

# City of Lake Oswego Transportation System Plan Update PLAN AND POLICY REVIEW, PART 2

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Date: March 7, 2012 Project #: 11187  
To: Project Management Team  
Cc: Transportation System Plan Advisory Committee  
From: Joe Dills, Otak  
Project: City of Lake Oswego Transportation System Plan Update  
Subject: Lake Oswego TSP Technical Memorandum 3.1 – Part 2: Summary of State and Regional Plans and Policies

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## PURPOSE AND CONTENT OF MEMORANDUM

The purpose of this memorandum is to summarize state and regional plans, policies, and regulations applicable to the City of Lake Oswego Transportation System Plan.<sup>1</sup> The applicability of state and regional requirements to Lake Oswego are identified throughout the memorandum, and highlighted with a ♦ icon. The following plans and policies were reviewed:

### State Plans and Regulations

- Transportation Planning Rule (OAR 660-012)
- 1992 Oregon Transportation Plan (updated 1999, 2006)
- 1999 Oregon Highway Plan (updated 2006)
- 2010 – 2013 State Transportation Improvement Program (STIP)
- Access Management Rules (OAR 734-051)
- State and Regional Climate Change Plans and Regulations

### Regional Plans and Policies

- Metro Regional Framework Plan

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<sup>1</sup> The Lake Oswego TSP plan and policy review is organized into three parts. Part 1 is titled: Part 1: Assessment of City Compliance with State and Regional Plans and Policies. Part 2 is this memorandum. Part 3 is a review of local plans and policies being prepared by the City of Lake Oswego.

- Metro 2040 Growth Concept
- Metro Urban Growth Management Functional Plan (UGMFP)
- Metro 2035 Regional Transportation Plan (RTP)
- Metro Regional Transportation Functional Plan (RTFP)
- Regional High Capacity Transit Plan, 2035 Summary Report
- TriMet Transit Investment Plan
- Regional Trails

The information in this memorandum has been used to determine the compliance of Lake Oswego's current Transportation System Plan (TSP), Comprehensive Plan, and Code with state and regional transportation planning requirements. The compliance findings are presented in a separate memorandum titled: "Lake Oswego TSP Technical Memorandum 3.1 – Part 1: Assessment of City Compliance with State and Regional Plans and Policies", dated March 5, 2012, by Otak, Inc.

## THE TRANSPORTATION PLANNING RULE AND TRANSPORTATION SYSTEM PLANNING IN OREGON

Transportation System Planning in Oregon is required by state law as one of the 19 statewide planning goals (Goal 12 - Transportation). The Transportation Planning Rule (TPR), OAR Division 12, defines how to implement Goal 12. The TPR applies at the state, regional, and local level. The TPR requires:

- The state to prepare a TSP, referred to as the Oregon Transportation Plan (OTP);
- Metropolitan planning organizations to prepare a Regional Transportation Plan (RTP) consistent with the OTP; and
- Counties and cities to prepare local TSPs that are consistent with the OTP and RTP.

The overall purpose of the TPR is to provide and encourage a safe, convenient, and economic transportation system. The rule also implements provisions of other statewide planning goals related to transportation planning in order to plan and develop transportation facilities and services in close coordination with urban and rural development.<sup>2</sup> The TPR directs TSPs to integrate comprehensive land use planning with transportation needs and to promote multi-modal systems that make it more convenient for people to walk, bicycle, use transit and drive less.

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<sup>2</sup> Transportation Planning Rule, Section 660-012-0000



◆ **Applicability to Lake Oswego:**

Lake Oswego’s TSP must be consistent with the current TPR, which was amended most recently in December, 2011. Following the hierarchy above, the City’s TSP must also be consistent and coordinated with other state and regional requirements that implement the TPR. It must be coordinated with “affected” TSPs (i.e. Clackamas County, and the cities of West Linn, Tigard, and Portland).<sup>3</sup> An expectation of coordination with the TSPs of adjacent cities has been long-established. When adopted, Lake Oswego’s updated TSP will be adopted as part of the City’s Comprehensive Plan. The transportation financing element of the TSP may be adopted as a supporting document.<sup>4</sup>

**1992 OREGON TRANSPORTATION PLAN (UPDATED 1999, 2006)**

The 2006 OTP is the state’s long-range multimodal transportation plan, and is the overarching policy document among a series of plans that together form the state TSP. The OTP considers all modes of Oregon’s transportation system 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. It assesses state, regional, and local public and private transportation facilities. The OTP establishes goals, policies, strategies, and initiatives that address core challenges and opportunities facing Oregon. The OTP provides the framework for prioritizing transportation improvements based on varied future revenue conditions, but it does not identify specific projects for development.<sup>5</sup>

◆ **Applicability to Lake Oswego:**

The OTP provides broad policy guidance and sets seven overarching goals for the state.<sup>6</sup> The following policies and strategies are considered particularly relevant to Lake Oswego’s TSP update and transportation planning needs.

Strategy 3.2.2 – In regional and local transportation system plans, support options for traveling to employment, services and businesses. These include, but are not limited to, driving, walking, bicycling, ride-sharing, public transportation and rail.

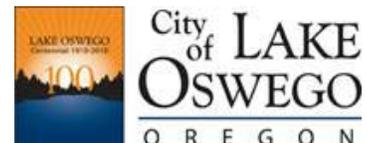
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<sup>3</sup> Section 660-012-0015, Transportation Planning Rule, OAR 600, State of Oregon

<sup>4</sup> Transportation Planning Rule 660-012-0015(4)

<sup>5</sup> Oregon Transportation Plan, 2006, Oregon Department of Transportation, Preface, page iii

<sup>6</sup> The seven goals are Goal 1 – Mobility and Accessibility; Goal 2 – Management of the System; Goal 3 – Economic Vitality; Goal 5 – Sustainability; Goal 5 – Safety and Security; Goal 6 – Funding the Transportation System; Goal 7 – Coordination, Communication, and Cooperation, Oregon Transportation Plan pages 43-72.



Policy 3.3 – Downtowns and Economic Development – It is the policy of the State of Oregon to provide transportation improvements to support downtowns and to coordinate transportation and economic strategies.

Policy 4.1 – Environmentally Responsible Transportation System – It is the policy of the State of Oregon to provide a transportation system that is environmentally responsible and encourages conservation and protection of natural resources.

Strategy 4.1.2 – Encourage the development and use of technologies that reduce greenhouse gases.

Policy 4.3 – Creating Communities – It is the policy of the State of Oregon to increase access to goods and services and promote health by encouraging development of compact communities and neighborhoods that integrate residential, commercial and employment land uses to make shorter trips, transit, walking and bicycling feasible. Integrate features that support the use of transportation choices.

Strategy 4.3.2 – Promote safe and convenient bicycling and walking networks in communities.

- Fill in missing gaps in sidewalk and bikeway networks, especially to important community destinations such as schools, shopping areas, parks, medical facilities, and transit facilities.
- Enhance walking, bicycling, and connections to public transit through appropriate community and main street design.
- Promote facility designs that encourage walking and biking.

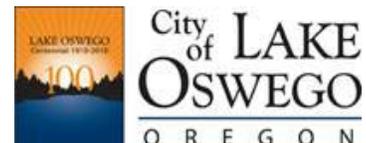
### The Oregon Bicycle and Pedestrian Plan

The Oregon Bicycle and Pedestrian Plan (1995, draft updates 2007) is a modal element of the OTP. It provides direction to ODOT in establishing bicycle and pedestrian facilities on state highways. It also guides cities and counties, as well as other organizations and private citizens, in establishing facilities on local transportation systems. The plan consists of two sections: one establishes policies and implementation strategies; the second presents design, maintenance, and safety information. The appendices contain relevant statutes, proposed projects, sample forms, etc.

