

# Campus Institutional TDM Implementation



February 12, 2018



## Present:

Jen Massa Smith, Providence

Mike Robinson, Providence

Jack Orchard, Legacy

Bill Hamilton, Laurelhurst Neighborhood Association (LNA)

David Ellis, Lewis & Clarke College (L&C)

Townsend Angel, Reed College (Reed)

Sara Mathor, University of Western States (UWS)

Jeanne Harrison, Northwest District Association (NWDA)

Jim Edelson, Laurelhurst Neighborhood Association

## City Staff Present:

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

Briana Orr, PBOT Active Transportation

Bob Kellett, PBOT Planning

Bob Haley, PBOT Development Review

Mark Moffett, Bureau of Development Services (BDS)

Douglas Hardy, Bureau of Development Services (BDS)

# Agenda

- I. Introductions
- II. Background
- III. What we've heard
- IV. Discussion Draft Admin Rule
- V. Public comment / discussion
- VI. Next steps



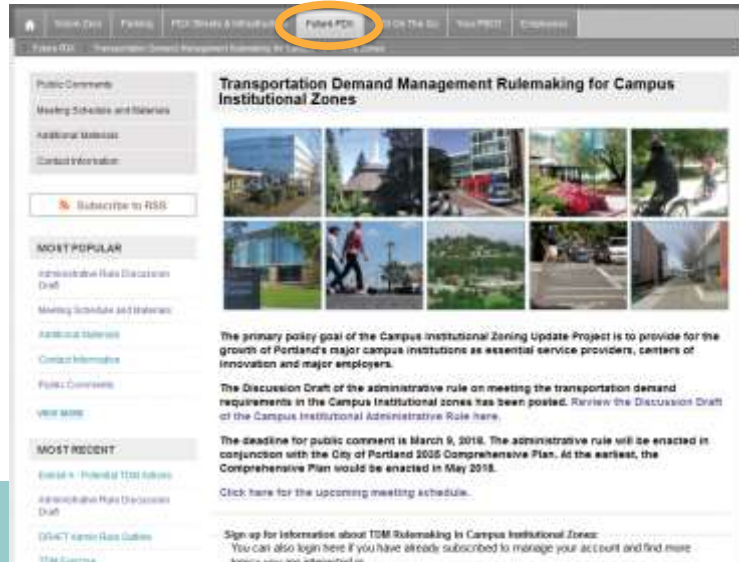
February 12, 2018



No additional notes.

## Project Website: <https://www.portlandoregon.gov/transportation/74861>

From PBOT  
([portlandoregon.gov](http://portlandoregon.gov))  
Transportation click  
“Future PDX”



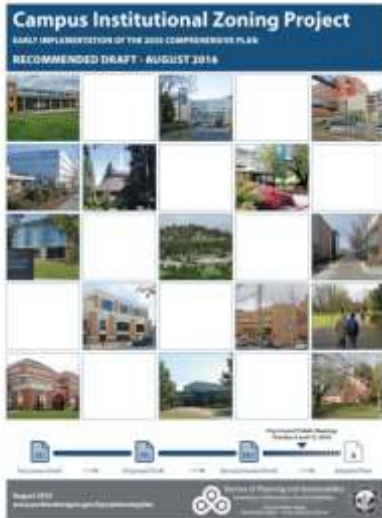
We have a project website. To navigate there, visit <https://portlandoregon.transportation>, and click on “Future PDX”. Or go directly to <https://portlandoregon.gov/transportation/74861>

The website includes:

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

# Background

No additional notes.



## Creation of Campus Institutional Zones - 2016

- Type II approval, rather than Type III
- Provides option of TDM / multimodal strategies as mitigations
- Specific tie of Institution's Mode Split to TSP Performance Targets
- *Transportation Impact Review still required 3-10 years*

No additional notes.

## Triggers for TDM Plan (any of these)

- Expiration of Conditional Use Master Plan
- ~~Year 2023~~
- Proposed increase to net building area by more than 20,000 square feet
- Proposed increases the number of parking spaces by more than four



Clarification: 2023 is only a trigger if institution proposes new development outlined in 3<sup>rd</sup> / 4<sup>th</sup> bullet point.

