
Connected Community

Draft Background Paper

Updated 3-08-12



2035 Vision for a Connected Community

We have safe, efficient and convenient transportation choices. There are frequent and reliable public transportation options that make it easy to move around our city and the region. Pathways, sidewalks, roadways and bike routes encourage residents of all neighborhoods to walk and bike safely.

Existing

Goal

Lake Oswego's 1994 Comprehensive Plan identifies one goal for transportation:

1. The City shall develop a street system to address the mobility needs of residents for all modes of transportation.

Introduction

The Connected Community Action Area will set direction for how the City should provide opportunities for connecting people to places safely and reliably with different options for different needs and desires.

Lake Oswego is completing a full update of its' Comprehensive Plan, which includes updating the City's Transportation System Plan, in accordance with State of Oregon Periodic Review regulations. Early consideration of strategic questions will shape and inform the update process.

The purpose of this report is to provide background information to help develop a decision-making framework and transportation strategy for the next twenty years. The report summarizes existing conditions, state and regional influences. The report also outlines existing transportation goals, policy questions and potential changes for consideration during the Comprehensive Plan update process.

People, Places and Prosperity

The focus of this update is on "planning for people, places, and prosperity". As the City develops key elements of the Comprehensive Plan update, sustainability – defined for Lake Oswego as meeting the vital human needs of the present without compromising our ability to meet future needs – provides an important framework for conceptualization. Planning in a sustainable way means looking at the community as an interrelated system that includes places around us (the natural and built environment), people (that live and work here), and prosperity (of the local economy) that supports society's needs. Examples of how transportation supports a sustainable Lake Oswego are listed below.

Providing People with: (1) an inter-connected multimodal transportation network that increases accessibility to jobs, schools, services, and other destinations for residents of all ages and abilities; (2) well-designed streets and paths that encourage walking and bicycling; and, (3) transportation options that promote active lifestyles and community health in every neighborhood.

Equipping Places with: (1) streets designed and landscaped to reinforce the character of a neighborhood and create a sense of place; and (2) streets, paths, transit routes, and freight facilities that provide safe, convenient, and attractive connections between neighborhoods, districts, and surrounding communities.

Promoting Prosperity by: (1) keeping commuting costs, congestion, and associated environmental impacts low; (2) optimizing the life and utility of existing facilities; (3) creatively repurposing public rights-of-way to better meet the evolving travel needs of neighborhoods and retail / entertainment / employment districts; and, (4) providing safe, reliable facilities for freight vehicles (trucks and rail) to support a vital and vibrant economy.

Existing Conditions

Lake Oswego's challenge for transportation in the ensuing years will be similar to that of the rest of the Metropolitan region: to manage ever increasing automobile traffic with increasingly scarce financial resources, encourage use of alternative modes, and maintain neighborhood livability. The following section highlights existing transportation conditions in Lake Oswego that may influence policies adopted in the Comprehensive Plan update.

Roadway Network

The approximately 175 miles of roadways in the Lake Oswego Urban Service Boundary (USB) are owned and maintained by one of five entities: the City of Lake Oswego, Clackamas County (25 miles), Multnomah County (1 mile), ODOT (2.5 miles of Highway 43 and Bangy Road), and private landowners. The primary challenges facing Lake Oswego's roadway network are (1) serving increasing vehicle volumes, (2) improving network connectivity to avoid over-reliance on individual facilities, and (3) maintaining mobility while preserving neighborhood livability.

In most cases, a reduction in vehicle trip demand of 20-40% is required to keep several of the main roadway segments operating under capacity in 2015, without roadway widening improvements. As a result, these areas are potential priorities for operational improvements and/or continued transportation demand management efforts.

Pedestrian and Bicycle facilities

The type and quality of pedestrian and bicycle facilities vary greatly from one area of Lake Oswego to another and from one roadway to another. Hilly terrain and particular neighborhood character make improvements in some areas more difficult. In downtown Lake Oswego and newer residential

developments, sidewalks are provided on one or both sides of the street. In other areas, sidewalks are not provided or are in short, discontinuous segments. Bike lanes or adjacent multi-use paths are present on several arterials and major collectors. In many neighborhood areas, pedestrians and cyclists must rely on paved shoulders and/or sharing the travel lane with vehicles.

