

#### AGENDA

#### MILWAUKIE PLANNING COMMISSION Tuesday, May 13, 2014, 6:30 PM

#### MILWAUKIE CITY HALL 10722 SE MAIN STREET

- 1.0 Call to Order Procedural Matters
- 2.0 Planning Commission Minutes Motion Needed
  - 2.1 March 11, 2014
- 3.0 Information Items
- **4.0** Audience Participation This is an opportunity for the public to comment on any item not on the agenda
- 5.0 **Public Hearings** When scheduled, public hearings will follow the procedure listed on reverse

#### 6.0 Worksession Items

- 6.1 Summary: Original Art Mural Area Measurement Discussion Staff: Denny Egner
- 6.2 Summary: Metro Climate Smart Communities Staff: Denny Egner
- 6.3 Summary: Milwaukie Plans Staff: Denny Egner
- 7.0 Planning Department Other Business/Updates
- **8.0 Planning Commission Discussion Items –** This is an opportunity for comment or discussion for items not on the agenda.

#### 9.0 Forecast for Future Meetings:

- May 27, 2014 1. Public Hearing: CSU-13-12 Wichita Park
  - 2. Worksession: Moving Forward Milwaukie project update
- June 10, 2014 1. Public Hearing: P-14-01 Moda Health Parking Modification

#### **Milwaukie Planning Commission Statement**

The Planning Commission serves as an advisory body to, and a resource for, the City Council in land use matters. In this capacity, the mission of the Planning Commission is to articulate the Community's values and commitment to socially and environmentally responsible uses of its resources as reflected in the Comprehensive Plan

- 1. PROCEDURAL MATTERS. If you wish to speak at this meeting, please fill out a yellow card and give to planning staff. Please turn off all personal communication devices during meeting. For background information on agenda items, call the Planning Department at 503-786-7600 or email planning@ci.milwaukie.or.us. Thank You.
- 2. PLANNING COMMISSION MINUTES. Approved PC Minutes can be found on the City website at www.cityofmilwaukie.org
- 3. CITY COUNCIL MINUTES City Council Minutes can be found on the City website at www.cityofmilwaukie.org
- 4. FORECAST FOR FUTURE MEETING. These items are tentatively scheduled, but may be rescheduled prior to the meeting date. Please contact staff with any questions you may have.
- 5. TIME LIMIT POLICY. The Commission intends to end each meeting by 10:00pm. The Planning Commission will pause discussion of agenda items at 9:45pm to discuss whether to continue the agenda item to a future date or finish the agenda item.

#### **Public Hearing Procedure**

Those who wish to testify should come to the front podium, state his or her name and address for the record, and remain at the podium until the Chairperson has asked if there are any questions from the Commissioners.

- 1. STAFF REPORT. Each hearing starts with a brief review of the staff report by staff. The report lists the criteria for the land use action being considered, as well as a recommended decision with reasons for that recommendation.
- 2. CORRESPONDENCE. Staff will report any verbal or written correspondence that has been received since the Commission was presented with its meeting packet.
- 3. APPLICANT'S PRESENTATION.
- 4. PUBLIC TESTIMONY IN SUPPORT. Testimony from those in favor of the application.
- 5. **NEUTRAL PUBLIC TESTIMONY.** Comments or questions from interested persons who are neither in favor of nor opposed to the application.
- 6. PUBLIC TESTIMONY IN OPPOSITION. Testimony from those in opposition to the application.
- 7. QUESTIONS FROM COMMISSIONERS. The commission will have the opportunity to ask for clarification from staff, the applicant, or those who have already testified.
- REBUTTAL TESTIMONY FROM APPLICANT. After all public testimony, the commission will take rebuttal testimony from the applicant.
- 9. CLOSING OF PUBLIC HEARING. The Chairperson will close the public portion of the hearing. The Commission will then enter into deliberation. From this point in the hearing the Commission will not receive any additional testimony from the audience, but may ask questions of anyone who has testified.
- 10. COMMISSION DISCUSSION AND ACTION. It is the Commission's intention to make a decision this evening on each issue on the agenda. Planning Commission decisions may be appealed to the City Council. If you wish to appeal a decision, please contact the Planning Department for information on the procedures and fees involved.
- 11. **MEETING CONTINUANCE.** Prior to the close of the first public hearing, *any person* may request an opportunity to present additional information at another time. If there is such a request, the Planning Commission will either continue the public hearing to a date certain, or leave the record open for at least seven days for additional written evidence, argument, or testimony. The Planning Commission may ask the applicant to consider granting an extension of the 120-day time period for making a decision if a delay in making a decision could impact the ability of the City to take final action on the application, including resolution of all local appeals.

The City of Milwaukie will make reasonable accommodation for people with disabilities. Please notify us no less than five (5) business days prior to the meeting.

#### Milwaukie Planning Commission:

Sine Bone, Chair Wilda Parks, Vice Chair Shannah Anderson Scott Barbur Shaun Lowcock Gabe Storm

#### **Planning Department Staff:**

Denny Egner, Planning Director Li Alligood, Associate Planner Brett Kelver, Associate Planner Vera Kolias, Associate Planner Alicia Martin, Administrative Specialist II

1 2 3 4 5 6 7 8	CITY OF MILWAUKIE PLANNING COMMISSION MINUTES Milwaukie City Hall 10722 SE Main Street TUESDAY, March 11, 2014 6:30 PM					
9 10 11 12 13 14 15 16	Lisa E Scott Sine E Wilda Gabe	atey, C Barbur Bone Parks Storm	NERS PRESENT hair NERS ABSENT	<b>STAFF PRESENT</b> Denny Egner, Planning Director Li Alligood, Associate Planner Peter Watts, City Attorney		
17 18 19 20 21 22	1.0 Chair	Shaun Lowcock <b>1.0 Call to Order – Procedural Matters*</b> <b>Chair Batey</b> called the meeting to order at 6:30 p.m. and read the conduct of meeting format into the record.				
22 23 24 25	<ul> <li>Note: The information presented constitutes summarized minutes only. The meeting video</li> <li>available by clicking the Video link at <u>http://www.ci.milwaukie.or.us/meetings.</u></li> </ul>					
26	2.0	2.0 Planning Commission Minutes – None				
27 28 29	3.0	Inform	nation Items			
30	Denny Egner, Planning Director, introduced the new Associate Planner, Vera Kolias, who					
31	began in January and noted she was also helping with economic development. He added that					
32 33	Senio	r Planne	er Ryan Marquardt g	ave his notice of resignation, effective March 14, 2014.		
34	<b>4.0</b> Audience Participation – This is an opportunity for the public to comment on any item					
35	not on the agenda. There was none.					
36						
37	5.0 Public Hearings					
38 20		5.1	Summary: Mural C			
39 40			Applicant: City of I File: ZA-14-01	VIIIWAUKIE		
40 41			Staff: Ryan Marqua	ardt (not present)		
42						

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- 43 Chair Batey called the hearing to order and called for a motion to continue the hearing until
- 44 April 8, 2014.

45

46 It was moved by Commissioner Parks and seconded by Commissioner Barbur to open and continue the public hearing for ZA-14-01, Murals Code Amendments, to a date 47 certain of April 8, 2014. The motion passed unanimously. 48 49 50 5.2 Summary: NW Housing Alternatives Zone Change 51 Applicant/Owner: Angelo Planning Group/Northwest Housing Alternatives Address: 2316 SE Willard St 52 53 File: ZA-13-02 54 Staff: Li Alligood 55 Chair Batey called the hearing to order and read the conduct of guasi-judicial hearing format 56 57 into the record. 58 59 Commissioner Barbur declared a potential conflict of interest as he was the Vice Chair of the 60 Historic Milwaukie Neighborhood District Association (NDA). He noted a discussion at a recent 61 NDA meeting where the NDA voted to oppose the application but he did not participate in the 62 discussion or vote and did not feel it biased his decision in any way. 63 64 Chair Batey declared an exparte contact and noted she spoke with Val Hubbard at a 65 community meeting where Ms. Hubbard had stated she opposed the application. 66 67 **Mr. Egner** asked the City Attorney to explain why this application was being reviewed as a Type 68 III quasi-judicial rather than a Type V legislative review. 69 70 Peter Watts, City Attorney, noted both he and Damien Hall had reviewed the relevant code 71 section and general guidelines. The main difference between the review types was regarding 72 the public notice required; the larger the geographical area and the number of people impacted 73 (i.e. property owners), the more notice was required. This application was below the threshold 74 for minimum acreage and the number of property owners involved with the application. 75

- Mr. Egner added that a legislative action generally applied more to sweeping changes of the
   code text or map that affected many properties; this application was for a particular project and
   set of changes.
- 79

Li Alligood, Associate Planner, presented the staff report via PowerPoint. She reviewed the zoning and Comprehensive Plan (Comp Plan) designation of the properties and described the property location, and identified the mixed zoning and development surrounding the properties. The request was for rezoning from R-2 to R-1-B. She reviewed the decision options, and noted that development and design review would occur at the time when the actual development permit occurs.

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Key issues for the Commission to discuss were whether the R-1-B zoning designation was appropriate from a land use perspective and from a neighborhood perspective. When applied to the Comp Plan policies, was this application appropriate for the area and the development proposed? From a land use perspective, was it appropriate for this type of development and zone to be located in this area?

92

From a land use perspective, the Comp Plan designation (land use) and zone did not match.
 The C/HD (Commercial/High Density) Comp Plan designation had been in place since the
 1960s and other areas in the city that had that designation have been rezoned to R-1-B; the
 R-O-C zone also appeared to be appropriate. She added that much of the surrounding area
 was designated for high density residential although the current zone may not match either.
 It was clear the goal of the Comp Plan envisioned a much higher density of development
 than what was currently permitted by the zoning.

100

In response to concern by some community members, she clarified that there was a period
 of time from 2000-2014 where the zone south of Lake Rd was incorrectly mapped R-2
 instead of the correct R-1-B. She added that a zone change like that would have been
 reviewed through a Type V process and adopted by ordinance of City Council. There was
 no evidence of this so it was determined to be a mapping error.

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Ms. Alligood noted the current land uses surrounding the property, including community
 service and commercial uses. She reiterated that the development was appropriate from a
 land use perspective.

2.1 Page 4

110

From a neighborhood perspective, Ms. Alligood reiterated that it was an area with many 111 different uses; the proposed zoning was appropriate and permissive. She reviewed what 112 113 was currently allowed with regard to number of units, density, etc., although it was not being 114 fully utilized, and what would be allowed under the proposed zone. The proposed density 115 and lot coverage would be the minimum of the proposed zone and less than surrounding properties. She noted that from the street, the density of the current and proposed zones 116 117 would not look much different; where the difference would come in was regarding the lot coverage by buildings, required off-street parking, office use included, etc. 118

119

120 **Ms.** Alligood reviewed the approval criteria the Commission should use to evaluate the

121 proposal and the decision options. Staff recommendation was approval and that the proposal 122 was appropriate.

123

124 Chair Batey called for the applicant's testimony.

125

126 Martha McClellen, Northwest Housing Alternatives (NHA) Executive Director, gave 127 background information of NHA, noting the property and programs that have been in Milwaukie 128 since the mid-80s. She explained how the properties under review were acquired over time, and 129 how the programs and staffing have expanded and how the current housing and office space 130 was no longer adequate. She explained the intent for the expanded private units and community 131 space that would provide more adequate living space for those served. NHA was aware that the property was underutilized per its Comp Plan designation. She acknowledged the community 132 133 frustration with the sequential process NHA was taking, and noted that NHA chose to apply for the zone change prior to developing a complete design concept plan as they wanted to be sure 134 135 the higher density was approved prior to spending funds on design. 136 Ms. McClellen described a rough concept plan and reviewed the public outreach conducted to 137 138 date. She commended staff's analysis of the history and application, and added that the R-1-B 139 was more compatible than the R-O-C zone. Although there was concern from the community

140 about what 'affordable housing' brought to mind, it was outside of the zoning ordinance scope to

141 determine housing prices and income levels.

142

143 Jonathan Trutt, NHA Housing Coordinator, presented more information on what affordable 144 housing was with regard to income restrictions and rent limits. He gave statistics of average rents in Milwaukie, what wages would be required to afford that rent, and the average wages in 145 146 Clackamas County with examples of professions that were below the affordability threshold. 147 Milwaukie had a low percentage of affordable housing and many households that were actually 148 below the affordability threshold. 149 150 **Commissioner Parks** asked about involving Transportation-Oriented Development (TOD) with 151 regard to light rail to reduce the amount of parking required. 152 153 Ms. McClellen answered that it was assumed that a good percentage of residents and staff 154 would utilize the future light rail line. 155 156 **Chair Batey** called for public testimony. 157 158 In Support: 159 160 **Stephanie Porter**, former Milwaukie resident, noted that although her family had been stable, 161 an event occurred that left her and her children in need of assistance. NHA's Home Base 162 program provided them with stable housing services, and with their help she was able to get 163 back on her feet and exceed her goals. She was a Section 8 recipient and did not consider 164 herself low class or unmotivated. She would recommend NHA to anyone in need. 165 166 Lester Garrison, Milwaukie Presbyterian Church, 2416 SE Lake Rd, said the church saw the 167 need for affordable housing in the community; some church attendees were homeless or at risk. The church participated in a program called Sheltering Our Neighbor (SON) with six other area 168 169 churches, which rotated allowing families at risk of being homeless reside in the churches for 170 two weeks until room was available at Annie Ross House. He would like to see NHA increase 171 their capacity for assistance, and he had spoken with other area churches and the high school 172 and none had opposition to this proposal. 173 Stacey Sage, 11481 SE 25<sup>th</sup> Ave. Prior to her need for NHA, she and her partner were able to 174 provide for their family. With the death of her partner and a layoff, her and her sons became 175 176 homeless. NHA provided them shelter and with the other resources available, she was able to

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- 177 get into a transitional home and had recently become employed. She noted the program rules
- 178 and standards to follow to continue receiving assistance. The Annie Ross House was the only
- 179 shelter in Clackamas County for families; this expansion would allow NHA to help many more
- 180 families in need to get back on their feet.
- 181
- 182 In Opposition:
- 183

Michael Park, 2460 SE Willard St, was a long-term resident of Milwaukie. He noted that the neighborhood changed when NHA located to the neighborhood in 1985. He felt that the increased density would negatively impact his retirement and time in his home. He said according to a police report, there have been nearly 2 visits a month to the property from Milwaukie Police Department. He added that on-street parking had been an ongoing issue and the zone change and doubling in density would increase the negative impacts to the neighborhood.

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Mary Lapisto, 2437 SE Lake Rd, lived in a single-story community of resident over age 55 residents, the Town Lake Estates, directly behind the NHA properties. She felt that multiple multistory buildings with many more low-income and homeless residents in the neighborhood would have a big impact; she had concerns about more traffic and interactions with the high school students. With the NHA duplex behind her home, she has experienced domestic disputes and undesirable behaviors from the duplex and other NHA residents.

198

Connie Kilby, 2451 SE Lake Rd, resident of Town Lake Estates. Ms. Kilby said that while she appreciated the services NHA provided, she was opposed to the zone change with regard to livability; various issues were common when multiple families were in close proximity to each other. Although the area was a mix of single- and multifamily residences, the proposal seemed very high and crammed in density. She did not feel that the applicant had satisfied the approval criteria and she declared her support for Ray Bryan's testimony, a member of the Historic Milwaukie NDA.

206

Val Hubbard, 10669 SE 21<sup>st</sup> Ave, felt this proposal did not fit with the concept of downtown
Milwaukie that the citizens were striving for. She questioned whether new developers still be
interested in coming into downtown Milwaukie if this type of development was granted.

210

- Ray Bryan, Historic Milwaukie NDA 11416 SE 27<sup>th</sup> Ave, appreciated Ms. Alligood for her 211 212 responsiveness and acknowledged NHA's work with those in need. He opposed the application 213 and felt it did not meet the zoning code approval criteria and Type III review was not sufficient. 214 Replacing single-family homes and duplexes with three-story buildings did not fit with the 215 neighborhood. The proposed zone would double the density, parking, and increased office space, with no concept plan proposed and no assessment of the impacts in terms of safety, 216 217 volume, traffic impacts, capability, etc. The opposition discussion was more about how much 218 low-incoming housing should be located in one area or within one school boundary.
- 219
- 220 **Mr. Bryan** referred to the Comprehensive Plan, its policies and goals, and how they applied to
- 221 the application, and stated that approving the application was in conflict with the Comp Plan
- 222 because the concept plan for the (Regional) Town Center Master Plan included the NHA
- 223 campus and proposed different housing densities for it.
- 224

225 Dion Shepard, 2136 SE Lake Rd, believed that NHA could satisfy their goal to provide more 226 affordable housing under the current zone, and felt other areas in need of development in 227 Milwaukie [as identified in the Moving Forward Milwaukie project] would be more appropriate for 228 this proposal. She referred to the conflict between the (Regional) Town Center Master Plan and 229 the Comp Plan. She was concerned about increased neighborhood parking impacts with regard 230 to the high school, the future light rail, and this proposal.

231

232 Jean Baker, 2607 SE Monroe St, Historic Milwaukie NDA Chair, noted that the NDA took a 233 vote the previous night to oppose the proposal. She questioned the consistency between the 234 (Regional) Town Center Master Plan and the Comp Plan; did the Town Center Master Plan 235 guide the Comp Plan or vice versa? The Town Center Master Plan directed that the 236 development of the area in question was to remain lower density; three-story buildings next to 237 single-family residences changed the livability and feel of the neighborhood. She noted the NDA 238 was not in opposition to assisting low-income people, it was about ensuring the neighborhood 239 would grow in the proper way.

240

- 241 **Chair Batey** called for questions from the Commission and staff's response to testimony.
- 242

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Chair Batey acknowledged the lack of coordination between the Comp Plan and the zoning
 ordinance was not new and has come up in the past, noting the Comp Plan was decades old
 and out of date.

246

Ms. Alligood agreed with the public testimony that the Comp Plan was outdated. Reviewing applications against approval criteria in the Comp Plan could be difficult. Regarding the conflict between the density ranges in the Comp Plan and the zoning ordinance, she noted that it was an issue that was identified in the Residential Development Standards project but had yet to be resolved.

252

253 She assured that when the actual development was proposed, it would go through the review

254 process that would address parking, outdoor space, building size, traffic impact, etc. She

reminded the Commission what could be built outright under the existing zone which could

include multi-family units, off-street parking, etc. However, office space would be a conditional

- 257 use.
- 258

259 She explained the Town Center Master Plan was prepared in 1997, and provided an overview 260 of its background and intent. She said it was only partially incorporated into the Comp Plan and 261 zoning ordinance through specific amendments to those documents; the recommendation for

- the subject site had not been implemented.
- 263

264 **Commissioner Barbur** noted the concern by the NDA about demolition of existing homes.

265

Ms. Alligood referred to the Neighborhood section of the Comp Plan that regarded the
 character and expectation of development in areas per density types, i.e. rehabilitating existing
 homes; however, for high density areas, the zoning ordinance did not require this except for
 historic properties.

270

271 **Commissioner Storm** asked about access to arterial roads.

272

273 **Mr. Egner** noted that although 23<sup>rd</sup> Ave and Willard St were not arterials, they provided direct 274 access to Lake Rd; an arterial street.

275

276 **Ms. Alligood** explained how Chapter 19.700 Public Facilities Requirements was triggered.

277 278 Chair Batey called for the applicant's rebuttal. 279 280 **Mr. Trutt** responded to the testimony regarding Subarea 5 of the Town Center Master Plan, and noted the ambiguity about the map in guestion. The area was designated Commercial/High 281 282 Density since 1979 in the Comp Plan. He felt that due to this, the R-2 zone did not seem in 283 alignment with the intent of the City. 284 Mary Dorman, Angelo Planning Group, noted the Comp Plan was the controlling document. 285 The applicant bought the property with the future in mind. 286 287 288 **Mr. Trutt** referred to the staff report that stated the predominant residential type within a quarter 289 mile of the site was multi-family residential. What NHA was proposing was indeed within the 290 context and character of the immediate neighborhood. He quoted Objective 2 of the Comp Plan 291 and noted that it consistently envisioned having high density housing near downtown and near 292 major transportation. He reminded that three-story buildings were allowed under the current 293 zone. The number of residential units proposed was significantly less than what the maximum 294 allowed was. He referred to the crime maps, noting that there was no clustering of crimes at the 295 proposed site. The most recent data for free and reduced lunch schools indicated that the 296 elementary school closest to the property had the lowest rate, not the 75% rate referred to in the 297 public testimony. 298 Ms. McClellen thanked the Commission for hearing their proposal and testimony. 299 300 301 Chair Batey asked about staffing. 302 303 Ms. McClellen responded that there was currently 30 staff onsite; the goal with expanded office space was to grow some, with a maximum capacity of 45 employees. 304 305 Mr. Watts noted a police call log submitted by an audience member would be logged and 306 307 routed to the Commissioners. He asked for some clarification by the police department of the 308 specifics of the log. 309

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- 310 **Ms. McClellen** responded that it should be clarified if that was a call response log rather than a
- 311 crime log; on occasion, NHA had called the police department for support when they need to
- 312 ask residents to leave the shelter and were not indicative a crime.
- 313
- 314 **Mr. Egner** felt that some time to analyze and answer some questions raised would be beneficial
- in terms of whether to close public testimony or not.
- 316
- 317 **Chair Batey** closed public testimony.
- 318
- 319 It was moved by Commissioner Storm and seconded by Commissioner Parks to continue
- 320 the public hearing for ZA-13-02 for NW Housing Alternatives Zone Change at 2316 SE
- 321 Willard St to a date certain of March 25, 2014. Written testimony would be accepted until
- 322 March 18, 2014. The motion passed unanimously.
- 323
- 324 6.0 Worksession Items
- 325

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- **7.0 Planning Department Other Business/Updates**
- 328 **Mr. Egner** reminded the Commission about the joint session with City Council for the
- 329 Commission's work program, scheduled for the following Tuesday, March 18, 2014.
- 330

332

- 331 8.0 Planning Commission Discussion Items
- **333 9.0 Forecast for Future Meetings:**

March 25, 2014	1. Public Hearing: ZA-13-02 Northwest Housing Alternatives 2316
	SE Willard St continued tentative
	2. Public Hearing: CSU-13-15 Milwaukie High School Indoor
	Practice Facility
	3. Worksession: Officer Elections
April 8, 2014	1. TBD
Meeting adjourned at appro	pximately 10:18 p.m.
	April 8, 2014

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344		
345		
346		Respectfully submitted,
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348		Alicia Martin, Administrative Specialist II
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352		
353	Sine Bone, Chair	



То:	Planning Commission
From:	Denny Egner, Planning Director
Date:	May 5, 2014, for May 13, 2014, Meeting
Subject:	Original Art Murals – Area Calculation

At the April 8, 2014 Planning Commission meeting, the Commission accepted staff's recommendation that murals approved through a clear and objective administrative process be limited to 40% of the wall area for any wall on which the mural is placed. The Commission added that they wanted the 40% measurement to provide for creative designs that spread across walls and to allow the imagery to be split into smaller images across a wall.