## **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...”

No additional notes.

Jim Edelson, LNA - We're not really evaluating guidance for evaluating. One too many evaluating words in bullet "B".

## Project Goals

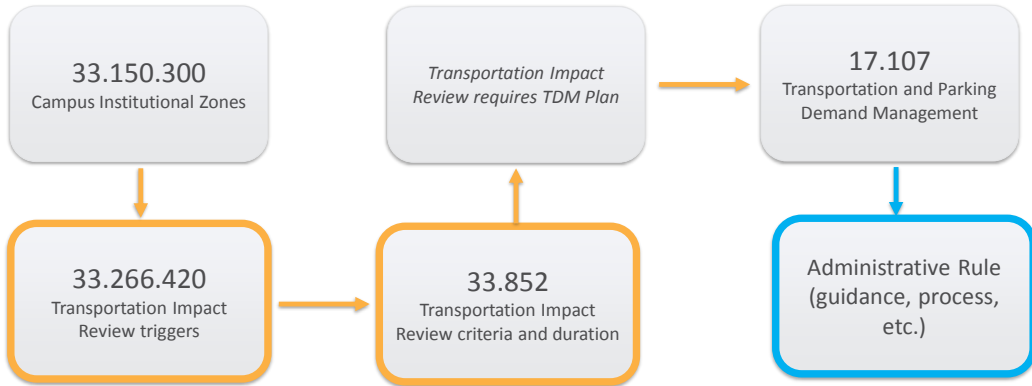
- Provide mobility for residents, employees, visitors, and students
- Provide framework that allows Institutions to grow
- Protect adjacent neighborhoods
- Achieves the City's Climate change and Transportation System Plan Goals

### Objectives

- Clarify the requirements in Code
- Improve predictability and objectivity of TDM plan evaluation
- Improve effectiveness of TDM to help accommodate growth



## Related Code Sections



No additional notes.

## Public process – summary of five meetings



No additional notes.

## Next Steps

- **March 16, 2018:** Public comment deadline
- **March 26, 2018:** Public comment summarized
- **April 6, 2018:** PBOT Director finalizes administrative rule and sends to Auditor
- **May 24, 2018:** Code requirement goes into effect with enactment of Comprehensive Plan

No additional notes.

## Changes from outline

- Added Definitions
- Removed requirement to invite business & neighborhood associations to Early Assistance Meeting
  - REASON: Concerns about covering all material in one hour meeting.
- Clarified Evaluation/Reporting

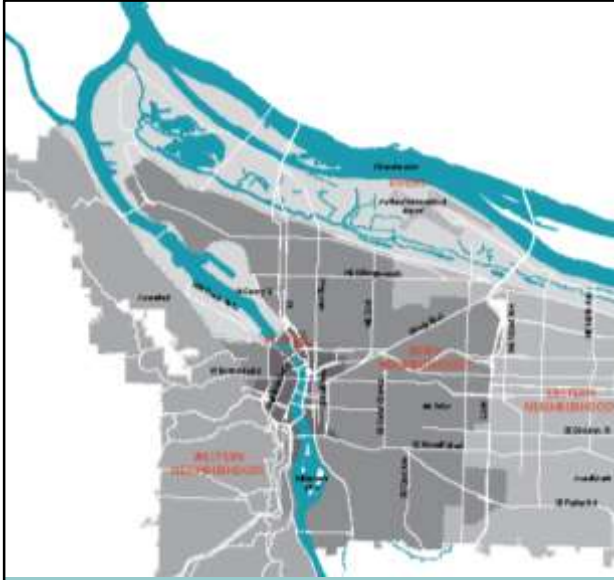
### **Planned changes**

- Modifying Early Assistance Meeting requirement to encouraged
- Change in numbering

#### Notes:

Douglas Hardy, BDS - Requiring an EA would require a zoning code amendment, BDS is not proposing requiring an EA at this time.

## Transportation System Plan (TSP) Performance Targets



Portland's 2035 Comprehensive Plan identified five fundamental Pattern Areas in the city, stating future development and public infrastructure should respond to each area's positive characteristics, strengths and assets.

