individual basis, and estimated impacts based on the best research and data available. When we presented the results, stakeholders observed that different trends are inter-related (for example, higher levels of teleworking could lead to lower levels of transit service and ridership if the transit system continues to focus on serving commuters) and that each trend could potentially have a wide range of impacts depending on how lasting recent changes in travel behavior turn out to be. The analysis examines a range of scenarios that represent different assumptions about how the trends explored in this study will persist into the future – for example, one assumes that current levels of teleworking, online shopping, and other trends continue into the future, while another assumes that people return to their pre-pandemic habits. It then quantifies the impacts on vehicle miles traveled (VMT) per capita and transit ridership for each scenario in order to estimate how VMT per capita and transit ridership – which are important performance measures in the RTP – may vary

from the estimates in the RTP depending on how these trends unfold. This can help the region understand whether the RTP is likely to meet its performance targets in the face of uncertainty around what travel behavior will look like in the future.

Arterial traffic analysis: Throughout the Emerging Transportation Trends Study we have shared data about how highway traffic volumes and transit ridership have been changing. These data are consistently collected and reported by ODOT, TriMet, SMART and other agency partners. However, we have not had access to the same high quality of data on how arterial traffic volumes are changing. Metro's agency partners often conduct arterial counts at key points in the planning process, but rarely do so regularly and consistently in a way that would allow us to monitor how traffic is changing over time. Stakeholders have noted the absence of this arterial data and its importance in understanding how travel patterns are changing in the region. Arterial data can be more representative of how people in the region are traveling than highway data, because highways carry a higher proportion of people and goods that are passing through the region on route to other destinations. Arterials are also a key area of focus for the RTP since they are the streets where most transit runs, where most crashes occur, and where many jobs and other destinations are located. The project team collected data from 2019-21 for 20 different arterial locations in the region, and then compared changes in arterial traffic to changes in highway volumes and transit ridership along the same corridor to paint a more complete picture of how transportation has changed on these corridors.

Draft RTP guidance: Based on the draft findings from the Emerging Trends Study and their knowledge of how regional agencies are responding to these trends, the consultant team has identified seven opportunities to respond to these trends for Metro and its partners to pursue during the development of the RTP. For each opportunity, the team identified ways to implement the opportunity during the RTP process.

What packet material do you plan to include?

- Emerging Transportation Trends draft fact sheets
- Emerging Transportation Trends draft technical memo

Memo

Date: June 7th, 2022
To: Metro Policy Advisory Committee (MPAC)
From: Eliot Rose, Senior Transportation Planner
Subject: Emerging Transportation Trends draft final report: technical memo

Introduction

The COVID-19 pandemic and other recent disruptions significantly changed travel patterns in the Portland region. Metro's Emerging Transportation Trends study seeks to understand how these changes could continue to impact transportation moving forward in order to ensure that the next update to the Regional Transportation Plan meets the shifting needs of people in the region.

Based on feedback from stakeholders during February 2020 presentations on the draft analysis of the impacts of emerging trends, the project team identified three follow-up tasks to complete the project:

1. A scenario analysis that estimates the range of impacts of the trends included in this study could have on vehicle travel and transit ridership.
2. An analysis of arterial traffic data that examines in more detail how travel behavior on some of the region's key mobility corridors changed during the past several years.
3. Guidance how Metro and its agency partners can address emerging trends during the 2023 Regional Transportation Plan update.

Below we describe those tasks, including how they are grounded in the feedback we received and in prior results from this study. The findings and recommendations are in preliminary draft form and have not yet been presented to Metro technical committees.

Scenario analysis

The prior tasks in the Emerging Trends Study analyzed each trend that was included in the study individually, and estimated impacts based on the best research and data available (see the Emerging Transportation Trends Study Fact Sheets, which are attached separately with the materials for this item). When we presented the results, stakeholders observed that different trends are inter-related (for example, higher levels of teleworking could lead to lower levels of transit service and ridership if the transit system continues to focus on serving commuters), and that each trend could potentially have a wide range of impacts depending on how lasting recent changes in travel behavior turn out to be.

This scenario analysis estimates how vehicle miles traveled (VMT) and transit ridership – which are two key indicators that we use to measure progress on climate, travel choices, safety and other regional goals – could vary depending upon how emerging trends unfold. It also estimates changes in morning peak congestion since congestion is a consideration for many transportation projects in the region, and research suggests that teleworking and other trends have impacts on peak travel.

Defining scenarios

The analysis quantifies VMT and transit ridership under three different scenarios, each of which represents different assumptions about how the trends explored in this study will persist into the future. Metro staff and the project consultant team, Fehr and Peers, developed three different scenarios that represented a range of different possible futures. We used Fehr and Peers' TrendLab+ scenario planning tool – which applies national and regional research and data to estimate the impact of changing travel behaviors on outcomes including VMT, greenhouse gas emissions, transit ridership, and congestion – to quantify the impacts of each scenario. TrendLab+ uses inputs identified in the underlying research and data to define scenarios. Below we describe each scenario and which values we used when inputting the scenario into TrendLab+.

Return to Pre-pandemic: This scenario treats the pandemic as an anomaly and assumes that people will resume their pre-pandemic behavior as society reopens. Under this scenario, behaviors like teleworking and online shopping return to 2019 levels in the coming year, and continue to grow at pre-pandemic rates (i.e., the same growth as the region was seeing between 2015 and 2019) thereafter. Table 1 summarizes these assumptions.

Table 1: Return to Pre-pandemic scenario assumptions

Trend	Independent Variable	Starting Assumptions		Trend Magnitude		
		2019	2022	2025	2030	2045
Commute Levels	Percent of total workforce who telecommute on an average weekday	8%	9%	10%	11%	15%
	Percent of employees who leave the workforce ¹	2%	2%	2%	2%	2%
On-Line Shopping	Percent of daily shop trips that are online	11%	12%	13%	18%	31%
Car Ownership	Percent of households with cars ¹	92%	92%	92%	92%	92%
Safety Concerns	Percent avoiding transit due to safety and service concerns	0%	50%	15%	7%	3%
Transit Funding and Service Changes	Percent of 2019 service miles	100%	90%	94%	105%	138%

¹ Workforce departure and car ownership rates were held constant at 2019 levels for all scenarios in order to focus the scenario analysis on other factors that were more directly related to the trends that stakeholders had directed the project team to explore.

Transformative Trends: This scenario treats the pandemic as a transformative event that will continue to alter people's behavior. It assumes that the trends observed during the

pandemic will continue into the future. Under this scenario, behaviors like teleworking and online shopping stabilize at current levels in the coming year and continue to grow at current rates (i.e., the rates of change observed between mid-2020 and mid-2022) thereafter. Table 2 summarizes these assumptions.

Table 2: Transformative Trends scenario assumptions

Trend	Independent Variable	Starting Assumptions		Trend Magnitude		
		2019	2022	2025	2030	2045
Commute Levels	Percent of total workforce who telecommute on an average weekday	8%	15%	19%	25%	31%
	Percent of employees who leave the workforce ¹	2%	2%	2%	2%	2%
On-Line Shopping	Percent of daily shop trips that are online	11%	18%	32%	43%	58%
Car Ownership	Percent of households with cars ¹	92%	92%	92%	92%	92%
Safety Concerns	Percent avoiding transit due to safety and service concerns	0%	50%	20%	14%	7%
Transit Funding and Service Changes	Percent of 2019 service miles	100%	90.0%	112%	131%	151%

¹ Workforce departure and car ownership rates were held constant at 2019 levels for all scenarios in order to focus the scenario analysis on other factors that were more directly related to the trends that stakeholders had directed the project team to explore.

New Status Quo: This scenario treats the pandemic as an event that led to significant one-time changes in people's behavior, and assumes that we will not see the same kind of rapid evolution in travel patterns moving forward as we saw during the pandemic. Under this scenario, behaviors like teleworking and online shopping stabilize at current levels in the coming year and continue to grow at pre-pandemic rates thereafter.

Table 3: New Status Quo scenario assumptions

Trend	Independent Variable	Starting Assumptions		Trend Magnitude		
		2019	2022	2025	2030	2045
Commute Levels	Percent of total workforce who telecommute on an average weekday	8%	13%	13%	14%	19%
	Percent of employees who leave the workforce ¹	2%	2%	2%	2%	2%
On-Line Shopping	Percent of daily shop trips that are online	11%	16%	25%	30%	45%
Car Ownership	Percent of households with cars ¹	92%	92%	92%	92%	92%
Safety Concerns	Percent avoiding transit due to safety and service concerns	0%	50%	15%	10%	5%
Transit Funding and Service Changes	Percent of 2019 service miles	100%	90%	112%	131%	151%

¹ Workforce departure and car ownership rates were held constant at 2019 levels for all scenarios in order to focus the scenario analysis on other factors that were more directly related to the trends that stakeholders had directed the project team to explore.

Draft results

Figure 1, Figure 2, and Figure 3 below show TrendLab+ estimates of transit ridership and VMT per capita for each of the three scenarios described above. All of these metrics are indexed to pre-pandemic levels; i.e., we show the percent change in each metric compared to 2019 values. It is important to note that these estimates do not account for the many projects and policies under consideration in the region that could influence these outcomes, such as congestion pricing and planned capital projects. We will account for these impacts in more detail during the 2023 RTP update. The Emerging Transportation Trends Study focuses on understanding the impact of external forces so that Metro and its partners can assess whether these projects and policies adequate to meet regional goals during the RTP update.

Figure 1: Forecasted change in transit ridership by scenario

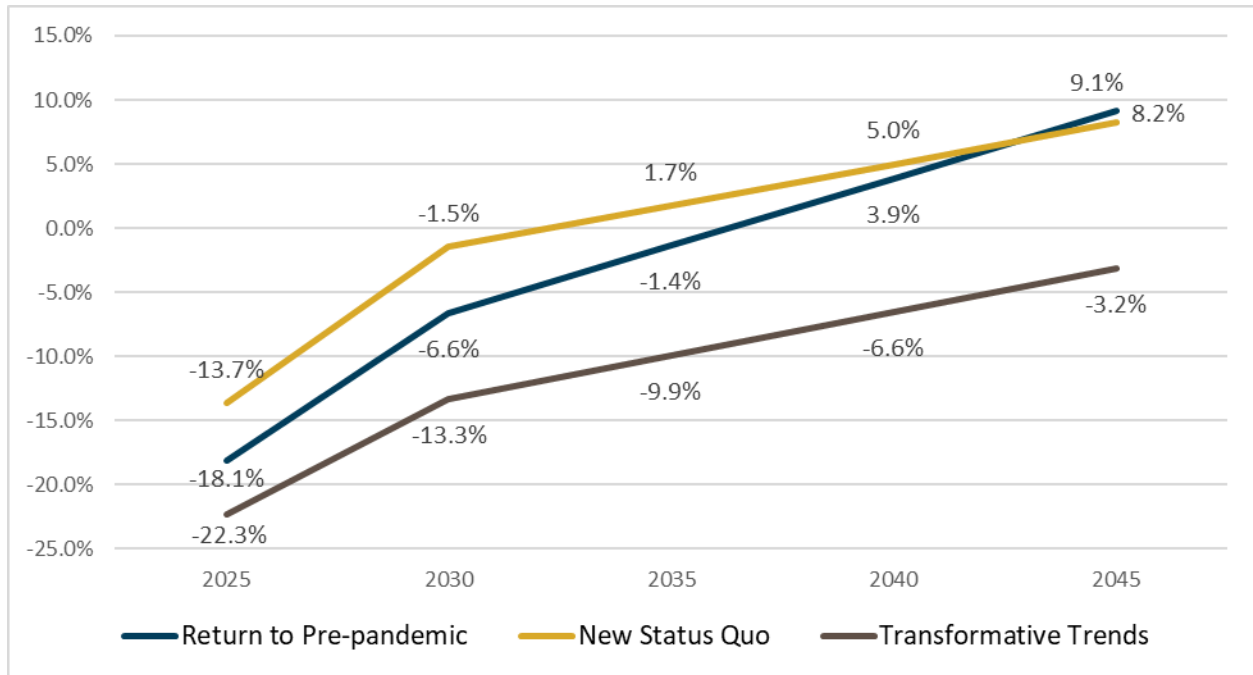


Figure 2: Forecasted change in VMT per capita by scenario

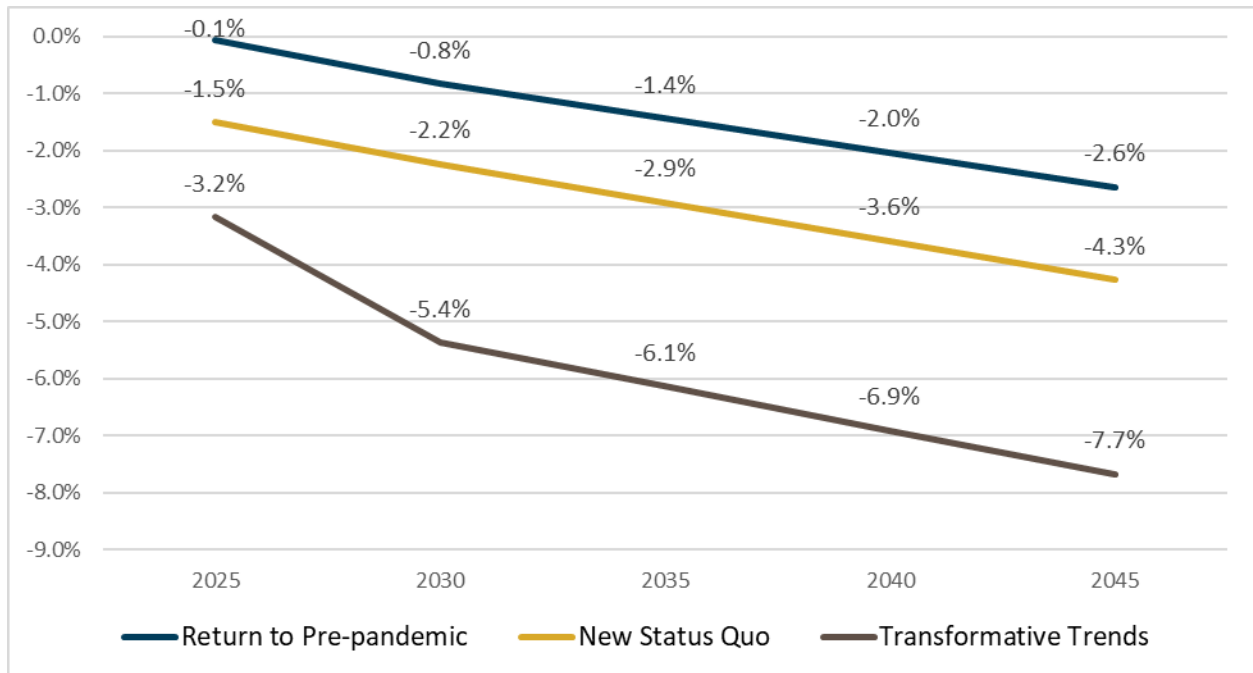
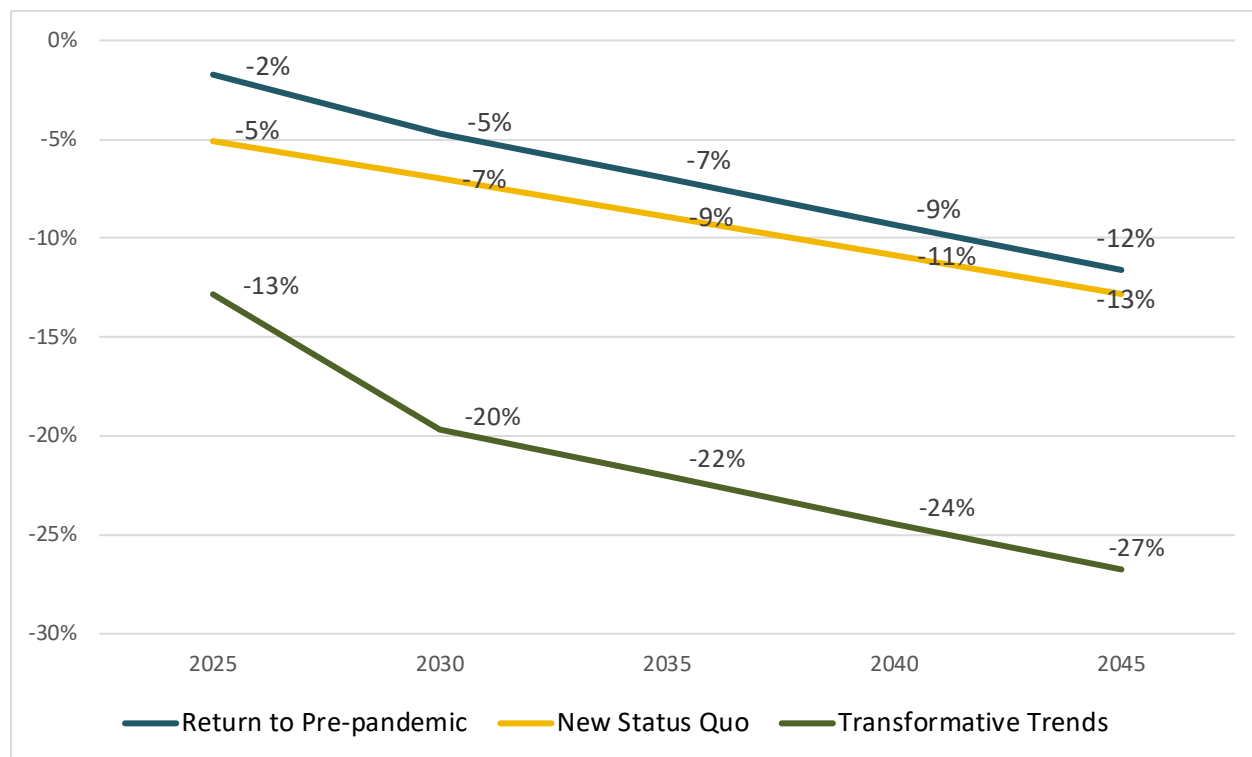


Figure 3: Forecasted change in morning peak congestion by scenario



Emerging trends help to reduce VMT per capita. Forecasted VMT per capita decreases under all scenarios, by between 2.6% (Return to Pre-pandemic) and 7.7% (Transformative Trends) in 2045. This represents partial progress toward the region’s target to reduce VMT per capita to 35 percent by 2045.¹ The more that current trends – particularly teleworking (see below) – persist, the lower VMT per capita is likely to be.

Emerging trends could reduce or increase transit ridership compared to pre-pandemic levels. Transit ridership is and service is currently below pre-pandemic levels due to challenges hiring drivers and the ongoing impact of the pandemic. As of February 2022, TriMet ridership was at roughly half of pre-pandemic levels.² All scenarios project that transit ridership will increase significantly above current levels. Over the short term, all scenarios forecast that ridership will return to between 14 and 22% below pre-pandemic levels between now and 2025 as TriMet restructures service and hires more drivers, and over the long-term all scenarios forecast that transit ridership will continue to increase. However, these increases are not necessarily enough to restore pre-pandemic ridership levels, both because transit service and ridership declined so steeply during the pandemic and because our analysis assumes that some former riders will not return to transit due to health concerns and/or shifting travel needs. Comparing results to 2019 levels, we see transit ridership increasing under some scenarios and decreasing under others, ranging from a 3.2% decrease (Transformative Trends) to a 9.1% increase (Return

¹ VMT targets can be found at Oregon Department of Land Conservation and Development, Climate-Friendly and Equitable Communities Rulemaking Advisory Committee, RAC 11 item 10: Proposed Amendments to Division 44, January 11, 2022, p. 7. https://www.oregon.gov/lcd/LAR/Documents/2022-01_Div44.pdf. In addition to the 2045 target, the Metro region has a target to reduce VMT per capita by 20 percent by 2035.

² <http://www.trimet.org/about/performance.htm>

to Pre-pandemic) in 2045. The more that current trends persist, the lower transit ridership is likely to be.

Congestion during the morning peak period declines under all scenarios, by between 12% (New Status Quo) and 27% (Transformative Trends). This is due to teleworkers replacing peak period commute trips with errands throughout the day, and declining VMT; small increase in VMT can significantly reduce congestion when roads are operating at or near peak capacity, as was the case many areas of the region prior to the pandemic. As the data in the next section illustrates, travel has declined more during the weekday AM peak period than any other time period.

Teleworking has a significant influence on outcomes. Teleworking reduces VMT, because teleworkers typically replace long commute trips with shorter trips throughout the day, but it leads to even bigger reductions in transit ridership, because currently people are roughly 50% more likely to use transit for commuting than for other trips. Our forecasts assume that the transit system continues to focus on serving commutes; reconfiguring the network to focus on other trips could help maximize both teleworking and transit ridership, as well as the resulting VMT reductions.

Table 4 below summarizes the range of impacts associated with each of the four metrics discussed above. These ranges represent the uncertainty that emerging trends create for these outcomes, which are critical to measuring progress toward regional goals. During the system-level performance analysis of the RTP we can use these factors to identify the range of uncertainty associated with different performance measure and assess how likely the region is to meet its performance targets given the different ways in which emerging trends could continue to unfold.