Many improvements are needed to provide safe, convenient routes and promote walking and bicycling. The TSP generally endorses creating new connections for bicycles and pedestrians that shorten trip-lengths and encourage alternate mode use. Clackamas County is currently evaluating options for improving bicycle facilities on Highway 43 between downtown Lake Oswego and Portland. Other major pedestrian and bicycle connectivity improvements that have been considered include using the proposed streetcar corridor as a shared-use path and/or improving the railroad bridge from downtown Lake Oswego to provide a non-motorized connection to the east side of Willamette River.

Public Transit

Five routes provide service within the City:

- Route 35, Macadam, provides weekday, evening, and weekend service along Highway 43 between Portland and Oregon City.
- Route 36, South Shore, provides weekday service between the Tualatin park and Ride and the Lake Oswego Transit Center through the southern half of Lake Oswego,
- Route 37, North Shore, provides weekday service between the Tualatin park and Ride and the Lake Oswego Transit Center via the Waluga Triangle and the north side of Oswego Lake,
- Route 38, Boones Ferry Road, provides weekday service between Tualatin and downtown Portland via 72nd Avenue in Tigard, Kruse Way, and the Mountain Park area,
- Route 78, Beaverton-Lake Oswego, provides weekday, evening, and weekend service between these two cities via Washington Square, downtown Tigard, and PCC-Sylvania.

TriMet is presently considering reductions to services on Route 36 and Route 38 due to anticipated 2012 budget cuts. All Tri-Met buses serving Lake Oswego are equipped with bicycle racks and wheelchair lifts. Major transfer points in or near the City consist of the Lake Oswego Transit Center on 4th Street between “A” and “B” Avenues, the Tualatin Park-and-Ride on the west side of the I-5/Boones Ferry Road interchange, and the Portland Community College Sylvania Campus. The 1997 City TSP proposes four local circulator bus routes to supplement fixed-route service and recommends two new park-and-ride facilities in the Kruse Woods area and in downtown Lake Oswego, as well as a new transit center at Kruse Woods.

Lake Oswego Streetcar

The Jefferson Street Rail Line runs north/south along the west bank of the Willamette River between Portland and Lake Oswego. In 1988, the City of Lake Oswego joined a consortium of governments (City of Portland, Metro, Tri-Met, Multnomah and Clackamas Counties) to purchase the Jefferson Street Rail Line in order to preserve right-of-way for potential future rail transit. Since then, the City has leased the line from the consortium and contracted to provide Willamette Shores Trolley service to Portland.

The consortium evaluated a range of high capacity transit options on the corridor to alleviate congestion on Highway 43 and identified extension of the Portland streetcar system as the preferred alternative. In April 2011, the Lake Oswego City Council passed Resolution 11-19, which supported the streetcar project, conditioned upon additional studies of the streetcar proposal and completion of a framework plan for redeveloping the city's Foothills district. In January 2012, the Council voted to repeal Resolution 11-19. Currently, the City has suspended streetcar plans, but hopes to retain the rail right-of-way for future use.

SW Commuter Rail

The Portland and Western (P & W) railroad crosses the Willamette River north of downtown and travels east/west through Lake Oswego along the northern edge of Oswego Lake. The railroad typically serves two freight trains a day. The Oregon Rail Plan identifies the P&W line as a potential future passenger or commuter rail corridor connecting McMinnville to Portland. The 2008 *Feasibility Study for Development of an Improved Yamhill County Rail System for Passengers and Freight* evaluated the feasibility of two alternative commuter rail scenarios using the P&W line. The estimated 2028 ridership figures compare favorably with average daily boardings of other services in relative low-density travel corridors. However, the total capital costs of implementing either alternative were deemed unfeasible, due to the need to rehabilitate tracks and structures to accommodate modern passenger rail quality and safety standards. Passenger rail service on this corridor remains a long-term possibility, but is not currently being pursued.

Existing Local Plans

Neighborhood Plans

Currently there are 22 recognized neighborhood associations in the City. Eight of these neighborhoods (Evergreen, First Addition/Forest Hills, Lake Forest, Lake Grove, Old Town, Glenmorrie, Palisades, Waluga) have neighborhood plans that were adopted by the City into the Comprehensive Plan. The reoccurring themes in these adopted plans are the desire for:

- Safety for pedestrians and cyclists
- Slower traffic through the neighborhoods
- Elimination of cut through traffic
- Adequate parking
- Flexible street design standards that enhance the character of the neighborhood
- Street trees (the right kind in the right place)
- Better transit access