Transportation System Plan Policy 9.49.e established 2035 non-drive alone trip goals for each pattern area:

- **Central City: 85%**
- **Inner Neighborhoods: 70%**
- **Western Neighborhoods: 65%**
- **Eastern Neighborhoods: 65%**
- **Industrial and River: 55%**

### Notes:

Sara Mathor, University of Western States – clarify: is 65% mean 65% non-drive alone trips? And are there plans for improved transit?

Steve Hoyt-McBeth, PBOT – Yes. And we have referenced alternative performance targets, which allows institutions to make the case for alternate. We will look at how strong transportation network around it.

David Ellis, L&C – Is this also the place to discuss the efforts that we have done to-date?

Steve Hoyt-McBeth, PBOT – Yes, and we've put in the discussion draft that you can include your previous efforts, and PBOT will take that into consideration when we evaluate your TDM plan.

# Discussion Draft

## What we've heard so far: Neighborhood Associations and NGOs

- **TDM Plan Templates allow too much delay in achieving SOV reductions**
  - PBOT response: removed TDM Plan Templates
- **Admin rule provides too much flexibility, don't ensure targets are met**
  - **Alternate Performance Targets sever tie to City mode split targets**
  - PBOT response: Although targets may be lower, minimum TDM actions will remain the same
- **Concern for congestion and safety in neighborhoods:**
  - PBOT response: Performance targets should address this in part.
- **Inadequate notification provided for Meeting 1 to Neighborhood Associations**
  - PBOT response: We agree. It was a staff error. Moved all meeting communication to Gov Delivery email service.

Steve Hoyt-McBeth, PBOT – Please call out if we have inaccurately captured something or failed to capture something, please let us know.

Jim Edelson, LNA – 2<sup>nd</sup> point does not answer our concern. Additionally, we want to ensure the neighborhoods have adequate input [during the TDM Plan review process].

Unattributed - Title 33.150.060 – before the Land Use Review, neighborhoods must be notified.

Douglas Hardy, BDS - BDS would not accept a TIR unless applicant has gone through neighborhood notification.

Jeanne Harrison, NWDA - Congestion & safety: performance targets alone do not address safety. What else will PBOT be doing?

Steve Hoyt-McBeth, PBOT: TDM Plan is one tool within the TIR toolkit. Traffic Impact Review will still take place, and things like ending sidewalks and intersections will still be addressed. A TDM Plan Doesn't preclude infrastructure improvements to the transportation network, it is in addition to those improvements.

Bob Haley, PBOT Development Review: We currently use Level of Service for intersections, however, we as a Bureau are moving toward multi-modal traffic studies.

Steve Hoyt-McBeth – While we work together with Development Review, Bob Haley's team makes ultimate decision.

## What we've heard so far: Issues and Concerns from Institutions

- **TDM Plan Template concept inserts an objective review into a discretionary process (Type II Land Use)**
  - PBOT response: agree. Removed TDM Plan Templates
- **Evaluation of TDM plans should be clear and objective**
  - PBOT response: the admin rule is intended to provide direction within a discretionary process.
- **TDM requirements should allow flexibility in how the goals are reached**
  - PBOT response: we have outlined minimum actions that staff see as essential.
- **Not adequate recognition of institutions' current efforts**
  - PBOT response: past performance is an evaluation factor.



## What we've heard so far: Issues and Concerns from Institutions – (continued)

- **Performance targets are too aggressive/not realistic. Targets should reflect institutions' unique needs and circumstances**
  - PBOT response: Alternate Performance Targets provide applicants opportunity for further consideration.
- **Performance targets assume City/Regional transportation investments, what if those investments don't happen?**
  - PBOT response: Recognize the impact of investments. TDM actions based on best practices from other institutions operating within current transportation system. Institutions not penalized from not meeting performance targets.
- **Community appeal throws decision into LUBA process. Suggest "presumptive decision.** PBOT response: Open to considering proposed language.

Jack Orchard, Legacy: How will a hospital really get down to 15% drive-alone trips? It won't happen. This is beyond Emanuel's control, there's no transit system that will support. Investment in mass transit or a technological advance will be needed. Suggestion: Take a dry-run. Take a couple of hypothetical projects.

