

PBOT

PORTLAND BUREAU OF TRANSPORTATION

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Chloe Eudaly Commissioner **Chris Warner** Director

Memorandum

To: Nan Stark, Project Manager
From: Bob Kellett, Transportation Planner
RE: Expanding Opportunities for Affordable Housing Project Transportation Analysis
Date: April 14, 2020

This memorandum summarizes Portland Bureau of Transportation (PBOT) staff's review of the potential impacts to the transportation system resulting from the Expanding Opportunities for Affordable Housing (EOAH) project. PBOT concurs with the legislative findings related to transportation that have been submitted for the project. While future development on properties that are re-zoned in EOAH could result in localized impacts to the city's transportation network, these impacts are expected to be minor and can be sufficiently mitigated through programs and projects that have already been identified in the 2035 Transportation System Plan (TSP).

Project Overview

The EOAH project is intended to reduce barriers to the development of affordable housing by community-based organizations such as churches, synagogues, and other nonprofit organizations. EOAH's Recommended Draft (April 2020) includes amendments to the conditional use chapter (33.815) of the city's zoning code. The project also proposes to change the Comprehensive Plan map and/or Zoning Map for 20 sites located throughout the city where community development projects are planned.

Impacts to the Transportation System

The two components of EOAH, zoning code changes to allow housing on institutional conditional use sites and Zoning Map/Comprehensive Plan map changes for 20 specific sites, have the potential to change transportation patterns and the distribution of automobile trips. When examining potential impacts from land use zoning and code changes, PBOT considers peak PM hour congestion in relation to "areas of concern" that were identified as part of the development of the 2035 Comprehensive Plan.



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At that time, the City completed an analysis of the transportation system, including assessing the traffic impacts of the new land use map being adopted with the new plan. To accomplish this analysis, the City worked with Metro to run the regional travel demand model. That assessment was acknowledged by DLCD with Task 3 of Portland's Periodic Review process (DLCD Order 001882).¹ Transportation modeling done with the 2035 Comprehensive Plan assumed the citywide 20-year growth allocation taken from the 2012 Metro Urban Growth Report.² At that time Metro planning assumptions allocated approximately 123,000 additional households and 142,000 additional jobs to Portland through 2035. The City relied on its Buildable Lands Inventory and a GIS-based Allocation Model to estimate the distribution of the expected growth across the City. This inventory and model were also acknowledged by the state with Task 3 of Portland's Periodic Review process and revised with Task 4 (DLCD Order 001892).³

Because of the 2035 Comprehensive Plan traffic analysis, the City and ODOT worked together to identify several areas of ongoing concern that required further monitoring and study. This information was also memorialized in the City's Transportation System Plan (Chapter 6, Projected ODOT "Hot Spot" Locations Refinement Plan).

To analyze potential impacts from EOA in relation to the identified areas of concern in the transportation network, staff from the Bureau of Planning and Sustainability (BPS) identified sites citywide that could potentially utilize the conditional use code changes to develop new housing through 2035. If new housing develops on these sites, it could result in some shifts to where transportation trips occur relative to the model used in the 2035 Comprehensive Plan. Some road segments may see more PM peak hour trips. Other road segments may see less PM peak hour trips.

BPS' analysis showed that institutional conditional use sites are evenly distributed throughout the city. While a transportation model was not run to evaluate the potential distribution of trips, it would be expected that the trips would be spread out across the transportation network based on the wide geographic distribution of new housing and that the number of these trips impacting areas of concern during the PM peak hour would not be significant.

Transportation impacts from the 20 sites that are proposed for Comprehensive Map and Zoning Map changes were also evaluated by BPS. These sites were also found to be geographically dispersed across the city. Four of the sites were found to be located on substandard streets that

¹ Analysis memo and data in Portland Periodic Review Task 3 record, Vol. 1.4.B, page 3511.

² Metro Council Ordinance No. 12-1292A

³ Growth Scenarios Report July 2015, Portland Periodic Review Task 3 record, Vol. 1.1.K, page 166;

lack curbs and sidewalks. It is anticipated that these infrastructure deficiencies can be addressed during the development review process.

Two of the 20 sites were identified as being near transportation areas of concern and, as such, could impact PM peak hour automobile congestion. The first site is located at SE Foster and SE 74th. The proposed zoning change is from one mixed use zone (CE) to a different mixed use zone (CM2). This zoning change does not increase the site's housing capacity beyond what is currently permitted. It is therefore presumed that the zoning change will not result in additional PM peak hour automobile trips beyond what has already been modeled for the 2016 Comprehensive Plan.

The second site is located on a section of SW Taylors Ferry Rd that has been identified as an area of concern. The proposed zone change is from residential R7 to R5. While this zoning change does increase the potential number of housing units on the site, it is small-scale residential housing and the increase in housing units should not be great. The number of new trips generated from the potential additional housing on the site during the PM peak hour should be insignificant. They can be reasonably mitigated by planned projects in the 2035 Transportation System Plan, including a nearby new light rail station that is on the TSP's Major Projects financially constrained list.

Transportation Demand Management Strategies

An additional consideration made in the analysis of the transportation impacts resulting from EOAH is current programs and strategies related to Transportation Demand Management (TDM). TDM is a tool for reducing the number automobile trips and the impacts they have on the transportation system. Portland City Council adopted an initial package of TDM measures with the 2035 Comprehensive Plan in 2016. These measures mandate certain multimodal financial incentives with new mixed-use buildings with more than 10 dwelling units (Portland City Code Chapter 17.107). This regulation was expanded to other residential zones as part of the Better Housing by Design's update to multi-dwelling zones (R3, R2, R1 and RH) outside the Central City in March 2020. EOAH sites that are in these zones and that meet the TDM requirements will be subject to 17.107.

Sites that are providing affordable housing units are presently exempt from 17.101. In 2019, PBOT initiated a program to provide people living in affordable housing units access to free transportation options, like transit passes, bike or scooter share memberships, rideshare and carshare credits. EOAH sites that meet the program's requirements may be eligible for this program.

It can be reasonably expected that PM peak hour trips will be mitigated at EOAH sites that are either subject to the TDM requirements in 17.101 or that participate in the affordable housing TDM program.

Conclusion

The Expanding Opportunities for Affordable Housing Project is anticipated to change the geographic distribution of new household growth during the 2035 Comprehensive Plan planning period. This may result in a change in the distribution of automobile trips in the transportation network. The overall change is anticipated to be minimal and localized. It can be adequately and feasibly mitigated through existing TDM programs and planned capital projects.