

# Draft Clackamas County Transportation Policy Framework

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March 2011



CLACKAMAS COUNTY, OREGON



## Executive Summary

Clackamas County is preparing to update its 10-year old Transportation System Plan (TSP). The Transportation Policy Framework presented in this document serves as the starting point and guide for the TSP update process and defines how Clackamas County envisions its transportation system. It also provides policy directions for the TSP that will help coordinate ongoing efforts, identify strategies integrating multiple benefits, and deploy resources to accomplish countywide and local goals.

As part of the TSP update, the Board of County Commissioners (BCC) has tasked the Department of Transportation and Development with developing new transportation

strategies that reach beyond the bounds of vehicle carrying capacity to consider the essential elements that shape the lives of County residents.

The choices that are made about transportation interact with and are informed by a range of other planning and economic development issues. A comprehensive, integrated and balanced transportation plan will set the stage for the continued economic and environmental health of the entire county. In order to consolidate past transportation investments, capitalize on future projects and prepare for long-term vitality, Clackamas County needs to be very strategic in its update of the

Clackamas County:

- > Is preparing to update its Transportation System Plan (TSP)
- > Is developing new transportation strategies that consider the essential elements that shape the lives of County residents
- > Has prepared this document as a starting point and guide for the TSP update process





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**Draft Transportation Vision for Clackamas**

Building on the foundation of our existing assets, we envision a transportation system that provides mobility, accessibility and connectivity for people, goods and services; is tailored to our diverse geographies; and supports and sustains planned land uses.

**Draft Transportation Goals for Clackamas County**

**Sustainable**

Work towards a transportation system that is environmentally, fiscally and socially sustainable by focusing on increasing energy security, decreasing greenhouse gas emissions, maximizing cost-effectiveness and providing equitable access for all.

**Livable and Local**

Customize transportation solutions to suit the local context while providing a system that supports active transportation, promotes public health, facilitates access to daily needs and services, and creates successful and enduring communities. Where land use is evolving, fit the desired future, not the present.

**Local Business and Jobs**

Support a prosperous, adaptable economy and the financial well-being of the county and its residents by preserving and enhancing business opportunities, and ensuring the efficient movement of people and goods.

**Health and Safety**

Promote a transportation system that maintains and improves individual and community health, safety and security by maximizing active transportation options, public safety and service access, and safe and smooth connectivity.

**Fiscally Responsible**

Use a fix-it-first approach to protect and improve existing roadways, paths, bridges and other transportation assets while cost-effectively enhancing the total system.

**Equity**

Provide a resilient transportation system that offers people choices, regardless of age, ability, income level and geographic location, and allows them to respond and adapt to changing conditions.



## Introduction

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Clackamas County is preparing to update its Transportation System Plan (TSP). Transportation planning is the critical link in the development of integrated solutions to a whole host of important and pressing issues, including economic development, land use, growth management, and environmental sustainability. While planning for all transportation modes is a central focus in the development of a countywide transportation system plan, the transportation system is not just about balancing the needs of each of these modes.

The choices that are made about transportation interact with and are informed by a range of other planning and economic development issues. How and where we travel and transport goods are inseparably linked with land use decisions and environmental considerations. In

order to effectively address transportation needs, Clackamas County must incorporate broad environmental, social and economic considerations, and ask the question “What kind of community do we want to be?”

A comprehensive, integrated and balanced transportation plan will set the stage for the continued economic and environmental health of the entire county. In order to consolidate past transportation investments, capitalize on future projects and prepare for long-term vitality, Clackamas County needs to be very strategic in its update of the TSP. The Transportation Policy Framework presented here articulates a vision for the future. It also provides policy directions for the TSP that will help coordinate ongoing efforts, identify strategies integrating multiple benefits, and help to deploy resources to accomplish countywide and local

**The Transportation Policy Framework will serve as a starting point and guide for the TSP update process.**

## How the Transportation Policy Framework was developed

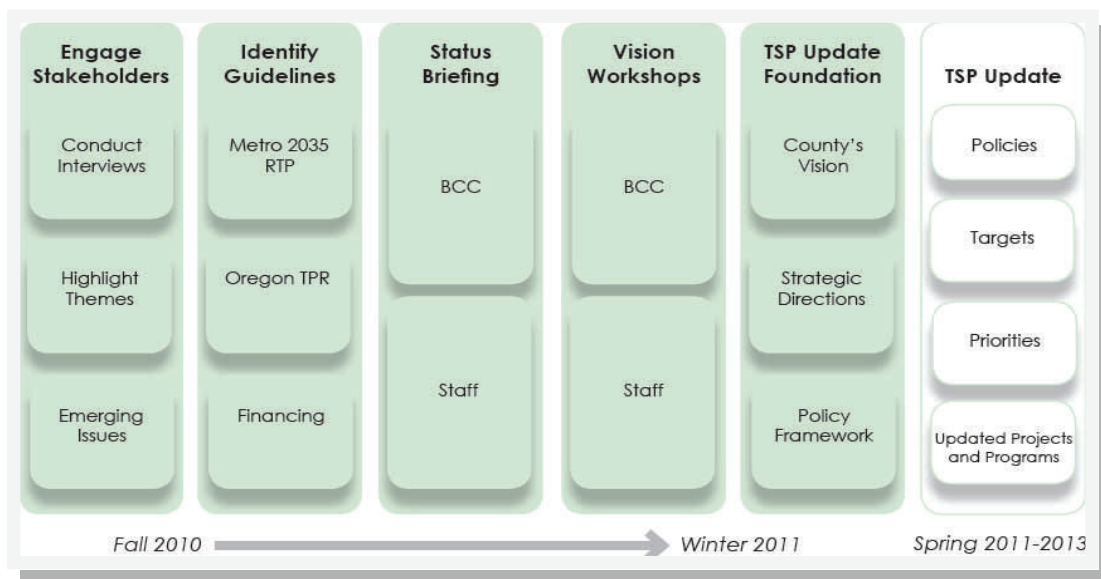
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Creation of the Transportation Policy Framework involved five key steps that will ultimately result in the TSP update, illustrated in Figure 1. BCC and County staff collaborated to define the framework’s vision and goals. The resulting policy framework represents a more integrated

view of the transportation system that spans departments, disciplines, and services. Through this process, the County will be well prepared to update the TSP with the kind of policies, targets and priorities that reflect the TSP foundation.