Steve Hoyt-McBeth, PBOT: Emanuel has the opportunity to propose alternative performance targets if you don't feel the targets are realistic. There are a lot of actions that Emanuel can take that they have not taken to date that will help move them in the right direction.

There is no penalty if an institution does not meet their performance targets.

Jack Orchard, Legacy: There is a real philosophical. There's a cooperative process set up, now we've legalized it. The burden of proof is on the institution to prove why they cannot meet a target.

Is there a hospital with 15% non-SOV mode share?

Steve Hoyt-McBeth, PBOT: Not that I'm aware of, but we are talking about 2035.

Mark Moffett, BDS – Clarification: is Emanuel in the Central City zone? Yes.

Jeanne Harrison, NWDA – One example: There is an increase in Employer Tax, one of the first beneficiaries will be Legacy. #24 bus will be extended. We're looking for support from the institutions to say to TriMet to identify where the investments are needed.

# Public Comment & Discussion

## **Discussion & Comments**

Sara Mathor, University of Western States (UWS) – If my institution doesn't have any of the triggers, are we required to do a TDM Plan?

Steve Hoyt-McBeth, PBOT – There are more levers for the City to use in the development process. One of the goals was to allow the institutions to grow, and everything else is predicated on that. If you don't grow, there is the ECO Rule, but that is the only requirement.

Mike Robinson, Providence – Because this is a land use decision – discussion on the presumptive decision language. Write it so that PBOT is presumed to be correct. I thought we were hoping to strengthen PBOT's decision, rather than go through the typical appeal.

Steve Hoyt-McBeth, PBOT – The more that I can have to run through the city's land use attorney the better.

Mike Robinson, Providence – Question on timing – Is there enough time for the PBOT Director to make meaningful comment or changes on the rule? How will you distribute those changes to the group?

Steve Hoyt-McBeth, PBOT – Our intention was to provide a lot of time to comment along the way. If we hear a lot of new things that we haven't heard to-date, we will readdress the timeline.

### **Specific feedback on the rule, section by section:**

#### **1. Purpose**

- a. No specific feedback.

#### **2. Authority**

- a. Update Title number? 17.106.060

#### **3. Applicability**

- a. No specific feedback.

#### **4. Definitions**

- a. David Ellis, Lewis & Clarke – Confusion around the sentence around students, volunteers
  - Steve Hoyt-McBeth, PBOT– when we go back to Title 33 – there is only mention of employees. However, if you'd like to include your TDM efforts that are not required, you can.
  - Douglas Hardy, PBOT – If an institution doesn't require students to live on campus, and they do have a large impact

on the transportation network, do applicants not have to report on that?

- Steve Hoyt-McBeth – That’s correct. There’s nothing in Title 33 that ties to students or visitors.
- b. Jim Edelson, LNA - Physicians are not on payroll, correct?
- Jen Massa Smith, Providence– It depends if they are a contractor or employee. If a contractor, than no, they would not be on payroll. I remember asking for something consistent with the state’s rule. So we’re not creating something separate, and how we’re measuring is consistent. Also be able to capture other mitigation efforts.
  - Bob Haley, PBOT – Steve will look at on-street parking impacts in a different way than my team will. The other way we capture student TDM efforts is reducing the impact on the neighborhood. These don’t have anything to do with TDM. I still have to look at on-street parking impacts.
  - Mike Robinson, Providence – The very specific numbers around what is a full time and part-time I wonder if this lends itself to gamesmanship over time.
    - Steve Hoyt-McBeth, PBOT – what we are trying to do is anchor ourselves to a current practice. I’ll consider it if someone comes up with a different practice
    - Mike Robinson, Providence: First section “The TDM Plan only includes employees, but an institution may include students or visitors.” Move this to the first sentence of the employee definition for clarity.
- c. Mike Robinson, Providence – “Efficacy” – can we use a different word?
- PBOT will make that change.
- d. Jeanne Harrison, NWDA: What’s our fallback option if the employee commute survey went away, or if the ECO Rule was updated/changed?
- Steve Hoyt-McBeth, PBOT – if we anchor ourselves to a current practice, we can update the administrative rules at any time.
- e. Bill Hamilton, LNA – I’d like to propose a change. Since so much of what we’re looking at is based on the results of those surveys. The 2-year survey as it’s currently set up is really a 3-year survey because of the time lag. We just recently got a survey from 2015 in 2017. Why not use the possibility of an institution the option of doing their own survey? Continue the biannual survey, and allow institutions to do their own survey every year to fill in the gap?