Lake Grove Village Center Plan

The Lake Grove area is designated as Town Center on the Metro 2040 Concept Plan map and plan for the area, The Lake Grove Village Center Plan, was adopted in 2008. The Lake Grove Village Center Plan

is intended to help transform Lake Grove from a commercial strip into a mixed-use pedestrian friendly center. Transportation related projects identified in the Lake Grove Village Center Plan include:

- Reconstruction of Boones Ferry Road from Madrona to Kruse Way with two travel lanes in each direction, bike lanes, new sidewalks, a center median that functions as a green street feature, U-turns at signalized intersections, three new signalized intersections, and three new pedestrian crosswalks.
- A woonerf-type festival street on Hallmark from Douglas to Mercantile.
- Pedestrian sidewalk and pathway improvements (on-street) in numerous locations including: Kruse Way, Galewood/Quarry, Douglas Way, Lanewood, Quarry, Oakridge, Reese, Lake Grove Ave., Bryant, and Madrona.
- Pedestrian pathway improvements (off-street) in numerous locations including:
 - Between Lake Grove Ave. and Lanewood;
 - Kruse Way to Galewood;
 - Harvey Way to Mercantile;
 - Collins Way to Hallmark;
 - Douglas Way to the Lake Grove Elementary School;
 - Lake Grove Elementary School to Boones Ferry; and
 - Oak Ridge to Boones Ferry.
- Bike facilities along Boones Ferry, Kruse Way, Quarry, and Bryant.
- Five new bus shelters on Boones Ferry.
- Three new public parking facilities.

The Boones Ferry Refinement Plan was completed in August of 2011. The City is in the process of adopting plan and code amendments to implement the refinement plan.

In October of 2011, the City initiated a study to develop a financing strategy for the projects listed in the Lake Grove Village Center Plan. The cost of all of the projects is estimated to be over \$40 million with approximately \$28 million for the Boones Ferry project alone. The City Council is expected to adopt an overall framework for financing in the spring of 2012. A key component of the preliminary financing strategy is the creation of an urban renewal district.

West Lake Grove Design District Summary

The West Lake Grove Design District was adopted in 1999. The district was codified through a set of special zones and new development standards for the area. The development standards specify a number of transportation related improvements within the area. These include:

- The extension of West Sunset Drive from Boones Ferry to Upper Drive.
- The reconfiguration of the Upper Drive Boones Ferry intersection to allow only northbound right turns.
- On-street parking along West Sunset on both sides of Boones Ferry.

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- Four-legged intersections at the Boones Ferry/Washington Court and Boones Ferry/Madrona intersections to provide for direct access to commercial driveways on the south side of Boones Ferry.
 - Driveway/alleyway connections between commercial properties.

Lake Oswego Redevelopment Agency East End Redevelopment Plan

The Lake Oswego Redevelopment Agency (LORA) is the City's urban renewal agency, formed in 1979 to revitalize a defined urban renewal district in the downtown area of Lake Oswego. Using tax increment financing and other public financing programs, LORA invests in projects and programs that enhance the business environment and stimulate private investment. As described in the 2004 East End Redevelopment Plan Update, LORA invests in a variety of projects, including public parks, trails and plazas, streetscape improvements, façade grants to improve existing commercial properties, and partnerships to facilitate and support private development of vibrant mixed-use projects.

LORA has a several street projects that are slated as high priority projects:

- **Street Improvements on Second, Third and Fourth Streets** The project is to provide pedestrian amenities, parking bays and circulation improvements on the streets between A and B Avenues.
- **B Avenue – Village Anchor Street** Pedestrian friendly enhancements with wider sidewalks and landscaping separating the pedestrians from the auto traffic.
- **A Avenue Extension** Pedestrian-friendly enhancements from 4th Street to 6th Street within the right-of-way on A Avenue would be coordinated with adjacent redevelopment of Block 45.
- **State Street Pedestrian/Bikeway Improvements** Improvements within the right-of-way on State Street between B Avenue and Ladd Street to the south urban renewal boundary would create a "Park Avenue" pedestrian and bike-friendly street.

Downtown Lake Oswego Parking Study

In 2010 the City worked with a consultant to create the *Downtown Lake Oswego Parking Study*. The City engaged the study with the purpose of establishing an objective understanding of the current dynamics of parking in the downtown and adjacent development areas. There was also interest in using that understanding to review, refine and recommend potential revisions to both parking policy and the development code. Finally, new parking strategies and management planning are desired to assure that the existing parking system is coordinated using best practices that lead to greater efficiency of the parking supply and anticipate/accommodate new growth in the downtown.