### Creation of the Transportation Policy Framework involved a five-step process

- Engage Stakeholders.** In the fall of 2010, the project began with a series of stakeholder interviews with various Clackamas County departments and elected officials. Results of the interviews provided an understanding of key issues and desired outcomes of the County’s TSP update. Interview feedback was also important in identifying strengths and weaknesses of the County’s existing TSP. The Stakeholder Interview Summary Memo (Appendix A ) provides an overview of the interview results.
- Identify Guidelines.** The project team created guidelines for development of the policy framework. Various regulatory provisions outlined by federal, state, regional and county authorities must be carried forward in the TSP. Funding, which is currently constrained, is another important piece of the guidelines.
- Status Briefing.** After a staff briefing in early October, the project team presented results of the stakeholder interviews and framework guidelines to the BCC for review and refinement on October 26<sup>th</sup>, 2010. This step served to provide an update to the BCC and get its approval on a direction for the upcoming vision workshops.
- Vision Workshops.** Separate workshops were held, one with staff on November 3<sup>rd</sup>, 2010, and one with County Commissioners on November 29<sup>th</sup>, 2010. The staff workshop was designed to develop a draft vision and goals, and the Commission workshop was focused on refinement.
- TSP Update Foundation.** This Transportation Policy Framework serves as the foundation for the upcoming TSP, during which the draft vision and goals will be tested with the public.



**Figure 1: Clackamas County Transportation Policy Framework Process**



## Engaging Stakeholders

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Interviews with County stakeholders provided valuable insight from which to develop the policy framework. Key findings from this outreach effort are organized by common themes and summarized in the following sections.

### Biggest Drivers of Change

Most participants brought up livability, health and wellness, and sustainability as important issues that need new metrics such as greenhouse gas targets, as well as more integrated approaches to planning, service provision and other governmental matters. The current state of infrastructure in the County, region and nation were also mentioned by many stakeholders as driving a change in approach.

### Successful County Transportation Projects and Investments

A whole range of projects was mentioned throughout the course of the interviews, including specific small projects and larger initiatives. Multiple stakeholders cited the Sunrise Corridor as a notable success, because it illustrates a case where the County made prudent compromises to move an important project forward sooner. Light rail (the Green Line shown in the photo, as well as the planned Milwaukie line) and the Lake Oswego streetcar projects were cited, although several participants brought up the challenges of using transit in a County where there are five service providers as well as areas



### Strengths of the Existing Transportation System

Stakeholders brought up the County's place within the larger regional transportation system as a significant asset – the presence of I-205 and I-5, the heavy rail corridors, light rail, proximity to the rivers and the Portland International Airport. The goods movement capacity was cited as a resource that needs protection. Overall the stakeholders indicated that the County has focused primarily on roads. Some others felt that Washington County offers a stronger example of successful road improvements. Several stakeholders noted that in recent years, the County has increased its investments in pedestrian and bicycle improvements including the Trolley Trail, and that this was a positive change.



## Funding

All stakeholder groups raised the issue of the challenging funding environment. All referenced that the County's infrastructure was paid for through federal programs that no longer exist or have been severely curtailed. None believed the infrastructure spending for roads, sewers and similar county infrastructure will ever return to the levels of previous years.

Several participants mentioned the perceived past practice of chasing funding and prioritizing projects that could get the most outside funding. However, some participants believed that the choice to chase funding has led to a more fragmented transportation system. The approach to Sunnybrook/Sunnyside was brought up by one

participant as emblematic of a new way of doing business, in which the County gave up federal funding to avoid building what it believed was an oversized roadway and in the end spent less money than would have been required to obtain federal funds.

Several participants believe that the days of large infrastructure projects are over, and that the County will need to focus on smaller projects that are more incremental in nature. However, one participant noted that the economic downturn has created an environment where large infrastructure projects make sense: the bidding environment is favorable, financing terms are good, and people are looking for jobs.

Several stakeholders believe the County will need to focus on smaller infrastructure projects rather than larger projects.

## Regional Coordination

Most stakeholder groups brought up the challenge of regional coordination. Key highlights:

- Clackamas County's small cities have a hard time being acknowledged regionally regarding city issues, which tend to be dominated by Portland, Vancouver, Gresham, Hillsboro and Beaverton.
- The multitude of special districts and local jurisdictions make coordination more challenging simply because there are more entities to bring together.
- The Clackamas County Coordinating Committee (C4) structure may need refinement to function more effectively.
- Local jurisdictions and the County government need to align their interests to be effective at moving projects forward in a way that makes an impact on the County's vitality and quality of life.



### Transportation Standards

Most stakeholders brought up the County's transportation standards as needing attention. Some felt that the standards push for building oversized facilities, resulting in higher capital and operating costs, and a facility too large for today's needs. Others felt that the standards are too prescriptive, requiring cross-sections or

responses that are not targeted to the context which can vary greatly within the County. Several brought up factors that they feel aren't considered by the standards, such as aesthetics (making the built environment pleasant for people), pedestrian and bicycle needs, new technology, and alternative paving.