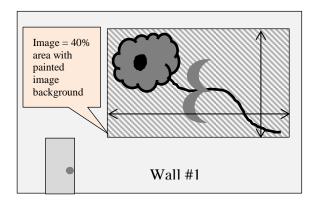
Staff is proposing the following approach for measuring the image area of a mural. The graphics below are intended to help explain the proposal.

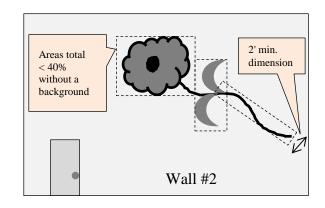
Original Art Mural – Area Measurement:

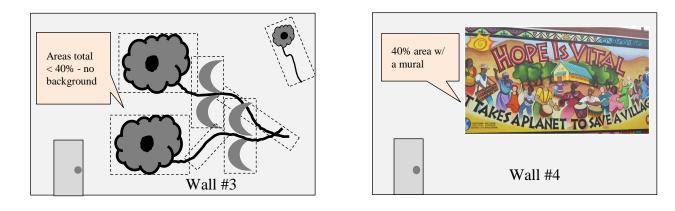
The area measurement of an original art mural is determined by calculating the area within a rectangular-shaped perimeter enclosing the limits of mural elements including any lettering, writing, representation, emblem, symbol, figure, drawing, character, or large-scale pattern. If the mural consists of more than one element without a painted background, the area of each individual element will be calculated and all areas will be totaled. In addition, if the mural includes a painted image background that serves to frame or add context to the elements, the area will be calculated within a perimeter enclosing the entire limits of the mural, including the background. To simplify area calculation, the smallest dimension of any rectangular-shaped perimeter enclosing an element of the mural shall measure two feet.

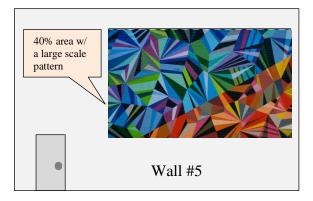
#### 6.1 Page 2

Planning Commission Staff Memo—Original Art Murals – Area Calculation Page 2 of 3









Illustrative examples of murals that consist of more than one section:





То:	Planning Commission
From:	Dennis Egner, Planning Director
Date:	May 6, 2014, for May 13, 2014, Worksession
Subject:	Metro Climate Smart Communities

#### **ACTION REQUESTED**

None. This is a briefing for discussion only.

#### **BACKGROUND INFORMATION**

Metro's Climate Smart Communities is a multi-year project that is intended to outline the region's strategies for reducing greenhouse gas emissions in compliance with the State mandates set out by the 2009 legislature in HB 2001. Metro has been conducting a scenario planning process that has explored numerous options and strategies that would help the region achieve the State targets. The policy areas that have been studied include strategies related to transit, technology, travel information programs, active transportation, street and highway networks, and parking management.

On April 11, Metro held a joint workshop for its two planning-related regional advisory committees to help provide guidance in determining a preferred scenario for the region. The advisory committees include the Joint Policy Alternatives Committee for Transportation (JPACT), and the Metropolitan Policy Advisory Committee (MPAC) which focuses on land use related issues. Both committees consist primarily of local government elected and appointed officials (Wilda Parks sits on MPAC as a citizen representative from Clackamas County). The April 11 joint workshop focused on three basic scenarios: A – Recent Trends, B – Adopted Plans, and C – New Plans & Policies. Metro's analysis has found that Scenario A doesn't meet the State targets, while Scenario B (implementing adopted plans) meets the targets, and Scenario C exceeds the targets.

A second joint workshop is scheduled for May 30 and will focus on identifying funding strategies to finance the plans and projects that will make up the preferred scenario. Metro is scheduled to adopt a preferred approach by the end of 2014.

Planning Commission Staff Report—Climate Smart Communites

The Planning Commission packet includes two documents; Attachment 1 is a copy of the PowerPoint slideshow that includes a simple tally of the responses to the questions that were posed at the April 11 workshop; Attachment 2 is titled "Shaping the Preferred Approach", dated April 2014, which was the workbook used for the April 11 workshop and it provides an excellent summary of the work that has been done to date.

The outcome of the Climate Smart Communities project is important to Milwaukie because its adoption at the regional level will likely result in changes to Metro Functional Plans for transportation and urban growth management; these are the regional documents to which local plans must comply. At this point, no specific functional plan changes are proposed but it is expected that recommendations will reinforce the importance of centers and corridors as key planning concepts. The Moving Forward Milwaukie (MFM) project is consistent with the overall direction of the Climate Smart Communities work given that the MFM focuses on strategies for implementing the existing vision for a mixed-use town center in downtown and central Milwaukie.

Vice Chair Parks and I will be available to answer questions about the Climate Smart Communities project at the Planning Commission meeting.

#### ATTACHMENTS

Attachments are provided as indicated by the checked boxes. All material is available for viewing upon request.

		PC Packet	Public Copies	E- Packet
1.	Climate Smart Communities Workshop PowerPoint, dated April 11, 2014	$\boxtimes$	$\square$	$\boxtimes$
2.	Shaping the Preferred Approach	$\boxtimes$		$\boxtimes$
17				

Key:

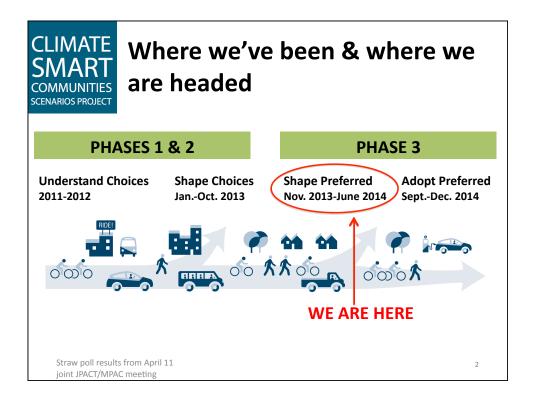
PC Packet = paper materials provided to Planning Commission 7 days prior to the meeting.

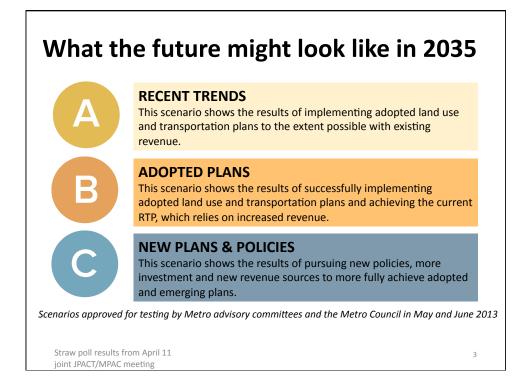
Public Copies = paper copies of the packet available for review at City facilities and at the Planning Commission meeting.

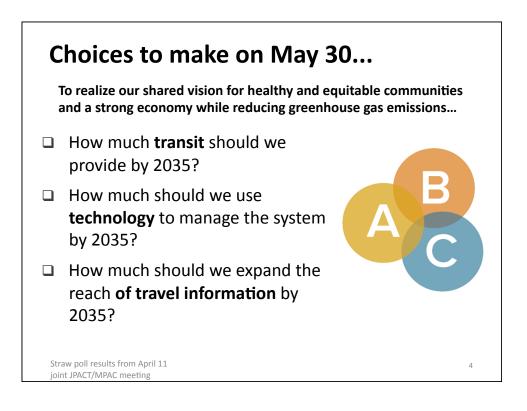
E-Packet = packet materials available online at link to specific PC meeting date.

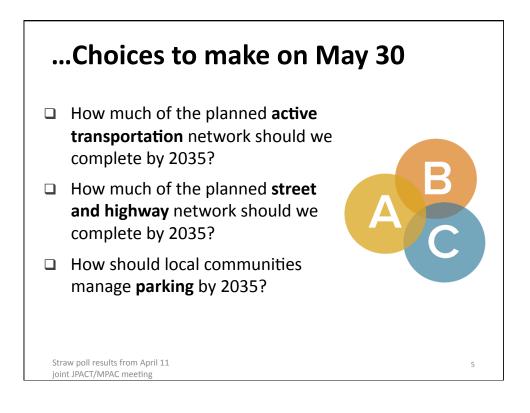
#### ATTACHMENT 1

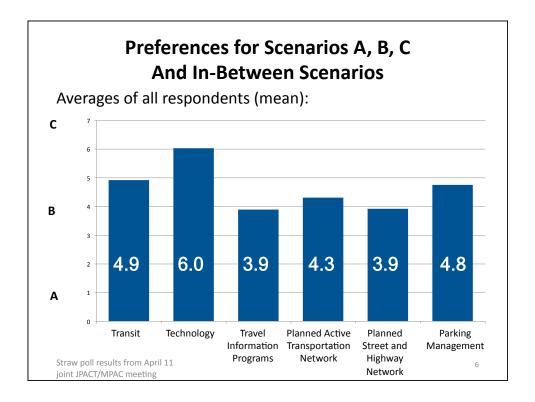


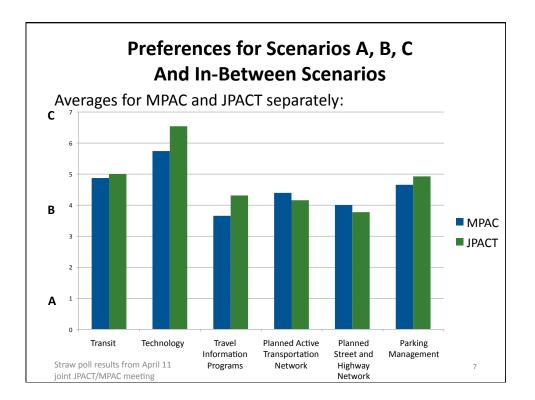












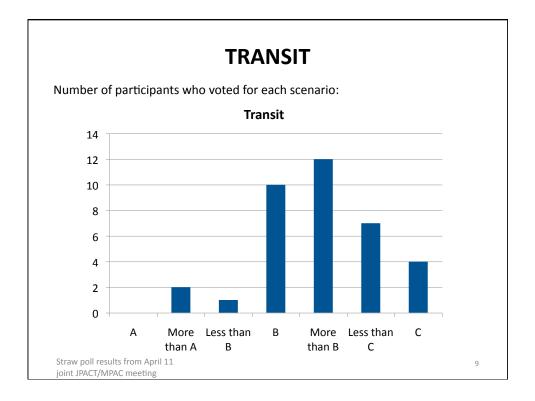
### Preferences for Scenarios A, B, C And In-Between Scenarios

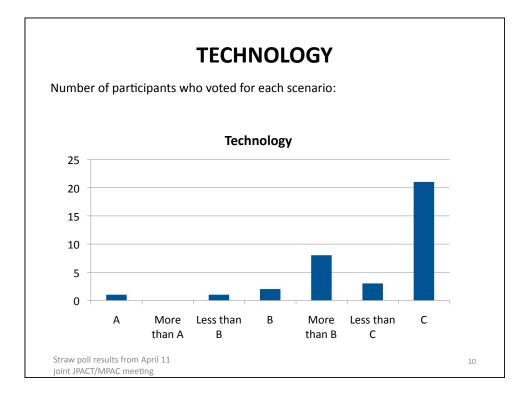
#### **Ranges of Responses for Each Component**

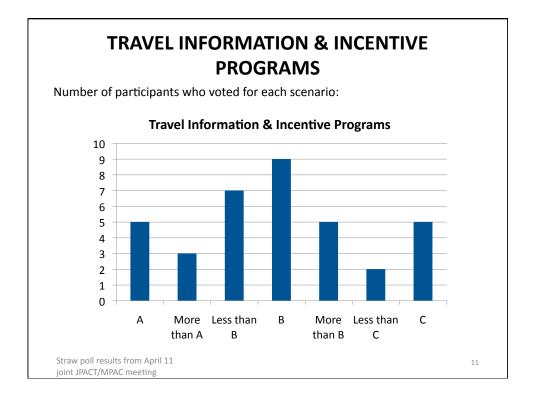
Number of participants who voted for each scenario:

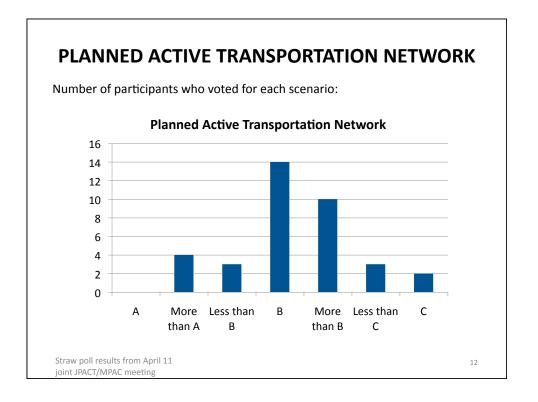
	Transit	Technology	Travel Information Programs	Planned Active Transportation Network	Planned Street and Highway Network	Parking Management
С	4	21	5	2	3	9
Less than C	7	3	2	3	0	4
More than B	12	8	5	10	6	5
В	10	2	9	14	14	12
Less than B	1	1	7	3	9	2
More than A	2	0	3	4	3	1
А	0	1	5	0	1	3
Total Participants	36	36	36	36	36	36
	esults from April /MPAC meeting	11				8

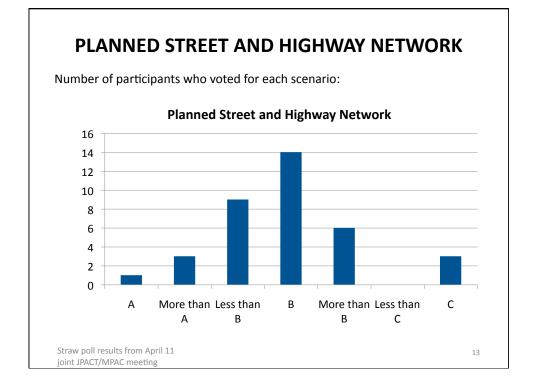
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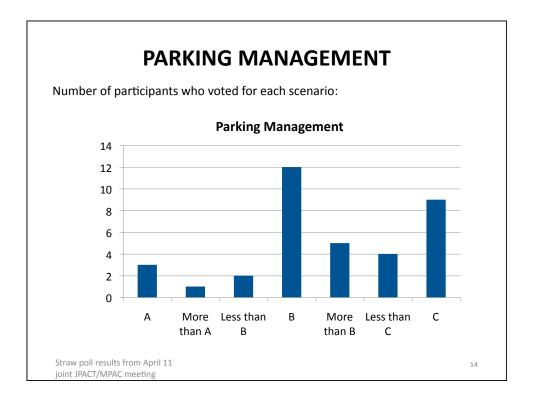












7

## Immediate next steps

WEEK OF APRIL 14	Report results of meeting
MAY 1-5	Members report to county coordinating committees
ΜΑΥ	TPAC and MTAC shape draft option for consideration on May 30
MAY 30	JPACT and MPAC rec'd on draft preferred approach and begin funding discussion
JUNE 19	Council direction on draft preferred approach
Straw poll results from April 11 joint JPACT/MPAC meeting	15

Final steps in 2014			
JUNE – AUGUST	Staff evaluates draft preferred & develops implementation rec'ds with TPAC and MTAC		
SEPTEMBER	Report back results and begin 45-day public comment period		
SEPT. – DEC.	Public review of draft preferred approach & final adoption		
Straw poll results from April 11 joint JPACT/MPAC meeting	16		

ATTACHMENT 2

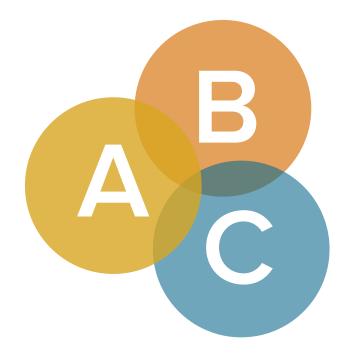


# SHAPING THE PREFERRED APPROACH

## A DISCUSSION GUIDE FOR POLICYMAKERS

PORTLAND METROPOLITAN REGION

**APRIL 2014** 



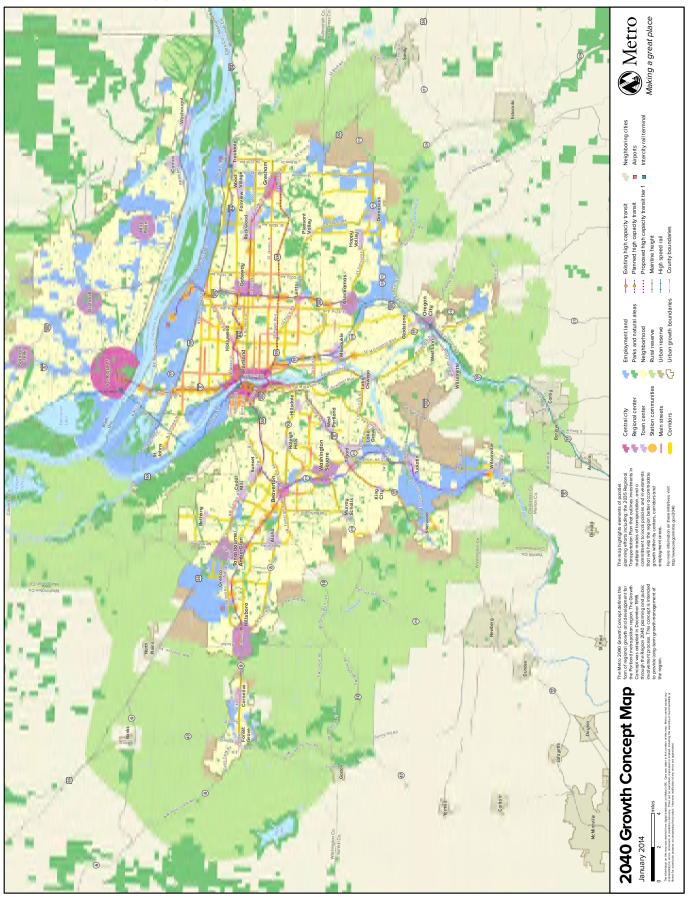
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#### OUR SHARED VISION: THE 2040 GROWTH CONCEPT

An integrated land use and transportation vision for building healthy, equitable communities and a strong economy while reducing greenhouse gas emissions.



# INTRODUCTION

The Climate Smart Communities Scenarios Project was initiated in response to a state mandate to reduce per capita greenhouse gas emissions from cars and small trucks by 2035.

The goal of the project is to engage community, business, public health and elected leaders in a discussion to shape a preferred approach that supports local plans for downtowns, main streets and employment areas; protects farms, forestland, and natural areas; creates healthy, livable neighborhoods; increases travel options; and grows the regional economy while reducing greenhouse gas emissions from cars and small trucks.



CLIMATE SMART COMMUNITIES SCENARIOS PROJECT

## **ABOUT THIS GUIDE**

This discussion guide for policymakers is designed to help elected, business, and community leaders and residents better understand the challenges and choices facing the Portland metropolitan region. It will be used by members of the Metro Policy Advisory Committee (MPAC) and Joint Policy Advisory Committee on Transportation (JPACT) to help shape a preferred approach for the Metro Council to consider for adoption in December 2014.

This guide brings together the results of the analysis completed in late 2013 and background information on the choices facing policymakers as the Climate Smart Communities Scenarios Project moves forward to shape a preferred approach that supports the region's shared values and helps make local and regional plans a reality.

The desired outcome for this discussion guide is that together, cities, counties and regional partners will be prepared to decide which investments and actions from each scenario should be included in the preferred approach.

#### What the future might look like in 2035



#### **Recent Trends**

This scenario shows the results of implementing adopted land use and transportation plans to the extent possible with existing revenue.



#### **Adopted Plans**

This scenario shows the results of successfully implementing adopted plans and achieving the current Regional Transportation Plan, which relies on increased revenue.



#### **New Plans and Policies**

This scenario shows the results of pursuing new policies, more investment and new revenue sources to more fully achieve adopted and emerging plans.

The scenarios are tested for research purposes only and do not necessarily reflect current or future policy decisions of the Metro Council, MPAC or JPACT.

### DESIRED REGIONAL OUTCOMES

#### ATTRIBUTES OF GREAT COMMUNITIES

The six desired outcomes for the region endorsed by the Metro Policy Advisory Committee and approved by the Metro Council:

#### **Vibrant communities**

People live and work in vibrant communities where their everyday needs are easily accessible.