The second part of the Oregon Bicycle and Pedestrian Plan has been updated (2007) and renamed and is now titled The Oregon Bicycle and Pedestrian Design Guide. Per ODOT's website, "This document is the planning and design manual for pedestrian and bicycle transportation in Oregon. ... The standards and designs shown in the plan are ODOT standards used on State Highway projects. ... These standards are recommended but not required for use by local jurisdictions in Oregon."<sup>7</sup>

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<sup>7</sup>ODOT Oregon Bicycle and Pedestrian Design Guide  
<http://www.oregon.gov/ODOT/HWY/BIKEPED/planproc.shtml>



◆ **Applicability to Lake Oswego:**

The policies and design guidance provided in the plan apply to State Highway 43. They should be considered in the TSP's street standards, Special Transportation Area discussion, and in the bicycle and pedestrian system component.

### 1999 OREGON HIGHWAY PLAN (UPDATED 2006)

The Oregon Highway Plan (OHP) defines policies and investment strategies for Oregon's state highway system over the next 20 years by further refining the goals and policies of the OTP. One of the key goals of the OHP is to maintain and improve safe and efficient movement of people and goods, while supporting statewide, regional, and local economic growth and community livability. This goal is implemented through policies and actions that guide management and investment decisions by:

- Defining a classification system for state highways;
- Setting standards for mobility;
- Employing access management techniques;
- Supporting intermodal connections;
- Encouraging public and private partnerships;
- Addressing the relationship between the highway and land development patterns; and
- Recognizing the responsibility to maintain and enhance environmental and scenic resources.

◆ **Applicability to Lake Oswego:**

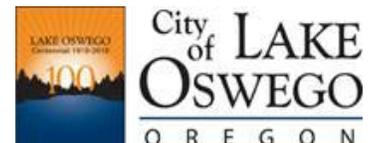
#### ***Policy 1A - State Highway Classification System***

I-5 is classified by ODOT as an Interstate Highway. I-5 is the designated Freight Route serving Lake Oswego.

Highway 43 (State Street) is classified by ODOT as a District Highway between the north city limits and A Street (OR 43 mile posts 5.79 to 6.13). District Highways are facilities of county-wide significance and function largely as county and city arterials and collectors. Inside Special Transportation Areas (STAs), local access is a priority. State Street is a STA.<sup>8</sup>

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<sup>8</sup> 1999 Oregon Highway Plan (Amended 2006), Oregon Department of Transportation, pages 41-42.



Highway 43 (State Street) is classified by ODOT as a Statewide Highway between A Street and McVey Avenue (OR 43 mile post 6.13 and 6.67) and southward to I-205. Statewide Highways typically provide inter-urban and inter-regional mobility and connections to larger urban areas, ports, and major recreations areas that are not directly served by Interstate Highways. Inside STAs, local access “may be” a priority. State Street is a STA.

Congress adopted highway routes in the National Highway System (NHS) as part of the National Highway System Designation Act of 1995. In Lake Oswego, Highway 43 is a NHS route between the south city limits and A Street. Though locally owned and not part of the Oregon Highway system, the connecting streets between Highway 43 and I-5 are also designated as NHS routes. These include A Street to Country Club Road, County Club Road to Boones Ferry Road, Boones Ferry Road to Kruse Way, and Kruse Way to I-5.

### ***Policy 1B – Land Use and Transportation***

Policy 1B addresses the coordination of land use and transportation. One of the specific tools related to this policy is the Special Transportation Area (STA) which is a designated district of compact development located on a state highway. Within STAs, the need for appropriate local access outweighs the considerations of highway mobility. The section of Highway 43 between Terwilliger Boulevard and McVey Avenue is designated as a STA.

### ***Policy 1E – Lifeline Routes***

Policy 1E states: “It is the policy of the State of Oregon to provide a secure lifeline network of streets, highways, and bridges to facilitate emergency services response and to support rapid economic recovery after a disaster.”<sup>9</sup> Lifeline route planning recognizes the critical role that some transportation facilities, particularly bridges, play in emergency response and evacuation. The Lake Oswego TSP does not explicitly identify “lifeline routes”.

### ***Policy 1F: Highway Mobility Standards***

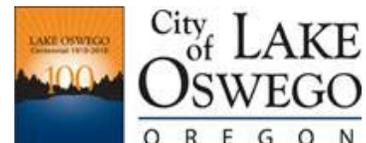
Policy 1F is the state’s policy to “maintain acceptable and reliable levels of mobility on the state highway system, consistent with expectations for each facility type, location, and functional objectives.<sup>10</sup>” Policy 1F is best summarized by the following excerpt: <sup>11</sup>

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<sup>9</sup> Oregon Highway Plan, page 72

<sup>10</sup> See <http://www.oregon.gov/ODOT/TD/TP/docs/OHP11/PolicyAdopted.pdf>, page 6 of 15 for the full policy.

<sup>11</sup> OHP Policy 1F Revisions, adopted by the Oregon Transportation Commission: December 21, 2011; <http://www.oregon.gov/ODOT/TD/TP/docs/OHP11/PolicyAdopted.pdf>



“The Highway Mobility Policy establishes state highway mobility targets that implement the objectives of the Oregon Transportation Plan (OTP) and other OHP policies. The policy does not rely on a single approach to determine transportation needs necessary to maintain acceptable and reliable levels of mobility on the state highway system. It offers the flexibility to consider and develop methodologies to measure mobility that are reflective of current and anticipated land use, transportation and economic conditions of the state and in a community.

The state mobility ratio targets applicable to the state highway system (Highway 43) in Lake Oswego are shown below in Table 7.12 Streets other than Highway 43 are included to provide context.

**Table 7: Volume to Capacity Ratio Targets within Portland Metropolitan Region**

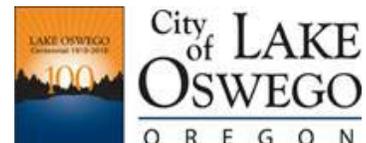
VOLUME TO CAPACITY RATIO TARGETS INSIDE METRO <sup>A,B</sup>		
Location ( <i>Applicability in Lake Oswego</i> )	Target	
	1 <sup>st</sup> hour	2 <sup>nd</sup> hour
Town Centers ( <i>Downtown Lake Oswego and Lake Grove</i> )	1.1	.99
Main Streets ( <i>A Street and Boones Ferry Road within the Town Centers</i> )		
Corridors ( <i>Country Club Road, Boones Ferry Road, Kruse Way</i> )	.99	.99
Employment Areas ( <i>Industrial areas west of Pilkington Road, and the office-commercial areas in the Kruse Way Corridor</i> )		
Neighborhoods ( <i>residential areas throughout the city</i> )		

Notes for Table 7: Deficiency thresholds for two hour peak operating conditions through the planning horizon for state highway sections within the Portland metropolitan area urban growth boundary.

<sup>A</sup> Unless the Oregon Transportation Commission has adopted an alternative mobility target for the impacted facility, the mobility targets in Tables 7 are considered standards for purposes of determining compliance with OAR 660-012, the Transportation Planning Rule.

<sup>B</sup> The volume-to-capacity ratios in Table 7 are for the highest two consecutive hours of weekday traffic volumes. The second hour is defined as the single 60-minute period either before or after the peak 60-minute period, whichever is highest. See Action 1.F.1 for additional technical details.