Table 4: Uncertainty ranges for key transportation metrics

Metric	Range
VMT per capita	-2.6% to -7.7%
Transit ridership	-3.2% to +9.1%
AM peak period congestion	-12% to -27%

Arterial traffic analysis

Throughout the Emerging Transportation Trends Study we have shared data about how highway traffic volumes and transit ridership have been changing. These data are consistently collected and reported by ODOT, TriMet, SMART and other agency partners. However, we have not had access to the same high quality of data on how arterial traffic volumes are changing. Metro's agency partners often conduct arterial counts at key points in the planning process, but rarely do so regularly and consistently in a way that would allow us to monitor how traffic is changing over time. Stakeholders have noted the absence of this arterial data and its importance in understanding how travel patterns are changing in the region. Arterial data can be more representative of how people in the region are traveling than highway data, because highways carry a higher proportion of people and goods that are passing through the region on route to other destinations. Arterials are also a key area of focus for the RTP since they are the streets where most transit runs, where most crashes occur, and where many jobs and other destinations are located.

Arterial locations and data source

The project team purchased data from Streetlight, which estimates traffic volumes based on data from cell phones and other sources, for this analysis. The project budget allowed us to purchase data for 20 arterial count locations. Three factors drove the selection of these locations:

Aligning with ODOT automated traffic recorders: we selected arterial locations that paralleled stretches of highways where ODOT has installed automated traffic recorders (ATRs) that continuously monitor traffic counts; these ATRs have supplied the data on highway volumes that we have previously shared in the Emerging Trends study. Aligning arterial count locations with a subset of ATR locations allows us to validate Streetlight data against the ATR data³ and ensure the two sources are comparable, and also to compare counts between arterials and highways located along the same corridor.

Representing regional mobility corridors: Metro has defined a set of mobility corridors throughout the region that connect different regional centers, and commonly uses these corridors in transportation analysis. Most of the locations we selected are on a geographically representative set of mobility corridors throughout the region. This enables us to compare highway, arterial, and transit data and paint a more complete picture of how travel is changing along these corridors. For longer arterials that pass through the region, like Powell Boulevard and TV Highway, we selected several count locations along their length in order to examine how traffic changes as they pass through different communities.

Capturing freight routes: One of the trends under study is the increase in online shopping, and some of the data we have reviewed in previous tasks suggests that goods kept moving through the region during the pandemic, even as people took fewer trips. We included several count locations along freight routes so that we could monitor how travel to and from some of the region's growing transportation, warehousing and industrial areas is changing. In particular, we included several freight routes along freight-heavy arterials that do not have parallel ATRs; these are locations where changes in total traffic volume are more likely to be driven by changes in freight trips.

Table 5 summarizes the count locations used in this analysis.

Table 5: Summary of arterial count locations

Count location	Mobility corridor	Parallel ATR	Freight route?
NE Martin Luther King Blvd. @ NE Ainsworth St.	1: Portland to Vancouver	I-5 @ N Ainsworth St.	N
N. Interstate @ N Ainsworth St.	1: Portland to Vancouver	I-5 @ N Ainsworth St.	Y
SW Barbur Blvd. @ SW Capitol Hwy.	2: Portland to Tigard	I-5 @ Capitol Hwy.	N

³ In addition to collecting Streetlight data from arterial count locations, we also collected Streetlight data for the same highway count locations captured by the ATRs in the Portland region. We found that the average error between the Streetlight and ATR data was 0% for 2019 and -1% for 2020. Except for 3 outliers, the Streetlight values were within +/- 15% of the ATR values for the 40 observations included in the validation dataset. We repeated this exercise with volume data from INRIX, another private transportation data source that ODOT makes available to transportation agencies in Oregon, and found that INRIX consistently overestimated traffic volumes during 2020, by an average of 15%. This led us to opt to use Streetlight instead.

Count location	Mobility corridor	Parallel ATR	Freight route?
NE Halsey Blvd. @ NE 148th Ave.	6: Gateway to Troutdale	1-84 @ NE 148th Ave.	N
NE Sandy Blvd. @ NE 148th Ave.	6: Gateway to Troutdale	1-84 @ NE 148th Ave.	N
SE Stark St. @ NE 148th Ave.	6: Gateway to Troutdale	1-84 @ NE 148th Ave.	N
NW Marine Dr. @ NW Frontage Rd.	6: Gateway to Troutdale	N/A	Y
NE 82nd Ave. @ NE Halsey St.	7: Gateway to Clark County	I-205 @ SE Washington St.	N
SE 82nd Avenue @ SE Foster Rd	8: Gateway to Oregon City	I-205 @ SE Steele St.	N
SE 122nd Avenue @ SE Foster Rd	8: Gateway to Oregon City	I-205 @ SE Steele St.	N
99W @ SW 124th Ave.	11: Tigard to Sherwood	I-5 @ SW Wilsonville Rd.	Y
NW Cornell Rd. @ 185th Ave.	14: Beaverton to Hillsboro	US-26 @ NW 170th Ave.	N
SW TV Hwy. @ SW 185th Ave.	14: Beaverton to Hillsboro	US-26 @ NW 170th Ave.	Y
SW Farmington Rd. @ SW 185th Ave.	14: Beaverton to Hillsboro	US-26 @ NW 170th Ave.	Y
SW TV Hwy. @ SE Brookwood Ave.	14: Beaverton to Hillsboro	N/A	Y
N Columbia Blvd. @ N Portland Rd.	17: Rivergate to I-5	N/A	Y
SE Powell Blvd. @ E end of Ross Island Br.	19: Portland to Lents	I-405 @ Marquam Br.	Y
W Powell Blvd. @ NE Hogan Dr.	20: Lents to Gresham	N/A	Y
OR 212 @ SE 98th	23: Clackamas to Damascus	OR-224 @ SE Mather Rd.	Y
OR 212 @ SE 172nd	23: Clackamas to Damascus	N/A	Y

For each of the locations listed above, we collected data for October 2019, 2020 and 2021. We focused on the month of October because it was during fall/spring instead of during summer/winter, when vacations influence travel patterns, and because October 2021 was one of the most recent months for which data was available at the time when we made the purchase. However, there are reasons why October may not be representative of normal travel conditions; new COVID-19 cases were high but declining from the peak of the Delta variant in October 2021, and the Labor Day wildfires of 2020 continued to impact travel into October of that year.⁴

Results

Comparing changes during different time periods

We examined how traffic volumes on the arterials studied changed by time of day (AM/PM peak, midday) and by day of week (weekday vs. weekend). Table 6 below summarizes how volumes changed between October 2019 and 2021 for the various time periods studied, by arterial. All values in the table are indexed to October 2019; i.e., they show the percentage change in traffic volumes between October '19 and '21.

⁴Though it was useful to have 2020 data for performing validation, we focus on comparing 2019 and 2021 data in our analysis, so the impact of the 2020 wildfires does not influence the results shown in this memo.

Table 6: Percent change in study arterial volumes by time period

Segment	Weekday All day 2019 to 2021 Change	Weekday 2019 to 2021 Change			Weekend 2019 to 2021 Change		
		AM Period	Midday Period	PM Period	AM Period	Midday Period	PM Period
NE Martin Luther King Blvd. @ NE Ainsworth St.	-14%	-17%	-7%	-16%	1%	-4%	-7%
N. Interstate @ N Ainsworth St.	-14%	-28%	-18%	14%	-30%	-13%	-20%
SW Barbur Blvd. @ SW Capitol Hwy.	-23%	-36%	-9%	-27%	22%	4%	14%
NE Halsey Blvd. @ NE 148th Ave.	-16%	-30%	-11%	-12%	-21%	-7%	2%
NE Sandy Blvd. @ NE 148th Ave.	-14%	-26%	-6%	-17%	-14%	4%	-9%
SE Stark St. @ NE 148th Ave.	-14%	-23%	-16%	-12%	27%	0%	8%
NW Marine Dr. @ NW Frontage Rd.	-6%	-16%	-2%	-9%	22%	12%	16%
NE 82nd Ave. @ NE Halsey St.	-17%	-25%	-12%	-18%	-17%	-6%	-6%
SE 82nd Avenue @ SE Foster Rd	-13%	-25%	-13%	-3%	-18%	-5%	-6%
SE 122nd Avenue @ SE Foster Rd	-9%	-21%	-8%	-5%	-30%	-19%	-1%
99W @ SW 124th Ave.	-12%	-26%	-4%	-12%	-8%	-1%	3%
NW Cornell Rd. @ 185th Ave.	-18%	-34%	-11%	-13%	1%	-5%	-3%
SW TV Hwy. @ SW 185th Ave.	-10%	-8%	-9%	-10%	-11%	6%	-4%
SW Farmington Rd. @ SW 185th Ave.	-13%	-22%	-6%	-9%	-21%	-7%	2%
SW TV Hwy. @ SE Brookwood Ave.	-14%	-22%	-12%	-16%	-11%	-3%	-1%
N Columbia Blvd. @ N Portland Rd.	-16%	-32%	-6%	-20%	-19%	-15%	-3%
SE Powell Blvd. @ E end of Ross Island Br.	-18%	-28%	-13%	-19%	1%	-4%	-1%
W Powell Blvd. @ NE Hogan Dr.	-9%	-14%	-4%	-5%	-6%	-11%	-2%
OR 212 @ SE 98th	-9%	-12%	-14%	-10%	-4%	-3%	3%
OR 212 @ SE 172nd	-6%	-11%	9%	-13%	-18%	-7%	-2%
Average	-13%	-23%	-9%	-12%	-8%	-4%	-1%

As of October 2021, **weekday arterial volumes were below pre-pandemic levels throughout the day at almost every location studied.** Weekend results were more scattered; traffic increased on some arterials and fell on others.

Arterial traffic decreased most significantly (by an average of 23%) during the weekday morning peak, followed by the weekday evening peak (by an average of 12%). This observation is consistent with research finding that teleworkers are more likely to run errands in the afternoon than in the morning. It is significant since many transportation projects and policies in the region focus on managing high levels of travel demand – and the congestion, safety risks, and emissions that come from that demand.

The locations where peak demand fell the least are freight corridors in suburban areas of the region (e.g., Farmington Rd., OR 212, outer Marine Drive and outer Powell). There are several potential explanations for this, including:

- Goods kept moving during the pandemic, so freight traffic may have remained high on these routes.
- Traffic volumes have rebounded more in other parts of Oregon than in the Portland region, and trips through / into / out of the region could be driving up volumes in locations at the edge of the region.
- These corridors serve communities where incomes are lower, and people with low incomes are more likely to have in-person jobs.
- There are fewer travel options in these areas, which makes residents more likely to rely on cars.

Comparing changes in arterial highway, arterial, and transit use

Many of the arterial locations that we studied carry transit and/or are aligned with traffic counters on parallel highways. We combined transit and highway data at these locations to get a more complete picture of how travel is changing along our study corridors. Though we do not have a large enough dataset to examine in detail how regional travel patterns are changing, having consistent data for this set of locations allows us to make an “apples-to-apples” comparison of regional trends in highway, arterial and transit use. Table 7 summarizes arterial, highway, and transit volume changes by corridor, and Figure 3 displays this data on a map.

Table 7: Percent change in weekday highway, arterial, and transit use, 2019-21, by corridor/location

Highway	Parallel Arterial	Highway ¹	Parallel Arterial ²		Transit Ridership ³	
		Percent Change	Percent Change	Average of Parallel Routes	Percent Change in Stop Ridership	Average of Parallel Routes
<i>Locations with highway, arterial, and transit data</i>						
OR-224 @ SE Mather Rd.	OR 212 @ SE 98th Ave.	0%	-9%	-9%	-43%	-43%
I-5 @ SW Capitol Hwy.	SW Barbur Blvd. @ SW Capitol Hwy.	-10%	-23%	-23%	-70%	-70%
I-205 @ SE Steele St.	SE 82nd Ave. @ SE Foster Road	-1%	-13%	-11%	-42%	-45%
	SE 122 Ave. @ SE Foster Road		-9%		-48%	
I-84 @ NE 148th Ave.	NE Sandy Blvd. @ NE 148th Ave.	-1%	-14%	-15%	-35%	-41%
	NE Halsey Blvd. @ NE 148th Ave.		-16%		-46%	
	SE Stark St. @ NE 148th Ave.		-14%		-43%	
I-5 @ Hayden Island ⁴	NE Martin Luther King Blvd. @ NE Ainsworth St.	-3%	-14%	-14%	N/A ⁵	-34%
	N Interstate @ N Ainsworth St.		-14%		-34%	
I-5 @ SW Wilsonville Rd.	99W East of SW 124th Ave.	-7%	-12%	-12%	-21%	-21%
US-26 @ NW 170th Ave.	NW Cornell Rd. @ SW 185th Ave.	-10%	-18%	-14%	-32%	-37%
	SW TV Hwy @ SW 185th Ave.		-10%		-48%	
	SW Farmington Rd. @ SW 185th Ave.		-13%		-32%	
Average		-5%	-14%		-41%	
<i>Locations with arterial and transit data only</i>						
N/A	NE 82nd Ave. @ NE Halsey St.	N/A	-17%	-17%	-40%	-40%
	N Columbia Blvd. @ N Portland Rd.		-16%	-16%	N/A ⁵	N/A
	NW Marine Dr. @ NW Frontage Rd.		6%	6%	N/A ⁵	N/A
	OR 212 @ SE 172nd Ave.		-6%	-6%	N/A ⁵	N/A
	SE Powell Blvd. @ E end of Ross Island Bridge.		-18%	-18%	-84%	-84%
	W Powell Blvd. @ NE Hogan Dr.		-9%	-9%	-17%	-17%

¹ Highway data comes from ODOT's Automatic Traffic Recorders (ATR) and is a comparison of October 2019 and October 2021 volumes.

² Arterial data comes from Streetlight, Inc. and is a comparison of October 2019 and October 2021 volumes.

³ Transit ridership data comes from TriMet quarterly Automatic Passenger Counters (APC) and is a three month average of weekday boardings/alightings from Fall 2019 and Fall 2021.

⁴ I-5 @ N Ainsworth St. was one of 3 ATR locations used in this analysis that did not have complete data for October 2019, 2020, and 2021; we were able to use these locations in validation but not in the results. (The other two locations were I-205 @ SE Washington St. and I-405 @ Marquam Br.) Since I-5 from Portland to Vancouver is a high-volume corridor with several future projects planned and we had two parallel arterial count locations we prioritized collecting ATR data for this location. After comparing data from the I-5 @ N Ainsworth ATR with data from the Hayden Island ATR, roughly 3 miles to the north, we determined that the Hayden Island ATR was a valid proxy for the I-5 @ N Ainsworth ATR.

⁵ N/A (not applicable) indicates that no transit routes serve the arterial count location in question.

Figure 4: Percent change in highway, arterial, and transit use (average all-day travel volumes), 2019-21, by location

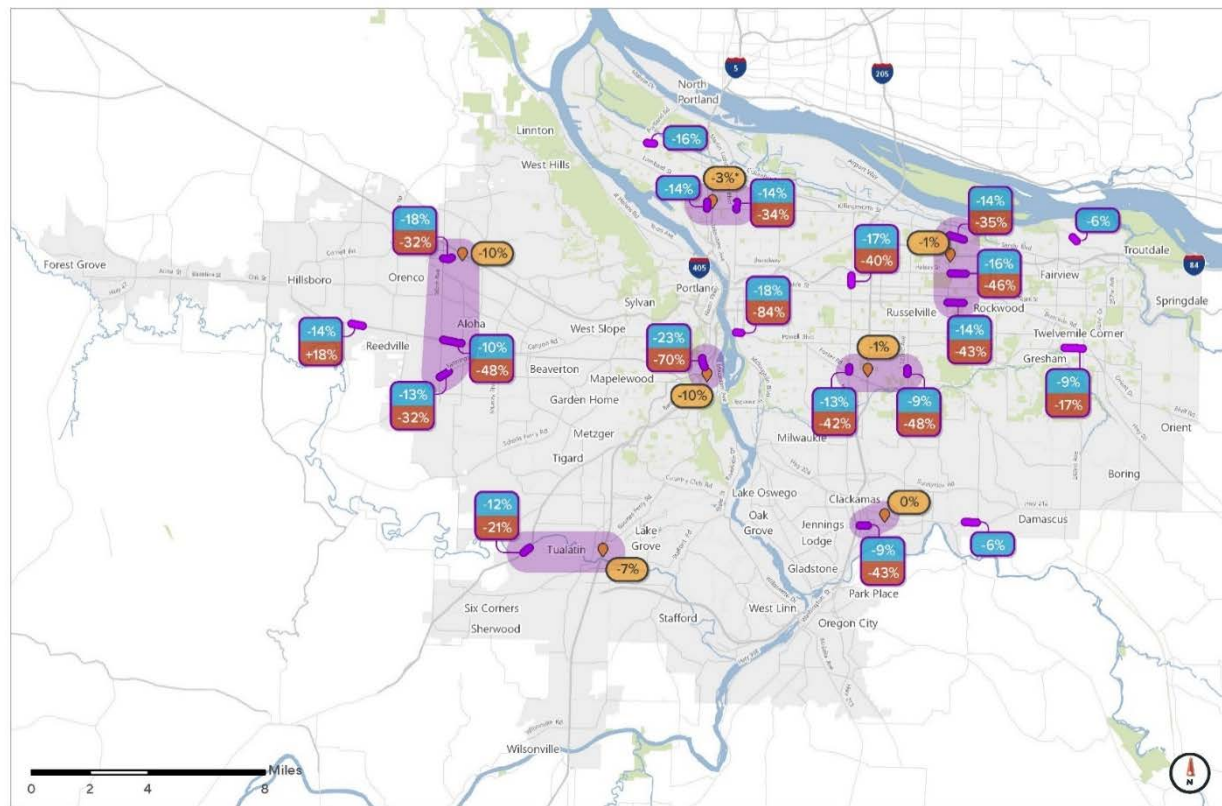


Figure 4

Weekday Traffic and Transit Volume Changes from 2019 to 2021

On average, across the study corridors:

- **Daily highway trips decreased by five percent.**
- **Daily arterial trips decreased by 14 percent.**
- **Daily transit ridership decreased by 41 percent.**

In almost every location studied, **arterial volumes have decreased more significantly from pre-pandemic levels than highway volumes have.** Potential explanations for this include:

- Highways carry more freight trips (which have held steady during the pandemic) and trips through the region (which have fallen less than trips within the region).⁵
- Traffic is flowing more freely on highways due to below-normal volumes, which means that fewer drivers divert off of the freeway onto arterials to avoid traffic.

Transit volumes are further below pre-pandemic levels in locations closer to the center of the region. Potential explanations for this include:

⁵ According to ODOT's COVID-19 traffic reports, highway volumes in other areas of Oregon have returned to, and in some cases exceeded, pre-pandemic levels, while they are still slightly below normal in the Portland region.

- Transit ridership and service levels are generally lower in suburban areas of the region, and a higher proportion of riders in these areas could be transit-dependent riders who continued to rely on transit throughout the pandemic.
- Commutes fell throughout the region, and some data suggests that trips to Downtown Portland fell more precipitously than in other regional downtowns. The two study locations where transit ridership declined the most – at SW Barbur and Capitol Highway and SE Powell at the Ross Island Bridge – involve transit routes that carry people into downtown.
- Incomes are generally higher toward the center of the region, and workers with higher incomes are more likely to be able to telework, so teleworking may be competing more with transit in communities at the center of the region.

Draft RTP guidance

Based on the draft findings from the Emerging Trends Study and their knowledge of how regional agencies are responding to these trends, the consultant team has identified seven opportunities to respond to these trends for Metro and its partners to pursue during the development of the RTP. For each of these opportunities, the team has identified *why* the opportunity is important to consider (based on findings from this study) and *how* the region might address the opportunity, both during the short term (through the process of developing the RTP in 2022-23) and the long term (when implementing the RTP in 2024 and beyond). Table 8 below summarizes this draft guidance.

Table 8: Summary of draft RTP guidance

Opportunity	Why	How
Prioritize transit ridership recovery	<ul style="list-style-type: none"> Increasing transit service is critical to meeting the region’s climate and equity goals. Transit service and ridership fell dramatically during the pandemic. Lingering health concerns and changing patterns of behavior (e.g., teleworking replacing transit commutes) make some former riders unlikely to return to transit. 	<p>In the short term:</p> <ul style="list-style-type: none"> Reconfigure the transit network to serve changing travel patterns (more midday errands, fewer peak commute trips, continued demand on routes that serve people of color and people with low incomes). Explore new service options to expand coverage in selected areas. Communicate with the public about measures that are underway to keep people safe and healthy when riding transit. If arterial traffic volumes remain low, consider redesigning certain streets to prioritize transit. <p>Over the long term:</p> <ul style="list-style-type: none"> Seek funding to expand the transportation system. Expand the availability and depth of discounts for low income riders.
Confirm that previously planned high-priority/high cost auto and transit projects meet changing travel demand patterns	<ul style="list-style-type: none"> Many major projects in the region aim to address peak levels of demand. As of the latest data, peak-period trips on the region’s highway, arterial and transit networks are all still below pre-pandemic levels. Teleworking seems likely to remain popular, and teleworkers make fewer trips, particularly during the morning peak. Transportation projects often seek to address peak-period conditions, which is when demand and congestion are the highest. 	<p>Over the short term:</p> <ul style="list-style-type: none"> Continue to monitor traffic volumes in the region until conditions stabilize. Identify major capital projects in the RTP that are intended to address peak period demand and/or congestion, and review assumptions to ensure that they are consistent with how peak period traffic levels are changing. <p>Over the long term:</p> <ul style="list-style-type: none"> Consider more frequent updates to transportation data sources and Metro’s travel model to keep pace with changing behavior. Increase the focus on managing demand – including accounting for new opportunities like congestion pricing and teleworking – before investing in system expansions.
Provide more diverse travel options to support changing travel patterns	<ul style="list-style-type: none"> As teleworking increases, travel patterns are less driven by long-distance commutes and more by short-distance errands, school drop-offs and other trips. E-bikes are gaining popularity, and workplace shuttles, and bike/scooter-share are thriving in some parts of the region. 	<p>Over the short term:</p> <ul style="list-style-type: none"> Develop consistent, comparable information on the benefits and cost-effectiveness of fixed-route transit, shuttles/vanpools, bike/scooter share, and other emerging modes to help identify the best type of service for different communities. Prioritize closing gaps in bike/ped access to transit stations. <p>Over the long term:</p> <ul style="list-style-type: none"> Seek stable funding for shuttles/vanpools, shared mobility, and other emerging travel options.
Maximize potential VMT reductions from teleworking	<ul style="list-style-type: none"> Teleworkers are more likely to run errands by car throughout the day, potentially offsetting reductions in commute VMT. Employers’ teleworking policies and employees’ reaction to office reopenings both vary widely. 	<p>Over the short term:</p> <ul style="list-style-type: none"> Consider the potential for mode shifts to teleworking when developing pricing and demand management programs. Consider reallocating transit service to better serve short trips to commercial centers and corridors. <p>Over the long term:</p> <ul style="list-style-type: none"> Coordinate with employers in job centers to balance day-to-day travel using hybrid work schedules. Support innovations that enable more teleworking at employers with a high number of in-person jobs.