#### **Economic prosperity**

Current and future residents benefit from the region's sustained economic competitiveness and prosperity.

#### Safe and reliable transportation

People have safe and reliable transportation choices that enhance their quality of life.

#### Leadership on climate change

The region is a leader in minimizing contributions to global warming.

#### Clean air and water

Current and future generations enjoy clean air, clean water, and healthy ecosystems.

#### Equity

The benefits and burdens of growth and change are distributed equitably.

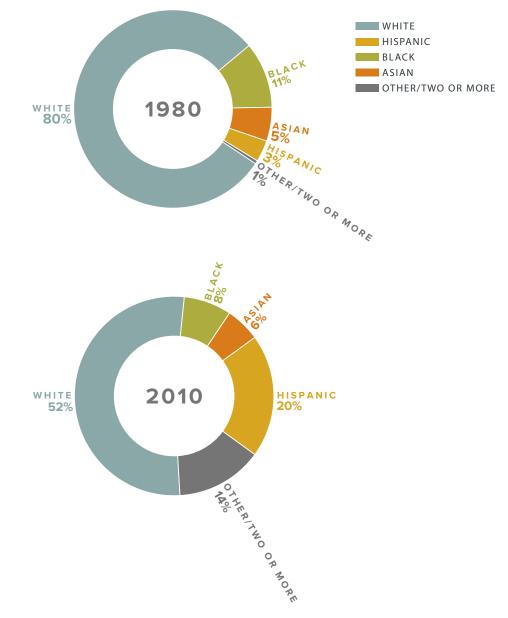




People of color are an increasingly significant percentage of the Portland metropolitan region's population. Areas with high poverty rates and people of color are located in all three of the region's counties – often in neighborhoods with limited transit access to family wage jobs and gaps in walking and bicycling networks.

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## REGIONAL CONTEXT

## OUR REGION IS CHANGING

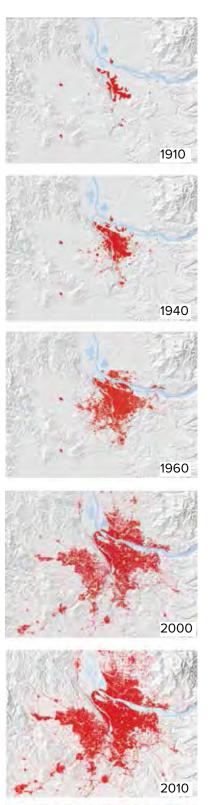
The Portland metropolitan region is an extraordinary place to call home. Our region has unique communities with inviting neighborhoods, a diverse economy and a world-class transit system. The region is surrounded by stunning natural landscapes and criss-crossed with a network of parks, trails and wild places within a walk, bike ride or transit stop from home. Over the years, the communities of the Portland metropolitan region have taken a collaborative approach to planning that has helped make our region one of the most livable in the country.

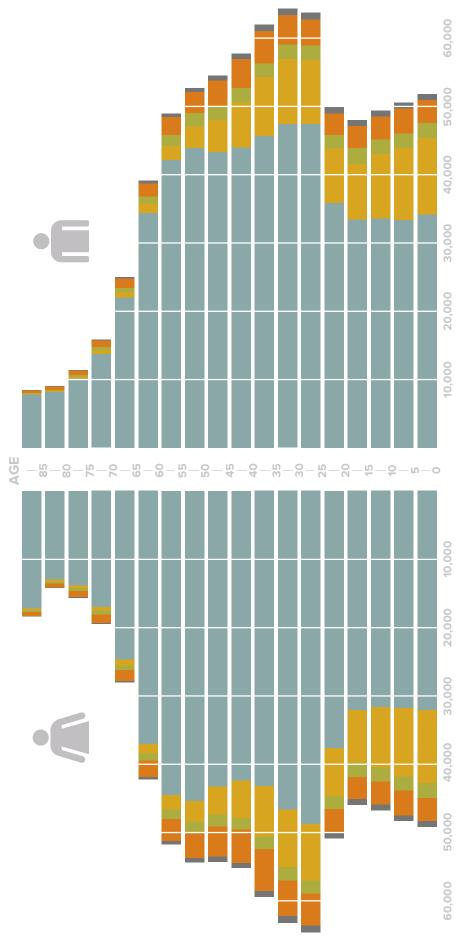
Because of our dedication to planning and working together to make local and regional plans a reality, we have set a wise course for managing growth – but times are challenging. With a growing and increasingly diverse population and an economy that is still in recovery, residents of the region along with the rest of the nation have reset expectations for financial and job security.

Aging infrastructure, rising energy costs, a changing climate, and global economic and political tensions demand new kinds of leadership, innovation and thoughtful deliberation and action to ensure our region remains a great place to live, work and play for everyone.

In collaboration with city, county, state, business and community leaders, Metro has researched how land use and transportation policies and investments can be leveraged to respond to these challenges.

The region expects to welcome nearly 500,000 new residents and more than 365,000 new jobs within the urban growth boundary by 2035.









### **INVESTING IN OUR COMMUNITIES**

Oregon has been a leader among a handful of states in addressing climate change, with an ambitious goal to reduce greenhouse gas (GHG) emissions from all sources to 75 percent below 1990 levels by the year 2050. In 2009, the Oregon Legislature required the Portland metropolitan region to develop an approach to reduce per capita greenhouse gas emissions from cars and small trucks by 2035.

Because our community visions focus development and investment where it makes sense – in downtowns, main streets and employment areas – and support transportation options for getting to work, school, and destinations across the region, we already drive 20 percent fewer miles every day than residents of other regions of similar size.

While our existing local and regional plans for growth can get us to the 2035 target, we still have work to do to make those plans a reality.

We know that investing in quality infrastructure is essential to a functioning, vibrant economy and healthy, livable communities. Investment in infrastructure is also needed to reduce greenhouse gas emissions. Past experience and analysis indicate that investments in centers, corridors and employment areas are an effective means of attracting growth to these areas, supporting community visions and values, and reducing greenhouse gas emissions.

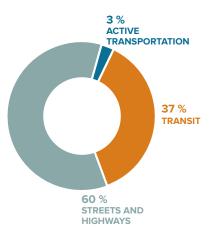
Investments can take the form of expanding transit service; building new sidewalks, bikeways or street connections; using technology to actively manage the transportation system; managing parking; providing travel option programs; expanding existing roads; and other tools. Removing barriers to more efficient use of land and existing infrastructure can also help communities achieve their vision for the future while reducing greenhouse gas emissions as called for by the state.



The Oregon Legislature has required the Portland region to reduce per capita greenhouse gas emissions from cars and small trucks by 2035.

.....

SHARE OF FEDERAL AND STATE CAPITAL INVESTMENTS IN THE PORTLAND METROPOLITAN REGION BY MODE (1995 – 2010)



AVERAGE ANNUAL AMOUNT OF STATE AND FEDERAL FUNDING SPENT ON CAPITAL INVESTMENTS IN THE PORTLAND METROPOLITAN REGION (1995 – 2010)

**\$10 million per year** active transportation

**\$141 million per year** transit

**\$225 million per year** streets and highway

Source: Metro 2010

### PAYING FOR NEEDED INVESTMENTS

Our nation is investing less in infrastructure today than at any time in our history. The Portland metropolitan region is falling behind on making the investments needed to support our growing population and achieve community visions. Research in 2008 estimated the cost of building needed public and private infrastructure to be \$27 to \$41 billion by 2035. Traditional funding sources are expected to cover only half that amount.

Funding for transportation investments comes from many sources, including the U.S. Congress, the Federal Highway Administration, the Federal Transit Administration, the Oregon Legislature, ODOT, Metro, cities, counties, TriMet, South Metro Region Rapid Transit (SMART), the Port of Portland and developers.

Transportation funding has long been primarily a state and federal obligation, financed largely through gas taxes and other user fees. The purchasing power of federal and state gas tax revenues is declining as individuals drive less and fuel efficiency increases. The effectiveness of this revenue source is further eroded because the gas tax is not indexed to inflation. These monies are also largely dedicated to streets and highways – primarily maintenance and preservation – and to a limited extent, system expansion.

We also need to complete gaps in our region's transit, walking and biking networks to help expand affordable travel options, yet active transportation currently lacks a dedicated funding source. Expansion and operation of the transit system has relied heavily on payroll taxes for operations and competitive federal funding for high capacity transit. But the region's demand for frequent and reliable transit service exceeds the capacity of the payroll tax to support it.

Until the 2009 passage of the Jobs and Transportation Act (House Bill 2001) raised the state gas tax in 2011 by six cents, this revenue source had not increased since 1993. Similarly, the federal gas tax has not increased since 1993. This failure of fundraising to keep pace with infrastructure needs has been particularly acute in Oregon, as most states have turned to increased sales tax levies to cope with the decrease in purchasing power of federal transportation funding. Lacking a sales tax or other tools, Oregon has focused on bonding strategies based on future revenue at the state level and therefore has not developed a long-term strategy.

As the region's economy and its labor and housing markets continue to recover from the Great Recession, resources remain limited for making the investments needed to support our growing communities. Diminished resources mean reduced ability to maintain, improve and expand existing transportation infrastructure.

As a result, the existing transportation system is incomplete, overburdened and underfunded. Because federal and state funding is not keeping pace with infrastructure operation and maintenance needs, a substantial share of funding for future regional transportation investments has shifted to local revenue sources. Local governments in the Portland metropolitan region (like others in Oregon) have turned to increased tax levies, road maintenance fees, system development charges and traffic impact fees in attempt to keep pace, although some communities have been more successful than others.

The adopted Regional Transportation Plan calls for stabilizing existing transportation revenue sources while securing new and innovative long-term sources of funding adequate to build, operate and maintain the regional transportation system for all modes of travel.

At a time when local, state and federal resources needed to address our aging infrastructure are limited, we have a unique opportunity to find a better way to support our communities, attract new business, and grow the economy.

The Climate Smart Communities Scenarios Project has shown that the same kinds of investments that can help address these infrastructure needs can also help achieve our greenhouse gas emissions reduction goals. These kinds of investments will also help communities grow in ways that will support local economies for decades to come. Working together, we can develop the local, regional, state and federal partnerships needed to invest in our communities and realize our plans.



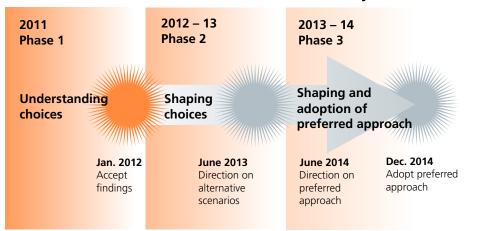
### TODAY'S CHOICES SHAPE THE FUTURE

The region's charge from the state is to identify and adopt a preferred approach for meeting the target by December 2014. The choices we make today about how we live, work and get around will shape the future of the region for generations to come. The project is being completed in three phases – and has entered the third and final phase.

The first phase began in 2011 and concluded in early 2012. This phase consisted of testing strategies on a regional level to understand which strategies can most effectively help the region meet the state greenhouse gas emissions reduction mandate.

Most of the investments and actions under consideration are already being implemented to varying degrees across the region to realize community visions and other important economic, social and environmental goals.

As part of the first phase, Metro staff researched strategies used to reduce emissions in communities across the region, nation and around the world. This work resulted in a toolbox describing the range of potential strategies, their effectiveness at reducing emissions and other benefits they could bring to the region, if implemented.



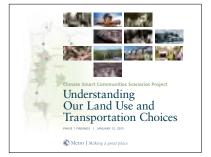
### **Climate Smart Communities Scenarios Project timeline**

We found there are many ways to reduce emissions while creating healthy, more equitable communities and a vibrant regional economy, but no single solution will enable the region to meet the state's target.

Investing in communities in ways that support local visions for the future will be key to reducing greenhouse gas emissions. Providing schools, services and shopping near where people live, improving bus and rail transit service, building new street connections, using technology to manage traffic flow, encouraging electric cars and providing safer routes for walking and biking all can help.

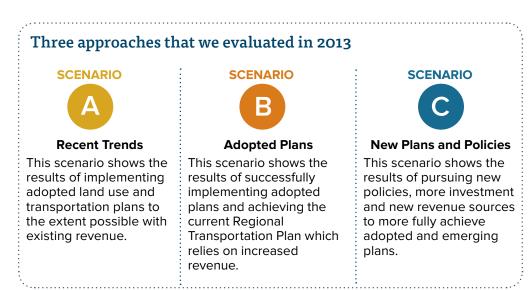
The second phase began in 2012 and concluded in October 2013. In this phase, Metro worked with community leaders to shape three approaches – or scenarios – and the criteria to be used to evaluate them. In the summer, 2013, Metro analyzed the three approaches to investing in locally adopted land use and transportation plans and policies.

The purpose of the analysis was to better understand the impact of those investments to inform the development of a preferred approach in 2014. Each scenario reflects choices about how and where the region invests to implement locally adopted plans and visions. They illustrate how different levels of leadership and investment could impact how the region grows over the next 25 years and how those investments might affect different aspects of livability for the region.





The results of the analysis were released in fall 2013.



### WHAT WE'VE LEARNED SO FAR

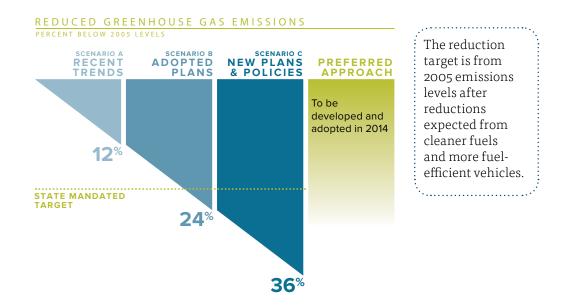
### WE FOUND GOOD NEWS

Our Phase 2 analysis indicates that adopted local and regional plans can meet the state target for reducing greenhouse gas emissions – if we make the investments and take the actions needed to implement those plans and make them a reality.

The analysis also identified potentially significant benefits that can be realized by implementing adopted plans (Scenario B) and new policies and plans (Scenario C), including cleaner air, improved public health and safety, reduced congestion and delay, and travel cost savings that come from driving shorter distances and using more fuel efficient vehicles.

The analysis showed that if we continue investing at our current levels (Scenario A) we will fall short of what has been asked of our region, as well as other outcomes we are working to achieve – healthy communities, clean air and water, reliable travel options, and a strong regional economy.

More results are provided in the "Supplemental Materials" section of this guide.



### BUT THERE IS MORE WORK TO BE DONE

**We're all in this together** Local, regional, state and federal partnerships are needed to make the investments and take the actions needed to implement adopted local and regional plans and meet the state target. Our findings can help the region make the case for the increased investment and new partnerships that will be needed to implement the preferred approach the Metro Council considers for adoption in December 2014.

**Implementation goes hand in hand with community engagement and participation** We must continue working with community leaders to build capacity of organizations and their members to participate in ongoing local and regional planning and implementation efforts. This will help ensure meaningful opportunities for participation of public health, social equity and environmental justice leaders and the communities they represent as we move forward to eliminate disparities.

A transition to cleaner fuels and more fuel-efficient vehicles is essential Oregon cannot achieve its greenhouse gas emissions reduction goals without the significant advancements in fleet and technology committed to by the state. It is critical for the Oregon Legislature and state commissions to prioritize investments and actions that will catalyze this transition to ensure assumptions used to set our region's emissions reduction target are realized.

**Prioritizing investments that achieve multiple goals in combination with more funding will help us get there** The greatest barrier to implementation is the lack of sufficient funding to make the investments needed for our local and regional plans to become a reality. More state funding is needed to leverage local and regional funding and assist future planning and implementation. With limited funding, it is even more important to prioritize investments that support healthy, equitable communities and a strong economy, while reducing greenhouse gas emissions to create the future we want for the region.

But first, the Metro Council is asking cities, counties, regional partners and the public to weigh in on which investments and actions from each of the three scenarios should go forward into a preferred approach and how we should pay for the needed investments.



A one-size-fits-all approach won't meet the needs of our diverse communities. A combination of all of the investments and actions under consideration is needed to help us realize our shared vision for making this region a great place for generations to come.

.....



The Portland metropolitan region pioneered approaches to land use and transportation planning that make it uniquely positioned to address the state climate goals, due to the solid, wellintegrated transportation and land-use systems in place and a history of working together to address complex challenges at a regional scale.

### MOVING FORWARD

In the 1990s, regional policy discussions centered on how and where the region should grow to protect the things that make this region a great place to live, work and play. Those discussions led to the adoption of the region's long-range strategy, the 2040 Growth Concept. This strategy reflects shared community values and desired outcomes that continue to resonate today.

The preferred approach will not replace the 2040 Growth Concept nor be a stand-alone plan. Instead, it will be a set of recommended policies and actions for how the region moves forward to integrate reducing greenhouse gas emissions with ongoing efforts to create the future we want for our region.

#### THROUGH MAY 2014

Policymakers weigh in on which investments and actions should be included in the region's preferred approach

### **JUNE 2014**

The Metro Council is asked to provide direction to staff on the draft preferred approach

### **SUMMER 2014**

Evaluation of the preferred approach and development of a near-term implementation plan

### SEPTEMBER 2014

Final public review of the preferred approach

### DECEMBER 2014

Metro Council considers adoption of the preferred approach

### **JANUARY 2015**

Submit adopted approach to Land Conservation and Development Commission for approval

### WHAT IS THE PREFERRED APPROACH?

The preferred approach will be a set of recommended policies and actions for how the region moves forward to integrate reducing greenhouse gas emissions with ongoing efforts to create the future we want for our region.

**LEGISLATION** The Metro Council will consider adoption of legislation signaling the region's commitment to the preferred approach through the ongoing implementation of the 2040 Growth Concept. The legislation will include:

POLICIES Regional Framework Plan (RFP) amendments

- Changes to refine existing RFP policies and/or add new policies to achieve the preferred approach.
- **ACTIONS** Recommended actions
- Menu of investments and other tools needed to achieve the preferred approach that can be tailored by each community to implement local visions.
- Near-term actions needed to implement and achieve the preferred approach. This could include:
  - state and federal legislative agendas that request funding, policy changes or other tools needed to achieve preferred approach
  - identification of potential/likely funding mechanisms for key actions
  - direction to the 2018 Regional Transportation Plan update
  - direction to future growth management decisions
  - direction for functional plan amendments that guide local implementation, if needed.
- Monitoring and reporting system that builds on existing performance monitoring requirements per ORS 197.301 and updates to the Regional Transportation Plan.

Through this collaborative effort, we can identify how the region should work together to develop new kinds of leadership and the local, regional, state and federal partnerships needed to invest in communities to make local and regional plans a reality.



### POLICY QUESTIONS FOR 2014

### WHAT CHOICES HAVE BEEN MADE?

In February, the Metro Policy Advisory Committee and Joint Policy Advisory Committee on Transportation approved a path for moving forward with an eight-step process to shape and adopt a preferred approach in 2014. As recommended by MPAC and JPACT, the preferred approach will start with the plans cities, counties and the region have already adopted – from local zoning, capital improvement, comprehensive, and transportation system plans to the 2040 Growth Concept and regional transportation plan – to create great communities and build a vibrant economy.

This includes managing the urban growth boundary through regular growth management cycles (currently every six years). In addition, MPAC and JPACT agreed to include assumptions for cleaner fuels and more fuel-efficient vehicles as defined by state agencies during the 2011 target-setting process. A third component they recommended be included in the preferred approach is the Statewide Transportation Strategy assumption for vehicle insurance paid by the miles driven.

### WHAT CHOICES HAVE BEEN MADE?

In January and February of 2014, MPAC, JPACT and the Metro Council agreed these elements should be included in the draft preferred approach as a starting point:

Implement adopted regional and local plans

Implement the 2040 Growth Concept and local zoning, comprehensive and transportation plans and manage the urban growth boundary through regular growth management cycles.

Transition to cleaner fuels and fuel-efficient vehicles Rely on state fleet and technology assumptions used when setting our region's target.

### Support vehicle insurance paid by the miles driven

Use state assumptions for pay-as-you-drive insurance.

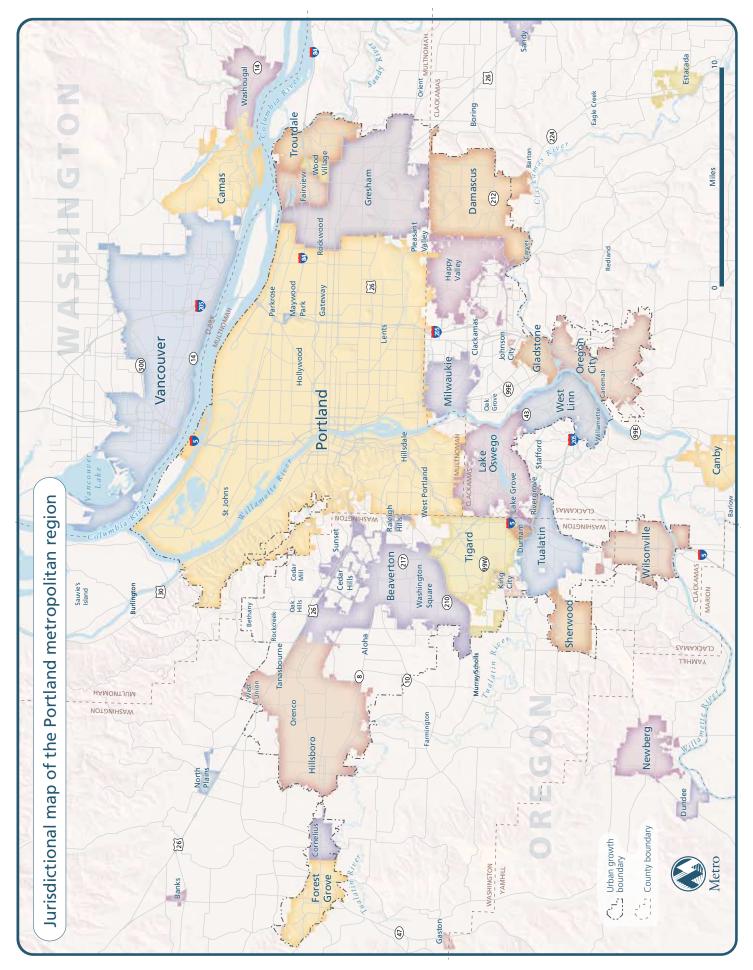
### WHAT CHOICES DO WE STILL NEED TO MAKE?