### Urban and Rural

All stakeholders had an opinion that needs are different in urban and rural areas, and some felt that there is also an urban/rural transition zone that has different needs and warrants different responses. One stakeholder brought up Mt. Hood as an issue/asset/zone that should be handled differently from other areas. Another stakeholder noted that the majority of injury crashes in the County take place in rural areas and brought up the issue of speed differentials on rural roads. The differential between cars traveling 55 MPH and slower agricultural equipment or pedestrians means that making these roads safer for cars by straightening out curves actually decreases safety for other users.

Most participants indicated that different street standards for

different areas of the County are acceptable or even desirable, and that gravel rather than pavement may be a better solution for some rural roads. Several brought up the issue of accommodating cyclists and pedestrians in rural areas. Some of these stakeholders differentiated between the recreational cyclist who takes a long distance ride on scenic roads and someone who needs to use a bicycle to get to work in rural areas and riding on busy roads with no shoulders or safety features.

The issue of providing transit service or shuttle service in rural areas was brought up by several stakeholders, especially in light of an increasing population of older adults and a desire to support aging in place.

**Stakeholders feel that the needs are different in the urban, rural and urban/rural transition zones of the County and that each area warrants different responses.**





### The TSP Itself

There were comments from different stakeholders about specific features they'd like to see in the resulting TSP:

- Emphasis on the need to make choices and maximize public investment.
- Links to the countywide vision and goals throughout the TSP.
- Support for a vision and goals, but provision for flexibility.
- Tools for prioritizing projects that factor in return on investment.
- Strategic list of projects (rather than the laundry list approach of most traditional transportation system plans).
- Integration of modes throughout the plan, rather than separation by modes.

### Stakeholder Interview Findings:

- > Livability, health, and wellness and sustainability metrics are the biggest drivers of change
- > Goods movement capacity is cited as a resource that needs protection
- > There is a challenging funding environment
- > The County's transportation standards need updating
- > Needs are different in urban, urban transition, and rural areas of the County



## Identifying Guidelines

Several guidelines were created for development of the policy framework. There are various regulatory provisions outlined by federal, state, regional and county authorities that must be carried forward in the TSP. In addition, the context of the County, funding, and other planning efforts that impact transportation were included in the guidelines for the policy

### Regional and Statewide Transportation System Planning

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 660-012-0015, defines how to implement State Planning Goal 12. Specifically, the TPR requires:

- The state to prepare a TSP, referred to as the Oregon Transportation Plan (OTP);
- Metropolitan planning organizations (MPOs) to prepare a Regional Transportation Plan (RTP) that is consistent with the OTP (the Metro RTP applies to the area of Clackamas County inside the Urban Growth Boundary); and
- Counties and cities to prepare local TSPs that are consistent with the OTP and RTP.

The TPR directs TSPs to integrate comprehensive plan land use with

transportation needs and to promote systems that serve statewide, regional and local transportation needs. These requirements aim to improve community livability by encouraging land use patterns and transportation systems that make it more convenient for people to walk, bicycle, use transit and drive less to meet their daily needs.

The OTP, as the guiding document for regional and local TSPs, establishes goals, policies, strategies and initiatives that address the core challenges and opportunities facing transportation in Oregon. These are further implemented with adopted standards in the Oregon Highway Plan (OHP). TSPs for counties and cities within MPOs must also comply with the RTP, which is adopted to meet specific Federal requirements. The Clackamas County TSP must be consistent with the OTP, OHP and the Metro RTP.

**Transportation Planning in Oregon is required by State Law and implemented by the Transportation Planning Rule.**



### The Context of Clackamas County

As shown in Figure 2, Clackamas County is one of the most geographically diverse areas in Oregon, with small cities and urban development to the west and rural communities and extensive natural resource lands to the east. The County encompasses 1,879 square miles, which includes

Mt. Hood, the Mt. Hood National Forest and the Bull Run watershed (providing water to Portland and other cities in the region). The Willamette, Clackamas, Molalla and Sandy rivers are also defining features of the County.