Opportunity	Why	How
Prioritize safe access to transit	<ul style="list-style-type: none"> • Personal safety is a growing concern for many travelers. • Safety is a particular concern for people of color, who are less likely to feel safe while using a variety of modes, including walking and transit. • People feel especially vulnerable when walking to / waiting for transit. Most transit riders report feeling safe when on the bus or train. 	<ul style="list-style-type: none"> • Support equitable and innovative approaches to transportation safety, such as creating response teams trained in mental health and de-escalation. • Identify opportunities for travel options programs to fund lighting and other safety measures. • Improve transit reliability, frequency, and coordination to minimize the time riders spend waiting for transit.
Plan for the changing role of freight	<ul style="list-style-type: none"> • Freight played an increased role in shaping travel demand during the pandemic; goods continued to move even as people traveled less. • Increased online shopping is changing how goods move through our region. • Delivery trips have been concentrated in central cities. Some cities have used curb and parking management to manage conflicts between delivery vehicles and other modes. 	<p>Over the short term:</p> <ul style="list-style-type: none"> • Increase data collection on freight, goods movement, and delivery activity. • Improve freight models and analysis tools. <p>Over the long term:</p> <ul style="list-style-type: none"> • Expand the use of parking management in regional centers.
Accelerate the adoption of electric bicycles, scooters, and shared vehicles.	<ul style="list-style-type: none"> • Electric bicycles and scooters are becoming more popular, more affordable, and more efficient for longer trips. • Shared e-bike and scooter systems can be effective in providing affordable access to these modes • Oregon’s current transportation electrification programs focus overwhelmingly on electric cars and trucks. EV buyers are eligible for State rebates; e-bike buyers are not. 	<p>Over the short term:</p> <ul style="list-style-type: none"> • Explore whether recent changes to federal funding sources enable regional programs to subsidize shared EV, bike, and scooter systems. • Advocate for the expansion of state and federal electric vehicle rebate programs to also provide rebates for electric bicycles. <p>Over the long term:</p> <ul style="list-style-type: none"> • Explore the potential to fund larger-scale deployment of shared EVs, bikes, and scooters through discretionary grants. • Coordinate investments in shared mobility with affordable housing investments. • Support transportation system plan updates in addressing shared and electric transportation. • Fund completion of the regional bicycle network.
Consider digital approaches to providing equitable access to opportunities.	<ul style="list-style-type: none"> • The pandemic both highlighted and elevated the importance of technology in connecting people to jobs, school, and goods. • Low-income people are significantly less likely to be able to telework or shop online. • Low-income people are more likely to face barriers to accessing technology, such as lack of affordable internet access and lack of bank accounts. • It seems likely that teleworking will continue to increase in the future, and that people who are able to telework will be able to apply for more job openings in a broader variety of locations. 	<p>Over the short term:</p> <ul style="list-style-type: none"> • Explore opportunities to fund digital access (e.g., laptops and internet hotspots) or education programs that can help people shop, work, book transportation services, and meet other needs online. <p>Over the long term:</p> <ul style="list-style-type: none"> • Support investments in publicly-owned broadband networks or public-private partnerships that create low- or no-cost plans for low-income households.





Draft Executive Summary



The Emerging Transportation Trends Study identifies major changes in transportation that we expect the region to face during the coming decade following the COVID-19 pandemic and other recent disruptions.

Planning during a time of change

We are living through a time of rapid change, marked by a global pandemic that affected nearly every aspect of life. These changes have challenged the conventional wisdom around how we work, live and travel. Many more people are now teleworking and shopping online than seemed possible a few years ago. Formerly bustling downtowns were empty through most of 2020. Some streets closed to cars and filled up with bicycles, pedestrians, and restaurant seating. Some of these changes are

already rolling back as society recovers from the pandemic. Others appear likely to last. The Emerging Transportation Trends Study examines how eight of these trends could continue to impact the greater Portland region. This study forecasts how long each trend will last, how it will affect people's travel behavior and how it will impact progress toward the region's climate, safety, and equity goals.

The goal of this study is to help Metro and its partners account

for these trends during the 2023 update to the Regional Transportation Plan (RTP). The study focuses on understanding the impact of external forces and does not account for the impact of actions that agencies are taking to address these trends. Metro and its partners can assess whether current policies and programs are adequate to meet regional goals as travel changes. These fact sheets summarize key trends and their impacts on regional goals.

Measuring how trends impact regional goals and performance measures

EQUITY

The pandemic widened disparities in health, employment and education for people of color and people who earn low incomes. People of color and people who earn low incomes were also less likely to be able to work from home and shop online than white and affluent people. This study qualitatively examines impacts of the trends on equity. The analysis considers whether trends have disproportionate negative impacts on people of color and people who earn low incomes and whether the benefits of these trends are accessible to all.

VEHICLE MILES TRAVELED (VMT) & TRANSIT RIDERSHIP

Vehicle Miles Traveled (VMT) per capita measures how much people drive. It is an important indicator of

congestion, safety and greenhouse gas (GHG) emissions. Increasing transit ridership is critical to reducing VMT, congestion and emissions equitably and effectively. People traveled less overall during the pandemic, but transit use fell more sharply than driving. This study forecasts VMT and transit ridership based on national and regional data to assess impacts on climate and congestion.

SAFETY

Fatal crashes increased during the pandemic. People grew concerned about being exposed to COVID. People also grew concerned about encountering racism and threatening behavior from other people when traveling. This study qualitatively examines how these changes are likely to impact crash risks and personal safety over the next decade.

LEGEND: Arrows indicate how the trend impacts equity, safety, VMT and transit

↔ Potential increase/decrease ⊖ No impact ● Impact is positive ● Impact is negative

Trends, outlooks and impacts

Trend	Short Term Outlook (5-10 Years)	Long Term Outlook (20 Years)	Equity	Safety	VMT	Transit
Declining transit service & ridership	Transit service is still down 2-4% from pre-pandemic levels. Agencies restructure service to focus on people who are still riding transit. 10-30% of people who stopped using transit during the pandemic don't return.	Transit service increases as envisioned in regional plans. Ridership increases too, but it lags behind service because some people who stopped using transit during the pandemic don't return due to behavior change or health concerns.	↔	⬇	⬆	10-30% ⬇
Increasing remote work/ work from home	14% of workers telework regularly, compared to 8% before the pandemic.	Up to a third of the workforce teleworks, but only 10% of low-income workers do so.	↔	↔	0-6% ●	⬇
Increasing online shopping	People replace 16-36% of their shopping trips with delivery. This has mixed impacts on VMT. Delivery trips are shorter than in-person shopping trips, but ordering online tends to generate more trips because of frequent returns, rush deliveries, and other factors.	People replace 25-50% of their in-person shopping trips with deliveries. Only 20% of people with low-incomes shop online.	↔	↔	1-2% ●	⬇
More affordable and efficient electric vehicles	More people will own electric vehicles (EVs), but Oregon is not on track to meet its 2030 EV adoption targets. Electric bicycles are increasingly popular and useful for longer trips.	EVs technology is cheaper, more efficient, and more ubiquitous. EVs make up the majority of the vehicle fleet, can drive farther on a charge, and charge more quickly.	●	⊖	⬆	⬇
Increasing concerns about personal safety	People are increasingly concerned about health, policing, and other travelers' unsafe or threatening behavior when they are using the transportation system.	<i>We do not have sufficient information to create a long-term forecast for this trend.</i>	⬇	⬇	⬆	⬇
Increasingly unsafe streets	Fatal crashes in the Portland region increased during the pandemic, while crashes resulting in serious injuries fell. Streets will likely become safer as more people start using them again, but fatal crash rates may remain higher than average.	<i>We do not have sufficient information to create a long-term forecast for this trend.</i>	↔	⬇	⬆	⊖
Increasing recreational cycling	The number of recreational cyclists will increase slightly, particularly in communities that had lower levels of cycling before the pandemic.	<i>We do not have sufficient information to create a long-term forecast for this trend.</i>	●	⊖	●	⊖



TRANSIT RECOVERY

Transit ridership will recover slowly.

Transit service will likely not recover to pre-pandemic levels during the next five years, and some people who stopped using transit during the pandemic may never come back. However, increasing transit ridership is critical to meeting regional goals. Agencies need to refocus the transit system around how people now travel while continuing to increase and improve transit service.



BEFORE THE PANDEMIC

Transit ridership was in a slight decline.

Nationally, transit ridership declined by 4% between 2010 and 2019 (8% per capita). TriMet, the region's largest transit agency, also saw its ridership decrease 4% over this time period, even as service increased.



DURING THE PANDEMIC

Ridership fell and agencies reduced service.

Between February and April 2020, regional transit ridership dropped by 69%. TriMet responded by reducing service by 20%. By fall 2021, service returned to 90% of pre-pandemic levels, but ridership was still down by about 50%.



FOLLOWING THE PANDEMIC

Car ownership and driving could increase.

People who started working from home will no longer commute on transit, and others may avoid transit due to public health concerns. This could lead people to buy cars or replace trips they would have taken on transit with driving.

Key assumptions and findings

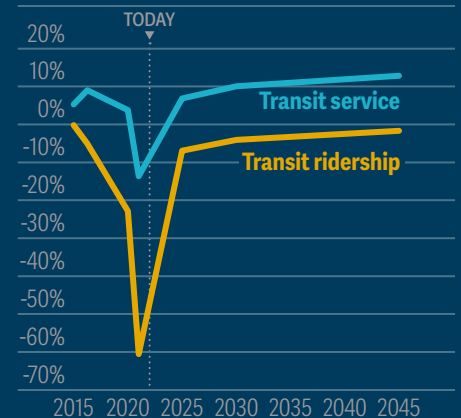
ASSUMPTIONS

- There will not be resources to increase transit service beyond pre-pandemic levels until 2027. After that, service will increase at the pace envisioned in the 2018 Regional Transportation Plan.
- In 2025, 10-30% of prior transit riders will not have returned, and transit service will still be **2-4%** below pre-pandemic levels.
- Transit fares will increase by **\$0.10** every other year.
- Restructuring will make transit service **5-10%** more efficient.

EFFECTS ON TRAVEL

- Reduced service will decrease transit trips by **2-6%**. Some of these trips will shift to personal vehicles—increasing regional VMT per capita by **0-1%** until service levels reach pre-pandemic conditions.
- People will slowly return to transit over the next 20 years, which will increase VMT by **0-2%** and decrease transit ridership by **10-30%** compared to what is expected under the Regional Transportation Plan.

SERVICE AND RIDERSHIP CHANGE





Source: TriMet



WHAT IT MEANS FOR TRAVEL

Agencies need to continue to refocus service on those who still rely on transit while also increasing transit service.

During the pandemic, ridership held steadier on routes that have more people of color and people with low incomes and routes that serve arterials with a mix of jobs, housing, shops and other destinations. If people continue to work from home, we expect to see fewer commute


trips during peak hours and more errands throughout the day.

TriMet prioritized serving those who were still riding during the pandemic, and plans to continue to do so as it updates its service plan. But recovering from the


pandemic-era ridership slump and meeting the region's transit ridership goals will require broader action, potentially including rethinking how transit serves the region's centers, finding resources to increase service, and redesigning streets to keep buses moving.

Effects on RTP priorities


CLIMATE & MOBILITY

 Lower-than-expected levels of transit service and higher-than-expected vehicle use will likely increase congestion and greenhouse gas emissions.

SAFETY

 Transit is one of the safest ways to travel on a per-mile basis. People driving cars are much more likely to die, be injured or harm others while traveling than transit riders. Our streets will likely become less safe if more people shift from taking transit to driving.

EQUITY

 Agencies have made efforts to focus service on riders who most rely on transit, but long-term reductions in transit service and ridership could have disproportionate impacts on people of color and people with low incomes, who are more likely to depend upon transit.



REMOTE WORK

Remote work is here to stay.

The pandemic caused a massive surge in working from home and this trend is likely to continue. It may change when and where we travel, but not necessarily how much we travel.



BEFORE THE PANDEMIC

Remote workers were a sliver of the workforce.

Before the pandemic, remote workers accounted for 8% of the workforce in the Portland region and just over 7% statewide.



DURING THE PANDEMIC

Working from home skyrocketed.

By May 2020, over 35% of workers in Oregon were working remotely due to COVID-19. This decreased to 18% of workers by the end of the year, down from the peak but still over double pre-pandemic levels.



FOLLOWING THE PANDEMIC

Work from home will remain common.

Remote work is likely to continue to decline as offices reopen, but will remain much more prevalent than it was before the pandemic, and will continue to increase over time. This could create long-term changes in travel patterns.

Key assumptions and findings

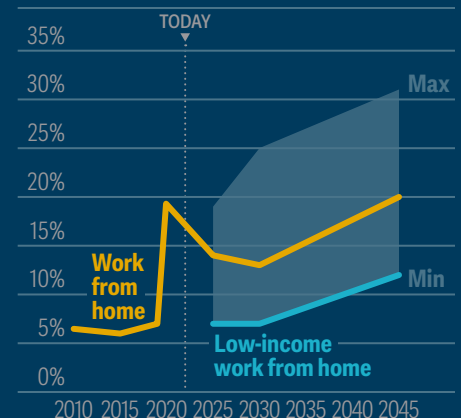
ASSUMPTIONS

- The share of the Oregon workforce that will permanently work from home in 2025 is predicted to be **14%**, up from **8%** before the pandemic
- Remote work is likely to decline from the 2020 peak over the next five years as offices reopen, but will increase over the 20-year horizon as employers allow for more flexibility.

EFFECTS ON TRAVEL

- The increase in remote work will decrease the share of work trips in the peak hours on transit and in personal vehicles, decreasing 2025 VMT and transit ridership by **0-6%**.

OREGON REMOTE WORK LEVELS





Source: Microsoft



WHAT IT MEANS FOR TRAVEL

More teleworking could mean fewer trips during rush hour and more throughout the day.

People who work from home do not commute, but they run errands and make other trips throughout the workday. Even if the share of people working from home doubles, VMT per capita will likely only decline by less than 6%. Fewer commute

trips could allow transportation agencies to redistribute some of the resources that they had planned to spend on keeping the region moving during rush hour, potentially making more funding available for other projects.

Not all workers are able to telework. Low-income workers are much more likely to do their jobs in person. As agencies plan for more teleworking, they need to maintain access to jobs for those who need it.

Effects on RTP priorities

CLIMATE & MOBILITY



As working from home increases, vehicle trips decrease - particularly during rush hour, when vehicles typically emit more pollution because they are stuck in traffic. This means fewer greenhouse gas emissions and less congestion during peak hours. It also raises the question of how transit might best serve riders who are taking more midday trips and commuting less.

SAFETY



With prolonged working from home, travel may occur at different times of the day. The overall amount of traffic is not likely to change, but if local and arterial streets see more traffic from teleworkers running errands, it could create additional conflicts between vehicles and pedestrians, bicyclists, and transit riders.

EQUITY



Only some people have the option to work remotely. Almost twice as many workers with high incomes say they are able to work from home compared to those with low incomes. Providing access to internet and other services that support teleworking could help workers with low incomes connect to career opportunities in this new environment.



E-COMMERCE

E-commerce means more deliveries.

During the pandemic, people started buying more goods online to avoid the health risk of going to the store. The increase in online shopping is reshaping how goods move through the region.



BEFORE THE PANDEMIC

Online retail sales were climbing.

Between 2015 and 2019, the share of retail goods bought online increased from 7% to 11%, an increase of roughly 1% per year.



DURING THE PANDEMIC

Online sales spiked.

The share of goods bought online peaked at 15% in 2020, and has since declined a few percentage points as stores reopened and health risks receded.



FOLLOWING THE PANDEMIC

New types of businesses are moving online.

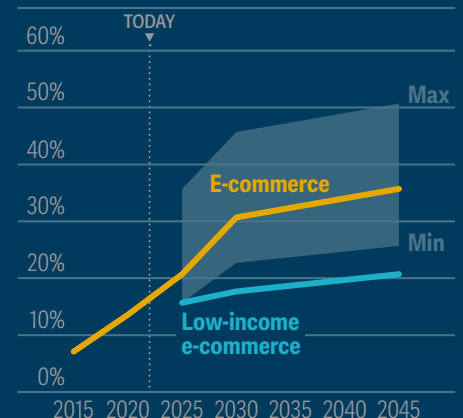
The current dip in online sales is likely temporary. People are now used to shopping online, and more companies are focusing on online sales. This study forecasts that online sales will increase to 20% market share by 2025 and continue to grow thereafter.

Key assumptions and findings

EFFECTS ON TRAVEL

- In-person shopping trips represent less than **10%** of total VMT in the Metro region, and some shopping trips will be replaced by delivery trips.
- An online delivery generates up to 12x fewer VMT than a trip to the store. VMT reductions from delivery are more modest in communities where people can walk, bike, take transit or only drive a short distance to the store.
- Compared to **9%** of in-store purchases, **15%-30%** of online goods are returned.
- Same-day shipping increases VMT, and not all online purchases replace a trip to the store. This offsets some of the VMT reductions from consolidated delivery trips.
- By 2025, online shopping is projected to reduce VMT by up to **1%** and transit ridership by up to **2%**.

E-COMMERCE AS A PERCENT OF NATIONAL RETAIL SALES





WHAT THIS MEANS FOR TRAVEL

Delivery trips will replace some personal shopping trips, and these new trips have different demands on our roads.

Source: Fehr & Peers

The increase in online shopping has mixed effects on vehicle travel, and it can be hard to distinguish these impacts from the general increase in shopping-related trips due to more consumer spending. On one hand, delivery trips are typically shorter

than people's trips to the store, because companies make multiple deliveries in a single trip. On the other hand, people are more likely to return goods that they buy online and make rush orders that require companies to split a single order

into multiple deliveries, creating more trips per item purchased. Growth in delivery trips is also altering the ways that retailers, restaurants, and grocery stores use space and resources for parking, pickup, delivery, and stock storage.

Effects on RTP priorities

CLIMATE & MOBILITY



Online delivery trips are usually consolidated and occur outside of peak hours, reducing congestion. Delivery trips are shorter than in-person shopping trips, but many consumers are drawn to online shopping by same-day delivery, easy returns, and the convenience of shopping from home - all of which lead to more trips. Because of these conflicting factors, online shopping produces a modest reduction in VMT and emissions.

SAFETY



Aggressive schedules may encourage delivery drivers to prioritize speed over safety. Deliveries may also bring more large vans and medium-size delivery trucks onto neighborhood streets. Delivery drivers who are independent contractors and not commercially trained may also be less experienced than licensed commercial drivers.

EQUITY



People with higher incomes are more likely to shop online than people with low incomes. Improving access to goods and services can benefit everyone, but people typically pay a premium for the convenience of shopping online. People with low incomes and people of color are also more likely to face technological, financial and cultural barriers to shopping online.



VEHICLE ELECTRIFICATION

Get ready to plug in.

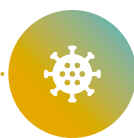
Oregon has set ambitious targets to increase the number of electric vehicles (EVs) on the road. Whether or not the state meets these targets, we are likely to see many more EVs in the years to come.



BEFORE THE PANDEMIC

EV use was growing exponentially.

Between 2010 and 2020, the number of EVs on Oregon's roads grew from 670 to 33,600. E-bikes and e-scooters also became more popular and widely available, both for purchase and through bike- and scooter-share systems like those in Portland.



DURING THE PANDEMIC

EVs remained popular, and e-bikes boomed.

Between 2019 and 2021, EV sales grew by 3.6%, outperforming sales of gas-powered vehicles. E-bike sales skyrocketed, growing by 240% - almost four times more than regular bike sales grew.



FOLLOWING THE PANDEMIC

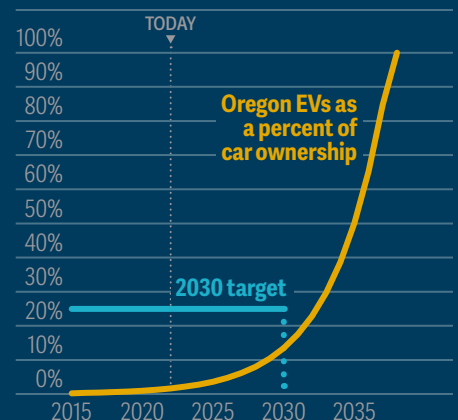
EV use will keep growing.