The study area centers on the commercial heart of the downtown. The area's outlying boundaries extend to 6th Street on the west, State Street on the east, Lake Bay on the south and on the north C Street between 1st and 5th and D Street between 1st and State. An additional portion of the study zone extends south along State Street to Oswego Village shopping center incorporating the businesses

that front along the corridor. The study zone is nearly wholly contained in the city's Urban Renewal Area.

There are twenty-five strategy recommendations outlined in the report which are prioritized. Four of the "immediate" strategies are currently being implemented. The rest of the priority strategies will not be implemented until the 85% target is met (see below).

1. Adopt the 85% Rule to facilitate/direct parking management strategies.

The 85% Rule is a measure of parking utilization that acts as a benchmark against which parking management decisions are based. Within the parking industry, it is assumed that when an inventory of parking exceeds 85% occupancy in the peak hour, the supply becomes constrained and may not provide full and convenient access to its intended user. Once a supply of parking routinely exceeds 85% occupancy in the peak hour, the 85% Rule would require that parking management strategies be evaluated and/or implemented to bring peak hour occupancies to a level below 85% to assure intended uses are conveniently accommodated.

2. Simplify parking standards for new commercial and residential development in the downtown.
3. Evaluate and develop restrictions on new surface parking lot development within Zones A & B.
4. Evaluate and develop a fee-in-lieu option for new parking development in the downtown.

Foothills Studies

The Foothills District is envisioned as Lake Oswego's next great neighborhood. The 107 acre district sits between downtown Lake Oswego and the Willamette River, and provides a unique opportunity to connect downtown with its public waterfront – Foothills Park, Roehr Park, and Tryon Cove. Over time, the district can be redeveloped in a manner that retains Lake Oswego's unique character and is complementary to its emerging Downtown.

In November 2011 the City Council adopted the framework plan, however now that the streetcar project has been put on hold indefinitely it is not clear as to what elements of the plan will be implemented. The developer is current re-evaluating the viability of the project.

Lake Oswego Greenhouse Gas Inventory

The report is a *consumption-based* community greenhouse gas (GHG) inventory and identifies climate opportunities for the City. The emissions documented are associated with consumption by Lake Oswego households and consumers. The GHG inventory was conducted to establish the baseline carbon footprint of the community as a whole in order to discover the highest leverage areas for change and plan both short- and long-term GHG reductions.

While GHG emissions from transportation are not the largest component of the community carbon footprint, state and regional efforts in this area are based on legislation and regulation. The state and

regional goals related to local passenger transportation will help ground the recommendations for action at the local level.

Reduction in transportation-related greenhouse gas emissions can only be achieved by reducing Lake Oswegans' dependence on fossil fuels and the automobile. The following are key findings from the 2012 *Lake Oswego Greenhouse Gas Inventory* that aim to reduce transportation-related greenhouse gas emissions.

Roads: Freeway and arterial capacity; traffic management strategies (such as signal synchronization).

Pricing: Gas tax, road user fee, pay-as-you-drive insurance, carbon tax.

Marketing and Incentives: Individualized marketing, employer commute programs; car-sharing.

Fleet and Technology: Fleet mix (cars vs. light trucks/SUVs); electric vehicle and hybrid market share.

Community Design: Complete neighborhoods and mixed-use areas; bicycle travel; parking.

The many individual tactics range from "hard" measures, such as new infrastructure or vehicles, to "soft" ones that require education, participation and buy-in of the public, often as private individuals or businesses.

Trails and Pathways Master Plan

The Trails and Pathways Master Plan was adopted by the City Council in 2003, however the corresponding map that identifies the location of the trails and pathways was not. The plan presents a vision for a network of multi-use paths intended to improve commuting and recreational access over a time horizon of 50-100 years. It explores a trail hierarchy that would improve connectivity between local, community and regional trails. The plan recommends a network of trails and pathways that connect to every school, park, community center, business district, library, and natural resource. It connects to Lake Oswego's neighbors: West Linn, Portland, Tigard, Tualatin, and Milwaukie. It serves multiple users, and improves access for residents of varying physical capabilities, ages, and skill levels. The excerpts that follow contain relevant transportation policies that were highlighted in the Plan.