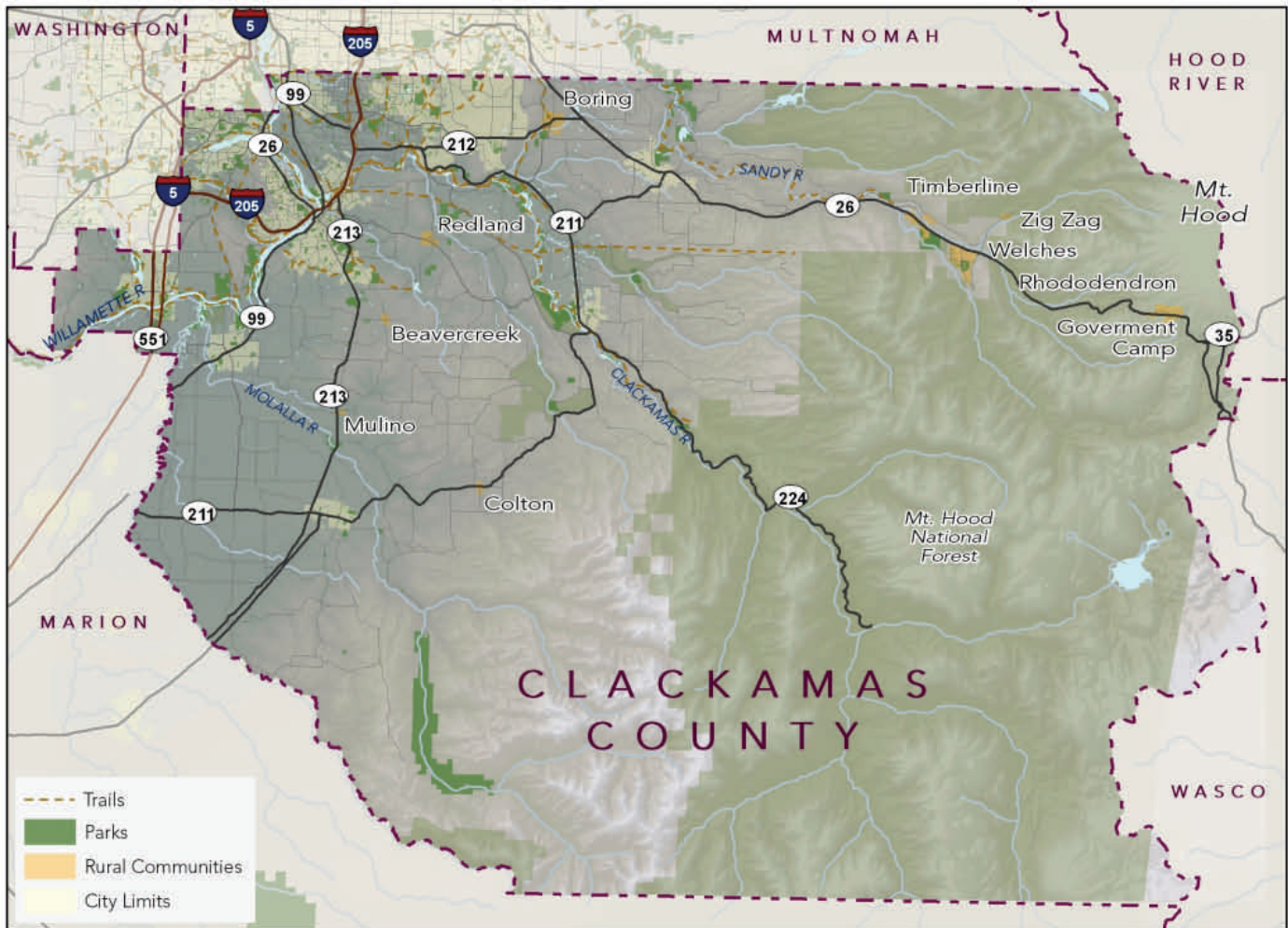


Figure 2: Clackamas County



## Cities, Hamlets and Villages

Clackamas County is composed of distinctive cities and unincorporated communities. The county encompasses all or part of 15 cities and four county urban renewal districts (Clackamas Industrial Area, Clackamas Town Center, Government Camp and the North Clackamas Revitalization Area). In many ways, streets and highways define the character of these areas, as traffic and street frontage affect quality of life and the local economy. Almost all cities have experienced significant population increases. Table 1 shows that the average annual County-wide population growth rate has increased 1.2

percent since 2000, the same growth rate as the state-wide average.

The County is largely rural, with 47.5 percent of the total population living in unincorporated areas of the County in 2010. Within these areas, there are currently three Hamlets — Beaver Creek, Mulino and Stafford; and one Village — the Villages at Mt Hood.<sup>1</sup> There are also several Community Planning Organizations (CPOs) in the unincorporated areas of the County.

**Table 1: Clackamas County Population and Growth: 2000-2010**

|                             | 2000<br>Population | 2010<br>Population | Average Annual<br>Growth Rate <sup>a</sup><br>(2000-2010) |
|-----------------------------|--------------------|--------------------|---|
| Unincorporated <sup>b</sup> | 176,290            | 181,235            | 0.3%  |
| Barlow                      | 140                | 140                | 0.0%  |
| Canby                       | 12,910             | 15,230             | 1.8%  |
| Damascus <sup>c</sup>       | -                  | 9,990              | -   |
| Estacada                    | 2,380              | 2,880              | 2.1%  |
| Gladstone                   | 11,470             | 12,215             | 0.6%  |
| Happy Valley                | 4,650              | 11,865             | 15.5%   |
| Johnson City                | 635                | 680                | 0.7%  |
| Lake Oswego                 | 35,415             | 36,845             | 0.4%  |
| Milwaukie                   | 20,540             | 20,930             | 0.2%  |
| Molalla                     | 5,710              | 7,800              | 3.7%  |
| Oregon City                 | 26,200             | 30,995             | 1.8%  |
| Sandy                       | 5,425              | 8,420              | 5.5%  |
| West Linn                   | 22,440             | 24,455             | 0.9%  |
| Wilsonville                 | 14,365             | 18,095             | 2.6%  |
| <b>County Total</b>         | <b>340,000</b>     | <b>381,775</b>     | <b>1.2%</b>   |
| <b>State of Oregon</b>      | <b>3,436,750</b>   | <b>3,844,195</b>   | <b>1.2%</b>   |

Source: Portland State University Population Research Center, July, 2010 Population Estimates.

<sup>a</sup> Unofficial data based on population estimates.

<sup>b</sup> Unofficial 2010 unincorporated population.

<sup>c</sup> Incorporated in 2004.

<sup>1</sup> Each Hamlet or Village has a board of directors publicly elected by the community. The Board is responsible for developing and implementing programs and projects chosen by the communities.



## The Transportation Funding Environment

Clackamas County's growing population will increase the burden on the existing transportation system and require funding and resources to meet the identified demand. Based on a review of current plans, total transportation project costs for Clackamas County exceed \$4.2 billion.<sup>2</sup> The County relies on three primary funding sources for its transportation system: the Road Fund, Countywide Transportation System Development Charge Fund and the Joint Transportation System Development Charge Fund.