<sup>12</sup> Excerpted from Oregon Highway Plan Policy 1F Revisions, Table 7, adopted by the Oregon Transportation Commission on December 21, 2011. The portion of Table 7 applicable to Lake Oswego is shown.



### **Policy 3A: Classification and Spacing Standards**

This policy deals with access spacing standards for driveways and approaches to the state highway system - the location, spacing, and type of road and street intersections and approach roads on state highways. The adopted spacing standards, which can be found in Appendix C of the OHP, include standards for each highway classification. Generally, the access spacing distance increases as either the highway's significance or posted speed increases.

For the Lake Oswego TSP, Policy 3A will be addressed during the technical evaluation of the project.

## **2010 – 2013 STATE TRANSPORTATION IMPROVEMENT PROGRAM (STIP)**

The Statewide Transportation Improvement Program (STIP) is Oregon's four-year transportation capital improvement program that identifies funding for, and scheduling of, transportation projects and programs. It includes projects on the federal, state, city, and county transportation systems; multimodal projects (highway, passenger rail, freight, public transit, bicycle, and pedestrian); and projects in the National Parks, National Forests and Native American tribal lands. Oregon's STIP covers a four-year construction period, but is updated every two years in accordance with federal requirements. The program currently approved is the *2010-2013 STIP*. The *Draft 2012-2015 STIP*, currently under development, is available for public viewing and comment on ODOT's website.<sup>13</sup>

### ◆ **Applicability to Lake Oswego:**

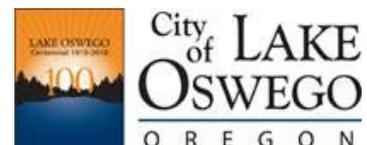
Within or adjacent to the City of Lake Oswego, the following projects are listed in the 2010-2013 STIP:

- Portland to Lake Oswego Trail: Powers Marine Park - Fielding (17466), \$112,000, study to select a preferred alignment in this corridor;
- Pilkington Pathway: Jean Road-Dawn Street (17148), \$497,000, construct pedestrian pathways;
- Rosemont Trail (16616), \$429,000, no description in STIP; and
- Portland to Lake Oswego Transit Project (16637), \$6,931, 000, Draft Environmental Impact Statement and engineering work for a transit capital improvement in the corridor

The STIP also includes statewide programs and projects covering a wide span of needs throughout the state. Examples include highway-railroad crossing safety improvements and culvert replacement programs. The Final 2012-2015 STIP is scheduled to go before the Oregon Transportation Commission on March 21, 2012 for approval, after which it will be submitted to the Federal Highway Administration and Federal Transit Administration for final approval, which is anticipated to occur in June, 2012.

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<sup>13</sup> [http://www.oregon.gov/ODOT/HWY/STIP/docs/2012-2015\\_STIP/Draft12-15STIP.pdf](http://www.oregon.gov/ODOT/HWY/STIP/docs/2012-2015_STIP/Draft12-15STIP.pdf)



The Draft 2012-2015 STIP includes two projects within Lake Oswego:

- Pilkington Pathway: Jean Road-Dawn Street (17148), \$497,000, construct pedestrian pathways; and
- Streetcar Extension: Portland-Lake Oswego via Willamette Shore (17286), \$4,458,000, funding for the draft environmental impact statement

## ACCESS MANAGEMENT RULES (OAR 734-051)

OAR 734-051 governs the permitting, management, and standards of approaches to state highways to ensure safe and efficient operation of the state highways. ODOT has adopted the rules to establish procedures and criteria to govern highway approaches, access control, spacing standards, medians, and restriction of turning movements in compliance with statewide planning goals, in a manner compatible with acknowledged comprehensive plans and consistent with state law and the OTP. Any new street or driveway connections, as well as any changes to existing street or driveway connections, to state roads within the TSP study boundary must be in compliance with these rules by ODOT.

### ◆ Applicability to Lake Oswego:

For compliance with OAR 734-051, Highway 43's designation as a STA is important. The regulations state:

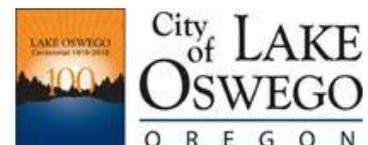
"Minimum access management spacing for public road approaches is the existing city block spacing or the city block spacing as identified in the Comprehensive Plan. Public road connections are preferred over private driveways and in STAs and driveways are discouraged. However, where driveways are allowed and where land use patterns permit, the minimum access management spacing for driveways is 175 feet (55 meters) or mid-block if the current city block is less than 350 feet (110 meters).<sup>14</sup>"

## STATE AND REGIONAL CLIMATE CHANGE PLANS AND REGULATIONS

In 2007, the Oregon Legislature adopted House Bill 3543, which takes a number of actions to reduce global warming emissions. The bill codifies greenhouse gas (GHG) reduction goals: namely by 2010 to begin to reduce greenhouse gas emissions, by 2020 to achieve greenhouse gas levels 10 percent less than 1990 levels and by 2050 to achieve greenhouse gas levels 75 percent below 1990 levels. The bill also establishes a Global Warming Commission. The Commission is responsible for recommendations to meet the greenhouse gas reduction targets.

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<sup>14</sup> OHP, pages 208-209. The access management standards adopted by ODOT and applicable to the City's TSP are summarized in Appendix C of the Oregon Highway Plan. They are fully detailed in the updated OAR report titled Oregon Administrative Rules, Chapter 734, Division 51, Highway Approaches, Access Control, Spacing Standards and Medians.



In 2009, the Oregon Legislature passed the Jobs and Transportation Act (House Bill 2001). Section 37 of the Act requires Metro, the regional government of the Portland metropolitan area, to develop two or more alternative land use and transportation scenarios designed to accommodate planned population and job growth and reduce GHG emissions from light vehicles. Section 37 also requires Metro to adopt a preferred scenario after public review and consultation with local governments, and calls for local governments in the Portland metropolitan region to implement the adopted scenario. Adoption is anticipated in 2014, but Section 37 does not define a specific deadline.”

In 2010, the Oregon Legislature also passed Senate Bill 1059 (now referred to as the Oregon Sustainable Transportation Initiative). The legislation directed ODOT and DLCD to provide an overall framework for reducing greenhouse gas emissions from the transportation sector.

ODOT and the Oregon Transportation Commission (OTC) are in the process of developing a Statewide Transportation Strategy (STS) that will outline recommendations for state actions to reduce greenhouse gas emissions from the transportation sector in support of the statewide goal of a 75 percent reduction in greenhouse gas emissions by 2050 as set forth in ORS 468A.205. The Draft STS is expected to be released in April 2012.

The Land Conservation and Development Commission (LCDC) adopted, in May 2011, the Metropolitan Greenhouse Gas Reduction Targets Rule, OAR 660-044. The rule identifies GHG emissions reduction targets for each of Oregon’s six metropolitan areas. The targets identify the percentage reduction in per capita GHG emissions from light vehicle travel that is needed to help Oregon meet its GHG emissions reduction goals. In 2005, the region’s roadway GHG emissions were 4.05 MT CO<sub>2</sub>e per capita. The adopted target for the region is the equivalent of 1.2 MT CO<sub>2</sub>e per capita by 2035. LCDC will review the state targets in 2015 and may identify adjustments in light of new information available at that time.