The batteries that power EVs and e-bikes are likely to become more efficient and cheaper to manufacture. EV and e-bike sales will continue to increase as these vehicles become more affordable and efficient.

Key assumptions and findings

- Our forecast is based on historical growth in EV sales and on anticipated changes to EV cost and range. It does not account for the many clean vehicle and fuel policies that support Oregon's EV targets.
- By **2030**, the State of Oregon aims to have **50%** of new vehicles sold and **25%** of all vehicles be EVs.
- EV/ZEV registrations in Oregon have grown by around **30%** each year since 2015.
- After declining at the beginning of the pandemic, shared e-bike and e-scooter use in the City of Portland rebounded to more than **double** pre-pandemic usage.
- Cities with shared e-bike fleets reported that e-bikes were used **twice** as frequently as regular bicycles.

OREGON EVS AS A PERCENT OF CAR OWNERSHIP





Source: Fehr & Peers



WHAT THIS MEANS FOR TRAVEL

EV adoption is accelerating, but a broader approach to electrification could help meet State goals.


Over the long term, EVs are forecast to become the default choice for many car buyers, but currently their additional cost and limited range restricts their appeal. Cheaper, more efficient batteries should remove these barriers. However, these

changes are expected to take 10 to 20 years, and Oregon is aiming for 25% EV adoption by 2030. The State has adopted several clean vehicle and fuel policies in order to meet this target. In the Portland region, expanding charging - particularly in


multifamily buildings - will be critical to providing equitable access to EVs. High levels of bicycle use and successful bike- and scooter-share systems create an opportunity to further electrify transportation using e-bikes and e-scooters.

Effects on Metro's RTP priorities


CLIMATE & MOBILITY

 EVs will gain appeal as technology improves, but not enough to meet state targets - and meeting these targets is critical to meeting our regional GHG goals. The region should follow along as the state tracks EV deployment in Oregon so that we can identify whether agency partners need to take additional action to meet our GHG targets.

SAFETY

 This trend is not likely to affect safety outcomes.

EQUITY

 The higher costs of EVs and lack of charging options in multi-unit dwellings pose additional barriers for people with low incomes. Oregon offers significant rebates for people with low incomes who purchase a new or used EV. The region should monitor whether these rebates are leading to equitable EV adoption.



PERSONAL SAFETY IN PUBLIC

Personal safety is a growing concern.

People of color are increasingly likely to be concerned for their safety when traveling due to fear of harassment and discrimination, and concerns about health and unsafe behavior are on the rise for many travelers.



BEFORE THE PANDEMIC

Safety was a concern for people of color.

People of color were more likely to be concerned for their personal safety when walking and taking transit.



DURING THE PANDEMIC

Many people felt unsafe, especially people of color.

Black people grew more mistrustful of police in the wake of George Floyd's killing, Asian immigrants experienced more racism in public, and people who continued to rely on transit - who are more likely to be people of color - dealt with new health concerns.



FOLLOWING THE PANDEMIC

Increased safety concerns seem likely to linger.

Recent polling suggests that Oregonians continue to be highly concerned about public safety. Even though much of society is now reopening following the pandemic, people also continue to be concerned about health risks when riding transit.

Key assumptions and findings

We analyzed this trend qualitatively by reviewing existing research. Here are some of the important findings from that research:

- TriMet surveyed riders about safety in 2020. Overall more riders reported feeling safe riding transit than feeling unsafe - but people of color were much more likely than white riders to say they feel unsafe.
- Riders' top safety concerns were other riders' unsafe behavior and a lack of staff presence.
- During the pandemic, the biggest factors in determining whether or not someone would choose to ride transit are: occupation, pre-pandemic mode choice, walking time to the nearest station, and health concerns.
- Race, gender and age play major roles in perceptions of safety when traveling.
- Numerous surveys and focus groups from the Portland region have found that people of color are more concerned for their safety than other travelers when walking, bicycling or taking transit.
- Crashes are disproportionately located in communities of color and communities with lower incomes. In 2020, **60%** of the region's fatal crashes and **66%** of severe injury crashes occurred in the communities with the highest concentrations of people of color and people earning low incomes.
- Focus groups conducted by the City of Portland found that inadequate street lighting was the #1 safety concern for Black pedestrians.



Source: TriMet



WHAT THIS MEANS FOR TRAVEL

We may need to invest more in helping travelers feel safe in order for our investments in climate and equity to pay off.

People are feeling less safe when traveling for reasons including increased crashes, concern about catching COVID, and the behavior of other travelers. These concerns are particularly high among people of color, who are more likely to live in a

neighborhood with unsafe streets, work in an in-person job through the pandemic, or to be harassed while traveling. It is hard to estimate how these feelings impact travel due to a lack of research. However, many of our planned investments in climate

and equity - like more frequent bus service and better access to transit in communities of color - rely on people feeling safe enough to use them. We may need to invest more in safety for these projects to deliver their intended benefits.

Effects on Metro's RTP priorities

CLIMATE & MOBILITY



Increasing transit ridership is critical to meeting the region's GHG reduction goals. Safety is an important concern for people who already ride transit, but it doesn't seem to be as big of a factor in whether or not people choose to ride. Investing in safety alone may not have a big impact on transit ridership - but improved transit service will likely draw more riders and reduce more emissions if people feel safe.

SAFETY



Transportation agencies in the region have been working to prioritize safety for people of color travelers, and transit agencies have invested extensively in public health measures to keep riders safe during the COVID-19 pandemic. In spite of these measures, safety is a pressing concern for many travelers.

EQUITY



People of color are significantly more likely to be concerned for their safety when walking, bicycling, or taking public transportation. Transportation investments in communities of color may not benefit residents if these safety concerns are not addressed.



SEVERE AND FATAL CRASHES

Fatal crashes are going up.

More people died in crashes during the pandemic, even though people were driving less.



BEFORE THE PANDEMIC

Traffic deaths and injuries were on the rise.

The number of fatal crashes in the region increased by 76% between 2011 and 2019, and severe injury crashes increased by 13%. In 2018, the region set a goal to eliminate all traffic fatalities and severe injuries by 2035.



DURING THE PANDEMIC

Traffic deaths increased even as people drove less.

Between 2020 and 2021, fatal crashes in the region increased by 20%, even as people were driving less and severe injury crashes fell by 26%. Empty streets and impaired driving contributed to the rise in deadly crashes.



FOLLOWING THE PANDEMIC

There is reason for both hope and concern.

Vehicles are already speeding less as the streets fill up again, but some of the other trends discussed here - especially lower-than-anticipated transit ridership - could lead to more driving and more crashes in the long term.

Key assumptions and findings

We analyzed this trend qualitatively by reviewing existing research. Here are some of the important findings from that research.

- During the first half of 2021, U.S. crash-related fatalities increased **18%**, from 1.06 per 100 million vehicle miles traveled (VMT) to 1.25 per 100 million VMT.
- As of November 2021, fatal crash rates in Oregon were **1.64 fatalities per 100 million VMT**, higher than national rates.
- Crashes are disproportionately located in BIPOC and low-income communities. In 2020, **60%** of the region's fatal crashes and **66%** of severe injury crashes occurred in the communities with the highest concentrations of people of color and people earning low incomes.
- Nationally, traffic fatalities reached a **16-year high** in 2021. The percent of fatal crashes that involved alcohol increased by **22%** between 2019 and 2021, and average speeds increased on almost every type of road.
- Between 2019 and 2021, fatal crashes in U.S. urban areas increased by over **4x** as much as in rural areas. Urban local and collector streets saw the biggest increase in fatal crashes, followed by urban interstates and urban arterials.



Source: Portland Police Department



WHAT THIS MEANS FOR TRAVEL

More work will be needed to reduce fatal crashes.


Traffic on the region's roads is still below pre-pandemic levels, but not by much. Unless the region takes more comprehensive action to reduce crashes, we could continue to see high levels of fatal and serious crashes.

During the pandemic, many agencies in the region took steps to make streets safer, such as reducing speed limits, calming traffic and dedicating certain streets for pedestrians and bicyclists. These design changes are important, but


they need to be combined with speed management strategies, advanced vehicle and alcohol detection technologies, and other approaches to address the many factors contributing to high levels of fatal and injury crashes.

Effects on RTP priorities


CLIMATE & MOBILITY

 Crashes contribute to congestion and GHG emissions. Estimates suggest that eliminating roadway crashes could translate into 21.4 billion hours in traffic time saved nationally and a 2% reduction in emissions by 2035. High crash rates may also deter people from walking and bicycling, since pedestrians and cyclists are more vulnerable to crashes.

SAFETY

 Traffic fatality rates in Oregon have been consistently high over the last 13 months; higher than national averages - in spite of the growing adoption of Vision Zero policies throughout the state and region.

EQUITY

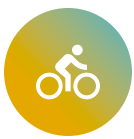
 People walking and biking in communities of color and/or lower-income communities face greater risk of injury and death. In the Metro region, risk of dying in a motor-vehicle involved crash is higher for people of color, people over 65 or people with low-incomes. A majority of pedestrian deaths and high-injury corridors are in communities with higher densities of people of color, people with low incomes and people with limited English proficiency.



RECREATIONAL BICYCLING

Bicycling is booming.

More people turned to recreational bicycling and other types of outdoor exercise when gyms and sports clubs closed down during the pandemic.



BEFORE THE PANDEMIC

The Portland region was known for bicycling.

In 2015, more people commuted by bicycle in the Portland region than in any other US metro area, which also made bicycling a popular form of recreation.



IN THE PANDEMIC

Recreational biking grew in popularity.

Many of the region's trails saw increased usage during the early days of the pandemic, and across the US bike sales boomed. Some agencies dedicated streets to bicycling and walking to meet the new demand for outdoor recreation.



FOLLOWING THE PANDEMIC

Recreational biking continues to increase.

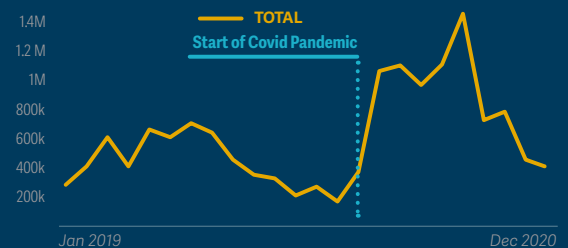
According to data collected by Strava, an exercise tracking app, total bicycle miles traveled in the Metro region have increased by 51% since before the pandemic, most of those leisure trips.

Key assumptions and findings

- Nationally, bicycles make up a \$5.3 billion industry. Between 2019 and 2021, bicycle sales grew by **67%**, and e-bike sales grew by **240%**.
- Users of Strava, an app commonly used to track recreational bike rides, logged close to twice as many trips during summer 2020 as during summer 2019 (see chart).
- In 2020, approximately **10%** of people tried bicycling for the first time or tried riding in a new way, such as using a bike for transportation.
- The City of Portland's Slow Streets program has provided greater opportunity for people to travel safely on low-traffic streets, thus potentially promoting more recreational biking.
- **86%** of cities that have implemented slow street programs intend to make them permanent fixtures of future bike networks.

CHANGE IN STRAVA BIKE TRIPS, 2019-2020

METRO REGION STRAVA TRIPS



Source: CityLab



Source: Fehr & Peers



WHAT THIS MEANS FOR TRAVEL

More people on bikes instead of in cars can translate to reduced driving and greenhouse gas emissions.

The growth in recreational biking during the pandemic is expected to continue, which can lead to improvements in mobility, climate, and public health. If more people decide to start biking or continue the riding habits

that they picked up during the pandemic, there will potentially be more demand for better and safer biking infrastructure. Many jurisdictions across the US, including the Metro region, have already dedicated streets

for active transportation. These changes may become permanent fixtures of the transportation system—further incentivizing greener modes of travel.

Effects on RTP priorities

CLIMATE & MOBILITY



People who bicycle for fun and exercise are more likely to try riding to work or for errands, which reduces congestion and emissions. They are also more likely to advocate for improvements to bicycle infrastructure, which can help other travelers feel comfortable bicycling.

SAFETY



The pandemic-era bicycling boom has already led to safety improvements to the region's streets. Portland is installing permanent infrastructure and keeping speeds low on some of the Slow Streets that it created during the pandemic. Research suggests that seeing more cyclists helps non-cyclists feel safe trying bicycling.

EQUITY



Bikes are much cheaper to buy and maintain than cars or trucks. However, gaps in bicycling infrastructure - which often occur in communities where people of color and people with low incomes live - create barriers to bicycling for many people. Safe, comfortable bikeways are benefits that should be shared by everyone.

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6.3 Tigard Mid-cycle Urban Grown Boundary Exchange update

Information/Discussion Items

Metro Policy Advisory Committee
Wednesday, June 22, 2022

MPAC Worksheet

Agenda Item Title: Urban Growth Boundary expansion proposal from Tigard: proposed exchange process

Presenters: Elissa Gertler and Ted Reid (Metro Planning, Development and Research), Schuyler Warren (City of Tigard)

Purpose/Objective

Provide MPAC with background on the urban growth boundary (UGB) exchange process that the Metro Council has requested for consideration as a response to an expansion proposal from the City of Tigard.

Provide MPAC with a briefing on the City of Tigard's concept plan for the River Terrace 2.0 urban reserve.

Outcome

MPAC is familiar with the proposed process that will lead to its recommendation to the Metro Council in the fall of 2022.

MPAC is familiar with the City of Tigard's concept plan for the proposed River Terrace 2.0 expansion area.

What has changed since MPAC last considered this issue/item?

This is MPAC's first discussion of this item.

What packet material do you plan to include?

Memo from Metro staff to Metro Council.



Metro

600 NE Grand Ave.
Portland, OR 97232-2736

Memo

Date: Tuesday, May 31, 2022
To: Metro Council President Peterson
Metro Councilors
From: Tim O'Brien, Principal Regional Planner
Ted Reid, Principal Regional Planner
Roger Alfred, Senior Assistant Attorney
Subject: Tigard's mid-cycle UGB proposal/COO recommendation/exchange process

Introduction

The City of Tigard is a consistent and dependable regional partner in its forward-looking approach to housing planning. Tigard has been at the vanguard of allowing middle housing that serves residents and the region so well. Now, Tigard has proposed a well-planned UGB expansion that includes middle housing under Metro's new mid-cycle UGB amendment process. The Metro Chief Operating Officer has recommended that the Council approve this expansion, but through a UGB exchange instead of the mid-cycle process. At an April 28 work session, the Metro Council directed staff to develop a work program that will allow the Council to consider a UGB exchange by this fall.

The UGB exchange process, while already enabled under state law, has not been used in the Metro region. It would entail adding the River Terrace 2.0 area to the UGB and removing a comparable amount of buildable land elsewhere in the region. This approach is consistent with Metro's focus on city readiness in its growth management decisions. It recognizes that Tigard is ready for growth while some other areas that were added to the UGB in the past have not resulted in housing and may not for decades to come. Ultimately, adding land to the UGB can only help us address our housing shortage if it develops in a thoughtful, predictable way. Tigard has demonstrated that it is ready to develop River Terrace with a mix of middle housing types that makes efficient use of land.

The Council has asked staff to return to a June 14 work session with a proposed work program that describes, among other things, the characteristics of land that could be exchanged. This memo lays out staff's initial suggestions.

UGB Exchange Process

The UGB exchange process is codified in Oregon Administrative Rule Chapter 660, Division 24. Specifically OAR 660-024-0070 provides the requirements for exchanging land inside the UGB for land outside the UGB. A local government may remove land from a UGB provided it determines:

- a) The removal of land would not violate applicable statewide planning goals and rules;
- b) The UGB would provide roughly the same supply of buildable land after the exchange;
- c) Existing public facilities agreements do not provide for urban services in the area to be removed from the UGB, unless the public facilities provider agrees to removal and concurrent modification of the agreement;
- d) Removal of the land does not preclude the efficient provision of urban services to any other buildable land that remains inside the UGB; and
- e) The land removed from the UGB is planned and zoned for rural use consistent with all applicable laws.

The rule does not provide any additional criteria or factors to consider when removing land from the UGB. Metro staff is suggesting the following two step process for determining areas to consider for the UGB exchange.

GIS Mapping Exercise Completed by Metro Research Center/Planning Dept.

- Identify lands within and adjacent to the UGB that are not developed to urban levels using aerial photos and the 2018 buildable land inventory as a starting point
- Identify larger blocks of land using natural features, roadways, development patterns etc. to help define the areas
- Document when the land was added to the UGB and the level of planning (concept/comprehensive) that has been completed for the identified blocks of land

Consultations with City/County Planning Staff/Service Providers

- Confirm status of planning for the areas
- Document why the land has not been developed such as infrastructure deficiencies, lack of property owner interest, inability to annex, or other reasons
- Identify public facility agreements, planning area agreements and other conditions/moratoriums that are holding up or limiting development
- Identify any development proposals pending for the areas
- Identify local plans or programs intended to help accelerate the development process (CIP, funding of major infrastructure)
- Ensure that removal of the area from the UGB does not preclude the ability to provide public infrastructure to other areas within the UGB
- Refine potential land areas if necessary based on conversations with local government and service provider staff

Report Products

- Series of maps for each potential exchange area that shows:
 - ✓ General area
 - ✓ Buildable land
 - ✓ Natural resources, topography or other constraints
 - ✓ Local zoning
- A matrix of readiness characteristics that could include the following:
 - ✓ Total acreage
 - ✓ Buildable land acreage and description of spatial distribution of buildable land
 - ✓ Number of parcels and average size
 - ✓ Status of local adopted plans for the area
 - ✓ Infrastructure limitations – sanitary sewer, water, storm water and transportation
 - ✓ Risk of potential takings claim
 - ✓ Other development barriers or considerations

MTAC Review

Staff presented the proposed exchange process to MTAC on May 18th. In general MTAC members supported the idea of an UGB exchange as well as Metro's focus on land readiness and Tigard's River Terrace 2.0 concept plan. No changes to the proposed process were recommended by MTAC. There were a few questions regarding the timing and the extent of public engagement and whether this is a one-time use of the exchange process or a longer-term direction for managing the UGB.

Materials following this page were distributed at the meeting.



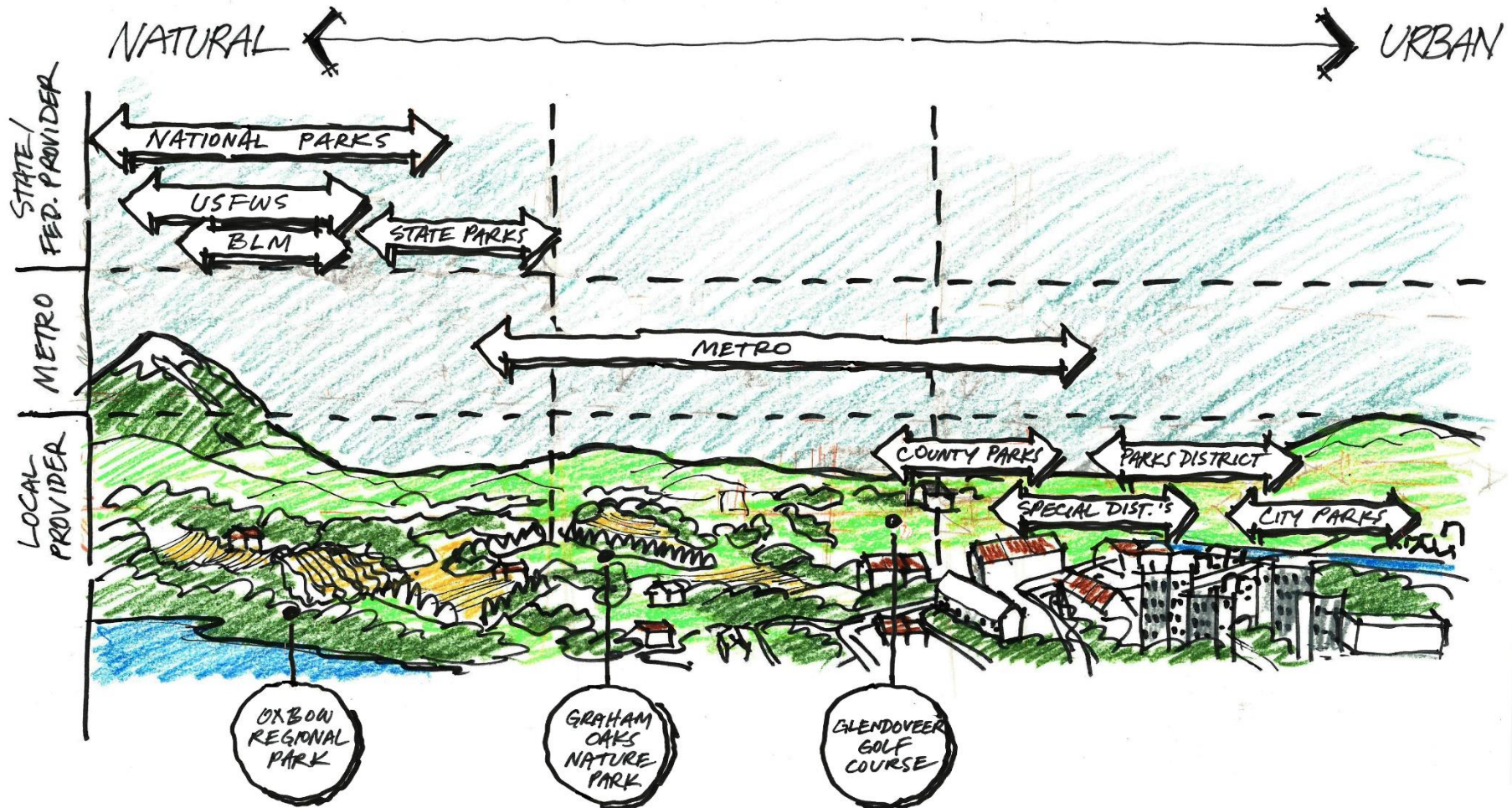
Metro Parks and Nature update

June 22, 2022

Metro Parks and Nature's role in the region



Metro



Partnering to protect what makes this place special



Protect and restore natural areas

- 15,000+ acres
- 140 miles of streams
- Habitat restoration

Supporting community priorities

- Local parks, trails and natural areas
- Nature in Neighborhood grants

Connecting people to nature

- Nature parks
- Regional trail projects



Bond and Levy working together for nature and people



Bond progress



Metro

Spring 2022

- Land acquisition ramps up

Summer 2022

- Launching of local share projects

Fall 2022

- Metro Council awards up to \$20 million in grants to plan and build trails

Taking care of what we have



Metro

In 2013, voters across greater Portland approved a 5-year levy to care for and operate healthy, safe regional parks, trails and natural areas.

