

Campus Institutional TDM Implementation



October 9, 2017



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Meeting Attendees:

Bill Hamilton, Laurelhurst Neighborhood Association

Jim Edelson, Laurelhurst Neighborhood Association

Jack Orchard, Representing Legacy

Steve Able, Stoel Rives, Representing Lewis & Clark

Jen Massa Smith, Providence

Michael Robinson, Perkins Coie, representing Providence

Townsend Angell, Reed College

Tom Karwaki, University Park Neighborhood Association

David Ellis, Lewis & Clarke College

Steve Hoyt-McBeth, Portland Bureau of Transportation (PBOT)

Bob Kellett, PBOT

Briana Orr, PBOT

John Cole, Portland Bureau of Planning & Sustainability

Bob Haley, PBOT

Douglas Hardy, Bureau of Development Services

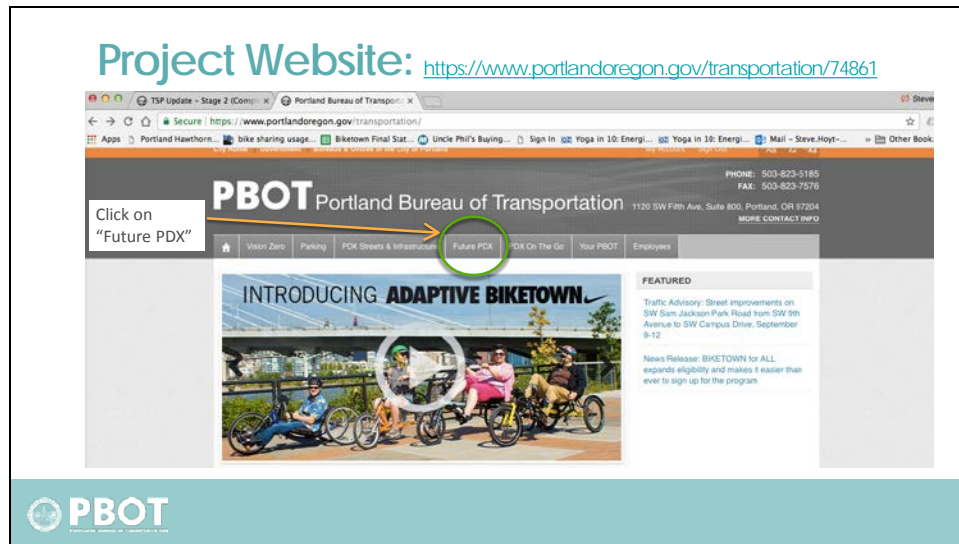
Mark Moffett, Bureau of Development Services

Agenda

- I. Welcome
- II. Background
- III. TDM Plan Template
Status and Purpose
- IV. PBOT Staff Custom Plan
Exercise
- V. Adjourn
 - I. Next Meeting Nov 6th



Slide 3



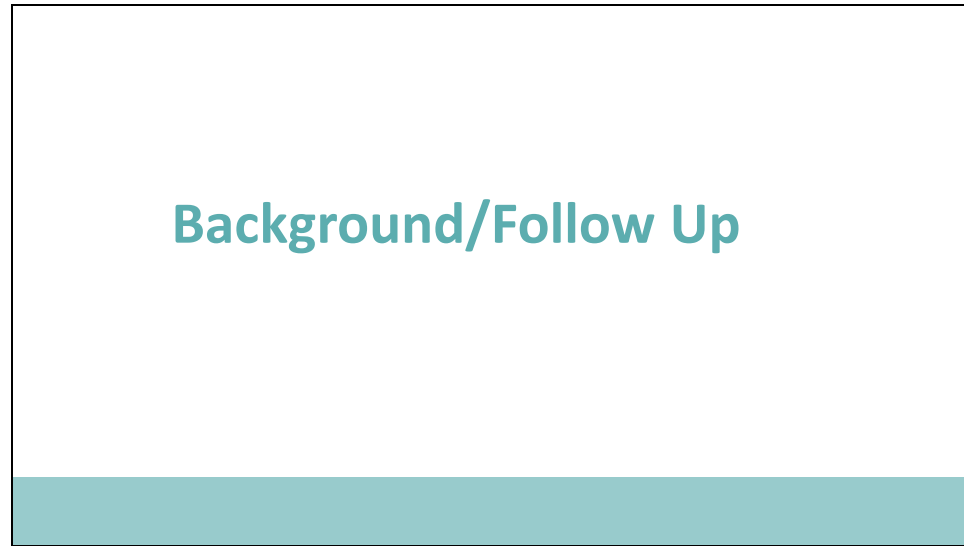
We have a project website!