To respond to the Jobs and Transportation Act (House Bill 2001), the Portland metropolitan region is conducting the Climate Smart Communities Scenarios Project. The Scenarios Project is building on the land use and transportation strategies contained in the 2040 Growth Concept. The first of three phases of the project has been completed (Phase 1 Findings Report dated January 12, 2012). Phase 1 focused on understanding the region’s land use and transportation choices by conducting a review of published research and testing 144 regional scenarios. The analysis demonstrated the GHG emissions reduction potential of current plans and policies, as well as which combinations of more ambitious land use and transportation strategies are needed to meet the state target.

◆ **Applicability to Lake Oswego:**

The City of Lake Oswego is developing a community-based GHG inventory. The inventory will provide a baseline for tracking reductions in GHG emissions from all sources and is a component of the city’s Comprehensive Plan update.



The above-listed initiatives are on-going. Given the timing of ODOT's Statewide Transportation Strategy (April, 2012), the City should confirm with the state whether there are specific actions needed by the TSP to comply or coordinate, and address those requirements during the TSP update process.

## METRO REGIONAL FRAMEWORK PLAN

The Regional Framework Plan unites all of Metro's adopted land use planning policies and requirements. The plan addresses the following subjects:

- Management and amendment of the Urban Growth Boundary (UGB)
- Protection of lands outside the UGB for natural resource use and conservation, future urban expansion or other uses
- Urban design and settlement patterns
- Housing densities
- Transportation and mass transit systems
- Parks, open spaces and recreational facilities
- Water sources and storage
- Coordination with Clark County, Washington
- Planning responsibilities mandated by state law
- Other issues of metropolitan concern

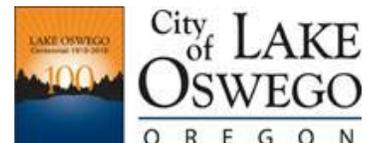
This document brings together these elements with previous regional policies, including the Regional Urban Growth Goals and Objectives, 2040 Growth Concept, Metropolitan Greenspaces Master Plan and Regional Transportation Plan, to create a coordinated, integrated, Regional Framework Plan.

### ◆ Applicability to Lake Oswego:

The Regional Framework Plan applies to Metro and is implemented locally through the other Metro documents discussed below, which have more specific applicability to Lake Oswego.

## 2040 GROWTH CONCEPT

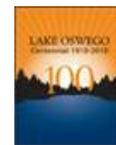
In 1995, the Portland region adopted the 2040 Growth Concept, a long-range plan for managing growth. It is the unifying concept around which the Metro Regional Framework Plan is based. The 2040 Growth Concept contains a series of land-use building blocks for the region, called 2040 Design Types, arranged in a hierarchy that serves as a framework for prioritizing RTP investments and supports the UGB assumptions. From a transportation perspective, the 2040 Growth Concept provides the best overall performance at the lowest cost of all alternative concepts evaluated. Metro's RTP incorporates the goals of the 2040 Growth Concept.



Applicability to Lake Oswego:

Highlights of the 2040 Growth Concept specific to Lake Oswego include:

- Town Centers: Downtown and Lake Grove
- Main Streets: A Street and Boones Ferry Road (within the Town Centers)
- Corridors: Country Club Road, Boones Ferry Road, and Kruse Way
- Employment Lands: Industrial areas west of Pilkington Road, and the office-commercial areas in the Kruse Way corridor
- Neighborhoods: Residential areas throughout the city
- Parks and Natural Areas: The larger parks in Lake Oswego e.g. Westlake Park and George Rodgers Park



## URBAN GROWTH MANAGEMENT FUNCTIONAL PLAN (UGMFP)

Metro’s Urban Growth Management Functional Plan (UGMFP) contains the regional policies recommended and/or required for city and county comprehensive plans and implementing ordinances. The purpose of this functional plan is to implement regional goals and objectives adopted by the Metro Council as the Regional Urban Growth Goals and Objectives (RUGGO), including the Metro 2040 Growth Concept and the Regional Framework Plan.

### ◆ Applicability to Lake Oswego:

The UGMFP includes a wide variety of requirements that are being addressed in the City’s Comprehensive Plan update. The TSP must be coordinated with all elements of the UGMFP, which are too numerous to be listed here. Key provisions include:

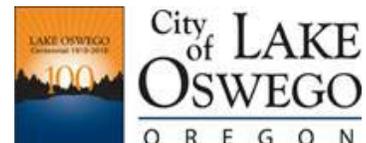
- Title 1 Requirements for Housing and Employment Accommodation – coordination of the population and employment assumption used for the TSP.
- Title 2 Regional Parking Policy – consistency with Metro’s regional parking standards. The current City Code is consistent with these standards.
- Title 6 Central City, Regional Centers, Town Centers, and Station Communities – Lake Oswego has two Town Centers: Downtown and Lake Grove. Relevant to the TSP, Title 6 requires: adoption of a boundary for the Town Centers; analysis of regulatory barriers to mixed use, transit-supportive and pedestrian-friendly development; examination of incentives for mixed use, transit-supportive and pedestrian-friendly development; description of investments and incentives for mixed use, transit-supportive and pedestrian-friendly development; a plan to achieve the non-Single Occupancy Vehicle mode share targets; and a parking management program for Town Centers and Main Streets. Note: several of the above-listed Title 6 requirements are factors for making the City “eligible for the automatic 30 percent trip reduction credit” during the TSP’s transportation analysis in the Town Centers. The details of this provision should be explored more fully as the TSP progresses.<sup>15</sup>

## METRO 2035 REGIONAL TRANSPORTATION PLAN (RTP)

The Regional Transportation Plan (RTP) provides the long-range blueprint for transportation in the Portland region, and presents the overarching policies and goals, system concepts for all modes of travel,

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<sup>15</sup> Transportation and Land Use Implementation Guidance for the Portland Metropolitan Region, A handbook for local implementation of the Regional Transportation Plan and the Urban Growth Management Functional Plan, Metro, October 2011, see pages 14-18 for full description of Title 6 requirements.



and strategies for funding and local implementation. The most current RTP update (adopted June, 2010) has been shaped by looking ahead to 2035 to anticipate 21<sup>st</sup> century needs and the following desired outcomes for the region:

- Promote jobs and create wealth in the economy
- Reduce greenhouse gas emissions
- Improve safety throughout the transportation system
- Promote healthy, active living by making walking and bicycling safe and convenient
- Move freight reliably and make transportation accessible, affordable, and reliable for commuting and everyday life
- Promote vibrant communities while preserving farm and forest land

Chapter 2 of the RTP establishes mobility standards that apply to specific transportation facilities in the region, primarily based on surrounding 2040 Growth Concept land use designations. Chapter 2 also establishes mode share targets for 2040 Growth Concept designations in order to comply with the TPR and its requirements to reduce reliance on single-occupancy vehicles (SOV). The target for Town Centers, Station Communities, and Corridors is to achieve 45-55% of trips taken by a non-SOV mode; the target for Employment Land and Neighborhoods is 40-45% non-SOV trips.

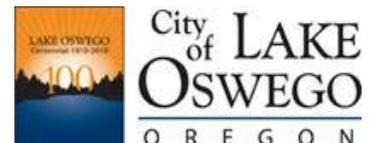
◆ **Applicability to Lake Oswego:**

The following table summarizes the above-listed RTP recommendations as applied in Lake Oswego.