At 9.6 cents per \$1000 assessed value, the levy raises more than \$16 million a year for critical maintenance, operations and programs.

In 2016, over 74% of regional voters supported a 5-year extension of levy to June 2023.



Safe and welcoming spaces



Building climate resilience through habitat restoration



Regional conservation projects



Community led nature projects



Metro



Community, partner & staff guidance



Continuity

- The levy works well. Keep what's working.
- Support for continued restoration activities—habitat for native fish and wildlife.

Adaptability

- Increase adaptability to address hotter summers, extreme weather, wildfire.
- Increase adaptability of programming to meet specific community need.

Accountability

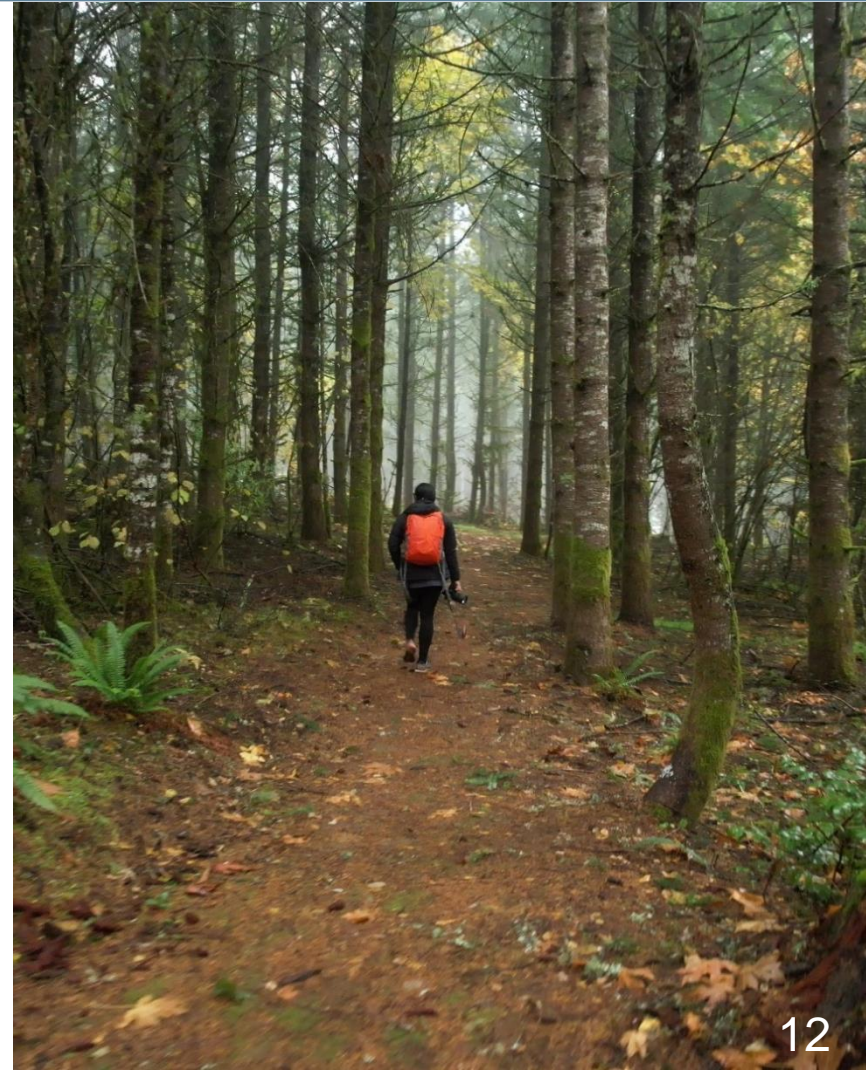
- Evaluate and track progress on levy outcomes and impacts.

Proposed levy framework: Continue what works



Metro

1. Maintain investment areas of the levy:
 - Habitat restoration and land management
 - Welcoming, safe parks operations
 - Community-led programs and education
2. Maintain priorities for investment areas:
 - Habitat for native fish and wildlife
 - Take care of what we have
 - Focus on communities of color and other historically marginalized
3. Maintain overall funding levels



Proposed levy framework: Respond to changing needs



1. Increase budget adaptability to advance racial equity, climate resilience and meet community need:

- Establish program allocation minimums.

2. Increase program adaptability to advance racial equity, climate resilience and meet community need:

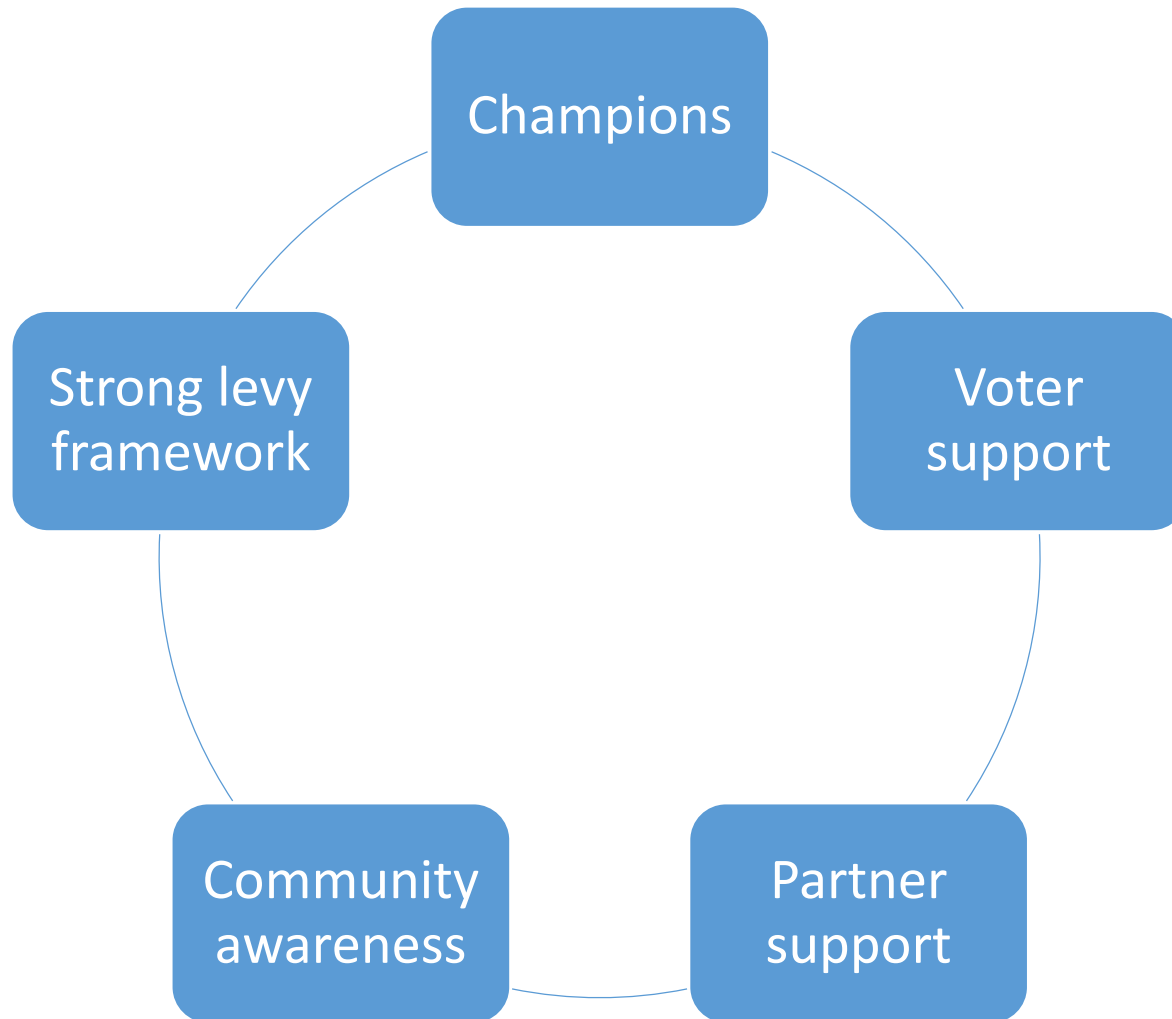
- Focus on outcomes.
- Streamline to three primary program areas



Levy renewal: What we think we need



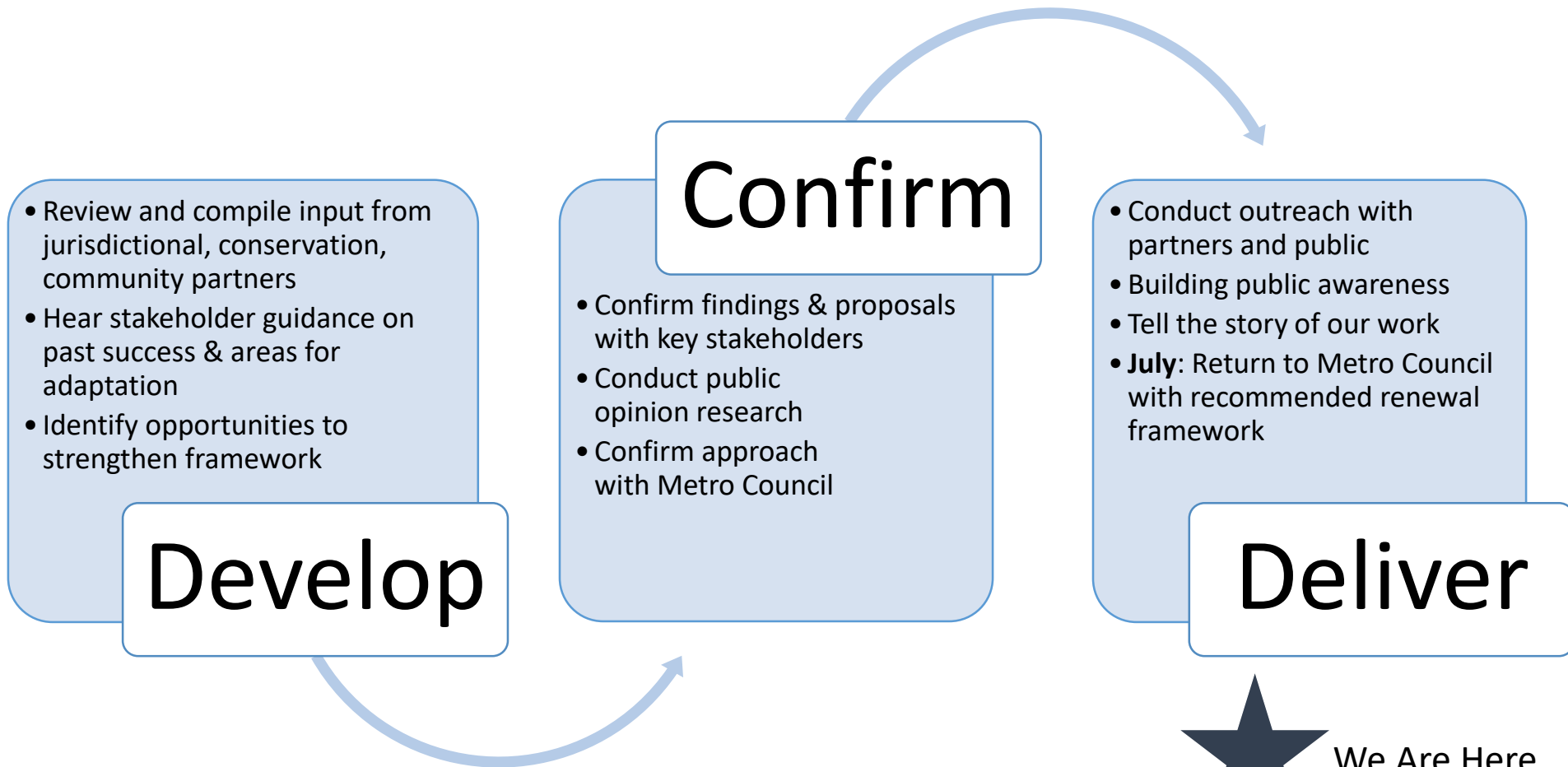
Metro



Process and outcomes



Metro



We Are Here

We want to hear from you



Metro

Questions?

How should we
share about this
work in your
community?





Metro

Emerging transportation trends: draft final results

Metro Policy Advisory Committee
June 22, 2022

Study purpose

Scope: Major transportation trends due to the pandemic and other recent disruptions

Time frame: Aug '21 - June '22

Goals:

- Develop common understanding of changes that we've all been experiencing individually
- Understand potential risks of “business as usual”
- Identify potential changes to policy and analysis to consider during the 2023 RTP update
- Will be followed by other Emerging Trends work

Study timeline

Emerging trends

Research / select trends
Aug-Oct '21

Analyze trends individually
Oct '21-Feb '22

Analyze scenarios and add'l data /
RTP guidance
Mar '22 – Jun '22

(we are here)

2023 Regional Transportation Plan (RTP) update

Scoping
Oct '21 – Mar '22

Data and policy analysis
May – Aug '22

Data and policy analysis
May – Aug '22

Study focus

Based on feedback from technical and policy committees, we focus on the following trends:

- **Declining transit service and ridership**
- **Increasing remote work / work from home**
- **Increasing online shopping**
- More affordable and efficient electric vehicles
- Increasing concerns about personal safety
- Increasingly unsafe streets
- Increasing recreational cycling

For trends shown in **bold**, there is enough data and research to forecast their impacts on travel and on our regional goals.

Final draft work products

- **Scenario analysis** of how emerging trends impact future vehicle travel and transit ridership
- **Corridor analysis** of changes in arterial traffic versus changes in highway traffic and transit ridership
- **Regional transportation plan** guidance on potential RTP responses to trends and their impacts
- **Fact sheets** summarizing the background, current understanding, and impacts of each trend

Corridor analysis: overview

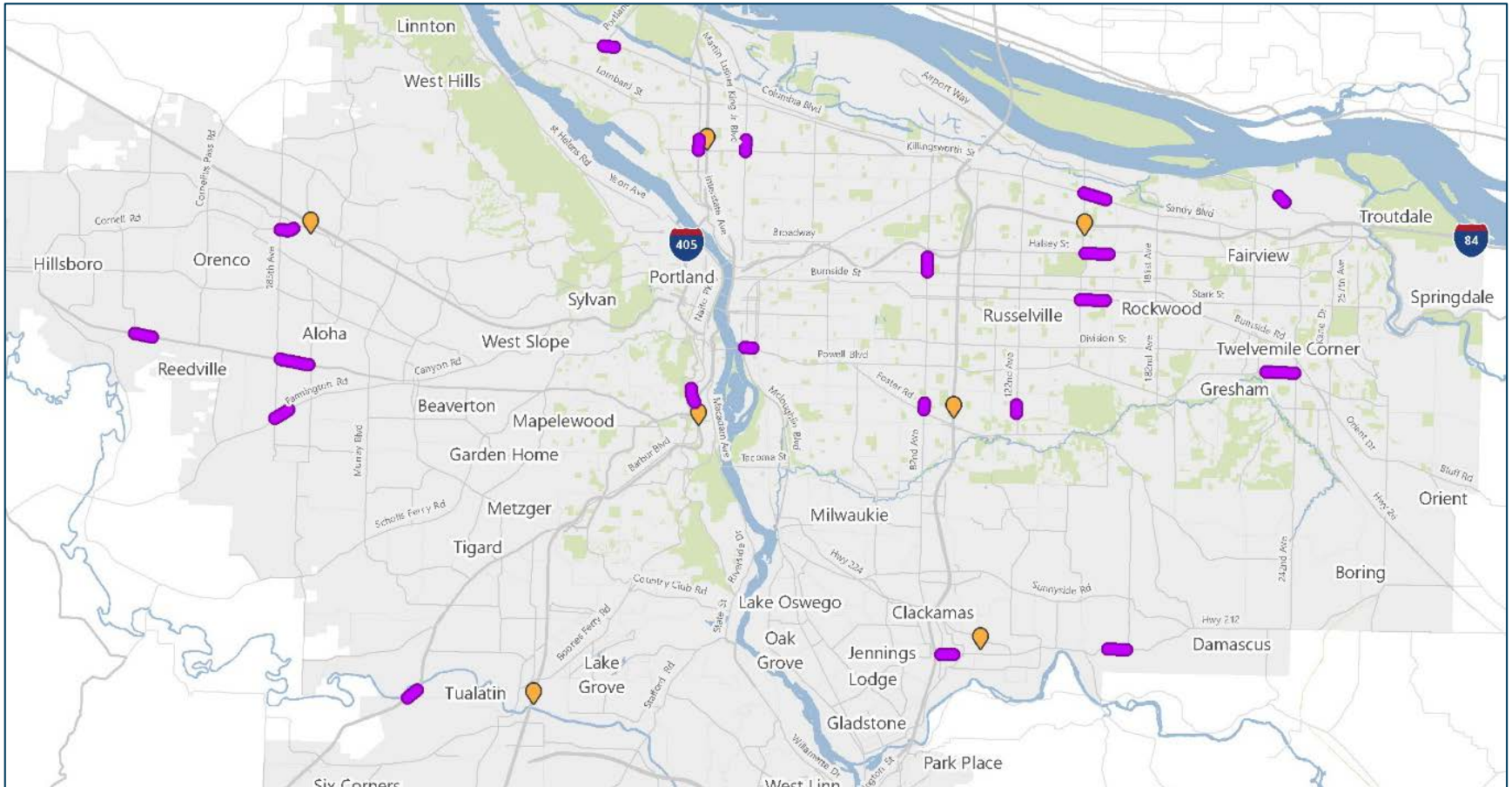
Goal: understand how travel patterns have changed on the region's mobility corridors, particularly on arterial streets.

What we did: collected data for selected locations, analyzed changes in traffic volumes and speeds, and compared arterial, highway, and transit results

Why we did it:

- Arterials are the streets where transit runs, where crashes occur, and destinations are located.
- Metro's agency partners collect high-quality data on highways and transit, but not on arterials.

Corridor analysis: about the data



We collected data on **arterial locations** throughout the region, aiming to capture corridors throughout the region, freight routes, and alignment with **highway traffic count locations**.