Since January 2014, the Metro Council has engaged community and business leaders, local governments and the public on what mix of investments and actions best support their community's vision for healthy and equitable communities and a strong economy while reducing greenhouse gas emissions.

Through May 2014, policymakers will consider the results of the engagement activities and scenarios evaluation as they weigh in on these policy questions:

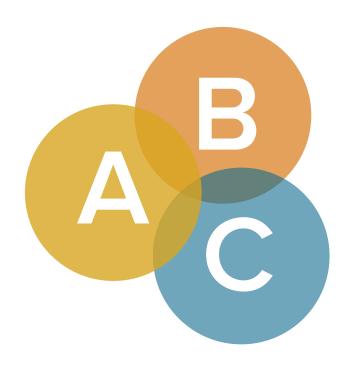
- How much transit should we provide by 2035?
- How much should we use technology to actively manage the transportation system by 2035?
- How much should we expand the reach of travel information programs by 2035?
- How much of the planned active transportation network should we complete by 2035?
- How much of the planned street and highway network should we complete by 2035?
  - How should local communities manage parking by 2035?
- How should we pay for our investment choices by 2035?





20 Shaping the preferred approach | A discussion guide for policymakers

## POLICY AREAS



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### OVERVIEW OF POLICY AREAS

This section provides background information on the seven policy areas being considered by the region's policymakers:

- Make transit more convenient, frequent, accessible and affordable
- Use technology to actively manage the transportation system
- Provide information and incentives to expand the use of travel options
- Make biking and walking more safe and convenient
- Make streets and highways more safe, reliable and connected
- Manage parking to make efficient use of parking resources
- Identify potential ways to pay for our investment choices

The first three pages include a description of the policy, its potential climate benefit, cost, implementation benefits and challenges, and a summary of the how the policy is implemented for each scenario. The last page of each description summarizes emerging themes and specific comments provided during project public engagement activities.

### **EXPLANATION OF THE CLIMATE BENEFIT RATINGS**

In Phase 1 of the project, staff conducted a sensitivity analysis to better understand the greenhouse gas emissions reduction potential of individual policies. The information derived from the sensitivity analysis was used to develop a five-star rating system for communicating the relative climate benefits of different policies. The ratings represent the potential effects of individual policy areas in isolation and do not capture variations that may occur from synergies between multiple policies.

Estimated reductions assumed in climate benefits ratings							
less than 1%	$\star \star \star \star \star$						
1 – 2%	****						
3 – 6%	$\star \star \star \star \star$						
7 – 15%	****						
16 – 20%	****						

**Source** Memo to TPAC and interested parties on Climate Smart Communities: Phase 1 Metropolitan GreenSTEP scenarios sensitivity analysis (June 21, 2012)

#### **EXPLANATION OF THE RELATIVE COST RATINGS**

Like the relative climate benefit ratings, the cost ratings provide a quick reference for comparing the relative cost of investments between policy areas. The estimated cost of each policy area for each scenarios is provided below.

The relative climate benefit and cost ratings are provided to simplify information presented for purposes of discussion.

### ESTIMATED COSTS FOR EACH SCENARIO BY POLICY AREA (2014\$)

	SCENARIO	SCENARIO	SCENARIO
	Α	В	C
Transit capital	\$590 million	\$1.9 billion	\$5.1 billion
Transit operations	\$4.8 billion	\$5.3 billion	\$9.5 billion
Technology	\$113 million	\$135 million	\$193 million
Information	\$99 million	\$124 million	\$234 million
Active transportation	\$57 million	\$948 million	\$3.9 billion
Streets and highways capital <sup>1</sup>	\$162 million	\$8.8 billion	\$11.8 billion
Parking	n/a	n/a	n/a
Total costs <sup>1</sup>	\$6 billion	\$17 billion	\$31 billion

<sup>1</sup>Table note does not include road-related operations, maintenance and preservation costs.



**RELATIVE CLIMATE BENEFIT** 

 $\star \star \star \star \star$ 

RELATIVE COST

## Make transit more convenient, frequent, accessible and affordable

There are four key ways to make transit service more convenient, frequent, accessible and affordable. The effectiveness of each will vary depending on the mix of nearby land uses, the number of people living and working in the area, and the extent to which travel information, marketing and technology are used.

**Frequency** Increasing the frequency of transit service in combination with transit signal priority and bus lanes makes transit faster and more convenient.

**System expansion** Providing new community and regional transit connections improves access to jobs and community services and makes it easier to complete some trips without multiple transfers.

**Transit access** Building safe and direct walking and biking routes and crossings that connect to stops makes transit more accessible and convenient.

**Fares** Providing reduced fares makes transit more affordable; effectiveness depends on the design of the fare system and the cost.

Transit is provided in the region by TriMet and South Metro Area Rapid Transit (SMART) in partnership with Metro, cities, counties, employers, business associations and non-profit organizations.

### BENEFITS

- improves access to jobs, the workforce, and goods and services, boosting business revenues
- creates jobs and saves consumers and employers money
- stimulates development, generating local and state revenue
- provides drivers an alternative to congested roadways and supports freight movements by taking cars off the road
- increases physical activity
- reduces air pollution and air toxics
- reduces risk of traffic fatalities and
- injuries

### CHALLENGES

- transit demand outpacing funding
- enhancing existing service while expanding coverage and frequency to growing areas
- reduced revenue and federal funding, leading to increased fares and service cuts
- preserving affordable housing options near transit
- ensuring safe and comfortable access to transit for pedestrians, cyclists and drivers
- transit-dependent populations locating in parts of the region that are harder to serve with transit

### How much transit should we provide by 2035?

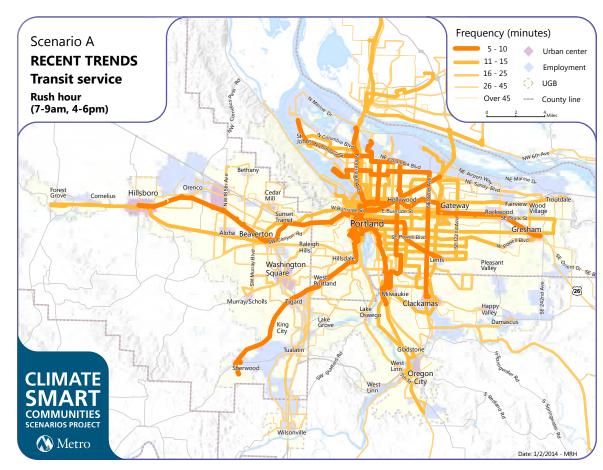
### TRANSIT AT A GLANCE

Estimated service operating costs** (2014\$)	\$4.8 billion (\$187 million per year)	\$5.3 billion (\$207 million per year)	\$9.5 billion (\$374 million per year)		
Estimated capital cost* (2014\$)	\$590 million	\$1.9 billion	\$5.1 billion		
Fares	Reduced fares provided to youth, older adults and disabled persons	Same as Scenario A	Same as Scenario A, plus reduced fares provided to low- income families		
Public and private shuttles	Existing private shuttles continue to operate between large work sites and major transit stops	Additional major employers and some community-based organizations work with TriMet to operate shuttles	More major employers and some community-based orga- nizations work with TriMet to operate shuttles		
Other service enhancements	Westside Express Service (WES) and Portland streetcar operate at 2010 frequencies	Same as Scenario A, plus more planned Portland street- car connections completed	WES operates all day with 15-minute service Locally-developed Service Enhancement Plans (SEPs) and the planned Portland Streetcar System Plan mostly completed		
New high capacity transit connections	None	Planned connections com- pleted, such as the extension to Vancouver, WA	All regional centers and more town centers served Priority high capacity transit system plan and Southwest Corridor completed		
Off-peak frequency	30-minute service on most routes	20-minute service on most routes	15 or 20-minute service on most routes		
Rush hour frequency	10-minute service on 10 routes	10-minute service on 13 routes	10-minute service on 37 routes		
<b>Service expansion</b> (increase from 2010 level)	14% increase	27% increase	129% increase		
Daily revenue hours	5,600	6,200	11,200		
	SCENARIO	SCENARIO	SCENARIO		

\* Capital costs reflect HCT capital costs plus fleet replacement and expansion costs.

\*\* Operating costs for TriMet service were calculated by annualizing the daily revenue hours proposed for each scenario and applying TriMet's average operating cost per revenue hour, with cost by mode weighted by the proportion of service provided on each mode. SMART operating costs were calculated by assuming SMART's FY 11-12 annual operating costs are maintained through 2035.

(See Supplemental materials section, Phase 2: Transit Access at a Glance.)



### SCENARIO

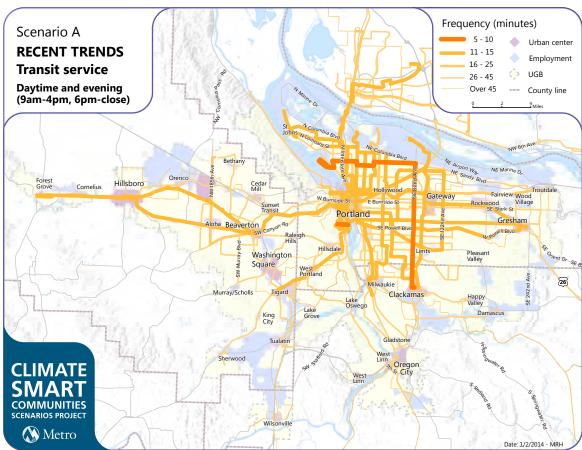


#### **Recent Trends**

This scenario shows the results of implementing adopted land use and transportation plans to the extent possible with existing revenue.

#### 31% jobs 24% households 31% low-income households

Estimated jobs and households within ¼-mile of 10-minute or better service by 2035



### 6% jobs 4% households 5% low-income households

Estimated jobs and households within ¼-mile of 10-minute or better service by 2035

**Note** These maps are for research purposes only and do not reflect current or future policy decisions of the Metro Council, MPAC or JPACT.

25

**SCENARIO** 

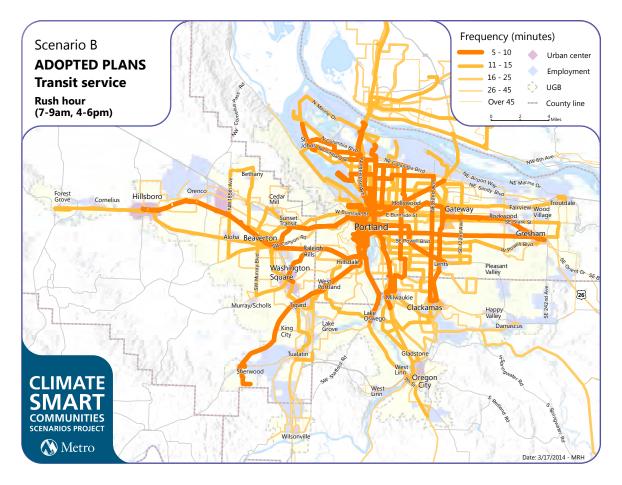


#### **Adopted Plans**

This scenario shows the results of successfully implementing adopted plans and achieving the current Regional Transportation Plan, which relies on increased revenue.

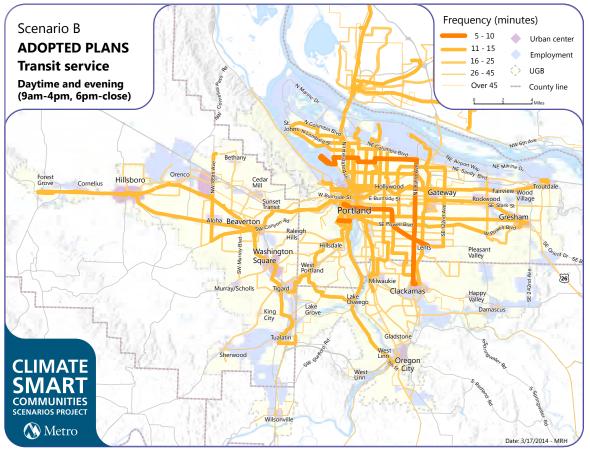
#### 33% jobs 27% households 34% low-income households

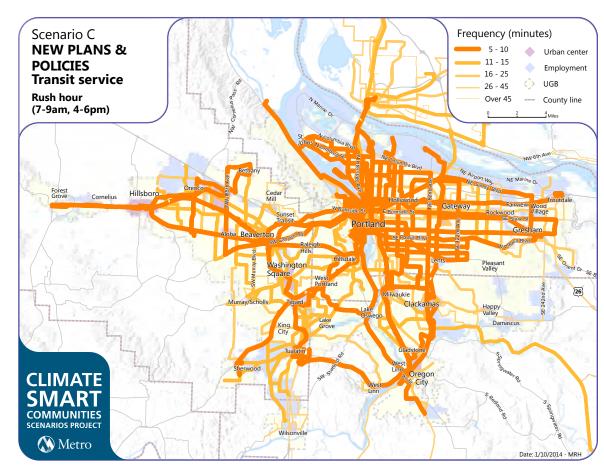
Estimated jobs and households within ¼-mile of 10-minute or better service by



### 6% jobs 4% households 6% low-income households

Estimated jobs and households within ¼-mile of 10-minute or better service by 2035



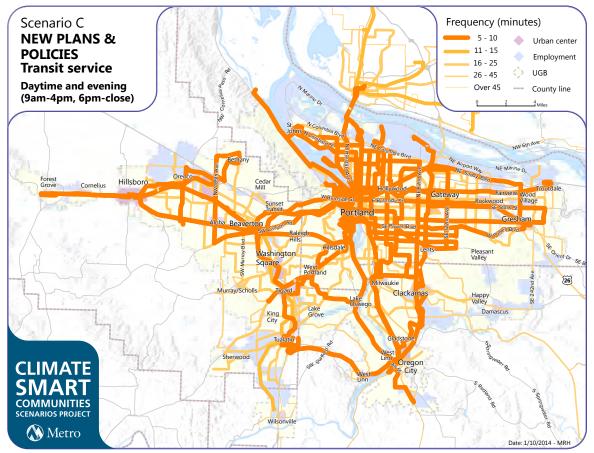




New Plans and Policies This scenario shows the results of pursuing new policies, more investment and new revenue sources to more fully achieve adopted and emerging plans.

### 42% jobs 32% households 40% low-income households

Estimated jobs and households within ¼-mile of 10-minute or better service by 2035



### 23% jobs 20% households 26% low-income households

Estimated jobs and households within ¼-mile of 10-minute or better service by 2035

### What people are saying

Transit needs to be more frequent, affordable and connected to more places people want to go.

> To increase the accessibility and affordability of public transit is paramount.

I think we would have great results if we added more to the bus system...because the bus system is very efficient.

### **Emerging themes**

- Transit was universally seen as the highest priority investment area because of its high potential to reduce emissions while improving access to jobs and services and supporting other community goals.
- The cost of transit must be kept affordable, particularly for people with disabilities, youth, older adults and those with limited incomes.
- Integration with land use, active transportation, information, technology and a well-connected street system will help transit be more convenient and accessible for more people.
- Important to seek creative local transit service options and partnerships that fit the needs of smaller communities, including shuttles to support crucial last-mile connections.
- Prioritize low-income communities for bus service improvements and ensure that affordable housing and transportation options remain after major transit investments are made in a community.
- More funding for transit is needed.

### Key takeaways to share with others




#### **RELATIVE CLIMATE BENEFIT**

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RELATIVE COST \$\$\$

## Use technology to actively manage the transportation system

Using technology to actively manage the Portland metropolitan region's transportation system means using intelligent transportation systems (ITS) and services to reduce vehicle idling associated with delay, making walking and biking more safe and convenient, and helping improve the speed and reliability of transit. Nearly half of all congestion is caused by incidents and other factors that can be addressed using these strategies.

Local, regional and state agencies work together to implement transportation system technologies. Agreements between agencies guide sharing of data and technology, operating procedures for managing traffic, and the ongoing maintenance and enhancement of technology, data collection and monitoring systems.

Arterial corridor management includes advanced technology at each intersection to actively manage traffic flow. This may include coordinated or adaptive signal timing; advanced signal operations such as cameras, flashing yellow arrows, bike signals and pedestrian count down signs; and communication to a local traffic operations center and the centralized traffic signal system.

**Freeway corridor management** includes advanced technology to manage access to the freeways, detect traffic levels and weather conditions, provide information with variable message signs and variable speed limit signs, and deploying incident response patrols that quickly clear breakdowns, crashes and debris. These tools connect to a regional traffic operations center.

**Traveler information** includes using variable message and speed signs and 511 internet and phone services to provide travelers with up-to-date information regarding traffic and weather conditions, incidents, travel times, alternate routes, construction, or special events.

### BENEFITS

- provides near-term benefits
- reduces congestion and delay
- makes traveler experience more reliable

- saves public agencies, consumers and businesses time and money
- reduces air pollution and air toxics
- reduces risk of traffic fatalities and injuries

### CHALLENGES

- requires ongoing funding to maintain operations and monitoring systems
- requires significant crossjurisdictional coordination
- workforce training gaps

## How much should we use technology to actively manage the transportation system by 2035?

### **TECHNOLOGY AT A GLANCE**

	SCENARIO	SCENARIO	SCENARIO
Advanced traffic signal operations	Traffic signals on some major arterials	Traffic signals on many major arterials	All traffic signals are connected to a centralized system
Transit signal priority	Some bus routes with 10-minute service	All bus routes with 10-minute service	All bus routes with 10-minute service
Freeway ramp meters	Most urban interchanges	Same as Scenario A	All urban interchanges
Freeway variable speed signs	None	Deployed in most high inci- dent locations	Deployed in all high incident locations
Incident response patrols	Some incident response patrols are deployed on area freeways	More incident response patrols are deployed on area freeways	Incident response patrols are deployed on area freeways and major arterials adjacent to freeways
Estimated cost (2014\$)	\$113 million	\$135 million	\$193 million

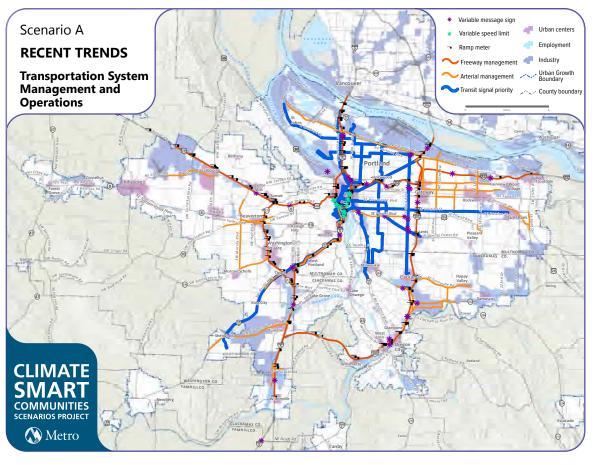
### **SCENARIO**

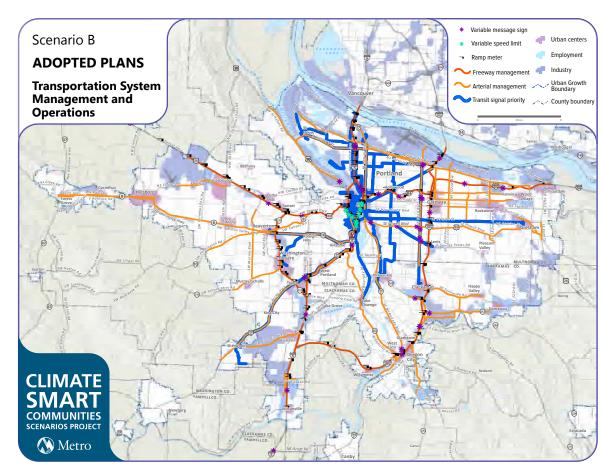


**Recent Trends** This scenario shows the results of implementing adopted land use and transportation plans to the extent possible with existing revenue.

**10% on arterials and freeways** Estimated delay reduction by 2035

**Note** These maps are for research purposes only and do not reflect current or future policy decisions of the Metro Council, MPAC or JPACT.



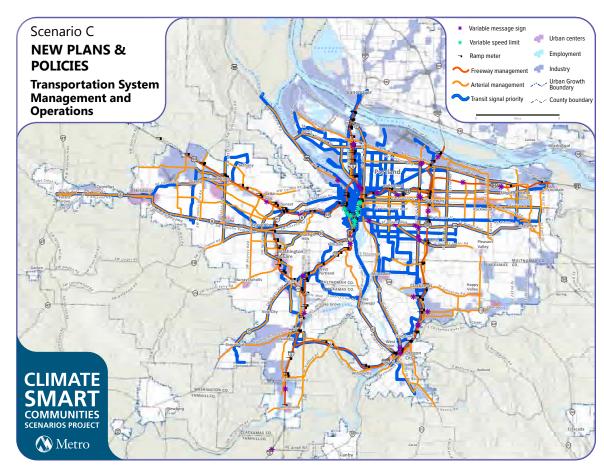




#### **Adopted Plans**

This scenario shows the results of successfully implementing adopted plans and achieving the current Regional Transportation Plan, which relies on increased revenue.