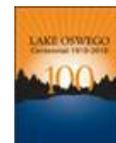
**Regional Design Classification Designations in Lake Oswego (RTP Figures 2.10 and 2.12)<sup>16</sup>**

Network Function	Design Classification	Designations in Lake Oswego
<p><b>Principal arterial</b></p> <ul style="list-style-type: none"> <li>• Currently carry between 50,000 to 100,000 vehicles per day</li> <li>• High-speed travel, longer motor vehicle trips</li> <li>• Primary freight routes</li> <li>• Connect major activity centers within the region</li> </ul>	<p><b>Throughway</b></p> <ul style="list-style-type: none"> <li>• Freeway, highway, or parkway</li> <li>• 6 through lanes (plus auxiliary lanes) with grade separated interchanges for freeways and separate and/or at-grade access for highways and parkways</li> </ul>	<ul style="list-style-type: none"> <li>• I-5 (adjacent to City)</li> </ul>

<sup>16</sup> Locations in Lake Oswego were determined through a visual inspection of the 2035 RTP figures. More precise maps will need to be obtained and reviewed to determine exact/preferred locations.



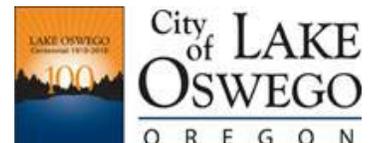
Network Function	Design Classification	Designations in Lake Oswego
	<ul style="list-style-type: none"> <li>• Interchanges are spaced no less than two miles apart</li> </ul>	
<p><b>Major arterial</b></p> <ul style="list-style-type: none"> <li>• Provide important connections to the throughway system</li> <li>• Usually spaced about one mile apart and designed for multi-modal travel</li> <li>• Currently carry between 10,000 to 40,000 vehicles per day</li> <li>• Allow higher speeds than local streets</li> <li>• Accommodate longer-distance through trips and serve more of a regional function</li> </ul>	<p><b>Regional boulevard</b></p> <ul style="list-style-type: none"> <li>• 2040 centers, Station communities, and Main streets</li> <li>• 4 through lanes with turn lanes</li> </ul>	<ul style="list-style-type: none"> <li>• SW Boones Ferry Rd (Kruse Way to Pilkington Road, approx.)</li> <li>• Hwy 43 (S State St section only)</li> <li>• County Club Rd (through Downtown Lake Oswego only)</li> </ul>
<p><b>Minor arterial</b></p> <ul style="list-style-type: none"> <li>• Provide important connections to the throughway system</li> <li>• Usually spaced about one mile apart and designed for multi-modal travel</li> <li>• Currently carry between 10,000 to 40,000 vehicles per day</li> <li>• Allow higher speeds than local streets</li> <li>• Accommodate shorter-distance and are localized within a community.</li> </ul>	<p><b>Community boulevard</b></p> <ul style="list-style-type: none"> <li>• 2040 centers, Station communities, and Main streets</li> <li>• 2 through lanes with turn lanes</li> </ul>	<ul style="list-style-type: none"> <li>• None</li> </ul>
	<p><b>Community street</b></p> <ul style="list-style-type: none"> <li>• Industrial areas, Employment area, Corridors, Intermodal facilities</li> <li>• 2 through lanes with turn lanes</li> </ul>	<ul style="list-style-type: none"> <li>• Kerr Park Way</li> <li>• Boones Ferry Rd (north of Country Club Rd-Kerr Park Way)</li> <li>• Terwilliger Blvd</li> <li>• McVey Ave-Stafford Rd</li> <li>• Rosemont Rd</li> <li>• Bryant Rd</li> </ul>



**Regional Bicycle Designations in Lake Oswego (RTP Figure 2.22)<sup>17</sup>**

<b>Functional Element</b>	<b>Designations in Lake Oswego</b>
<p><b>Regional bicycle parkways</b>                      Form the backbone of the regional bicycle network, providing for direct and efficient travel with minimal delays in different urban environments and to destinations outside the region.</p>	<ul style="list-style-type: none"> <li>• None (regional bicycle parkways are not currently shown in RTP Figure 2.22 as the concept needs to be further developed)</li> </ul>
<p><b>Regional bikeways</b>                      Provide for travel to and within the Central City, Regional Centers, and Town Centers.</p>	<ul style="list-style-type: none"> <li>• SW Boones Ferry Rd</li> <li>• Lake Forest Blvd</li> <li>• Kruse Way</li> <li>• Kerr Park Way</li> <li>• Country Club Rd</li> <li>• Hwy 43-S State St</li> <li>• Hwy 43-Willamette Dr</li> <li>• Terwilliger Blvd</li> <li>• Stafford Rd</li> <li>• Lakeview Blvd (or Upper Dr)-Iron Mountain Blvd</li> </ul>
<p><b>Community bikeways</b>                      Provide for travel to and within other 2040 Target Areas. These routes also provide access to regional attractions such as schools and parks and connect neighborhoods to the rest of the regional bicycle network.</p>	<ul style="list-style-type: none"> <li>• Pilkington Rd-Childs Rd</li> <li>• Bryant Rd</li> <li>• South Shore Blvd</li> <li>• Rosemont Rd</li> <li>• SW Knaus Road</li> <li>• Hwy 43-SW Riverside Dr</li> <li>• Carman Dr</li> <li>• Quarry Rd</li> <li>• Bonita Rd</li> <li>• I-5 (between Carman Dr and approximately 217, outside of City limits)</li> </ul>

<sup>17</sup> Locations in Lake Oswego were determined through a visual inspection of the 2035 RTP figures. More precise maps will need to be obtained and reviewed to determine exact/preferred locations.

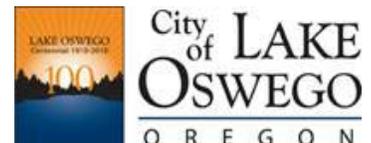


Functional Element	Designations in Lake Oswego
<p><b>Regional trails</b>                      Paved off-street facilities serving bicyclists and other non-motorized users. They typically serve as longer distance routes connecting neighborhoods to 2040 target areas, often providing access to parks, schools, and natural areas.</p>	<ul style="list-style-type: none"> <li>• Small portion of Kruse Way</li> <li>• Along the Tualatin River south of Childs Rd</li> <li>• Old River Rd/along waterfront east of S State St</li> </ul>
<p><b>Regional bike-transit facilities</b>                      Provide connections between modes, i.e. large-scale bike parking facility at a transit station.</p>	<ul style="list-style-type: none"> <li>• Intersection of Boones Ferry Road, Country Club Rd, and Kerr Park Way</li> <li>• Intersection of Boones Ferry Rd and Bryant Rd</li> </ul>

Regional Pedestrian Network designations in Lake Oswego (RTP Figure 2.25)<sup>18</sup>

Functional Element	Designations in Lake Oswego
<p><b>Regional trails</b></p> <ul style="list-style-type: none"> <li>• Generally located near or in residential areas or near mixed-use centers</li> <li>• Likely to be used by people walking to work or school, to access transit or to travel to a store or library</li> </ul>	<ul style="list-style-type: none"> <li>• S State St-Old River Rd</li> <li>• Small portion of Kruse Way</li> <li>• Childs Rd</li> </ul>
<p><b>Mixed-use corridors</b></p> <ul style="list-style-type: none"> <li>• Mixed-use corridors are referred to only as corridors in the 2040 Growth Concept</li> <li>• Priority areas for pedestrian improvements</li> <li>• Located along good-quality transit lines and will be redeveloped at densities that are somewhat higher than today</li> <li>• Will generate substantial pedestrian traffic near neighborhood-oriented retail development, schools, parks and bus stops</li> </ul>	<ul style="list-style-type: none"> <li>• SW Boones Ferry Rd</li> <li>• Country Club Rd</li> <li>• Hwy 43-SW Riverside Dr</li> <li>• Hwy 43-Willamette Dr</li> </ul>

<sup>18</sup> Locations in Lake Oswego were determined through a visual inspection of the 2035 RTP figures. More precise maps will need to be obtained and reviewed to determine exact/preferred locations.