- Steve Hoyt-McBeth, PBOT – I don't have any opposition to providing incentives for institutions to do additional survey work.
- Jen Massa Smith, Providence – I'm all for different ways of doing surveys, but If we are all collecting and measuring information differently, how accurate is our information in comparison to each other?
- Bob Haley, PBOT – Do institutions have an opinion about a two-year vs a one-year survey?
  - Jack Orchard, Legacy: We're doing Qualitative efforts and measuring it quantitatively.
  - Sara Mathor, UWS – One of the easiest things for us to do is to say "this is a requirement from the City" to students.
  - Bob Haley, PBOT- Transportation Impact Review – This is one piece of it.
  - Steve Hoyt-McBeth, PBOT - Quicker feedback loop – It's advantageous for PBOT to know how institutions are doing. Add this as an option, not a requirement. (repeated in V.5)
- Briana internal thought: "TDM encouragement" clarification or definition needed (*e.g. education, events, etc.*).

## 5. Procedure

- a. Steve Hoyt-McBeth, PBOT – Early Assistance Meeting Changing from required to encouragement.
  - Unattributed – What does that do for the neighborhood engagement?
  - Douglas Hardy, BDS - You have to meet with the neighborhood 30 days before submitting a TIR.
- b. Jack Orchard, Legacy: If you are meeting your TDM goals, and if we're 2-years into the plan, and we want to build an addition to a building, do we need to redo the TDM?
  - Bob Haley, PBOT: If it's in the zoning code, we look at again. They have an existing one that they are in compliance with. No further action needed.
  - Jack Orchard, Legacy: This needs to go into the regulations.
  - Steve Hoyt-McBeth, PBOT – It's already in code: 17.106.020.D
- c. Section V.C – We need to clean this up. Neighborhood Contact is required, EA is not.
- d. Section V.E – Tighten up and realign with Title 17.106.020C4A.
- e. Bob Haley, PBOT: Section V.F – 1./2. Schedule a meeting – Who is responsible for scheduling, and within what time frame?

- f. Jim Edelson, LNA: Nexus between institutional survey reporting and neighborhoods needed.
  - Steve Hoyt-McBeth, PBOT: There is an annual meeting required as part of Chapter 33.150 – but it’s all about the development, it’s not about TDM
  - Parking & Demand Management Plan – it’s implicit, but not explicit
  - Jen Massa Smith, Providence – It’s public information – you can do a public records request. I might suggest we work through our good neighbor agreement.
  - Mark Moffett - 150.060.D – there’s a requirement for an annual meeting – status update.
  - Steve Hoyt-McBeth, PBOT – We will call out the survey results to make it more explicit, though I’m not sure where at this moment where it would sit. Put into section V.F?
  - David Ellis, L&C – I don’t see any reason to not share it.
  - General consensus to share survey reports with neighborhood and businesses.
- g. Section V.F.1 – Ongoing Participation and Management – awkward to refer to the definitions.
- h. David Ellis, L&C – What happens if institution disagrees with PBOT?
  - Steve Hoyt-McBeth, PBOT– When you submit a TDM Plan, one of those elements is an Adaptive Management Plan. Ideally, before that official submission happens, we talk about it and work it out, so that when the plan gets submitted, there’s no surprise on what happens. Institution will forecast out to how to deal with if they are not meeting performance targets. Everyone should have
- i. Bill Hamilton, LNA: How are updates recorded? How will neighborhood associations track that?
  - Steve Hoyt-McBeth, PBOT: I’m not seeing what the official venue would be, I understand for the need for that to be reported. Where can neighborhood associations find updated files? There’s the annual meeting – the institution would be required to bring that up, but it would seem that you would have a similar requirement of the City.
  - Add: PBOT action when changes to plan occur, notify applicant & neighborhood associations.

## Next Steps

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## Contact

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Summit Comments By:

**March 16, 2018**

Discussion Draft Comment Deadline