Based on a review of recent revenue and budget history, these sources are expected to provide annual funding averaging between \$5 million and \$17.9 million per year, and yield between \$125 million up to a maximum of \$447.5 million between 2011 and 2035<sup>3</sup>. This means that available funding will fall far short of meeting future needs as defined by the current Transportation System Plan. Appendix B provides a complete summary of the County's transportation funding environment.

**Available funding is expected to fall short of meeting future transportation needs.**

## Transportation and Land Use

Land use and development patterns have a significant effect on the regional transportation system. Land use is directly linked with transportation, as a growing population will require housing, jobs, services and related infrastructure. The County is a linchpin in the movement of freight in the region and state, with I-5 and I-205, heavy rail, and the Willamette River connecting the County to the region and beyond. Adding to this strategic position is the County's convenient access to the Portland International Airport.

Localized transportation networks connect Clackamas County businesses and residents with jobs, goods, and services within the County and regionally. State highways and city rights-of-way add to the County's extensive networks of streets, sidewalks, trails and bikeways. The main

streets of many County communities are busy streets and highways. As a result, the County coordinates transportation planning and improvements with its cities, Metro, transit providers and the State of Oregon. An outcome of this coordination is the County's 20-year Capital Improvement Plan and detailed 5-year program for improvement of County-owned roads and bridges.



<sup>2</sup> Based on 2035 Regional Transportation Plan (RTP), Clackamas County TSP, Oregon Department of Transportation (ODOT) State-wide Transportation Improvement Program (STIP) and ODOT Region 1 Plan.

<sup>3</sup> Funding Review Memorandum, Clackamas County TSP Policy Development, FCS Group, October 12, 2010.



### Community and Individual Health

Health, an important issue of the County, is closely linked to transportation. Healthy communities rely on a transportation system that offers alternatives to driving, with opportunities that encourage physical activity for transportation as well as recreation. Many County residents do not have convenient access to transit and there are

limited safe routes for walking and biking to get to destinations such as schools and jobs. This increases reliance on driving and can result in inactive lifestyles, which can lead to obesity and other chronic diseases such as Type-2 diabetes.

**Many County residents do not have convenient access to transit and there are limited safe routes for walking and biking.**

### Economic Generators

Clackamas County has a strong and diverse local economy, with assets such as industrial areas, the Clackamas Regional Center, local Main Streets, a thriving agriculture sector, and a strong tourism market focused on Mt. Hood and outdoor recreation. Historically, Clackamas County's economy relied on agriculture, timber, manufacturing and retail/trade. While these industries continue to contribute to the

economy, the growth of business districts and local communities have influenced other markets. These include the health care industry, high tech businesses and software, logistics, food and beverage processing, renewable energy, tourism and manufacturing of metals and machinery.

### The Clackamas County Strategic Plan

The Board of County Commissioners has been working on a Strategic Plan for Clackamas County. Elements of the plan set the tone and scope for the Transportation Policy Framework that will be carried forward into the vision and goals for the transportation system. Key

elements of the Strategic Plan (now in draft form) include the vision and "areas of focus," which provide a foundation for the County's transportation policy framework. Figure 3 illustrates the hierarchy of the draft vision and its elements.

**The County Strategic Plan sets the tone and scope for the transportation vision that will ultimately be carried forward into the vision and goals for the Clackamas County Transportation**