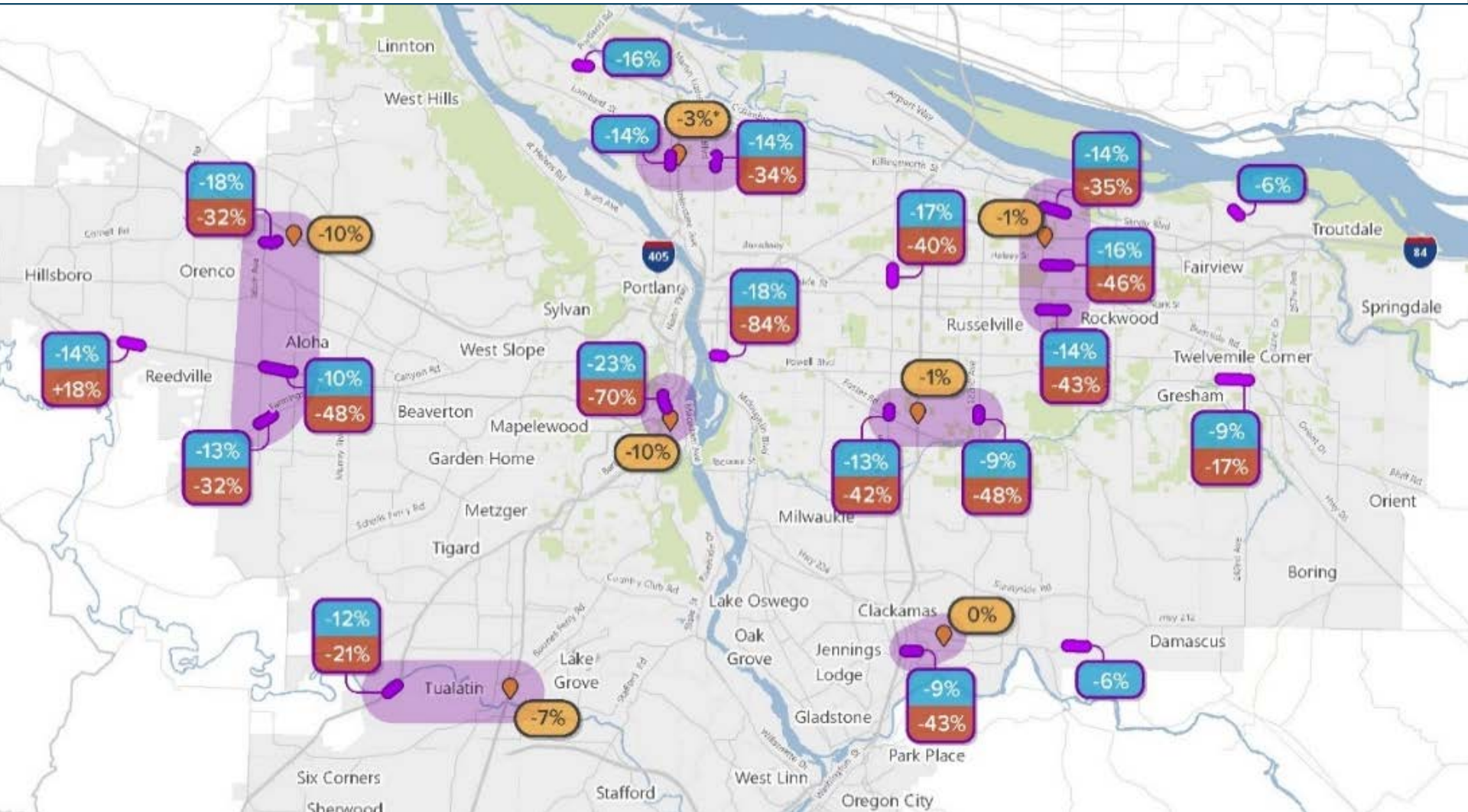
Volumes were down and speeds were up at most locations & times studied







Time period	% change in arterial volumes	% change in arterial speeds
Weekdays		
Morning peak	-23%	+9%
Midday	-9%	+6%
Evening peak	-12%	+11%
All day	-13%	+10%
Weekends		
Morning peak	-8%	+7%
Midday	-4%	+6%
Evening peak	-1%	+6%

Arterial trips are down more than highway trips, but less than transit trips

Location	% change in highway trips	% change in arterial trips	% change in transit rides
I-5 @ NE Ainsworth	-3%	-14%	-37%
I-5 @ SW Capitol	-10%	-23%	-70%
I-5 @ SW Wilsonville	-7%	-12%	-21%
I-205 @ SE Steele	-1%	-11%	-45%
I-84 @ NE 148 th	-1%	-15%	-41%
OR-224 @ SE Mather	0%	-9%	-43%
US-26 @ NW 170 th	-10%	-14%	-37%
Average	-5%	-14%	-41%

Changes by location



-  Highway count location
-  Streetlight analysis segment
-  Metro boundary
-  Highway volume change (October 2019 to October 2021)
-  Arterial volume change (October 2019 to October 2021)
-  Transit ridership change (October 2019 to October 2021)

Corridor analysis: findings

As of October 2021, travel in many parts of our region was not “back to normal.”

Arterial traffic fell farther and remains lower than highway traffic.

Arterial volumes fell significantly in many locations where transit ridership also fell.

Speeds increased significantly on many of the high-capacity arterials we studied.

Corridor analysis: findings (con't.)

Arterial traffic and transit use fell more in the center of the region, and less at the edges of the region.

Potential explanations for this include:

- Many locations where demand remained high are in low-income communities and/or near industrial centers where people continue to work in person.
- More people and goods enter and exit the region in these locations.

Scenario analysis: overview

Goal: understand how trends collectively impact driving and transit ridership.

What we did: forecasted vehicle miles traveled and transit ridership under three different scenarios.

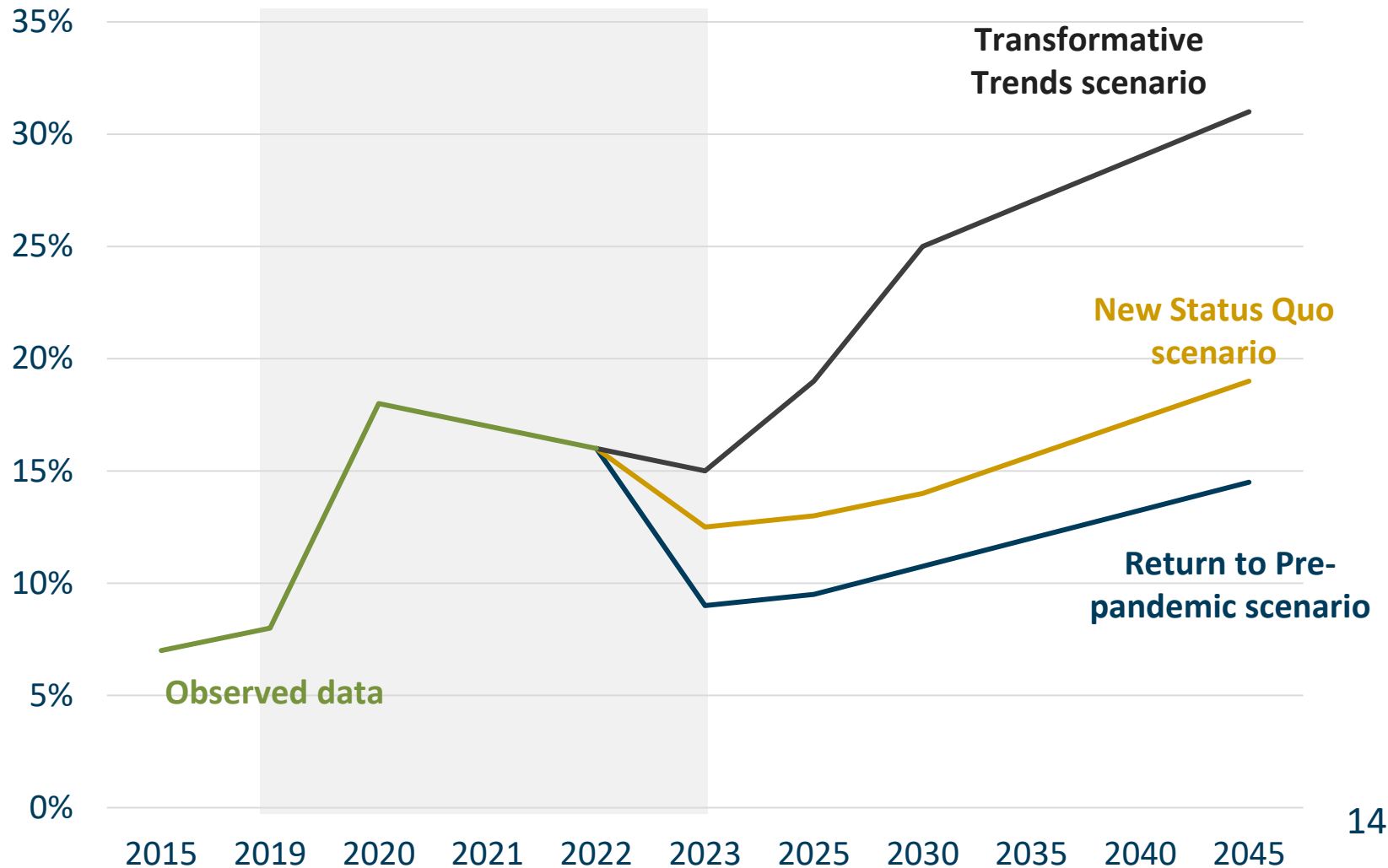
Why we did it:

- To capture the interrelationships between different trends
- To better understand the uncertainty that trends create around future travel in the region

This is a no-build, all-other-things-being-equal analysis.

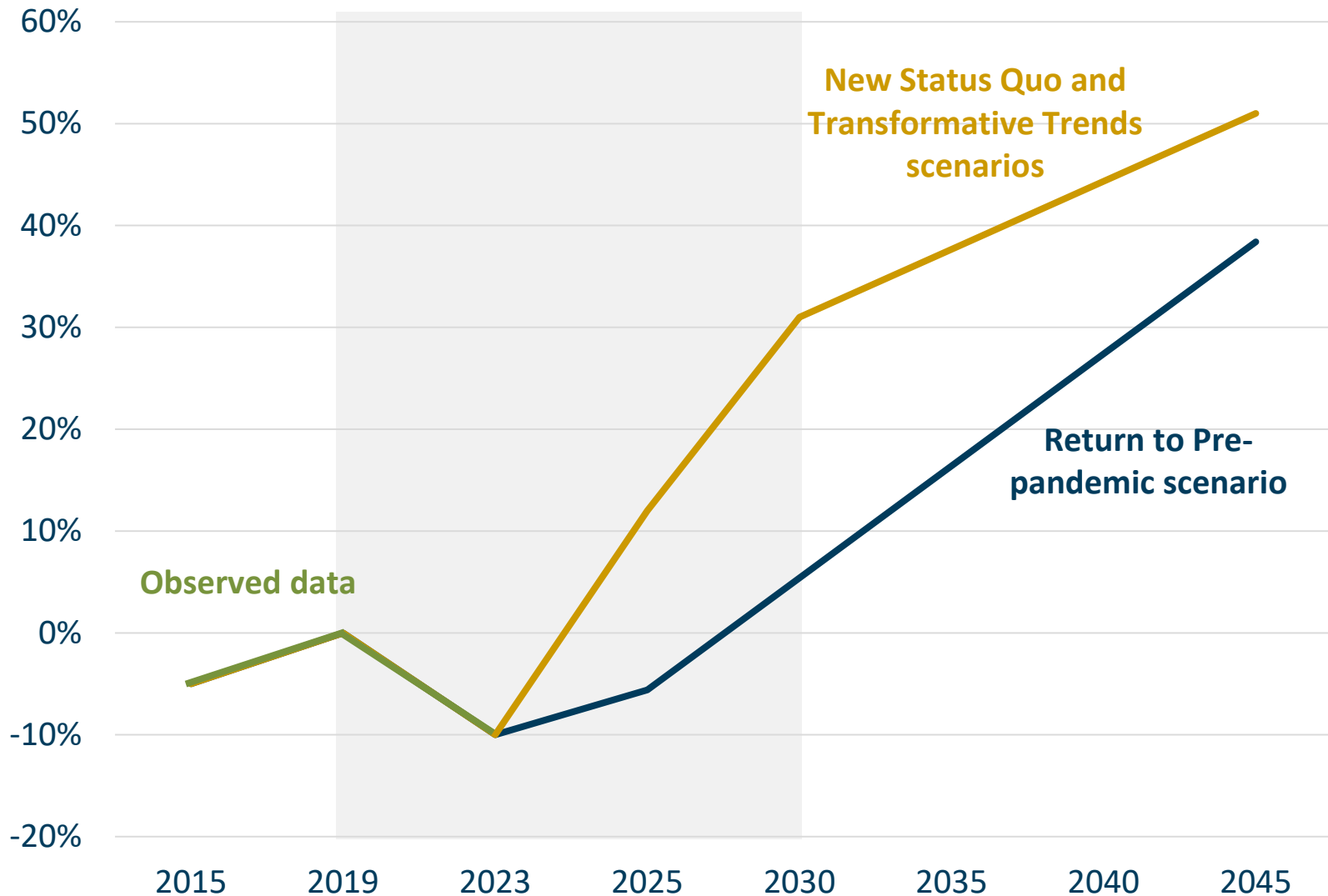
Defining scenarios

Assumptions about current and future teleworking rates, by scenario



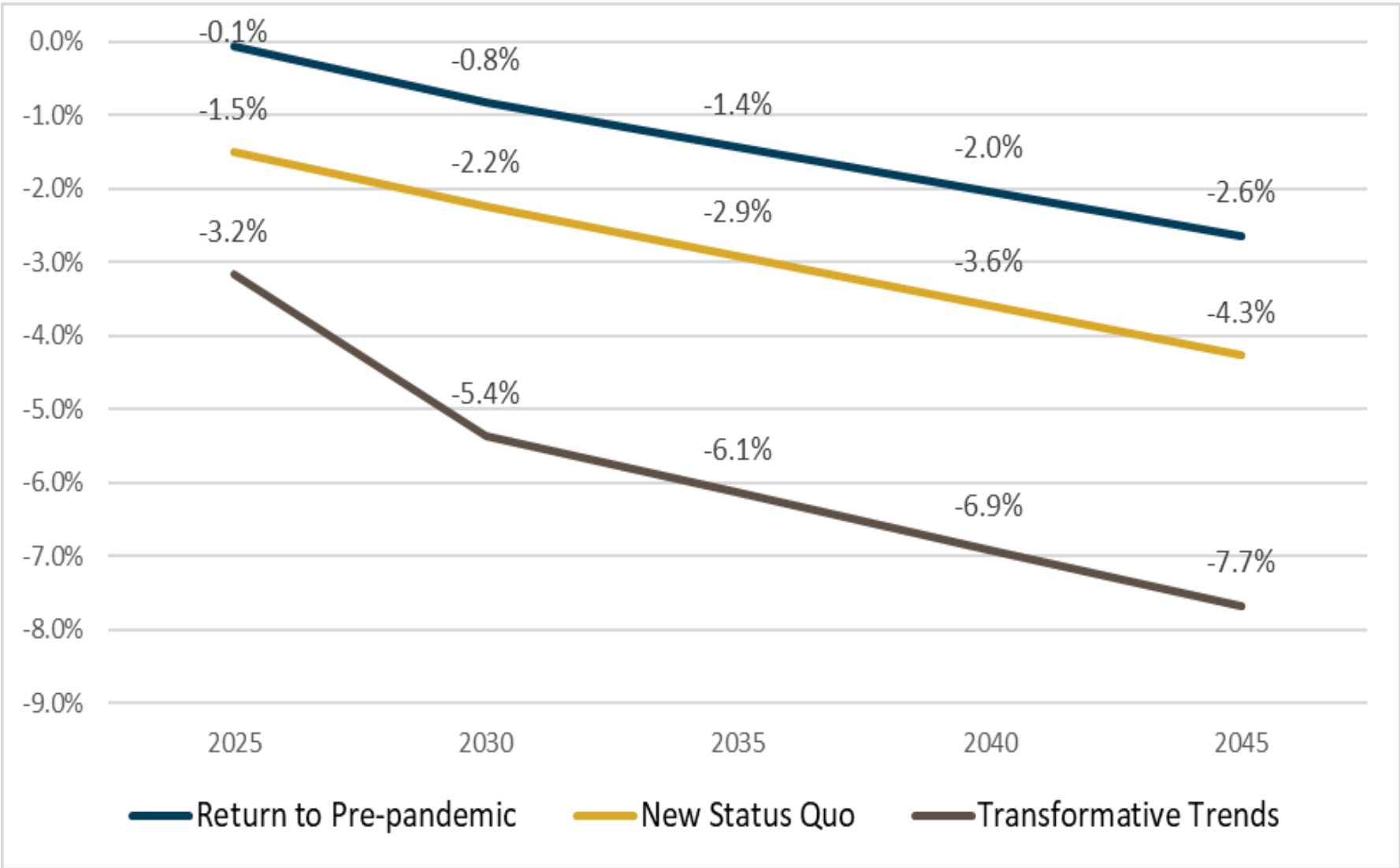
Defining scenarios: transit service

Assumptions about current and future transit service, by scenario



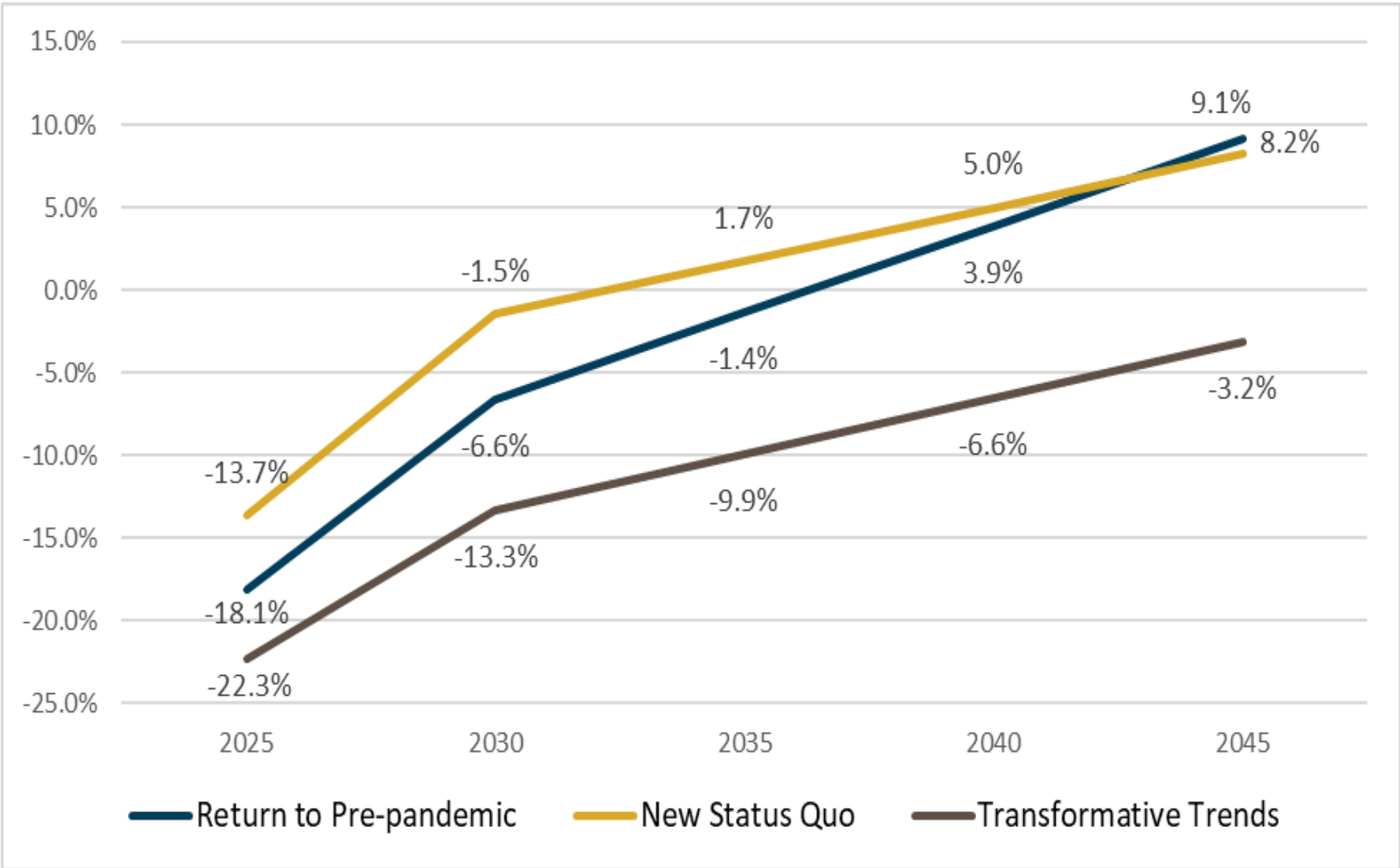
Vehicle miles traveled results

Forecasted change in vehicle miles traveled per capita, by scenario



Transit ridership results

Forecasted change in transit ridership, by scenario



Scenario analysis: findings

Emerging trends help to **reduce VMT per capita** by between 2.6% and 7.7% below current levels.

Emerging trends could **reduce or increase transit ridership** by between a 3.2% decrease and a 9.1% increase from current levels.

Teleworking has a big influence on these outcomes, and on congestion during the morning peak.

Even if we return to pre-pandemic conditions, we can still expect to see a **significant long-term increase in teleworking and online shopping.**

RTP guidance: summary of draft recommendations

- Prioritize transit ridership recovery.
- Confirm that previously planned high-priority/cost projects meet changing travel demand patterns.
- Provide more diverse travel options to support diversifying travel patterns.
- Maximize opportunities to reduce VMT through teleworking.
- Prioritize safe access to transit.
- Plan for the changing role of freight.
- Accelerate the adoption of electric bicycles, scooters, and shared vehicles.
- Consider digital approaches to providing equitable access to opportunities.

Discussion and feedback

- Do you have any questions or feedback about the draft findings and recommendations?
- How should the region respond to these trends as we update the Regional Transportation Plan?