**20% on arterials and freeways** Estimated delay reduction by 2035





New Plans and Policies This scenario shows the results of pursuing new policies, more investment and new revenue sources to more fully achieve adopted and emerging plans.

**35% on arterials and freeways** Estimated delay reduction by 2035

### What people are saying

Do as much as you can with technology before widening or building new roads to help save money.

> Intelligent transportation systems help freight move more efficiently and reliably.

Drivers need to get the info about delays before they begin their trip.

### **Emerging themes**

- This is a low-cost strategy with immediate benefits that support other capital investments and should be moved forward.
- When compared to traditional capital investments, such as new transit service, roads or additional lanes, these kinds of solutions offer high returns for a comparatively low cost, and can delay or remove the need for additional capital-intensive infrastructure.
- Reducing delay and increasing reliability of the freight network is critical for the health our regional economy.
- Provide comprehensive real-time traveler information to people and businesses before they begin their trip.

### Key takeaways to share with others

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#### **RELATIVE CLIMATE BENEFIT**

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RELATIVE COST \$\$\$

### Provide information and incentives to expand the use of travel options

Public awareness, education and travel options support tools are cost-effective ways to improve the efficiency of the existing transportation system through increased use of travel options such as walking, biking, carsharing, carpooling and taking transit. Local, regional and state agencies work together with businesses and non-profit organizations to implement programs in coordination with other capital investments. Metro coordinates partners' efforts, sets strategic direction, evaluates outcomes, and manages grant funding.

**Public awareness strategies** include promoting information about travel choices and teaching the public about eco-driving: maintaining vehicles to operate more efficiently and practicing driving habits that can help save time and money while reducing greenhouse emissions.

**Commuter programs** are employer-based outreach efforts that include (1) financial incentives, such as transit pass programs and offering cash instead of parking subsidies; (2) facilities and services, such as carpooling programs, bicycle parking, emergency rides home, and work-place competitions; and (3) flexible scheduling such as working from home or compressed work weeks.

**Individualized Marketing (IM)** is an outreach method that encourages individuals, families or employees interested in making changes in their travel choices to participate in a program. A combination of information and incentives is tailored to each person's or family's specific travel needs. IM can be part of a comprehensive commuter program.

**Travel options support tools** reduce barriers to travel options and support continued use with tools such as the *Drive Less. Connect.* online carpool matching; trip planning tools; wayfinding signage; bike racks; and carsharing.

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### BENEFITS

- increases cost-effectiveness of capital investments in transportation
- saves public agencies, consumers and businesses time and money
- preserves road capacity
- reduces congestion and delay
- increases physical activity and reduces health care costs
- reduces air pollution and air toxics

### CHALLENGES

- program partners need ongoing tools and resources to increase outcomes
- factors such as families with children, long transit times, night and weekend work shifts not served by transit
- major gaps exist in walking and biking routes across the region
- consistent data collection to support performance measurement

## How much should we expand the reach of travel information programs by 2035?

### TRAVEL INFORMATION PROGRAMS AT A GLANCE

	SCENARIO	SCENARIO	SCENARIO		
	A	В	С		
Individualized marketing participation	30% of households	Same as Scenario A	60% of households participate Same as Scenario B, plus		
participation			the addition of Safe Routes to school and equity-based campaigns		
Commuter program participation	20% of employees reached (same as 2010)	Same as Scenario A	40% of employees reached		
	Oregon Employee Commute Options (ECO) rules require work sites with more than 100 employees to have work- place programs		ECO rules now include work sites with more than 50 employees		
Public awareness marketing campaign	50% of public reached	Same as Scenario A, plus added resources promote new	60% of public reached		
	Existing ongoing and short- term campaigns lead to more awareness of <b>DriveLess</b> . <b>Connect</b> .	travel tools, regional efforts and safety education	Scenario B, plus regionally specific campaigns dedicated to safety and underserved communities		
Eco-driving participation	0% of households reached (same as 2010)	30% of households reached	60% of households reached		
	Statewide program is newly launched				
Provisions of travel options support tools	2010 program funding levels allow for completion of sev- eral new wayfinding signage and bike rack projects	Same as Scenario A, plus public-private partnerships to create new online, print and on-street travel tools	Same as Scenario B, plus better public-private data integration and more resources for more support tools		
Estimated cost (2014\$)	\$99 million	\$124 million	\$234 million		



#### **Recent Trends**

This scenario shows the results of implementing adopted land use and transportation plans to the extent possible with existing revenue. **SCENARIO** 



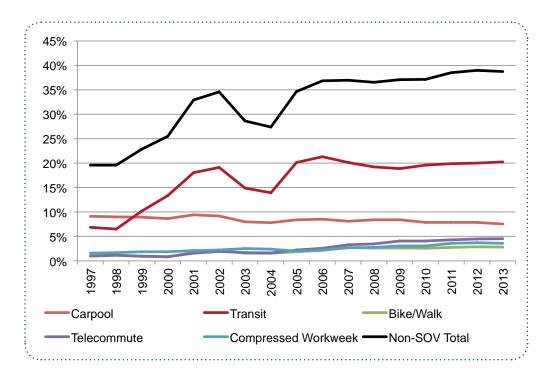
Adopted Plans

This scenario shows the results of successfully implementing adopted plans and achieving the current Regional Transportation Plan, which relies on increased revenue.



#### **New Plans and Policies**

This scenario shows the results of pursuing new policies, more investment and new revenue sources to more fully achieve adopted and emerging plans.



#### EFFECTIVENESS OF EMPLOYER COMMUTER PROGRAMS (1997 - 2013)

The TriMet, Wilsonville SMART and TMA employer outreach programs have made significant progress with reducing drivealone trips. Since 1996, employee commute trips that used nondrive-alone modes (transit, bicycling, walking, carpooling/ vanpooling and telecommuting) rose from 20% to over 39% among participating employers.

### EFFECTIVENESS OF COMMUNITY AND NEIGHBORHOOD PROGRAMS

Community outreach programs such as Portland Sunday Parkways and Wilsonville Sunday Streets encourage residents to use travel options by exploring their neighborhoods on foot and bike without motorized traffic. Sunday Parkways events have attracted 400,000 attendees since 2008 and the Wilsonville Sunday Streets event attracted more than 5,000 participants in 2012.

Other examples of valuable community outreach and educational programs include the Community Cycling Center's program to reduce barriers to biking and Metro's Vámonos program, both of which provide communities across the region with the skills and resources to become more active by walking, biking, and using transit for their transportation needs.

In 2004, the City of Portland launched the Interstate TravelSmart individualized marketing project in conjunction with the opening of the MAX Yellow Line. Households that received individualized marketing made nearly twice as many transit trips compared to a similar group of households that did not participate in the marketing campaign. In addition, transit use increased nearly 15 percent during the SmartTrips project along the MAX Green Line in 2010. Follow-up surveys show that household travel behavior is sustained for at least two years after a project has been completed.



### What people are saying

Tailored and personalized marketing campaigns can be more individualized – making them more effective.

Success depends on the availability of transit and other options.

Work trips are only 30% of all trips – so we need to focus beyond work place campaigns.

### **Emerging themes**

- Incentives need to be marketed through employers.
- Travel information needs to be leveraged electronically to take advantage of how many people prefer to access and receive information, such as smart phone apps, the internet and social media.
- Information and marketing campaigns should be culturally relevant, sensitive to different languages and cultures and respond to changing demographics in the region.
- Incentives and investment in end-of-trip facilities are important to encourage greater use of commute options among employees, such as secure bike parking, showers and changing rooms for employees.

### Key takeaways to share with others

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#### **RELATIVE CLIMATE BENEFIT**



RELATIVE COST \$\$\$

## Make biking and walking more safe and convenient

Active transportation is human-powered travel that engages people in healthy physical activity while they go from place to place. Examples include walking, biking, pushing strollers, using wheelchairs or other mobility devices, skateboarding, and rollerblading. Active transportation is an essential component of public transportation because most of these trips begin and end with walking or biking.

Today, about 50 percent of the regional active transportation network is complete. Nearly 18 percent of all trips in the region are made by walking and biking, a higher share than many other places. Approximately 45 percent of all trips made by car in the region are less than three miles and 15 percent are less than one mile. With a complete active transportation network supported by education and incentives, many of the short trips made by car could be replaced by walking and biking. (See separate summary on providing information and incentives to expand use of travel options.)

For active travel, transitioning between modes is easy when sidewalks and bicycle routes are connected and complete, wayfinding is coordinated, and transit stops are connected by sidewalks and have shelters and places to sit. Biking to work and other places is supported when bicycles are accommodated on transit vehicles, safe and secure bicycle parking is available at transit shelters and community destinations, and adequate room is provided for walkers and bicyclists on shared pathways. Regional trails and transit function better when they are integrated with on-street walking and biking routes.

### **BENEFITS**

- increases access to jobs and services
- provides low-cost travel options
- supports economic development, local businesses and tourism
- increases physical activity and reduces health care costs
- reduces air pollution and air toxics
- reduces risk of traffic fatalities and injuries

### CHALLENGES

- major gaps exist in walking and biking routes across the region
- gaps in the active transportation network affect safety, convenience and access to transit
- many would like to walk or bike but feel unsafe
- many lack access to walking and biking routes
- limited dedicated funding is declining

## How much of the planned active transportation network should we complete by 2035?

### ACTIVE TRANSPORTATION AT A GLANCE

	SCENARIO	SCENARIO	SCENARIO
Completion of regional active transportation network	Federally funded planning and capital projects reflecting existing funding are largely dedicated to transit and road investments	Same as Scenario A, plus planned off-street trails and on-street sidewalk and bikeway projects, such as bicycle lanes, cycle tracks, bicycle boulevards, sidewalks and crossing improvements included in financially con- strained RTP	Same as Scenario B, plus full build-out of planned off-street trails, on-street sidewalk and bikeway projects, and improvements to existing facilities
Trails	38% completed	79% completed	100% completed
Bikeways	63% completed	84% completed	100% completed
Sidewalks	54% completed	62% completed	100% completed
Estimated cost (2014\$)	\$57 million	\$948 million	\$3.9 billion

### **SCENARIO**



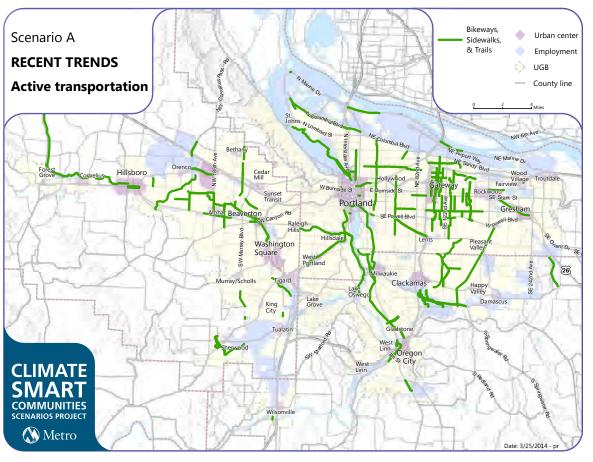
Recent Trends This scenario shows the results of implementing

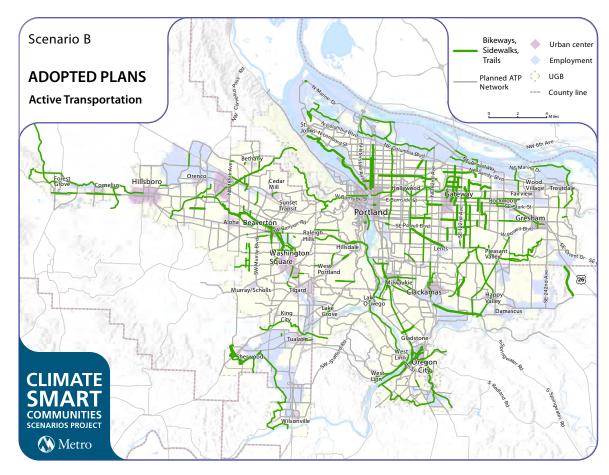
adopted land use and transportation plans to the extent possible with existing revenue.

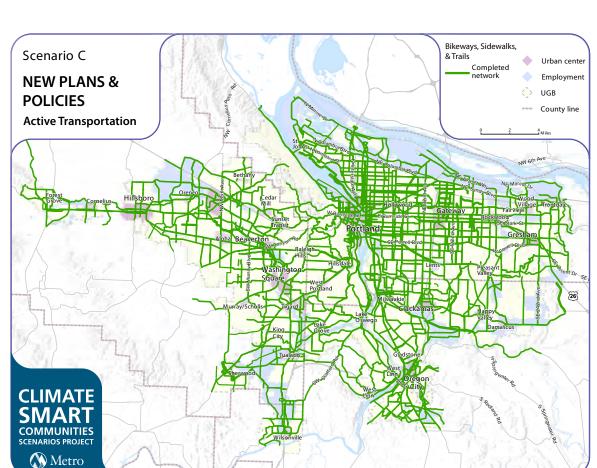
#### 58

Estimated lives saved annually from increased physical activity by 2035

**Note** These maps are for research purposes only and do not reflect current or future policy decisions of the Metro Council, MPAC or JPACT.







# B

#### **Adopted Plans**

This scenario shows the results of successfully implementing adopted plans and achieving the current Regional Transportation Plan, which relies on increased revenue.

### 89

Estimated lives saved annually from increased physical activity by 2035

# SCENARIO

#### New Plans and Policies This scenario shows the results of pursuing new policies, more investment and new revenue sources to more fully achieve adopted and emerging plans.

### 116

Estimated lives saved annually from increased physical activity by 2035

### What people are saying

Bike improvements should be strategic and provide convenient, efficient access to places people want to go.

Make the healthy choice, the easy choice.

Create integrated networks and complete streets to leverage existing funding.

### **Emerging themes**

- A high priority for nearly all communities and interest groups because it provides many benefits, particularly improved public health and access.
- Investments should focus on completing gaps and making street crossings more safe.
- More dedicated, separate paths for biking are needed because some people will never feel safe biking in vehicle traffic.
- "Complete streets" should include green designs, such as bioswales and street trees, as part of street design and a broader climate adaptation strategy.
- Demographics are changing as youth and older adults choose to drive less, it is important to invest more in active transportation options that connect to transit and link neighborhoods to services.
- A dedicated, stable funding source is needed.

### Key takeaways to share with others

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#### **RELATIVE CLIMATE BENEFIT**

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### RELATIVE COST

## Make streets and highways more safe, reliable and connected

Today, nearly 45 percent of all trips in the region made by car are less than three miles, and 15 percent are less than one mile. When road networks lack multiple routes serving the same destinations, short trips must use major travel corridors designed for freight and regional traffic, adding to congestion.

There are three key ways to make streets and highways more safe, reliable and connected to serve longer trips across the region on highways, shorter trips on arterial streets, and the shortest trips on local streets.

**Maintenance and efficient operation of the existing road system** Keeping the road system in good repair and using information and technology to manage travel demand and traffic flow help improve safety, and boost efficiency of the existing system. With limited funding, more effort is being made to maximize system operations prior to building new capacity in the region. (See separate summaries describing the use of technology and information.)

**Street connectivity** Building a well-connected network of complete streets including new local and major street connections shortens trips, improves access to community and regional destinations, and helps preserve the capacity and function of highways in the region for freight and longer trips. These connections include designs that support walking and biking, and, in some areas, provide critical freight access between industrial areas, intermodal facilities and the interstate highway system.

**Network expansion** Adding lane miles to relieve congestion is an expensive approach, and will not solve congestion on its own. Targeted widening of streets and highways along with other strategies helps connect goods to market and support travel across the region.

### BENEFITS

• improves access to jobs, goods and services, boosting business revenue

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- creates jobs and stimulates development, boosting the economy
- reduces delay, saving businesses time and money
- reduces risk of traffic fatalities and injuries
- reduces emergency response time

### CHALLENGES

- declining purchasing power of existing funding sources, growing maintenance backlog, and rising construction costs
- may induce more traffic
- potential community impacts, such as displacement and noise
- concentration of air pollutants and air toxics in major travel corridors

## How much of the planned street and highway network should we complete by 2035?

### STREET AND HIGHWAYS AT A GLANCE

	SCENARIO	SCENARIO	SCENARIO
Arterials and freeways	Maintain the existing system and complete committed projects	Same as Scenario A, plus complete financially con- strained RTP projects such as • planned connections to further build out the regional street grid and improve access to industrial areas and freight facilities • widening some major streets and freeways to address bottlenecks	Same as Scenario B, plus ad- ditional projects in the RTP On-going regional traffic operations center monitoring and incident response patrols are deployed on area freeways and major arterials adjacent to freeways
Maintenance	Some maintenance backlogs grow	Fully meet maintenance and preservation needs	Same as Scenario B
Estimated capital cost (2014\$)	\$162 million	\$8.8 billion	\$11.8 billion

### SCENARIO



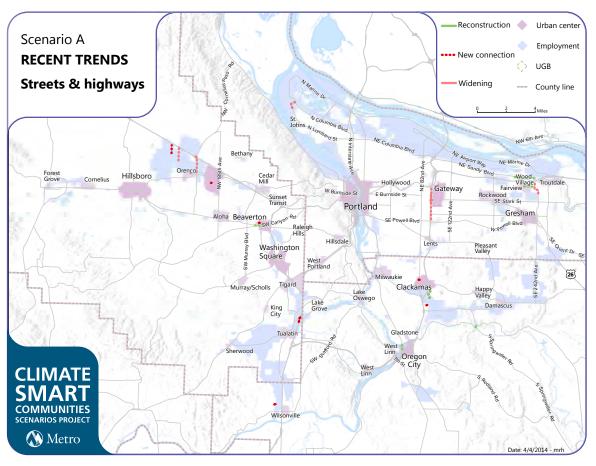
#### **Recent Trends**

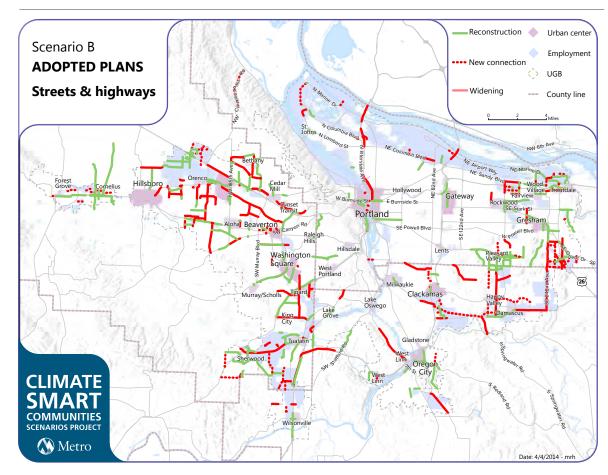
This scenario shows the results of implementing adopted land use and transportation plans to the extent possible with existing revenue.

9

Lane miles added by 2035

**Note** These maps are for research purposes only and do not reflect current or future policy decisions of the Metro Council, MPAC or JPACT.





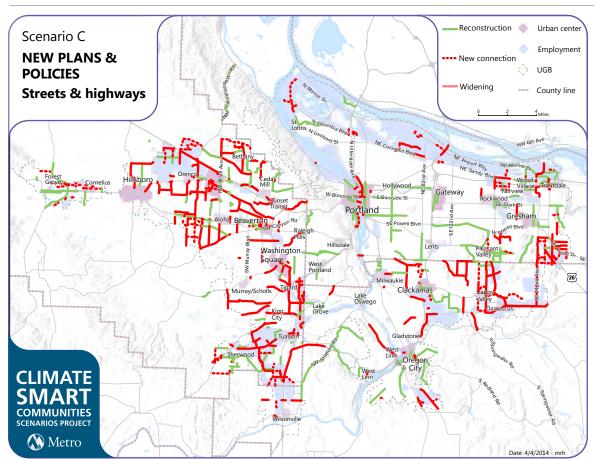


#### **Adopted Plans**

This scenario shows the results of successfully implementing adopted plans and achieving the current Regional Transportation Plan, which relies on increased revenue.

#### 81

Lane miles added by 2035



# SCENARIO

#### New Plans and Policies This scenario shows the res

shows the results of pursuing new policies, more investment and new revenue sources to more fully achieve adopted and emerging plans.

#### 105

Lane miles added by 2035

# What people are saying

Street and highway improvements are needed to help move freight more efficiently to make the region more economically competitive.

> Make road investments that improve access and efficiency for all users – bike, pedestrian, auto, transit and freight.

Investments in transit, walking and biking can help freight move more efficiently because they help reduce the need to drive for some trips.

# **Emerging themes**

- Keeping existing roads and highways in good condition is a higher priority than adding capacity or building new roads.
- Improved connectivity is a priority for suburban communities.
- Build a well-connected network of complete streets that prioritize safe and convenient pedestrian and bicycle access; respecting existing communities and the natural environment.
- Maximize system operations by implementing management strategies prior to building new motor vehicle capacity, where appropriate.

# Key takeaways to share with others

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#### **RELATIVE CLIMATE BENEFIT**



#### RELATIVE COST \$\$\$

# Manage parking to make efficient use of parking resources

Parking management refers to various policies and programs that result in more efficient use of parking resources. Parking management is implemented through city and county development codes. Managing parking works best when used in a complementary fashion with other strategies; it is less effective in areas where transit or bicycle and pedestrian infrastructure is lacking.

**Planning approaches** include conducting assessments of the parking supply to better understand needs. A typical urban parking space has an annualized cost of \$600 to \$1,200 to maintain, while structured parking construction costs averages \$15,000 per space.

**On-street parking approaches** include spaces that are timed, metered, designated for certain uses or have no restriction. Examples of these different approaches include charging long-term or short-term fees, limiting the length of time a vehicle can park, and designating on-street spaces for preferential parking for electric vehicles, carshare vehicles, carpools, vanpools, bikes, public use (events or café "Street Seats") and freight truck loading/unloading areas.