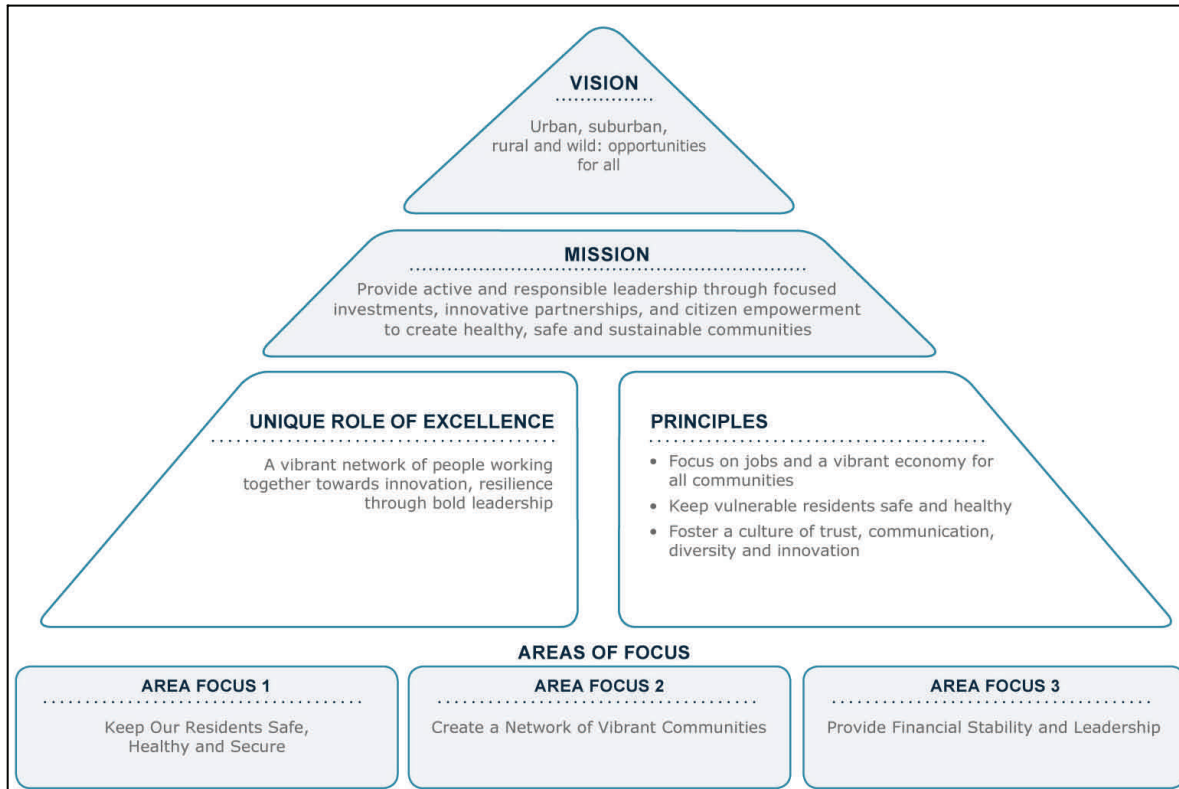


Figure 3: Clackamas County Draft Strategic Plan Elements

## Vision and Goals for the Transportation System

Clackamas County’s transportation system is a major component of our public infrastructure in terms of dollars invested, coverage of our land area, and percentage of the population that uses the system daily. This system plays a significant role in the livability, safety, sustainability, health and economy of Clackamas County. Transportation systems span jurisdictional boundaries, and we consider our transportation system within the context of the Metro region and the systems of other agencies.





## Transportation and Land Use Assets

Clackamas County has a diverse geography that has shaped our transportation system, land use patterns and economic structure. Mt. Hood defines our geography to the east, and is surrounded by extensive forests which provide year-round outdoor recreation opportunities. The Willamette, Clackamas and Sandy rivers and our abundant creeks provide water resources as well as opportunities for recreation and transportation.

Overlaying our physical and natural features are the interspersed small cities, CPOs, villages, hamlets (the first in the state) and agricultural lands that characterize our county.

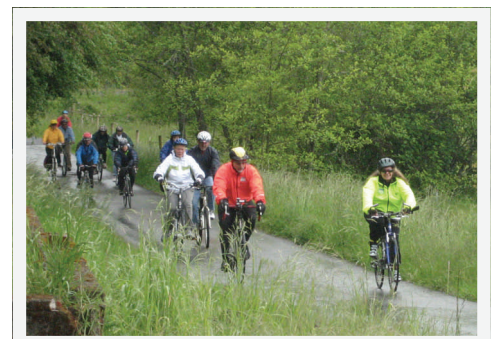
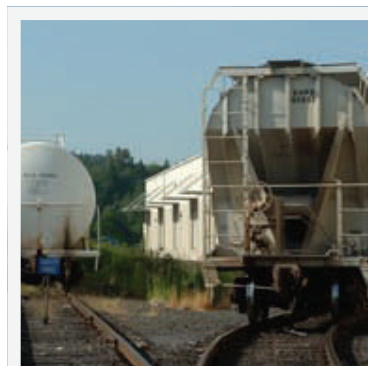
Because of our location in the region and state, Clackamas County enjoys a strategic

transportation position. Our county is a linchpin in the movement of freight in our region and state, with Interstates 5 and 205, heavy rail, and the Willamette River connecting our county to the world. Adding to our strategic position is our convenient access to Portland International Airport. Our localized transportation networks connect Clackamas County businesses and residents with jobs, goods and services within the County and regionally.

Reflecting our geography and strategic position, our local economy is also diverse, including assets such as our industrial areas, the Clackamas Regional Center, local Main Streets, a thriving agriculture sector, and a strong tourism market focused on Mt. Hood and outdoor recreation.

## Draft Transportation Vision for Clackamas County

Building on the foundation of our existing assets, we envision a transportation system that provides mobility, accessibility and connectivity for people, goods and services; is tailored to our diverse geographies; and supports and sustains planned land uses.







## Draft transportation Goals for Clackamas County

### Sustainable

Work towards a transportation system that is environmentally, fiscally and socially sustainable by focusing on increasing energy security, decreasing greenhouse gas emissions, maximizing cost-effectiveness and providing equitable access for all.

### Local Business and Jobs

Support a prosperous, adaptable economy and the financial well-being of the county and its residents by preserving and enhancing business opportunities, and ensuring the efficient movement of people and goods.

### Fiscally Responsible

Use a fix-it-first approach to protect and improve existing roadways, paths, bridges and other transportation assets while cost-effectively enhancing the total system.

### Livable and Local

Customize transportation solutions to suit the local context while providing a system that supports active transportation, promotes public health, facilitates access to daily needs and services, and creates successful and enduring communities. Where land use is evolving, fit the desired future, not the present.

### Health and Safety

Promote a transportation system that maintains and improves individual and community health, safety and security by maximizing active transportation options, public safety and service access, and safe and smooth connectivity.

### Equity

Provide a resilient transportation system that offers people choices, regardless of age, ability, income level and geographic location, and allows them to respond and adapt to changing conditions.

### Transportation Goals:

- > Sustainable
- > Livable and Local
- > Local Business and Jobs
- > Health and Safety
- > Fiscally Responsible
- > Equity



Next Steps:

- > Projects, policies and programs identified in the TSP update should reflect the vision of the County through bold and innovative measures.
- > Utilize case studies of peer jurisdictions to provide concepts to inspire and compare with the local context and transportation planning efforts of the County.
- > New funding sources will need to be identified to meet future needs.