Functional Element	Designations in Lake Oswego
<p><b>Pedestrian districts</b></p> <ul style="list-style-type: none"> <li>• Areas of high, or potentially high, pedestrian activity where the region places priority on creating a walkable environment, including the central city, regional and town centers and light rail station communities where sidewalks, plazas and other public spaces are integrated with civic, commercial and residential development</li> <li>• Can take many forms from traditional main streets to life-style shopping centers</li> <li>• Often characterized by compact mixed-use development served by transit.</li> </ul>	<ul style="list-style-type: none"> <li>• Downtown Lake Oswego (east and west sides of S State St)</li> </ul>

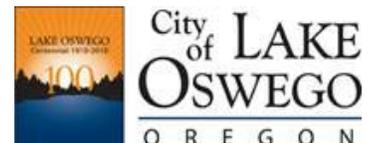
## MOBILITY CORRIDOR DESIGNATIONS IN LAKE OSWEGO

The regional mobility corridor concept integrates arterial streets, throughways, high capacity transit, frequent bus routes, freight/passenger rail, and bicycle parkways into subareas that work together to provide for regional, statewide, and interstate travel. The function of this network of integrated transportation corridors is metropolitan mobility – moving people and goods between different parts of the region and, in some corridors, connecting the region with the rest of the state and beyond.<sup>19</sup>

The RTP describes mobility corridor strategies that provide a framework to document regional needs and strategies, guide future planning, implementation and performance monitoring, and inform local TSP updates and corridor refinement plans. Each strategy applies RTP policies and performance targets from Chapter 2 to identify regional needs for each mobility corridor, emphasizing development of a complete transportation system. The mobility corridor strategies also list all feasible actions and strategies that have been identified to address specific needs. The strategies are intended as a starting place to inform local TSP updates and corridor refinement plans. The Regional Transportation Functional Plan directs how local governments will implement the RTP, and calls for local TSP updates to consider the regional needs identified in the strategies. TSP updates may further refine the needs and strategies identified in the strategies.<sup>20</sup>

<sup>19</sup> 2035 Regional Transportation Plan, Metro, June 2010, page 2-22

<sup>20</sup> 2035 RTP, page 4-3



◆ **Applicability to Lake Oswego:**

Two of the 24 mobility corridor strategies are applicable to Lake Oswego.

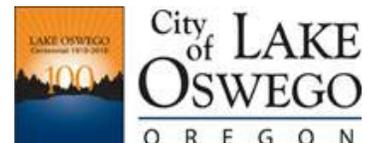
- **Mobility Corridor #2 – Portland Central City to Tigard**
  - **2040 Access:** Connects the Central City to Washington Square Regional Center and the southwest part of the region, and access to regional destinations such as Oregon Health Sciences University, Portland Community College (Sylvania Campus) and Tryon Creek State Park.
  - **Freight Mobility:** Serves as part of the West Coast Trade Corridor (from Canada to Mexico).
  - **Statewide Travel:** Provides access to the Central City hub from the Willamette Valley.
  
- **Mobility Corridor #21 – Portland Central City to Hwy 217**
  - **2040 Access:** Connects the Central City to Beaverton regional center and regional attractions, including the Oregon Zoo complex and Washington Park.
  - **Freight Mobility:** Provides air freight access for west side industrial areas, and statewide access to marine and rail facilities.
  - **Statewide Travel:** Provides access to Central City interstate hub and travel to the Oregon Coast.

## METRO 2035 REGIONAL TRANSPORTATION FUNCTIONAL PLAN (RTFP)

The Regional Transportation Functional Plan (RTFP) was adopted as part of the 2035 Regional Transportation Plan. It directs how city and county plans will implement the RTP through their respective comprehensive plans, local TSPs and other land use regulations. The RTFP codifies existing and new requirements that local plans must comply with to be consistent with the RTP. If a TSP is consistent with the RTFP, Metro will find it to be consistent with the RTP.

The RTFP provides guidance on several areas including transportation design for various modal facilities, system plans, regional parking management plans, and amendments to comprehensive plans. The following directives specifically pertain to updating local transportation systems plans:

- Include regional and state transportation needs identified in the 2035 RTP along with local needs
- Local needs must be consistent with RTP in terms of land use, system maps and non-SOV modal targets



- When developing solutions, local jurisdictions shall consider a variety of strategies, in the following order:
  - TSMO (Transportation System Management Operations)
  - Transit, bicycle and pedestrian improvements
  - Traffic calming
  - Land use strategies in OAR 660-012-0035(2)<sup>21</sup>
  - Connectivity, including pedestrian and bicycle facilities
  - Motor vehicle capacity improvements
  - Local jurisdictions can propose regional projects as part of RTP process
  - Local jurisdictions can propose alternate performance and mobility standards, however changes must be consistent with regional and statewide planning goals
  - Local parking regulations shall be consistent with the RTFP

◆ **Applicability to Lake Oswego:**

A detailed assessment of the RTFP's applicability to the City's existing TSP has been conducted. The findings of that assessment are included in a separate memorandum titled: "Lake Oswego TSP Technical Memorandum 3.1 – Assessment of City Compliance with State and Regional Plans and Policies", Appendix A Checklists, March 6, 2012, Otak Inc.

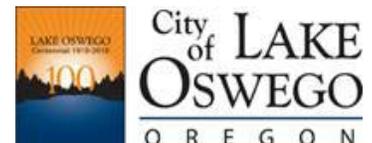
### Population and Employment Forecasts<sup>22</sup>

The RTFP states that an alternative population and employment forecast must be "coordinated with Metro." The following interpretation provided by Metro describes the coordination requirements.

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<sup>21</sup> This section of the Transportation Planning Rule requires Metro area jurisdictions to evaluate land use designations, densities, and design standards to meet local and regional transportation needs. Strategies could include increasing residential densities, setting density minimums near transit lines, employment areas, etc., designating lands for neighborhood shopping centers within convenient walking and cycling distance of residential areas, and designating land uses to provide a better balance between jobs and housing.

<sup>22</sup> Source: Administrative Interpretation of 2035 Regional Transportation Plan, No. 2012-1: Guidance for Transportation System Plans and Corridor Plans.



“Local plans may be based on updated, locally developed population and employment data, conditions and 2035 forecasts. However, population and employment data and forecasts, and the methodology for generating the data and forecasts, shall be coordinated at the county level, and accepted by Metro technical staff and TPAC as statistically valid. Subsequent adjustments to the population and employment allocations for traffic zones may be made in local planning to reflect updated population and employment data and 2035 forecasts. Metro shall consider the updated locally developed data and forecasts in future RTP forecasts of population and employment. Subsequent differences in local TSP project recommendations that result from the differences in population and employment forecasts will be resolved in the next scheduled RTP update.”

◆ **Applicability to Lake Oswego:**

The TSP should consider the above-described flexibility when population and employment assumptions are established.

**Regional Flexible Fund Allocation (RFFA) Equity Analysis**

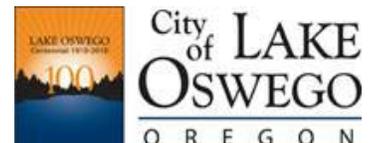
Metro manages the regional flexible fund program whereby the Metro Council and the Joint Policy Advisory Committee on Transportation select transportation programs and projects for federal flexible funds. The RFFA process identifies which projects in the Regional Transportation Plan will receive funding. Regional flexible funds are allocated every two years. Project and program applications may be nominated by jurisdictions, transportation, or transit agencies within the metropolitan region. Metro provided local project applicants with maps to help them identify potential projects in areas that face the greatest transportation barriers in meeting daily needs of residents. To assist local jurisdictions in identifying TSP projects that will most benefit communities in need, Metro provides the methodology, maps, and data used in the “2014-15 RFFA Transportation Equity Analysis.”