You can also email me comments or edits to the draft deliverables at eliot.rose@oregonmetro.gov.

eliot.rose@oregonmetro.gov
oregonmetro.gov





Metro



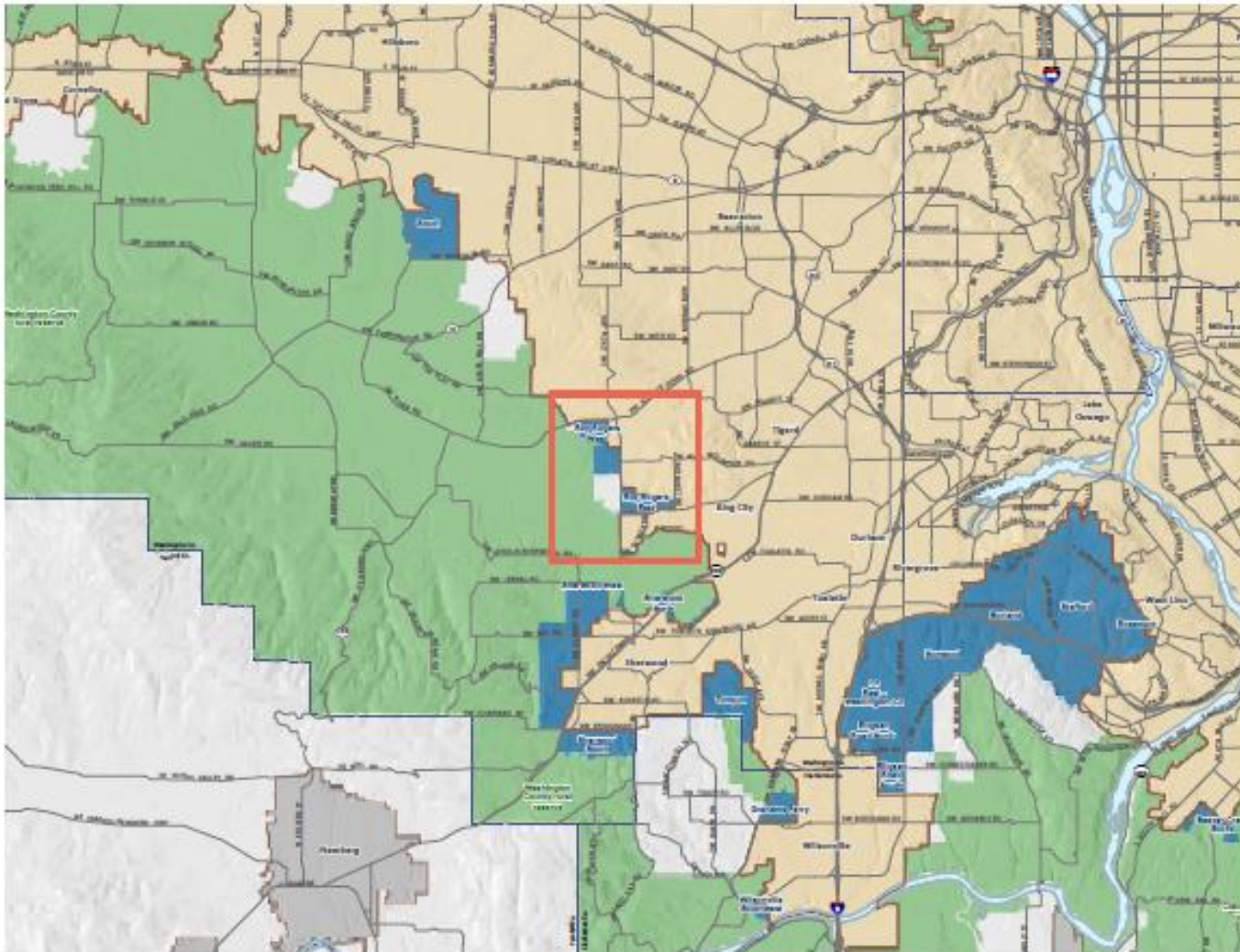
Tigard UGB Exchange MPAC presentation

June 22, 2022

Mid-cycle review process

- Developed in 2016/2017 out of a regional process to improve our growth management process
- Pressure-relief valve for housing land needs that can't wait
- This is the first mid-cycle proposal

Tigard's expansion request: River Terrace 2.0



COO recommendation: UGB exchange process

- Add River Terrace 2.0 urban reserve to the UGB because it is ready
- Remove comparable amount of unready land from UGB elsewhere in the region

Why we changed our approach to managing growth

UGB expansions only produce jobs or housing when governance, infrastructure and market are addressed.



Metro has improved its growth management process

Old system

Define complex housing needs based on simple math

Expand UGB based on soil types

Concept plan areas after adding to UGB

New system

Agree on where the region may grow over the next 50 years

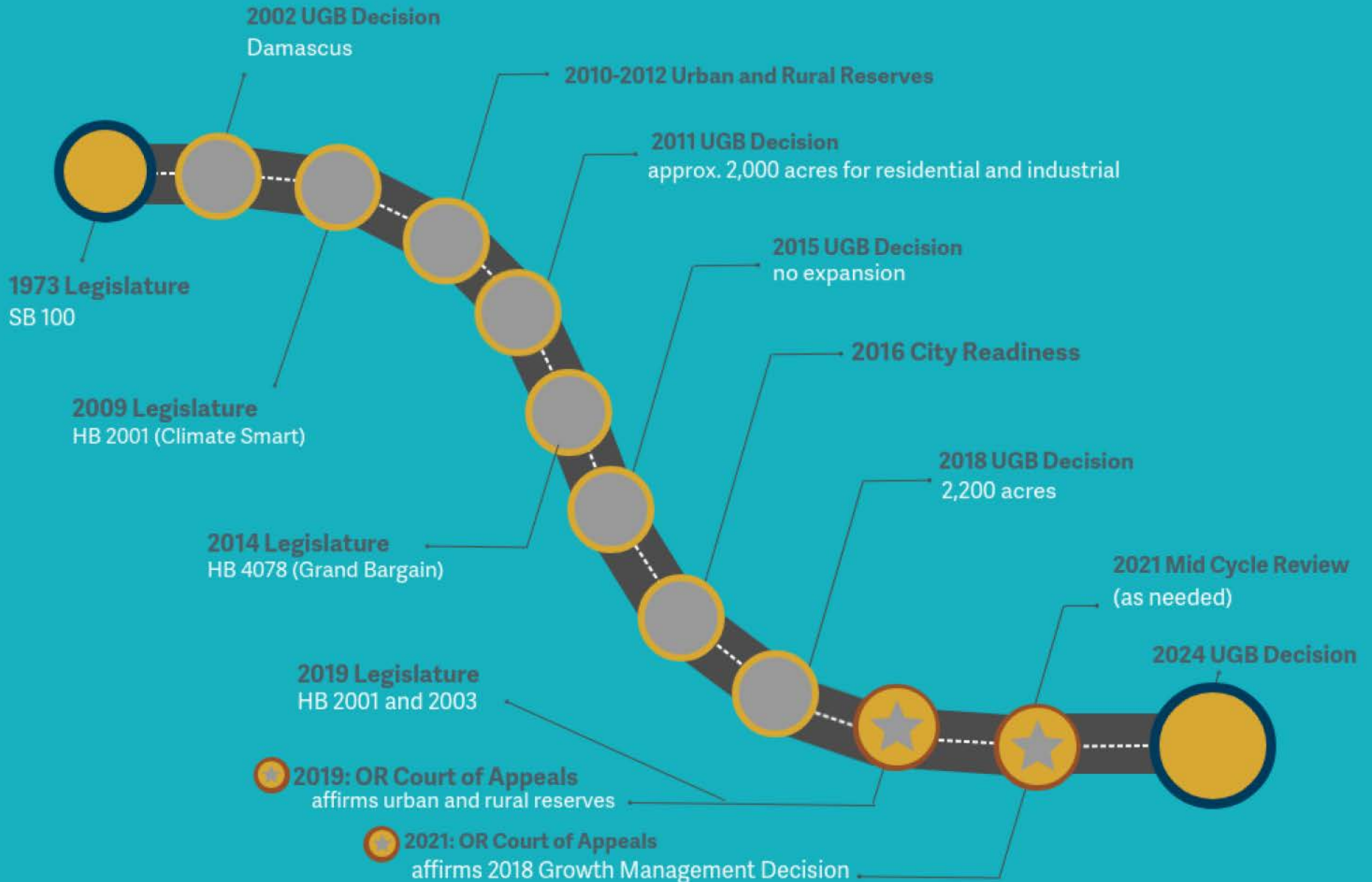
Concept plan urban reserve areas before expansion

Decide whether proposed expansions are needed based on outcomes

A continued focus on land readiness for housing and job growth

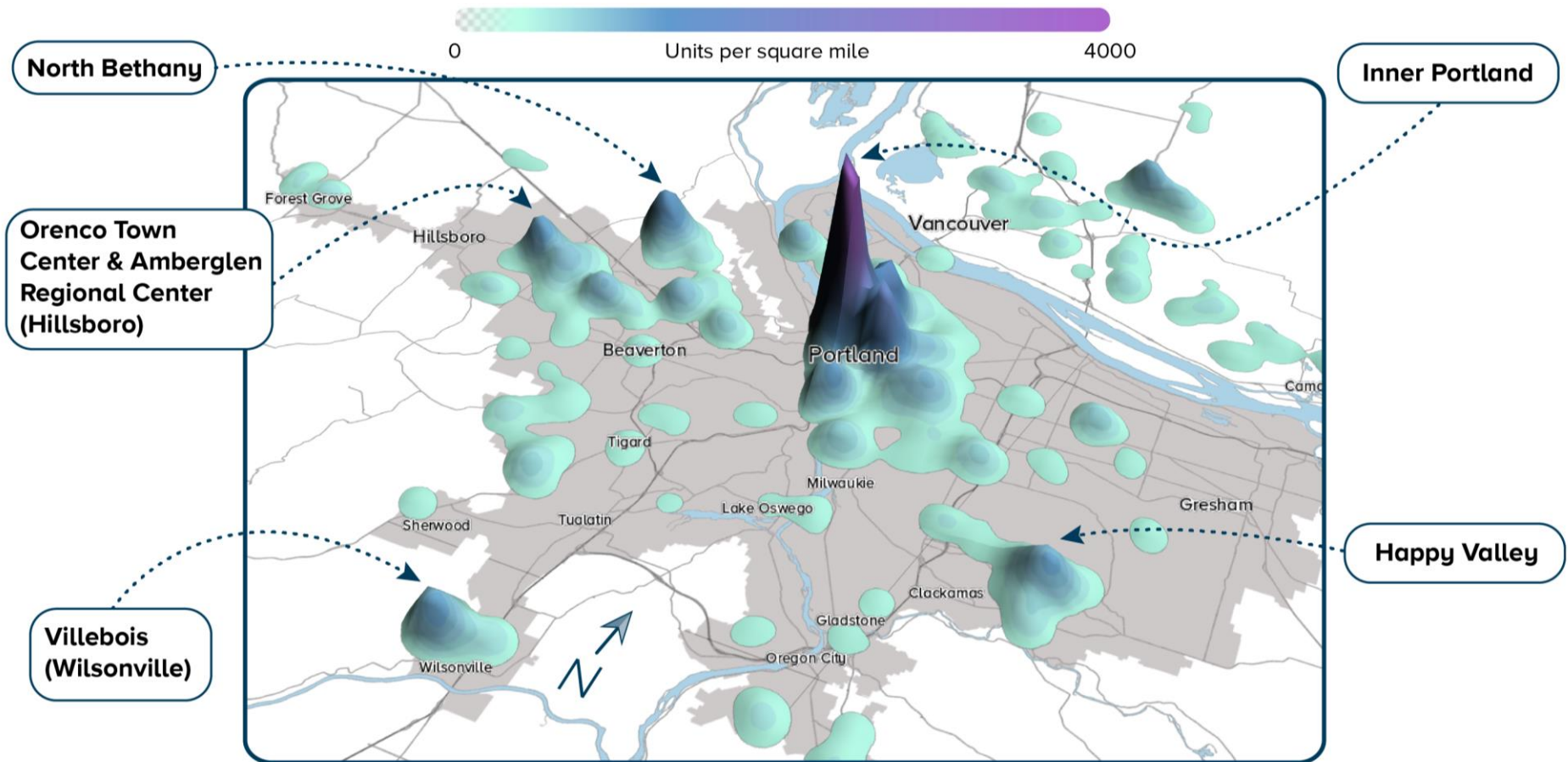


The land use winding road...

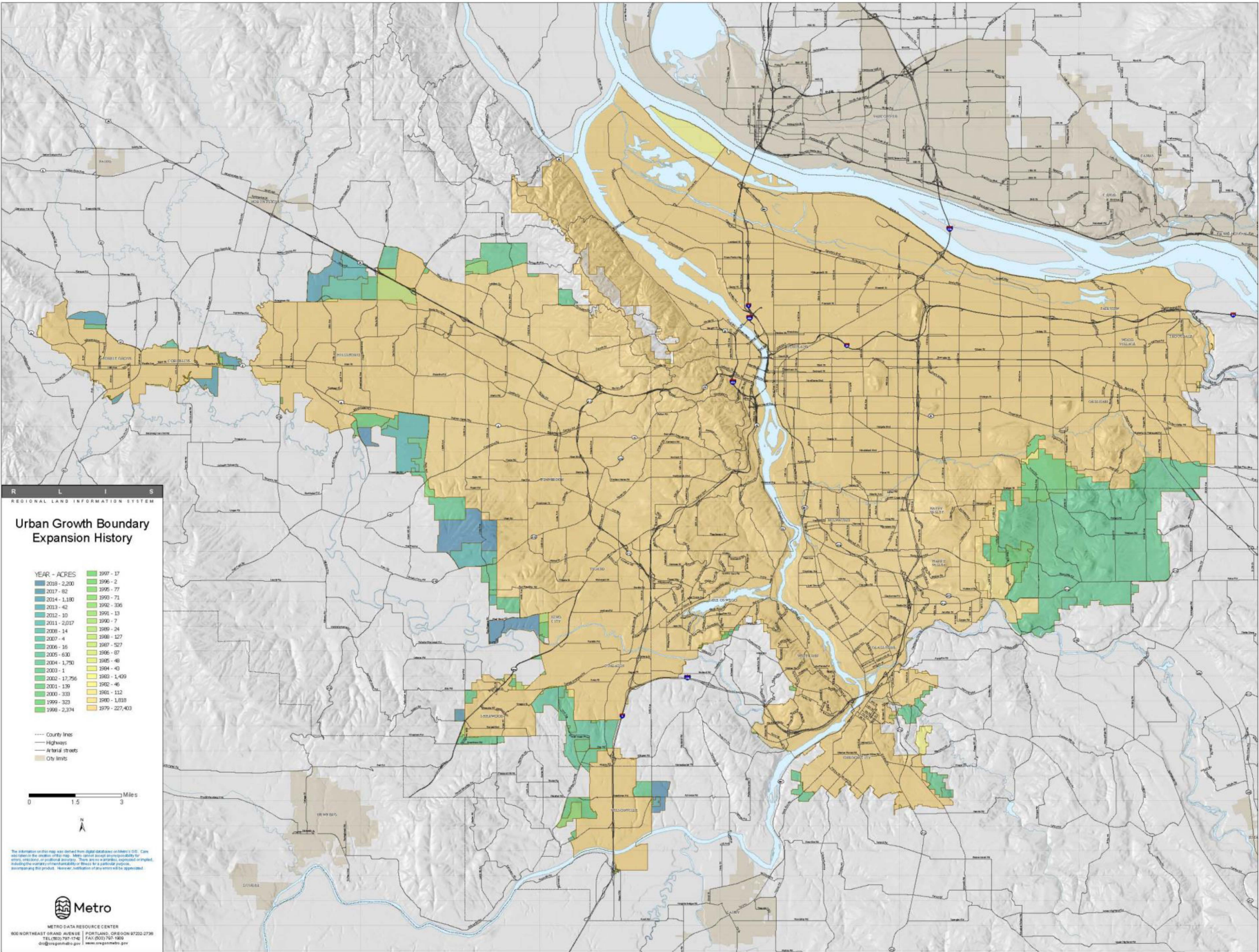


Growth is happening where intended

Housing permits in the Portland Metro area, 2009-2017 - units per square mile



Source: Construction Monitor data report Q1 2009 - Q2 2017. Created October 2017

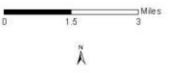


R L I S
REGIONAL LAND INFORMATION SYSTEM

Urban Growth Boundary Expansion History

YEAR - ACRES	YEAR - ACRES
2018 - 2,200	1997 - 17
2017 - 82	1996 - 2
2014 - 1,180	1995 - 77
2013 - 43	1994 - 71
2012 - 10	1993 - 336
2011 - 2,017	1992 - 13
2008 - 14	1990 - 7
2007 - 4	1989 - 24
2006 - 16	1988 - 127
2005 - 630	1987 - 527
2004 - 1,730	1986 - 87
2003 - 1	1985 - 48
2002 - 17,756	1984 - 40
2001 - 130	1983 - 1,409
2000 - 329	1982 - 40
1999 - 323	1981 - 112
1998 - 2,374	1980 - 1,838
	1979 - 227,403

- County lines
- Highways
- At least 100 feet
- City limits

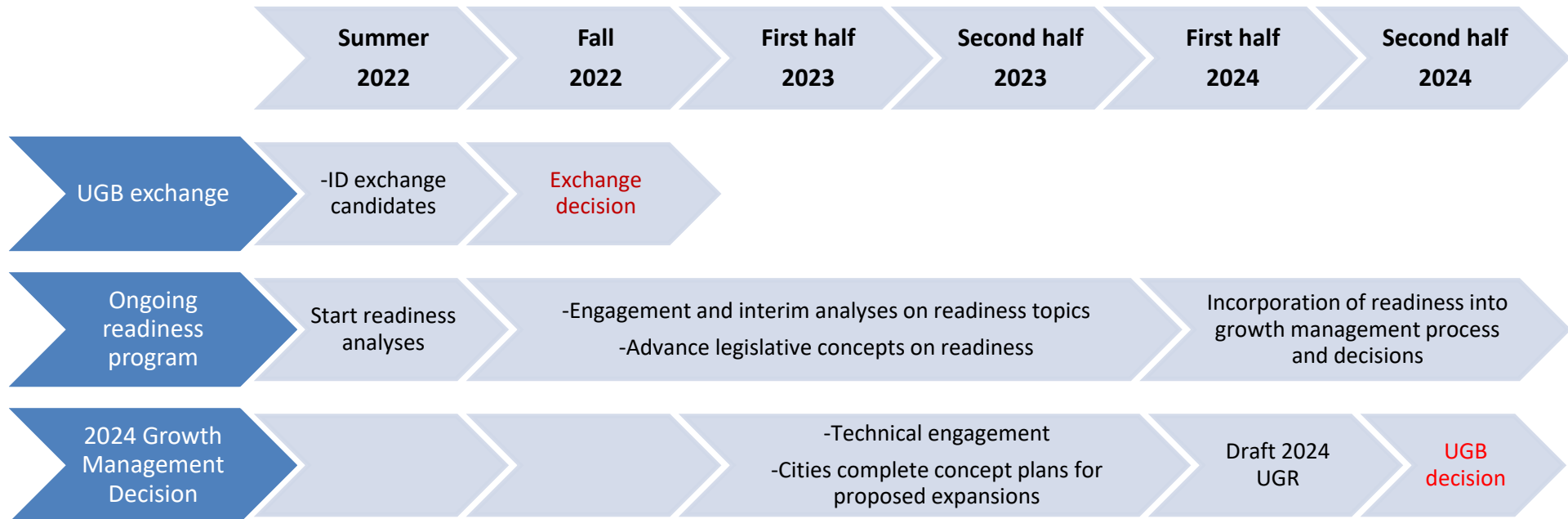


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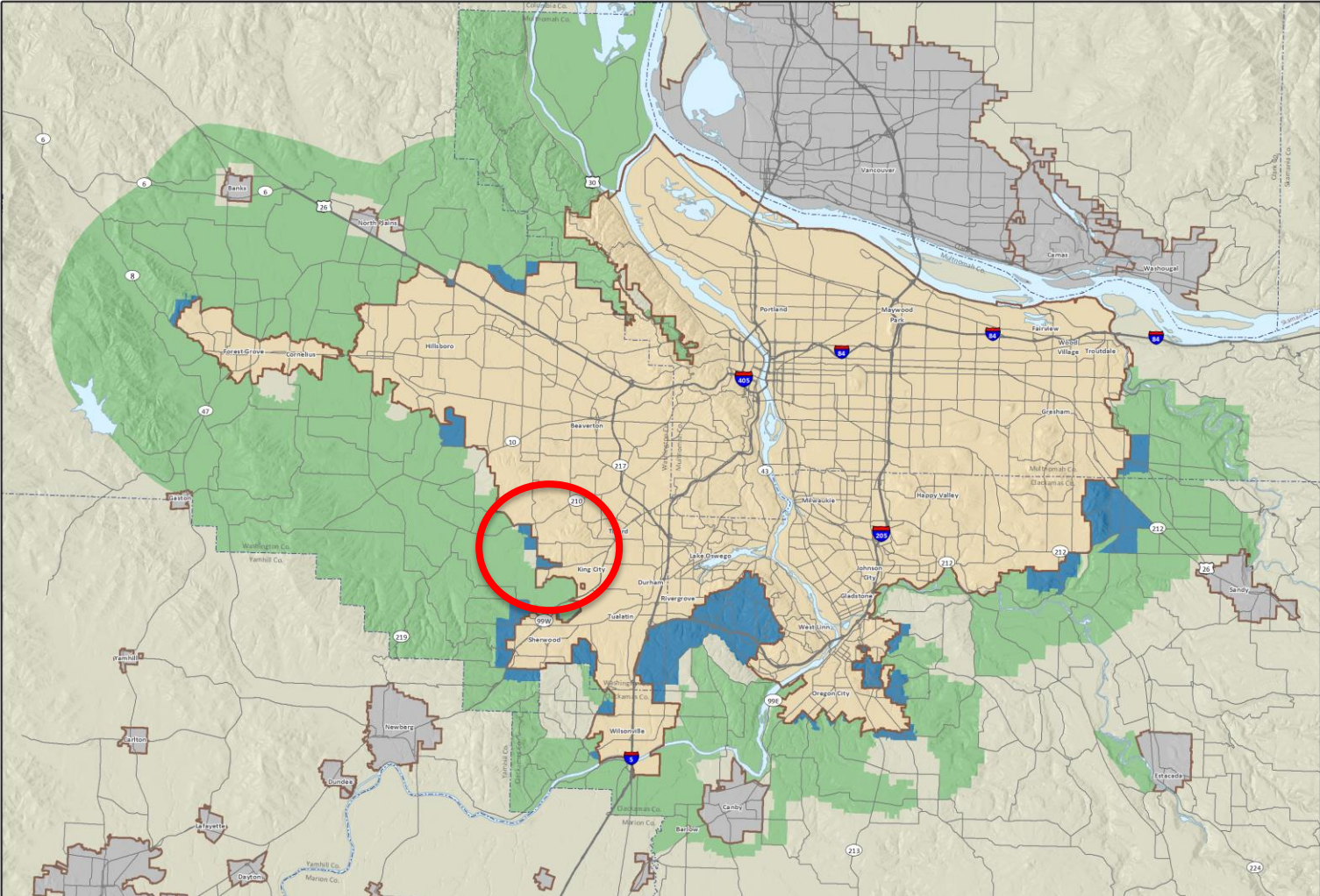


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drc@metrodata.gov | www.metrodata.gov

Readiness timeline



Proposed UGB exchange: 350 buildable acres in / 350 buildable acres out



Candidates for removal from UGB

- Buildable land (accounting for environmental constraints)
- Inside UGB and near edge
- Has not demonstrated housing readiness
- Removal wouldn't preclude efficient urban services to buildable land remaining in UGB



Readiness: working definition

- Governance
 - A 'willing & able' local jurisdiction
 - Adopted plan or consistent progress towards one
- Infrastructure
 - Funding sources to accompany plans
- Market
 - Private market interest
 - Property owner willingness

Proposed next steps

1. Mapping exercise

- Rough cut of possible candidates using aerial photos and buildable land inventory

2. Fact checking

- Consultation with local governments and service districts to confirm planning status



Current efforts

- Economic development and industrial lands legislative concepts
- HB 2003: Housing Production Strategies
- Housing supply legislative concepts
- Ongoing Industrial Site Readiness
- Housing Readiness



Next Steps

- Do MPAC members have any questions about the UGB land exchange?
- Do MPAC members have any additional considerations or questions about the process?

oregonmetro.gov





City of Tigard

River Terrace 2.0

A Neighborhood for Everyone

MPAC

June 22, 2022



CITY OF
Tigard



SW Scholls Ferry

SW Roy Rogers



SW Scholls Ferry

SW Roy Rogers

SW Beef Bend

SW 150th

Project Focus Statement

This work is focused through two lenses that are centrally linked - equity and climate change. This project seeks to center the voices of communities of color, immigrants, and people with low incomes. These communities are among those most affected by the impacts of environmental inequities, climate change, and systemic racism. When we meet the needs of the most vulnerable communities, the health and wellbeing of all community members improves.