**Off-street parking approaches** include providing spaces in designated areas, unbundling parking, preferential parking (for vehicles listed above), shared parking between land uses (for example, movie theater and business center), park-and-ride lots for transit and carpools/vanpools, and parking garages in downtowns and other mixed-use areas that allow surface lots to be developed for other uses.

#### BENEFITS

- allows more land to be available for development, generating local and state revenue
- reduces costs to governments, businesses, developers and consumers
- fosters public-private partnerships that can result in improved streetscape for retail and visitors
- generates revenues where parking is priced
- reduces air pollution and air toxics

#### CHALLENGES

- inadequate information for motorists on parking and availability
- inefficient use of existing parking resources
- parking spaces that are inconvenient to nearby residents and businesses
- scarce freight loading and unloading areas
- low parking turnover rate
- lack of sufficient parking
- parking oversupply, ongoing costs and the need to free up parking for customers

# How should local communities manage parking by 2035?

#### PARKING MANAGEMENT AT A GLANCE

	SCENARIO	SCENARIO	SCENARIO
Parking management	Existing locally-adopted development codes remain the same as 2010 Large employers offer prefer- ential parking Free parking is available in most areas	Same as Scenario A, plus communities expand the flexibility of development codes and develop parking plans for all downtown and centers served by high capacity transit as assumed in adopted RTP Parking facilities are sized and managed so spaces are frequently occupied, travelers have information on parking and travel options, and some businesses share parking Free and timed parking is available in many areas	Same as Scenario B, plus communities expand the flexibility of development codes to support public- private partnerships in areas served by 10-minute transit service Medium-size employers offer preferential parking Local codes allow for unbundled parking Free and timed parking is available in some areas

#### **SCENARIO**



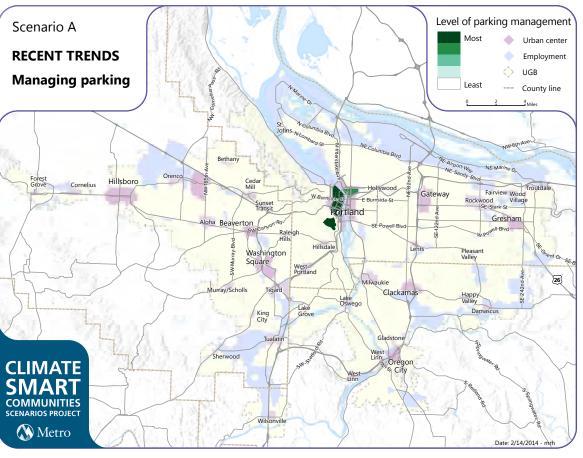
Recent Trends This scenario

shows the results of implementing adopted land use and transportation plans to the extent possible with existing revenue.

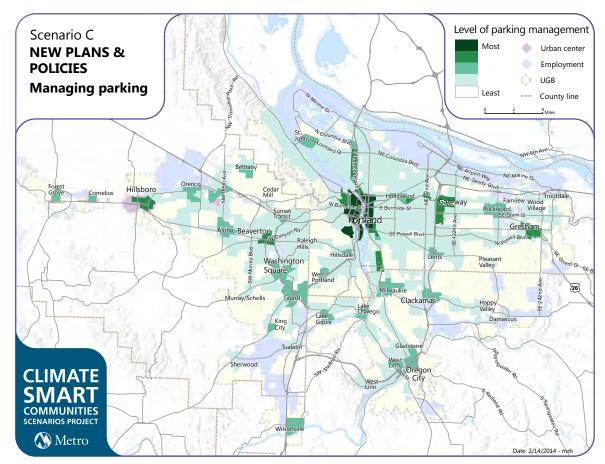
#### 13% work trips 8% other trips

Estimated share of trips to areas with actively managed parking

**Note** These maps are for research purposes only and do not reflect current or future policy decisions of the Metro Council, MPAC or JPACT.







# SCENARIO

#### **Adopted Plans**

This scenario shows the results of successfully implementing adopted plans and achieving the current Regional Transportation Plan, which relies on increased revenue.

**30% work trips 30% other trips** Estimated share of

trips to areas with actively managed parking

# SCENARIO

New Plans and Policies This scenario shows the results of pursuing new policies, more investment and new revenue sources to more fully achieve adopted and emerging plans.

#### 50% work trips 50% other trips

Estimated share of trips to areas with actively managed parking

# What people are saying

"Free parking" is never free – it's just a question of how it is being subsidized and by whom.

> Parking fees can have a disproportionate impact on drivers with limited incomes.

Businesses need to be part of the parking conversation.

# **Emerging themes**

- Parking management is the most controversial and lowest priority for most interest groups and residents.
- Many people agree that parking management solutions should be flexible and tailored by each community to fit local needs.
- Parking management needs to begin with data about what the needs are, what might work, and available travel options in the area.
- Implementation of parking management may require broadening how parking problems and solutions are addressed and activities to improve enforcement and addressing potential spillover impacts.
- If paid parking is implemented, there needs to be a corresponding investment in transit and other travel options so that people have choices.

# Key takeaways to share with others

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RELATIVE CLIMATE BENEFIT N/A RELATIVE COST N/A

# Identify potential ways to pay for our investment choices

Transportation funding has long been primarily a federal and state responsibility, financed largely through gas taxes and other user fees. However, the purchasing power of federal and state gas tax revenues is declining as individuals drive less and fuel efficiency increases. The effectiveness of this revenue source is further eroded as the gas tax is not indexed to inflation.

Diminished resources mean reduced ability to expand, improve and maintain existing transportation infrastructure. Federal and state funding is not keeping pace with infrastructure operation and maintenance needs, so a substantial share of funding for future RTP investments has shifted to local revenue sources.

Local governments in Oregon have increasingly turned to tax levies, road maintenance fees, system development charges and traffic impact fees in attempt to keep pace, although some communities have been more successful than others. Expansion and operation of the transit system has relied heavily on payroll taxes and competitive federal funding for high capacity transit capital projects. But the region's demand for frequent and reliable transit service exceeds the capacity of the payroll tax to support it.

The adopted Regional Transportation Plan calls for stabilizing existing transportation revenue sources while securing new and innovative long-term sources of funding adequate to build, operate and maintain the regional transportation system for all modes of travel.

#### BENEFITS

- transforms community visions into reality
- improves access to jobs, goods and services, boosting business revenues
- creates jobs and stimulates development, boosting the regional economy
- reduces delay, saving businesses time and money
- reduces air pollution and air toxics
- reduces risk of traffic fatalities and injuries

#### CHALLENGES

- declining purchasing power of existing funding sources due to inflation and improvement in fuel efficiency
- potential disproportionate impact of higher taxes and fees on drivers with limited travel options
- limited public support for higher fees and taxes
- patchwork of funding sources
- statutory or constitutional limitations on how different funding sources can be raised or used

# How should we pay for our investment choices by 2035?

#### FUNDING MECHANISMS AT A GLANCE

	SCENARIO	SCENARIO	SCENARIO
	Α	В	С
	<b>Recent Trends</b>	Adopted Plans	New Plans and Policies
Overview of revenue sources	Revenues from existing sources at 2012 levels	Same as Scenario A, plus additional federal, state and local revenues as assumed in the financially constrained RTP	Same as Scenario B, plus additional federal, state and local revenues assumed in the full RTP, plus new user-based fees
Gastax	Federal and state gas taxes are 18 cents and 30 cents per gallon, respectively Multnomah and Washington counties levy a per gallon gas tax and share revenue with the cities within their boundaries <sup>1</sup> Four cities – Tigard, Milwaukie, Happy Valley and Cornelius – implement a gas tax that is predominately used for maintenance <sup>1</sup>	Same as Scenario A, plus the state gas tax increases by \$0.01 per year to cover growing operations, maintenance and preservation (OMP) costs at the state, regional and local level	Same as Scenario A, but state gas tax is replaced by a fee based on miles driven
Mileage-based road use fee	None	None	\$0.03 per mile (the equivalent of the Scenario B state gas tax assumption)
Carbon fee	None	None	\$50 per ton
Potential revenues generated (2014\$) from gas tax, road use fee and carbon fee	\$5.6 billion	\$6.5 billion	\$15.2 billion
Other potential revenues from RTP sources (capital only)	Existing federal, state and local revenues at 2012 levels	\$15 billion Scenario A, plus additional federal, state and local revenues at financially constrained RTP levels	\$22 billion Scenario B, plus additional federal, state and local revenues at full RTP levels

<sup>1</sup>Not accounted for in potential revenues generated, but included in the Regional Transportation Plan financial assumptions for local roadrelated operations, maintenance and preservation.

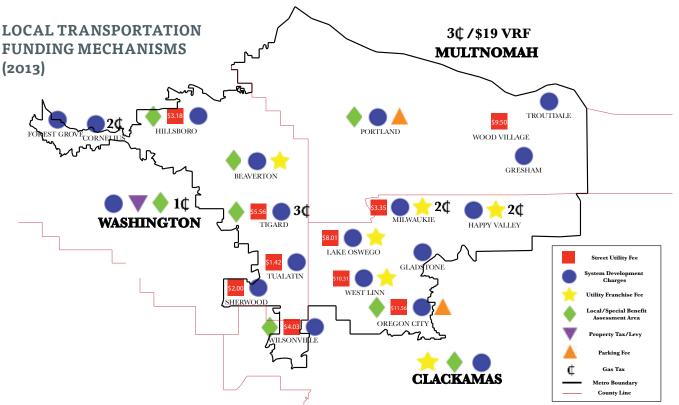
# FUNDING MECHANISMS ASSUMED IN 2014 REGIONAL TRANSPORTATION PLAN AND POTENTIAL NEW FUNDING MECHANISMS FOR CONSIDERATION

		SOURCE	
EXISTING FUNDING MECHANISM	Federal	State	Local
Federal Highway Trust Fund <sup>1</sup>			
Federal Transit Fund			
Gas tax			
Vehicle fees (e.g. registration, licensing fees)			
Heavy truck weight-mile fee			
Local portion of State Highway Trust Fund <sup>2</sup>			
Development-based fees <sup>3</sup>			
Payroll tax			
Transit passenger fares			
Special funds and levies <sup>4</sup>			
Tolls (I-5 Columbia River Crossing)			
POTENTIAL NEW FUNDING MECHANISM			
Carbon fee			
Mileage-based road user fee			

<sup>1</sup>The Federal Highway Trust Fund includes federal gas tax receipts and other revenue.

<sup>2</sup>The State Highway Trust Fund includes state gas tax receipts, vehicle fees and heavy truck weight-mile fees. <sup>3</sup>Development-based fees include system development charges, traffic impact fees, urban renewal districts and developer contributions.

<sup>4</sup>Special funds and levies include tax levies (e.g. Washington County MSTIP), local improvement districts, vehicle parking fees, transportation utility fees and maintenance districts (e.g. Washington County Urban Road Maintenance District).



# What people are saying

The gas tax is not a sustainable funding mechanism – alternatives are needed.

> The greatest barrier to implementation is the lack of sufficient funding.

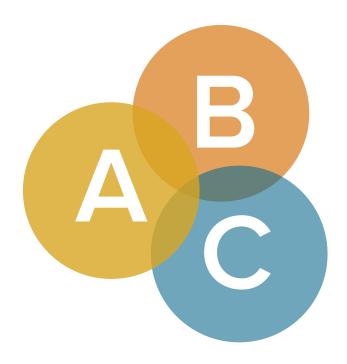
We should focus investments on how we want people to travel in 50 years.

# **Emerging themes**

- User-based funding mechanisms had more support so the fees are directly connected to the service received.
- Prioritize limited funding on investments that achieve multiple goals.
- More state funding is needed to leverage local and regional funding.
- Implementation of fees should take into account the ability of people with limited incomes to pay and the other options available.
- More funding should be dedicated to low carbon travel options; current statutes limit how some funding sources can be used.

# Key takeaways to share with others


# SUPPLEMENTAL INFORMATION

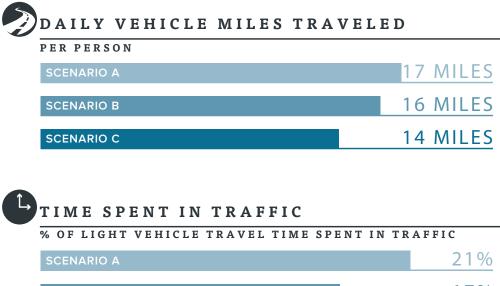


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# PHASE 2: SELECTED RESULTS AT A GLANCE

The scenarios tested are for research purposes only and do not necessarily reflect current or future policy decisions of the Metro Council, MPAC or JPACT.

### WHAT WE LEARNED ABOUT TRAVEL AND MOBILITY





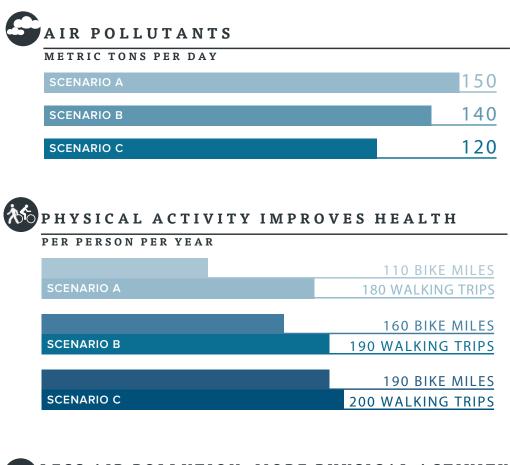
#### **Discussion points:**

- Adopted plans help reduce how far people drive and time spent in traffic.
- Adopted plans provide opportunities for more people living and working in centers and corridors: a more connected road system; using technology such as traffic signal timing; clearing incidents more quickly; more transit and walking and biking all help the transportations system operate more efficiently which in turn helps save time spent in traffic.
- Adopted plans reduce the amount of time spent in traffic by 20 percent over recent trends.
- Reduced delay is expected to support goods movement, job creation and the region's economy.

#### **Discussion points:**

- All scenarios improve health outcomes by improving air quality and increasing physical activity.
- Improving air quality and increasing the number of people who regularly exercise by choosing to bike and walk to community destinations can reduce chronic diseases and premature deaths, and lower health care costs.
- Adopted plans increase the level of physical activity over recent trends, saving nearly 90 lives annually by 2035.
- Adopted plans reduce air pollutants by at least 10 metric tons per day over recent trends; an important health benefit of greenhouse gas reduction.
- Reductions in per capita vehicle miles traveled improve traffic safety in all scenarios.
- Further investment can significantly improve these outcomes.

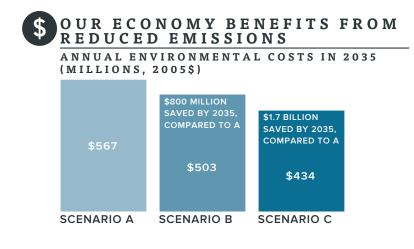
### WHAT WE LEARNED ABOUT PUBLIC HEALTH AND SAFETY



#### ELESS AIR POLLUTION, MORE PHYSICAL ACTIVITY & IMPROVED SAFETY HELP SAVE LIVES

LIVES SAVED EACH YEAR BY 2035	
SCENARIO A	64
SCENARIO B	98
SCENARIO C	133

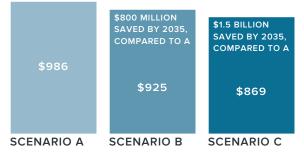
### WHAT WE LEARNED ABOUT THE ECONOMY





#### BUSINESSES AND OUR ECONOMY BENEFIT FROM REDUCED DELAY

ANNUAL FREIGHT TRUCK COSTS DUE TO DELAY IN 2035 (MILLIONS, 2005\$)



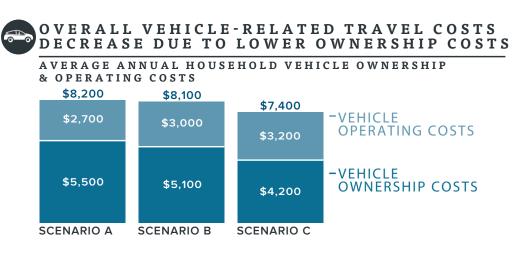
#### **Discussion points:**

- Adopted plans reduce the environmental costs associated with air pollution, vehicle fluids and severe storms, and flooding and drought expected from climate change.
- Adopted plans reduce the amount of time freight trucks spend in traffic over recent trends.
- Freight truck travel cost savings can be passed on to businesses and consumers.
- Further investment can increase these savings from reduced emissions and delay.

#### **Discussion points:**

- Adopted plans can reduce the average annual vehicle ownership and operating costs over recent trends.
- Vehicle ownership costs decrease as households drive less and own fewer vehicles.
- Scenario C results in the lowest vehicle costs. which helps reduce the share of household income spent on vehicle travel for all households, including households with limited incomes.

### WHAT WE LEARNED ABOUT HOUSEHOLD COSTS





#### LOWER VEHICLE COSTS HELP HOUSEHOLD BUDGETS

#### SHARE OF ANNUAL HOUSEHOLD INCOME SPENT ON VEHICLE TRAVEL

		23%	LOW-INCOME HOUSEHOLDS
SCENARIO A	18%	MEDIAN-	INCOME HOUSEHOLDS
		23%	LOW-INCOME HOUSEHOLDS
SCENARIO B	18%	MEDIAN-IN	COME HOUSEHOLDS
	209	LOW-IN	COME HOUSEHOLDS
SCENARIO C	16%	MEDIAN-IN	COME HOUSEHOLDS

# PHASE 2: TRANSIT ACCESS AT A GLANCE

#### HOUSEHOLD ACCESS TO TRANSIT AT A GLANCE

Share of total households within ¼-mile of transit

	SCENARIO			ARIO	SCENARIO	
SERVICE FREQUENCY	Rush hour	Daytime & evening	Rush hour	Daytime & evening	Rush hour	Daytime & evening
Every 10 minutes	24%	4%	27%	4%	32%	20%
11 – 15 minute service	20%	29%	21%	32%	17%	18%
16 - 25 minute service	9%	5%	8%	4%	9%	7%
More than 26 minute service	18%	28%	17%	28%	16%	26%
No fixed-route service	29%	34%	27%	32%	26%	29%

#### LOW-INCOME HOUSEHOLD ACCESS TO TRANSIT AT A GLANCE

Share of low-income households\* within ¼-mile of transit

		ARIO	SCENARIO		SCENARIO	
SERVICE FREQUENCY	Rush hour	Daytime & evening	Rush hour	Daytime & evening	Rush hour	Daytime & evening
Every 10 minutes	31%	5%	34%	5%	40%	26%
11 – 15 minute service	26%	39%	26%	42%	22%	23%
16 – 25 minute service	8%	6%	7%	5%	7%	7%
More than 26 minute service	16%	28%	15%	27%	14%	24%
No fixed-route service	19%	22%	18%	21%	17%	20%

\* \$24,999 per year or less

#### JOB ACCESS TO TRANSIT AT A GLANCE

Share of jobs within ¼-mile of transit

	SCENARIO			ARIO	SCENARIO	
SERVICE FREQUENCY	Rush hour	Daytime & evening	Rush hour	Daytime & evening	Rush hour	Daytime & evening
Every 10 minutes	31%	6%	33%	6%	42%	23%
11 – 15 minute service	19%	35%	22%	38%	17%	25%
16 - 25 minute service	12%	4%	9%	3%	9%	7%
More than 26 minute service	22%	33%	20%	32%	17%	26%
No fixed-route service	16%	22%	16%	21%	15%	19%

# PHASE 2: ASSUMPTIONS AT A GLANCE

March 30, 2014

### Phase 2: 2010 base year and alternative scenario inputs

	The inputs are for research purposes only and do not represent current or future policy decisions of the Metro	2010		2035	
Stra	Council.	Base Year Reflects existing conditions	Scenario A Recent trends	Scenario B Adopted plans	Scenario C New plans and policies
c	Households in mixed use areas (percent)	26%	36%	37%	37%
desig	Urban growth boundary expansion (acres)	2010 UGB	28,000 acres	12,000 acres	12,000 acres
unity	Drive alone trips under 10 miles that shift to bike (percent)	9%	10%	15%	20%
Comm	Transit service (daily revenue hours)	4,900	5,600	6,200 (RTP Financially Constrained)	11,200 (RTP State + more transit)
	Work/non-work trips in areas with parking management (percent)	13% / 8%	13% / 8%	30% / 30%	50% / 50%
	Pay-as-you-drive insurance (percent of households participating)	0%	20%	40%	100%
cing	Gas tax (cost per gallon 2005\$)	\$0.42	\$0.48	\$0.73	\$0.18
Pric	Road user fee (cost per mile)	\$0	\$0	\$0	\$0.03
	Carbon emissions fee (cost per ton)	\$0	\$0	\$0	\$50

March 30, 2014

	The inputs are for research purposes only and do not						
	represent current or future	2010	2035				
	policy decisions of the Metro Council.	<b>Base Year</b> Reflects existing	Scenario A	Scenario B Adopted plans	Scenario C New plans and policies		
Str	ategy	conditions					
/es	Households participating in eco- driving (percent)	0%	0%	30%	60%		
incentiv	Households participating in individualized marketing programs (percent)	9%	30%	30%	60%		
ng and i	Workers participating in employer-based commuter programs (percent)	20%	20%	20%	40%		
Marketin	Carsharing in high density areas (participation rate)	One carshare per 5000 vehicles	Twice the number of carshare vehicles available	Same as Scenario A	Four times the number of carshare vehicles available		
	Carsharing in medium density areas (participation rate)	One carshare per 5000 vehicles	Same as today	Twice the number of carshare vehicles	Same as Scenario B		
ads	Freeway and arterial expansion (lane miles added)	N/A	9 miles	81 miles (RTP Financially Constrained)	105 miles (RTP State)		
Roa	Delay reduced by traffic management strategies (percent)	educed by traffic 10%		20%	35%		
eet	Fleet mix (percent)	auto: 57% light truck: 43%		auto: 71% light truck: 29%			
Ξ	Fleet turnover rate	10 years	8 years				
logy	Fuel economy (miles per gallon)	auto: 29.2 mpg light truck: 20.9 mpg	auto: 68.5 mpg light truck: 47.7 mpg				
hno	Carbon intensity of fuels	90 g CO <sub>2</sub> e/megajoule	72 g CO <sub>2</sub> e/megajoule				
Tecl	Plug-in hybrid electric/all electric vehicles (percent)	auto: 0% / 1% light truck: 0% / 1%					

# GLOSSARY

**Carsharing** A model similar to a car rental where a member user rents cars for short periods of time, often by the hour. Such programs are attractive to customers who make only occasional use of a vehicle, as well as others who would like occasional access to a vehicle of a different type than they use day-to-day. The organization renting the cars may be a commercial business or the users may be organized as a company, public agency, cooperative, or peer-to-peer. Zipcar and car2go are local examples.