To navigate there, visit <https://portlandoregon.gov/transportation>, and click on "Future PDX"

The website includes:

- Meeting minutes
- Previous meeting presentations
- Future meeting schedule
- Public comments received, for transparency

Slide 4



No additional notes

Exhibit P, Comp Plan: Transportation and Parking Demand Management Directive

“...Clarify administrative process for TDM requirements in the CI and MU zones sufficient to facilitate the approval process in development review...including:

- a) Evaluation guidance for Campus Institutional zone mode split trends
- b) Evaluation guidance for evaluating “current practices” in existing local Campus Institutional zone TDM plans to assist in adaptation.”

Clarification on our workgroup’s purpose: The code has already been passed by Council. We are here to try to implement this code, not change the approved code. The product of this work will be an administrative rule that will be evaluation guidance as directed by City Council via Exhibit P of the Comprehensive Plan Early Implementation Package:

<https://www.portlandoregon.gov/bps/72579>

TDM Plan Approval and Transportation Impact Review Relationship

- TDM Plan and approval happens within the context of the Transportation Impact Review
- TIR is required

No additional notes

TDM Plan Templates

- Intent was to help guide and create certainty
- Concern raised that because of Type II status (i.e., appealable) that doesn't create certainty
- PBOT staff are currently evaluating application



At the September meeting, Steve Abel noted that since this is a Type II process, the TDM plan templates don't provide the institutions the certainty that is intended.

- PBOT is taking a step back from presenting plan templates as a potential route. Instead, we hope to provide clarity on the evaluation criteria and process through the development of an administrative rule.

Jim Edelson, Laurelhurst Neighborhood Association - LNA has reviewed all three plans, and while Plan A has some merit, Plan B & Plan C are what we're calling "delay plans," they essentially allow you to have increases for a decade without requiring action that would lead to success to meeting city goals.

Approval Process: Custom Plans

- Designed by Institution
- Grounded in plan's ability to meet Institution's mode split targets (based on pattern area)



Addition from John Cole, BPS

TDM Program – you have an ability through your TDM program to avoid what otherwise might be a set of expensive infrastructure improvements. TDM is an opportunity.

Bob Haley, PBOT: When we have Transportation Impact Studies:

- Level of Service – the only true standard we have a very hard time approving applications. We're working to update our standards to incorporate other modes.
- If one mode is failing, you may have the opportunity to mitigate that with improvements to another mode.
 - This is separate from our conversation here, but is happening at PBOT concurrently.

Approval Process: Custom Plans

- Required Elements: Title 17.106.020
“Required Elements of Transportation and
Parking Management Plan



17.106.020 Part A

Lewis & Clarke – Developments in the next decade. Our development is typically funded by donors – we don’t know which ones are going to come next, so we tend to put every possible building in our Master Plan proposal, even though we know that not all of them will be built. It makes the neighborhood very upset, because it looks like we’re going to quadruple in size in the next decade, but we just can’t predict what will come next.

John Cole – BPS: How adaptable will the review staff be? I’m not sure if people will care what kind of building you’re building, but what matters is the travel characteristic is to and from the campus at this time. The development itself could be vague, You could talk about what your anticipated Floor-area-ratio or additional student population. Best to be conservative and predict your maximum development.

Bob Haley, PBOT: With Impact Mitigation Plan (IMP) – what we’re focusing on are what the impacts are to the immediate neighborhood. We’re having them come in and use automatic trip generation – ITE, but the City Traffic Engineer can approve another trip generation model, which may be more germane to an urban development context than the ITE model. We acknowledge that we have different traffic generation in different neighborhoods and different building use types. The trip rates should be like what is in the plan proposal.

That may save you from having to signalize intersections. Kittelson (a local planning firm) has done the last few of them, we review them to fact check. Plan a few months to approve an alternative trip rate – include this in our guidance document.