Develop new facilities: New facility provisions are needed for regional trails, community connector pathway corridors, local parks, and to connect residential and commercial areas if:

- there are no existing facilities;
- facilities currently only serve one user group but are intended to serve multiple user groups;
- in parks, no ADA compliant facilities are available.

Upgrade existing facilities: Facilities will need to be upgraded if they currently support multiple uses but are not constructed to Federal and State standards, have obstructions, or are in poor condition.

Water Way Trails: Lake Oswego has a number of navigable waterways that are adjacent to or run through the city limits, which are ideal for non-motorized aquatic recreation (i.e., canoeing and kayaking).

- Should the public obtain access to Oswego Lake, the City should develop a public waterway trail linking Millennium Park Plaza, the South Shore Natural Area, the Lake Grove Swim Park, and Oswego Canal.
- Launches for small non-motorized watercraft should be provided in parks and public spaces that are adjacent to the Willamette and Tualatin Rivers and Oswego Canal. Launches on Oswego Lake should be considered if the public is allowed access in the future

Trailheads: Good access to the pathway and trail system is a key element to its future success. Trailheads (formalized parking areas) serve the local and regional population arriving to the pathway and trail system by car. The Plan identifies a series of trailhead locations, all in conjunction with major parks. Trailheads provide essential access to the trail and pathway system and provide amenities like parking, restrooms, and signage for trail users.

Safe Routes to School: Nationwide, communities are developing programs to improve the safety and ability of children to bicycle and walk to school. Federal money may be available in the future for projects that improve direct access to schools. This Plan includes a trail or pathway connection to every school in Lake Oswego. Complementary to that would be the development of a local safe routes to school program.

State and Regional Policy Context

Lake Oswego's transportation network and policy is influenced by multiple policies, plans, and regulations at the state and regional level. This section provides a summary of these policies and their impact on the Lake Oswego transportation system.

Oregon Transportation Plan

The Oregon Transportation Plan (OTP), adopted in 2006, is the state's long-range multimodal transportation plan. The OTP and associated modal plans (Aviation System Plan, Bicycle and Pedestrian Plan, Highway Plan, Public Transportation Plan, Rail Plan, Transportation Safety Action Plan) provide the overarching policy framework that guides development of the state transportation system. The OTP considers all state, regional, and local public and private transportation facilities as a single system and addresses the future needs of Oregon's airports, bicycle and pedestrian facilities, highways and roadways, pipelines, ports and waterway facilities, public transportation, and railroads through 2030. The OTP establishes goals, policies, strategies, and initiatives that address the core challenges and opportunities facing Oregon.

Although the Plan does not identify specific needs within the City of Lake Oswego or identify specific projects for development, it provides performance standards for the transportation network and the

framework for prioritizing transportation improvements based on varied future revenue conditions. This framework calls for creation of a balanced, multimodal transportation system and expansion of ODOT's role in funding non-highway investments. It also emphasizes maintaining assets in place, optimizing existing system performance through technology and better system integration, creating sustainable funding, and investing in strategic capacity enhancements.

Oregon Transportation Planning Rule

Statewide Planning Goal 12 requires cities and counties to develop a transportation plan that considers the following modes of travel: air, bicycle, highway, mass transit, pedestrian, pipeline / transmission, rail, and water, based on an assessment of local, regional, and state needs. The Transportation Planning Rule (TPR), OAR 660-12, adopted in 1991, requires local jurisdictions to prepare and adopt a Transportation System Plan (TSP), specifying measurable objectives for:

- holding constant vehicle miles traveled (VMT) for 10 years following adoption of the TSP;
- reducing VMT by 10% within 20 years of the TSP;
- reducing VMT by 20% within 30 years of the TSP;
- increasing the modal share of non-auto trips;
- increasing average auto occupancy; and,
- decreasing the number or length of automobile trips per capita due to demand management programs, rearrangement of land uses, or other means.

The TPR also requires that certain features appear in local jurisdiction zoning and subdivision codes with respect to parking, building orientation, street design, transit accommodations, and bicycle and pedestrian facilities.

The current Lake Oswego TSP was adopted in 1997. The TSP identifies specific changes to the Lake Oswego Comprehensive Plan, Zoning Code, and Subdivision Standards necessary to implement the TSP and to bring City code up to the standards of the TPR. The TSP also identifies 99 transportation improvement projects, totaling approximately \$55 million (not including improvements to the I-5/Kruse Way/Highway 217 interchange, estimated at \$67 million) to be implemented in Lake Oswego over 20 years. Nearly half of the proposed transportation improvement program costs were associated with roadway corridor and intersection improvement projects. Over one-third of the proposed costs were associated with transit projects, primarily long-term improvements to circulator bus routes, park and ride lots, and transit centers.