◆ **Applicability to Lake Oswego:**

The Lake Oswego TSP process should review the above-referenced maps as part of identifying transportation projects.

**REGIONAL HIGH CAPACITY TRANSIT SYSTEM PLAN, 2035 SUMMARY REPORT**

The Regional High Capacity Transit (HCT) System Plan is a component of the Regional Transportation Plan. The RTP is the region’s blueprint to guide projects, programs, and policies related to all transportation modes, including bikes, pedestrians, autos, freight, and transit. The Regional HCT System Plan is designed to focus on the frequent, fast, and high capacity element of the public transit system; other transit system functions, including local bus, paratransit, streetcar, and frequent bus are included in the RTP. High capacity transit is characterized by exclusive right of way and routes with fewer stops. The Regional HCT

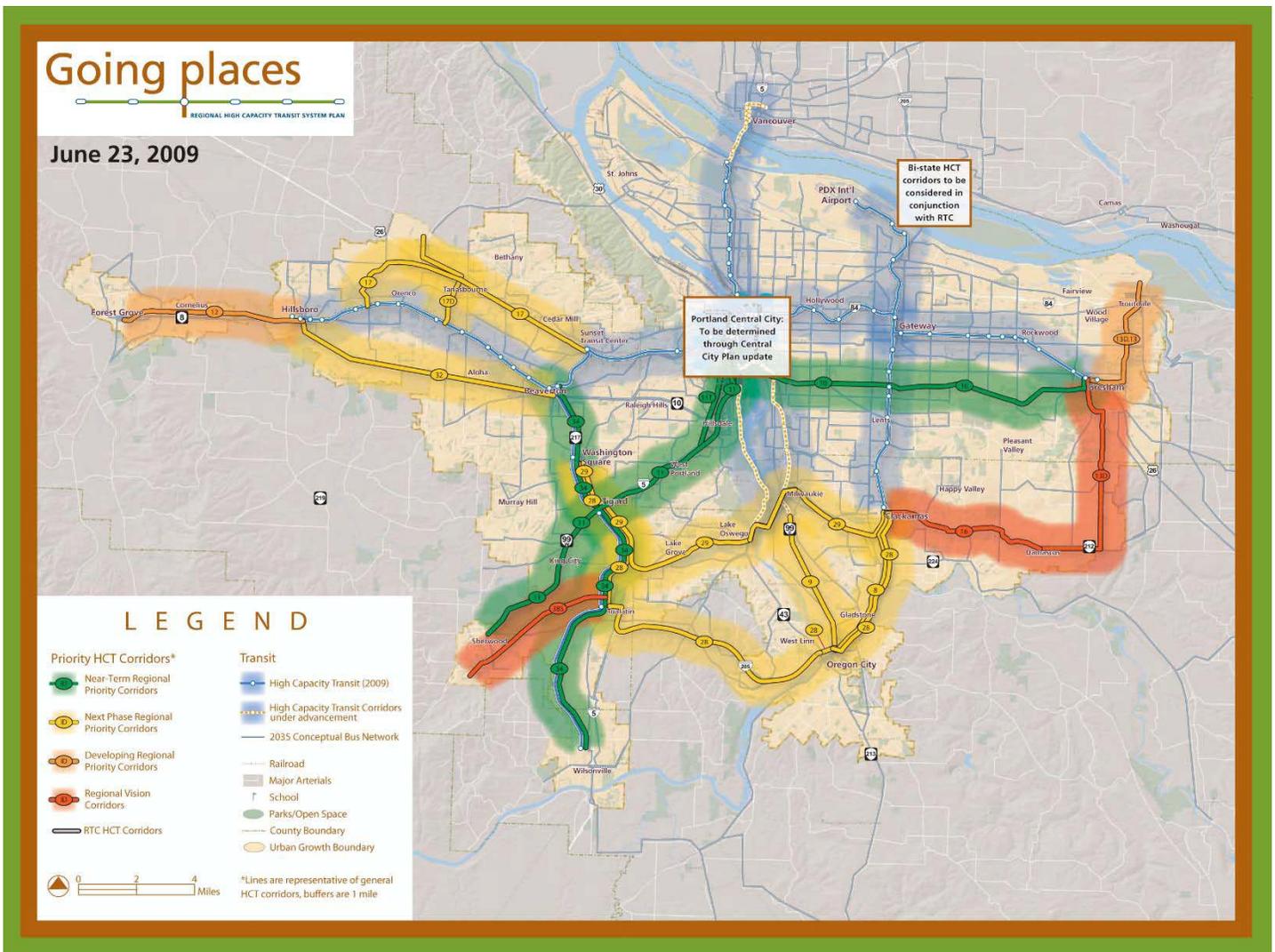


System Plan is not intended as a review of the regional transit structure or its management, or a complete service analysis of the existing HCT system. Rather, the plan aligns HCT project advancement in a way that supports and enhances the goals of the RTP and regional 2040 Growth Concept.

◆ **Applicability to Lake Oswego:**

There are two high capacity transit corridors in the HCT that affect Lake Oswego. They are:

- Portland to Lake Oswego Corridor – This corridor is shown on the Going Places Map as “High Capacity Corridors under advancement” and has undergone years of planning.
- Clackamas Town Center to Washington Square in the vicinity of RR ROW (LRT) – This corridor is a “Next Phase Regional Priority Corridor” (corridor 29).



“Next Phase Regional Priority Corridors” are “corridors where future HCT investment may be viable if recommended planning and policy actions are implemented”<sup>23</sup>. The corridors are mapped and described at a generalized level. The location of the alignment is to be decided through a corridor refinement plan and/or alternatives analysis, and through a series of local and regional actions described in the plan.<sup>24</sup>

The Regional HCT System Plan is very new, as compared to Lake Oswego’s 1997 TSP. The TSP’s transit element includes a section on the Willamette Shore Trolley, describing it as a recreational resource. The TSP is basically silent regarding the two high capacity transit corridors described above in the Regional HCT System Plan. Chapter 12 of the Lake Oswego Comprehensive Plan includes the following general policies:<sup>25</sup>

- The City shall work with TriMet to ensure that the potential for transit to meet transportation needs is addressed in compliance with the Transportation Planning Rule.
- The City shall work to preserve existing railroad rights-of-ways and other easements to maintain opportunities for future mass transit, bike, and pedestrian paths.

Chapter 12 also includes these Action Measures:<sup>26</sup>

- The City shall work to preserve existing railroad rights-of-way and other easements to maintain opportunities for future mass transit and bike and pedestrian paths
- Preserve the Willamette Shore Rail line for high capacity transportation opportunities or opportunities to share the right-of-way, if feasible, with high capacity transit and other modes of travel, such as pedestrian and bicycle

Coordinate with Metro, TriMet, Multnomah County, Clackamas County, the City of Portland, and other regional partners in the planning and design of high capacity transit on the Willamette Shore Rail line to ensure:

- Adequate access to the regional transportation system;
- Adequate termini facilities; and
- Adequate access to the line for all modes of travel.

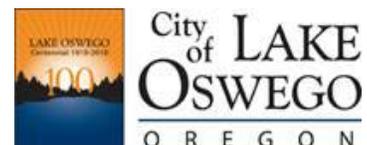
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<sup>23</sup> Regional High Capacity Transit System Plan, 2035, Summary Report, Metro, June 2010, page 23.