**Eco-driving** A combination of public education, in-vehicle technology and driving practices that result in more efficient vehicle operation and reduced fuel consumption and emissions. Examples of eco-driving practices include avoiding rapid starts and stops, matching driving speeds to synchronized traffic signals, and avoiding idling. Program are targeted to those without travel options and traveling longer distances.

**Employer-based commute programs** Work-based travel demand management programs that can include transportation coordinators, employer-subsidized transit pass programs, ride-matching, carpool and vanpool programs, telecommuting, compressed or flexible work weeks and bicycle parking and showers for bicycle commuters.

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

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

**Greenhouse gas emissions** According to the Environmental Protection Agency, gases that trap heat in the atmosphere are called greenhouse gases emissions. Greenhouse gases that are created and emitted through human activities include carbon dioxide (emitted through the burning of fossil fuels), methane, nitrous oxide and fluorinated gases. For more information see *www.epa.gov/ climatechange*.

**GreenSTEP** GreenSTEP is a new model developed to estimate GHG emissions at the individual household level. It estimates greenhouse gas emissions associated with vehicle ownership, vehicle travel, and fuel consumption, and is designed to operate in a way that allows it to show the potential effects of different policies and other factors on vehicle travel and emissions. Metropolitan GreenSTEP travel behavior estimates are made irrespective of housing choice or supply; the model only considers the demand forecast components – household size, income and age – and the policy areas considered in this analysis.

**House Bill 2001 (Oregon Jobs and Transportation Act)** Passed by the Legislature in 2009, this legislation provided specific directions to the Portland metropolitan area to undertake scenario planning and develop two or more land use and transportation scenarios by 2012 that accommodate planned population and employment growth while achieving the GHG emissions reduction targets approved by LCDC in May 2011. Metro, after public review and consultation with local governments, is to adopt a preferred scenario. Following adoption of a preferred scenario, the local governments within the Metro jurisdiction are to amend their comprehensive plans and land use regulations as necessary to be consistent with the preferred scenario. For more information go to: http://www.oregonlegislature.gov/bills\_laws/lawsstatutes/2009orLaw0865.html

**Individualized marketing** Travel demand management programs focused on individual households. IM programs involve individualized outreach to households that identify household travel needs and ways to meet those needs with less vehicle travel.

**Light vehicles** Vehicles weighing 10,000 pounds or less, and include cars, light trucks, sport utility vehicles, motorcycles and small delivery trucks.

**Low Carbon Fuel Standard** In 2009, the Oregon legislature authorized the Environmental Quality Commission to develop low carbon fuel standards (LCFS) for Oregon. Each type of transportation fuel (gasoline, diesel, natural gas, etc.) contains carbon in various amounts. When the fuel is burned, that carbon turns into carbon dioxide ( $CO_2$ ), which is a greenhouse gas. The goal is to reduce the average carbon intensity of Oregon's transportation fuels by 10 percent below 2010 levels by 2022 and applies to the entire mix of fuel available in Oregon. Carbon intensity refers to the emissions per unit of fuel; it is not a cap on total emissions or a limit on the amount of fuel that can be burned. The lower the carbon content of a fuel, the fewer greenhouse gas emissions it produces.

**Pay-as-you-drive insurance (PAYD)** This pricing strategy converts a portion of liability and collision insurance from dollars-per-year to cents-per-mile to charge insurance premiums based on the total amount of miles driven per vehicle on an annual basis and other important rating factors, such as the driver's safety record. If a vehicle is driven more, the crash risk consequently increases. PAYD insurance charges policyholders according to their crash risk.

**Oregon Sustainable Transportation Initiative (OSTI)** An integrated statewide effort to reduce GHG emissions from the transportation sector by integrating land use and transportation. Guided by stakeholder input, the initiative has built collaborative partnerships among local governments and the state's six Metropolitan Planning Organizations to help meet Oregon's goals to reduce GHG emissions. The effort includes five main areas: Statewide Transportation Strategy development, GHG emission reduction targets for metropolitan areas, land use and transportation scenario planning guidelines, tools that support MPOs and local governments and public outreach. For more information, go to www.oregon.gov/odot/td/osti

**Scenario** A term used to describe a possible future, representing a hypothetical set of strategies or sequence of events.

**Scenario planning** A process that tests different actions and policies to see their affect on GHG emissions reduction and other quality of life indicators.

**Statewide Transportation Strategy** The strategy, as part of OSTI, will define a vision for Oregon to reduce its GHG emissions from transportation systems, vehicle and fuel technologies and urban form by 2050. Upon completion, the strategy will be adopted by the Oregon Transportation Commission. For more information go to: *http://www.oregon.gov/ODOT/TD/OSTI/STS.shtml*.

**System efficiency** Strategies that optimize the use of the existing transportation system, including traffic management, employer-based commute programs, individualized marketing and carsharing.

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

**Traffic management** Strategies that improve transportation system operations and efficiency, including ramp metering, active traffic management, traffic signal coordination and real-time traveler information regarding traffic conditions, incidents, delays, travel times, alternate routes, weather conditions, construction, or special events.

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The preparation of this report was financed in part by the Oregon Department of Transportation, U.S. Department of Transportation, Federal Highway Administration and Federal Transit Administration. The opinions, findings and conclusions expressed in this report are not necessarily those of the Oregon Department of Transportation, U.S. Department of Transportation, Federal Highway Administration or Federal Transit Administration. Clean air and clean water do not stop at city limits or county lines. Neither does the need for jobs, a thriving economy and good transportation choices for people and businesses in our region. Voters have asked Metro to help with the challenges that cross those lines and affect the 25 cities and three counties in the Portland metropolitan area.

A regional approach simply makes sense when it comes to protecting open space, caring for parks, planning for the best use of land, managing garbage disposal and increasing recycling. Metro oversees world-class facilities such as the Oregon Zoo, which contributes to conservation and education, and the Oregon Convention Center, which benefits the region's economy.

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То:	Planning Commission
From:	Dennis Egner, Planning Director
Date:	May 6, 2014, for May 13, 2014, Worksession
Subject:	Downtown Milwaukie Plans and Vision Documents

#### **ACTION REQUESTED**

None. This is a briefing for discussion only.

#### **BACKGROUND INFORMATION**

The Moving Forward Milwaukie project has refocused attention on many of the adopted planning documents that outline and prescribe how redevelopment is to occur in downtown Milwaukie. As the Moving Forward Milwaukie project advances, the Planning Commission will have a critical role in developing and holding public hearings on the code language that implements the plans and vision for the downtown.

The May 13 worksession is intended to provide an overview of the existing plan documents and the vision for the downtown. The attached summary matrix addresses seven planning documents that address the downtown in some manner. These include:

- The Comprehensive Plan (Chapter 4) adopted in 1989 (amended multiple times)
- Milwaukie Vision Statement Adopted 1995
- Town Center Master Plan Adopted 1997 (initially adopted as a regional center plan)
- Downtown and Riverfront Framework Plan Adopted 2000 (refines the Town Center Master Plan for Subarea 1)
- Downtown and Riverfront Public Area Requirements Adopted 2000 and revised in 2005 (defines standards for public improvements)
- Transportation System Plan Adopted in 2007 (updated in 2013)
- South Downtown Concept Plan Adopted by resolution in 2011

All of these documents can be found at the following websites:

http://www.milwaukieoregon.gov/planning/planning-documents-ordinances-plans-and-guidelines http://www.milwaukieoregon.gov/communitydevelopment/south-downtown-concept-plan The Comprehensive Plan is the City's guiding document for land use decisions. It provides the basis for the zoning and development standards that implement the plan. Most of the other documents on the summary matrix have been adopted as "ancillary documents" and as such, they are intended to support the plan. Except where stated otherwise in the ancillary document or Comprehensive Plan, the City practice has been to incorporate key changes from ancillary documents directly into the Comprehensive Plan by ordinance. This is the way elements of the Town Center Master Plan were addressed. Elements of ancillary documents that have not been directly brought into the Comprehensive Plan simply serve as background information or aspirational goals. An example of where an ancillary document is equal in authority to the Comprehensive Plan is the Transportation Systems Plan (TSP). The text of the Comprehensive Plan refers directly to the TSP as the guiding document for transportation.

The summary matrix also includes the Downtown and Riverfront Framework Plan – Public Area Requirements. This document is not an ancillary document to the Comprehensive Plan; rather it sets the improvement standards for all public improvements in the downtown. Relevant standards from the document have since been incorporated into the City's Public Works Standards.

The South Downtown Concept Plan was adopted by resolution and is not an ancillary document to the Comprehensive Plan. It approved the location of the light rail station and provides direction to City staff for implementation of projects such as the Adams Street Connector project.

There is a very clear common theme through all of these documents: the downtown is planned to be an active mixed use center with a strong retail focus along Main Street. The plans call for housing and office uses on upper floors with a concentration of housing in the north area of downtown and to the south of the Waldorf School. The riverfront is to be developed as an amenity for the downtown and well connected to the downtown. The plans support a high quality pedestrian environment throughout the town center. Parking is to be provided on-street and in structures rather than on surface lots.

Later this year, the Planning Commission will begin its work on code and plan amendments related to the Moving Forward Milwaukie project. Having a strong awareness of existing plan policies and documents will help guide the Commission in their work.

#### **ATTACHMENTS**

1.

Attachments are provided as indicated by the checked boxes. All material is available for viewing upon request.

	-	Public Copies	
Summary Matrix	$\boxtimes$	$\bowtie$	$\boxtimes$

Planning Commission Staff Report — Downtown Milwaukie Plans and Vision Documents	Page 3 of 3
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			PC Packet	Public Copies	E- Packet
2.	Exc	cerpts from the Comprehensive Plan - Town Center Policies	$\boxtimes$	$\boxtimes$	$\bowtie$
	a.	Residential Land Use and Housing Element Objective #2.7 – Residential Land Use: Density and Location Town Center Areas			
	b.	Economic Base and Industrial/Commercial Land Use Element Objective #12 – Town Center			
3.	Mil	waukie Vision Statement	$\boxtimes$	$\boxtimes$	$\bowtie$
4.		cerpts from the Downtown and Riverfront Plan Land Use mework Sections 1.5 – 1.14	$\boxtimes$	$\square$	$\square$

Key:

PC Packet = paper materials provided to Planning Commission 7 days prior to the meeting. Public Copies = paper copies of the packet available for review at City facilities and at the Planning Commission meeting.

E-Packet = packet materials available online at link to specific PC meeting date.

#### ATTACHMENT 1

Comp Plan Document	Activity Type	Urban Dorign	licor	Parks & Open Spaces	of Focus Public Realm/Pedestrian Environment	Parking	Einancing/Eunding	Transportation	Notes
· · · · · · · · · · · · · · · · · · ·	Activity Type	0	Uses			Parking The Town Center Area shall be served by	Financing/Funding	Transportation	Comp Plan policies support a mix of
omprehensive Plan Chapter 4	Serves area-wide needs as well as the needs of local residents.	Emphasis on creating a compact mixed use environment with <b>pedestrian amenities and</b>	Downtown is designated TC Town Center, typified by a mix of residential and commercial	Potential for waterfront development as a	Downtown public improvements will be d coordinated with private improvement efforts	The Town Center Area shall be served by multimodal transportation options; therefore, or	The City will develop improvement and m management programs for the downtown and	In its planning for downtown, the City will establish location(s) for major public transit	Comp Plan policies support a mix of residential/commercial/office uses in
dopted 1989; amended since	local residents.	high quality transit service and multi-modal	uses	attracting new businesses and residential	by local property owners, consistent with the	street parking, shared parking, and enclosed	waterfront area. Various methods for local and	stations or interchange facilities. The City will	downtown
	Unique mixed use and commercial center.	street networks.	uses.	development within the Town Center.	Downtown and Riverfront Public Area	parking are the most appropriate parking	outside funding, including grants and tax	continue to work closely with Metro and Tri-Met	
	Provides area wide services as well as limited	Street networks.	Emphasize Downtown Milwaukie and the	development within the rown center.	Requirements. The aim of all public	options in the Town Center Area. Off-street	increment financing, will be explored for	in planning for transit improvements (see	
	commercial services.	The visual and land use relationship between	expanded city center as a Town Center with the		improvements will be to stimulate and support		improvements deemed necessary such as	Transportation Element and Downtown and	
		downtown and its waterfront will be improved.			private investments in the area.		parking, street lighting, landscaping, street	Riverfront Public Area Requirements).	
			density housing, office, and service uses in the		· ··· ··· · · · · · · ·		furniture, paving and traffic management.		
			City.						
			Policies to reduce area of or decommission the						
			Kellogg Treatment Plant for redevelopment.						
Ailwaukie Vision Statement	Milwaukie is a friendly, full-service city where	Established neighborhoods and street grid	Commercial activities mix with residential uses	Johnson Creek is restored to a pristine urban	People stroll along the revitalized riverfront.	Parking is underground or in structures, which	N/A	Public rail transit returns to Milwaukie and	Assumes light rail alignment along Hwy 2
dopted 1995 upon Milwaukie's designation	people want to live and visit	system define Milwaukie as part of the region's	for people who now call city center "home"	stream. An enhanced Kellogg Lake and riverfron	t Public spaces are well used.	accommodates the pedestrian-oriented		encourages a bold look with mixed office,	
s a Metro 2040 Regional Town Center		inner core		serve as a focal point to the City's park network.		atmosphere.		commercial, and residential activity	
	Cultural events attract people to the region.				People feel secure and are surrounded with the				
		City has successfully transitioned to an urban			positive energy that public places can provide.				
	Transit options and commercial places keep the	character							
	Expanded City Center alive after 5:00.	Turical commercial design anotherings attail on							
		Typical commercial design emphasizes retail on the first floor and office and/or residential on							
		the second and third floors.							
own Center Master Plan	Downtown CBD is a focal point for higher		Higher density residential uses and civic uses	A restored Johnson Creek, enhanced Kellogg	N/A	Consider location and funding mechanisms for	Recommends development and implementation	Assumes light rail alignment along Hwy 224	Does not account for the impact of light
	densities and mixed uses within the Regional	exists.	should be permitted, particularly in mixed-use	Lake and the Willamette River riverfront serve a		parking structure in Subarea 1 (downtown)	of a funding source for TC transportation	ressures light ran angrittent along riwy 224.	on downtown
Adopted 1997	Center.		buildings.	focal points for the City's park system and		parang structure in Subarea 1 (downtowil)	improvements.		S. S. WILLOWIT
Conoral Pogional Contor Vision		Minimum densities and floor area ratios should		community.					
General Regional Center Vision)	Mixed uses and activity make the Expanded City		Auto-oriented uses should be restricted,				Facilitate LID or FILO parking to create centrally		
	Center and the revitalized riverfront the site of		particularly in the core retail area along Main				located parking lots (including long-term parking		
	cultural attractions and 24-hour activity.	It may be appropriate to step-down building	Street.				garage)		
		heights toward the river, with four-story							
	Increased density around transit stations.	buildings allowed fronting on Main Street, and	Storefront retail uses focused along Main				Property assembly and land price reductions by		
		two to three-story buildings allowed on the east	Street; 3-4 story buildings should be allowed				the City.		
		side of McLoughlin Boulevard and facing the	along the Main Street frontage with						
		river.	retail/service uses required or encouraged at the						
			street level. Should encourage hotel and motel						
			accommodations.						
Downtown and Riverfront Framework Plan	Main St has a lively storefront retail character	Development is not required to orient entries	Anchors and Attractors: Build upon existing	System of outdoor open and green spaces	Main Street includes new ped-friendly amenities	s Parking locations identified throughout	Smart public improvements simulate		Zoning ordinance almost exactly reflects
Adopted 2000; refines vision for TCMP	with a pedestrian emphasis and 24-hour use.	toward McLoughlin Blvd	resources and supplement with uses that	weaving around and through the city.	(PARs)	downtown; along McLoughlin and 21st in retail	substantial public investment.		subarea framework of uses.
Subarea 1			generate considerable foot traffic.			core.			
		Development is required to be oriented toward		Connecting to the River: Riverfront Park will be	Revitalizing Main Street and Downtown: Main				Focus on continuous retail on Main St
			Main Street "Retail Armature": Includes retail on	the location of special events.	Street Improvements, Save Landmarks, New				encourages parking lots on McLoughlin a
			both sides of Main St, continuous retail facades		Grocery Store, New Tri-Met Bus Transit Center,				21st.
			with no interruption, on-street parking, anchor	Divert a portion of Spring Creek into downtown	New Arts and Entertainment Campus				
			retail at both ends of Main Street, retail on all 4	park, restore Spring Creek, restore Johnson					
			corners of intersections, pedestrian loop,	Creek, restore Kellogg Creek					
			signalized ped crossings	New Jandssaned urban plaza (Main Street Plaza)					
			Reconnecting to the River: New McLoughlin	New landscaped urban plaza (Main Street Plaza between Monroe and Jefferson streets					
			Bridge, New Riverfront Park, New Public Marina	between wom de and jenerson streets					
			and Restaurant, New Riverfront Hotel to replace						
			the KTP						
			Providing Quality Housing: to the North,						
			townhouses and apartments engaging new						
			parks, near Spring Creek and trail to Spring						
			Water Corridor, to the South, townhomes and						
			apartments along landscaped creek and Rail Trail						
Downtown and Riverfront Public Area		Reestablishes the grid street network where it	Reestablishes Main Street as the retail heart of		Pedestrian must always be the priority	No parking lots within 50 ft of Main St;	Recommends full block length changes rather	Ensures that McLoughlin Blvd serves as a	PARs have been incorporated into Public
lequirements		has been lost and strengthen it where it has	the community - additional area for			entrances should be mid-block	than incremental changes to minimize	regional boulevard, yet does not separate the	Works Standards. Could be significantly
Adopted 2000 to implement circulation and		been eroded.	furnishings/seating and on-street parking		Design details provide specific construction		disruption to businesses	community from its greatest asset, the	reduced and incorporated into Framewo
ransportation improvements of Framework					details and design criteria that ensure that a	Main Street is the major location of on-street		Willamette River	Plan, with cross-sections removed.
lan		Aesthetics are very important, and signal to the			consistent high-quality public right-of-way is	parking to encourage activity and shopping on	Suggests creation of a <b>BID</b> to ensure that		
		community and potential investors that our	development proposal of assembled parcels		designed throughout the Downtown and	the central blocks of downtown (angled parking)	downtown is safe, inviting, and active	Reestablishes the street grid north of Harrison to	
		downtown is a desirable, safe and clean place to	would require the use of the ROW		Riverfront planning areas.			provide better transit, commercial, and housing	
		be - a place worth of investment.						access	
					South end of Main Street to be converted to				
		The details in many cases exceed minimum			pedestrian walkway			Provides a network of separate pedestrian and	
		requirements or standard details.						bicycle walkways and trails that link parks and	1
	1					1	1	open spaces with downtown and adjacent	
								neighborhoods.	