Multiple projects identified in the 1997 TSP have been constructed. The 2013 TSP will include a re-evaluation of the remaining projects contained in the 1997 TSP to determine whether or not they are needed/desired and will identify other needed and desired transportation improvements to a new horizon year of 2035.

Oregon Employee Commute Options (ECO) Rules

The Lake Oswego Comprehensive Plan and TSP Transportation Demand Management (TDM) Plan must be consistent with the TDM provisions in the Metro Regional Transportation Plan and the State

Employee Commute Option ruling. The Oregon Department of Environmental Quality’s ECO program (Oregon Administrative Rules Chapter 340, Division 30) is intended to help keep the Portland metropolitan area in compliance with federal ozone standards. The program requires businesses that employ more than 100 people at a work site to provide commute options to employees that will reduce automobile commute trips by 10% over a three year period and maintain the reduced rate throughout the life of the ozone maintenance plan.

Metro Regional 2040 Growth Concept

The 2040 Growth Concept is a long-range plan intended to guide growth and development of the Portland metropolitan region over 50 years. The 2040 Concept identifies ten urban design types that are the building blocks of the regional growth management strategy:

Main Streets have a traditional commercial identity but are on a small scale with a strong sense of the immediate neighborhood and good access to transit. The 2040 Concept identifies Boones Ferry Road in the Lake Grove area and “A” Avenue in downtown Lake Oswego as Main Streets. The concept emphasizes streetscape retrofits, street connectivity, transit, sidewalks, bicycle and trail connections along designated Main Streets to leverage higher density, mixed-use development and such transit investments as frequent bus, streetcar or, high-capacity transit. Main Streets should be optimized for pedestrians, bicycles, and transit users.

Town Centers are small areas (as little as ½ square mile) where there is a mix of housing and employment in a pedestrian- and transit-friendly environment. The 2040 Concept identifies two areas within Lake Oswego as Town Centers: the Lake Grove/Kruse Way area and downtown Lake Oswego. A Town Center is entitled to “primary” transit service, meaning service every 15 minutes all day. Town Centers are also intended to be no more than 10-minute transit travel time from the bus/rail, high-speed/high-frequency network serving long-distance trips across the region.

Corridors are major streets that are served extensively by transit and serve as key transportation routes for people and goods. The 2040 Concept identifies Boones Ferry Road and Country Club Road as potential corridors, which would justify transit service at 15-minute headways, all day.

Employment Areas are industrial and employment areas where freight access to the interstate system and interchange capacity are critical to help businesses and industry remain competitive. The 2040 Concept identifies large areas surrounding Kruse Way and I-5, as well as Boones Ferry Road (south of Lake Forest Blvd) as Employment Areas. In these areas, the Concept emphasizes strategically adding road capacity to arterials, building new street connections, providing access to support commercial delivery activities, and upgrading mainline and rail yard infrastructure.

Neighborhoods are areas where some redevelopment can occur on vacant or under-used land, but emphasis is likely on smaller single-family lots and mixed uses. All areas of Lake Oswego

that are not classified as one of the categories above or as parks and open space are designated as neighborhoods in the 2040 Concept.

Metro 2035 Regional Transportation Plan (RTP)

The 2035 RTP, adopted in June 2010, identifies the transportation policies, projects, and strategies needed to implement the 2040 Growth Concept, monitor system performance for all modes of travel, and begin addressing state greenhouse gas emissions reduction targets at the regional and local level. The RTP establishes a 45-55% non-drive alone modal target in Town centers, Main Streets, and Corridors and 40-45% non-drive alone target for other areas outside of downtown Portland. The RTP also establishes volume-to-capacity (v/c) ratio performance standards for roadways within the metropolitan area; however, the Oregon Transportation Commission (OTC) has indicated a desire for Metro to explore new, non-traditional mobility performance measures to guide future investment decisions. Over the next several years, Metro, the Oregon Department of Transportation (ODOT), and other regional partners will work together to update the regional mobility policy to better align with preferred RTP outcomes.