Project Vision

River Terrace 2.0 is a neighborhood for everyone and a complete community.

Housing: Full matrix of housing types intermixed throughout, 20 du/ac

Affordability: Policy options to incent and support affordable housing

Commerce: Walkable options for work, destinations

Transportation: Genuinely multi-modal, transit-supportive patterns

Parks: Focused on community gathering places distributed equitably

Natural areas: Ecological function, connectivity preserved and enhanced

Infrastructure: Cost-efficient and sustainable, serve housing goals

Community Engagement

Survey – What Makes a Great Neighborhood?

- Online survey with 20 questions related to housing, commerce, and transportation

Community Advisory Committee

- Twelve members
- 5 bilingual meetings (three members prefer Spanish)

Public Open Houses (English and Spanish)

- Two events – held online
- Consider vision, alternatives

Open Office Hours

- Three events

Spanish Language Focus Group

- 12 participants

Online Story Map

- Track project progress

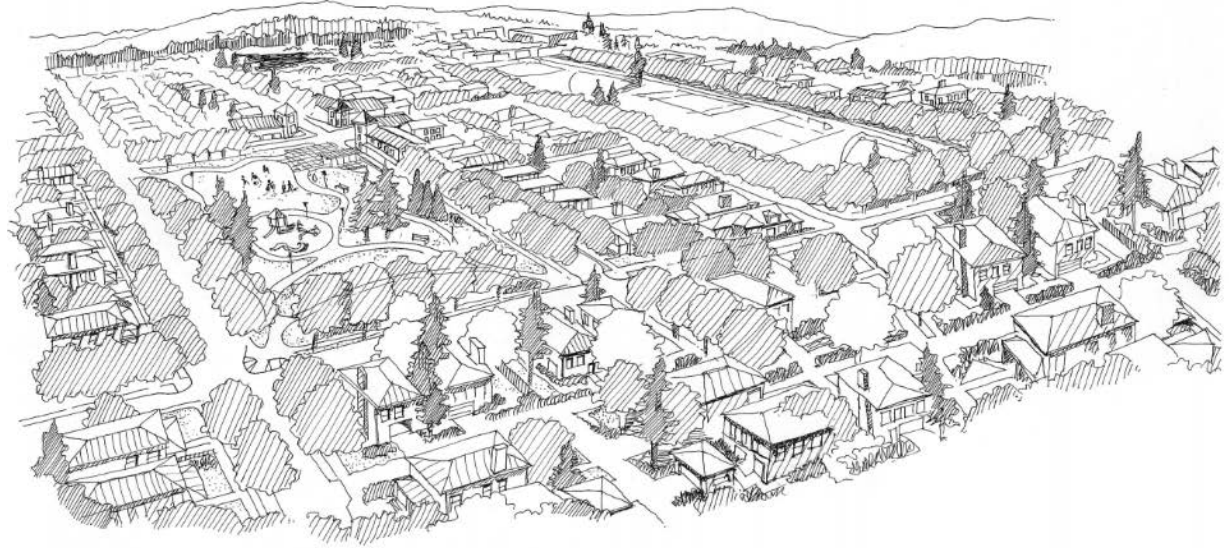
Community Meetings

- St. Anthony’s Church
- CPO4

Project Website

- Engage Tigard





Concept A



Concept B



Concept C



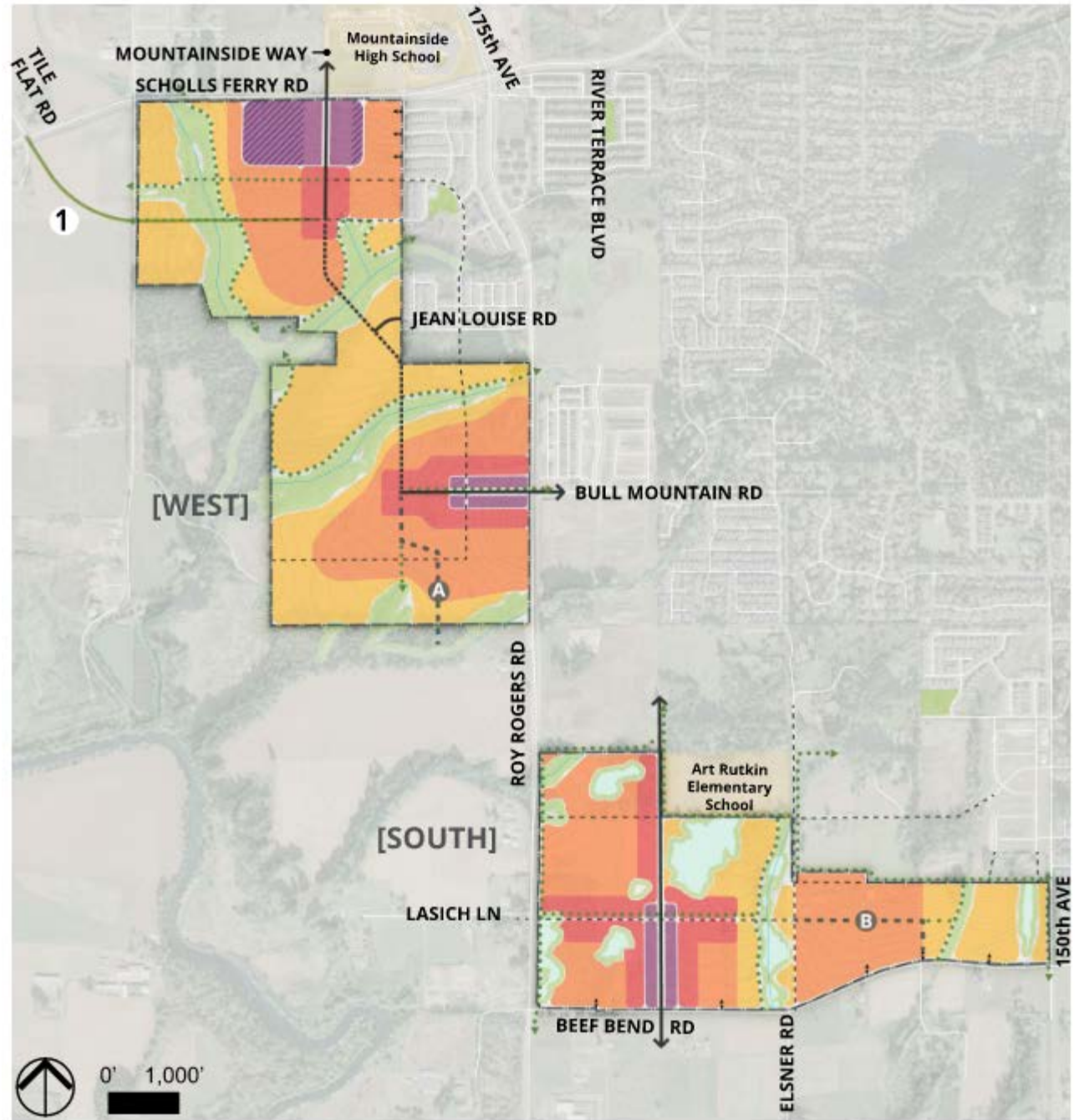
PROFILE Housing is similar in size and form throughout



Legend

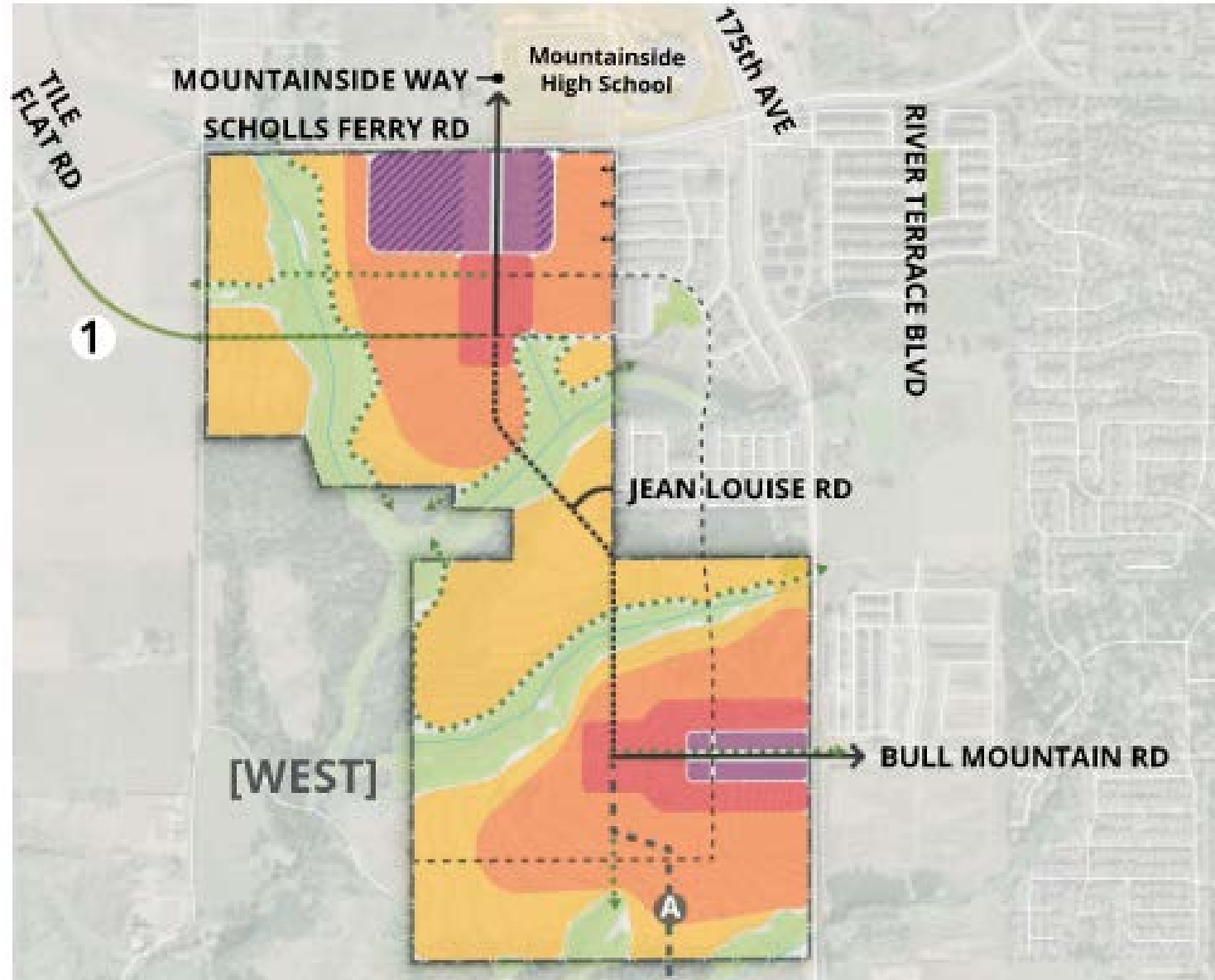
- River Terrace 2.0 Project Area
- Employment Area
- Commercial / Neighborhood Node
- Main Street
- Even Mix
- Feathered Edge
- Collector Road
- Street / Pedestrian Connection
- Minor Street Connection
- Mountainside Way Future Study Area
- Beef Bend Road Future Study Area
- Community Connection
- Trail Network
- Stream
- Wetlands
- Vegetated Corridor
- Park (Outside Project Area)
- School (Outside Project Area)

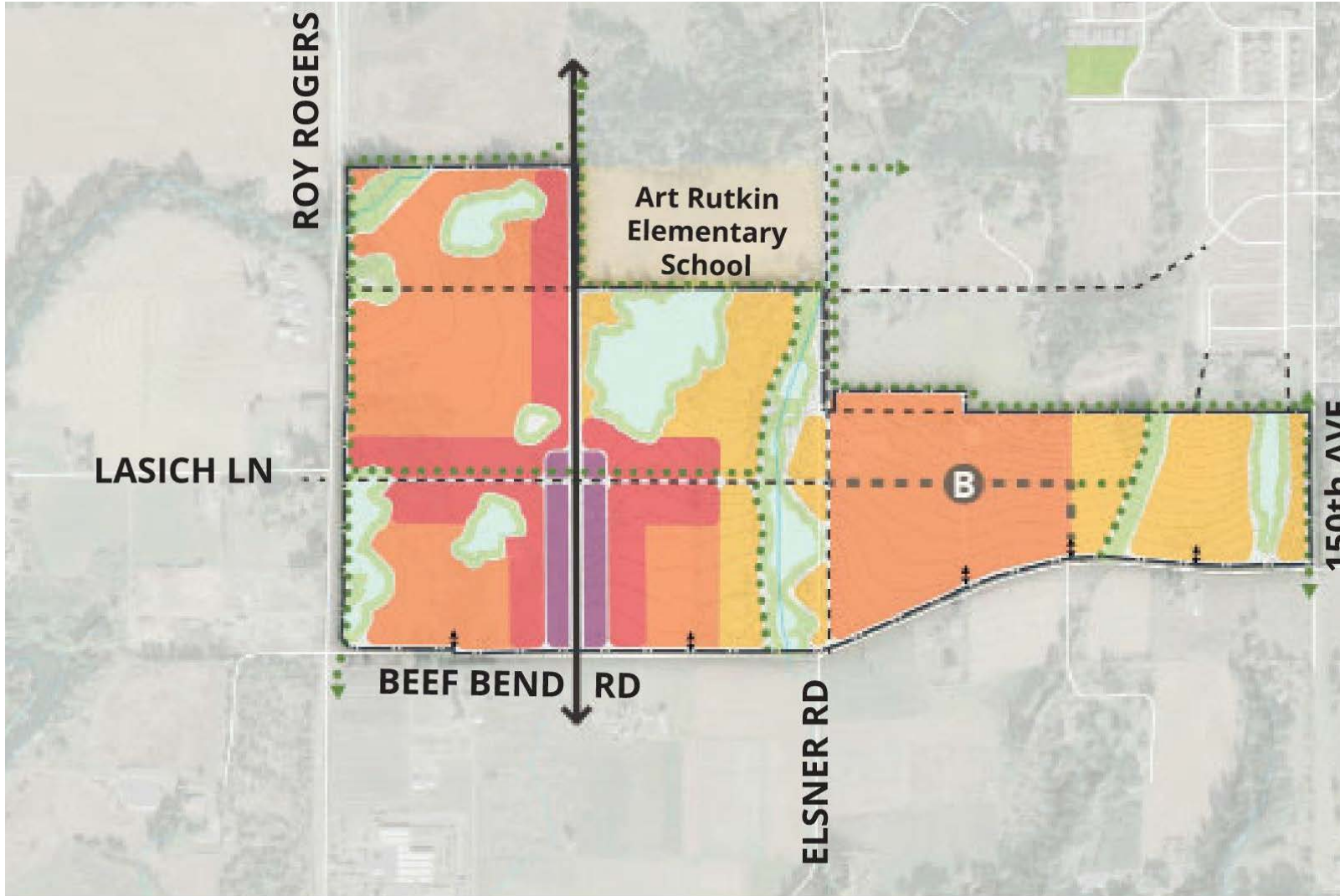
1 Tile Flat, Future Study Area - Framework B, See Transportation Section



Legend

- River Terrace 2.0 Project Area
 - Employment Area
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 - Main Street
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- 1** Tile Flat, Future Study Area – Framework B, See Transportation Section





Legend

- River Terrace 2.0 Project Area
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Housing Typologies

Main Street

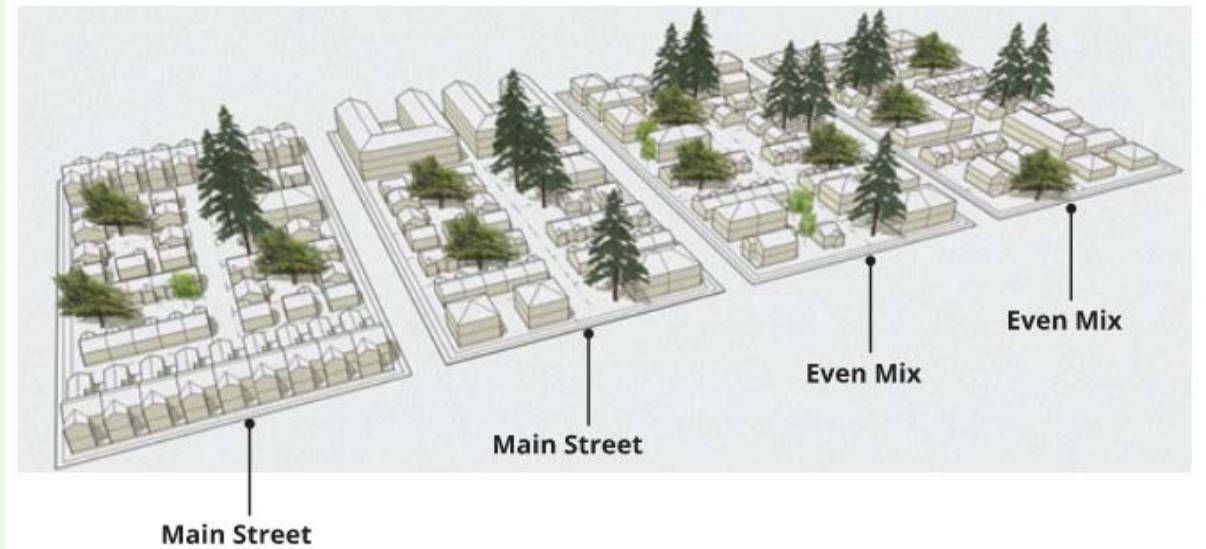
- Commerce-centered
- Taller Forms

Even Mix

- Diversity block-by-block

Feathered Edge

- Lower-profile forms
- Integrates natural edges



Feathered Edge Over Three Blocks

Recommended Housing Policies

- Tiered SCD structure – lower SDC for smaller housing types
- City-supported loan program
- Incentives for second and third units
- Land acquisition and banking
- Education and information
- Community land trust partnership



Affordable Housing Plan

Development of Resources

- Construction Excise Tax
- CDBG Entitlement Election

Contributions

- SDC Exemptions
- Tax Exemptions
- TIF Contributions
- Land Donations

Housing Options Project (2018)

Policy Changes

- Legalized middle housing in all residential zones
- Reduced parking requirements for housing
- Allowed up to 2 Accessory Dwelling Units per lot
- Clear and objective standards for housing
- Removed housing tenure and familial status from code
- Removed disparate treatment of group living

Housing Options Project (2018)

Subsequent Policies

- SDC exemptions for ADUs
- SDC reductions for middle housing (lowest rate)
- CET reduction for middle housing

HB2001+

- No land use for most housing other than apartments
- Improved standards based on experience
- Consolidated 1-3 unit housing types

Affordable Homeownership

Proud Ground Community Land Trust

- Down payment assistance from CET

Middle Housing Revolving Loan Fund

- \$1.5 million from ARPA allocation
- Leveraging \$4.5 million in construction lending
- Building capacity, moving the market
- Targeting quads, cottage clusters, courtyard units
- Requiring option to Proud Ground buyers, other DPAs

Tigard Strategic Vision

- Tigard: an equitable community that is walkable, healthy, and accessible for everyone.

Our Strategic Priorities

- Set the standard for excellence in public service and customer experience.
- Create a well-connected, attractive and accessible pedestrian network.
- Ensure development and growth supports the vision.



City of Tigard
STRATEGIC PLAN
2020-2025