Tom Karwaki, University Park Neighborhood Association: Unlike the old master plans, UP didn't identify specific locations, but they said "We expect to have XX floor area, XX additional students in their Master Plan. Doesn't lock them into a specific building plan. Could work well for this TDM and TIR process. A concept of total floor area you will be building.

Approval Process: Custom Plans

- Required Elements: Title 17.106.020
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Jack Orchard, Legacy: A nuance for hospitals: At least for TDM purposes, there are many trips excluded – patients, caregivers, etc. – Many of these people take SOV. Concerned that this could create confusion for institution or neighborhood. We’re not requiring visitor trips to be part of the TDM, but if the hospital could find a way to do that, it could play into the TIR.

Steve Hoyt-McBeth, PBOT: Our intention is to restate what we’ve said before – visitor trips are not required to change.

John Cole, BPS: And those trips are likely not happening at peak hours. Each campus and institution will likely require a different level/kind of discussion and analysis.

Jen Massa Smith, Providence: When we're calculating our mode splits, we might be able to have certain exceptions from the ECO Survey, which records all commute trips regardless of time of day. In other words, our swing and graveyard shifts are counted in ECO, although there has been discussion her of graveyard not being covered for the Performance Target calculation. Are we looking at best practices? I think Seattle Children’s Hospital, the hospital TDM star, does not count graveyard (and only morning peak?).

Steve Hoyt-McBeth: No institutions are penalized for not meeting the goals. 2035 is our target year; draw a straight line target and you’ll know what your annual goals are.

John Cole, BPS: If you’re starting at a high level, it’s more difficult to stay on a straight line than an institution who hasn’t been doing anything.

Steve Hoyt-McBeth, PBOT: We agree for institutions that have already have long-standing TDM plans that it is more difficult to achieve SOV reductions than an institution that has done nothing. Our intent is that the recommended strategies will be similar for institutions that have not done anything. In other words, we intend to recommend parking management to all parties.

Tom – University Park Neighborhood Association: Special Events do have an impact on the neighborhood. Vision Zero & Safety – a significant number of near-fatal collisions have occurred at the entrance of campus. This is an opportunity to reflect some of the Vision Zero Concerns.

Bob Haley, PBOT: Not here in Title 17, but within a TIR – Safety is one of the evaluation modes.. This is just one part of the TIR – but the TIR goes beyond looking at TDM. Safety is #1 concern when we look at the physical improvements.

Michael Robinson, representing Legacy: Question on review process:

- Who is the decision maker within the City?
 - Douglas Hardy, BDS: BDS is the decision maker, but this is a technical review, so it will be farmed out to PBOT.
- What are the venues for appeal?
 - Douglas Hardy: Land use Hearings Officer → LUPA
- Bob Haley, PBOT: The big change is from a Type III to Type II. If there is no appeal, the final decision is final.

Bob Haley, PBOT: Type IIx has a 3-week response time and a 31-day public comment period. PBOT Development Review would like to see it changed to a Type IIx, but it is in code now as Type II.

17.1020.164

Response to questions (unattributed) on Chapter 33.852.110 – Approval Criteria.

John Cole, BPS: Note that TDM and improvements to the multimodal system can be used, and that simply because part of the system is already failing is not by itself reason for denial.

Jack Orchard, Legacy: Alternative targets shall be proposed. What criteria will the alternative targets be evaluated?

PBOT: We need to answer that, and will try to document in the administrative rule.

(Neighborhood Association question): How can we know what is happening?

-Mark Moffett, BDS: This is in part why it is a discretionary review. As a neighbor would be notified that there is a review.

PBOT: Alternative Review Targets: Another way of getting to the same target. An Alternative doesn't change the required action.

There may be times that the institution may be doing everything they can do, and yet their SOV split may not meet the target. We will not penalize you for not meeting the target, only if you're not implementing strategies; a lower target does not mean a less robust plan.

Performance monitoring plans – performed by the applicant

- A way to say: if we don't meet our targets, this is what we're going to do.
- You could have a plan that has 10 actions, and if there's not the impact we want to see, then we add another suite of actions mid-review.

Jack Orchard, Legacy:

- What we need to understand is: where are the hard lines drawn. What's mandatory, and what's aspirational?
- What we need to avoid:
 - "I thought you had to do this."
 - "No, these are aspirational goals."