Regional High Capacity Transit System Plan

In July 2009, Metro adopted the Regional High Capacity Transit (HCT) System Plan. The HCT Plan identifies corridors where new HCT is desired over the next 30 years and prioritizes corridors for implementation, based on a set of evaluation criteria consistent with the goals of the RTP and 2040 Concept. The 2040 Concept and RTP identify Highway 43 from Portland to downtown Lake Oswego as a future commuter rail corridor and “High Capacity Transit Corridor under advancement”. The “29” corridor (each corridor is numbered in the HCT Plan) from the Washington Square Transit Center to Clackamas Town Center, via the existing freight railroad right-of-way through Lake Oswego, is identified as a “Next Phase Regional Priority Corridor” where HCT investment may be viable, if recommended planning and policy actions are implemented. Recommended actions include a broad corridor strategy that incorporates supportive land use and transit-oriented development, comprehensive parking programs, access systems for pedestrians and cyclists, park-and-ride lots, and feeder bus networks.

Clackamas County Transportation Plan

The current Lake Oswego Comprehensive Plan and TSP are consistent with the 2000 County Transportation System Plan and County Functional Classification Plan for arterials and major collectors. The Clackamas County TSP is currently being updated; these three planning update efforts should be coordinated to ensure complementary policies and priorities that support implementation.

Transportation Investments – Capital Improvement Plan

The Lake Oswego Transportation Capital Improvement Plan (CIP) forecasts the City's capital needs over a five-year period, based on various City-adopted long-range plans, goals, and policies. Capital projects are generally large-scale endeavors in terms of cost, size, and benefit to the community. The CIP aids the City in planning for land acquisition, construction, and major maintenance of transportation and other public facilities.

The proposed 2010/11–2014/15 CIP identifies more than \$59 million in funded investments, \$338.2 million in unfunded improvements for FY 2011-2015, and \$37 million in unfunded improvements for projects beyond FY 2014/15. To be eligible for inclusion in the CIP, a project must have a cost of at least \$10,000, have a useful life of more than three years, and result in the creation or revitalization of a capital asset. The adopted Lake Oswego budget for transportation projects in FY 2010/11 totals \$1.7 million.

At the regional level, the Metropolitan Transportation Improvement Program (MTIP) schedules and identifies funding sources for projects in the 2035 Regional Transportation Plan (see Table 2) to be built during a four-year period. The MTIP includes all federally funded transportation projects in the Portland Metropolitan area, including projects planned by TriMet, the Oregon Department of Transportation and local agencies receiving federal funds allocated by Metro. The document also describes how the projects included meet federal planning and programming regulations. Metro is required to prepare the MTIP document every two years. The MTIP is incorporated without change into the State TIP.

Emerging Issues and Trends

This section summarizes regional and national trends that influence the transportation network and policy in Lake Oswego.

Transportation Funding

Federal and state funding for transportation and other public infrastructure has remained relatively flat over the past 30 years, while infrastructure needs – particularly for operations and maintenance - have increased. As a result, traditional approaches to transportation financing are inadequate to build new infrastructure and accommodate growth, while limited resources must be prioritized to accomplish desired outcomes for the region. This trend has been particularly noticeable in Oregon since it cannot increase sales tax levies as a stop-gap measure to the decrease in federal funding. Instead, Oregon has focused on an increase in the state gas tax (House Bill 2001) and bonding against future state revenues, while local governments have increased property taxes, road maintenance fees, system development charges, and/or traffic impact fees.

Throughout the Portland metropolitan region, the primary sources of funding for transportation projects include:

Federal: Highway Trust Fund and subprograms, Transit Formula Funds, Transit Discretionary Funds

State: Statewide gas tax, vehicle registration fee, truck weight-mile tax

Local: Local portion of State Highway Trust Fund, local gas taxes, payroll tax, transit passenger fares, property taxes, local improvement districts, vehicle parking fees, street utility fees

Private: Development-based sources, system development charges, traffic impact fees, urban renewal funding, developer contributions

Climate/Air quality

In 2009, House Bill 2001 directed Metro to develop alternative “Climate Smart” land use and transportation scenarios designed to reduce GHG emissions from light duty vehicles. HB 2001 also called for Oregon’s Land Conservation and Development Commission (LCDC) to establish a specific metropolitan area target for transportation-related emissions and required Metro to adopt one scenario that meets state targets. It also requires local governments to adopt comprehensive plan and land use regulations consistent with the adopted scenario. A report on the Metro region scenarios is due to the Oregon Legislature by February 2012. Similarly, Senate Bill 1059 calls for a statewide GHG reduction strategy for light duty vehicle emissions and calls for the state to develop a toolkit of emission reduction strategies.