## Next Steps

The update of the County's transportation system plan will require strategies for moving the vision and goals forward. Projects, policies and programs identified in the TSP should reflect the Transportation Policy Framework through bold and innovative measures that reflect the unique vision of the County. Case studies

### Case Studies

Clackamas County is one of the first counties in Oregon to prepare for its TSP update through an initial policy framework process. Examples of transportation planning in other communities can provide inspiration for the County, and serve as a comparison from which to base

can provide concepts to inspire and compare with the County's local context and transportation planning efforts. To implement the TSP, new sources of funding will need to be identified, evaluated and leveraged to meet existing demands and future needs.

the direction of the framework. These examples also address several of the issues highlighted in the stakeholder interviews. While the examples are from cities, each case study has been selected for its record of developing a more efficient and sustainable transportation system.

#### *Redmond, Washington*

Redmond supports energy-efficient and environmentally-sound transportation systems. The City's Plan-Based Transportation Concurrency System is a tool to manage the pace of development while providing transportation improvements for all users, including bicyclists, pedestrians, drivers and transit riders. The concurrency system uses a multimodal approach with a mode-neutral measure referred

to as a mobility unit. The key measure is to show that growth in travel demand and system improvements are occurring at the same rates. The purpose is to link the planned facility improvements with forecasted trips.

The mobility unit is measured in terms of person miles traveled rather than vehicle miles traveled. The unit is developed by converting forecasted land use

growth to mobility units (or person miles of travel). Person miles of travel (PMT) are estimated with person demand and trip length by mode of travel. The PMT are then compared to the amount of capacity available for each travel mode to determine available mobility units.



*Vancouver, British Columbia*

In Vancouver, B.C., transportation policy focuses on sustainability and health.

- Sustainability: The Vancouver City Council approved a climate change action plan that calls for reducing green house gases and energy consumption, and creating a more sustainable city. The City supports sustainability by getting people out of single-occupancy vehicles and into the walking,

biking and transit modes. The City has set a number of climate change targets compared to 1990 levels: Reduce municipal operations emissions by 20% by 2010; obtain carbon neutral operations by 2012; reduce community emissions by 6% by 2012; reduce community emissions by 33% by 2020; require all new buildings to be carbon neutral by 2030; and reduce community emissions by 80% by 2050.

The priority areas for community emission reductions include:

- Home renovations for energy efficiency
- Energy efficient retrofits for institutional facilities
- Energy efficient retrofits for large commercial buildings
- Low carbon vehicle options such as bio-diesel fuel blends
- Green energy and sustainable dense development
- Active and public transportation
- Encouraging residents to reduce individual energy use

The priority areas for municipal emission reductions include:

- Energy efficient retrofits for facilities
- Green design for new and replacement civic buildings
- Efficient driver training and anti-idling
- Fuel-efficient fleets and fleet management
- Energy efficient street/park lighting and traffic control signals
- Corporate waste reduction and landfill gas utilization

- Health: The City adopted a Greenways Plan to support walking and biking through the urban environment by providing public corridors or greenways connecting parks, cultural areas, neighborhoods and retail areas. The Greenways Plan identified and established a citywide greenways network. The goal is to

have every residence in the City within a 25-minute walk or 10-minute bike ride of a City greenway. In addition, the city's neighborhood greenways, smaller versions of the citywide greenways, connect local community amenities such as schools, parks and shopping.



### *San Francisco, California*

San Francisco is currently updating its transportation plan with the following goals, among others, to guide the process:

- Ensure a healthy community: This goal supports sustainable growth and resource management by reducing greenhouse gas emissions, and improving air and water quality, and health outcomes.
- Create a more livable city: This goal will improve travel choices for people of all income levels and ages, provide safe and attractive walking, biking and transit options and create a vibrant public realm. Two concepts to support this are road diets and a Pavement-to-Parks program. To date, the City has instituted over 30 road diets where auto lanes have been narrowed or removed to calm traffic speeds and provide more room for other modes of travel. The Pavement-to-Parks program converts areas of public right-of-way with excessive or unused pavement to parks or plazas.

The City adopted a Climate Action Plan that inventories greenhouse gas emissions and sets a reduction target 20 percent below 1990 levels by 2012. To reduce greenhouse gas emissions, the City has developed the following transportation actions:

- Increasing the use of public transit
- Increasing the use of ridesharing
- Increasing bicycling and walking
- Employer programs to support trip reduction
- Increase the use of clean air vehicles and improve fleet efficiency

- Discourage driving

The Metropolitan Transportation Commission (MTC) recommends greenhouse gas reductions of 15 percent below 2005 levels by 2035. To support livability, MTC has developed an incentive program that provides funding for projects that support livable communities and housing. The projects support neighborhood livability by improving walking, biking and access to transit, major activity centers, and neighborhood commercial areas.

A San Francisco Bay-area plan (FOCUS) promotes a more compact land use pattern and links land use and transportation by encouraging the development of complete, livable communities served by transit, and promoting conservation of the region's most significant resource lands. The regional goals of FOCUS include:

- Strengthen and support unique existing communities
- Create compact, healthy communities with a diversity of housing, jobs, activities and services to meet the daily needs of residents
- Increase housing supply and choices
- Improve housing affordability
- Increase transportation efficiency and choices
- Protect and steward natural habitat, open space and agricultural land
- Improve social and economic equity
- Promote economic and fiscal health
- Conserve resources, promote sustainability and improve environmental quality
- Protect public health and safety



### *Minneapolis, Minnesota*

Minneapolis recognizes that transportation must function within an existing built environment and the scale and design of transportation systems must be compatible with that built environment. The City's plan gives high priority to meeting pedestrian, bicycle and transit needs within a multi-modal transportation system. The City has a number of objectives to achieve this vision including:

- Making transportation design decisions based on place type in addition to street function
- Ensuring all streets are safe, convenient and comfortable for walking
- Encouraging people to walk, bike and take transit rather than drive by supporting car sharing programs, encouraging carpooling, and providing incentives for walking, biking and transit use
- Optimizing the use, safety and life of the street system

### **New Sources of Funding**

Clackamas County is not alone in facing a limited transportation budget. Aging infrastructure coupled with expanding transportation congestion, inadequate water and sewer capacity, and need for parks and affordable housing are among the problems confronting communities in the Portland region and elsewhere. Declining funding levels from federal and state governments are putting increased pressure on regions, local governments and service districts to meet transportation infrastructure funding and operational challenges.