Comp Plan Document	Area of Focus								
Comp Plan Document	Activity Type	Urban Design		Parks & Open Spaces	Public Realm/Pedestrian Environment	Parking	Financing/Funding		
Transportation System Plan	N/A	N/A	N/A	N/A	Establishes downtown as a priority area for	Eliminate minimum parking ratios for	No financing identified for mo		
Adopted 2007; updated 2013					improving transportation	commercial/retail uses downtown	improvements.		
						s Establish maximum surface parking ratios of 2.5			
					to improve safety and appeal of existing parking				
					lots	downtown zones			
						Consider minimum parking requirements for			
						residential uses, but allow to be met through			
						approval of a transportation management and			
						trip reduction plan			
						Develop a plan to locate a <b>public parking</b>			
						structure to support downtown, but only in			
						collaboration with the downtown business community and only after a viable funding			
						strategy is identified. Estimated cost			
						\$11,000,000.			
						\$11,000,000.			
						Parking should be reserved for visitors;			
						employee parking to be phased out first.			
South Downtown Concept Plan	Farmers Market: The plaza and adjacent	A pavilion sits on the southwest corner of the	The plaza's edges are occupied by retail uses or	Natural Connections: Strengthen connections to	Crossing McLoughlin: Undercrossing of	Not mentioned. Some ideas about parking	Recommends an urban renev		
Adopted by resolution 2011; not yet fully	streetscape (Main St, ASC) will be designed to	plaza, looking out over Kellogg Creek.	cafes, which help activate the space and	Riverfront Park, restore Kellogg Creek, expand	McLoughlin supplemented by an overcrossing at	garage on Cash Spot site.	process and advocacy for ado		
implemented	accommodate at least 100 farmers market stalls;		reinforce the form of the plaza with overhead	Dogwood Park to integrate with the plaza to the	Washington; at-grade intersection of		renewal as a means for fundir		
	Main Street would be closed on Market Days	Of particular importance are the ground-floor	canopies and awnings.	north and to the Kellogg Creek Nature Area to	Washington and McLoughlin would receive		South Downtown Plan.		
	from Washington to past the post office	facing frontages on Main Street and especially		the west and south; proposed passageway under	additional ped-friendly improvements				
		on the plaza.	Private development adjacent to Adams St	McLoughlin Blvd connection Nature Area with			Establish a redevelopment ag		
	Adams Street: Adams St will be developed as a		should frame the street with active retail spaces	Riverfront Park			assume responsibility for coor		
	pedestrian green street; will be configured for	Buildings up to 4 stories in height.	or residences with front yards and stoops				development in South Downt		
	use by the farmer's market; private		directly adjacent to Adams.	Plaza: There will be a plaza at Main and Adams			and interfacing with intereste		
	redevelopment sites to north and south should	Rear facades of buildings adjacent to the light		with a view to the Willamette, a water feature,					
	contain active retail spaces or residences with	rail platform should be designed to minimize		terraced seating on the west, retail on the east,					
	front yards	blank walls or service entries and parking.		and Main St running through the center.					
	Main Street: Main Street redesigned to include								
	14-ft sidewalks, 11-ft travel lanes, and 10-ft								
	market/parking stalls								
1	······································								

	Financing/Funding	Transportation	Notes
	No financing identified for most capital	Eliminated layover function of downtown bus	
downtown	improvements.	transit center	
	p		
ace parking ratios of 2.5			
ommercial uses in			
king requirements for			
ow to be met through			
ation management and			
a public parking			
wntown, but only in			
lowntown business			
er a viable funding			
timated cost			
ved for visitors;			
phased out first.			
	Recommends an urban renewal planning	-	Plan and zoning requirements not yet
e.	process and advocacy for adoption of urban renewal as a means for funding portions of the	between the LRT station and plaza, so buildings must be designed carefully; Rear facades of	implemented. TSP requirements are; PWS mostly
	South Downtown Plan.	buildings next to station should minimize blank	mostly
	South Downtown Flan.	walls or service entries and parking; a crescent-	
	Establish a redevelopment agency that will	shaped sidewalk should be integrated into the	
	assume responsibility for coordinating	pedestrian connection; Lake Rd between Main	
	development in South Downtown, raising capital,		
	and interfacing with interested parties		
		Main Street remains open through the district,	
		but traffic is calmed, narrowing the street.	
		During events the plaza and a portion of Main St	
		are closed to vehicular traffic.	

#### **ATTACHMENT 2a**

#### CHAPTER 4 — LAND USE

- b. High Density Residential areas shall be located either adjacent to or within close proximity to the downtown or district shopping centers, employment concentrations and/or major transit centers or transfer areas.
- c. Access to High Density areas should be primarily by major or minor arterials.
- 6. High Density in Mixed Use Areas will be based on the following policies:
  - a. Within the Mixed Use Area designated on Map 7, a range of different uses including residential, commercial and office are allowed and encouraged. It is expected that redevelopment will be required to implement these policies, and that single structures containing different uses will be the predominant building type.
  - b. Commercial uses will be allowed at the ground floor level, and will be located relative to the downtown area so that pedestrian access between areas is convenient and continuous.
  - c. Office uses will be allowed at the ground and first floor levels.
  - d. High Density residential uses will be allowed on all levels. At least fifty (50) percent of the floor area within a project must be used for residential purposes.

- e. Within the Mixed Use Area, a residential density bonus of fifteen (15) percent over the allowable density may be granted in exchange for exceptional design quality or special project amenities.
- f. All parking must be contained within a project.
- 7. Town Center Areas will be designated based on the following policies:
  - Regional Plan Areas are those a. sites identified within the subareas depicted on the Subareas Map in the Town Center Master Plan as suitable for redevelopment. Within the Town Center areas designated on Map 7, mixed use development combining residential high density housing with retail, service commercial, and/or offices is encouraged. This is intended to foster a Town Center environment in accordance with the Town Center Master Plan.
  - b. A mixed use zone will be applied to designated Town Center Areas as an interim tool to implement the Town Center Master Plan.
  - c. The Downtown and Riverfront Land Use Framework Plan and specific implementing zones shall replace the Mixed Use Zone for Subarea 1 of the Town Center Master Plan. Specific ratios of retail and office to residential shall

be specified by the interim Mixed Use Zone.

- d. Outside of the Downtown and Riverfront Land Use Framework Plan area, the Residential-Office-Commercial (R-O-C) Zone is the most appropriate zone for the Town Center Area.
- e. The Town Center Area shall be served by multimodal transportation options; therefore, on-street parking, shared parking, and enclosed parking are the most appropriate parking options in the Town Center Area. Off-street surface parking is to be discouraged.
- f. A variety of higher density housing is desired in a designated Town Center Area, and the City shall work cooperatively with the private sector to provide a diverse range of affordable housing.
- g. Residential densities in the Downtown Residential Transition Area are in the range of 10 to 40 units per net acre, and 40+ units per acre outside of the Transition Area. Residential densities in the portion of the Town Center outside of Downtown are in the range of 25 to 50 units per net acre.

#### OBJECTIVE #3 — RESIDENTIAL LAND USE: DESIGN

To encourage a desirable living environment by allowing flexibility in design, minimizing the impact of new construction on existing development, and assuring that natural open spaces and developed recreational areas are provided whenever feasible.

#### Planning Concepts

Residential design policies are intended to ensure a high quality of environmental design, a flexible design approach, and a smooth integration of new development into existing neighborhoods. Density bonuses and transfers will be encouraged so that full development potential on individual parcels may be realized. Transition policies will be applied to reduce any negative impacts of development on adjacent uses. The transition policies will have little or no effect on the number of new units calculated in Table 2.

#### Policies **Policies**

- 1. New multifamily development projects will take measures to reduce potentially negative impacts on existing, adjacent single-family development and adjacent lower-density zones. Such measures may include reduced maximum heights, increased setbacks for large façades, building size limitations, and other design features to maintain privacy of nearby properties.
- 2. In all Planned Unit Developments, a density bonus up twenty percent (20%) over the allowable density may be

#### ATTACHMENT 2b

#### CHAPTER 4 — LAND USE

#### Planning Concepts

Street and highway oriented commercial centers are important for providing goods or services to people generally traveling through the City or to nearby neighborhoods. These centers are normally oriented around the interchanges of freeways and expressways, the intersections of major and/or minor arterials, and in strip developments along major or minor arterials. These uses tend to bring outside dollars into the community. Buffering measures are necessary to protect adjacent residential areas.

#### Policies

- 1. Expansion of existing highway oriented centers must provide adequate buffers for adjacent residential areas.
- 2. Access to highway oriented centers may not be by way of collector or less status streets serving residential areas.
- 3. Development and signage orientation, design, and lighting shall not produce adverse impacts upon adjacent residential areas.
- 4. Highway oriented commercial centers should locate at freeway interchanges or major arterial intersections instead of in strip development patterns.
- 5. Strip development patterns may be continued in areas already developed as such if adequate site development design, access coordination, and buffering measures are provided.

#### OBJECTIVE #12 — TOWN CENTER

To emphasize downtown Milwaukie and the expanded city center as a Town Center with the major concentration of mixed use and high density housing, office, and service uses in the City.

#### Planning Concepts

Downtown Milwaukie is designated by Metro as a Town Center typified by a mix of residential and commercial uses.

The future role for the downtown as a Town Center will revitalize the area as a focus of community identity and pride. The community also realizes the potential for waterfront development as a downtown focal point for enhancing existing and attracting new businesses and residential development within the Town Center.

The following policies are derived in part from policies recommended in the Town Center Master Plan and the Downtown and Riverfront Land Use Framework Plan.

#### **Policies**

- Downtown Milwaukie, and specifically those lands designated as Town Center on Map 7, will be considered a Town Center, serving area-wide needs as well as the needs of local residents.
- 2. Through adoption of the Downtown and Riverfront Land Use Framework Plan, implementing zones and other measures, opportunity for mixed use development will be ensured to estab-

lish downtown Milwaukie as a Town Center.

- 3. The City will focus redevelopment efforts in the Town Center Area and on the waterfront. The City will develop improvement and management programs for the downtown and waterfront area. Various methods for local and outside funding, including grants and tax increment financing, will be explored for improvements deemed necessary such as parking, street lighting, landscaping, street furniture, paving and traffic management.
- 4. Downtown public improvements will be coordinated with private improvement efforts by local property owners, consistent with the Downtown and Riverfront Public Area Requirements. The aim of all public improvements will be to stimulate and support private investments in the area.
- 5. In its planning for downtown, the City will establish location(s) for major public transit stations or interchange facilities. The City will continue to work closely with Metro and Tri-Met in planning for transit improvements (see Transportation Element and Downtown and Riverfront Public Area Requirements).

#### OBJECTIVE #13 — MCLOUGHLIN BOULEVARD

To provide for limited highway service uses along McLoughlin Boulevard while improving the visual and pedestrian-oriented linkages between downtown and the Willamette River, and making McLoughlin Blvd. more attractive.

#### Planning Concepts

The highway service uses currently located along McLoughlin Boulevard through downtown are service oriented rather than retail shopping in that they are designed to serve the needs of people moving through the community rather than local residents. Numerous driveways and curb cuts allow traffic turning movements which contribute to congestion along the highway. Both sides of McLoughlin Boulevard lack aesthetic treatment and pedestrian facilities resulting in a visual, functional and psychological barrier between downtown and the Willamette River. Future transportation improvements along the McLoughlin corridor may provide an opportunity to reduce these barriers.

#### **Policies**

- 1. The City will work with the Oregon Department of Transportation (ODOT) and Metro during their transportation planning programs to identify appropriate land uses and access arrangements along McLoughlin Boulevard. The City will integrate its own downtown improvement plans and waterfront plans with these regional transportation planning programs (see Transportation Element).
- 2. The opportunity will be taken during any improvement or modification of the McLoughlin corridor to create new and more efficient vehicular access to

#### ATTACHMENT 3

#### Milwaukie Vision Statement

In the year 2015, Milwaukie is known as a friendly, full-service city where people want to live and visit. A legacy of established neighborhoods and a street grid system define Milwaukie as part of the region's inner core. The City has successfully transitioned to an urban character. This is a safe community where cultural and business diversity flourishes.

**Milwaukie's Expanded City Center** extends from the upland geography near 37th Avenue to the shoreline of the Willamette River. A larger-scale complex of housing units and medical facilities, linked by pedestrian networks, anchors this eastern edge. Typical commercial design for Milwaukie's Expanded City Center emphasizes retail on the first floor and office and/or residential on second or third floors. Parking is underground or in structures, which accommodates the pedestrian-oriented atmosphere.

With the return of public rail transit to Milwaukie, the Expanded City Center has taken on a bold look, with mixed office, commercial, and residential activity. People enjoy spending time in Milwaukie, strolling along the revitalized riverfront and taking advantage of a variety of options. Cultural events attract people from the region. The many public spaces are well used. Commercial activity mixes with residential use for people who now call city center "home." Transit options and commercial places keep the Expanded City Center alive after five o'clock. People feel secure and are surrounded with the positive energy that public places can provide.

Milwaukie's stable neighborhoods offer diversity in housing. These neighborhoods are linked through safe and attractive pedestrian and bicycle access. Because of the security and peace of its living areas, residents feel encouraged to be involved in neighborhood activities. Neighborhood associations participate with local governments in prioritizing services and needs. New housing areas are well-designed and blend into existing neighborhoods. Schools form a nucleus for neighborhood interest. Small commercial centers form a focus for public interaction in each of the neighborhoods. People watch out for one another. With a diverse range of economic options, including home-based employment, people of many social and cultural backgrounds find Milwaukie a good place to work. New technologies continue to evolve in Milwaukie, especially in industrial areas. New business opportunities are expanded throughout the revitalized City.

Aggressive pursuit of transportation plan objectives have overcome barriers for vehicular travel and have created stronger eastwest street connectors. Existing grid patterns carry many modes of transport. With new trails, sidewalks, bike lanes, and streets in place, Milwaukie is known as a community that is pedestrian-oriented with a city center that uses the human scale in its development designs. Good bus transit offers the option of getting to jobs in the City's commercial or industrial areas. Transportation facilities allow for freight movement on Highway 224 without adversely affecting the rest of the City. The small station for the regional high-speed rail line is integrated with the City's second light rail station at the eastern end of the Expanded City Center.

**People recognize that they are entering Milwaukie** by the treelined corridors. A network of pathways, parks, wetlands, and open spaces allow interaction between individual sections of the city and its neighborhoods. Johnson Creek is restored to a pristine urban stream, and its streambanks offer people and wildlife a natural refuge. An enhanced Kellogg Lake and the riverfront serve as a focal point for the City's park network.

A renaissance of urban design is resulting in a rebuilt physical environment that is timeless and serves economic needs. Milwaukie's residents carry a sense of pride of place, best symbolized by how the City has designed and taken care of its rebuilt city center, neighborhoods, and its open space areas.

# **1.5 Our Guiding Principles - A Touchstone**

n 1999, the City of Milwaukie began a process to develop its vision of the downtown and riverfront. Throughout this community effort, the Framework was developed in accordance with and responded to the following guiding principles:

#### Creating a livable community:

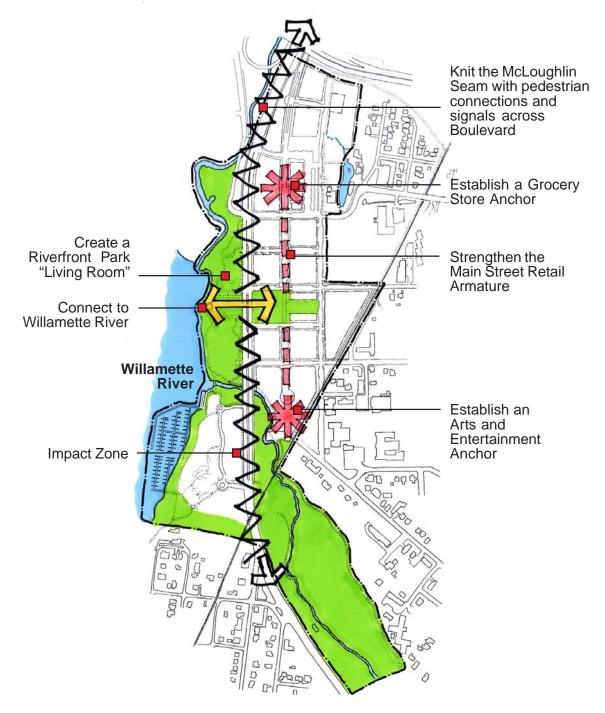
- Provide for residents, workers and visitors alike.
- Provide for people of all ages, cultures, ethnic groups and incomes.
- Provide cultural arts and entertainment facilities.
- Provide significant open spaces and connections to the riverfront.
- Provide for specific "programmatic" requirements, such as parking or visibility from major roadways.

#### Ensuring economic success:

- Efficiently maximize current investment in infrastructure.
- Spur further private investment.
- Recognize and respond to the current marketplace.
- Establish a strategy for capturing unrealized market niches.
- Complement, protect and promote the continued growth and vitality of current businesses.



## **1.6 Fundamental Concepts Map**





# **1.7 Fundamental Concepts**

#### **Anchors and Attractors**

The keystone to building a successful downtown is to build upon existing resources - the quality stores and offices that we already have - and supplement these with anchors and attractors places used by hundreds of people on a daily basis. A grocery store, for example, will generate considerable foot traffic, which will in turn provide additional customers for downtown businesses.

The framework includes key elements which will be necessary to achieve these goals. New "anchor" uses are as follows:

- Bus transit center.
- Grocery store across Main Street from the transit center.
- Arts, entertainment and office "campus" of buildings at the southern end of Main Street, including a graphics-oriented higher education facility.

#### The Main Street "Retail Armature"

Reactivating Main Street is a major focus re-establishing and strengthening a lively storefront retail character with a pedestrian emphasis and 24-hour use.

The framework establishes an environment in which people can shop, work, live and socialize along Main Street. It addresses and repairs the fundamental problems that have drained downtown of its vitality. The Framework suggests adding to or filling in blocks with new uses and in some instances tearing down buildings and starting over again. In the four blocks between these two anchors, the fabric of ground floor retail establishments will create a lively flow of pedestrian activity. The Main Street retail armature ensures that a healthy retail street includes:

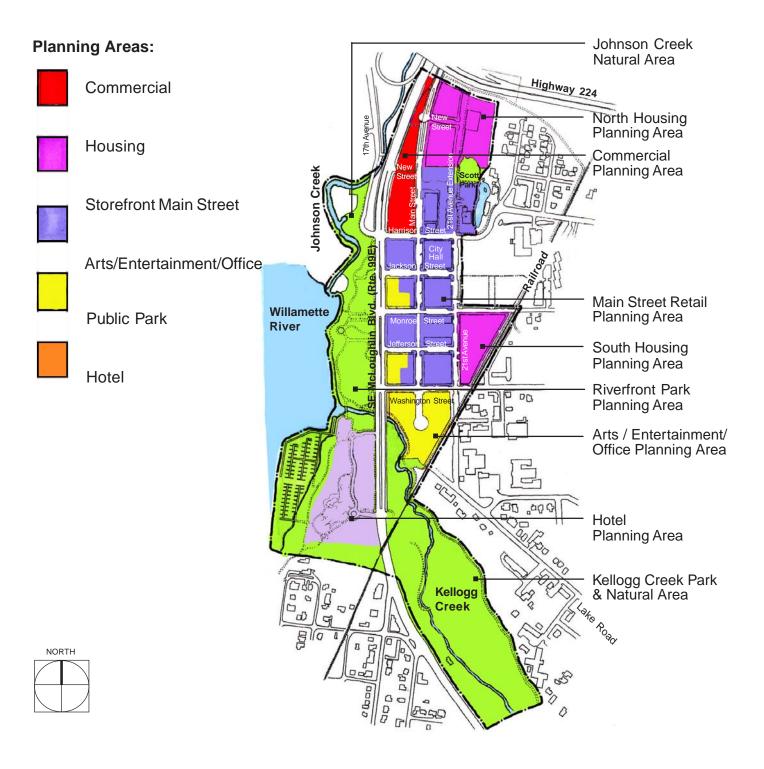
- Retail on both sides of the street.
- Continuous retail facades with no interruptions.
- On-street parking in front of retail.
- Anchor retail at both ends of Main Street.
- Retail on all four corners of intersections.
- A pedestrian loop.
- Safe, signalized pedestrian crossings.
- Pedestrian-friendly amenities wide sidewalks, landscaping, benches.

This north-south flow of activity will be further enlivened where it intersects with the new Main Street Plaza - in the block between Monroe and Jefferson Streets and leading directly to the Willamette River and the new Riverfront Park.

#### **Connecting to the River**

The new Riverfront Park will be the location for special events such as "Festival Daze," holiday celebrations and community assemblies. At its southern end will be a new hotel, adjacent to the new public marina and rowing facility.

# 1.8 Land Use Framework



# **1.9 Key Land Use Features**

#### Revitalizing Main Street and downtown:

- Main Street improvements shops, services, and family wage jobs
- Save Landmarks to preserve history and heritage
- New Grocery Store to anchor Main Street
- New Tri-Met Bus Transit Center
- New Arts and Entertainment Campus

#### Reconnecting to the River:

- New McLoughlin Bridge to knit the seam between the downtown and the river
- New Riverfront Park the City's living room
- New Public Marina and restaurant
- New Riverfront hotel to replace the water treatment plant

#### **Restoring Natural Areas and Parks:**

- Downtown stream divert a portion of Spring Creek into downtown park
- Restore Spring Creek
- Restore Johnson Creek
- Restore Kellogg Creek

#### **Providing Quality Housing:**

- To the North, townhomes and apartments engaging new parks, near Spring Creek and trail to Spring Water Corridor
- To the South, townhomes and apartments along landscaped creek and Rail Trail.



**Revitalizing Main Street** 



Reconnecting to the River



Restoring Natural Areas - Spring Creek



Providing Quality Housing

## **1.10 Land Use Descriptions**

Downtown Milwaukie includes six established and emerging planning areas, each with distinctive physical characteristics and varying uses. While they share a singular overall area - the downtown of Milwaukie - they serve various social, cultural, and economic roles. The goal of the Downtown and Riverfront Plan is to secure a future which binds all of these existing and potential areas into a coherent downtown while enabling each individual area to maintain or develop a distinctive identity.



**Bus Transit Center** 



Storefront Main Street



Apartments - North Housing

## 1.11 Housing North Area



City of Milwaukie, Oregon

### Land Use Framework

## 1.12 Housing South Area



#### **Character:**

Multiple-family residence types: rental apartments or condominiums.

Approximate Area: 2 acres Proposed Use: 200 units (target)



#### **Character:**

One block deep along Main Street, and including parking areas behind buildings. Retail uses at ground floor and second floor, and mixed uses of office and residential above. Maintains pedestrian orientation throughout.

#### Approximate Area: 8.5 acres Proposed Use:

retail: 115,000 SF (target) office: 75,000 SF (target) residential: 150 units (target) theater: 25,000 SF

## 1.14 Arts/Entertainment/Office Area



#### **Character:**

Envisioned as a campus to anchor the Main Street retail armature. The area will be highly visible from McLoughlin Boulevard, and buildings will address Washington Street. To the south, the campus will be adjacent to the park at Kellogg Creek.

Approximate Area:	5 acres
Proposed Use:	Retail 50,000 SF (target)
-	Office 100,000 SF (target)