Steve Hoyt-McBeth: We have a mode split goal (Performance Targets). The recommended strategies will be based on meeting the Performance Targets.

- We intend to recommend a larger set of TDM actions that won't all need to be implemented in Y1.
 - If performance targets are not met, we will document when and what additional actions will need to be taken.
 - For institutions to have a clear plan, we need to be clear in our criteria, and clear in our plan of action based on results that happen from that.

John Cole, BPS: Barring some wholesale changes in the system – major mass transit improvement, there is a point at which the institutions cannot take further actions. The difference here is what everyone thinks is a "reasonable action."

Steve Hoyt-McBeth: Going back to Seattle Children's example, which was presented in Meeting 1: Children's is in a Neighborhood setting. They instituted daily parking controls and active transportation encouragement, and saw positive responses.

(Question from institutions, unattributed): How were the Performance Targets in the Transportation System Plan developed?

Bob Keller, PBOT: They are modeled based on specific assumptions on TriMet improvements, bicycling improvements, etc. It assumes we're building out the system.

David Ellis, Lewis and Clark: Are there performance goals that we can measure City's build-out around? In other words, what if PBOT doesn't build what was part of the model? Would the performance targets change?

Steve Hoyt-McBeth: We will get back to the group, but again, the enforcement is around TDM actions being implemented, not around the institution meeting its performance targets.

Part G

The ECO Model is a rough tool, and if the institutions have a better idea, they can let us know what they'd like to do.

Steve will follow-up on this item.

Steve Abel, representing Lewis and Clark: Is Title 17 and Title 33 current?

Steve Hoyt-McBeth, PBOT: The legislative excerpts in your packet were approved by Council in December in 2016, but will not be enacted until the State gives approval for the City to enact the Comprehensive Plan update. We estimate that to take place in April 2018.

Next Meeting, November 6, 3-5pm, location TBD: PBOT will present an outline of the administrative rule for comment.

Michael Robinson, representing Legacy: During the application process, will PBOT offer comments on campus actions & targets?

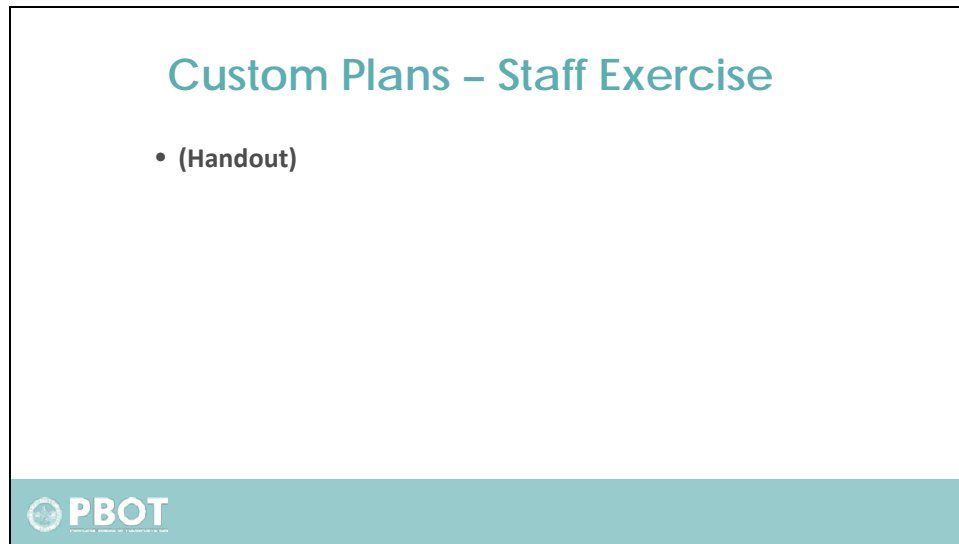
PBOT: Yes, we anticipate like other processes that we have some early assistance meetings. The intent is to be a collaborative process.

Michael Robinson: the process will work best if it's a collaboration between all parties (Institution, Neighbors, and City).