There are a number of existing and potential local transportation funding sources that may be explored or considered by Clackamas County to

help provide enhanced revenues for major transportation improvements.

Forward-thinking state and local governments around the United States have created several financing alternatives to generate new options for raising much needed capital and operating revenues to accommodate strategic growth and development. Oregon already has several of these strategic financing programs in place, however these existing programs tend to be either over subscribed and/or under-funded. The Funding Options Memo provides a complete summary of potential funding sources (Appendix C).

**Declining funding levels from federal and state governments are putting increased pressure on regions and local governments and service districts to meet transportation infrastructure funding and operational challenges.**



A summary of innovative funding programs being used in Oregon and elsewhere includes:

- State infrastructure banks that provide revolving loans, credit enhancements, and municipal lease-finance programs
- State project mitigation fee programs
- Regional impact fee programs
- State infrastructure funding that provides for strategic transportation and community infrastructure projects using special GO bonds, revenue bonds, GARVEE bonds or other bond instruments

### Evaluating Potential Funding Sources

When considering new sources of funding for the transportation system, the County should base its decision making on a set of evaluative criteria that carefully evaluates funding sources that are the most suitable and effective for carrying out projects and policies identified in the TSP. The funding evaluation criteria may include items such as:

- Legal precedence in Oregon
- Current use in county or region
- Overall simplicity (easy to understand/ convey)
- Implements 2040 Policy Objectives
- Equity among affected stakeholders
- Ease of integration with existing governments
- Ease of integration with existing service districts
- Potential revenue generation
- Stability of annual revenues
- Ability to leverage local public/private funds
- Flexibility of the revenues
- Annual implementation/ administrative costs
- Ability to leverage Federal or State funds

Clackamas County may create an ad hoc transportation policy advisory committee to refine and evaluate potential funding options. Appendix C provides a preliminary set of evaluation measures. These evaluation metrics can be refined with input from committee members, Clackamas County staff and Board of County Commissioners.



### The TSP Update

The vision and goals will be used by stakeholders in the TSP update process to develop objectives that will help advance each goal. The goals and objectives will then be used to evaluate project alternatives for all modes of travel. This will provide a link between project alternatives and the goals and objectives and will ensure that the transportation system meets the vision of Clackamas County.

Project alternatives will ultimately be developed to meet an identified need through the TSP Update Process. By having an

appropriate vision, and crafting effective goals and objectives to achieve it, Clackamas County will develop a plan that addresses multiple objectives and makes the best use of available funding resources.

As shown in Figure 4, several documents and resources will ultimately be utilized to provide input in updating the Clackamas County TSP. This includes the Transportation Planning Rule, Metro Regional Transportation Plan, County Strategic Plan, stakeholders and the Transportation Policy Framework.

Using the vision and goals for the TSP Update:

- > The vision and goals will be used to develop objectives to advance TSP goals
- > The goals and objectives will be used to evaluate project alternatives for all modes of travel to ensure projects meet the vision of the County

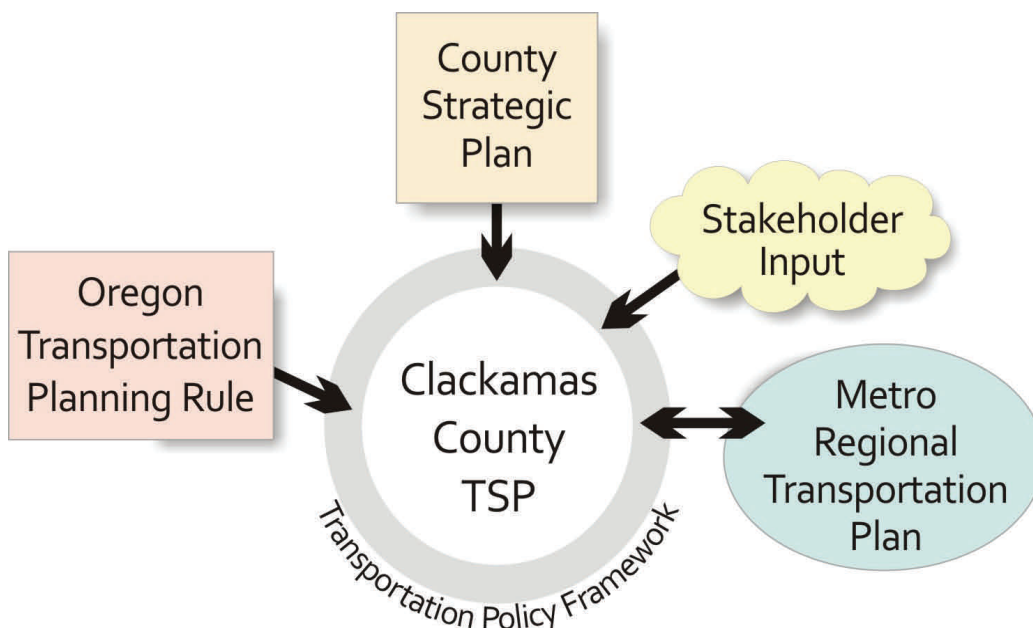


Figure 4: Clackamas County Transportation System Plan Update