The Oregon Sustainable Transportation Institute (OSTI), a partnership between the Oregon Department of Transportation, Department of Land Conservation and Development, Department of Energy, and Department of Environmental Quality, is leading the effort to develop the toolkit and regional GHG performance targets. The toolkit will provide an online database with information about the effectiveness, cost, and benefits of various modeling tools, actions, and programs that local governments can use to reduce GHG emissions. Metro will adopt a “preferred” land use and transportation strategy in 2014.

Active Living

Encouraging active transportation is a vital strategy for achieving transportation, environmental, and public health goals in Lake Oswego. As previously discussed, the current type and quality of pedestrian and bicycle facilities widely varies across Lake Oswego and improvements are needed to increase the convenience and safety of these modes. The TSP and RTP list recommended facility improvements. In addition, Metro will begin developing an Active Transportation Plan (ATP) in early 2012. The Plan will engage the public and partners across the region to identify the region's principal active transportation network to increase and enhance opportunities for walking, riding a bike, and accessing public transportation. The Plan also will include a framework for implementation and funding priorities.

A successful active transportation network connects people to schools, work, essential services, and other destinations. It also provides a range of facilities that serve a variety of users, including children, seniors, confident pedestrians and cyclists, and “interested but concerned” residents. Two policies/programs used by many jurisdictions to achieve these goals are Safe Routes to School and Complete Streets:

Safe Routes to School (SRTS) is a federally funded program that creates partnerships between city and county agencies, community organizations, neighborhoods, and schools to create opportunities to make walking and biking to school and throughout the community fun, easy, safe, and healthy for all students and their families. The program provides expertise, resources, and program elements focused on the "5 E's" of Encouragement, Education, Enforcement, Engineering, and Evaluation.

Complete Streets are streets that are designed and operated to provide safe and convenient access for all users, including vehicles, pedestrians, bicyclists, transit users, children, seniors, and families. Complete streets make it easy for residents to walk to and from transit stops, bike or take the bus to work, cross the street, and walk or bike to local businesses. Developing complete streets generally requires transportation agencies to change their approach to building the transportation network; as a result, communities nationwide have adopted complete streets policies confirming that every transportation project will be designed as a complete street. The National Complete Streets Coalition maintains a library of these policies for jurisdictions to use as models.

What We've Heard

In the Values and Vision survey completed by 832 citizens in the summer of 2010:

- 50% responded that "light rail," "a local circulator bus" and the street to Portland would be the types of transportation that will best connect Lake Oswego to the region in the future.
- 66% of respondents thought they would be working from home in the future
- 61% thought they would be taking public transportation to work or school

When asked in 25 years, what three things do you believe will make it easier for you, and future generations to meet your daily needs without having to drive:

- 59 % chose "more goods and services within walking distance of home"
- 53% chose "better sidewalks/pathways and safer crosswalks"
- 47 % chose "better proximity to transit service"

Policy Questions for Initial Consideration

A list of questions with transportation policy implications has been developed for initial consideration by the Citizen Advisory Committee. Some of these questions may be refined and presented to others for consideration and input.

Given limited resources to fund transportation improvements, an increasing population, minimal desire to expand the Urban Growth Boundary, and the desire to maintain or increase mobility and accessibility for a diverse community...

-
- Shared use paths (paths separated from the street that are shared by bicyclists and pedestrians)?
 - Connections to transit stops?
 - Bike parking?
 - Other? _____

11. What improvements/policies are needed to create safe routes for Lake Oswego students to walk and/or bike to school?

12. How can we reduce the impact of the transportation system on environmental resources (air, noise, habitat, stormwater, agricultural)?

13. What innovative approaches could be used to fund transportation improvements?

- Increase transportation system development fees charged to developers?
- Use City General Funds?
- Create a local property tax?
- Create a local fuel tax?
- Create Improvement Districts (charges businesses and residents an annual fee)?
- Apply for state and federal grants?
- Take out loans?
- Other? _____

14. Should the City prioritize transportation investments to support:

- 20-minute neighborhoods (neighborhoods with shopping, jobs, and basic services within a 20-minute walk)?
- Access to employment centers?
- Other? _____

Sources:

1994 Lake Oswego Comprehensive Plan
1997 Lake Oswego Transportation System Plan
2040 Vision Concept
2035 Regional Transportation Plan
2006 Oregon Transportation Plan
2010 Values and Vision Survey