Approval Process: Custom Plans

- Plan evaluation criteria will include:
 - Compliance with existing/legacy TDM Plan
 - Accomplishing the plan actions
 - Communicating with City staff (per plan)
 - Performance to date (i.e., drive alone commute rate reduction)
 - Research and best practice on efficacy of actions

PBOT Staff Exercise - Potential TDM Recommendation Actions				Legend	
DRAFT Not a formal recommendation 10/9/17					Now
					Next
	Remedial				
Category and Neighborhood Type		Campus 1 Inner N'Hood, Grid Streets	Campus 2 Western N'Hood, Non-Grid	Hospital 1 Inner N'hood, Grid Streets	Hospital 2 Inner/Central City N'hood, Grid Streets
Parking Management & Supply	ECO Survey	2012 49% SOV 2014 67% SOV	1996 87% SOV 2009 70% SOV 2015 77% SOV	2001 79% SOV 2011 72% SOV 2014 68% SOV 2016 69% SOV	1996 84% SOV 2010 75% SOV 2014 83% SOV
	Improve vs. Regress?	Regressing (but started low)	Overall improvement w/ regressing	Improving	Static
	Target 2035 SOV	29%	35%	29%	Need to clarify
	Annual SOV Mode Split Reduction % Req'd to Meet Goal	2.2	2.5	2.4	3.2 - 4.1
	Parking Pricing per Year	\$100/year student, carpool free, faculty free	\$495/year student and faculty,	free	free
	Frequency of Payment	per year	Students per semester Faculty per month	N/A	N/A
Potential PBOT Recomm.	Tiered Recs Based on Performance	1. Faculty/Staff Parking Permit Paid Annually 2. Parking Cash Out for Fac/Staff 3. Monthly Charge for All 4. Daily Paid Parking	1. Parking Cash Out for Faculty/Staff/Students 2. Increase faculty and student parking rate 3. Daily Paid Parking	1. Parking Cashout 2. Staff Parking Annual Paid Permit 3. Staff Monthly Charge 4. Daily Paid Parking	1. Parking Cashout 2. Staff Parking Annual Paid Permit 3. Staff Monthly Charge 4. Daily Paid Parking
Multimodal Financial Incentives	Transit Pass	Yes, "discounted rate"	Yes, 75%, students, faculty & staff, sold on-site	Free employee TriMet pass	Yes, 97% subsidy
	Biking and Walking \$ Incentives	None	None	None	Unknown
	Shuttle Bus		Campus shuttle - hourly	TC to Hospital	None
Potential PBOT Recomm.		1. Discounted Faculty Transit Pass 2. Biking and Walking Incentives 3. Shuttle (based on transit and residential analysis)	Continue existing	1. Continue Existing 2. Add Bike/Walk Incentives	1. Add Bike/Walk Incentives
Multimodal Encouragement & Support and TDM Staff	Bike Parking		711 Bike racks on campus	Secure bike parking	Yes - amount not known
	Showers/lockers available	Both	Both	Both	unknown
	Carpool Assistance	Preferential	Priority spaces 25% discount off SOV fee for 2 persons/ free for three person	Participate in regional carpool matching	Neither
	TDM Manager	None	Events, Parking and Transportation Supervisor	TDM Manager	None
Information and Education	Alternative Transportation Information Availability	Online	Campus website		New employee orientation, monthly newsletter
	Active Transportation Programming/Events		Student/faculty orientation		
Neighborhood Engagement	Housing Program	For students	Opportunities provided for staff close to campus	Select employees	None
Potential PBOT Recomm.		1. Increase Bike Parking 2. TDM Staff Person 3. Active carpool matching 4. TDM in orientation, semi-annual	1. Active Carpool Matching 2. Increase in proportion of carpool only spaces 3. Additional Staff/FTE for TDM	1. Add web resources 2. Active carpool matching 3. TDM in orientation, semi-annual	0



(PBOT Staff Distributed “PBOT Staff Exercise Spreadsheet, please see the online Meeting Materials)

This is not the guidance document, this is to daylight discussions.

Areas in grey are potential PBOT recommendations. Recommendations are in different colors, to speak to when these actions would be required.

This is gathered from information about specific institutions, grounded in reality, but we did not name any in the document.

Campus 1:

Narrative: Great performance in 2012, then saw an increase in 2014. Goal is a straight line goal from 2018.

Recommendations include: Paid parking for staff & faculty, parking cash-out, monthly paid parking, and then finally, if needed, daily paid parking.

Incentives: discounted transit pass; context-sensitive bicycling & walking incentives, shuttle that serves surrounding neighborhood or transit hubs.