<sup>24</sup> Regional HCT Plan, see 22-30.

<sup>25</sup> Lake Oswego Comprehensive Plan, Chapter 12: Transportation, Goal 8, policies 5 and 6

<sup>26</sup> Lake Oswego Comprehensive Plan, Chapter 12: Transportation, Goal 8, action measures I, V, and VI



## TRIMET TRANSIT INVESTMENT PLAN

The Transit Investment Plan (TIP) lays out TriMet’s strategies and programs to meet regional transportation and livability goals through focused investments in service, capital projects, and customer information. The TIP is a rolling five-year plan that is updated annually. The TriMet Board of Directors first adopted the TIP in June 2002. Over the long term, the TIP priorities are to:

1. Build the Total Transit System—safe, secure trips on frequent, reliable and convenient service, easy access to transit, amenities at stops and stations, and clear customer information.
2. Expand high-capacity transit—Invest in MAX Light Rail, Commuter Rail, Bus Rapid Transit and Streetcar service along key corridors to connect Regional Centers.
3. Expand Frequent Service—Add to TriMet’s network of bus lines that run every 15 minutes or better, every day.
4. Improve Local Service—Work with local jurisdictions to improve transit service in specific local areas.

### ◆ Applicability to Lake Oswego:

Chapter 4 describes Priority 2: Expand high capacity transit. Under the heading of “projects in formal development,” TriMet lists Portland to Lake Oswego Transit stating, “Draft Environmental Impact Statement published in December 2010. Streetcar recommended as Locally Preferred Alternative mode by project Steering Committee in February 2011. Refinement work is underway.”<sup>27</sup>

## REGIONAL TRAILS PLAN

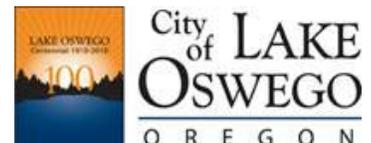
Metro’s Regional Trails Plan is contained in:

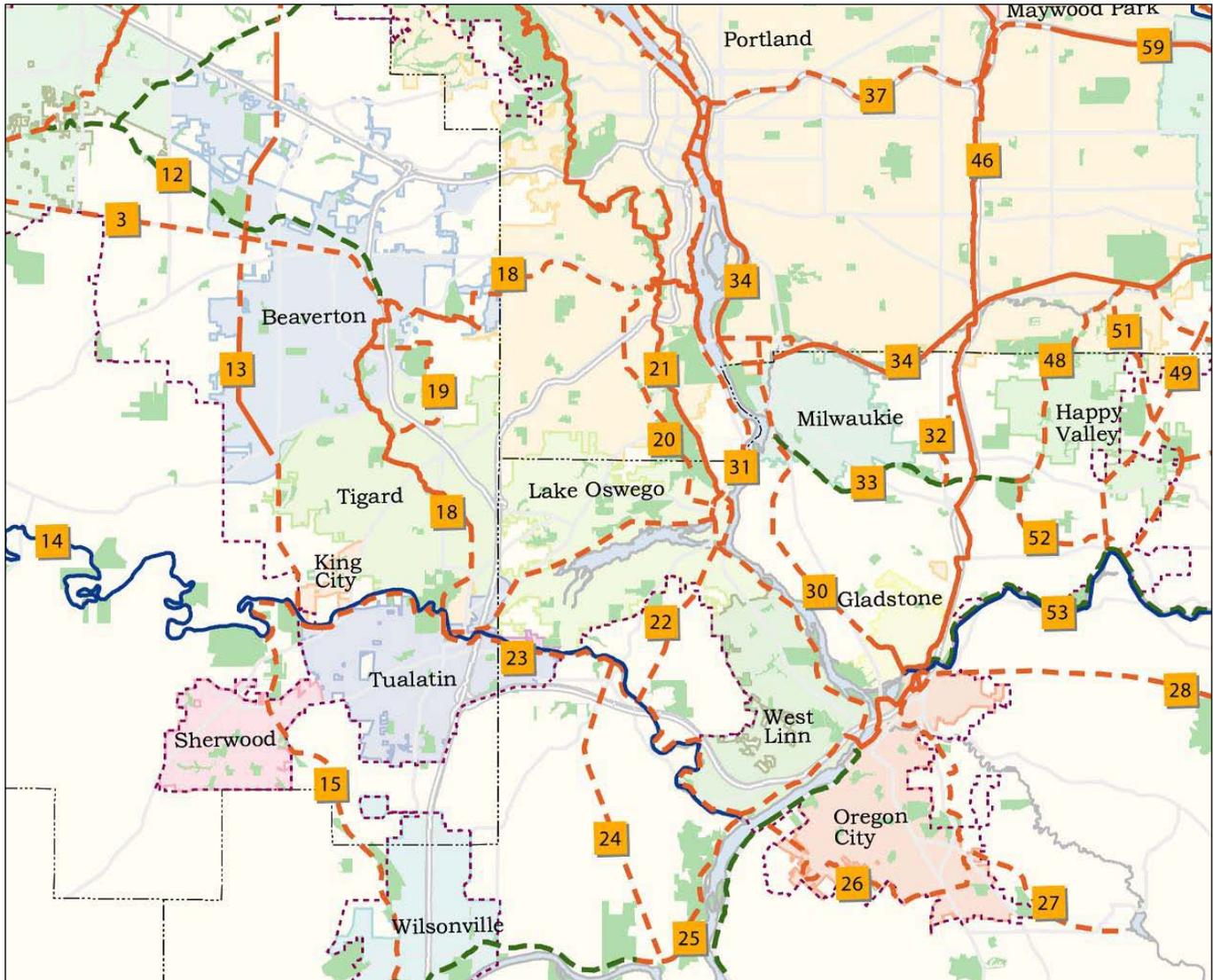
- Regional Trails and Greenways publication (2003)
- Regional Trail System Map (2003)

The Regional Trail System map is shown below:

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<sup>27</sup> Transit Investment Plan, Tri-Met, FY2012, page 64.

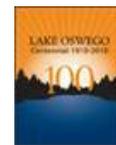




◆ Applicability to Lake Oswego:

The following regional trails are in or near Lake Oswego:

**Terwilliger Trail and Parkway (#21, existing).** Running along Terwilliger Boulevard in Portland's southwest hills from Duniway Park to Oregon Health and Sciences University campus and George Himes Park, this trail heads south to Lake Oswego and ends at Highway 43 near the Willamette River Greenway.



**Hillsdale to Lake Oswego Trail (#20, proposed).** A pedestrian-only trail will run from the Hillsdale town center in Southwest Portland to downtown Lake Oswego traversing Tryon Creek State Park along the way. It also will provide a connection to the Willamette River Greenway Trail.

**River to River Trail (#22, proposed).** This trail will connect the Willamette and Tualatin rivers via Wilson Creek and/or Pecan Creek. The trail will begin in Lake Oswego and end in Tualatin.

**Willamette Shoreline Trolley Rail with Trail (#31, proposed).** Part of the Willamette River Greenway vision. This trail will run along a former streetcar line corridor from Willamette Park in Portland to downtown Lake Oswego between Highway 43 and the Willamette River. The planned use for this right of way is a future rail transit project. Where there is room for both, the trail is proposed as a “rails-with-trail” project.

In April 2008, the Metro Council appointed a Blue Ribbon Committee for Trails to take the work the community has developed, evaluate where regional trails fit in the region's priorities and recommend potential strategies for expanding the region's trail network.