Supported through staff/capital: Showers, Bike parking, TDM Staff Person, Active Carpool Matching, TDM Orientation

Comments on Campus 1:

Bike share & Car share

- How do these fit in?

These would be context-sensitive, could both be a financial incentive

Uber/Lyft is not considered as reducing TDM because they increase Vehicles Miles Traveled.

ECO Survey is focusing on employees – but perhaps we need to give college campuses some additional credit for reducing student SOV trips.

As you do a Transportation Impact Analysis – efforts to reduce student SOV trips will show up on your daily trips.

Davd Ellis: It's not just housing – Lewis & Clark currently prohibits students from bringing vehicles to campus.

Bill Hamilton, LNA – Where's the rank in effectiveness at reducing SOV? You could add a lot of actions, spend a good amount of money, but not really achieve very much.

Jen Massa, Providence– Part of the ECO Rule requirements is that you have to create a trip reduction plan.

A Points system / menu system could provide a very straightforward recommendation

Hospital 1 – Inner Neighborhood

Recommendations: Out of the gate, likely to look at paid parking, followed-up by monthly changes, and finally daily paid parking if we don't see performance or participation.

Incentives Recommendations: Add web resources, active carpool matching, TDM orientation on semi-annual basis

Tom Karwaki, University Park Neighborhood Association

- So could the city require that an institution expands the city's bike share system?
- Anything that is private investment in a public system is what we do now
PBOT: This would come down with the site system review, similar to how developments can reduce auto parking requirements (currently focused on residential units)

Revise BIKE/WALK BUCKS to bicycling/walking financial incentives.

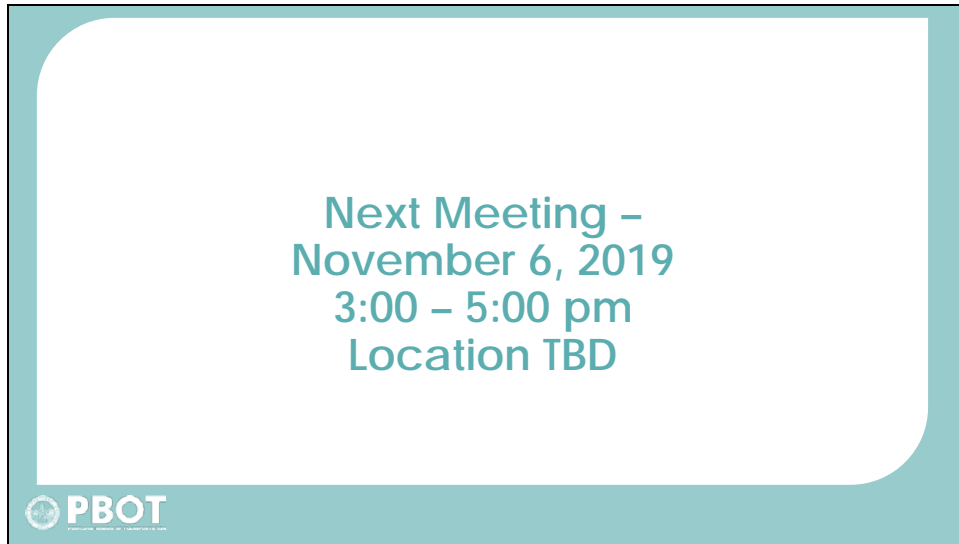
Michael Robinson, Providence: To get this done, we're going to have to collaborate.

Administrative rules should say this is a "collaborative process on which PBOT thinks will work"
We're also going to have to collaborate with our neighbors.

University of Portland – has done a fantastic job at turning around their relationship with the neighborhood, we should look to them as an example.

John Cole, BPS: Is PBOT in a position/is there an initiative to broaden the type of land uses to be brought into the TDM effort?

- Bob Kellet: in PBOT Planning we are undertaking a "Step 2" process to look beyond the CI and Mixed Use zones, where Council has already passed requirements. Council is interested in seeing beyond that, if it is sustainable, and tools and techniques to incorporate in existing
Timeframe: June 2018, reporting back to council with some options.



Steve: Should we host meeting 4? Or should we take a break and provide a draft guidance document (administrative rule) for your review?

Decision: PBOT will bring an outline of the administrative rule to the next meeting.